



# Gloucester City Council

## Cabinet

**Meeting: Wednesday, 8<sup>th</sup> November 2023 at 6.00 pm  
in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP**

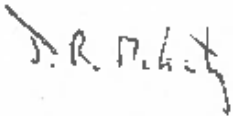
<b>Membership:</b>	Cllrs. Cook (Leader of the Council and Cabinet Member for Environment) (Chair), Norman (Deputy Leader of the Council and Cabinet Member for Performance and Resources) (Vice-Chair), S. Chambers (Cabinet Member for Planning and Housing Strategy), Lewis (Cabinet Member for Culture and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

## AGENDA

<b>1.</b>	<b>APOLOGIES</b>  To receive any apologies for absence.
<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>  To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
<b>3.</b>	<b>MINUTES</b> (Pages 7 - 12)  To approve as a correct record the minutes of the meeting held on 11 <sup>th</sup> October 2023.
<b>4.</b>	<b>PUBLIC QUESTION TIME (15 MINUTES)</b>  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 <a href="mailto:democratic.services@gloucester.gov.uk">democratic.services@gloucester.gov.uk</a> by 12 noon on Friday 3 <sup>rd</sup> November 2023 or telephone 01452 396203 for support.

<p><b>5.</b></p>	<p><b>PETITIONS AND DEPUTATIONS (15 MINUTES)</b></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"> <li>• Matters relating to individual Council Officers, or</li> <li>• Matters relating to current or pending legal proceedings</li> </ul>
<p><b>6.</b></p>	<p><b>LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)</b></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"> <li>• Any matter relating to the Council's administration</li> <li>• Any matter relating to any report of the Cabinet appearing on the summons</li> <li>• A matter coming within their portfolio of responsibilities</li> </ul> <p>Only one supplementary question is allowed per question.</p> <p>Questions must be submitted to <a href="mailto:democratic.services@gloucester.gov.uk">democratic.services@gloucester.gov.uk</a> by 12 noon on Friday 3<sup>rd</sup> November 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><b>7.</b></p>	<p><b>ANNUAL REPORT ON THE GRANT FUNDING PROVIDED TO THE VOLUNTARY SECTOR (Pages 13 - 20)</b></p> <p>To consider the report of the Cabinet Member for Communities and Neighbourhood outlining the Council's financial contributions towards the voluntary and community sector during the year 2022/23.</p>
<p><b>8.</b></p>	<p><b>DOMESTIC ABUSE AND PLACES OF SAFETY (Pages 21 - 238)</b></p> <p>To consider the report of the Cabinet Member for Planning and Housing Strategy seeking that funding from other members of the Strategic Housing Partnership (the Partnership) be accepted to deliver Domestic Abuse Housing for Gloucestershire as lead authority for the Partnership to ensure that the Council can receive partner funds to cover costs of the work.</p>
<p><b>9.</b></p>	<p><b>TEMPORARY ACCOMMODATION ACQUISITION PROGRAMME (Pages 239 - 262)</b></p> <p>To consider the report of the Cabinet Member for Planning and Housing Strategy and the Cabinet Member for Performance and Resources seeking to set out a programme of capital investment to increase the Council's temporary accommodation portfolio to reduce the costs associated with using hotels and other buildings.</p>
<p><b>10.</b></p>	<p><b>CHELTHENHAM, GLOUCESTER AND TEWKESBURY STRATEGIC AND LOCAL PLAN - PUBLIC CONSULTATION (REGULATION 18) (Pages 263 - 310)</b></p> <p>To consider the report the Cabinet Member for Planning and Housing Strategy seeking approval for public and stakeholder consultation in relation to the Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan Consultation Document.</p>

<p><b>11.</b></p>	<p><b>PROPOSED DISPOSAL OF BARBICAN HOUSE, 31 COMMERCIAL ROAD, TO GLOUCESTERSHIRE ACADEMY OF MUSIC</b> (Pages 311 - 314)</p> <p>To consider the report of the Cabinet Member for Performance and Resources seeking to progress the proposed disposal of Barbican House to Gloucestershire Academy of Music further to the previous Cabinet decision (8<sup>th</sup> December 2021 Minute 70).</p>
<p><b>12.</b></p>	<p><b>OPEN SPACE STRATEGY CLARIFICATION</b> (Pages 315 - 424)</p> <p>To consider the report of the Cabinet Member for Environment proposing that a revised Open Space Strategy be adopted.</p>
<p><b>13.</b></p>	<p><b>REGULATION OF INVESTIGATORY POWERS ACT 2000 (RIPA) - ANNUAL UPDATE</b> (Pages 425 - 428)</p> <p>To consider the report of the Cabinet Member for Performance and Resources updating Members on the Council's use of its powers under the Regulation of Investigatory Powers Act 2000 (RIPA).</p>



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

**Date of Publication: Tuesday, 31 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.

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### **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, 11<sup>th</sup> October 2023

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

**Others in Attendance**

Cllrs A. Chambers and Hilton

Managing Director

Monitoring Officer

Head of Finance and Resources

Head of Place

Head of Transformation and Commissioning

Head of Culture

Democratic and Electoral Services Officer

**APOLOGIES** : None.

**26. DECLARATIONS OF INTEREST**

There were no declarations of interest.

**27. MINUTES**

**RESOLVED** that the minutes of the meeting held on 13<sup>th</sup> September 2023 are confirmed as a correct record and signed by the Chair.

**28. PUBLIC QUESTION TIME (15 MINUTES)**

There were no public questions.

**29. PETITIONS AND DEPUTATIONS (15 MINUTES)**

There were no petitions or deputations.

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

In respect of question 1 Councillor Hilton queried how the required independent energy audit could be conducted with the swimming pool being closed. The Cabinet Member for Culture and Leisure noted that the pool was open when that

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condition was proposed to Aspire and that they had agreed it. He stated that he was sure it would be completed further down the road.

In respect of question 2 Councillor Hilton informed Members that he considered now would be a sensible time to refurbish the shower and changing facilities as the swimming pool was closed. He asked when the refurbishment would take place. The Cabinet Member for Culture and Leisure confirmed that a programme of refurbishment works would be discussed with the interim provider whom the Council hoped to appoint in a matter of weeks rather than months.

In respect of question 3 Councillor Hilton advised that he was aware of three dates mentioned for the swimming pool to reopen by: 1<sup>st</sup> January 2024, 31<sup>st</sup> March 2024, or before the May 2024 local elections. He sought clarification of the intended date. The Cabinet Member for Culture and Leisure gave assurance that plans were afoot to appoint a new interim provider and that the matter would be discussed in detail at the coming extraordinary Council meeting (19<sup>th</sup> October 2023). He stated that the pool would be open by January 2024.

**31. ARMED FORCES COMMUNITY COVENANT UPDATE**

Cabinet considered the report of the Cabinet Member for Communities and Neighbourhoods that updated 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.

The Cabinet Member for Communities and Neighbourhoods reminded Members of the Council's commitment to the Covenant and whole of the armed forces community. He drew Members' attention to some of its obligations (3.3) and activities undertaken by the Council to meet them (Appendix 1). The Cabinet Member for Planning and Housing Strategy noted that Gloucester has the largest veteran population in the county (3.5). She advised that the support given to veterans by the Housing and Homelessness Teams went beyond what was required by legislation. The Cabinet Member for Culture and Leisure commented on the debt owed to those who put their life on the line and urged that when they needed help they should get it. The Cabinet Member for Environment emphasised the importance of supporting those who protect us as a mark of respect.

**RESOLVED** that work undertaken to support current and ex-service personnel as part of the Council's ongoing commitment to the Covenant is endorsed.

**32. CITY CENTRE CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN**

Cabinet considered the report of the Cabinet Member for Planning and Housing Strategy that sought approval to consult on the Draft Gloucester City Centre Conservation Area Appraisal and Management Plan prior to issuing the document for public consultation.



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The Cabinet Member for Planning and Housing Strategy thanked officers for the depth of detail contained within the report and outlined the background to it. She drew Members' attention to the proposed amendments to the conservation area and reminded them how much development and regeneration had taken place in the City since the last review in 2007. The Cabinet Member for Culture and Leisure commented that the expertise of officers had provided a fascinating insight into Gloucester's heritage. That the City's rich history was a large part of its unique appeal was reiterated by Cabinet Member for Environment who looked forward to seeing what the public will contribute to the proposed consultation.

**RESOLVED** that the draft Gloucester City Centre Conservation Area Appraisal and Management Plan is approved for consultation with the public and interested parties in the city centre.

**33. FINANCIAL MONITORING: QUARTER 1 2023-2024**

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought Members to note year-end forecasts, the financial pressures on the Council during the Quarter ended 30<sup>th</sup> June 2023 and report on the performance of the Council against certain key financial performance indicators.

The Cabinet Member for Performance and Resources highlighted the key features of the report including the decrease to the General Fund Balance (2.1(1), 4.2) and principal pressures (4.3). She emphasised that both officers and Cabinet Members were working hard to reduce those pressures. The Cabinet Member for Performance and Resources noted the favourable forecast within her own portfolio (5.4). She further noted the £3m income forecast to be generated by the Council's property portfolio (5.8) whilst cautioning that pressures within commercial sector be closely monitored.

