



Gloucester City Council

Cabinet

**Meeting: Wednesday, 11th October 2023 at 6.00 pm
in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP**

Membership:	Cllrs. Cook (Leader of the Council and Cabinet Member for Environment) (Chair), Norman (Deputy Leader of the Council and Cabinet Member for Performance and Resources) (Vice-Chair), S. Chambers (Cabinet Member for Planning and Housing Strategy), Lewis (Cabinet Member for Culture and Leisure) and Padilla (Cabinet Member for Communities and Neighbourhoods)
Contact:	Democratic and Electoral Services 01452 396126 democratic.services@gloucester.gov.uk

AGENDA

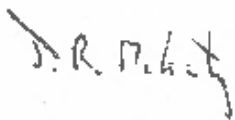
1.	APOLOGIES To receive any apologies for absence.
2.	DECLARATIONS OF INTEREST To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
3.	MINUTES (Pages 7 - 10) To approve as a correct record the minutes of the meeting held on 13 th September 2023.
4.	PUBLIC QUESTION TIME (15 MINUTES) The opportunity is given to members of the public to put questions to Cabinet Members. A question may be rejected if it: (i) Is not about a matter for which the local authority has responsibility or influence; or (ii) Is illegal, improper, defamatory, frivolous or offensive; or (iii) Is substantially the same as a question which has been put at a meeting of the Council, Cabinet or Committee in the past 6 months; or (iv) Requires the disclosure of confidential or exempt information; or (v) Is related to confidential staffing matters; or (vi) Is relating to the personal affairs or conduct of individual Members or Officers. To ask a question at this meeting, please submit it to democratic.services@gloucester.gov.uk by 12 noon on Friday 6 th October 2023 or telephone 01452 396203 for support.

<p>5.</p>	<p>PETITIONS AND DEPUTATIONS (15 MINUTES)</p> <p>To receive any petitions or deputations provided that no such petition or deputation is in relation to:</p> <ul style="list-style-type: none"> • Matters relating to individual Council Officers, or • Matters relating to current or pending legal proceedings
<p>6.</p>	<p>LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)</p> <p>Any Member of the Council may ask the Leader of the Council or any Cabinet Member any question upon:</p> <ul style="list-style-type: none"> • Any matter relating to the Council's administration • Any matter relating to any report of the Cabinet appearing on the summons • A matter coming within their portfolio of responsibilities <p>Only one supplementary question is allowed per question.</p> <p>Questions must be submitted to democratic.services@gloucester.gov.uk by 12 noon on Friday 6th October 2023. Responses to questions will be published in an addendum to the agenda by 12 noon on the day of the Cabinet Meeting.</p>
<p>7.</p>	<p>ARMED FORCES COMMUNITY COVENANT UPDATE (Pages 11 - 18)</p> <p>To consider the report of the Cabinet Member for Communities and Neighbourhoods updating Members on the support offered to current and former members of the armed forces, reservists, and their families as part of the Council's commitment to the Gloucestershire Armed Forces Community Covenant.</p>
<p>8.</p>	<p>CITY CENTRE CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN (Pages 19 - 88)</p> <p>To consider the report of the Cabinet Member for Planning and Housing Strategy seeking approval to consult on the Draft Gloucester City Centre Conservation Area Appraisal and Management Plan prior to issuing the document for public consultation.</p>
<p>9.</p>	<p>FINANCIAL MONITORING: QUARTER 1 2023-2024 (Pages 89 - 100)</p> <p>To consider the report of the Cabinet Member for Performance and Resources seeking Members to note year-end forecasts, the financial pressures on the Council during the Quarter ended 30th June 2023 and report on the performance of the Council against certain key financial performance indicators.</p>
<p>10.</p>	<p>NON-RESIDENT BURIAL FEES (Pages 101 - 104)</p> <p>To consider the report of the Cabinet Member for Performance and Resources proposing that non-residents' fees be put in place for residents that are living outside of Gloucester City Council boundary to help prolong the space available for the residents of Gloucester.</p>

11. DISPOSAL OF HERBERT, KIMBERLEY AND PHILLPOTTS WAREHOUSES
(Pages 105 - 122)

To consider the report of the Cabinet Member for Performance and Resources seeking to update Members on the progress for the disposal of the Herbert, Kimberley and Phillpotts warehouses in Gloucester Docks, and to authorise negotiations with a new purchaser.

Please note that Appendix 2 is exempt from disclosure to the press and public by virtue of Paragraph 3 of Schedule 12A of the Local Government Act 1972 as amended (information relating to the financial or business affairs of any particular person including the authority holding that information). If Members wish to discuss Appendix 2 the Cabinet will need to resolve to exclude the press and public before doing so.



Jon McGinty
Managing Director

Date of Publication: Tuesday, 3 October 2023

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.

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.

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CABINET

MEETING : Wednesday, 13th September 2023

PRESENT : Cllrs. Cook (Chair), Norman (Vice-Chair), S. Chambers, Lewis and Padilla

Others in Attendance

Cllr. Hilton

Managing Director

Monitoring Officer

Head of Finance and Resources

Head of Place

Democratic and Electoral Services Officer

APOLOGIES : None

20. DECLARATIONS OF INTEREST

There were no declarations of interest.

21. MINUTES

RESOLVED that the minutes of the meeting held on 12th July 2023 are confirmed as a correct record and signed by the Chair.

22. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

23. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

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

In respect of question 2 Councillor Hilton informed Members of several perceived maintenance shortcomings that he had observed since the Wellington Parade Garden had reopened. He enquired whether the Leader of the Council and the Open Spaces Strategy Team Leader would meet him on site to come up with a plan of action to which he would contribute part of his own Councillor Community Fund. The Leader of the Council thanked Councillor Hilton for his generosity. He stated

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that he would be happy to join the proposed meeting and noted that the new staff at Emerging Futures CiC would be able to contribute appropriate advice.

In respect of question 3 Councillor Hilton noted that the Kingsholm and Wotton ward has a high proportion of older pavements which are more vulnerable to damage by weeds. He asked if the scheduled weed clearance referred to in the response would cover the whole ward. The Leader of the Council confirmed that spraying would commence across the ward on the 18th September, although this date was dependent on the weather.

In respect of question 4 Councillor Hilton sought clarification over why the contractors had been seemingly unaware of the fragile power cable. The Leader of the Council invited the Managing Director to respond. The Managing Director advised that he believed they had to unexpectedly re-engineer the route of the cable. The Leader of the Council commented that both he and the Head of Place had had numerous meetings with Network Rail, GWR and the Member of Parliament to ensure the project gets the high priority it deserves. He stated he was pleased that the subway was now progressing towards completion.

In respect of question 5 Councillor Hilton noted the importance of well-maintained grounds in such an historic and visited city. He asked whether funding for gardeners could be found in the Growth Bid. The Leader of the Council stated that volunteer groups had undertaken this service with assistance from Ubico for some years. He advised that there were no spare funds available.

25. ADOPTION OF THE GLOUCESTER STATEMENT OF COMMUNITY INVOLVEMENT

Cabinet considered the report of the Cabinet Member for Planning and Housing Strategy that sought acknowledgement of the responses to the public consultation on the Statement of Community Involvement (SCI), endorsement of the changes made to the draft SCI resulting from the consultation, and adoption of the revised SCI.

The Cabinet Member for Planning and Housing Strategy summarised the report. She reminded Members that the revised SCI met and, in some areas, exceeded national requirements (3.8). She further drew their attention to the commitment to involve 'harder to reach' groups (Appendix 2 3.22) and in particular young people as evidenced by the consultation with schools, colleges and universities (3.10). The Cabinet Member for Communities and Neighbourhoods commended the Cabinet Member for Planning and Housing Strategy and Planning Team for increasing residents' participation in Council matters thus empowering communities.

RECOMMENDED to Council that:

- (1) the Response Report (Appendix 1 of the report) is endorsed
- (2) the Revised Statement of Community Involvement is adopted

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- (3) authority is delegated for the correction of any errors such as spelling, grammar, referencing and formatting to the Planning Policy Manager, in consultation with the Cabinet Member for Planning and Housing Strategy.

Time of commencement: 6.00 pm

Time of conclusion: 6.12 pm

Chair

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Meeting:	Cabinet	Date:	11 October 2023
Subject:	Armed Forces Community Covenant Update		
Report Of:	Cabinet Member for Communities & Neighbourhoods		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Isobel Johnson – Community Wellbeing Officer		
	Email:		Tel:
	Isobel.johnson@gloucester.gov.uk		39(6298)
Appendices:	1. Gloucester City Council – Specific Measures		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide an update to Cabinet on the support offered to current and former members of the armed forces, reservists and their families as part of our commitment to the Gloucestershire Armed Forces Community Covenant (‘the Covenant’).

2.0 Recommendations

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

- (1) work undertaken to support current and ex-service personnel as part of the Council’s ongoing commitment to the Covenant be endorsed.

3.0 Background and Key Issues

3.1 ‘The Armed Forces Covenant is a promise by the nation ensuring that those who serve or have served in the Armed Forces, and their families, are treated fairly.’ <https://www.armedforcescovenant.gov.uk/>

3.2 A Gloucestershire Armed Forces Community Covenant (‘the Covenant’) stands alongside the Armed Forces Covenant and is a voluntary statement of mutual support between the people of Gloucestershire and the local Armed Forces community.

3.3 Through its membership of the Covenant, Gloucester City Council has made a commitment to the wider Armed Forces Covenant. These commitments include:

- Encouraging local communities to support the Armed Forces community in their areas.
 - Encouraging the Armed Forces community to help and support the wider community, whether through participation in events and joint projects or other forms of engagement such as volunteering.
 - Promoting understanding and awareness among the public of issues affecting the Armed Forces community.
 - Recognising and remember the sacrifices made by the Armed Forces community at many annual events.
 - Encouraging activities which help to integrate the Armed Forces community into local life.
- 3.4 “On Census Day (21 March 2021), 1.85 million people in England and Wales reported that they had previously served in the UK armed forces. This represents 3.8% (almost 1 in 25) of the total population aged 16 or over. Of these, 76.3% (1.41 million people) previously served in the regular forces, 19.5% (361,000 people) in the reserve forces, and 4.3% (79,000 people) served in both the regular and reserve forces. Overall, 7.0% of households (1.75 million) in England and Wales included one or more persons who had served in the UK armed forces.” Source <https://commonslibrary.parliament.uk/>
- 3.5 In Gloucestershire, there are a total of 27,418 veterans, the veteran population by ward, according to the Census 2021 data is as follows;
- Gloucester 5,123
 - Cheltenham 4,401
 - Tewkesbury 4,799
 - The Forest of Dean 3,915
 - Stroud 4,794
 - Cotswold 4,401
- 3.6 The Armed Forces Act (2021), requires the council to pay due regard to the principles of the Armed Forces Covenant in terms of housing. In the previous 12 months, 4 individuals who identified as service or ex service personnel have been re-housed in Gloucester through the Gloucestershire Homeseeker Choice Based Lettings Scheme. The reasons for re-housing were as follows; homeless or threatened as homelessness (2), significant or urgent medical warfare (1) and unknown (1).
- 3.7 We are required to comply with the Code of Guidance on Homelessness 2018 and have regard to current and former armed forces personnel in our housing allocation scheme. The countywide Homeseeker Plus Allocations policy gives additional preference in terms of re-housing armed forces members when deciding on which area they would like to live in.
- 3.8 In addition to any duties owed under the homelessness legislation, on discharge, members of the armed forces with Homeless priority need (i.e. dependent children or vulnerable as a result of disability) will be awarded Gold band for 6 months from the discharge date. Those that are homeless with a

non-priority need are given silver band from their discharge date. Should they become homeless again within 5 years of the discharge priority need or unintentionally homeless applicants will be awarded Gold band again for 6 months from Notice being received.

- 3.9 The 'duty to refer' applies to the Ministry of Defence under the Homelessness Reduction Act 2017, therefore they are required to refer any service personnel facing homelessness within 56 days to the local housing authority. This enables access to housing services as early as possible in the process and increase access to social housing.
- 3.10 A list of specific measures that the Council implements in support of the Covenant is included at Appendix 1.
- 3.11 The Council is also represented at several annual events to mark a range of important dates such as Remembrance Day. In November 2022, the city council events team supported the Royal British Legion in delivering a successful Remembrance Day memorial service.
- 3.12 In June 2023, the Gloucester Armed Forces Day event was organised and managed by The Soldiers of Gloucestershire Museum. Unfortunately, the Gloucester Armed Forces Day Committee was unable to organise a large-scale event due to work and personal commitments. However, The Soldiers of Gloucestershire Museum, with limited resources, delivered an enjoyable event which brought together multiple charities, organisations and services and was well attended by local people.
- 3.13 In addition to providing support with the organising and delivery of key dates, the Council recognise both the historical and ongoing sacrifices of our armed forces with the flying of flags outside North Warehouse and social media campaigns.
- 3.14 The Council is an active member of the Armed Forces Community Covenant Meeting, organised by Gloucestershire County Council.
- 3.15 Officers are connected to relevant charities, organisations, and other agencies to discover how the council can work in partnership to better support the armed forces community. Through these connections, the Community Wellbeing Team can help veterans find meaningful volunteering opportunities and community building activities and signpost to relevant mental health support if it is needed.
- 3.16 An Officer regularly attends the Veteran's Hub, organised by Gloucester Rugby Foundation in partnership with local teams from Help for Heroes, Op Courage and Veterans UK. This hub takes place every second Wednesday of the month from 10:00-12:00 at Kingsholm stadium and is a good opportunity to meet local veterans, as well as network with other professionals who are working to support the armed forces community.
- 3.17 The Council's website includes a page dedicated to information about the support we offer to Armed Forces Personnel and veterans and includes resources and links to other pages.

3.18 The Council are currently a Bronze Defence Employer Recognition Award holder under the Defence Employer Recognition Scheme (ERS). The scheme encompasses bronze, silver and gold awards for employer organisations that pledge, demonstrate or advocate support to defence and the armed forces community, and align their values with the Armed Forces Covenant. In order to achieve bronze, organisations must;

- pledge to support the armed forces, including existing or prospective employees who are members of the community.
- must have signed the Armed Forces Covenant.
- promote being armed forces-friendly and be open to employing reservists, armed forces veterans (including the wounded, injured and sick), cadet instructors and military spouses/partners.
- Hold policies which enable reservists, cadet instructors time off to train and volunteer.

3.19 As stated above, the Council holds a Military Reservist Policy as well as a Special Leave Policy which provides staff with time off in respect of periods of mobilisation. These policies are easily accessed on the staff intranet.

4.0 Social Value Considerations

4.1 For the Armed Forces Community, the Covenant encourages the integration of service life into civilian life and encourages members of the Armed Forces community to help their local community.

5.0 Alternative Options Considered

5.1 There are no alternative options for consideration.

6.0 Reasons for Recommendations

6.1 The Council are committed through the Gloucestershire Armed Forces Community Covenant to work in partnership and act together to honour the covenant. The council encourage support for the Armed Forces Community working and residing in the City and work to recognise and remember the sacrifices that they have, and continue to make.

7.0 Future Work and Conclusions

7.1 The Armed Forces Partnership has been working alongside Gloucester Community Networking (GCN) and The Soldiers of Gloucestershire Museum (SOGM) on the creation of an Armed Forces Hub, a place where the armed forces community can access specialist support and guidance. GCN and members of the partnership will host a monthly hub, starting in October from the SOGM. Officers will represent the Council at these sessions, to provide relevant support and signposting. We have also been working with Housing teams from across Gloucestershire Councils to secure housing advice at the Hub.

- 7.2 Following the success of the Defence Employer Scheme Bronze Award, the Council is planning to apply for the Silver Award in coming years, with a timeline yet to be determined.
- 7.3 Officers will be present at the Gloucestershire Constabulary Open Day on September 23rd. This will be in partnership with Andy Hadrick, a veteran who manages the Armed Forces Outreach Vehicle. The Armed Forces Outreach Vehicle is available for any public event, for members of the armed forces community to access signposting and information.
- 7.4 Officers will promote and encourage front line council staff to complete an e-learning package, developed by Warwickshire County Council. The training raises awareness of the armed forces community, the issues they face, and what can be done to improve their quality of life. The e-learning also explains the covenant including the commitments required of the local authority.
- 7.5 A staff survey is currently open, to discover the number of staff that are part of the armed forces community, and to provide staff with the opportunity to make suggestions on what the council can do to better support the ex-forces and those still serving.
- 7.6 Gloucester City Council remains committed to our Armed Forces community and an annual update report for Cabinet will continue to be provided each autumn.

8.0 Financial Implications

- 8.1 Financial implications are discussed within the report and appendix. associated with this report.

(Finance have been consulted in the preparation of this report)

9.0 Legal Implications

- 9.1 There are no legal implications associated with this report.

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

10.0 Risk & Opportunity Management Implications

- 10.1 N/A

11.0 People Impact Assessment (PIA):

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

12.0 Other Corporate Implications

Community Safety

- 12.1 There are no community safety comments associated with this report.

Sustainability

12.2 There are no sustainability comments associated with this report.

Safeguarding

12.3 There are no safeguarding comments associated with this report.

Staffing & Trade Union

12.4 There are no staffing or trade union comments associated with this report.

Background Documents:

Gloucestershire Armed Forces Community Covenant

Appendix 1 – Gloucester City Council Specific Measures

Theme	Measure(s)
Organisational Development	Staff who are members of the Territorial Army or other military support service are, supported through flexible working arrangements contained in HR policies
Building Control	For Armed Forces personnel returning from duty with a disability, the Council provides free Building Control advice and will not charge for any applications made for extensions or alterations to their home.
Remembrance Sunday Event	The Council continues to work with armed forces charities on events including the sale of poppies for Remembrance Sunday and the promotion of Armed Forces Day through internal & external communications and inclusion in the Council's events calendar. Plans for this year's event are in progress.
Armed Forces Day Committee	The Armed Forces Day Committee did not have the volunteer capacity to deliver this year's event. They are planning to regroup for 2024. The council has offered to support with volunteer recruitment, as well as being there on the day.
British Legion Poppy Day	The council are supporting the Royal British Legion with the planning and delivery of this year's event. It will take place on Sunday 12th November and will consist of a service at the Gloucester Park memorial, a military parade through the city gate streets and a Cathedral service in the afternoon.
War Memorial, Cenotaph & War Graves	The Council commits to maintaining the war memorial at the cenotaph in Gloucester Park and the war graves at Tredworth Cemetery, to a high standard.
Army Recruitment Events	The Council will continue to support recruitment events by enabling access to suitable sites.
Housing Advice & Homelessness	In the previous 12 months, 4 individuals who identified as being armed forces or ex service personnel have been re-housed in Gloucester through the Gloucestershire Homeseeker Choice Based Lettings Scheme with our allocations policy enabling them to benefit from priority need.
Benefit Claimants	Where applicants are in receipt of housing benefit (HB) and/or council tax support (CTS), the City Council has adopted a policy to disregard as income some extra elements of war disablement pensions. Total expenditure for war disablement pensioners £ 38,706 Subsidy received @ 75% of this value is £ 29,030 Cost to local authority is £ 9,676
Discretionary Housing Payments (DHP)	The Council provides further help with housing costs through the use of DHP, with a local procedure enabling us to disregard as income some extra elements of war disablement pensions (the same as in housing benefit) when awarding payment.
Under-occupation Reductions in Housing Benefit	Legislation continues to assist armed forces personnel in that a bedroom used by members of the armed or reserve forces will not be counted as a 'spare' room whilst they are away from their main place of residence, providing that they have an intention to return to the property and they were in fact treated as a non-dependant person prior to their absence.
Access to Council Venues	The Council offers a 10% discount to Defence Privilege card holders to use at the Guildhall and the Museum (for exhibitions or events where charges are applied) The Council will also promote cultural events through the AFCC Partnership and by working with Imjin Barracks to ensure that serving officers and their families are made aware of activities taking place and where discounts are applicable.

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Gloucester City Council

Meeting:	Cabinet	Date:	11 October 2023
Subject:	Gloucester City Centre Conservation Area Appraisal and Management Plan		
Report Of:	Cabinet Member for Planning and Housing Strategy		
Wards Affected:	All wards		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Ullin Jodah McStea, Principal Conservation Officer		
	E: ullin.jodahmcstea@gloucester.gov.uk	Tel:	01452 396794
Appendices:	1. Gloucester City Centre Conservation Area Appraisal – Draft for Consultation, Oct 2023 2. Map of the Gloucester City Centre Conservation Area		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To obtain Cabinet’s approval to consult on the Draft Gloucester City Centre Conservation Area Appraisal and Management Plan prior to issuing the document for public consultation. Following consultation and further amendment the Council will be asked to adopt the Assessment as Supplementary Planning Guidance.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that the draft Gloucester City Centre Conservation Area Appraisal and Management Plan be approved for consultation amongst the public and interested parties in the city centre.

3.0 Background and Key Issues

- 3.1 A draft of the Gloucester City Centre Conservation Area Appraisal and Management Plan is attached at Appendix 1 to this report.
- 3.2 The document has been drafted by the Council’s Principal Conservation officer, Ullin Jodah McStea drawing on consultancy advice commissioned from Donald Insall Associates, Chartered Architects and Historic Buildings Consultants.
- 3.3 A conservation area appraisal defines the special interest of the conservation area that merits its designation and describes and evaluates the contribution made by the different features to its character and appearance. It will be used by Council officers and the Planning Committee when considering applications for development, and serve as a guide for developers, owners, and tenants in preparing proposals for development.

- 3.4 The Gloucester City Centre Conservation Area includes the Gate Streets, the King's Quarter, the Eastgate including Greyfriars, and the Blackfriars area. A map of the area within the scope of the document is at Appendix 2. This is one of 14 Conservation Areas covering the city and does not include the Cathedral, the Prison and other areas that sit within the city centre, which are included within adjacent conservation areas.
- 3.5 The City Centre Conservation was last appraised in 2007 and much has changed to the character and context of the area to warrant the current review. Significant parts of the area have been the subject of enhancement and regeneration, and the local and national policy context affecting development has also changed. The Council's adopted Heritage Strategy (2019-2029) refers to the requirement to review certain conservation area boundaries, including the City Centre Conservation Area, and to review the management plan associated with each of them.

4.0 Key points within the Draft Gloucester City Centre Conservation Area Appraisal and Management Plan

4.1 The Appraisal and Management Plan is set out in the following three sections:

- 4.1.1. **Understanding the area:** This consists of a brief summary of the area, its historic development, its significance and components. Much of this has been compiled from third party documents, including the 2007 Conservation Area Appraisal
- 4.1.2 **Site appraisal:** The conservation area is divided into four character areas. The key elements of each character area, and how they contribute to the character and significance of the conservation area, are outlined and appraised. The strengths, weaknesses, opportunities and threats in relation to each character are also assessed and used to inform the final section of the document.
- 4.1.3 **Management of change:** This section sets out a series of principles to guide future development whilst ensuring that the special character of the area is preserved and enhanced where possible. They have been updated since the earlier appraisal. Many of these principles relate to other council policies.

5.0 Social Value Considerations

51 The adoption of an updated Appraisal and Management Plan that has been subject to public consultation will strengthen the Council's ability to extract social value from development schemes in the area.

6.0 Environmental Implications

6.1 The Appraisal provides interpretation and context as well as a framework to further the protection and enhancement of the environment. The document deals mainly with the built environment, including buildings of architectural merit and heritage importance, and it also acknowledges the importance of the public realm and areas of open and green space within the conservation area.

7.0 Alternative Options Considered

- 7.1 To continue without updating the Appraisal and Management Plan. The extant document, produced in 2007 would become increasingly outdated and irrelevant, potentially exposing the Council to challenge and resistance to its efforts to improve the city centre.

8.0 Reasons for Recommendations

- 8.1 To strengthen and update the relevance of the Gloucester City Centre Conservation Area Appraisal and Management Plan.

9.0 Future Work and Conclusions

- 9.1 In order to recommend to Council that the Draft Gloucester City Centre Conservation Area Appraisal and Management Plan is adopted as Supplementary Planning Guidance it needs to be subject to public consultation for a minimum period.
- 9.2 The draft of the Appraisal and Management Plan will therefore be subject to consultation amongst the public and with key stakeholders over a 6 week period. It is Officers' intention to hold at least one public meeting to which all members of the City Council will be invited. Officers will also request to attend meetings of the Gloucester Civic Trust, the Gloucester Heritage Forum, the Gloucester Business Improvement District, the Gloucester Development Forum and the Gloucester City Centre Commission.
- 9.3 Following the above programme of public consultation the document will be reviewed and amended in the light of the consultation responses and comments received. The amended document will then be presented again to Cabinet in December, followed by Council in early 2024 for adoption as SPG.

10.0 Financial Implications

- 10.1 There are no direct financial implications arising from this report.

11.0 Legal Implications

- 11.1 It is a statutory requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 for a local planning authority from time to time to review parts of their area that are designated as conservations areas and to draw up and publish proposals for the preservation and enhancement of the conservation areas. In so doing there is a duty to consult the local community on the proposals, including the holding of a public meeting, and for the local planning authority to have regard of the views expressed by consultees.
- 11.2 Due to the fact that the finalised Appraisal is intended to be adopted as a Supplementary Planning Document the consultation and publication arrangements of the Appraisal will also need to take account of the requirements of the Town and

Country Planning (Local Planning)(England) Regulations 2012 as amended and the Council's Statement of Community Involvement.