The Cabinet Member for Culture and Leisure apprised Members that he expected the considerable cost burden from the Aspire Sports and Cultural Trust (5.12) to be short-term. The Cabinet Member for Planning and Housing Strategy expressed gratitude to the Housing Teams who continued to demonstrate great adaptability and bring forward solutions to issues largely outside of the authority's control. The Cabinet Member for Communities and Neighbourhoods commented that close partnership working at all levels and the successful pursuit of external grants had contributed to the £59k favourable to budget position of his own portfolio (5.1-3). He advised that this approach would continue to build so as to benefit residents and help alleviate the challenges they face. The Cabinet Member for Environment pointed to the positive position of the environment portfolio (5.16) and the work being undertaken by managers to reduce costs which he anticipated would bring future improvements.

**RESOLVED** that:

- (1) it is 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

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- (2) the details of specific budgetary issues identified by officers and the actions being taken to address those issues is noted
- (3) the current level of Capital expenditure as shown in Appendix 2 of the report is noted.

**34. NON-RESIDENT BURIAL FEES**

Cabinet considered the report of the Cabinet Member for Performance and Resources that proposed that non-residents' fees be put in place for residents living outside of Gloucester City Council boundary to help prolong the space available for the residents of Gloucester.

The Cabinet Member for Performance and Resources made it clear that the proposed fees were in line with other cemeteries and would not apply to pre-purchased plots, re-opened graves or residents who have moved to hospices or nursing homes beyond the City boundary. She reassured Members that although officers were seeking additional land for burials, there are multiple years-worth of space currently available. The Cabinet Member for Environment commented on the importance of making the existing space last as long as possible for the benefit of everyone living in the City. The Cabinet Member for Planning and Housing Strategy informed Members she believed the proposals would make things fairer for residents.

**RESOLVED** 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.

**35. DISPOSAL OF HERBERT, KIMBERLEY AND PHILLPOTTS WAREHOUSES**

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought 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.

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The Cabinet Member for Performance and Resources summarised the report and the recommended preference for Developer C (7.0). She advised Members of the negative impact the COVID-19 pandemic had had on the plans for conversion of the warehouse into a hotel (Cabinet 15<sup>th</sup> January 2020 Agenda Item 13). The Cabinet Member for Environment informed Members that he was glad progress was being made in what had been a long process.

**RESOLVED** that:

- (1) the actions taken to date are noted
- (2) the Head of Finance & Resources (S151 Officer) is 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 is 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.

**Time of commencement: 6.00 pm**

**Time of conclusion: 6.20 pm**

**Chair**

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<b>Meeting:</b>	<b>Cabinet</b>	<b>Date:</b>	<b>8 November 2023</b>
<b>Subject:</b>	<b>Annual Report on the Grant Funding Provided to the Voluntary Sector</b>		
<b>Report Of:</b>	<b>Cabinet Member for Communities and Neighbourhoods</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Leanne Purnell, Community Wellbeing Officer</b>		
	<b>Email: leanne.purnell@gloucester.gov.uk</b>	<b>Tel: 01452 396069</b>	
<b>Appendices:</b>	<b>1. List of Groups Funded</b>		

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To outline the Council’s financial contributions towards the voluntary and community sector during the year 2022/23.

**2.0 Recommendations**

2.1 Cabinet is asked to **RESOLVE** that the report be noted and the same approach be endorsed for the 2023/24 year.

**3.0 Background and Key Issues**

3.1 The Council adopted the Asset Based Community Development (ABCD) model in 2012 and this has underpinned our approach to working with communities and partner agencies. ABCD is a philosophy and approach that seeks to identify and mobilise individual and community 'assets', rather than focusing on problems and needs.

3.2 The premise of ABCD is that communities can drive the development process themselves by celebrating existing strengths, responding to challenges, and creating local social and economic improvements. To enable this, they often need a small amount of seed funding.

3.3 The Council's role is to support communities to recognise strengths and catalyse activity for themselves, as opposed to being more passive recipients of public services and our approach to funding supports this.

3.4 Funding is available through the funding arrangements identified in 4.1 below.

3.5 It is important to note that a number of the activities funded in 22/23 (see appendix 1) have led to a dynamic and organic growth of projects, events, activities or support – without any additional intervention from the Council.

3.6 Community groups are supported by officers to achieve sustainability by making connections with other groups and organisations and sharing venues and equipment or assets. These connections are sometimes made by officers but often happen organically.

#### 4.0 **Asset Based Community Development (ABCD) Considerations**

4.1 Our vision for Asset Based Community Development is a guiding principle for investing our voluntary and community sector budget. At present we invest in the following activities:

- **Grant Funding to advice agencies** (The Law Centre; CAB; Gloucestershire Action for Refugees and Asylum Seekers (GARAS)) – who provide advice and very specific support to vulnerable people and communities.
- **Councillor Community Fund** – a fund to enable councillors to support community led projects within their own wards.
- **Gloucester Lottery** – a weekly online Lottery where local good causes can register to raise additional funds. There is a central pot of funding which the Council redistributes as small seed funding of up to £500 for residents who wish to deliver new activities or projects in the City.
- **Community Infrastructure Levy Neighbourhood Fund** - The Community Infrastructure Levy Neighbourhood Fund (CILNF) is available to support projects being delivered within the City. The scope of projects that can be funded by the CILNF is wider than that for general Community Infrastructure Levy fund.

4.2 Gloucester City Council have distributed a total of £101,250 in funding to the voluntary and community sector in Gloucester City. This amount of funding supported a total of 71 organisations.

4.3 The Councillor Community funding is allocated to support projects or activities that benefit the communities within each ward. The funding has contributed towards a broad range of projects from support for a food pantry, foodbank and warm space to a commemorative bench, volunteer equipment for a new Friends of group and tree planting at a local school.

4.4 The Gloucester Lottery funding central pot is allocated to support a new project or kick start or enhance community-based activities to the benefit of groups, young people, or adults within Gloucester City. We saw several new projects aimed at bringing people together, one of these was an art workshop co-created with young people from the Czech community.

4.5 The Community Infrastructure Levy Neighbourhood Funding was open to applications from VCS organisations across the city. We welcomed ideas for new and/or existing projects of up to £3,000 which supported at least one of the following:

- Improve community facilities and the environment.
- Have a wellbeing focus that actively tackle issues such as exclusion and isolation.
- Contribute to diverse and inclusive communities.
- Have an environmental focus that actively addresses climate change.
- Improve access to volunteering, training or employment opportunities.
- Celebrate cultural diversity.

And ideas for larger grants of up to £15,000 which support at least one of the following themes:

- address and combat climate change
- enhance the natural environment.
- support equality, diversity, and inclusion

## **5.0 Alternative Options Considered**

5.1 No longer providing grant funding in any form is an option, however this does not help to realise the ambitions we have for our City and build on the excellent progress which has been made in previous years through small investments in our communities.

5.2 Other Districts in Gloucestershire deliver support to the VCS in a variety of different ways which are similar to our approach in Gloucester and reflect the local context and approach. The amount of grant funding available to community groups is similar across the County, however, we are confident that our approach fits with our ethos around ABCD which adds benefit to our residents.

## **6.0 Reasons for Recommendations**

6.1 Cabinet are asked to note the contents of this report and endorse the same approach for the coming year.

## **7.0 Future Work and Conclusions**

7.1 Where possible, Community Wellbeing Officers look out for additional funding from a variety of sources and support partnerships from organisations for collaborative bids.

7.2 Future grants from the City Council will be made through Councillor's Community Fund, Gloucester Lottery and Community Infrastructure Levy Neighbourhood Fund.

7.3 Community Wellbeing Officers will continue to signpost groups to other local grant funders such as the Gloucestershire Funders and signpost to Gloucestershire VCS Alliance monthly funding bulletins.

7.4 A separate report will be brought to Members regarding the Advice Services grants as they are agreed through a Service Level Agreement (SLA).

## **8.0 Financial Implications**

- 8.1 Members Grant allocations have been included in the Council Budget for 2023-24 as have the grants to advice agencies.
- 8.2 The funds from the Community Infrastructure Levy Neighbourhood Fund and the Gloucester Lottery are monitored and distributed on a case by case basis subject to funds being available.

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

## **9.0 Legal Implications**

- 9.1 One Legal has given advice on compliance with the Subsidy Control Act 2022 as it needs to be considered whenever financial assistance is given by local authorities. As it is advisable that grants are given subject to conditions as to how the grant is to be spent, and provision for repayment in the event of any misuse, template grant terms have been prepared for small and larger grant amounts.

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

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

- 10.1 There are no risks associated with this update report.

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

- 11.1 This is an update report and not PIA is required.

## **12.0 Other Corporate Implications**

### Community Safety

- 12.1 The work done through community projects can help increase social interactions and local connections which can add to a feeling of security thus reducing the fear of crime.

### Sustainability

- 12.2 The nature of the grant funding available encourages community groups to sustain themselves and promotes the sharing of resources, equipment, and volunteers.

### Staffing & Trade Union

- 12.3 Not applicable

**Background Documents:** None



## Appendix 1 List of Groups Funded

Group	Activity	Fund	Grant value
Get Up and Go CiC	Barton and Tredworth Cycle Safety Project	Your Gloucester	£500
Brendan's Bridge	Art workshop in Barton & Tredworth cocreated with young people from the Czech community	Your Gloucester	£500
Ukrainian Association Gloucester	Event to bring together Ukrainians and their host families	Your Gloucester	£500
Little Stars	Mother and baby group in Kingsway	Your Gloucester	£500
The Charcot Therapy Centre	Towards further equipment to support people living with long term chronic health issues	Councillor Community Funding	£150
Friends of Tuffley Avenue Rose Garden	Picnic table, security chain, gardening equipment, bulbs and plants.	Councillor Community Funding	£600
Friendship Café	Towards St James City Farm maintenance	Councillor Community Funding	£350
Gloucester AIW Cricket Club	Purchasing of new equipment	Councillor Community Funding	£400
Barnwood Park School	Resources for SEND garden and emergency food provision	Councillor Community Funding	£400
James Hopkins Trust	Towards sensory toys and equipment for outdoor garden space	Councillor Community Funding	£350
Abbeymead Primary School	Cost of coach to enable children to support tree planting with the Wildlife Trust	Councillor Community Funding	£160
Abbey Church Neighbourhood Chaplains	Towards Holiday Activities and Food project events	Councillor Community Funding	£590
Hillview Church	Installation of a defibrillator	Councillor Community Funding	£1150
Friends of Barnwood Arboretum	Purchase waders for volunteers to remove Himalayan Balsam	Councillor Community Funding	£54.99
Friends of Green Abbey	Purchasing of tools, bulbs, trees and first aid kit	Councillor Community Funding	£250
Barnwood C of E Primary School	Purchase a buddy bench	Councillor Community Funding	£445.01
Friends of Robinswood Hill	Publicity materials to promote the activities of the group, (banners, car bumper stickers, stamps, etc.)	Councillor Community Funding	£250
Gloucestershire Wildlife Trust	Funding towards Community Easter Event at Robinswood Hill Country Park and a commemorative bench in memory of Cllr Organ	Councillor Community Funding	£1000
Tuffley Court Community Association	Support for their Breakfast Club initiative	Councillor Community Funding	£250
Longlevens Rugby Club	Litter picking equipment	Councillor Community Funding	£150
Estcourt Close Residents Group	Equipment for emergency planning boxes in the ward	Councillor Community Funding	£1350
Matson Manglers	Towards activities with young people and to cover insurance	Councillor Community Funding	£950
Together in Matson	Towards youth work and after school activities and supporting production of a knife crime video	Councillor Community Funding	£700
Quedgeley Knit & Natter	Purchase wool	Councillor Community Funding	£500

## Appendix 1 List of Groups Funded

Kingsway & Quedgeley Mens Shed	Support purchase of new terrapin to expand their work	Councillor Community Funding	£2400
Gloucester Youth Project	Christmas Part at Parry Hall with local artists	Councillor Community Funding	£200
St Paul and St Stephens Church	Towards provisions required for the 'Warm Space' initiative	Councillor Community Funding	£500
GL Communities	Men's Shed making planters for the Friends of The Lannett	Councillor Community Funding	£180
Fair Shares	Men's shed to make a bench for Parry Hall field, towards lunch club, buldbs for community garden and B&T community clean up	Councillor Community Funding	£1850
Friends of The Lannett	Purchase compost for planters	Councillor Community Funding	£120
Kingsholm Ward (internal)	Installation of bollards to prevent parking on green open space	Councillor Community Funding	£1500
Quedgeley Town Council	Towards installation of defibrillator	Councillor Community Funding	£250
Little Stars Stay and Play Group	New parent & toddler group, towards room hire and insurance	Councillor Community Funding	£136.50
Akademia Polska (Polish School)	Towards costs of running the children's Saturday School	Councillor Community Funding	£576.50
St Oswalds Church	Towards costs of running the Coney Hill Food Club	Councillor Community Funding	£750
Grange Ward (internal)	X2 community benches in the ward	Councillor Community Funding	£1500
Podsmead Community Association	Support for a community fun day	Councillor Community Funding	£100
Read with Me CiC	Support with volunteer costs to listen to young people read	Councillor Community Funding	£250
Tuffley Rovers AFC	Towards costs of new changing facilities	Councillor Community Funding	£300
Poets Pantry	Towards costs of food for the affordable food club	Councillor Community Funding	£100
Christchurch Abbeydale	Support for various groups at the centre	Councillor Community Funding	£750
Hadwen Primary Care Network	Towards various group session hosted by social prescribers	Councillor Community Funding	£500
Friends of Saintbridge Pond	Towards various equipment required by the volunteers	Councillor Community Funding	£250
Elmscroft Community Centre	Maintenance of Jubilee Garden	Councillor Community Funding	£750
1st Kingsway Brownies	Towards costs of running the various activities	Councillor Community Funding	£250
Supporters of Kingsway School	Cost of purchasing chalk and chalkboard	Councillor Community Funding	£137
Friends of Waterwells School	Towards cost of Christmas Fayre	Councillor Community Funding	£150
Food Cycle Gloucester	Towards cost of community meals and volunteer costs	Councillor Community Funding	£100
Westgate Greening Project (internal)	Purchasing of wildflowers for the nature superhighway	Councillor Community Funding	£350

## Appendix 1 List of Groups Funded

Hempsted Residents Association	Towards costs of running the residents group	Councillor Community Funding	£450
Diverse Leap	Towards running costs of community counselling support	Councillor Community Funding	£150
Matson Robinswood Residents Association	Towards various equipment and homelessness drop in at Ewe Space	Councillor Community Funding	£200
The Venture Community Hub	Contribution towards 40 <sup>th</sup> birthday celebration event	Councillor Community Funding	£250
Manny Maisie Centre	Cost of music provision for St James Park celebration	Councillor Community Funding	£150
Fair Shares	Contribution towards the cost of lunch club	Councillor Community Funding	£600
Elmbridge Together	Towards Pump Track project led by young people in the area	Councillor Community Funding	£750
Abbeymead Ward	Commemorative bench	Councillor Community Funding	£750
Gloucester Civic Trust	Support with costs of running the Folk Museum	Councillor Community Funding	£750
Hempsted Wine Circle and Social Club	Support with events for elderly residents to ensure affordable and accessible	Councillor Community Funding	£150
Fullers Court	Towards activities held for residents	Councillor Community Funding	£450
Longlevens and District Veterans Association	Commemorative bench	Councillor Community Funding	£750
Gloucester Foodbank (Hucclecote out station)	Towards food costs	Councillor Community Funding	£350
Roots Coffee Community CiC	Zero waste refill shop providing food support and cooking classes in Kingsholm	Community Infrastructure Levy Neighbourhood Fund	15000
Community Roots CiC	Gloucester Park Café, reopening of park café	Community Infrastructure Levy Neighbourhood Fund	11600
Creative Solutions	Clapham Court project, celebrating history of Clapham Court residents	Community Infrastructure Levy Neighbourhood Fund	14750
JOLT The Culture Trust	Young creatives accelerator scheme	Community Infrastructure Levy Neighbourhood Fund	3000
Read with Me CiC	Literacy and speech initiative as an outreach programme in Kingsholm	Community Infrastructure Levy Neighbourhood Fund	8400
Food Cycle Gloucester	Free community meals in Westgate once a week using waste food	Community Infrastructure Levy Neighbourhood Fund	3000
Family Haven	Parenting skill courses	Community Infrastructure Levy Neighbourhood Fund	3000
Strike a Light	Project celebrating West Indian culture with artwork and events	Community Infrastructure Levy Neighbourhood Fund	6250
The Music Works	Fitting out costs of new Music bus for outreach projects	Community Infrastructure Levy Neighbourhood Fund	5000

## Appendix 1 List of Groups Funded

### **Totals:**

Councillor Community Fund - £29,250

Community Infrastructure Levy Neighbourhood Fund - £70,000

Gloucester Lottery (Your Gloucester) - £2,000



<b>Meeting:</b>	<b>Cabinet</b>	<b>Date 8 November 2023</b>
<b>Subject:</b>	<b>Domestic Abuse and Places of Safety</b>	
<b>Report Of:</b>	<b>Cabinet Member for Planning and Housing Strategy</b>	
<b>Wards Affected:</b>	<b>All</b>	
<b>Key Decision:</b>	<b>Yes</b>	<b>Budget/Policy Framework: No</b>
<b>Contact Officer:</b>	<b>Ruth Saunders, Corporate Director</b>	
	<b>Email: ruth.saunders@gloucester.gov.uk</b>	<b>Tel: 396789</b>
<b>Appendices:</b>	<b>1. Gloucestershire's Domestic Abuse Strategy 2021-2024</b> <b>2. Gloucestershire Domestic Abuse Needs Assessment</b>	

## FOR GENERAL RELEASE

**NOTE:** Notice has been served in accordance with Part 3, Section 10 (General Exception) of the Local Authorities (Executive Arrangements) (Meetings and Access To Information) (England) Regulations 2012 as the normal timescales for a key decision are impracticable.

### 1.0 Purpose of Report

1.1 To approve and accept funding from other members of the Strategic Housing Partnership (the Partnership) to deliver Domestic Abuse Housing for Gloucestershire as lead authority for the Strategic Housing Partnership to ensure that the council can receive partner funds to cover costs of the work.