11.3 One Legal has been consulted on this report

12.0 Risk & Opportunity Management Implications

12.1

Risks	Mitigation
That the public fails to engage with the public consultation programme on the document.	Officers will carry out an extended consultation period, promoting opportunities to engage via social media channels and contacts within local communities within the Westgate Ward.
Objection to management proposals	Consultation amongst relevant businesses within the development industry

12.2

Opportunities
To enhance the city centre by strengthening the protection afforded through the planning system.
To raise awareness of the enormous heritage value of the City Centre Conservation Area.
To communicate and reinforce the Council's ambition to drive up standards of development in the city centre.

13.0 People Impact Assessment (PIA) and Safeguarding:

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

14.0 Community Safety Implications

14.1 There are no direct Community Safety implications of this report.

15.0 Staffing & Trade Union Implications

14.1 None

Background Documents: None

Gloucester City Centre Conservation Area



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1. Introduction

1.1 What is a Conservation Area?

A conservation area is 'an area of special architectural or historic interest the character and appearance of which it is desirable to preserve or enhance' as set out in Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

When dealing with planning applications in conservation areas the Local Authority is required to ensure that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area' (Section 72); the Local Authority also has a duty 'from time to time to formulate and publish proposals for the preservation and enhancement or any parts of their area which are Conservation Areas' (Section 71).

The Planning (Listed Buildings and Conservation Areas) Act 1990 prevents the demolition of buildings in conservation areas without consent and allows for the service of 'Repair Notices' for vacant buildings in a similar way to those for listed buildings.

These sections of the 1990 Planning Act form the foundation for Gloucester City Council to manage the built environment in such a way as to retain the special qualities of their conservation areas. There are, however, a wide range of legislation, national guidance



Gloucester Cathedral seen from St Michael's Tower.
Photo: GCC.

and local policies which assist in this task. They deal with other types of heritage asset, such as listed buildings, additional controls to supplement those included in the 1990 Act (often called Article 4 Directions), various types of repair and enforcement notices, and advice on how to assess the impact of development on the setting of an area or building.

Consequently, it is important that this document is read in conjunction with

additional guidance and local and national policy documents. Where applicable, links have been provided to the documents to provide additional guidance. This appraisal forms part of the Council's Historic Environment Record and evidence base for the Local Plan.

It is essential that any management plan supports a modern community and is considerate of social and economic factors. In view of this consultations have been (and will be) undertaken during the appraisal process, and these will impact on the formulation of the management policies outlined later in this document.

1.2 The Conservation Area Appraisal and Management Plan and its Purpose

This appraisal has been prepared by Gloucester City Council, with input from Donald Insall Associates; it has been funded through the Cathedral Quarter High Street Heritage Action Zone (HSHAZ).

The appraisal is set out in 3 parts:

1. Understanding the area: This consists of a brief summary of the area, its historic development, its significance and components. Much of this has been

compiled from third party documents, including the 2007 Conservation Area Appraisal

2. Site appraisal: The conservation area is divided into four character areas. The key elements of each character area, and how they contribute to the character and significance of the conservation area, will be outlined and appraised. The strengths, weaknesses, opportunities and threats in relation to each character area will also be assessed and used to inform the final section of the document.
3. Management of change: This section will set out a series of principles to help guide future development whilst ensuring that the special character of the area is preserved and where possible enhanced.

1.3 How it will be used

A conservation area appraisal defines the special interest of the conservation area that merits its designation and describes and evaluates the contribution made by the different features to its character and appearance. It will be used by council officers and Members when considering applications for development, but also as a guide for

developers, owners, and tenants in preparing proposals which are in line with national legislation and guidance and local policy on the protection of conservation areas. The appraisal also seeks to understand the City Centre Conservation Area's capacity for change and its potential to meet local development needs and pressures.

This appraisal aims to increase the appreciation and understanding of the conservation area and help businesses tenants and owners understand the legislation that protects this complex historic city.

1.4 Consultation process

It is a statutory requirement under the Planning (LBCA) Act 1990 for conservation area guidance producer by or on behalf of the Council to be subject to public consultation, including a public meeting, and for the local authority to have regard of the views expressed by consultees.

Public consultation has been undertaken at various stages through the production of this appraisal, including at the beginning of the process; a draft of the appraisal will also go out (has gone out) to public consultation. This public consultation has been vital in understanding the thoughts, issues and

pressures which face the City Centre Conservation Area from those who live, work, and use the area, as well as the local authority who are responsible for the administration of planning policy to ensure that its character or appearance is preserved or enhanced.

Groups which were informed of the consultation or specifically consulted include:

Gloucester Business Improvement District

Gloucester Housing Strategy Team

Gloucester City Council Planning Officers

Gloucester Heritage Team

Gloucester City Council Cabinet Members

Gloucester Culture Trust

Gloucester Development Forum

University of Gloucestershire

Gloucester Civic Trust

Owners/occupiers of properties within the Conservation Area

The results of these consultations have informed the preparation of this document.

1.5 Regeneration context

At the time of this review, the Cathedral Quarter High Street Heritage Action Zone is approaching its final stages. Having been awarded £1.9m in funding from Historic

England, this scheme has delivered change to part of Westgate Street providing grants to property owners for renovation and refurbishment of shopfronts and the conversion of vacant upper floors to residential use, as well as delivering improvements to the public realm. It is the intention that the work completed through the HSHAZ will encourage further regeneration as well as educate residents and owners as to the benefit of investment in heritage and good design. This will have an impact on the current condition of Westgate Street and its environs and should be assessed during the next conservation area appraisal review. At this point in time 10 facades/shopfronts have been restored/renovated, and 5 new upper floor residential units created as a part of this scheme.

However, despite the HSHAZ interventions, and the undoubted improvements that it has delivered, there remains considerable uncertainty regarding the future direction of high streets, with many believing that these areas need to provide more than retail to encourage visitors.

A Townscape Heritage Initiative was awarded to Southgate Street to improve the area from St Mary DeCrypt Church to the southern end of Southgate Street in 2013. This has now concluded and there is a large improvement which is reflected in this review.

Current and Recent Regeneration Schemes

There are several large-scale developments underway in the City Centre Conservation Area, and a number completed since the 2007 appraisal. These include the demolition of the Gloucester Technical College and the redevelopment of Greyfriars (Friars Orchard Scheme).

There is also significant regeneration underway in the King's Quarter of the city centre, an area which includes part of the City Centre Conservation Area. This £200m+ city council led regeneration project, supported by £20 million in Levelling Up funding, is providing a new mixed development in that area of the city. Within the conservation area the former Debenhams site is being repurposed by the University of Gloucester. This building has one of the largest footprints in the city centre and its repurposing will bring 4 500 students and hundreds of new jobs to the area. Work is now underway to create the Forum, a mixed use office, hotel, leisure, retail and residential development on the edge of King's Square, just outside the conservation area. All schemes are due for completion in 2024.

The planned closure of Longsmith Street Carpark as part of the regeneration of the Fleece Hotel site is currently on hold, with uncertainty facing the future of this important historic site.



Works at 14 Westgate Street as part of the Cathedral Quarter HSHAZ. Photo: GCC.

The regeneration initiatives above aim to revitalise historically significant as well as negative parts of the conservation area, which it is hoped will encourage further regeneration. The impacts of these should be assessed within the next review of this document to understand the full effects of these projects and how they may inform future phases of development.



King's Square was redeveloped in 2022. Photo: GCC.

1.6 National and Local Policy Context

The obligations of local planning authorities towards conservation areas within the legislative process have already been outlined at the start of this document, however there is considerable policy, both national and local, which provides more details on how legislation should be implemented.

The National Planning Policy Framework (NPPF) 2021 provides national policy. Protecting and enhancing the historic environment is a key component of the NPPF's drive to achieve sustainable development.

Section 16 of the NPPF, 'Conserving and enhancing the historic environment' sets out the heritage framework in detail in relation to various 'heritage assets'. Conservation Areas are referred to as designated heritage assets in the NPPF.

Both the Joint Core Strategy (produced in partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council, setting out a planning framework for all three areas and adopted in December 2017) and the Gloucester City Plan (adopted in January 2023) refer to designated heritage assets.

Policy SD8 in the Joint Core Strategy concerns the historic environment and it states that 'Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment' and that 'Designated and undesignated heritage assets and their settings will be conserved and enhanced as appropriate to their significance, and for their important contribution to local character, distinctiveness and sense of place...Development should aim to sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation'.

Policy D1 of the Gloucester City Plan focuses on the historic environment; it states that

'Development proposals must conserve the character, appearance and significance of designated and non-designated heritage assets and their settings'

2. Understanding the site



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The meeting of Westgate Street and Northgate Street at the Cross. Photo: GCC.

2.1 Significance of the site

The City Centre Conservation Area lies between The Docks and the Cathedral Precinct and encompasses the main retail core of the city. The four principal streets meet at The Cross, reflecting their Roman origin, and the boundary of the conservation area follows the line of the former Roman wall, now lost below later development. The grid pattern of streets and back lanes are predominantly laid out on the Roman plan. In the north-east and the south-east quadrants, these have been

overlaid by post-war development which created two large shopping centres.

The conservation area retains a high number of historic buildings, dating from the 11th century onwards. Medieval churches, and former merchants' houses, many with fine timber-framed frontages, can be found in the main streets, of which Westgate Street is the most intact. There are also some noticeable examples of high-quality 20th Century development, including the former Debenhams built between 1928 and 1931, the Oxbode and HSBC Bank built in the 1960s.

The key characteristics of the City Centre Conservation Area are summarised below:

1. The centre of Gloucester City, located between The Docks and the Cathedral Precinct
2. High density of commercial, local government and cultural uses with a growing number of residential properties
3. Primary shopping frontages along the Gate Streets
4. Retains the Roman street layout, overlaid by Saxon development, of the four main streets meeting at The Cross
5. Surviving Roman remains, exposed and below ground. For example the King's Bastion and the footings of the East Gate, as well as Roman wall remains within a retail premises on Southgate Street.

6. Back lanes and alleys, where they survive, on a grid pattern with some remains of medieval burgable plots
7. Two outstanding 12th Century friaries – Blackfriars and Greyfriars as well as several other scheduled sites without above ground remains
8. A high number of grade 1 and 2* listed buildings dating between the 11th and 19th centuries, the highest concentration of which is in Westgate Street
9. Several very early medieval churches – St Mary Decrypt, St Nicholas Church, St John the Baptist and St Michael's Church
10. Survival of several medieval stone undercrofts in Westgate Street associated with wealthy merchants' houses
11. Several outstanding timber-framed houses and Inns of the 15th-17th centuries, including The New Inn in Northgate Street, listed grade I
12. Some high-quality examples of 20th Century design

2.2 Boundary alterations

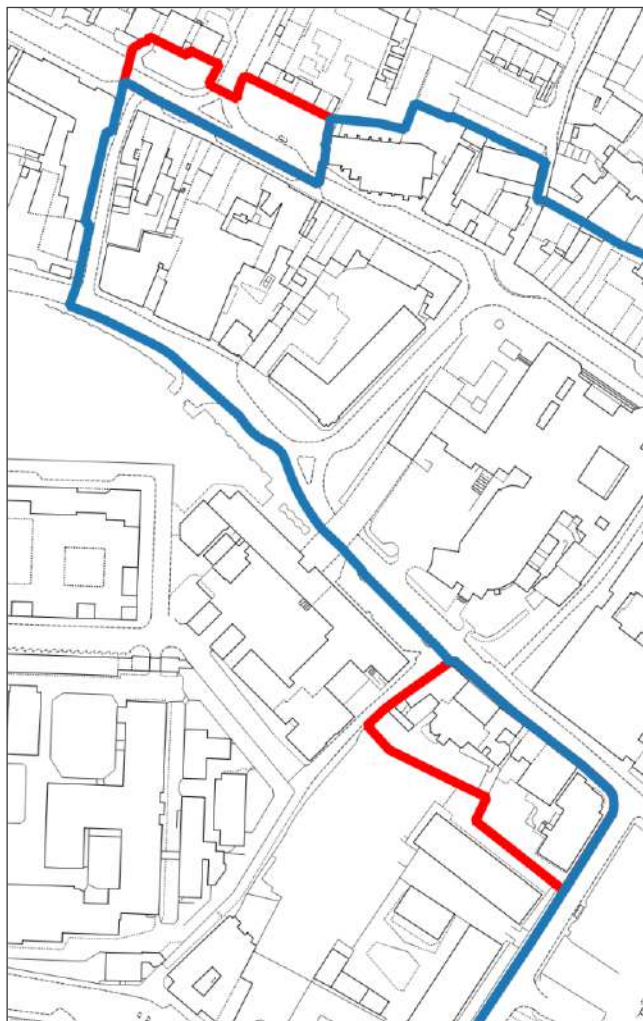
As a part of the appraisal process, two small extensions to the City Centre Conservation Area are proposed. They are:

Area 1 – Area of green on the northern side of Westgate Street

The Dukeries is a 1960's residential



Trees screening the Dukeries development from Westgate Street. Photo: GCC.



Map showing alterations to the boundary of the Conservation Area. The existing boundary is shown in blue. The alterations are shown in red.

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impact on Westgate Street, as well as on the setting of St Nicholas Church. This small alteration to the conservation area boundary would provide this protection.

Area 2 – Bearland House, Bearland Lodge, numbers 41,43,45, 47,49 Longsmith Street.

Bearland House and Lodge are impressive 18th century houses which, alongside numbers 41-49 Longsmith Street, are currently within the



Bearland House. Photo: GCC.

development to the northern side of Westgate Street and is outside the network of conservation areas which surround the city centre. Nos 102-106 Westgate Street stand to the east of this and are of similar period of development. Both ranges of buildings are noticeably at odds with the buildings on Westgate Street, due to their scale, mass, materiality, condition and detailing, and as such, detract from their setting. The areas of public realm, including soft landscaping and trees to the front of these buildings are an important buffer which provide a significant piece of landscape to the streetscape, and as such it is felt that they should be protected from removal as this would have a detrimental

Barbican Conservation Area. It is proposed that the boundary between these two conservation areas is redrawn to bring this domestic range of buildings into the City Centre Conservation Area. It is felt that the residential nature of this range of buildings responds more to the architectural character of the City Centre Conservation Area, with its terraces of historic buildings, rather than the Barbican Conservation Area which is dominated by Gloucester Prison.

2.3 Location

Gloucester is the county town of Gloucestershire, with Cheltenham located 10 miles to the east, Tewkesbury 15 miles to the north and the Forest of Dean to the west. To the south is Stroud and the Cotswold escarpment, which rises steeply from the plain. This is crossed by the M5 motorway, connecting the north of England to Bristol, Bath and the southwest.

The City Centre Conservation Area is the historic core of Gloucester and provides the majority of its primary and secondary shopping frontages. It is a vibrant part of the city offering day and night-time activities and a mix of uses. The form of the conservation area is largely established by its historic layout which remains intact, forming a loose grid of routes.



Gloucester City Centre seen from Robinswood Hill, with the Malvern Hills behind. Photo: GCC.

2.4 Topography, geology and landscape

Central Gloucestershire itself is located on a spur of higher ground just above the floodplain of the River Severn. The city lies on lower lias clay and gravels in the Vale of Gloucestershire. To the north, west and south the terrain is low lying, but the Cotswold escarpment, along with the outlying Robinswood Hill and Churchdown Hill, rises

steeply to the east, around 5 miles from the city centre.

Within the City Centre Conservation Area, contours confirm that there is a high spot close to the crossing point of the four main streets, with the steepest slope occurring on the west side of Ladybellegate Street. The change in gradient is also noticeable along Westgate Street, which drops gradually towards the river. Until the 19th Century, the River Twyver or Fullbrook ran westwards along the north

side of St Aldate Street (forming the northern ditch of the medieval city) and into what was Mill Lane but has long since been culverted. The River Severn has changed course several times; the eastern branch of the Severn silted up and a new branch developed further west.

2.5 Relationship of the Conservation Area to its surroundings

The wider city is divided into 14 conservation areas with the City Centre the most central. Immediately to the north is the Cathedral Precincts Conservation Area which is linked to Westgate Street by College Street and which provides important open spaces which are surrounded by highly graded historic buildings. To the west is the Barbican Conservation Area, which includes the southern elevation of Longsmith Street and the western elevation of Ladybellegate Street. To the southwest, beyond Commercial Road, lies the historic docks surround by the vast warehouses of the Docks Conservation Area. Continuing east is the Southgate Conservation Area which is an area of mixed commercial and residential development. The Spa Conservation Area wraps around the southwest edge of the city centre, with its elegant Regency terraces and open green spaces. Finally, to the east, the boundary abuts the Eastgate and St Michael's Conservation Area, comprising mainly 19th



St Nicholas's Church and the Malvern Hills beyond.
Photo: GCC.

Century development along outer Eastgate Street and Cromwell Street residential areas.

The City Centre Conservation area is partially pedestrianised so vehicular access to its core is limited. The pedestrianisation scheme creates a pleasant shopping environment for

the four main streets, with car parking situated around the edges. There are both surface and multi-storey car parking facilities off Ladybellegate Street; There is roof car parking above Eastgate Shopping Centre and to one side of King's Square.

There is an important pedestrian link from Brunswick Road to Southgate Street, past Greyfriars, which also connects into Eastgate Shopping Centre and the adjoining covered market. The principle vehicular entrances into the City Centre Conservation Area are from Royal Oak Road and The Quays, leading into public car parking and the county council offices in Quay Street. The Inner Relief Road wraps around the city centre on the northern, eastern, and south-eastern sides, feeding into the parking for the two shopping centres and into Lower Eastgate Street, to the two surface carparks off Hampden Way. There is a pedestrian route from King's Square towards the railway and bus station.

2.6 Archaeology

There are a high number of scheduled monuments within the City Centre Conservation Area which are shown on the following link [Search the List: Map Search | Historic England](#). Most of these lie below existing buildings. The best preserved above ground remains are the buildings and ruins of Blackfriars and Greyfriars. Both consist of



Greyfriars. Photo: GCC.

considerable standing remains with Blackfriars considered to be the most complete Dominican Friary on a national basis. Any substantial groundworks within the conservation area have the potential to impact archaeological remains of national importance whether scheduled or not.

2.7 Historic development

The name Gloucester is derived from the Roman name Glevum, combined with the suffix 'cester', which means a Roman walled settlement or fortress. The CCCA forms the historic core of Gloucester, and the boundaries largely follow the lines of the Roman city walls, later used by both Saxons

and Normans until largely demolished in the Civil War of the mid-17th Century.

The historical development of the city has been covered in detail in a variety of publications, references of which are included within the bibliography.

The principal features of the historic development of the City Centre Conservation Area are as follows:

Roman

Roman occupation commences in AD48 when a Roman fortress was constructed at Kingsholme, taking advantage of the lowest bridging point of the River Severn;

A new fortress is established on the site of Gloucester city centre around AD 57 which by AD 97 had become a Roman 'Colonia' or veteran settlement on the same footprint;

The cross plan of the streets was laid out, with the Gate Streets largely aligned along the Roman layout;

The forum and basilica lay alongside Southgate Street;

A suburb developed on land to the west, reclaimed from the river;

Roman Gloucester survives as an urban centre into the 5th century. It's status during the 6th and early 7th century is unclear and it



Roman remains under Eastgate Street. Photo: GCC

may have continued as a partly occupied central place during the dark ages.

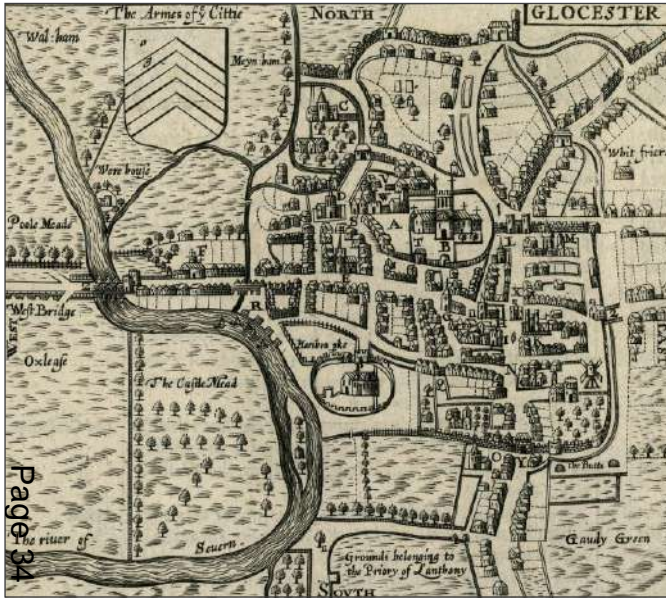
Anglo-Saxon and Norman

In 679 the Christian king of the Hwicce's, Osric, founded a minster in Gloucester which was rebuilt in 823;

New streets laid out in the 9th Century, many of which remain, and the town walls were refortified;

Queen Aethelfleda founded St Oswald's Priory in around 900;

This 'Old Castle' and was probably a ringwork type structure utilising part of the city walls. It probably developed into a 'Mottle and Bailey'



Speed's 1610 map of Gloucester. Photo: British Museum (CC BY-NC-SA 4.0)

type castle after some years. The 'Old Castle' was built in the early 12th century close to the river, and Gloucester grew due to its location. The market and mint developed as a response to this.

The Abbey of St Peter, which stood on the old Minster site, re-founded by William in 1072, became one of the principle Benedictine centres in England.

Medieval

Henry III was crowned in St Peter's Abbey in 1216;

Greyfriars was established in 1231, Blackfriars in 1239 and Whitefriars in about 1268;

Gloucester's wealth derived principally from the making of wool cloth;

Long, thin burgage plots were laid out along the principal streets, to promote development;

Westgate Street contained the market, several churches, the mint and a number of vaulted stone merchant's undercrofts constructed in the prosperous late 12th and early 13th Centuries;

Southgate contained the fish and corn markets;

Eastgate Street was the Jewish Quarter until the Jews were expelled in 1275;

Northgate Street contained another market and was lined with shops;

St Peter's Abbey was rebuilt and extended in the 14th Century.

Tudor and Jacobean

In the late 1530s due to the dissolution of the monasteries, the power of the church diminished and Gloucester became notable for its markets and manufacturing;

The Bluecoat School was built in 1566 in Eastgate Street;

Gloucester became a significant port,



The High Cross before its demolition in 1751. Photo: British Museum (CC BY-NC-SA 4.0).

helped by improvements to Gloucester Quay;
In 1643 the Civil War resulted in the demolition of the suburbs to the south, east and north;

Gloucester declined in the late 17th Century as the textile industry became less important, although new industries, such as metal working, developed.

Georgian

Gloucester prospered as roads improved and river borne trade through Bristol increased;

The quayside facing the River Severn continues as an important part of the city's economy;

The city centre roads widened with Eastgate demolished in 1778 and the remaining gates in 1781;

New markets were built off Eastgate Street and Southgate Street in 1786;

Existing buildings were re-fronted in fashionable brick;

New public buildings were constructed;

A new gaol was built on the site of the Norman castle in 1788.

Regency

A new spa developed to the south of the city centre after 1814, providing a short-lived



Shire Hall, Westgate Street. Photo: British Museum (CC BY-NC-SA 4.0)

impetus to the building of new shops in the city centre. It was eventually closed in the 1830s;

Gloucester and Berkeley Canal opened in 1827, which meant that by 1900 Gloucester had become one of the largest and most profitable ports in the country;

The first basin in Gloucester docks was constructed in 1812 with warehouses built from 1826 onwards;

Grain and timber became the most important imports.

Victorian

Between 1840 and 1900 the Docks continued to expand, providing Gloucester with its principal source of income;

Birmingham and Gloucester railway arrived in 1840;

The volume of canal borne traffic peaked in about 1850, but decreased rapidly after the railways developed, providing links to Birmingham, Swindon and Bristol;

In 1849 St Michael's Cross was demolished and rebuilt to one side;

In 1855 Eastgate market was rebuilt;

Gloucester Wagon Works was developed in the 1860s

In 1872 the School for Science and Art in Brunswick Road was completed, shortly followed by the public library and Price Memorial Hall (later the museum) which were added on either side

The middle classes moved out of the city centre and new residential suburbs developed outside the historic core;

In the late 19th Century, banks, offices, and larger stores moved into the city centre;

In the 1890s the new Guildhall was built in Eastgate Street, on the site of the former Bluecoat School.

20th Century

In 1900 the buildings between Commercial Road and Ladybellegate Street were demolished for the new electricity works;



Page 26
Southgate Street in the early 1900s.
 Photo: Historic England Archive.