### 2.0 Recommendations

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

- (1) delegated authority be given to the Corporate Director following consultation with the Head of Finance and Resources and Director, One Legal to accept funding from other members of the Strategic Housing Partnership to deliver Domestic Abuse Housing;
- (2) delegated authority be provided to the Corporate Director in consultation with the Head of Finance and Resources and the Director of One Legal to accept tenders following procurement exercises carried out on behalf of the Strategic Housing Partnership; and
- (3) the Council continues to employ a lead Member of staff on behalf of the Strategic Housing Partnership with a shared funding arrangement.

### **3.0 Background and Key Issues**

- 3.1 The Domestic Abuse Act 2021 established a statutory duty for tier 2 (District) local authorities to co-operate with tier 1 (County) local authorities on tackling domestic abuse. Following the implementation of the Domestic Abuse Act 2021, the Partnership comprised of Gloucestershire County Councils and the six district and borough councils in Gloucestershire have been working to deliver actions against Gloucestershire's Domestic Abuse Strategy 2021-2024 (appendix 1) which was developed following a Gloucestershire Domestic Abuse Needs Assessment (appendix 2).
- 3.2 The Partnership leads on many of the Housing elements of the strategic action plan, and does so via a shared resource, who is directly employed by the Council. These housing elements include:
- Places of Safety contract
  - Extension of Places of Safety- additional units contract
  - Training pathway for the housing sector to upskill professionals in identifying and responding to domestic abuse. Training to be provided for district housing teams, registered providers, supported accommodation, private rented sector officers, ASB teams, specialist training for staff working in DA specialist roles, training on housing pathways and legislation for agencies supporting survivors of domestic abuse.
  - Developing district housing data collection about domestic abuse and coordinating the districts' submission to the annual refresh of the domestic abuse needs assessment.
  - Embedding co-production within commissioning activities relating to domestic abuse housing pathways
  - Cross-border collaboration, to support survivors needing to cross district/county/regional borders; including the development of a South-West Managed Reciprocal Scheme for survivors in social housing tenancies.
  - Implementation of best practices, including trauma-informed and gender-informed approaches; support for registered providers; Domestic Abuse Housing Alliance (DAHA) accreditation; Whole Housing Approach
  - Options to support survivors with no recourse to public funds to access support in safe accommodation.
  - Establishment of a housing champions network
  - Development of specialist DA and Housing roles to provide a trauma-informed response and advocacy within the system for survivors.
- 3.3 In addition to the actions that link to the Domestic Abuse strategy delivery plan, the Council's Housing Partnership Team hold relevant actions that come from Domestic Homicide Reviews, ie. Raising awareness of housing pathways for professionals; increasing awareness of coercive control and economic abuse in the private rented sector.
- 3.4 In order to deliver on these activities the Council will receive funding from the other Partnership partners to cover the shared costs, to the value of £1,020,851. This sum covers the costs of the following contracts:

- Places of Safety (Existing Contract) £61,237
- Places of Safety (Contract from 1<sup>st</sup> November) £659,614 (across 3 year contract)
- Grant for Training, Domestic Abuse (DA) Housing Champions and DA Housing Advocate role/s £300,000 (across 3 years)

3.5 Following the Domestic Abuse Act 2021 the County Council has set up a governance structure, as required by the Act, including a Local Partnership Board Strategic and Operational Group. The Council's Corporate Director sits on the Strategic Board as the Council's representative, and the Domestic Abuse Programme Manager sits on the Strategic and Operational Group of the Local Partnership Board. It is intended that the Domestic Abuse Housing Alliance (DAHA) Coordinator will sit on Operational Group once this role is recruited into the Council's Housing Partnership Team.

#### **4.0 Social Value Considerations**

4.1 The delivery of activity, outlined in the action plan, will improve outcomes for domestic violence survivors.

4.2 Any procurement will likely meet the criteria for the social value policy and so social value considerations will be part of the decision making when appointing a contractor.

#### **5.0 Environmental Implications**

5.1 As part of any procurement meeting the criteria of the policy, social value measures with a positive impact on the environment can be selected.

#### **6.0 Alternative Options Considered**

6.1 The Council could have stepped back and let one of the other Districts lead on this work, however, the needs assessment outlined the highest need is in our District, so the Council agreed to be the lead.

#### **7.0 Reasons for Recommendations**

7.1 The needs assessment outlined the greatest need in the county in respect of Domestic Abuse being in Gloucester. As a result, the Council has taken the lead to ensure the Housing work is delivered for all partners, as well as ourselves.

7.2 Given the shared funding arrangements it is important that the Council is able to receive funds from other partners to cover the obligations made on behalf of the Partnership.

#### **8.0 Future Work and Conclusions**

8.1 Developing commissioning plans for safe accommodation options which address gaps in the system, including piloting the Respite Rooms model for women facing severe and multiple disadvantage.

8.2 Proposals in progress for the recruitment of x2 (0.5) DAHA Project Leads to be employed or co-located in the Council's undertaking DAHA accreditation.

8.3 Managed Reciprocal Coordinator role may be hosted by the Housing Partnership Team once scheme is ready to be implemented. This role will be funded by the reciprocal scheme members.

8.4 To implement the Whole Housing Approach in Gloucestershire will lead to the identification of new commissioning opportunities, (eg. Private rented schemes, housing first schemes, perpetrator housing pathways).

## **9.0 Financial Implications**

9.1 The projects within the scope of this Report are designed to be shared proportionately across the partnership, with Gloucester City Council using our Domestic Abuse funding to cover our contribution.

9.2 All costs incurred in respect of this activity in any one period will be collated, agreed with and recharged to the partners. There is no direct impact on the finances of Gloucester City Council other than the contribution required to the central project.

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

## **10.0 Legal Implications**

10.1 The acceptance of funding from the other partners in the Partnership does not raise any specific legal issues. All contracts that the Council awards on behalf of the Partnership must be in accordance with the Council's Contract Procedure Rules and the Public Contract Regulations 2015.

10.2 One Legal will be able to advise and assist officers in relation to any agreement that needs to be completed to release the funding and any contractual obligations created.

(The Monitoring Officer has been consulted in the preparation of this report.)

## **11.0 Risk & Opportunity Management Implications**

11.1 Procurement exercises will be carried out in line with the constitution and our procurement policy.

11.2 The financial risk associated with the domestic abuse work is covered in a Strategic Housing Partnership Agreement signed all the partners.

11.3 Department of Levelling Up, Housing and Communities (DLUHC) funding for support in safe accommodation is awarded annually. Contracts will be subject to a break clause after every 12 months, pending confirmation of continued funding from the DLUHC.

## **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.



12.2 The PIA Screenings are completed for all decisions taken which covers the specific piece of work in more detail.

### **13.0 Community Safety Implications**

13.1 None

### **14.0 Staffing & Trade Union Implications**

14.1 None

#### **Background Documents:**

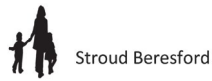
**Appendix 1- Gloucestershire's Domestic Abuse Strategy 2021-2024- [gcc-domestic-abuse-strategy.pdf \(gloucestershire.gov.uk\)](https://www.gloucestershire.gov.uk/gcc-domestic-abuse-strategy.pdf)**

**Appendix 2- Gloucestershire Domestic Abuse Needs Assessment 2021- [Gloucestershire-Domestic-Abuse-Needs-Assessment-2021-FINAL.pdf \(glostakeastand.com\)](https://www.glostakeastand.com/Gloucestershire-Domestic-Abuse-Needs-Assessment-2021-FINAL.pdf)**

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# SUPPORTING PARTNERS





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This document contains live links to online documents. When you see this symbol it means there’s an active link you can click on.

# FOREWORD

**More than 2.3 million people a year in England and Wales experience domestic abuse<sup>1</sup>.** Those people are from every gender, ethnicity, age, sexuality, religion and socio-economic background. It affects health, wellbeing and life-chances of the whole family.

That's why prevention and responses have to recognise not just immediate impacts, but long term consequences too.

In Gloucestershire we have many different services, both statutory and voluntary, who work to support families and individuals affected by domestic abuse. They are experts who engage with the complex and often chronic nature of domestic abuse and work together to challenge it. The new Gloucestershire Domestic Abuse Local Partnership Board (DA LPB) will strengthen and coordinate our responses across our services so that victims/ survivors get the best and most appropriate support possible. This partnership approach will ensure that those at risk of, or experiencing domestic abuse in Gloucestershire, have the support and services that they need, when they need them.

Our vision is that no-one in Gloucestershire should experience domestic abuse, and through this strategy and its clear commitments, we will work together to prevent abuse from happening, to strengthen our services and to make sure we learn from the latest research and best practice.

This strategy builds on the work already done in our County through the Domestic Abuse and Sexual violence commissioning strategy and could not have been developed without the hard work of the County's Domestic Abuse Commissioning team and the support of the DA LPB.

No one organisation has the key to taking effective action against Domestic Abuse. Put simply; domestic abuse is everyone's problem, and that's what this strategy is designed to make clear. For my organisation's part, focusing on vulnerability and victimisation and tackling hidden harms is a priority in Gloucestershire's new Police and Crime Prevention Plan, and by taking a collaborative approach to developing and delivering on our commitments in this strategy, we can tackle domestic abuse in the most effective way. We want

to make it clear that we do not accept domestic abuse in our County and I also would like to see not only statutory partners, but other organisations across the county signing up to a Charter agreement to take action on domestic abuse including equipping themselves with the tools they need to care for employees and clients experiencing abuse and to educate perpetrators to help them to stop.