Between 1901-1907 there was rebuilding around The Cross to ease congestion;

By 1914, the city centre had become almost entirely commercial;

In the 1920s and 1930s, buildings were demolished in Northgate and Eastgate Streets for new development; this includes the construction of Debenhams which was built between 1928-1931;

New buildings including The Technical College in Brunswick Road (1938-41)(now demolished) and the Central Post Office in The Oxeboode (1934) were built;

The city escaped major damage during the

Second World War;

New housing was built in the 1930s and 1950s/60s including the Fountain Square area at the western end of Westgate Street;

St Michael's Cross was removed from the city centre in the 1950s

The late 1950s saw the completion of the bypass. In 1962, Bruton Way became the first section of the Inner Relief Road to be opened, with the Kimbrose gyratory system completed at the end of Southgate Street in the early 1960s. The opening of the Severn Bridge in 1966 removed through traffic from South Wales and was further relieved by the opening of the M5 in 1971;

G A Jellicoe's Plan of 1962 led to the demolition of much of the medieval streets and buildings in the northeast and southeast quadrants, to provide the Eastgate Shopping Centre (1966-1974) and King's Square (1969-1972), served by the rooftop car parking and linked across Eastgate Street by a first floor bridge;

Jellicoe's Plan also allowed for the creation of a Via Sacra, a pedestrian route linking the cathedral and other historic sites of the main shopping area;

The County Hall buildings off Westgate Street were constructed in the late 1960/70s;

The portico to the old Eastgate Market was



Longsmith Street car park. Photo: GCC.

moved to form a new entrance to the Eastgate Shopping Centre in 1973;

Periodic development in the 1970s and 1980s saw the demolition of some of Gloucester's best Non-Conformist churches and also the replacement of the Gloucestershire Infirmary in lower Southgate Street with Southgate House;

The Gloucester Technical College was demolished in 2011 to enable residential development in the form of the Friars Orchard scheme.

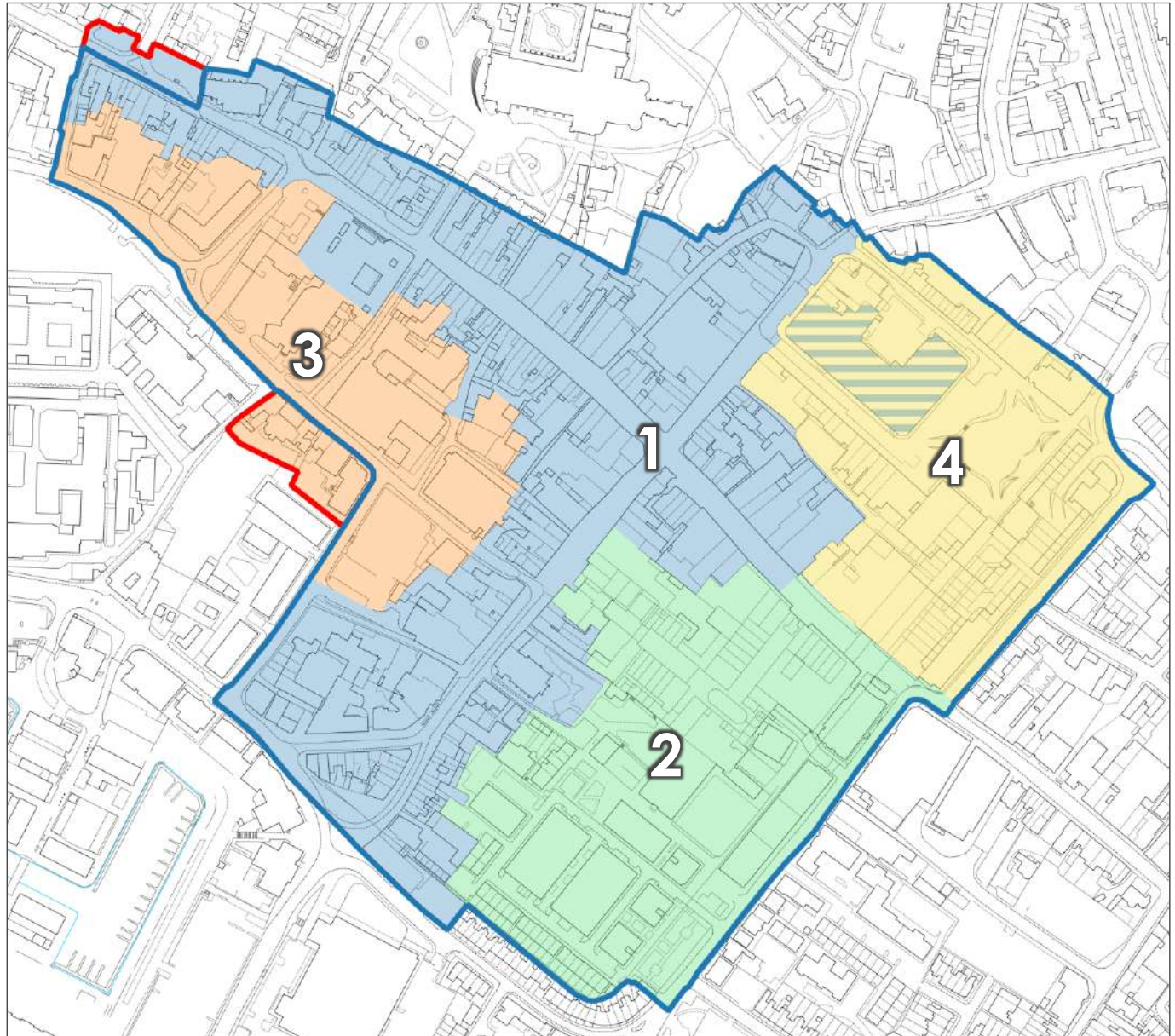
3. Character Areas

Within a conservation area, it is sometimes possible to identify parts of the area which differ in character. Key factors in defining where one part of the conservation area differs from another include the density of buildings, their relationship to one another, the street layout and the historic pattern of development. Where clear differences do exist, these are identified as 'character-areas' and the conservation area is examined using those sub-areas. Four areas have been identified as being 'character-areas' within the City Centre Conservation Area. The areas reflect the historical evolution of the city, and the pattern of development in different areas. The character areas are as follows:

1. The Gate Streets
2. Brunswick Road, Greyfriars and Eastgate
3. Quay Street, Longsmith Street and Ladybellegate Street
4. King's Square and King's Walk

3.1 The Gate Streets

The Gate Streets Character Area comprises Westgate Street, Eastgate Street, Southgate Street and Northgate Street from their intersection at The Cross, extending outwards to Lower Quay Street (Westgate Street), no. 12 (Eastgate Street), Kimbrose Way (Southgate



Map showing Character Areas of the City Centre Conservation Area.



The re-sited Eastgate Market portico on Eastgate Street.
Photo: GCC.

Street) and St Aldate Street (Northgate Street). With elements of the Roman, Saxon and Medieval town plan still clearly evident, in the form of the street layout, burgage plots and hidden alleyways, part of the Gate Streets character and importance lies in its historic origins and plan form. This is supplemented and enriched by the area's historic buildings, whose variety and quality are exceptional. Dating from the 12th to the 20th century, the historic buildings of the Gate Streets character

area include medieval friaries and churches, buildings with medieval undercrofts, a number of outstanding timber framed buildings, some of which have been refronted, as well as more recent 19th and 20th century buildings of note. The most complete and unaltered of the Gate Streets is Westgate Street, which contains a rich mix of well detailed historic buildings with limited modern infill. Overlaying this historic environment is the everyday modern hustle and bustle of a city centre shopping area, which adds its own unique character to this special place.

3.1.1 TOWNSCAPE CHARACTER

Townscape refers to the arrangement and appearance of buildings, spaces and other physical features in both the built and natural environments

Layout and plan form

The layout of the space within the Gate Streets character area is defined by the historic development of Gloucester, in particular the intersection of the Roman streets at the Cross, which were subsequently overlaid by Saxon development. The surviving back lanes and alleyways, on a grid pattern with some remains of medieval burgage plots, also contribute to this.

The Gate Streets are generally characterised by a tight urban grain, though there is considerable variation in the width of the principal streets themselves; this variation reflects the sites of medieval markets or island buildings which were demolished as part of highway improvements, some of which started as early as the 18th century. Today it is an area dominated by retail, one that is predominantly pedestrianised, with vehicular access limited to this space for much of the day. As such part of the character within this part of the conservation area lies in the shopfronts and the activity brought by visitors, workers, and shoppers. There is no one style or age of building predominant within this compact area, with buildings ranging in age, scale, material and design. The far-reaching views which converge at the Cross allows the consideration of these streets as a group.

Land uses

Historically, many buildings within the Gate Streets would have been occupied by family businesses with residences above, but from the 18th Century onwards, as the docks developed, so did the city, with residential growth moving towards the suburbs of the Spa and London Road. New buildings were constructed for governmental, administrative, manufacturing, or commercial uses. More recent development, for example the construction of the 1960s shopping centres,

resulted in the further loss of residences, so that today, there are relatively few homes in within this part of the city centre. Moves to encourage the residential use of the often-vacant upper floors within parts of the character area are currently being undertaken as part of the Gloucester's Cathedral Quarter HSHAZ; the repopulation of the city centre is a wider aim of the city council.

Whilst the Gate Streets are dominated by retail premises, there are also buildings accommodating other services such as banking, hospitality or entertainment; there are also several religious buildings throughout the character area, with active worship remaining in Southgate Street and Northgate Street. Administrative services can be found at Shire Hall.

The Debenhams building, a substantial site which bridges both the Gate Streets and the King's Square character areas, is currently undergoing conversion to enable its use by the University of Gloucester as a teaching site. The reuse of this important prominent site is a positive step, one that will revitalise this part of the conservation area.

Building density, scale and proportions

Westgate Street

Within Westgate Street the density of its built

form increases as it progresses towards the Cross, with the eastern end of this historic thoroughfare showing a greater concentration of buildings than the more disjointed western end. The building line is also varied, with features such as St Nicholas Church, positioned at an angle on the northern side of the street, the jetties of the Folk and No 66 and the recessed portico of Shire Hall, all adding variety to the street scene. There are a number of street trees at the lower end of Westgate Street.

The scale and proportion of the buildings on Westgate Street add texture to the street scene. Whilst there are a handful of substantial and imposing 19th and 20th century buildings on Westgate Street, for example Shire Hall and, on the corner, 1-3 Northgate Street, many of the other buildings on this historic route are more domestic in scale, varying between 2 and 4 storeys in height, occupying narrow plots and presenting an unbroken line to the street; they are also mainly historic, and most have a shopfront at ground floor level, though the quality of these varies. Positive examples can be found at 19, 64 and 66 where good quality late 19th Century shopfronts remain.

Above the shopfronts facades are diverse, whilst the roofscape, with its varied heights and features such as parapets, gables and both plain and decorative dormers, increase



Westgate Street. Photo: GCC.



Eastgate Street and the Cotswolds beyond. Photo: GCC.

interest. It is the variations within Westgate Street, and the glimpses to what lies beyond, that give this historic route its immense character, richness and architectural diversity.

To the north of Westgate Street is College Street, which, with its modest simple 15th century timber framed buildings sitting opposite a substantial decorated 3 storey

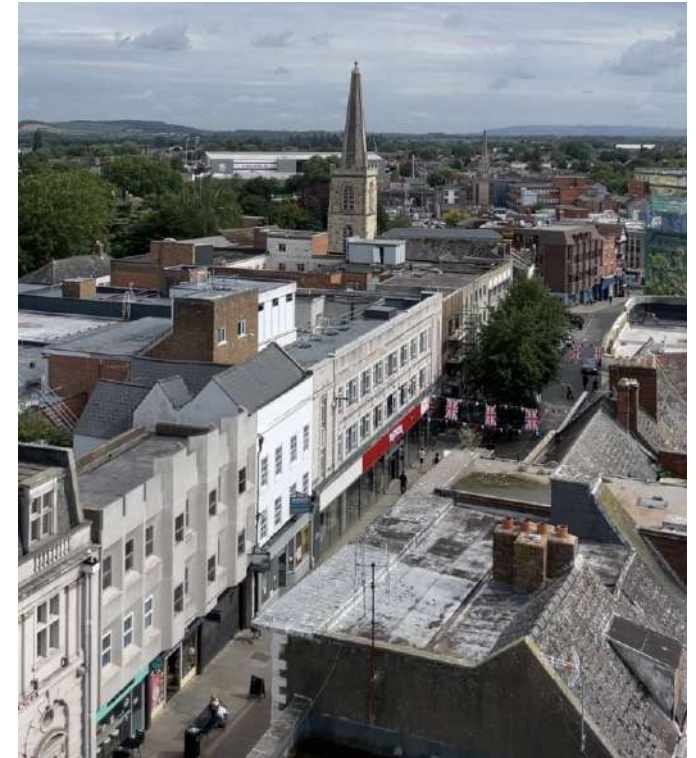
Victorian row, provides an iconic view of Gloucester's 11th century Cathedral. Close by the narrow College Court provides a more enclosed feel; the medieval ogee arched gateway, made famous by Beatrix Potter in *The Tailor of Gloucester*, is a particular feature in this space.

Eastgate Street

In contrast Eastgate Street is characterised by late 20th century redevelopment. Common characteristics in these buildings include substantial plot sizes, buildings of 2 to 3 stories, flat roofs and, in a number of cases, large overhangs. The tendency towards brutalism in this area, the proportions of the buildings, their massing and the lack of variety in the roofscape, are at odds with the range and scale of the buildings on Southgate and Westgate Street. There are some exceptions to this, for example at Nos 19-23, two late 19th century banks and the Guildhall, which are notable as surviving examples of earlier buildings. However, the predominance of late 20th century development which surrounds them makes them appear isolated.

Northgate Street

Whilst the range of buildings in Northgate Street is diverse in terms of age and architectural style, many of them are 3



Northgate Street. Photo: GCC.

storeys in height. Exceptions to this include Nos 6-10 Northgate Street, which is 4 storey and the Debenhams site, the latter of which marks the intersection with the Oxbode. There are also 2 storey buildings on Northgate Street, at numbers 35 and 37, though these modest buildings appear out of character with the rest of the street scene. Plot sizes too vary, from modest single ones to the property currently housing TK Maxx, which is at least 10 bays in



Southgate Street. Photo: GCC.

width.

The building line to each side of Northgate Street is predominantly consistent, with a notable exception at The New Inn which has a jettied first and second floor. On the opposite side of the road, the Church of St John is set slightly back and marks the turning from Northgate Street onto St Johns Lane. Buildings

along this side street are mainly 2 and 3 storeys in height and are less condensed, with regular breaks to the building line. These breaks provide glimpsed and far-reaching views towards the Cathedral.

Whilst there is great variety in terms of building age and style on Northgate Street, the overall impression is one of a more consistent street scene than the neighbouring Westgate Street.

Southgate Street

With St Michael's Tower and St Mary De Crypt positioned along it, as well as a combination of modern, historic, stone faced and timber framed buildings, there is considerable variety amongst the buildings that line Southgate Street. Whilst buildings do not generally exceed 4 storeys in height, the plot size, and the building line is varied, as is the roofscape, with chimneys, decorative turrets, ornate gables, differing roof lines and church towers all clearly visible and providing enrichment to this historic street.

As well as being a focal point within the streetscene, St Mary De Crypt marks the entrance to Greyfriars, and provides a break from the otherwise tight urban grain. Its tower also provides a noticeable landmark, which alongside St Michael's tower, effectively bookmarks the street at St Mary's. The community facilities and green space

provide space for rest, assembly and an easily understood historic landmark, all of which have been enhanced through recent work. Unfortunately it is also an area where anti social behaviour is evident.

The triangle formed at the southern end of Southgate Street by its connection to Commercial Road and Kimbrose Way also has a tight urban grain, however in this location a public open space has been created. Bearing in mind this area overlooks private spaces, rear gardens and rear elevations and is only partially screened by a piece of street art, it remains an unusual and perhaps incongruous feature of the conservation area.

Slightly to the west of the southern end of Southgate Street is Blackfriars' Priory. The presence of this historic monastic site not only provides further variation in terms of plot size, scale and proportions, the fact that it sits comfortably within its own grounds and is bordered on one side by a Georgian terrace which has retained its front gardens and historic boundary treatment gives a more open feel and diminishes the density of this part of the character area.

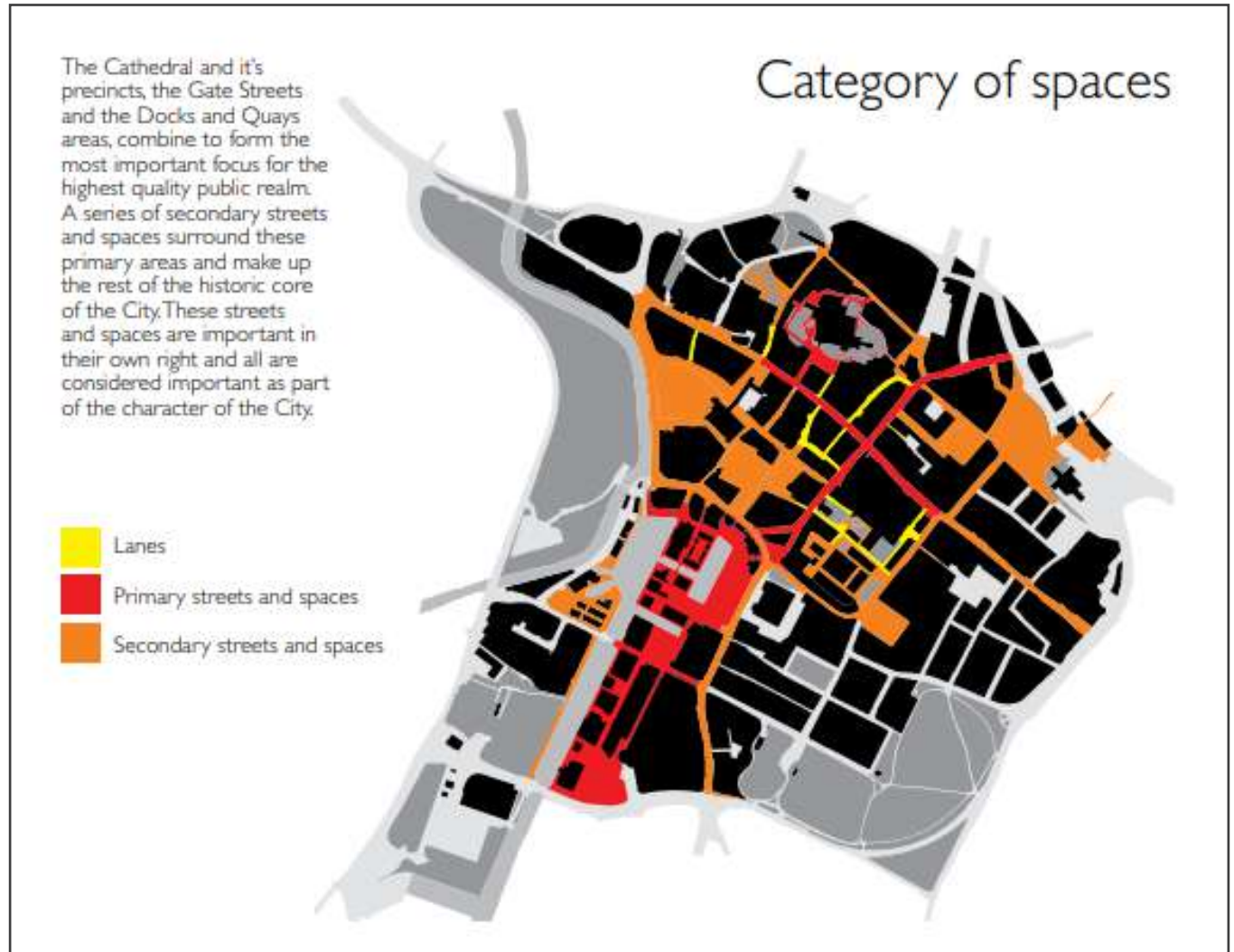
Alleyways and backstreets

A feature of the Gate Streets, in particular Westgate Street, are the small back lanes that were laid out during the Saxon period when the city is known to have been replanned with



Maverdine Lane, off Westgate Street. Photo: GCC.

a grid of streets and a series of secondary routes. These offer a different perspective to the busy urban character of the Gate Streets, typically narrower but often with glimpsed views to rear elevations and a range of smaller scale buildings, both domestic and commercial. A number of these routes have been overlooked and are now suffering from deterioration. Typical issues include lack of lighting, poor repair, insensitive infill development, blocking of historic openings and the installation of security grilles. This has



Categories of spaces in Gloucester City Centre (excerpted from Gloucester Public Realm Strategy 2017, p. 5).

led to anti-social behaviour and their use for refuse storage which deters pedestrian use. Examples of the back lanes and alleyways within this character area include:

- Bull Lane
- Maverdine Lane
- St John's Lane
- College Court
- Cross Keys Lane
- Alley to the east of 11 Westgate Street – Pinchbelly Alley
- Alley to the north of the New Inn

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Views

Views within the Gate Streets are varied and diverse, with key views from the Cross looking outwards along each of the four main streets. The view along Northgate Street is perhaps the shortest of these, because the road curves as it heads outwards, whilst the view along Westgate Street is far reaching and looks towards the Malvern Hills. This important view, which is enabled by the linear form of the street, the way it falls away as it heads westwards, and its predominantly pedestrianised nature, contains not only distant elements, but also the architecturally diverse buildings that line the street and more immediate landmarks such as St Nicholas

Church. Enclosed views, for examples along Bull Lane and College Court can also be found in close proximity to Westgate Street, whilst along College Street is a terminated view, with the Cathedral providing the focal point. The Cathedral also provides a background to a deflected view up St Johns Lane from Northgate Street, which entices the observer to explore further.

Southgate Street offers long ranging views north and south, framed to either side by the fine-grained buildings characteristic of this part of the conservation area. Looking to the south from the Cross, the view terminates at No 1 Commercial Road where the road splits in two, encompassing a number of features along its way. The chimneys of St Mary De Crypt, the timber framed gables of Robert Raike's House and the characterful roofscape comprising a variety of gables, chimneys and roof slopes are of particular note.

Eastgate Street stretches beyond the boundary of the City Centre Conservation Area with the long, straight nature of the road enabling far-reaching views both through the Eastgate and St Michaels Conservation Area, to the Cotswold Hills beyond. Street trees are prominent in many of these views and make a positive contribution to them, bringing an element of green into this urban setting. The first-floor

bridge which is part of the Eastgate shopping centre interrupts a number of these views at high level and can cause overshadowing which is unfortunate.

3.1.2 STREETScape CHARACTER

Streetscape is the outward facing visual appearance and character of a street, area or locality.

Open Space

The semi pedestrianised nature of the Gate Streets and the Cross creates a freely accessible area within the centre of Gloucester, one that is used not only for enabling people to access the shops and services that line these streets, but also, to some extent as a destination in itself, with the presence of benches, and the use of the pedestrianised streets for outdoor dining, encouraging people to linger in these areas.

Other than the Gate Streets themselves, there is limited public open space within this character area. The churchyard of St Mary de Crypt, which can be accessed from Southgate Street along Marylone, is a rare green space and provides a degree of tranquillity away from the busy shopping streets. The presence of a number of trees in this space contributes to this area's ambiance, however, recent incidents of anti-social

Views and buildings in the Gate Streets Character Area



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Westgate Street. Photo: GCC.



College Court. Photo: GCC.



Bull Lane. Photo: GCC.



Southgate Street from Marylone. Photo: GCC.



St John's Lane. Photo: GCC.



New Inn Lane. Photo: GCC.



Tranquil open space in the churchyard of St Mary de Crypt. Photo: GCC.

behaviour detract from calm and respite that this place can offer.

Other open spaces within this character area include the area at the southern end of Southgate Street and the space to the west of Shire Hall. Whilst this latter area benefits from

the presence of a number of street trees, it remains a location which could be improved and enhanced.

Whilst not always accessible to the public, green spaces can be found within Blackfriars. In addition to the south of the priory site, some retained front gardens front onto Ladybellegate Street and are visible from the public domain. Though limited in number these are a rare example of inner-city development which had a traditional front garden.

Within the character area is a limited amount of vegetation, sometimes within the form of street trees, whilst other are planters located on the street network. Although limited in number, and not always sensitively placed, this vegetation is part of the streetscape and adds a visual contrast to an otherwise high density of hard landscaping and terraced buildings.

Public Realm

The Gate Streets were the subject of a substantial pedestrianisation scheme which began in the 1990s and encompassed their intersection and extended as far as the junction with Brunswick Road (Eastgate Street), the junction with Blackfriars, (Southgate Street) Upper Quay Street (Westgate Street) and the junction with the Oxbode (Northgate Street). Much of the



Street surfaces in the Gate Streets Character Area. Photos: GCC.

public realm within the Gate Streets today, dates back to this time.

In terms of street surfaces a variety of materials have been used within the Gate Streets including York Stone and Forest Pennant Stone slabs for pavements as well as small red clay setts in a herringbone pattern in the central areas of upper Westgate and Eastgate Street, or a higher quality stone setts (upper Southgate and Northgate Streets) which are more robust and allow for vehicle movements. In some areas coloured tarmac, or resin bound gravel have been used. A strip of clay stone setts in stretcher bond are usually laid between the edges and middle sections of the streets.

Also of interest are the outlines of archaeologically known buildings laid out in black engineering bricks which are set into the paving at various points along Eastgate and Westgate Streets. Whilst these outlines are unusual, the information on them is both limited and dated, and somewhat lost in the myriad of street clutter that now dominates central Gloucester; something that leads to underappreciation of this distinctive feature.

Currently underway in Westgate Street, as a part of the HSHAZ, is a scheme to improve the public realm. Having undertaken public consultation, a number of proposals, including decluttering the street, repairs to street surfaces, the introduction of more greenery

and seating and improved interpretation have now been put forward. Works will commence in 2024.

Evidence of the Via Sacra, a pedestrian scheme that originated in the Jellicoe Plan and linked the then new shopping centres with the historic elements of the city centre and the Cathedral, can be found in all the character areas including the Gate Streets. In some cases traditional materials were used for the paving of the route, whereas in others a cruciform pattern is inlaid in the street surface. Unfortunately, whilst the route may provide a link between a number of Gloucester's historic sites, there is a lack of consistency in terms of how this route is depicted, as well as a lack of interpretation and maintenance, all factors that erode the legibility of this interesting route.

Whilst there are examples of the use of high quality and traditional materials within the Gate Streets, and interesting surface features, sporadic change, a lack of maintenance and insensitive and poor-quality repairs in the years since pedestrianisation have eroded and diminished the sense of cohesion that was originally intended.

This lack of cohesion is also reflected in the wide range of street furniture that is evident within this central area, which includes bins, bollards, seating and wayfinding. Again,



Cluttered street furniture in Westgate Street and Eastgate Street. Photos: GCC.

whilst there may have initially been a uniformity of approach, in the intervening years, any co-ordination appears to have been lost, with an irregularity in the type and the placement of the public realm furniture, much of which is dated and poorly maintained. This, alongside the privately owned outside eating areas, food wagons and advertisements, give the Gate Streets a chaotic and often cluttered feel.

Within the Gate Streets is also a considerable amount of public art, from the mosaic panels which indicate the previous historic uses of the rear streets, to the sculptures seen at the Cross, the junction of Southgate Street and Commercial Road. The quality of these works varies, and their placement and lack of interpretation means that many of these items are not fully understood or appreciated; they add to the cluttered feel of these streets.

The introduction of a Public Realm Strategy in 2017 sets out a clear approach to the selection of materials, designs and the location of these throughout the City Centre Conservation Area to strengthen the relationship between primary, secondary and rear streets and is a welcome introduction. Whilst it may not be possible to undertake a comprehensive redevelopment of the public realm in this conservation area at present, as development opportunities arise, the public realm strategy should be used to guide



Grade I listed Dick Whittington's (100 Westgate Street).
Photo: GCC.



The twelfth-century undercroft in the Grade I listed Fleece Hotel. Photo: Historic England Archive.

development to ensure that high quality and appropriate materials are used. For further information please see [prs-adopted-version.pdf \(gloucester.gov.uk\)](https://www.gloucester.gov.uk/prs-adopted-version.pdf)

3.1.3 ARCHITECTURAL CHARACTER

A substantial part of the special interest of the City Centre Conservation Area is derived from its buildings, which give the Gate Streets a rich texture and provide an illustration of the development of the city. Many of these buildings are 'listed' which means that they are included on the government's Statutory List of Buildings of Special Architectural or Historic Interest. Landmark Buildings, which may be listed or unlisted, make a particular contribution to the streetscene. There are also a number a number of unlisted 'positive buildings', whose contribution may be less than a landmark, but which still have considerable value ('Unlisted landmarks' and 'positive buildings' may be considered to be non-designated heritage assets, NDHA, and a number of these will be on Gloucester's Local List.) Unfortunately, though, there are also examples of less sympathetic and inappropriate development within the conservation area, with a number of buildings that are detrimental to, or have a negative impact on the conservation area. Neutral buildings, make no contribution (neither positive or negative) to the area's special



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The Folk of Gloucester (99-103 Westgate Street). Photo: GCC

These buildings are protected by law and consent is required from Gloucester City Council before any works of alteration, extension or demolition can be carried out.

The City Centre Conservation Area contains 139 listed buildings, the highest proportion, 79, being found in or around Westgate Street, with 41 in or around Southgate Street. The rest of the conservation area accounts for just 19 entries. The high quality of these buildings means that within the conservation area are 23 grade I or II* listed buildings (or entries) including Blackfriars and Greyfriars which are listed grade I as well as being scheduled monuments. Some of the highest graded listed buildings within the Gate Streets include:

26 Westgate Street (Grade I) Dating back to the late 15th century, this refronted former merchants house is notable for the quality of its surviving historic fabric in particular its leaded glass. Its elaborate multi jettied façade can be viewed in Maverdine Lane

The Fleece, 19 Westgate Street (Grade I) 15th century timber frame pilgrims' inn with surviving 12th century undercroft. Its 19th century timber frame façade faces onto Westgate Street

5-11 College Street (Grade II*) 15th range of dwellings or shops and dwellings. Substantially altered in the 18th and 19th

interest; they can however, in some cases, help to enable an appreciation of a heritage asset. (This will be discussed later in this appraisal, in relation to the recent Friars Orchard Scheme.)

A full list of the buildings within the City Centre Conservation Area, identifying the contribution that they make can be found on page X, whilst access to the full range of listed buildings in Gloucester's City Centre Conservation Area can be found on: [Search the List: Map Search | Historic England](#)

Listed Buildings



St Nicholas's Church, Westgate Street. Photo: GCC.



6
The New Inn, Northgate Street.
Photo: Peter Broster (CC BY 2.0).

century and altered/restored in the 20th century.

The Dick Wittington, 100 Westgate Street (Grade I) Late 15th Century merchants house, with an 18th century frontage of high architectural quality.

Landmark buildings

Landmarks are buildings or structures that due to their height, location or detailed design stand out from their background. They contribute to the character and townscape of the area and provide navigation or focal points or key elements in views. Some of these buildings are important architecturally of historically, whereas others may be of

community value, and they may be listed or unlisted. Landmark buildings in the Gate Streets character area include:

Westgate Street

St Nicholas Church (Grade I) Historic church dating back to the 12th century which marks the north-western edge of the conservation area and now in the care of the Churches Conservation Trust

Bishop Hooper's House/The Folk, 99-101 Westgate Street (Grade II*) Mid 16th century traditional timber frame building retaining considerable original fabric

Shire Hall Complex (Grade II) Early 19th century magistrates court designed by Sir Robert Smirke with substantial additions in the early 20th century. A substantial and dominant building on the lower end of Westgate Street

58 Westgate Street and 2-8 College Street (Grade II) Late 19th century range of shops and offices by FW Waller. Its decorative details and prominent position ensure its contribution to the Westgate streetscene.

Eastgate Street

Lloyds Bank, 19 Eastgate Street (Grade II) Northern Renaissance style late 19th century building has a red brick and granite ashlar façade with terracotta details. It was



The Church of St Mary de Crypt, Southgate Street.
Photo: GCC.

designed by FW Waller.

Northgate Street

The New Inn (Grade I) Nationally important and substantially intact high quality timber

frame 15th century galleried inn

St John the Baptist Church (Grade II*) Historic church dating back to the mid 15th century with many significant phases of alteration and change.

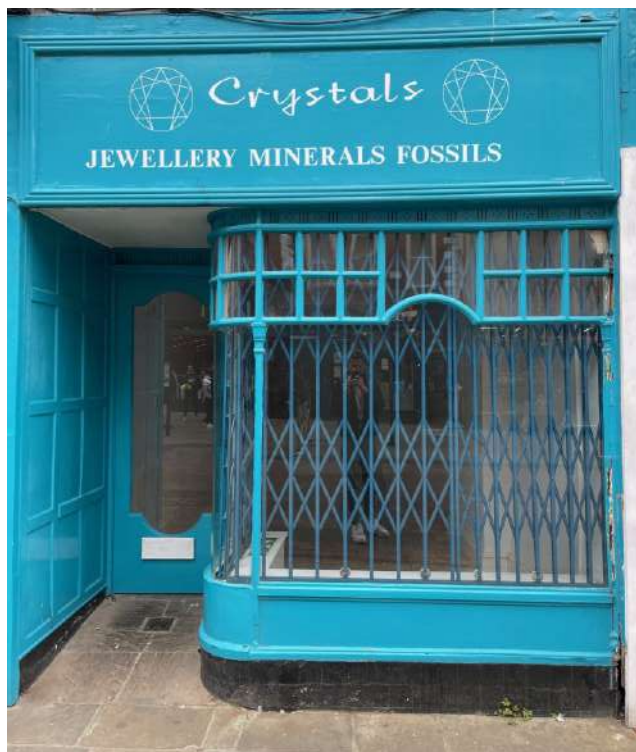
The former Debenhams store (unlisted) – Substantial high quality example of 1930s architecture with art deco decoration.

Southgate Street

St Michael's Tower (Grade II*) The tower of the former 15th century Church of St Michaels stands at the Cross, the highest point in Gloucester City. As well as acting as a focal point, St Michaels Tower provides key views across the City.

St Mary De Crypt (Grade I)) Historic church first recorded in the first half of the 12th century. It's attached church yard is an important green space within the City Centre Conservation Area as well as contributing to the setting of Greyfriars.

Blackfriars (Grade I, Scheduled) Founded around 1239, Blackfriars is one of the most complete surviving Dominican 'black' friaries in England (so called due to the colour of their robes). This group of buildings retains is of considerable importance, for its relative completeness and the survival of its scriptorium, one of the country's oldest surviving library buildings.



Historic shopfront at 19 Westgate Street.
Photo: GCC.

9 Southgate Street (Grade I) Mid 17th century building constructed for Thomas Yate, an alderman and apothecary of Gloucester and is of note for the outstanding architectural quality of its carved and panelled timber façade, which would have once been painted in an orange russet colour.

A map showing the City Centre Conservation

Area's landmark buildings can be found on page X.

Positive buildings: Unlisted buildings of merit/NDHAs

There are a number of buildings within the City Centre Conservation Area that are not listed, and which do not perhaps have the prominence or presence to be identified as 'landmarks', but still make a positive contribution to the streetscape and its' richness. Positive buildings within the Gate Streets include:

25-27 Westgate Street, late 19th century shops and dwellings with stone dormers above

1-3 Northgate Street, early 20th century ashlar faced bank

32-34 Southgate Street, Victorian recreation of a 16th century timber frame building

71-73 Southgate Street, Gloucestershire Furniture Exhibition Centre, an early 20th century building by A.W. Probyn with a large first floor display window.

Neutral and negative buildings

Neutral buildings within the Gate Streets include 4-6 Southgate Street (neutral) and 11-25 Southgate Street (negative).

Historic shopfronts



Sixteenth-century timber framing (right) and nineteenth-century brick façade (left) at 39-41 Westgate Street—both Grade II listed buildings. Photo: GCC.

As one of Gloucester's main retail centres, shopfronts make an important contribution to the character of the area, with shopfronts on the ground floor of many buildings within the Gate Streets. Unfortunately, though, whilst there may be many shopfronts, historic ones are relatively rare, with those that do survive, and which retain historic fabric, dating from the late 19th/early 20th century. With so few of these surviving, those that do are of considerable importance and should be conserved; partial areas of fabric should also be considered valuable and reinstating lost elements should be encouraged. It is also worth noting that further historic fabric may be hidden by large fascias or over-faced with contemporary materials, and that care should be taken when dealing with such sites.

The following historic shopfronts have been identified -

- 5 Southgate Street
- 28 Southgate Street
- 45-47 Southgate Street
- 76 Southgate Street
- 80 Southgate Street
- 82-84 Southgate Street
- 13 Westgate Street
- 19 Westgate Street



58 Westgate Street/2-8 College Street.
Photo: GCC.

- 52 Westgate Street
- 64 Westgate Street
- 66 Westgate Street
- 100 Westgate Street

Architecture and materials

The diversity of buildings within the Gate Streets, in terms of their age, period of development, function and style inevitably leads to a wide range of architectural features, methods of construction and building materials.

Perhaps the most diverse street, Westgate



The former Bon Marche/Debenhams building, Northgate Street. Photo: GCC.

Street, includes timber frame buildings, some of which, for example The Folk and 66 Westgate Street are jettied, whilst others, for example the Dick Whittington Public House and 26 Westgate Street, have been historically refronted and now have facades of brick or render respectively. Other examples of timber framing can be found on Southgate Street, in the form of the Robert Raikes Public House, and on Northgate Street, with the New Inn, an historic medieval coaching inn.

The building styles of the 18th and early 19th century are also represented within the Gate

Streets. With facades of brick and render, these buildings often have pitched slate roofs, many of which sit behind parapets. These buildings include features such as sliding sash windows, pediments, keystones, string courses and cornices. Gloucester's Shire Hall however, the core of which was constructed in the early 19th century, is ashlar faced. The principal elevation of this substantial structure is dominated by a giant inverted Ionic portico, whilst the later wings are rusticated at ground floor levels and have rooftop balustrading.

Later 19th century buildings are also evident within the Gate Streets, with the domestic revival style 58 Westgate Street/2-8 College Street being a prominent example. With its gabled dormers, upper floor timber framing, decorative barge boards and mullioned windows, this striking building is identified as a landmark within the conservation area.

There are a number of ecclesiastical buildings within this character area, including the 13th century Blackfriars and the 12th century St Mary de Crypt. These iconic stone buildings contain such external features as tracery, buttresses, stone mullion windows with hood mouldings and stained glass and provide enrichment to this historic part of Gloucester.

Whilst the church buildings are generally earlier, the more recent past is also visible



Boundary railings at Blackfriars. Photo: GCC.

within the Gate Streets, with considerable 20th century development evident. Whilst some of these buildings, for example the former Debenhams Store which fronts onto Northgate Street, is undoubtedly a positive building with its dressed stone facades and art deco



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Historic boundary wall at Blackfriars.

Photo: GCC

detailing, many of the others are less successful, for example 2-4 Northgate Street and 1-3 Eastgate. Often brutalist inspired, these bland heavy buildings, with their lack of details and extensive use of concrete, are out of place in this sensitive historic setting.

Boundary treatments

The densely packed nature of the built form on the Gate Streets, and the way many of the buildings face directly onto the street means visible boundary treatments in this character area are relatively limited. Some that can be seen from the public domain, and which

make a positive contribution to the character of the conservation area include the railings and plinth that surround St Mary de Crypt. Blackfriars also retains a range of historic boundary treatments which includes walls of historic stone and brick, as well as the railings and plinth that front the Georgian terrace that are attached to this historic site.

3.1.4 CONDITION AND THREATS

Whilst the Gate Streets contain some of the most important elements within the conservation area, their condition, both in terms of the built environment and the public realm, gives cause for concern, with many buildings in a poor and deteriorating condition, a proliferation of inappropriate signage, as well poorly maintained and outdated street surfaces and furniture. Whilst the current HSHAZ scheme has provided some funding to assist owners of buildings in Westgate Street to repair and restore their buildings, and to enable the conversion of upper floors to residential use, many buildings remain within the Gate Streets that are in need of repair and maintenance. The number of vacant premises in this character area, especially at ground floor level, exacerbates this concern.

A summary of the strengths, weaknesses, opportunities and threats with regards to the Gate Streets, is provided below.

The Gate Streets Character Area

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Historic Street Layout – Roman, Saxon, Medieval and later</p> <p>Outstanding range of historic buildings, from the 12th -20th centuries</p> <p>High number of ecclesiastical buildings</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Excessive and sometimes poor-quality street furniture (some of which is defunct)</p> <p>Lack of/poor quality highway maintenance</p> <p>Buildings at Risk/ buildings in a poor state of repair</p> <p>Street level car parks (Ladybellegate Street)</p> <p>Lack of interpretation of historic environment</p>	<p>Ensure high quality new development that is sensitive to the historic city centre</p> <p>Strengthen pedestrian links between the Docks and the Cathedral</p> <p>Reduce unauthorised and inappropriate advertising and fascia signage</p> <p>Increase awareness and protection of non-designated heritage assets</p> <p>To improve public awareness of the city's history and its heritage assets through improved interpretation</p>	<p>Insensitive development (within the character area or its setting)</p> <p>Increasing number of vacant premises – shops and upper floors</p> <p>Lack of maintenance (built environment)</p> <p>Erosion of historic features/use of inappropriate materials</p> <p>Inappropriate and unauthorised signage</p> <p>Ongoing insufficient maintenance and renewal of the public realm</p>

3.2 Brunswick Road, Greyfriars and Eastgate

The 'Brunswick Road, Greyfriars and Eastgate' Character Area has undergone significant change since the turn of the 21st century. Once dominated by the Brunswick Road campus of the Gloucestershire College of Arts and Technology, the buildings on this site, including the 'positive' late 1930s purpose built technical college, as well as the college's less successful later elements have in the last

decade been demolished and replaced with the 'Friars Orchard' scheme, a predominantly residential development.

Despite this level of development, this character area remains one for which further ambitious regeneration plans have been put forward with a scheme that involves the Eastgate Shopping Centre and Market Hall and well as Greyfriars itself. When it proceeds it will provide Gloucester with a new cultural centre, one which will provide the city with entertainment and performance space, hospitality options and an urban park.

Today though, the Brunswick Road Character Area is one of contrasts; it is a mix of old and new and encompasses evidence of built form from the earliest times, for example the remains of the footings of the Roman 'East Gate' on the corner of Brunswick Road and Eastgate Street, up until the more recent 21st century residential Friars Orchard development. In between are medieval remains, in the form of Greyfriars Church, as well as buildings from the 18th and 19th centuries. In addition, whilst there are areas of activity and energy for example, the modern shopping centre, a large proportion of this character is a place of relative tranquillity, which although used as a thoroughfare, feels far away from the hustle and bustle of Gloucester's retail centre. The green spaces within this character area,



The Friars Orchard development defines much of the Brunswick Road, Greyfriars and Eastgate Character Area. Photo: GCC.

which can feel unexpected and even at times secluded, contribute to this feeling of calm.

3.2.1 TOWNSCAPE CHARACTER

Layout and plan form

There are a number of factors contributing to the layout of this character area. Much of the land is now defined by the Friars Orchard development, completed in 21st century, but there are other areas where parts of the historic development of this site are still evident. The streets around Priory Place and the Quakers Meeting House shows the remains



The cast bronze doors of the now demolished Technical College, preserved as part of the Friars Orchard development. Photo: GCC.



The Museum of Gloucester, Brunswick Road.
Photo: Simon Burchell (CC BY-SA 4.0).

early 19th century development, whilst Greyfriars and its associated spaces give an indication of the layout of the area at an earlier time. Mid to late 20th century development, in the form of the Eastgate Shopping Centre, has its origins in the 'Jellicoe Plan', a comprehensive, but now much criticised scheme, which informed major development in central Gloucester in the 1960s and 1970s.

Land uses

The predominant land uses in this character area are residential and retail, however there are also other elements including community uses (Museum of Gloucester and the Public

Library), and religious (Quakers Meeting House). In addition, commercial units have been made available on the ground floors of some of the Friars Orchard blocks; this option appears to have had only limited uptake, something that subdues the atmosphere in this area.

Building density, scale and proportions:

Whilst the Eastgate Shopping Centre is a substantial, intensely developed site, this intensity and size is not reflected in the pattern of development of the rest of the character area. There may be small areas of relative density, for example in the terraces in this character area (both historic and modern), however space remains between the small clusters of buildings such as between Priory Place and Greyfriars House and Church, and between the elements of the new development, for example between the Friars Orchards blocks and terraces. In addition, whilst a substantial number of new dwellings were created as a result of the recent scheme, the feeling within this character area is not one of over intensification, surprisingly an impression of space remains.

The scale and proportion of the buildings within this character area also varies, and whilst the design and substantial massing of the Eastgate Shopping Centre may detract



Greyfriars House. Photo: GCC.

from this part of the conservation area and have a detrimental impact on the setting of the listed buildings in this locality, recent development has been more considered. With its sensitive scale and use of materials, its pared down design, modest storey height and careful spacing, Friars Orchard enables an appreciation of the historic environment in which it was placed; the removal of cars from much of this area, though 'under garden' parking, contributes to the success of this scheme.

Whilst a few of the historic buildings in this character area have a modest plot, others for example the Public Library, Museum of Gloucester and Winston Hall, have a larger footprint and are of a more generous size.

Views and buildings in Brunswick Road, Greyfriars and Eastgate



Mary de Crypt and Addison's Folly. Photo: GCC.



The Museum and Library from the North. Photo: GCC.



The Malvern Hills from Eastgate carpark. Photo: GCC.



Friars Orchard towards Brunswick Road. Photo: GCC.



Greyfriars from Friars Orchard. Photo: GCC.



Greyfriars House from Greyfriars. Photo: GCC.

These buildings are predominantly 2-3 storeys, but the increased height of the storeys, their proportions, and in some case their embellishments, gives them a stature and presence, which adds considerably to the character of the conservation area.

Alleyways and backstreets

The historic back street Greyfriars, can be found in this character area.

Views

There are panoramic views from the top of the Eastgate shopping centre carpark however, because of the developed nature and topography of this part of the conservation area, the remaining views are shorter and more local though still of considerable importance. These include the historic view (looking west) from Brunswick Road along Greyfriars, and a newly created one, along Friars Orchard, again from Brunswick Road looking west. There are also a number of enclosed and terminated views in the open space immediately to the south of Greyfriars House and Church. Partially enclosed by historic buildings, and recently landscaped, this space, and the views within it, contribute to the character and appearance of this part of the conservation area. There are also views from the west of Greyfriars House, to the rear of St Mary de Crypt.

3.2.2 STREETScape CHARACTER

Open space

There are a number of open spaces in this character area, including ones that have either been created or enhanced by the recent Friars Orchard development, for example the area facing on to Brunswick Road. Others such as the 'Bowling Green', to the rear of the public library, and the Greyfriars burial ground are more historic. The green nature of these spaces, and the trees throughout this character area, (including a number that have recently been planted) bring a contrast and a freshness, to this city centre location.

Public realm

The public realm in this character area is dominated by the Friars Orchard scheme, which introduced new street surfaces, street furniture/street art and planting. However, whilst this scheme is beginning to settle in, and whilst much of this area appears well cared for, regular maintenance will be needed to ensure that it remains in its current condition. In addition, interpretation for the street art within this area also needs consideration, as at present it lacks context and meaning.

Some historic surface treatments remain



The Via Sacra in the historic backstreet Greyfriars.
Photo: GCC.

within this character area, in particular to the front of Greyfriars House, whilst the route of the Via Sacra is clearly evident in this character area, with its cruciform pattern inset into the footpath along Greyfriars.

Street art is limited, confined to the 'wall'



Winston Hall, Constitution Walk (Grade II* listed).
Photo: GCC.

along Brunswick Road and the 'coffin' benches next to Greyfriars. Unfortunately no interpretation is provided to support these artworks, and they appear lost and without meaning.

3.2.3 ARCHITECTURAL CHARACTER

The architectural character of this part of the conservation area is varied, with many neutral buildings and a substantial negative building. Scattered amongst this are a number of listed buildings. These buildings are of importance in their own right, but they also contribute to an understanding of Gloucester's history, and provide a visual enhancement within the

street scene.

Listed Buildings

[The Listed Buildings within the Brunswick Road, Greyfriars and Eastgate Character Area include:](#)

Winston House (Grade II*) Substantial brick built mid-18th century house with intact boundary treatments.

Museum of Gloucester, Brunswick Road (Grade II) Late 19th century building (originally a lecture hall) by FS Waller, adjacent to the

Public Library, Brunswick Road (Grade II) Originally designed by Fulljames, Waller and Son to a 13th Century Gothic design, and extended around 1900.

Addison's Folly (Grade II) The surviving portion of a former house on the south side of the former Bell Lane, which includes masonry that is probably medieval and from demolished parts of Greyfriars.

Landmark buildings

Greyfriars House and Church (Grade I) Early 19th century classically style town house and the adjoining remains of the nave and north aisle of the church of the former Franciscan Friary. Also a scheduled monument.

Re-sited (Grade II) market hall entrance built



Addison's Folly (Grade II listed) with the Eastgate Shopping Centre visible behind. Photo: GCC.

to designs by Medland and Mowbray in 1865

Positive buildings: Unlisted buildings of merit/NDHAs

There are no unlisted buildings of merit in the Brunswick Road and Greyfriars Character Area.

Neutral and negative Buildings

There are a number of neutral buildings in this character area, in particular those that make up the Friars Orchard development. However, whilst these buildings may be termed as



Victorian gothic details on the Public Library, Brunswick Road. Photo: GCC.

neutral, their neutrality enables an appreciation of the historic environment in which they are located. The Eastgate Shopping Centre is a negative building.

Historic shopfronts

There are no historic shopfronts in this character area.

Architecture and materials

Although the number of historic buildings in

this character area may be limited, a number of styles, features and materials are still represented. The cluster of historic buildings around Greyfriars (with the exception of the church itself) date back to the early to mid 19th century and contain features consistent with that period including sliding sash windows, fan lights, cornice and parapets, and to Greyfriars House, a portico and pediment. These buildings are constructed of brick, brick and stucco or stone, whilst roofing materials are predominantly slate.

The later 19th century is represented on Brunswick Road in the form of the public library and museum. Built in a Victorian 13th century Gothic style, the public library is an ornate building with a range of decorative features including its red tile roof laid interspersed with decorative courses and patterns, its squared rockfaced coursed rubble stonework, its arched canopies and its foliated capitals. In contrast is the City Museum and Art Gallery. Another Victorian interpretation of an earlier period, this time an eclectic early Renaissance style, the building includes within it features such as copper cupolas, an ashlar fronted dormer and an entrance with a shell hood with scalloped edges.

Winston House, located on Bell Lane, however is much earlier (mid 18th century),



The ruins of Greyfriars, a scheduled monument. Photo: GCC.

and its multi-pane sash windows, with exposed sash boxes reflect this. It also has a Palladian (Venetian) window. The front elevation contains an Ionic stone door surround, whilst facades are brick with stone detailing.