Successful delivery of this strategy requires strong leadership, commitment and engagement from all partners in Gloucestershire. By working together, with a clear vision, we can create lasting change that will make our community a safer place to live.

**NICK EVANS**  
DEPUTY POLICE AND CRIME COMMISSIONER FOR GLOUCESTERSHIRE  
OCTOBER 2021

<sup>1</sup> Domestic abuse prevalence and trends, England and Wales - Office for National Statistics ([ons.gov.uk](https://ons.gov.uk)) year ending March 2020



# 02 INTRODUCTION

## The Gloucestershire Domestic Abuse Strategy 2021-2024 continues to prioritise domestic abuse and builds on the achievements of Gloucestershire's multi-agency response and strategic approach which has been in place since 2014.

Gloucestershire recognises the continued high prevalence of domestic abuse, despite its underreporting, and the devastating impact it has on the individual, their family, community and wider society. There is a continued commitment to work together from statutory partners and the wider community and voluntary sector which upholds the principles of a coordinated community response to tackling domestic abuse.

The development of this strategy reflects our local commitment to ensuring an ongoing robust response to domestic abuse, and fulfils the statutory requirement set out in the Domestic Abuse Act 2021<sup>2</sup>. This statutory duty requires all local authorities to develop a strategy that outlines their local response to providing support within domestic abuse safe accommodation. The Gloucestershire Domestic Abuse Local Partnership Board (DA LPB) has requested that this strategy also considers a wider response to domestic abuse, ensuring the needs of all victims/survivors of domestic abuse and their families, both within safe accommodation and within the community, are considered.

The scope of this strategy will consider domestic abuse for victims aged 16 and over and the wider areas of abuse that fall under the new statutory definition of domestic abuse, including:



### DOMESTIC ABUSE



+ STALKING (BOTH WITHIN & OUTSIDE OF THE CONTEXT OF DA)



+ HONOUR BASED VIOLENCE (HBV)



+ FORCED MARRIAGE (FM)



+ CHILD TO PARENT ABUSE (CPA)

Locally we recognise the gendered nature of these crimes in line with the Government response to tackling Violence Against Women and Girls (VAWG). We do however ensure our local response to domestic abuse is accessible to all regardless of gender and other protected characteristics.

This strategy has been produced by the Gloucestershire DA LPB. All agencies represented on the board had input into the co-production of the strategy and it is informed by service user and community engagement activity and the domestic abuse needs assessment 2021.

<sup>2</sup> Domestic Abuse Act 2021 ([legislation.gov.uk](https://legislation.gov.uk))

The Gloucestershire DA LPB was established in 2021 in response to the Domestic Abuse Act 2021. The DA LPB consists of three tiers; LPB Strategic Group, LPB Operational Group and LPB Consultation Group; each with their own set of aims and objectives to drive forward the Gloucestershire approach to tackling domestic abuse. The role of the DA LPB is to oversee all activity in relation to the development, implementation and review of the domestic abuse strategy for Gloucestershire. For governance processes, the DA LPB reports into Safer Gloucestershire and also links to the Health and Wellbeing Board and Safeguarding Boards for Children and Adults.

## DELIVERING THE STRATEGY

To accompany this strategy there will be a delivery plan that supports the implementation of our vision, priorities and objectives. The Gloucestershire Domestic Abuse LPB will be responsible for producing a dynamic and evolving delivery plan which will evidence our activity and progress in meeting our strategic objectives and the impact being made on the needs identified in the Domestic Abuse Needs Assessment 2021. The Gloucestershire DA LPB will be responsible for agreeing the prioritisation and setting of timescales for the activity within the delivery plan. The plan will be closely monitored through the DA LPB governance structure.

03

# GLOUCESTERSHIRE'S VISION FOR DOMESTIC ABUSE

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## OUR VISION

For Gloucestershire to be a county where domestic abuse is not tolerated and **everybody can live free from abuse and harm**, where healthy relationships are the norm and where victims/ survivors and their children have access to the right support at the right time.

For domestic abuse to be everybody's business, **where a collaborative approach creates lasting change** across our systems and communities, where the voice of the victim is at the heart of our response.

## OUR PRINCIPLES

01



### WE WILL RESPOND

TO OUR LOCAL NEED BASED ON A NEEDS ASSESSMENT & LESSONS LEARNT FROM DOMESTIC HOMICIDE REVIEWS

02



### WE WILL ENSURE

THE VOICE OF THE VICTIM IS AT THE HEART OF OUR RESPONSE

03



### WE WILL WORK COLLABORATIVELY

TO PROMOTE A CONSISTENT RESPONSE TO DOMESTIC ABUSE ACROSS OUR AGENCIES & COMMUNITIES



# OUR PRIORITIES

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01

PRIORITY 01  
**PREVENTION & EARLY INTERVENTION**



02

PRIORITY 02  
**MULTI-AGENCY WORKING & PATHWAY DEVELOPMENT**



03

PRIORITY 03  
**WORKFORCE DEVELOPMENT**



04

PRIORITY 04  
**HIGH QUALITY SERVICE PROVISION**



05

PRIORITY 05  
**WORKING TO BREAK THE CYCLE OF PERPETRATOR BEHAVIOUR**



Gloucestershire's priorities have been developed collaboratively through the Domestic Abuse Local Partnership Board and are informed by the National VAWG Strategy and National Statement of Expectations for domestic abuse.

All priorities have been informed by the voice of the victim/survivor and the wider community and place the victim at the centre of service delivery. The continued inclusion of victim/survivor voice will be at the heart of the DA LPB (NB. Consultation group).

**NOTES:**

- + All priorities and actions relate to DA, Stalking, HBV/FM and CPA
- + Key findings from the needs assessment will be included within the DA strategy delivery plan
- + Responding to measures in the DA Act will be a focus of the DA strategy delivery plan



## PRIORITY 1: PREVENTION & EARLY INTERVENTION

Responding to domestic abuse effectively is not just about focusing on high risk victims, but also recognising the need to take a population-based approach, understanding and addressing the underlying causes of domestic abuse and determining which factors may increase risk and how those might be modified. By tackling ‘upstream’ risk factors we can help to lessen ‘downstream’ consequences, ensuring that communities and society are strengthened to support people experiencing domestic abuse to be safe, well and resilient.

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**I DON'T NECESSARILY KNOW IF ENOUGH PREVENTATIVE MEASURES ARE IN PLACE, WE SHOULD (AS A SOCIETY) BE WORKING HARD TO ELIMINATE THE PROBLEM/GET PEOPLE SAFE BEFORE WAITING FOR IT TO ESCALATE TO THE WORST POSSIBLE SCENARIO**

(Community Engagement Survey).



### OBJECTIVE 1A:

To ensure the continued understanding and assessment of the way in which domestic abuse presents within Gloucestershire and the exploration of mechanisms to respond to its root causes.

### OUTCOMES:

- + A full domestic abuse needs assessment is developed every 3 years and an annual refresh is completed to define and monitor domestic abuse at a local level.
- + An agreed multi-agency data set for domestic abuse is in place and agencies have the mechanism for the collection, analysis and sharing of data which will inform ongoing needs assessments and service development.
- + Local processes are in place to identify the risk and protective factors associated with domestic abuse and plans are developed to adopt interventions that focus on primary prevention activity across the system (focusing on the ‘upstream’).
- + All agencies with an interest in domestic abuse will have contributed, via the DA LPB, to discussions and developments into other preventative business focused areas such as Adverse Childhood Experiences (ACEs) and the collective response to addressing deprivation within Gloucestershire.



## PRIORITY 1: PREVENTION & EARLY INTERVENTION

### OBJECTIVE 1B:

To ensure young people are provided with evidence based education and interventions that promote healthy relationship behaviours and the delivery of messages that prevent the normalisation of abuse.

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### OUTCOMES:

- + Review completed into the current healthy relationships education offer provided within schools and the development of a plan to ensure partnership investment in the delivery of specialist healthy relationships education (Inc. prevention of domestic abuse) which is available as a universal offer within Gloucestershire.
- + Review completed of policies in place to respond to domestic abuse in education settings and development plan in place to deliver their approach.
- + Development and delivery of a countywide communications/media plan that raises awareness of healthy relationship behaviours amongst young people, support available and the role of young people and parents in recognising and responding to domestic abuse. Ensuring that relationship abuse is not considered to be a normal part of young people's lives.



I THINK THE **INFORMATION NEEDS TO BE EVERYWHERE**. ESPECIALLY IN SCHOOLS AND AIMED AT YOUNG PEOPLE THAT THIS BEHAVIOUR IS UNACCEPTABLE

(Victim Engagement Survey)



### OBJECTIVE 1C:

To ensure those experiencing domestic abuse can access support at an early stage, preventing the risk of escalation (secondary prevention) and reducing exposure to the harmful consequences of domestic abuse.