Although now a ruin, the remains of Greyfriars retain a number of architectural features. Though now predominantly blocked in, the arched openings between the nave and the north aisle are still clearly visible, as are elements of some of the building's tracery. In addition, though much of this historic site has been lost, it remains a haunting and evocative place, one that defines the character of this part of the conservation area.



Eastgate Market Hall, part of the Eastgate Shopping Centre. Photo: GCC.

The modern buildings in this area are predominantly brick, though the late 20th century Eastgate Market Hall has ribbed granite aggregate panels which alternate with angled steel mullioned window; to top it are concrete rainwater chutes, in a style reminiscent of the modernist architect Le Corbusier. Opinions of this striking building are mixed.

Boundary treatments

The street facing nature of the Friars Orchard blocks, and the back-to-back character of the terraces, limits the extent of the boundary treatments in the development. Where they do exist, they are in keeping with the development and include red brick walls, close boarded fencing, and, on the Brunswick

Road part of the scheme, railings in red brick plinths. Red brick can be found in other parts of the character area, including alongside the bowling green, to the rear gardens on Priory Place. Unfortunately, the modern boundary treatments to the front of this terrace lack a sense of continuity, as whilst brick, they differ in colour.

Whilst the elevations of Winston House are brick, the boundary treatment is not, with ironwork railings set into dressed stone plinths enclosing the front of the property. Whilst this boundary treatment reflects the historic high status of this building, it is now somewhat overwhelmed by the massing and unsympathetic design of the Eastgate shopping centre, to which it is adjacent.

3.2.4 CONDITION AND THREATS

Overall, the condition of this character area is good. Whilst some of the historic buildings in this part of conservation area would benefit from improved maintenance, the introduction of the Friars Orchard scheme, and the public realm improvements made as a part of this, had brought about positive change.



Boundary treatments in the Brunswick Road, Greyfriars and Eastgate Character Area. Photos; GCC.

Brunswick Road, Greyfriars and Eastgate Character Area

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Range of historic buildings, including the outstanding Greyfriars</p> <p>Important below grounds remains</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings (which impacts on setting of listed buildings)</p> <p>Lack of interpretation of street art</p>	<p>Ensure high quality new development that is sensitive to the historic city centre</p> <p>Increase awareness and protection of non-designated heritage assets</p> <p>To improve public awareness of the city's history and its heritage assets through improved interpretation</p>	<p>Insensitive development (within the character area or its setting)</p> <p>Lack of maintenance (built environment)</p> <p>Erosion of historic features/use of inappropriate materials</p>

3.3 Quay Street, Longsmith Street and Ladybellegate Street

The Quay Street, Longsmith Street and Ladybellegate Street Character Area focuses on a collection of historic streets immediately to the south of Westgate Street. Whilst not perhaps one of central Gloucester's primary routes, Longsmith Street, which descends through Bearland and Quay Street towards the River Severn, and its off shoots provide evidence of the layout of historic Gloucester dating back to the medieval period. Longsmith Street runs parallel to Westgate Street to which it connects through a number of side streets and alleyways.

Within this streetscape are a number of impressive and significant historic buildings, for example the grade I listed Ladybellegate House, a substantial early 18th century townhouse, and Gloucester's Crown Court, constructed in the early 1800s as the assize, quarter session and county court. Whilst the style of this latter building may be severe classical and restrained, the use of high quality ashlar in its construction gives an indication of the status of this important building. Ladybellegate House, and the row of late 18th century townhouses which line part of Berkeley Street, provide evidence of residential development at that time. Further evidence of 18th century development can be



Historic buildings on Bearland. Photo: GCC.

found on the southern side of Longsmith Street, in the form of Bearland House and Bearland Lodge. Whilst these attractive buildings are not currently within the City Centre Conservation Area, they make a positive contribution to its setting.

Unfortunately, the Longsmith Street locality also contains some of Gloucester's less successful examples of modern development, with the 1960s multistorey carpark and the early 1970s extension to the

telephone exchange, overshadowing and detracting from the historic buildings within this area. In addition, whilst attempts have been made to improve the appearance of some of these buildings, for example by recladding the immense 1960s extension to Shire Hall, these structures remain a negative feature within this character area.

The street level car park, which runs along the eastern side of Ladybellegate Street, whilst it creates a feeling of openness, does little to enhance the character of the area. It is also considered to be detrimental to the setting of Blackfriars Priory. The continuous flow of road traffic in this area, something that is encouraged by the availability of car parking, is also a negative feature, though the recent development of the car parking site to the west of Ladybellegate Street to provide student accommodation, has provided a more structured setting to the conservation area.

3.3.1 TOWNSCAPE CHARACTER

Layout and plan form

The layout of this character area is defined by the historic development of Gloucester, in particular the layout of the medieval city, which includes a number of alleyways and side streets. However, whilst the street layout may remain relatively unaltered the buildings



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Historic buildings on Bearland. Photo: GCC.

and spaces that line these streets have undergone substantial change over the centuries, and relatively few historic structures remain above ground today; much of this area is taken up by immense later 20th century buildings such as the extension to Shire Hall, which bridges Bearlands and cuts this character area in two. There is no sense of continuity or connection between the majority of the buildings in this character area and little evidence of a common building line; the grain of development, in contrast to the adjacent

Westgate Street, is less constrained.

Land uses

Once the home to Gloucester's important iron smith industry, the land uses along Longsmith Street, Ladybellegate Street and Quay Street are today varied. Whilst car parking accounts for some of the land use, civic and administrative services are also represented. There is also a limited amount of residential accommodation in this character area, but no retail.

Building density, scale and proportions

There is a marked contrast in the scale and proportions of the historic buildings and the buildings of the late 20th century within this character area. Whilst the historic buildings, for example, Ladybellegate House, Gloucester Court and the 18th century houses along Berkeley Street may have been buildings of status, stature and size at the time of their construction, today they appear modest and are overshadowed by the vast modern structures next to which they are located. The historic buildings are generally between two and three storeys in height, and up to seven bays wide.

The late 20th century structures, in particular the early 1970s extension to the telephone exchange and the 1960s addition to Shire



Gloucester Crown Court. Photo: GCC.

Hall are immense, with extensive footprints, many storeys and tall storey heights. The proportions of these colossal buildings, their massing and form, give an impression of density to this character area, although there is space between many of the buildings within this part of the city.

Alleyways and backstreets

This character area contains a number of alleyways and backstreets, some of which are

Views and buildings in Quay Street, Longsmith Street and Ladybellegate Street



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Cross Keys Lane. Photo: GCC.



Looking north-west on Bearland. Photo: GCC.



Berkeley Street. Photo: GCC.



Looking north from Longsmith St carpark. Photo: GCC.



Bull Lane. Photo: GCC.



Looking south from Longsmith St carpark. Photo: GCC.



Berkeley Street. Photo: GCC.

medieval in origin and which link to Westgate Street. These include:

- Bull Lane
- Cross Keys Lane
- Berkeley Street

Views

Whilst the Shire Hall 'bridge' blocks views down Longsmith Street towards Bearland, there remain a number of significant views within this character area. Some of these can be found from the top on the Longsmith Street Car Park, which enable a range of far

reaching views across the centre of Gloucester including ones towards the Docks, towards the Cathedral and others that provide an unusual, but interesting picture of the backs of many of Gloucester's historic buildings.

At ground floor level views are more limited in their scope, though still attractive and appealing. They include the view looking north along Ladybellegate Street which terminates at Ladybellegate House and enclosed views into Bull Lane and Cross Keys Lane. Berkeley Streets has views of particular importance, including towards the south which terminates at Bearland House, whilst the other looking north, which provides glimpses of Gloucester Cathedral.

3.3.2 STREETScape CHARACTER

Open space

The prevalence of street level parking on and around Longsmith Street, and the road layout around Quay Street, give a feeling of openness in this city centre area. However, whilst this may be the case, these car parks, some of which are poorly maintained and have irregular boundary treatments, make little aesthetic contribution to the conservation area and detract from its historic character. Rather than providing a sensitive setting for the heritage assets in this



Multi-storey and surface car parks on Longsmith Street. Photo: GCC.

character area, these spaces identify it as a place of transition, for people to leave their cars and go. They do little to encourage appreciation of one of Gloucester's more historic areas.

Public open spaces, for example, the areas around the entrances to Berkeley Street and Bull Lane, whilst small, are more positive. With their established street trees, and the provision of seating around Berkeley Street, these small spaces encourage people to linger; they also enhance the setting of the nearby listed buildings within this historic area.

The gardens to the front of Ladybellegate House and Bearland House, whilst modest and not within the public domain also make a positive contribution to this character area. Their boundary treatments, in the form of traditional ironwork railings, not only contribute to the historic interest of this area, they also enable views of these important buildings.

Public realm

Surfaces, Street Furniture and Street Art.

Whilst there is evidence of traditional street surfaces on Berkeley Street modern surfacing treatments are more prevalent within this character area, with tarmac being used on both pavements and roads, and substantial areas using modern paving slabs. Unfortunately, there is also evidence of a lack of maintenance, and poor repairs.

The Via Sacra runs through this character area.

Other than bollards, parking meters and signboards, street furniture is limited in this area, with only a scattering of benches around the entrance to Berkeley Street. There is also no street art. The lack of enhancement to this area, further reinforces the transitory nature of this area.

3.3.3 ARCHITECTURAL CHARACTER



Ladybellegate House. Photo: GCC.

Listed Buildings

The Listed Buildings within the Quay Street, Longsmith Street and Ladybellegate Street Character Area include:

Ladybellegate House, 20 Longsmith Street (Grade I) Early 18th century townhouse constructed in 1704 for by Henry Wagstaffe

Cider House, 2 Quay Street (Grade II) Utilitarian building with a complex history and various uses including a coach house, warehouse and a slaughterhouse.

20 Berkeley Street (Grade II) Late 18th century townhouse constructed of brick with stone

and rendered details.

Landmark buildings

There are no Landmark Buildings within this character area.

Positive buildings- Unlisted buildings of merit/NDHAs

The Telephone Exchange, Berkeley Street, Neo-Georgian late 1930s building constructed of brick with an ashlar ground floor.

Neutral and Negative Buildings

Negative buildings in this character area include Longsmith Street carpark, the extension to the Telephone Exchange and the extension to Shire Hall.

Historic shopfronts

There are no historic shopfronts in this character area.

Architecture and materials

The majority of the historic buildings within this character area are 18th and 19th century, and as such show various details associated with the Georgian/Regency period for example multi pane sliding sash windows, pedimented door surrounds, fanlights and parapeted roofs. Buildings are predominantly brick, sometimes



The Shire Hall extension. Photo: GCC.

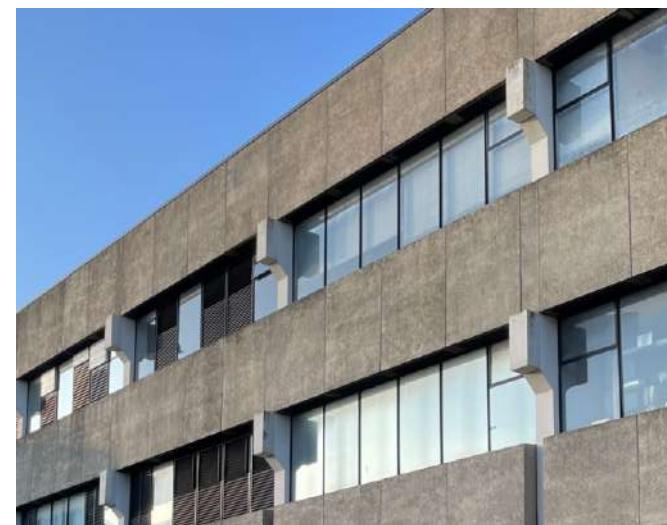
with stucco detailing, though there are examples of render and ashlar, with slate and tiles being used on the roofs.

The late 20th century developments within this character area, in particular the extension to the telephone exchange, contain a number of traits consistent with Brutalist architecture, for example the extensive use of concrete, massive forms and heavy looking materials. Attempts have been made in recent years to

improve the appearance of some of these structures, for example by recladding the Shire Hall extension and introducing new fenestration, however these alterations do little to ameliorate the negative impact of this massive structure. Materials used in these modern buildings include brick, concrete, decorative cladding and aluminium windows.

Boundary treatments

Unfortunately, many of the boundary treatments in this part of the conservation area make little positive contribution to the character and appearance of this historic space. The boundaries to the ground level car parks on Ladybellegate Street, which are enclosed by a combination of modern and older brick walls, are in need of maintenance and repair, whilst the use of modern timber fencing, to the southern end of the carpark appears an incongruous insertion. The masonry walls to the rear of the Longsmith Street car park, also need maintenance works. In contrast to these are the boundary treatments to Ladybellegate House and Bearland House. Whilst the latter building may be part of the setting of this conservation area rather than within it, the retained historic railings set in stone that front both these houses, are attractive elements



The Telephone Exchange extension. Photo: GCC

that enhance this location.

3.3.4 CONDITION AND THREATS

There are concerns with the condition of this character area, in terms of its built form, its public realm and its open spaces. Whilst the multi storey and street level car parks may be viewed as regeneration opportunities, they are currently in a poor condition, a factor which detracts from the conservation area. Street surfaces also require appropriate maintenance and repair, as do some of the historic buildings within this area. There is considerable scope for improvement.

Quay Street, Longsmith Street and Ladybellegate Street Character Area

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Historic Street Layout –Medieval and later</p> <p>Range of high-quality historic buildings</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Lack of/poor quality highway maintenance</p> <p>Buildings at Risk/ buildings in a poor state of repair</p> <p>Street level car parks (Ladybellegate Street)</p>	<p>Ensure high quality new development that is sensitive to the historic city centre</p> <p>Redevelopment of Longsmith Street Car Park and car parks along Ladybellegate Street.</p> <p>Increase awareness and protection of non-designated heritage assets</p> <p>Strengthen pedestrian links between the Docks and the Cathedral</p>	<p>Insensitive development (within the character area or its setting)</p> <p>Ongoing insufficient maintenance of the built environment</p> <p>Ongoing insufficient maintenance and renewal of the public realm</p>



King's Square. Photo: GCC.

7.4 King's Square and King's Walk

Historically the site of much earlier development, today the King's Square and King's Walk Character Area is characterised by a large open public space and the architecture of the 20th century. Whilst the majority of the early 20th century buildings in this area are well designed and use high quality materials, later change has been less successful. For example the contrast between the Post Office, which has been extant since 1934 and has classical detailing and a Portland stone façade and the 1970s King's Walk Shopping Centre, a substantial structure which lacks architectural merit and high quality materials is marked; the latter building

makes a negative contribution to the character of the conservation area.

Despite its weaknesses, within King's Walk is access to a significant part of Gloucester's past, with the entrance to the 'King's Walk Bastion', part of the Roman city wall, being located in the shopping centre. Whilst a modest access point within a large retail centre, it is an indication of the extensive Roman remains that continue to exist beneath Gloucester's city centre.

Whilst it is the rear, weaker and rather bland elevation of the former Debenhams that overlooks King's Square, the immense size and overwhelming presence of this building make it one of the defining features of this part of the conservation area. Works are currently ongoing on this site, with enhancements to this substantial building proposed.

The exception to this 20th century domination is the northern side of St Aldate's Street, where a row of 19th century buildings remains; these buildings follow the line of part of Gloucester's Roman wall, and part of the route of the Via Sacra.

The King's Square and King's Walk Character Area and its setting are also areas where considerable change has happened in recent years and is currently ongoing. Under the heading of the King's Quarter, projects



The Post Office, Oxbode. Photo: GCC.

have included the renovation of King's Square (complete) and the repurposing of the former Debenhams site (ongoing). On the edge of the conservation area, the Forum, a scheme which includes substantial residential development, as well as a new four-star hotel, is progressing. A number of 'incubators', aimed at promoting growth in specific areas, have also been located within the King's Quarter. The new developments, as well as the focus on promoting growth, will help to ensure a positive future for the centre of

Gloucester.

3.4.1 TOWNSCAPE CHARACTER

Layout and Plan Form

The layout of the space within the King's Square Character Area is predominantly defined by early 20th century development, in particular the creation of King's Square and The Oxbode which were constructed in the late 1920s, following the slum clearances in that area, as well as the construction of Bon Marche (the former Debenhams store). Although there have been additional changes to the area since that time, which involved further clearances and the pedestrianisation of the Square, the legibility of the early 20th century scheme remains.

The open nature of King's Square, and the generous width of The Oxbode, give much of this character area a feeling of space, despite its urban city centre position. This contrasts with St Aldates, which retains a more enclosed feeling, something that has been enabled by the retention of its 19th century buildings along its northern side.

Land Uses

With the impending arrival of the University of Gloucester and the public library on the former Debenhams site, educational provision



The Regal Cinema (now public house). Photo: GCC

and community use will become a major land use in this area. It will sit alongside the many retail premises that exist on the ground floors of both the Oxbode and St Aldates Street, and within the King's Walk Shopping Centre. Unfortunately, though, at present there are vacant premises, both at ground floor level and on the upper floor levels in these locations, something that subdues the vibrancy of this potentially thriving locality. Hospitality, in the form of the converted former 'Regal' cinema (now a public house) as well as a number of cafes, are also evident.

However, the focal point of this character

area is King's Square itself, a public open space that has recently been the subject of an extensive regeneration scheme. With a design based on the Severn Bore, the Square now includes granite wave shaped seating areas, water fountains and coloured lights. It is now Gloucester's premier outdoor events area.

Building Density, Scale and Proportions

In contrast to the open spaces within this character is the density of the buildings. Along the Oxbode and St Aldate's are tightly grained street elevations, and a consistent building line, whilst the King's Walk Shopping Centre contains many units in one substantial mass. Together these provide a sense of enclosure around the open space, something that is helped by the height of the buildings some of which are up to 5 storeys, for example the former Debenhams, and have increased storey heights.

Alleyways and Backstreets

There are no historic backstreets or alleyways in this character area.

Views

Many of the views within this character are local or linear. They include those facing east and west along the Oxbode, and also along

Views and buildings in King's Square and King's Walk



Looking east from King's Walk carpark. Photo: GCC.



King's Square. Photo: GCC.



St Aldate Street. Photo: GCC.



North-west view from King's Walk carpark. Photo: GCC.



The Oxbode. Photo: GCC.



North-west view from King's Walk carpark. Photo: GCC.



St Aldate Street. Photo: GCC.

St Aldates. In the latter case, because of the narrowness of St Aldates, and the height of the buildings on either side, these views feel more enclosed; the backdrop of the Cathedral, which is clearly visible when looking west along St Aldates, reminds the observer of one of Gloucester's most important historic sites.

The recent regeneration of King's Square has enabled local views across this space, which are terminated by the buildings that enclose it. Those which terminated by the early 20th century development, are of higher value than those that end on the later, 1960s – 1970s

scheme.

There are panoramic views from the top of the King's Walk Car Park.

3.4.2 STREETScape CHARACTER

Open Space

King's Square is the largest public open space, not just in this character area, but in the City Centre Conservation Area as a whole. Created in the late 1920s, it was not until 1972 that King's Square became a public open space. Fifty years later, in 2022, following its regeneration the Square was reopened. Now used to host weekly markets, live music and dance, family days, outdoor cinema and cultural activities, King's Square is promoted as Gloucester's major open air event space, and a destination in itself. The granite 'waves' which loosely enclose the square serve a number of functions, and can be used as seating, a stage set for plays or even for children to climb on; they encourage passers-by to stop and appreciate the space.

Adding to the character of King's Square are a number of mature street trees, as well as planting that has been added as part of the regeneration scheme, though this has yet to establish. Three more mature trees can be found at the western end of the Oxbode,



King's Square. Photo: GCC.

providing an element of green in this built-up area.

There is enclosed space at the rear of the Oxbode, and within the former Debenhams site along St Aldates, which serve as service areas to those buildings.

Public Realm

The resurfacing of much of King's Square was part of the recent regeneration scheme with Forest of Dean sandstone used in the form of pavers and setts; high quality traditional materials that enhance this important location. Changes to the Via Sacra, were also made, with the removal of the cruciform pattern from the Square and its replacement with inset medal roundels. Whilst it is intended that these roundels will be used in the future to support the Via Sacra route, it should be



Via Sacra roundel in King's Square.
Photo: GCC.

noted that at present the cruciform pattern remains along St Aldate Street and in the King's Walk Shopping Centre as well as in other parts of the conservation area.

Surface treatments in other parts of this character area are more mixed, and whilst Forest of Dean sandstone is found on the Oxbode, some pavements, as well as the roads, have black tarmac surfaces. St Aldate also has concrete pavers.

The use of the less traditional materials, as well

as a lack of maintenance and poor-quality repairs beyond the Square itself, are all detrimental to the conservation area.

3.4.3 ARCHITECTURAL CHARACTER

Listed Buildings

There are no listed buildings in the King's Square character area.

Landmark Buildings:

The former Debenhams store (unlisted) – Substantial high quality example of 1930s architecture with Art Deco decoration.

Positive buildings- Unlisted buildings of merit/NDHAs

The Oxbode - Art Deco terrace above shops

The Post Office, 14 King's Square – Gloucester's first purpose-built head post office, with as striking classical ashlar façade.

The Regal, 33 St Aldate Street - Former cinema dating back to the 1930s and constructed in an Art Deco style. Now a public house.

60 Northgate Street and 1 – 23 St Aldate Street – terrace of 19th century buildings some of which contain historic shop fronts and others with upper storey shop windows.



Nem House, Clarence Street. Photo: GCC.

Nem House, 37-41 Clarence Street, substantial 20th century building with stone faced lower floors, brick upper floors and sliding sash windows.

Neutral and Negative Buildings:

Negative buildings within this character area include 23a St Aldate Street and the King's Walk Shopping Centre.



Historic shopfront at 21 St Aldate Street.
Photo: GCC.

Historic Shopfronts

The following historic shopfronts have been identified -

13 - 23 St Aldate Street

Architecture and Materials

The simple clean lines, geometric shapes and 'streamlined' look of the Art Deco movement are well represented in this character area, with the Oxboode, the Regal and former

Debenhams store all examples of this style. Not only are these buildings well designed and executed, their use of high-quality materials, in particular their dressed stone facade, give them a status and stature above many of the other buildings in this character area.

Another high-quality building, of a similar date but of a different design is the Post Office. Again faced in stone, this building is more classical in its detailing and includes such features as cornices, key stones, pediments and a rusticated ground floor. It is an attractive and visually appealing building.

The quality of the rest of the 20th century architecture within this character area is less exalted, with, sadly, examples of uninspired design and overlarge structures and unsympathetic features. Materials are varied and include brick, concrete and large glazed features.

The 19th century terrace that runs along St Aldates is predominantly brick at upper floor level, with some stone detailing. It contains within it an oriel window, a cupola, ghost signage and upper shop floor windows. This terrace makes a positive contribution to the conservation area.

Boundary Treatments

The street facing nature of the buildings



The Oxboode. Photo: GCC.

within this character means there are limited boundary treatments that are visible.

3.4.4 CONDITION AND THREATS

Where there has recently been substantial investment within King's Square, and there continues to be with the regeneration of the former Debenhams site, there remain areas where there are weaknesses and threats within this character area. The lack of maintenance of the public realm and the poor-quality repairs beyond King's Square itself, are disappointing and detract from

King's Square and King's Walk Character Area

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>High quality early 20th century architecture</p> <p>Important below grounds remains</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Lack of/poor quality highway maintenance in places (the notable exception being King's Square)</p> <p>Buildings at Risk/ buildings in a poor state of repair</p>	<p>Ensure high quality new development that is sensitive to the historic city centre</p> <p>Reduce unauthorised and inappropriate advertising</p> <p>Increase awareness and protection of non-designated heritage assets</p> <p>To improve public awareness of the city's history and its heritage assets through improved interpretation</p>	<p>Insensitive development (within the character area or its setting)</p> <p>Increasing number of vacant premises – shops and upper floors</p> <p>Lack of maintenance (built environment)</p> <p>Erosion of historic features/use of inappropriate materials</p> <p>Inappropriate and unauthorised signage</p> <p>Ongoing insufficient maintenance and renewal of the public realm</p>

4. Guidelines and enhancements

The following set of policies are put forward as guidance for the Council in determining planning and listed building consent applications as well as for building owners, tenants, and developers when preparing proposals for change. They are divided into two sections, with the first, the management proposals, identifying the criteria for successful change within the Conservation Area. The second section identifies actions that can enhance this historic area, and which will be encouraged.

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A level of consultation was undertaken at the start of the appraisal process in 2021, prior to the formulation of these policies, and a further consultation on them in the autumn of 2023 will also be carried out.

The principal aim of the following policies is the preservation or enhancement of the character and appearance of the City Centre Conservation Area, which will be brought about through the sensitive conservation of its historic elements, combined with positive change and regeneration where required. There is a presumption against demolition, except where buildings have been identified as having a negative impact on the Conservation Area and the viability of regeneration has been ruled out.

4.1 MANAGEMENT PROPOSALS:

4.1.1 Development Proposals:

Aim: Development proposals will preserve or enhance the City Centre Conservation Area's character and appearance and conform to local policies as outlined in section D1 of the Gloucester City Plan. This requirement applies equally to developments which are outside the Conservation Area but would affect its setting or views into or out of the area.

Policy: Development will respect the scale, design, proportions, grain, and materials of the surrounding architectural vernacular. Detailing should be characteristic of the area and retain any historic plot boundaries/historic street layout. Development will be of a high-quality design which reflects its immediate context and sits comfortably with its setting and in important views.

4.1.2 Demolition of Buildings

Aim: To ensure the significance of the Conservation Area is preserved and that any future development enhances its existing positive characteristics.

Policy: The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (including NDHAs) is harmful to the significance of Conservation

Areas and will be regarded as substantial harm or less than substantial harm according to the circumstances of the case. Demolition of buildings identified in this document as making a neutral contribution to, or detracting from, the Conservation Area's special character will only be supported where there are acceptable plans for the site following demolition.

Proposals which look to adapt existing buildings in some form and support the climate change agenda will be positively received. Demolition is only likely to be permitted for the replacement of buildings identified as 'negative' within this conservation area appraisal.

4.1.3 Boundary Treatments

Aim: Development proposals will preserve historic boundaries; new boundary treatments will be harmonious with surviving historic examples.

Policy: The removal of historic boundary treatments will be resisted where there is no justifiable reason for their removal. Where new or replacement boundary treatments are required, they should use a local and traditional material palette and be of appropriate scale and design.

4.1.4 Inappropriate Alteration and the Loss of Original Features

Aim: To preserve, repair, restore or reinstate buildings historic features which make a positive contribution to the character and appearance of the conservation area

Policy: The loss of architectural features such as the removal of existing chimneys or loss of traditional windows and doors will not be supported. In addition, when undertaking repairs to traditional buildings, appropriate traditional materials and fixtures and fittings should be used, for example lime mortars and renders and cast iron rainwater goods. The use of non-traditional materials/fixtures and fittings, for example cement-based mortars and renders, uPVC windows, and plastic rainwater goods, will not be supported.

The painting or rendering of unpainted brick or stonework will not be supported.

PV and thermal panels, satellite dishes, TV aerials, meter boxes and other modern additions will not be resisted, as long as they do not impact on the character and appearance of the Conservation Area. Locating them on the rear elevations or rear roof slopes may be an option.

4.1.5 Shopfronts

Aims: To conserve, repair or reinstate traditional shopfronts and, where new shopfronts or signage is required, ensure that it is well designed and appropriate to

the host building and the context of the conservation area.

Policy: The loss of historic shopfronts or historic features will be resisted. Proposals for new shopfronts or signage must be in line with the requirements set out within the adopted Gloucester City Council guidance on shopfronts, shutters and signage or GCC Local Plan.

4.1.6 Public Realm

Aims: To conserve existing historic and high-quality aspects of the public realm. To improve the appearance and quality of the public realm

Policy: The loss of historic elements of the public realm will not be supported. Where alterations to the public realm, or the addition of new elements/replacement items are required, they should respect the traditional materials and character of the Conservation Area and/or comply with the recommendations within the Gloucester Public Realm Strategy (GPRS).

Temporary repairs to hard landscaping which are not in keeping with original materials should be replaced on a like-for-like basis within 6 months of their installation.

Major new developments which require changes to the public realm will need to comply with the GPRS and preserve or

enhance the character and appearance of the conservation area.

New street and traffic signage should be coordinated to avoid excessive use of new signage, including A-boards, particularly at the entrances to alleyways and back streets.

4.1.7 Review Process

Aim: To review policies within this document on a regular basis to ensure that they remain relevant to any emerging and adopted policies and the condition of the Conservation Area.

Policy: Gloucester City Council will undertake a 5 year review of this Conservation Area Appraisal and Management Plan, updating policy as required to ensure the plan remains a useful, relevant working document and reflects the character and appearance of the conservation area.

4.2 ENHANCEMENTS

4.2.1 Maintenance

Aim: To encourage owners to undertake minor works that will improve the condition and appearance of their properties which will have a wider positive impact on the Conservation Area as a whole.

Enhancement Policy: The Council

recommends that regular maintenance is undertaken to retain the value of the attractive traditional features present within the City Centre Conservation Area. A lack of maintenance can lead to decay, deterioration and the need for more complex and expensive repairs. Basic maintenance tasks include:

- The regular clearing of debris in gutters and rainwater pipes
- The pruning of vegetation near to buildings

The re-fixing of loose roof tiles or slates

The regular re-painting of timber

For further information on traditional building maintenance please contact heritage@gloucester.gov.uk

4.2.2 Sustainability/Regeneration

Aim: To offer increased residential opportunities within the city centre through the conversion and reuse of upper floors where appropriate.

Enhancement Policy: The conversion of upper storeys from commercial use to high quality residential will be encouraged where proposals retain an active street frontage, maintain surviving historic details, and where the impact of relevant planning requirements (for example cycle provision and refuse issues) do not have a detrimental impact upon the

character or appearance of the Conservation Area.

Retrofitting measures which improve the thermal or energy efficiency of a building will be supported in principle. Proposals which require the loss of original fabric, or which adversely affect the setting or character of an existing building are unlikely to be accepted, however, each proposal should be judged on a case-by-case basis.

4.2.3 Public Realm

Aim: To declutter the public realm

Enhancement Policy: To undertake an audit of the street furniture and street art within the conservation area with a view to its rationalisation and improved interpretation. To be repeated on a 5 yearly basis.

4.2.4 The Via Sacra

Aim: To update the Via Sacra and improve its condition and interpretation.

Enhancement Policy: To undertake a review the route of the Via Sacra and to update it in accordance with the GPRS.

4.2.5 Local List

Aim: To preserve or enhance buildings that contribute positively to the conservation area.

Enhancement Policy: To undertake a yearly review of the local list with particular regard to the City Centre Conservation Area.

Current recommendations for Local Listing within the City Centre Conservation Area include the Regal and the Post Office (King's Square) and 3-5 Westgate Street.

4.2.6 Buildings at Risk

Aim: To preserve or enhance buildings that contribute positively to the conservation area.

Enhancement Policy: To undertake a yearly review of the condition of buildings within the City Centre Conservation Area and update the 'at risk' register.

RELVEANT LINKS

Policy

[Gloucester City Plan 2011-2031](#)

[Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011-2031](#)

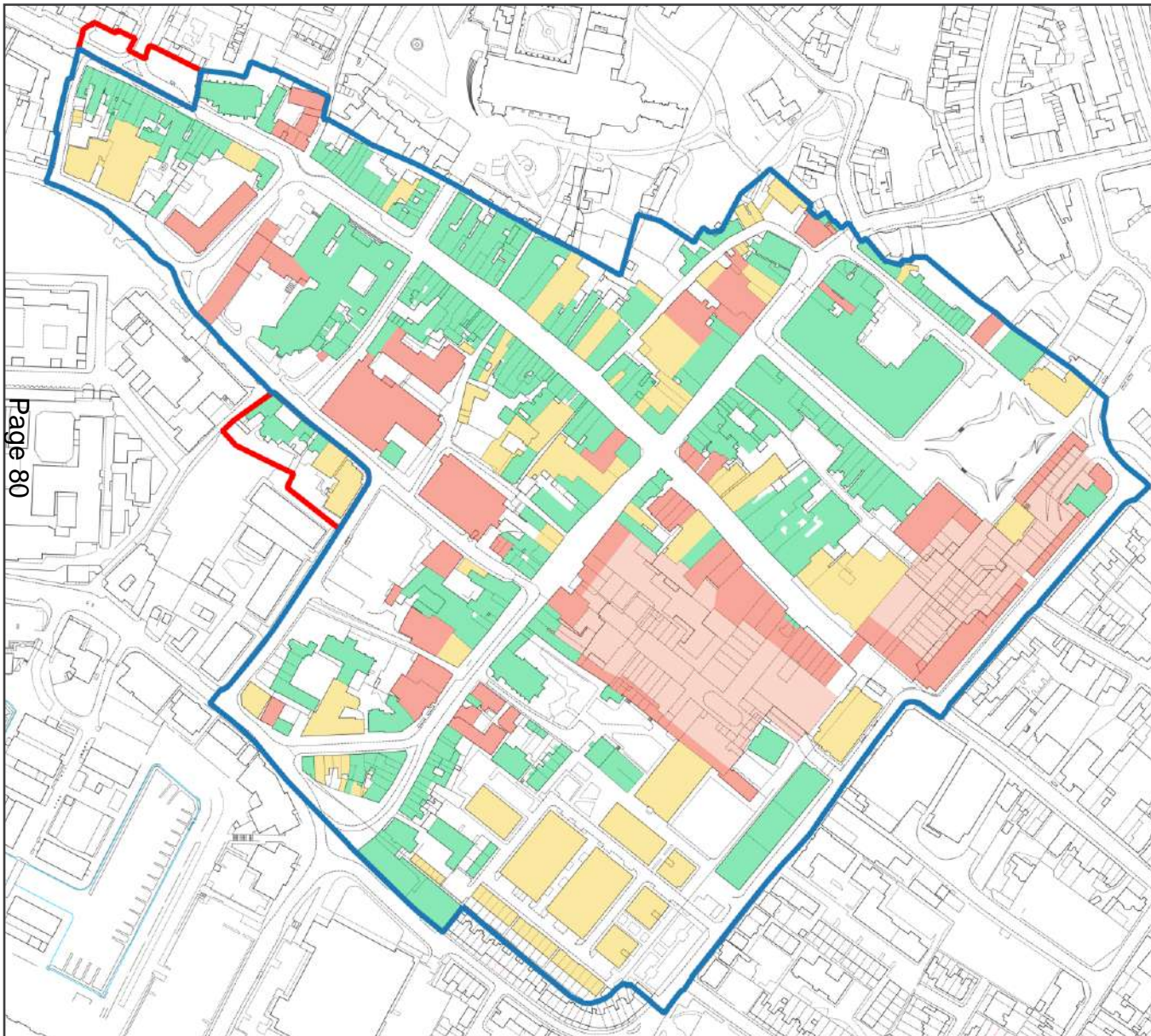
[Gloucester Heritage Strategy 2019-2029](#)

[Gloucester Public Realm Strategy](#)







Guidance

[Shopfronts, Shutters and Signage—Design Guidelines for Gloucester](#)

5.1 Map: Building contribution



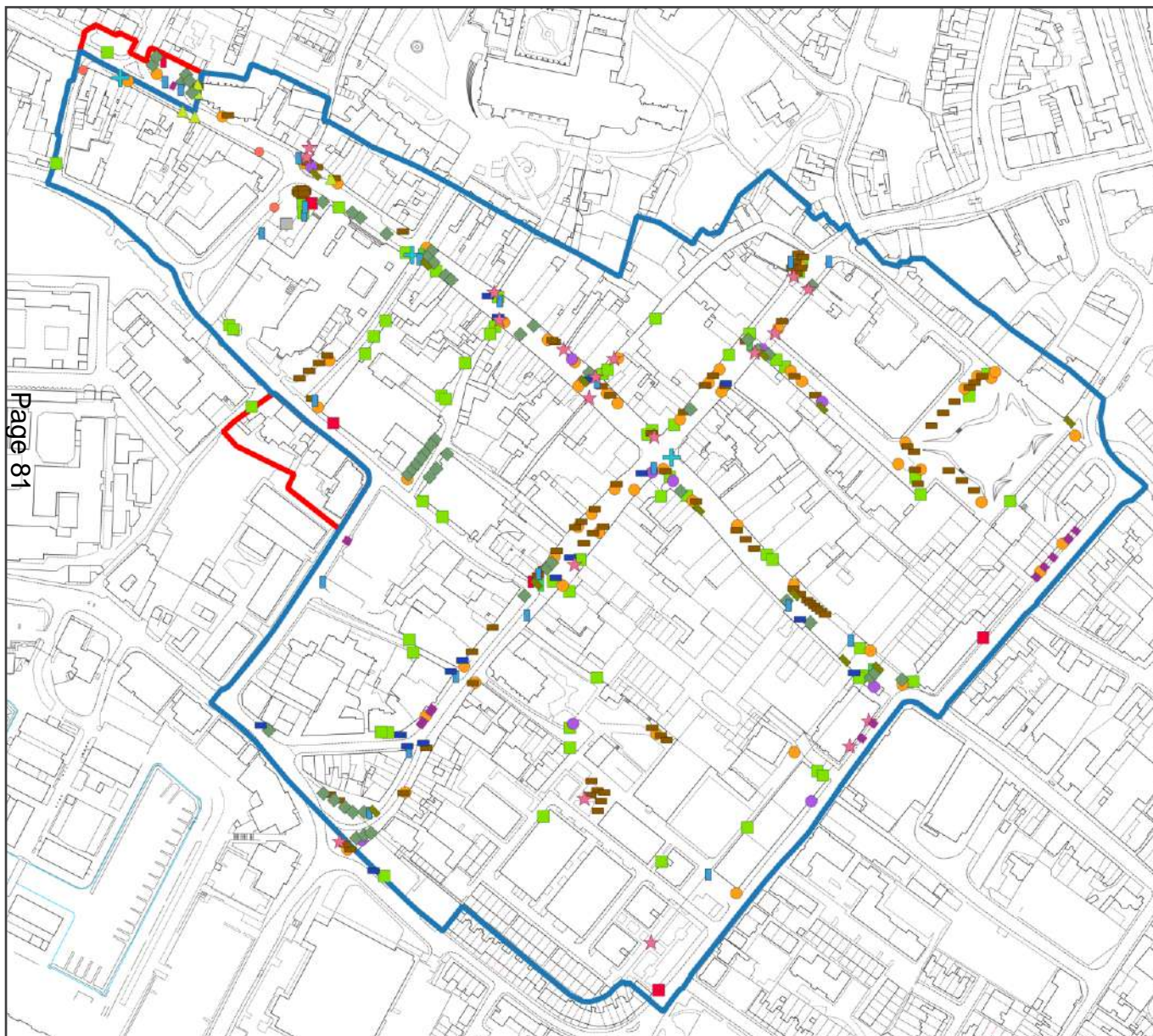
Page 80

-  Conservation area boundary
-  Proposed new boundary
-  Positive buildings
-  Neutral buildings
-  Negative buildings
-  Indoor arcade and service area

This map illustrates the contribution that each building makes to the character of the Conservation Area. It does not account for the current condition or state of repair of the buildings.

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5.2 Map: Public realm (1 of 2)



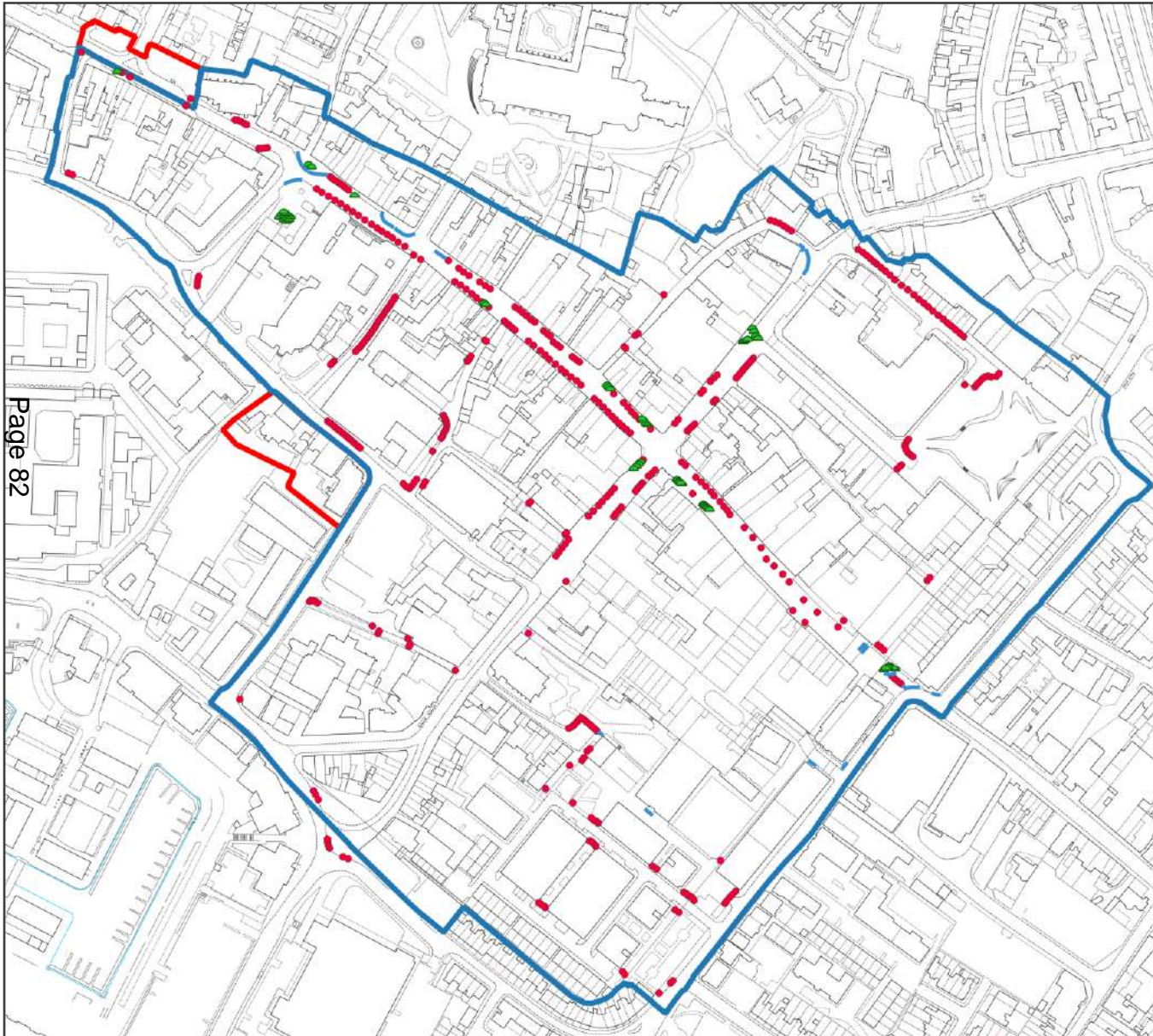
Page 81

- Conservation area boundary
- Proposed new boundary
- Bus shelters
- Public artworks
- Digital displays and advertisements
- Redundant cycle signs
- Parking payment meters
- Wayfinding and information signs
- Gloucester BID planters
- Planters
- Automatic bollards (redundant)
- Interpretation material
- CCTV towers
- Phone boxes
- Benches
- Bins
- Unidentified street furniture
- Post boxes
- Electrical boxes

This map shows the approximate locations of items of street furniture in the public realm. A separate map on page 59 shows bollards, railings and cycle racks.

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5.3 Map: Public realm (2 of 2)

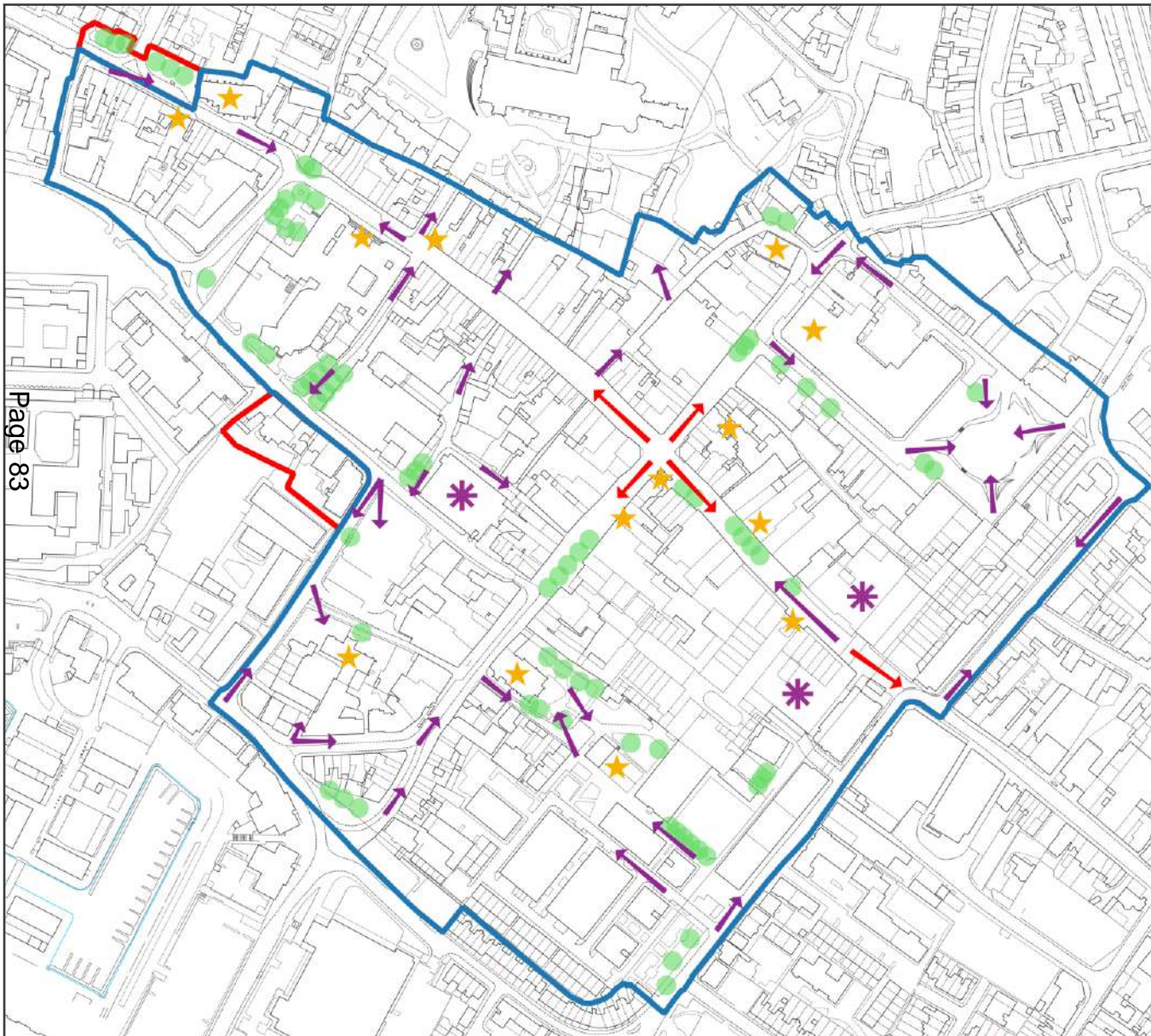


- Conservation area boundary
- Proposed new boundary
- Railings
- Cycle racks
- Bollards

This map shows the approximate locations of bollards, railings and cycle racks in the public realm. A separate map on page 58 shows other items of street furniture.

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5.4 Map: Spatial analysis

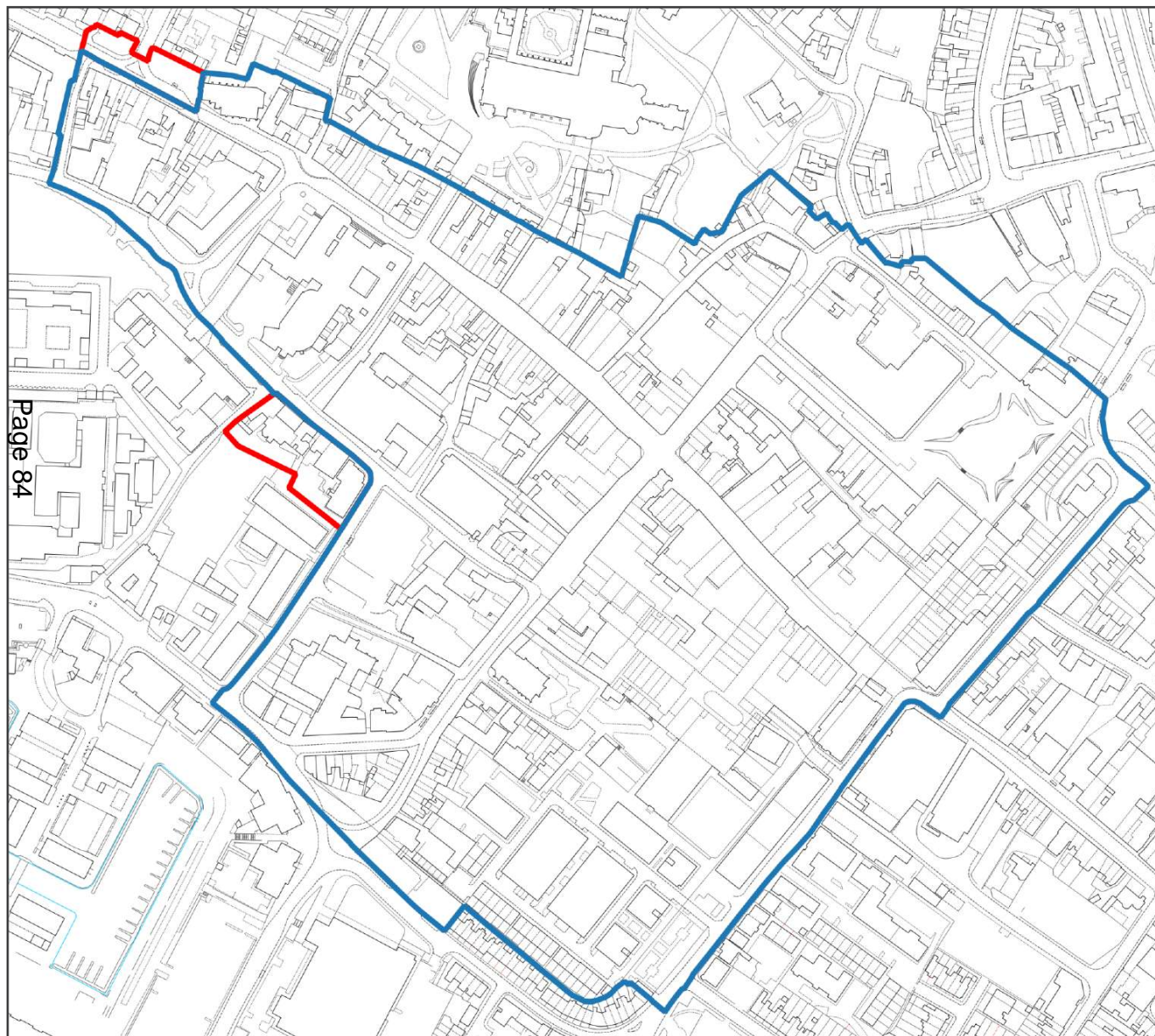




- Conservation area boundary
- Proposed new boundary
- Important trees
- ★ Landmark buildings
- Key views
- Local views
- ✱ Panoramic views (rooftop car parks)

There are many views within the City Centre Conservation Area, and as such not all have been shown on this map. It should be noted that if a view is not shown on this map it does not mean that it does not contribute to the character or special interest of the Conservation Area.