### OUTCOMES:

- + Development and delivery of a countywide communications/ media plan that looks to create a culture of change in the societal attitudes towards domestic abuse, reducing the stigma of reporting for victims and their families and empowering individuals and the community to challenge unacceptable behaviour.
- + Development and delivery of a service user and community engagement plan that supports the early identification and response of all victims of domestic abuse and reflects the need to adopt an intersectional approach and delivers solutions that make communities feel safer.
- + Professionals are confident in making routine enquiry to identify victims of domestic abuse and take appropriate actions.
- + Partnership investment is made available for the development of a Domestic Abuse Champions Network across Gloucestershire to support early identification of domestic abuse.



## PRIORITY 2: MULTI-AGENCY WORKING AND PATHWAY DEVELOPMENT

To fully address domestic abuse a clear and robust multi-agency response is required. There is a need to ensure agencies effectively share information, risk assess and collaborate in their response to victims, perpetrators and their families, with clear pathways into specialist support. The Coordinated Community Response (CCR); an approach that Gloucestershire has adopted; provides a framework for this approach and is considered to be best practice in responding to domestic abuse.

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### OUTCOMES:

- + Joint working protocols and practice are in place that support robust information sharing between statutory and specialist domestic abuse services.
- + Clear pathways into specialist domestic abuse services are in place, understood by all agencies and fully implemented across all risk levels.
- + Specialist domestic abuse services will see an increase in multi-agency referrals for support for victims and perpetrators of domestic abuse.
- + Partnership investment is made available to support the ongoing development of co-location of specialist domestic abuse staff within appropriate organisations.
- + Lessons from Domestic Homicide Reviews (DHRs) and other safeguarding reviews relevant to multi-agency working are put into practice and processes for monitoring implementation are agreed.



THERE NEEDS TO BE **MORE COMMUNICATION**  
BETWEEN AGENCIES, THIS IS STILL NOT HAPPENING

(Victim Engagement Survey)

”

### OBJECTIVE 2A:

To ensure the development and embedding of clear pathways between all agencies and specialist domestic abuse services to provide a consistent approach to victims of domestic abuse and their families and clear joint working arrangements for agencies across Gloucestershire.

- + Clear links are developed between the DA LPB and the Children and Adults Safeguarding processes and procedures.
- + Through a co-production approach DA LPB partners will have reviewed and developed organisational policies and procedures in response to the Domestic Abuse Act 2021.

“

I THINK THE ERROR THE [AGENCY] MADE IN MY CASE WAS **NOT LINKING UP SEPARATE REPORTS**. I THINK ALL CASES SHOULD BE LOOKED AT MORE HOLISTICALLY TAKING INTO ACCOUNT THE HISTORY THAT SURROUNDS THE CASE. NOT JUST WHAT HAD BEEN REPORTED AT THAT POINT IN THE TIME, **THE BIGGER PICTURE PAINTS A FAR CLEARER PICTURE OF THE SCALE OF ABUSE/CONTROL/NEGATIVE IMPACT ON A PERSON'S LIFE.**

(Victim Engagement Survey).

”



## PRIORITY 3: WORKFORCE DEVELOPMENT

To provide a robust countywide response to domestic abuse, we need to ensure professionals across all organisations are skilled in identifying and responding effectively to those vulnerable to domestic abuse both within the community and the workplace.

### OBJECTIVE 3A:

To ensure professionals across all agencies have access to specialist training that enables them to feel confident and competent in their response to Domestic Abuse, Stalking, Honour Based Violence, Forced Marriage and Child to Parent Abuse.

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### OUTCOMES:

- + Through a co-production approach the existing Domestic Abuse Training Pathway is refreshed to ensure it meets the training needs of all key partner organisations and there is commitment to implement the DA Training Pathway across Gloucestershire.
- + Partnership investment is made available to support the implementation of the DA Training Pathway and enables the delivery of high quality training.
- + There is increased knowledge and a consistent approach to domestic abuse across staff in all agencies signed up to the DA Training Pathway.
- + Local processes are in place to monitor and provide opportunities for reflective practice that ensures lessons are learnt from Domestic Homicide Reviews (DHRs) and other safeguarding review processes.

THERE NEEDS TO BE **MORE TRAINING** SO [PROFESSIONALS] CAN SEE THROUGH [COERCIVE CONTROL OR EMOTIONAL ABUSE]....

(Victim Engagement Survey).



TRAINING IS NEEDED.....AS I FELT AS THOUGH THEY THOUGHT I WAS **A)WASTING THEIR TIME, AND B) BELIEVED MY SITUATION TO BE TRIVIAL**

(Victim Engagement Survey)

### OBJECTIVE 3B:

To ensure workplaces and business within Gloucestershire take a proactive approach to addressing domestic abuse and have in place effective policies and procedures which support organisations and staff in their response to colleagues who may be victims or perpetrators of domestic abuse.

### OUTCOMES:

- + Through a co-production approach the existing domestic abuse workplace policy guidance is refreshed to ensure it meets the needs of all key partner organisations.
- + There is a commitment from organisations represented on the DA LPB to develop and implement workplace domestic abuse policies and procedures in line with local and national best practice guidance.
- + An engagement plan is developed for the wider business sector in Gloucestershire to promote best practice in relation to addressing domestic abuse in the workplace and the development of workplace domestic abuse policies and procedures is encouraged.
- + Development and delivery of a countywide communications/media plan that raises awareness of domestic abuse within the workplace, support available and the role of the employer in responding safely and effectively.
- + Gloucestershire Domestic Abuse Charter developed to signal commitment from all partners represented on the DA LPB to addressing domestic abuse, with exploration of widening this out to other workplaces across Gloucestershire.



## PRIORITY 4: HIGH QUALITY SERVICE PROVISION FOR VICTIMS AND THEIR FAMILIES

The provision of high quality domestic abuse services is central to any local response to victims and their families. Service provision needs to be accessible to all victims and be available at the right time to secure their immediate safety and support their longer term recovery from abuse. Services should be informed by the service user voice to ensure everyone who requires support feels empowered to access it. Services must be flexible to changing demand and need, ensuring appropriate solutions that acknowledge the wide ranging impact domestic abuse can have.

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**THE BIGGEST ISSUE IS FEELING SAFE AND SUPPORTED.** THEN YOU CAN SLOWLY BEGIN TO GET OUT OF THE ABUSIVE RELATIONSHIP AND REBUILD YOUR LIFE

(Victim Engagement Survey)

”

### OBJECTIVE 4A:

Through robust collaboration between Gloucestershire's tier 1 and tier 2 Local Authorities the identified local need for specialist domestic abuse safe accommodation is addressed and the support needs of those accessing safe accommodation are met. This objective supports us to meet our statutory duty, ensuring all victims of domestic abuse and their children have access to the right support within safe accommodation when they need it.

### OUTCOMES:

- + Partnership investment is made available to increase the provision of high quality specialist domestic abuse safe accommodation across all tenures, that is accessible to all, including protected characteristic groups and consideration of 'by and for' approaches.
- + DLUHC (Department for Leveling Up Housing and Communities) funding is used to ensure specialist domestic abuse support is available for victims and their children accessing domestic abuse safe accommodation.
- + Through co-production, new and innovative approaches to providing specialist domestic abuse safe accommodation and deliver support in safe accommodation are considered and tested.
- + Opportunities to support cross border collaboration for access to domestic abuse safe accommodation are considered, researched and commissioning possibilities explored.
- + Opportunities to support the local implementation of national best practices approaches to domestic abuse safe accommodation, such as the Whole Housing Approach, are considered, researched and commissioning possibilities explored.
- + Options for support in domestic abuse safe accommodation for those with No Recourse to Public Funds (NRPF) are considered, researched and commissioning possibilities explored.
- + Links with Registered Housing Providers developed that enables specialist support and safeguarding to victims of domestic abuse and their children within social housing.



## PRIORITY 4: HIGH QUALITY SERVICE PROVISION FOR VICTIMS AND THEIR FAMILIES

### OBJECTIVE 4B:

To ensure the development and delivery of high quality specialist community based support for all victims of domestic abuse (aged 13+) and their families that ensures the availability of the right support at the right time.

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### OUTCOMES:

- + Partnership investment continues to be available for a range of specialist community based services for domestic abuse/stalking victims and their families which is at the right level to reflect demand and is accessible to all (reflecting intersectionality needs).
- + Specialist community based domestic abuse services positively engage with protected characteristic groups, service offers are developed accordingly, resulting in an increase in referrals, aligned to local demographics.
- + Options to widen the scope of local specialist community based support services are explored in line with national funding opportunities to increase investment and support innovation; considering opportunities for co-production and 'by and for' approaches.
- + Partnership investment is made available for the development of long term recovery services that are trauma informed.
- + The need for specialist provision to address Honour Based Violence, Forced Marriage and Child to Parent Abuse is understood, and a plan is developed to address this and consider commissioning opportunities.



MORE FUNDING IS REQUIRED  
FOR **THE SAFETY** OF ALL VICTIMS  
AND DEPENDANTS

(Victim Engagement Survey)



### OBJECTIVE 4C:

To contribute to the development of a countywide approach to complex needs/multiple disadvantage, ensuring that issues relating to domestic abuse victims and perpetrators are considered in any ongoing developments.