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5.5 Map: Conservation Area boundary and extensions

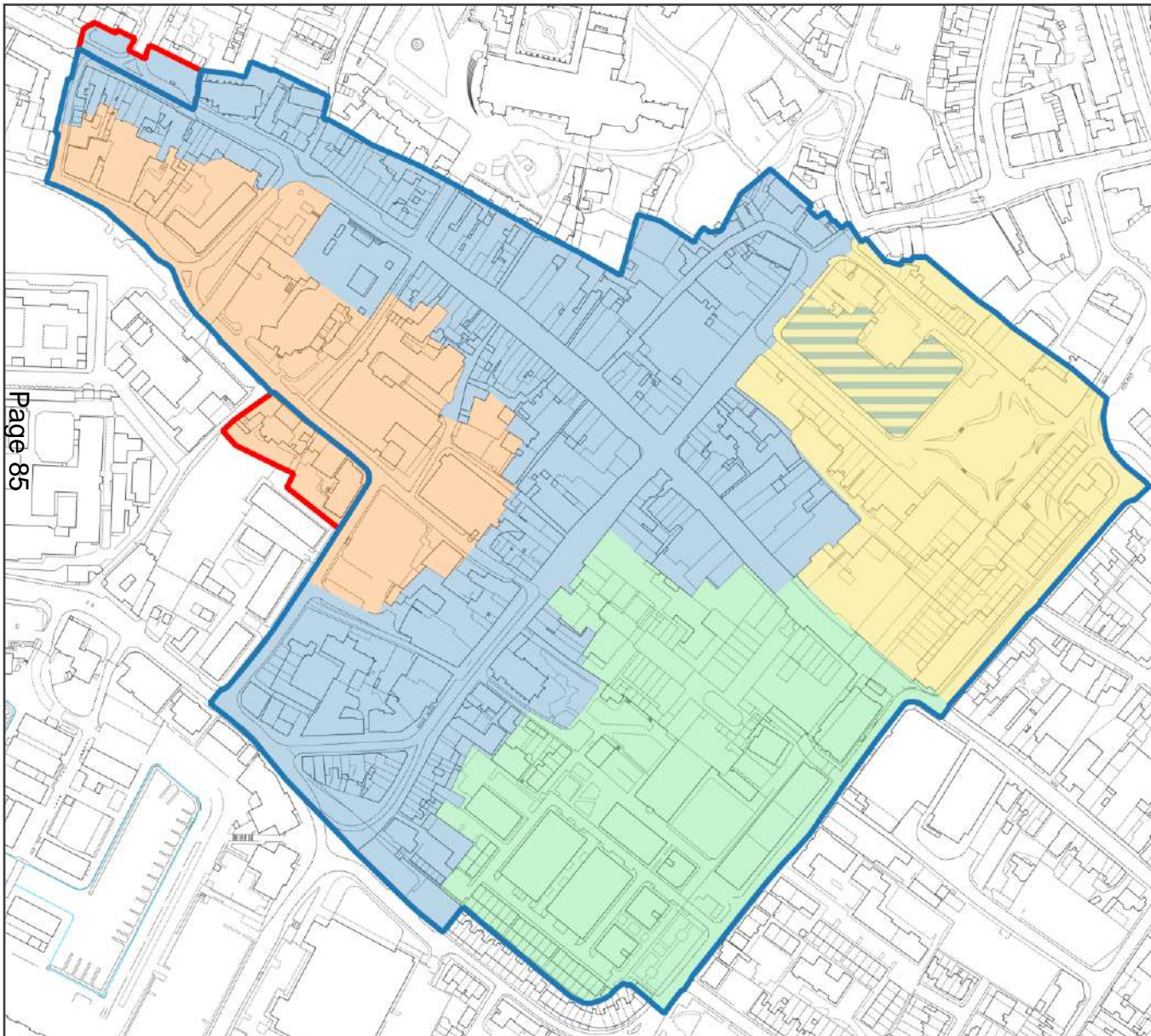


-  Conservation area boundary
-  Proposed new boundary

For more information see section 2.2 (Boundary alterations).

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5.6 Map: Character areas



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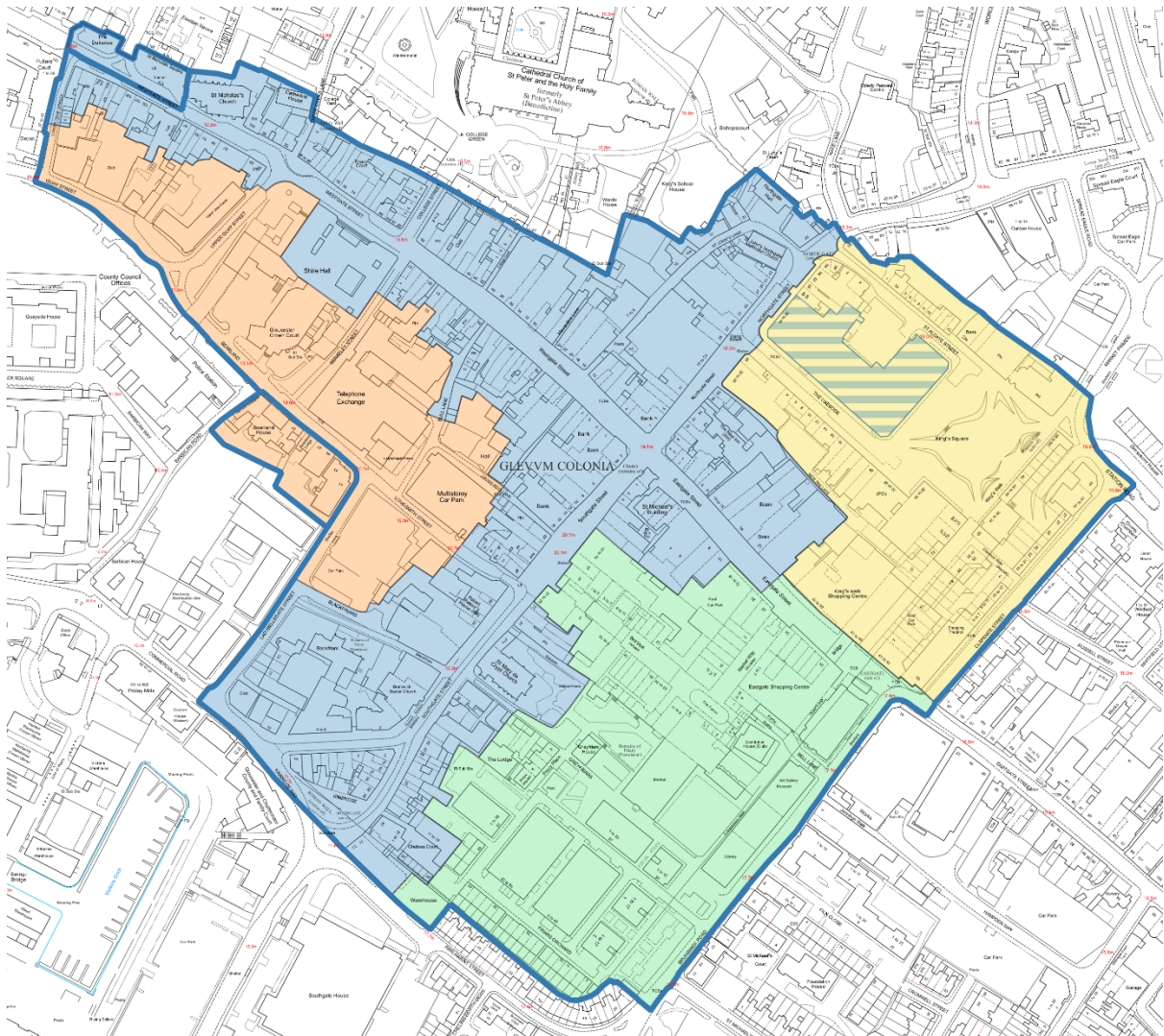
-  Conservation area boundary
-  Proposed new boundary
-  The Gate Streets
-  Brunswick Road, Greyfriars and Eastgate
-  Quay Street, Longsmith Street and Ladybellegate Street
-  King's Square and King's Walk

For more information see section 3
(Character areas)

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Map of Gloucester City Centre Conservation Area



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Gloucester City Council

Meeting:	Cabinet	Date:	11 October 2023
Subject:	Financial Monitoring: Quarter 1 2023-24		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Hadrian Walters, Accountancy Manager		
	Email:	hadrian.walters@gloucester.gov.uk	Tel: 396231
Appendices:	1. Capital Monitoring		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 For Cabinet to note year-end forecasts, and the financial pressures on the Council during the Quarter ended 30 June 2023 and report on the performance of the Council against certain key financial performance indicators.

2.0 Recommendations

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

- (1) it be noted that the forecast year end position is currently for a decrease to the Council's General Fund balance of £1,504k against a budgeted decrease of £104k
- (2) the details of specific budgetary issues identified by officers and the actions being taken to address those issues be noted
- (3) the current level of Capital expenditure as shown in Appendix 2 be noted.

3.0 Background and Key Issues

- 3.1 The Council approved the 2023-24 Budget in February 2023. This report sets out the financial position as at the end of June 2023. It is based on actual costs and income for the Quarter 1 of 2023-24 and the current forecast for the remainder of the financial year. Financial performance is a key element within the assessment of the Council's overall performance framework and is essential to achievement of the objectives within the Council's Policy Agenda and Plan.
- 3.2 As noted in the 2022-23 Outturn Report, the high levels of inflation and the war in Ukraine have continued into the 2023-24 financial year. The consequences of the wider economic impacts on interest rates and energy prices have led to the Council

being faced with further financial challenges from the continuation of significant cost increases, higher levels of homelessness, and increased funding costs.

- 3.3 Given the current operating environment and the significant increases experienced in both service demand and the ongoing unavoidable inflationary cost pressures noted above, the achievement of the budget position will be an incredibly difficult ambition to achieve in 2023-24. This report summarises the current forecast position at this early stage of the financial year and highlights the need to take decisive action to ensure that the Council has sufficient financial resources to achieve its ongoing service delivery obligations and continue its wider regeneration activities.
- 3.4 This report will focus on providing some detail and commentary of the financial variances at a portfolio level that are currently forecast for 2023-24. It should be noted that these estimates have been based on the best information we currently have available and have also been calculated at a very early stage of the financial year.

4.0 Whole Council Summary

- 4.1 The summary table below shows the forecast outturn position for the Council by Cabinet portfolio.

Council Summary	23/24	Actual	Year End	Final
	Budget		Forecast	Variance
Communities & Neighbourhoods	1,020	272	961	(59)
Performance & Resources	123	568	(132)	(255)
Culture & Leisure	1,948	695	2,330	382
Planning & Housing Strategy	1,435	790	2,543	1,108
Environment & Leader	7,216	1,574	7,078	(138)
Corporate & Funding	(11,639)	(2,427)	(11,276)	362
Total	104	1,472	1,504	1,400

- 4.2 At this early stage in the financial year the forecast position is for the Council to face a decrease in the Council's General Fund by £1,504k. A position that requires use of both General Fund and Earmarked reserves, leaving both reserves significantly depleted. Action is and will continue to be taken during the remainder of 2023-24 to further mitigate this potential overspend. The total projected overspend currently stands at around 3.7% of the Council's gross expenditure budget.
- 4.3 The key pressures facing the council are listed below:
- Temporary accommodation costs for the homeless [Q1 overspend of £451k, forecast to be £1,233k by the year end] – these costs have escalated as an increasing number of people are finding themselves unable to meet the cost of keeping a roof over their heads.
 - The spike in energy costs and the cost of living crisis have led to the leisure provision from Aspire becoming increasingly expensive to operate [an overspend in Q1 of £292k, forecast to be £675k by the year end].
 - A decline in planning income as development costs increase and the boost of small planning applications caused by Covid home-working fall away [income for Q1 was only 26% of that budgeted causing a budget pressure of £86k at Q1, forecast to be £287k by the year end].
 - Increased interest costs in relation to ongoing and future projects; currently forecast to cause a £362k pressure on the Council's budget.

- 4.4 The Council's Officers and Members are reviewing the options available to mitigate the overspend and have identified several headline actions for consideration and implementation. These include the following:
- (a) Property purchases to increase the availability of temporary accommodation for those presenting as homeless, reducing the reliance on expensive hotel accommodation. Any purchase will be subject to a thorough financial cost vs benefit analysis.
 - (b) A grant submission has recently been submitted to the Government in relation to the enhanced energy costs of the swimming pool at GL1.
 - (c) Earlier purchase of more energy efficient cremators as part of the cyclical maintenance and replacement plan.

5.0 Significant items of note

Communities and Neighbourhoods

Communities & Neighbourhoods	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Community Strategy & Other Projects	828	231	813	(15)
Community Grants	125	28	97	(28)
Shopmobility	68	12	52	(16)
Total	1,020	272	961	(59)

- 5.1 The outturn for this portfolio is favourable to budget by £59k. Similar to prior years the Communities teams continued to work collaboratively with the County Council and the neighbouring districts to ensure a co-ordinated response to a series of community and social wellbeing projects; where appropriate, costs are shared to ensure the efficient use of funds.
- 5.2 The Government is continuing to provide targeted grants for distribution by the County and District councils to alleviate household living cost pressures and help with the accommodation of Ukrainian refugees. However, the demands on the service's resources continue to increase as more households face increased financial pressures. In the Quarter, the Communities team has received grants and shared service funding for which it has managed the spend on a variety of projects from the provision of community protection officers, food safety inspections, and various community school holiday and meal projects.
- 5.3 The Communities team has also continued its work on the Health Inequalities Project using the grant funding from the NHS received towards this project during 2022-23. Amounts have been forecast to be released from the earmarked reserve to match to the spend in 2023-24.

Performance and Resources

Performance & Resources	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Financial & Corporate	991	586	923	(68)
Revenues & Benefits	441	133	402	(39)
IT	1,966	600	1,944	(22)
Parking	(1,678)	(383)	(1,715)	(37)
Business Support	374	84	334	(39)
Democratic Services	801	207	774	(27)
Asset Management	872	286	782	(90)
Commercial Property	(3,487)	(719)	(3,275)	212
SWRDA	(185)	(123)	(427)	(242)
Cemeteries & Crematorium	(1,464)	(301)	(1,341)	123
Internal Audit	205	33	187	(18)
Transformation/Commercialisation	158	20	135	(23)
HR & Communications	496	129	514	18
Legal Services	575	144	575	0
Housing Subsidy	(377)	(236)	(372)	5
Customer Services	438	107	428	(9)
Total	123	568	(132)	(255)

- 5.4 This portfolio is currently forecast to be favourable to budget by £255k. A significant element of this results from staff vacancies resulting from the retirement of the previous s.151 Officer and the inevitable time taken to recruit into the new staffing structure following his departure.
- 5.5 The number of people parking in the city centre has returned to at or above normal pre-Covid levels. This combined with the tariff increases agreed in the 2023-24 Budget, have led to a forecast favourable position of £37k.
- 5.6 The estimated income from the SWRDA properties and the VAT Shelter for 2023-24 have been utilised to cover the increased costs arising from the funding of the regeneration projects and causing the budget pressure reported in the Corporate & Funding section.
- 5.7 The Revenues and Benefits service is currently estimated to be favourable to budget by £39k as a result of staff vacancies and the receipt of various new burdens grants from the Government, to cover the administrative costs of the additional work that continues to be required of the Council to distribute a variety of new grants (including Homes For Ukraine and Energy Subsidy) to the population of Gloucester.
- 5.8 The Commercial Property portfolio is adverse to budget by £212k but is forecast to contribute a net income to the Council of over £3m. The Council has purposefully invested in city centre real estate as part of its regeneration agenda. Given its location, much of this estate is retail based. Gloucester, along with the majority of towns and cities across the country, has experienced significant downward trends in centre based retail for well understood reasons. The regeneration of the Kings Walk Shopping Centre is underway, and progress is being made towards filling the vacant units with tenants. Overall the position is continuing to improve following the Kings Square redevelopment and is expected to do so as The Forum and University of Gloucestershire developments approach completion later in 2023-24. The historic investment property portfolio is slowly recovering as new arrangements are reached with tenants.

- 5.9 The Cemeteries & Crematorium service is performing well and the Arbor has seen continued strong demand for wakes. The adverse forecast variance of £123k is due to the continued high levels of inflation impacting the costs of the Crematorium e.g. high energy costs, increases to the costs of regular cremator maintenance, and the continued need for good sanitisation of the chapel following the pandemic.

Culture & Leisure

	23/24		Year End	Forecast
Culture & Leisure	Budget	Actual	Forecast	Variance
Museums	657	157	582	(75)
Guildhall & Blackfriars	559	82	415	(144)
Events	296	66	272	(25)
Destination Marketing	159	34	135	(24)
Aspire	330	374	1,005	675
Markets & Street Trading	(54)	(18)	(78)	(24)
Total	1,948	695	2,330	382

- 5.10 The Culture & Leisure team continue to be successful in their grant applications. The commencement of the works at the Museum to utilise the MEND grant funding in progress, and there have been successful Heritage Lottery and ACE grant applications to assist with the funding of various archaeological and archiving work respectively. The Guildhall team were successful in their application for ACE National Portfolio Organisation funding for the next 3 years and have commenced work on the development and expansion of their programme.
- 5.11 The venue development works at the Guildhall and the new EPOS system are now starting to show positive benefits through increased income levels, especially in relation to catering and bar income.
- 5.12 The Council continues to support the leisure trust in the wake of the effects of the pandemic and the increased energy costs on its business. This is estimated to lead to an increased cost pressure to the Council of £675k. A grant submission has recently been submitted to the Government in relation to the enhanced energy costs of the swimming pool which if successful will reduce the budgetary pressure by half.

Planning and Housing

	23/24		Year End	Forecast
Planning & Housing Strategy	Budget	Actual	Forecast	Variance
Planning	29	94	316	287
Planning Policy	376	65	318	(59)
Community Infrastructure Levy	-	(29)	(0)	(0)
Land Charges	(76)	(20)	(76)	0
Private Sector Housing	228	162	228	0
Housing Strategy	138	(119)	153	15
Homelessness & Housing	740	636	1,604	865
County Homelessness Partnerships	-	0	0	0
Total	1,435	790	2,543	1,108

- 5.13 This portfolio is adverse to budget by £1,108k. The initial months of 2023-24 have seen a significant reduction in the income received by the Planning Service and a significant increase in the demand for (and hence the costs of) temporary

accommodation as more and more residents of Gloucester struggle with their financial resources and end up homeless.

- 5.14 The reduced income in the planning service is currently forecast to be £287k adverse to budget. There is some good news in that the recent Government consultation, to review planning processes and costs, has led to a proposed future increase in the statutory planning charges. The Council also continues to utilise the RIPA/BOPS grant from the Government to work on a project in co-ordination with other Councils towards transforming and digitising planning processes.
- 5.15 The impact of the cost of living crisis and the high inflation rates over the past year has led to a significant increase in the demand for temporary accommodation. This increased demand has significantly exceeded the accommodation that the Council has available to it and the overall annual budget for 2023-24 was exceeded in the 1st Quarter. The current forecast overspend for the year is £865k, after a release of £100k from the Homelessness earmarked reserve. The officers of the Council are working to explore various alternatives and approaches to alleviate this financial burden on the Council and will continue to monitor the position carefully for the remainder of the financial year.

Environment

	23/24		Year End	Forecast
Environment & Leader	Budget	Actual	Forecast	Variance
Waste & Recycling	5,265	1,404	5,296	32
Streetcare & City Centre	784	250	803	19
Environmental Health	205	(264)	150	(54)
Licensing	(124)	(26)	(107)	17
Parks & Countryside	248	63	238	(10)
Economic Development	347	55	198	(149)
Heritage	136	34	130	(6)
Climate Change & Environment	88	10	88	0
Senior Management	266	48	280	14
Total	7,216	1,574	7,078	(138)

- 5.16 This portfolio is favourable to budget by £138k. The continued high inflation rates have impacted on the costs of the waste and recycling contract. These increased costs are mitigated by the sale of recyclable materials. Unfortunately, the commodity prices for recycling materials are falling from the high levels experienced in the past few years; at present the budgeted income is still expected to be achieved.
- 5.17 The final position for the Economic Development service is a favourable variance of £149k, after taking into account the Regeneration Reserve funding of staff working on the Forum Project, and the Levelling Up funded works. The Economic Development team have also been busy managing the distribution of the UK Shared Prosperity Fund received from the Government to assist local projects and businesses.
- 5.18 During the quarter the Heritage team have continued to successfully manage the spend of the High Street Heritage Action Zone grants towards the development and improvement work occurring within the Cathedral Quarter and Westgate areas of the City.

6.0 Movement in Earmarked Reserves

6.1 The Council continues to hold an earmarked reserve balance of over £4m as shown below:

Reserve Name	Opening Balance	Transfers In	Transfers Out	Closing Balance
Historic Buildings	53	-	-	53
Housing Survey	60	-	-	60
Shopmobility	29	-	-	29
Regeneration	220	465	(465)	220
Insurance	10	-	-	10
Land Adoption	873	-	-	873
VAT Shelter	167	240	(240)	167
Business Rates	733	-	-	733
Environmental Insurance	900	-	-	900
Repairs	23	-	-	23
Planning Strategy	126	-	-	126
Flooding Works	10	-	-	10
Lottery	20	-	-	20
Museum Bequest	305	-	-	305
Transformation	25	-	-	25
Budget Equalisation	33	-	-	33
Destination Marketing	85	-	-	85
Homelessness	100	-	(100)	-
Planning Appeals	50	-	-	50
Communities	18	-	-	18
Climate Change	66	-	-	66
Neighbourhood Spaces	12	-	-	12
Defibrillator	6	-	-	6
Health Inequalities	340	-	(100)	240
Reserves Total	4,264	705	(905)	4,064

6.2 The Council has drawn down previously reserved funds to pay for their intended usage during 2023-24 and where applicable carried forward amounts for future use.

6.3 The forecast net surplus from the SWRDA assets is an estimated £465k contribution to the reserve. The reserve was earmarked to contribute towards the Council's regeneration projects in 2023-24, £465k is forecast to be spent in year towards this project leaving an overall net transfer to the reserve of £nil. The remaining balance will continue to be used to support future regeneration work.

6.4 The authority continues to receive funding relating to the arrangement for a "VAT shelter" relating to the Housing Stock transfer of 2015. In 2023-24 the forecast contribution to funding is £240k was received. The whole of this amount is expected to be allocated from the reserve to contribute to the costs for the redevelopment of Kings Square and Kings Quarter – the Forum.

6.5 During 2022-23 an amount of £280k was received from the NHS in relation to the joint Health Inequalities programme. This work for this programme is being planned and an amount of £100k is forecast to be utilised during 2023-24.

7.0 Capital Programme

- 7.1 The current position for the Capital Programme £10.19m against the budget for the year of £64.76m. The majority of the budget (£52m) is set on the Forum project, forecast expenditure on the capital programme at Q1 is £55m.
- 7.2 Expenditure for 2023-24 has seen continued progress with The Forum development, this significant regeneration in the City is starting to take shape.
- 7.3 The Council continues to work with partners to deliver projects, such as Cathedral Quarter as part of the Heritage Action Zones with The Historic Buildings and Monuments Commission. The Food Dock is progressing with completion expected Autumn 2023.
- 7.4 The nature of capital projects means that many of them span a number of financial years; budgets are set per project any unspent budgets at the end of any one financial year may be carried forward into the next
- 7.5 A summarised table for the Capital Programme is shown as Appendix 2.

8.0 Prompt payment performance

- 8.1 The Council aims to make payments to all suppliers promptly and in accordance with contract terms. The performance on invoice payments during the quarter is below.

	<u>Apr</u>		<u>May</u>		<u>Jun</u>		<u>Qtr 1</u>	
Number paid within 30 days	549	96%	629	98%	760	96%	1,938	96%
Number paid over 30 days	23	4%	29	4%	34	4%	86	4%
Average Days to Pay (from receipt of invoice to payment date)	7		7		7		7	

9.0 Social Value Considerations

- 9.1 There are no social value implications arising from this report.

10.0 Alternative Options Considered

- 10.1 A wide range of options are being explored by officers in order to reduce budgetary pressure, to achieve savings targets, and to ensure value for money.

11.0 Reasons for Recommendations

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

12.0 Future Work and Conclusions

- 12.1 Work will continue to review, analyse, and reconcile the vast quantum of manual data for upload into the system. Steps will continue to be taken to limit in year and future budget pressures.

13.0 Financial Implications

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

14.0 Legal Implications

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

15.0 Risk & Opportunity Management Implications

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

16.0 People Impact Assessment (PIA):

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

17.0 Other Corporate Implications

Community Safety / Sustainability / Staffing & Trade Union

17.1 None.

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Scheme	Budget	Actual	Variance	Forecast
	2023/24	Spend to date		
Kings Quarter - The Forum	52,000,000	8,978,391	43,021,609	45,000,000
Property Rental Works	1,000,000	-	1,000,000	1,000,000
Food Dock	3,000,000	150,000	2,850,000	3,000,000
Museum, Estate and Development Fund (MEND)	400,000	-	400,000	400,000
High Streets - HAZ	457,000	151,102	305,898	457,000
GCC Building Improvements	100,000	15,063	84,937	100,000
ICT Projects	50,000	12,946	37,054	50,000
Housing projects	2,745,000	321,519	2,423,481	2,745,000
Drainage and Flood Protection Works	190,000	15,908	174,093	50,000
Horsbere Brook Local Nature Reserve works	58,000	-	58,000	10,000
Play Area Improvement Programme	60,000	52,844	7,156	60,000
GWR Railway Improvement Scheme	3,300,000	1,238	3,298,762	1,000,000
Recycling Fleet replacement	1,002,899	433,188	569,711	1,000,000
Grant Funded Projects	400,000	56,645	343,355	400,000
TOTAL CAPITAL PROGRAMME	64,762,899	10,188,844	54,574,055	55,272,000

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Gloucester City Council

Meeting:	Cabinet	Date:	11 October 2023
Subject:	Non-Resident Burial Fees		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Carly Locke, Bereavement Service Manager		
	Email: carly.hughes@gloucester.gov.uk	Tel:01452	396087
Appendices:	None		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To put a non-residents' fees in place for residents that are living outside of Gloucester City Council boundary, the non-residents fee will help prolong the space available for the residents of Gloucester.

2.0 Recommendations

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

- (1) non-residents' fees are put in place to residents that are not living within the Gloucester City boundary
- (2) a non-resident fee will be charged if the person being buried (the deceased) wasn't living in Gloucester when they died. This is on top of the Exclusive Right of Burial Fee meaning that people who don't reside in Gloucester, but who want to be buried in Gloucester Cemeteries, will pay more than residents who do live in Gloucester City boundary. This will not apply to persons that have a pre purchased grave in Gloucester Cemeteries, a person who will be interred into a re-opened grave and a person who was once a resident of Gloucester City boundary but moved out of the boundary to reside in a nursing home, hospice, or something of a similar nature, the latter scenario to be entirely at the Council's sole discretion.

3.0 Background and Key Issues

- 3.1 The Council are aware of the importance of the use of burial land to accommodate all faiths and beliefs of our city residents, The Council own 2 Cemeteries one in Tredworth Road which was closed to new burials in 1990's and can only be used for purchase in reserve burials and reopens into an existing grave, Coney Hill which at present is an open cemetery to all residents of any areas in and out of the City boundary.

- 3.2 Gloucester City Council have been actively seeking additional burial land to continue to offer residents the option of burial. This is an ongoing project to increase burial space in the City.
- 3.3 This report is seeking approval for an additional fee to be added to the purchase of burial rights for residents that do not pay their council tax to Gloucester City Council to maintain the burial space available for Gloucester residents.
- 3.4 The review undertaken considered the following:
- Gloucester Cemetery fees are lower than those of our neighbouring authorities. The lower fee rate makes Gloucester Cemetery more attractive to non-residents. This creates a greater demand for burial space and the available space is being used quicker than expected.
 - Creating a charge for non-residents will bring pricing in line with our neighbouring authorities and reduce demand for non-resident burials. This will maintain the burial space available for Gloucester residents.
 - The proposed non-residents fee will be set at three times the purchase of burial rights fee for 50 years along with the interment fee and this will be subject to annual review.

4.0 Social Value Considerations

4.1 None

5.0 Environmental Implications

5.1 The review is trying to facilitate burial space for the residents of Gloucester for longer,

5.2 We are a multi culture city and Gloucester Cemeteries and Crematorium look to ensure that we will always be able to accommodate each individual last wishes of burial or cremation to adhere to all religions and faiths, and to always look to offer burial as a choice.

6.0 Alternative Options Considered

6.1 To continue to allow all to make use of the burial land at Gloucester Cemetery meaning the burial land will be used sooner than the planned, should burial land not be allocated by such time we would no longer be able to offer residents the option of burial which mean the residents who have a religious belief of burial not cremation would not be able to be accommodated at Gloucester.

7.0 Reasons for Recommendations

7.1 The rationale behind the increase is to ensure we have sufficient space to accommodate residents needs into the future, to allow us to ensure that we accommodate all residents that do not wish to be cremated.

8.0 Future Work and Conclusions

- 8.1 The burial land is already in situ and being maintained by the Gloucester City Council bereavement services grounds staff so this will have no change to staff structure or impact on the service.

9.0 Financial Implications

- 9.1 The burial land is already in situ and being maintained by the Gloucester City Council bereavement services grounds staff, there are no additional financial costs associated with this introducing this policy.
- 9.2 Not implementing the new charges would result in a faster reduction of available burial space and require the Council to look to purchase additional land in order to create additional space.

10.0 Legal Implications

- 10.1 The Council is not required by statute to provide land for burial purposes, but the Council has discretion to make such provision.

The Local Authorities Cemeteries Order 1977 made under the Local Government Act 1972 provides a power for burial authorities to charge such fees as they think “proper” for or in relation to burials in Cemeteries provided by the authority.

11.0 Risk & Opportunity Management Implications

- 11.1 N/A

12.0 People Impact Assessment (PIA) and Safeguarding:

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

13.0 Community Safety Implications

- 13.1 None

14.0 Staffing & Trade Union Implications

- 14.1 None

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Meeting:	Cabinet	Date:	11 October 2023
Subject:	Disposal of Herbert, Kimberley and Phillpotts Warehouses		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	Westgate		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Philip Ardley, Regeneration Consultant		
	Tel 01452 396107		
	Philip.Ardley@gloucester.gov.uk		
Appendices:	1. Revised Sales Brochure 2. Tender Report (Confidential Restricted)		

EXEMPTIONS

The public are likely to be excluded from the meeting during consideration of appendix 2 of this report as it contains exempt information as defined in paragraph (3) of schedule 12A to the Local Government Act 1972 (as amended). All sections of this appendix 2 are considered confidential and commercially sensitive.

1.0 Purpose of Report

1.1 The purpose of the report is to update Cabinet on the progress for the disposal of Herbert, Kimberley and Phillpotts warehouses in the Gloucester Docks, and to authorise negotiations with a new purchaser.

2.0 Recommendations

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

- (1) the actions taken to date be noted
- (2) the Head of Finance & Resources (S151 Officer) be authorised to continue negotiations with the interested parties and, in consultation with the Cabinet Member for Performance and Resources, to accept an offer of an assignment of the existing leases or the grant of a new lease, which taking into account the opinion of external advisers is considered to represent best value consideration to the Council provided that:
 - a) The consideration shall be payable in full upon the final assignment or grant of a new lease; and
 - b) The transaction shall be an outright assignment or grant of lease at arms' length, without any obligation for a continuing relationship with the Council other than as landlord

- (3) authority be delegated to the Head of Finance & Resources (S151 Officer) in consultation with the Cabinet Member for Policy & Resources and the Director, One Legal to take all necessary steps and undertake necessary procedures including entering into any legal arrangements or other documentation as may be required to implement the disposal of these three warehouses.

3.0 Background

- 3.1 Agents were instructed in February 2019 to market the three leasehold interests that the Council holds in Herbert, Kimberley and Phillpotts Warehouses
- 3.2 Following a marketing campaign with initial expressions of interest, more detailed offers were invited by 26th September 2019. Five such responses were received from potential purchasers for a variety of uses and on differing terms and subject to different conditions. Two of the offers were less attractive whilst the remaining three offers were all from developers looking to create a hotel in all or part of the accommodation.
- 3.3 All three offers which would have delivered a hotel were subject to planning approval and would have required a variation to the user clause in the Council's leases to allow a hotel use. Officers were in discussion with the Council's Landlord, the Canal and River Trust, and were able to agree a variation to the leases which permitted hotel use or residential use from February 2022.
- 3.4 Following a Cabinet report and meeting on 15th January 2020 and in accordance with the resolution, officers undertook due diligence on the three bidders and identified a preferred bidder. Extensive negotiations continued for some time with the preferred bidder, leading to draft Heads of Terms for an Agreement to Lease and for the submission of a planning application for a hotel use.
- 3.5 The preferred bidder commenced detailed negotiations with hotel operators, cost consultants, architects and planning advisors together with potential funding institutions. However, the onset of Covid severely restricted the potential hotel operators and funders especially for refurbishment of older buildings.
- 3.6 There was little activity during 2021 and hence detailed discussions with the preferred bidder once Covid had subsided led officers of the Council to doubt that a planning application would be forthcoming in an acceptable timeframe. There was still no hotel operator willing to engage, no funding available and the options put forward were unviable.
- 3.7 The preferred bidder was unable to proceed during 2022 and due to this uncertainty negotiations were brought to a close at the end of 2022.
- 3.8 Officers then instructed Bruton Knowles to remarket these premises with a wide use opportunity and the revised brochure is attached as Appendix 1. The Council received two offers initially and two further expressions of interest which resulted in an extension to the time frame being granted to all four bidders until the 30th April 2023. Attached at Appendix 2 is a confidential Tender Report on the four offers received by the due date.
- 3.9 The offers vary widely in their value and proposed use, and all are conditional on various assumptions and events, some to an unacceptable extent in the opinion of officers. In order to undertake due diligence and financial checks on the bidders, officers requested further details, plans and viability assumptions but only two bidders were able to provide such further information within the required time frame. A third bidder undertook some further investigation and produced a revised bid but this was not received until the end of July 2023.

4.0 Social Value Considerations

- 4.1 It is not possible to involve the community in this transaction at this stage, but it is anticipated that any future development and re-use will provide employment opportunities.

5.0 Environmental Implications

- 5.1 The sensitive refurbishment of Listed Buildings often restricts the opportunities for significant environmental improvements such as solar panels, green roofs etc. The Council will encourage the preferred bidder to provide cycle storage and to explore such other improvements as permitted under the planning legislation.

6.0 Alternative Options Considered

- 6.1 The site is largely vacant hence under used and bringing the buildings into a full use that will contribute to the local economy is seen as important to the regeneration of this area of the city. It will also strengthen the link between the docks and the city centre. The site could be converted for a range of uses, some of which have been reflected in the tenders received for purchase. The site was marketed without uses being specified which has enabled an assessment of some alternative uses.
- 6.2 One alternative would be to leave the warehouses largely vacant. This is not considered desirable and would go against one of the key reasons for the Council vacating the properties originally.
- 6.3 Another alternative would be for the City Council to bring the buildings back into use itself, in order to achieve other Council outcomes, for instance to provide additional housing in the City. This option remains a possibility if the disposal options deliver less value than this alternative.

7.0 Recommendation and Reasons

- 7.1 Officers have assessed the four bids and recommend that the most viable and deliverable bid has been made by Developer C and therefore should be considered as the preferred bidder. The Council's appointed agents should be asked to prepare initial Heads of Terms and seek to achieve a deposit if an exclusivity agreement is signed. Ideally a down payment should be required on Agreement to Lease, if before planning determination, and the balance within 30 days of receipt of a satisfactory planning consent.
- 7.2 The recommendation is based on the detailed tender comments as set out in Appendix 2. Developer C has submitted a scheme that accords with the Council's aspirations, is in accordance with independent advice and has the lowest risk profile in the present market conditions. The developer has an excellent local track record for delivery and this bid should result in the necessary funds being paid to the Council earlier than any other bid.
- 7.3 Developer A submitted the lowest offer but has sought to impose conditions on the sale that in the opinion of officers add a level of risk to the disposal beyond other bids. For these two reasons, this bid is not recommended.
- 7.4 Developer B represents a high risk of delivery as the proposed use is financially challenging and the conditions attaching to the bid only result in the large majority of the purchase price being paid six months after the proposed development is

successfully completed and in operation. This results in the Council being tied into the development at least until the end of 2025 which means that full consideration would not be paid on final assignment of the lease and that there would be an ongoing contractual relationship between the Council and the developer which would mean that the aspirations of the Council would not be met as at 2.1(2).

- 7.5 Developer D requires additional conditions beyond the usual planning consent and the offer includes the Freehold title which is not held by the Council. This is not a compliant bid and would require a third party who owns the freehold to sell their interest which is outside the control of the Council and cannot be guaranteed.

8.0 Future Work and Conclusions

8.1 Officers will carry out the following work:

- (i) Seek to agree the best terms for the Council whilst considering the certainty for the delivery of the chosen scheme given the market conditions both financial and in relation to construction.
- (ii) Instruct One Legal to deal with the disposal should final agreement be reached.

9.0 Financial Implications

9.1 The release of capital formed part of the rationale for the move of Council staff from the Docks to Shire Hall and recently to the Council-owned Eastgate Centre. It is therefore important to achieve the disposal to realise the full benefits from the relocation.

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

10.0 Legal Implications

10.1 The Council has a statutory obligation to secure the best consideration reasonably obtainable when disposing of a long leasehold interest in land, unless the (general or specific) consent of the Secretary of State is obtained to the disposal at an undervalue.

(One Legal will be consulted in the final preparation of this report)

11.0 Risk & Opportunity Management Implications

11.1 This is a complex property transaction which will be subject to further negotiations and dependencies (Landlord's consent, planning etc), it is possible that the Council will not be able to agree terms with the preferred bidder. However, the Council have not closed off the possibility of a disposal to another bidder, or bringing forward the development of the property itself, so the Council does have some potential resilience for the delivery of the Council's interest.

12.0 People Impact Assessment (PIA):

12.1 At present, there are no adverse impacts identified for any of the Protected Characteristic groups; The applications for planning consent will ensure that due consideration is given to these groups as part of any redevelopment scheme. At this stage no PIA has been undertaken.

13.0 Other Corporate Implications

Community Safety

13.1 No impacts.

Sustainability

13.2 No adverse implications.

Staffing & Trade Union

13.3 There are no implications.

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FOR SALE

Iconic warehouses in Gloucester's historic docks

Page 111



A rare opportunity to acquire a
substantial waterfront property

Three linked warehouses offering c.60,000 sq ft of prime space in one of the UK's fastest growing* cities

The property was converted in 1985 to provide offices for Gloucester City Council. It comprises **Herbert Warehouse** and the second to fifth floors of the **Kimberley** and **Phillpotts Warehouses (HKP Warehouses)**

NOTE: The ground floor and basement of Kimberley (Dr Fosters public house) and Phillpotts are excluded from the sale.



- + Herbert and Kimberley are linked by an access and amenity in-fill block and Phillpotts and Kimberley are linked by fully enclosed bridges on the first to fourth floors.
- + The main access is via a canopied entrance to the upper ground floor. This comprises a reception area and several meeting rooms/offices. Lower ground level has a variety of rooms including a kitchen, caretaker's workshop, and staff toilets and shower facilities.
- + Between the first and fifth floors, the premises extend across all three warehouses, providing predominantly open plan office accommodation. The link block provides toilet facilities, stairwells and passenger lifts.

Interior features

- + Hollow cast-iron columns
- + Renewed timber or concrete slab floors
- + Reinforced timber beams
- + Carpeted raised timber flooring
- + Exposed brickwork & plasterboard walls
- + Diffused fluorescent lighting

*by population in 2014/2015, at 1.3% compared to 1.0% for the whole of the UK

The HKP Warehouses are at the northern end of the docks, adjacent to other warehouses converted to offices and purpose built residential apartments - and beside the main dock basin with several narrow boat moorings




Perfectly located

Location

The city of Gloucester, with a population of c.130,000, benefits from easy access to the motorway network, good cycle routes and regular main line rail services to London Paddington, Bristol and Birmingham.



Gloucester 	0.7 miles
M5 J12	5 miles
M5 J11	6.4 miles
Cheltenham	9.5 miles
Bristol	34 miles
Birmingham	55 miles



Gloucester - recently voted a top 10 UK city by millennials*



*TotallyMoney survey www.totallymoney.com



Herbert, Kimberley & Phillpotts (HKP)

Named after the corn merchants that built them in 1846, the warehouses offer an opportunity for refurbishment or conversion for a range of uses that complement the vibrant dockside destination

A thriving residential & commercial community



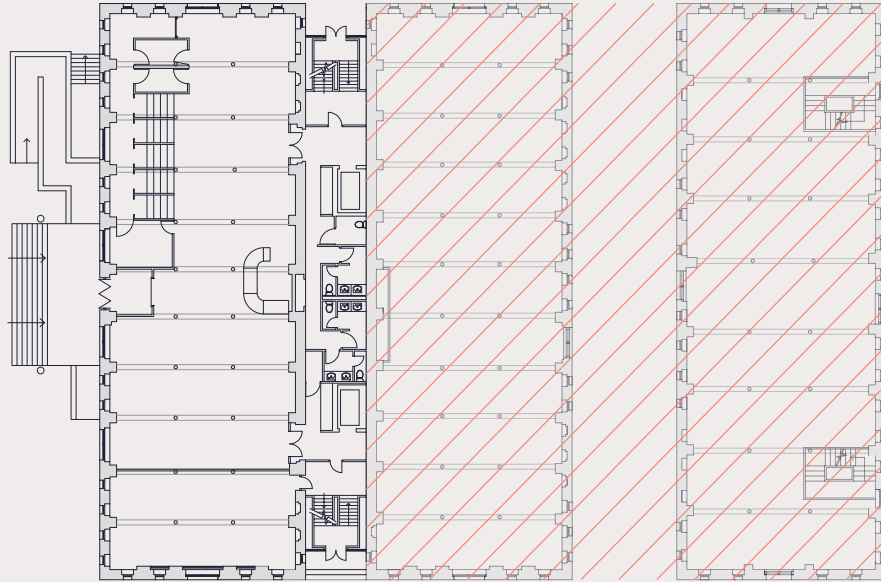
Attractions include Gloucester Quays Designer Outlet, Gloucester Waterways Museum, The Soldiers of Gloucestershire Museum and a range of waterfront bars, restaurants and coffee shops



Herbert

Kimberley

Phillpotts

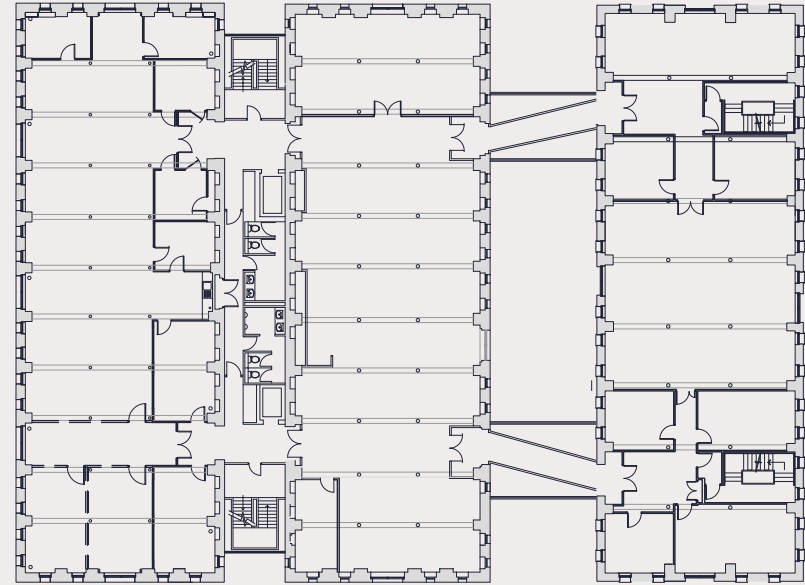


Basement & Ground

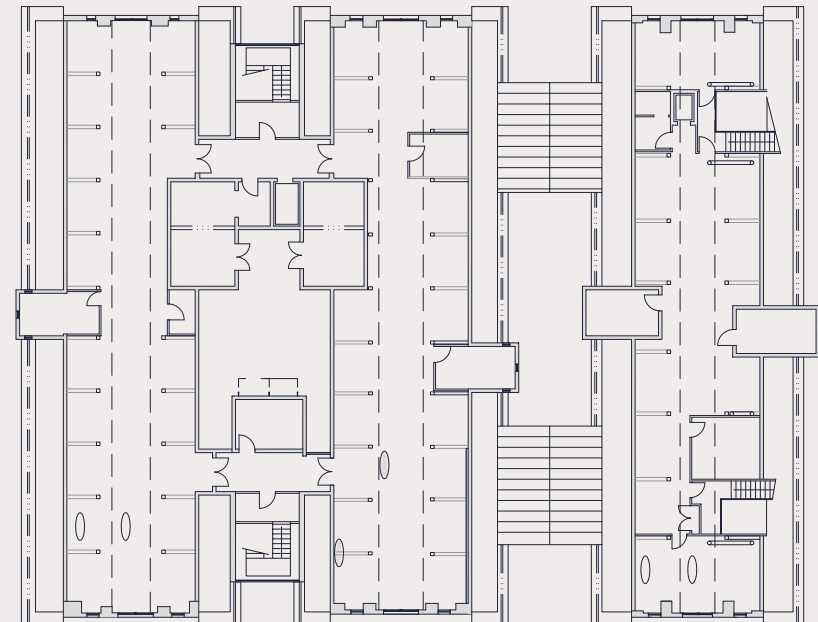
Herbert

Kimberley

Phillpotts



Floors 1 - 4



Floor 5

Floor plans

Offices	Net Internal Area	Gross Internal Area
Herbert	25,406 sq ft (2,360 sq m)	26,823 sq ft (2,492 sq m)
Kimberley	18,034 sq ft (1,675 sq m)	18,663 sq ft (1,734 sq m)
Phillpotts	16,275 sq ft (1,511 sq m)	19,336 sq ft (1,795 sq m)
Total	59,715 sq ft (5,546 sq m)	64,822 sq ft (6,021 sq m)

(Areas supplied by Gloucester City Council)

Floor plans shown are representative and subdivision varies floor to floor



Lease information

The Properties are held on 2 long leases between the Canal & River Trust (Landlord) and Gloucester City Council (Tenant). A 3rd lease for the forecourt of Herbert is between Pearce Developments, now Crest plc, (Head Tenant) and Gloucester City Council (Sub-tenant).

Property	Lease date	Term
Herbert and part of Kimberley Warehouse	7 Sept 1990	200 years from 25 December 1988 to 24 December 2188
Part of Phillipotts Warehouse	14 April 1986	180 years from 11 April 2006 to 10 April 2186
Forecourt of Herbert Warehouse	16 June 1994	200 years from 25 December 1988 to 24 December 2188

Tenure & Service Charge

The leases are subject to negligible rents; however, Gloucester City Council is responsible for all outgoing, repairs and insurance, with a service charge payable to the Landlord in respect of the operation and upkeep of The Docks estate.

We are advised by the Council that the service charge for the year ending September 2018 was £54,000 approximately or 17.87% of total expenditure.

The use of the premises is restricted to offices and ancillary accommodation. When submitting an offer interested parties should assume that the user clause can be varied or will be compliant to accommodate their proposed use.

Planning

HKP is Grade II Listed and within the Gloucester Docks Conservation Area. The buildings would be suited to several alternative uses subject to the appropriate consents, including hotel and leisure, private residential and student accommodation, or possibly some combination of these uses.

Interested parties are advised to speak to Gloucester City Council Planning Department to discuss proposed uses prior to submitting an offer.

Data Room

An online data room has been created to provide additional information in respect of the properties. Access to the data room is available upon request.



Tendering Disposal Process

The vendor is seeking conditional or unconditional offers for the property.

The property will be disposed of either by assignment of existing leasehold interests or by the grant of a new underlease.

Vacant possession will be offered on completion.

Energy Performance Certificates

EPCs are available on request.

IMPORTANT NOTICE Bruton Knowles is not authorised to make or give any representations or warranties in relation to the property. Bruton Knowles assumes no responsibility for any statement that may be made in these particulars. The particulars do not form any part of any offer or contract and must not be relied on as statement of fact. The text, photographs, measurements and any plans are for guidance only. Bruton Knowles has not tested any services, equipment or facilities. Purchasers or lessees must satisfy themselves by inspection or otherwise. July 2019. Revised February 2023.

Guide Price - £3,000,000

**Offers are invited by
12 noon 31st March 2023**

Please submit offers marked; 'HKP Tender' to Bruton Knowles by post or email.

A copy of the financial proposal form is available from the agents.

Viewing

The property will be available for inspection between 11am and 2pm on:

- + Friday 10th March 2023
- + Friday 17th March 2023
- + Friday 24th March 2023

Data Room

Please [click here](#) for access to the data room.

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

Document is Restricted

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