### OUTCOMES:

- + All agencies with an interest in domestic abuse will have contributed, via the DA LPB, to discussions and developments into the response to complex needs/ multiple disadvantage within Gloucestershire.
- + Local evidence is gathered (including from DHRs/other reviews) which supports the development of a plan for addressing complex needs/ multiple disadvantage that includes victims of domestic abuse.
- + Local processes are in place for all agencies to identify repeat victims of domestic abuse. Consideration will be given to how the intelligence gathered on repeat victims can be used to reduce multiple incidents of domestic abuse and safeguard victims and their families.
- + Partnership investment is made available for the development of joint working and co-location between domestic abuse support services and services that support those with mental health issues, substance misuse issues and wider complex needs.



## PRIORITY 4: HIGH QUALITY SERVICE PROVISION FOR VICTIMS AND THEIR FAMILIES

### OBJECTIVE 4D:

To ensure we take a place based approach to domestic abuse, recognising the differing needs of individuals and the specific characteristics of communities across the county. For services and activities tackling domestic abuse to be reflective of these characteristics, taking a flexible strengths based approach.

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### OUTCOMES:

- + For each district area (in conjunction with Safer Gloucestershire) to have considered the needs of their communities and develop a place based plan that addresses domestic abuse in both urban and rural communities; considering the links to deprivation.
- + For the DA LPB to have considered the place based plan for each district and to have developed an approach that supports the implementation of specific activity to tackle domestic abuse at a community level.
- + Development and delivery of a countywide communications/ media plan that raises awareness of domestic abuse and support that is available which is tailored to specific community needs.
- + Partnership investment is made available for the development of a Domestic Abuse Champions Network and the embedding of specialist support services to support locality based identification and response to domestic abuse.



I FELT **UNDERSTOOD AND VALIDATED** BY MY CONTACT WITH {SPECIALIST SERVICES}

(Victim Engagement Survey)



THEY [SPECIALIST DA SERVICES] HELPED ME **REALISE I WASN'T CRAZY**, START TO BELIEVE IT MAY NOT HAVE BEEN MY FAULT, HELPED WITH PRACTICAL ADVICE ABOUT HOW TO TRY AND CO-PARENT SUCCESSFULLY WITH MY FORMER PARTNER AND GAVE ME A **WONDERFUL FOUNDATION ON WHICH TO REBUILD MY MENTAL HEALTH.**

(Victim Engagement Survey).







## PRIORITY 5: WORKING TO BREAK THE CYCLE OF PERPETRATOR BEHAVIOUR

To break the cycle of domestic abuse and create lasting change for victims, we need to address perpetrator behaviour, holding individuals to account and providing support that facilitates the development of healthy relationship behaviours; recognising the impact of perpetrator behaviours on families as a whole.

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### OUTCOMES:

- + Partnership investment continues to be available for a range of specialist community based services for domestic abuse perpetrators which is at the right level to reflect demand and is accessible to all.
- + Partnership investment is made available for the development of specialist community based services to address harmful relationship behaviour for 16-18 year olds.
- + Opportunities to address stalking perpetrator behaviour are considered, researched and commissioning possibilities explored.
- + Opportunities to address harmful behaviours associated with child to parent abuse are considered, researched and commissioning possibilities explored.
- + Opportunities to widen the scope of local specialist community based perpetrator services based on national best practice are considered and opportunities for investment in commissioning approaches are explored.



I FOUND WORKING WITH THE GROUP...**VERY REWARDING AND SAFE**, MAKING IT VERY EASY TO OPEN UP AND ASSESS MY PAST BEHAVIOURS AND CHANGES I NEEDED TO MAKE.

(Perpetrator Engagement Survey)



### OBJECTIVE 5A:

To ensure the development and delivery of local specialist support for perpetrators of domestic abuse and other harmful relationship behaviours, that addresses these behaviours and creates lasting positive change.

- + Regular evaluation processes are in place to facilitate the ongoing development of perpetrator provision that ensures lessons are learnt and best practice is shared.



IF SOMEONE REALLY WANTS TO CHANGE IN A POSITIVE WAY THEN I WOULD **ABSOLUTELY RECOMMEND [PERPETRATOR PROGRAMME]**.....I WOULD QUESTION ANYONE THAT SAYS AFTER ATTENDING THE PROGRAM IT HAS NOT HAD A VERY POSITIVE IMPACT ON THEM.

(Perpetrator Engagement Survey).





## PRIORITY 5: WORKING TO BREAK THE CYCLE OF PERPETRATOR BEHAVIOUR

### OBJECTIVE 5B:

To ensure a system wide joined up approach to addressing perpetrator behaviour that enables all agencies to identify perpetrators and respond appropriately. To have a robust criminal justice response that brings perpetrators to justice.

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### OUTCOMES:

- + Professionals are confident in making routine enquiry to identify perpetrators of domestic abuse and take appropriate actions.
- + Local processes are in place for all agencies to identify repeat/ serial perpetrators of domestic abuse. Consideration will be given to how the intelligence gathered on repeat/ serial perpetrators can be used to reduce multiple incidents of domestic abuse and safeguard victims and their families.
- + A proactive approach to policing domestic abuse is promoted with the aim of increasing arrest rates and opportunities for criminal justice intervention.
- + The DA LPB has developed a strong links with the local Criminal Justice Board to promote a robust criminal justice response to domestic abuse and support for victims.



DOMESTIC VIOLENCE IS **STILL NOT TAKEN SERIOUSLY**.....PERPETRATORS ARE TREATED TOO LIGHTLY AND IT'S EASY FOR THEM TO CONTINUE...

(Victim Engagement Survey)



### OBJECTIVE 5C:

To raise awareness of perpetrator behaviour both in the community and for the individual by enabling people to recognise abusive relationship behaviours, be aware of support available and feel empowered to respond effectively, supporting a county wide approach where domestic abuse is not tolerated.

### OUTCOMES:

- + Development and delivery of a countywide communications/ media plan that raises awareness of perpetrator behaviour, services available and the role of the community in responding safely and effectively.
- + Opportunities to support bystander interventions in the community are considered, researched and commissioning possibilities explored.

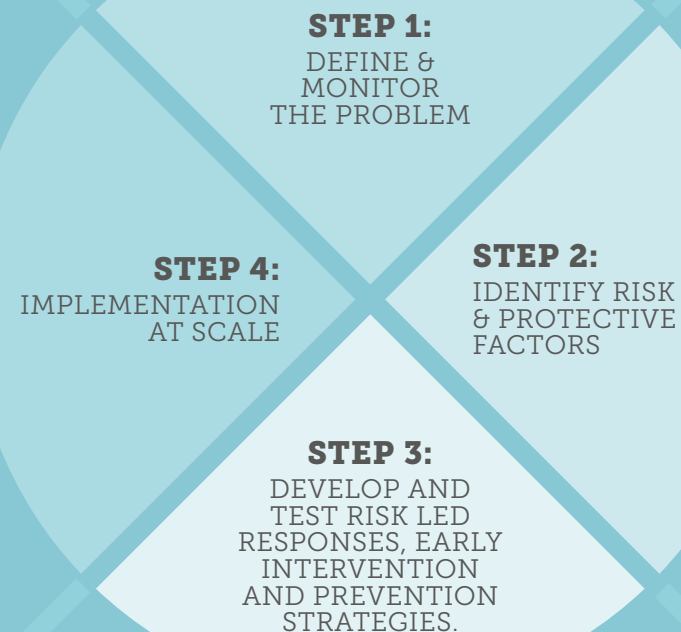
# PUBLIC HEALTH APPROACH

A public health approach to violence prevention is defined by World Health Organisation (WHO) (2017)<sup>3</sup> as an approach that;

SEEKS TO IMPROVE THE HEALTH AND SAFETY OF ALL INDIVIDUALS BY ADDRESSING THE UNDERLYING RISK FACTORS THAT INCREASE THE LIKELIHOOD THAT AN INDIVIDUAL WILL BECOME A VICTIM OR PERPETRATOR OF VIOLENCE

The focus of public health is on the health, safety and wellbeing of entire populations; it aims to provide the maximum benefit for the largest number of people. The underlying principles of a public health approach are that it is<sup>4</sup>:

- + FOCUSED ON A **DEFINED POPULATION**, OFTEN WITH A HEALTH RISK IN COMMON
- + WITH AND FOR **COMMUNITIES**
- + **NOT CONSTRAINED** BY ORGANISATIONAL OR PROFESSIONAL BOUNDARIES
- + FOCUSED ON GENERATING LONG TERM AS WELL AS SHORT TERM **SOLUTIONS**



- + **BASED ON DATA AND INTELLIGENCE** TO IDENTIFY THE BURDEN ON THE POPULATION, INCLUDING ANY INEQUALITIES
- + **ROOTED IN EVIDENCE** OF EFFECTIVENESS TO TACKLE THE PROBLEM

<sup>3</sup> World Health Organization, 2017. *Violence Prevention Alliance: The public health approach*

<sup>4</sup> A whole-system multi-agency approach to serious violence prevention. A resource for local system leaders in England. Public HealthEngland, 2019.

# PUBLIC HEALTH APPROACH

Specific to Domestic Abuse, Gloucestershire supports SafeLives 'The Whole Picture - our strategy to end domestic abuse, for good<sup>5</sup>' and in particular, the pro-active approach to widen the response to domestic abuse. This includes challenging the whole of society to deconstruct stereotypes to encourage communities to have a low tolerance and high urgency about identifying abuse. This also extends to looking at geographical communities, online spaces and employers/ businesses so that they understand the risks posed by those who abuse and their role in protecting those at risk of harm.

Having an early intervention and prevention focus (i.e. acting before someone harms or is harmed) will provide an opportunity to work far more with our communities, elected members, schools, health providers, businesses and voluntary sector services to raise awareness of the issue and increase confidence for people to report and confidence to respond when a disclosure may be made.

It is so important that communities and society are strengthened to support people experiencing domestic abuse to be safe, well and resilient but this will also need a sustainable, strong infrastructure of statutory services and provision to be in place for those most vulnerable and at highest risk.

To achieve our objectives and outcomes through a public health approach we will take a range of actions covering primary, secondary and tertiary prevention:


A **primary prevention** approach focuses on preventing unhealthy/ unsafe relationship behaviours, through awareness raising and education, building the knowledge and skills of

individuals, and delivering a progressive shift in the structural, cultural and societal contexts in which abuse occurs. Prioritising primary prevention challenges the notion that abuse and violence is inevitable or acceptable.

Through **secondary prevention** we can reduce the impact of DA, ensure access to support as soon as possible and encourage strategies to lessen future reoccurrence i.e. safety planning, ending the relationship/ moving on. We can look to target services for those at risk of experiencing domestic abuse and preventing abuse from recurring.

**Tertiary prevention** looks to lessen the impact of an ongoing DA situation. Robust Risk assessment (DASH), safety planning, complex case management/ multi agency working (MARAC); and lessen the impact and burden of DA to the individual and society.

Reducing the causes and impacts of domestic abuse (in common with many other of the complex issues affecting the health and wellbeing of our population) cannot be achieved alone. We have a role in facilitating other agencies to come together to work across different systems, professional boundaries and localities. We need a co-ordinated approach, sharing evidence and information on known or emerging risks. This will help us all understand and challenge the actions, beliefs and attitudes that allow domestic abuse to persist in our communities.

.....    
<sup>5</sup>The Whole Picture - SafeLives' Strategy.pdf  
 .....

# BACKGROUND TO DOMESTIC ABUSE

DOMESTIC ABUSE IS ESTIMATED TO ANNUALLY COST SOCIETY IN ENGLAND & WALES

**£66 BN**

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COSTS TO THE ECONOMY ARE ESTIMATED TO ANNUALLY COST

**£47 BN**

<sup>6</sup> Domestic abuse prevalence and trends, England and Wales - Office for National Statistics ([ons.gov.uk](https://ons.gov.uk))

<sup>7</sup> The economic and social costs of domestic abuse - GOV.UK ([www.gov.uk](https://www.gov.uk))

<sup>8</sup> Domestic Abuse Act 2021 ([legislation.gov.uk](https://legislation.gov.uk))

<sup>9</sup> The full definition is available within the Domestic Abuse Act 2021: Domestic Abuse Act ([legislation.gov.uk](https://legislation.gov.uk))

**Domestic abuse (DA) is a widespread societal issue, estimated to have impacted on 2.3 million people in the year ending March 2020<sup>6</sup>.** Despite its widespread prevalence, domestic abuse is still widely recognised as an underreported crime. It remains relatively hidden, even though its impact on the individual, community and society is significant.

Domestic abuse is estimated to cost society in England and Wales **£66 Billion annually**, with considerable costs to the economy, health services, criminal justice responses and most significantly the human cost, with physical and emotional harms incurred by victims estimated to cost **£47 billion annually<sup>7</sup>.**

The impact and prevalence of domestic abuse has in recent years, received a greater profile nationally, in the main, thanks to the introduction of the Domestic Abuse Act 2021. The Act sets out a range of both legislative and non-legislative measures designed to;

- + PROMOTE AWARENESS** OF DOMESTIC ABUSE;
- + PROTECT & SUPPORT** VICTIMS OF DOMESTIC ABUSE;
- + TRANSFORM** THE JUSTICE PROCESS TO PRIORITISE VICTIM SAFETY AND PROVIDE AN EFFECTIVE RESPONSE TO PERPETRATORS;
- + DRIVE CONSISTENCY** AND BETTER PERFORMANCE IN THE RESPONSE TO DOMESTIC ABUSE ACROSS ALL LOCAL AREAS, AGENCIES AND SECTORS.

The Domestic Abuse Act 2021<sup>8</sup>, received Royal Assent in April 2021, and introduces for the first time, a cross government statutory definition of domestic abuse in which it is defined as; Behaviour of a person (A) towards another person (B) is domestic abuse if – (a) A and B are each aged 16 or over and are personally connected to each other, and (b) the behaviour is abusive.

Behaviour is ‘abusive’ if it consists of any of the following:

- A. PHYSICAL OR SEXUAL** ABUSE
- B. VIOLENT OR THREATENING** BEHAVIOUR
- C. CONTROLLING OR COERCIVE** BEHAVIOUR
- D. ECONOMIC** ABUSE
- E. PSYCHOLOGICAL, EMOTIONAL** OR OTHER ABUSE





It does not matter whether the behaviour consists of a single incident or a course of conduct<sup>9</sup>.

*NB. At the time of writing, the statutory definition is yet to be implemented.*

Whilst the Domestic Act 2021 introduces a range of new measures, a significant measure that impacts on local areas is the introduction of a statutory duty on local authorities in England to provide support to victims of domestic abuse and their children in domestic abuse safe accommodation.

Domestic Abuse (DA), Stalking, Honour Based Violence (HBV), Forced Marriage (FM) and Child to Parent Abuse (CPA) are all areas of the wider Violence Against Women and Girls (VAWG) agenda that are considered to be a major public health issue and violation of human rights and they are included in this strategy.

Nationally, the Government's commitment to VAWG has been made clear with the release of their Tackling Violence Against Women and Girls strategy for 2021-2024<sup>10</sup>. This new strategy sets out the Governments plans to tackle the often hidden crimes associated with VAWG, aiming to increase the support to survivors, bring perpetrators to justice and to reduce the prevalence of VAWG. The priorities set out in Tackling Violence Against Women and Girls 2021-2024 include:

-  **+ PRIORITISING PREVENTION**
-  **+ SUPPORTING VICTIMS**
-  **+ PURSUING PERPETRATORS**
-  **+ A STRONGER SYSTEM**

At the time of writing this strategy, we are awaiting the publication of a Government Domestic Abuse Strategy.

Alongside the introduction of the VAWG strategy, still relevant to local areas responses to VAWG is the 2016

National Statement of Expectations (NSE)<sup>11</sup>. This sets out the expectations for local areas in their response to VAWG, ensuring approaches are collaborative, robust and effective and that victims and survivors can access the help they need.

The NSE outlines the following expectations from local strategies and services:

- 1. PUT THE VICTIM AT THE CENTRE** OF SERVICE DELIVERY
- 2. HAVE A CLEAR FOCUS ON PERPETRATORS** IN ORDER TO KEEP VICTIMS SAFE
- 3. TAKE A STRATEGIC, SYSTEM-WIDE APPROACH** TO COMMISSIONING ACKNOWLEDGING THE GENDERED NATURE OF VAWG
- 4. ARE LOCALLY-LED AND SAFEGUARD** INDIVIDUALS AT EVERY POINT
- 5. RAISE LOCAL AWARENESS** OF THE ISSUES AND INVOLVE ENGAGE AND EMPOWER COMMUNITIES TO SEEK, DESIGN AND DELIVER SOLUTIONS TO PREVENT VAWG.

<sup>10</sup> Tackling violence against women and girls strategy - GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>11</sup> Violence against women and girls: national statement of expectations - GOV.UK ([www.gov.uk](http://www.gov.uk))

# DOMESTIC ABUSE IN GLOUCESTERSHIRE

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## DOMESTIC ABUSE NEEDS ASSESSMENT

The domestic abuse needs assessment was completed as part of the statutory duty within the Domestic Abuse Act 2021 to assess need for support within specialist domestic abuse accommodation. The scope of the needs assessment in Gloucestershire was widened to include domestic abuse specialist community based support services as well as Stalking, Honour Based Abuse, Forced Marriage and Child to Parent Abuse.

The data provided within the needs assessment covered years 2017/18-2019/20. Additional data was sought for 2020/21 wherever available. A range of agencies provided data to contribute the needs assessment.



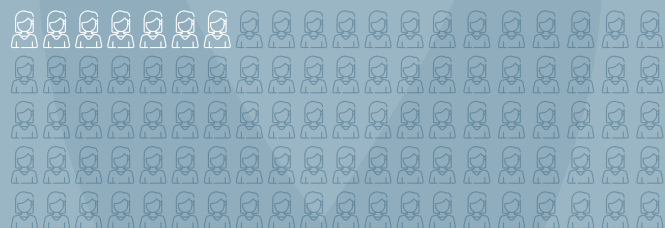
## NATIONAL PREVALENCE DATA (CSEW:YE MARCH 2020) ...

**5.5%**  
 OF ADULTS AGED  
**6-74 EXPERIENCED**  
**DA** IN THE LAST YEAR

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THIS  
 EQUATES  
 TO **2.3**  
 MILLION PEOPLE

### DA IMPACTS AROUND



**7 IN 100 WOMEN**



**& 4 IN 100 MEN**  
 EXPERIENCING DA IN THE LAST YEAR

THERE ARE **APPROXIMATELY**

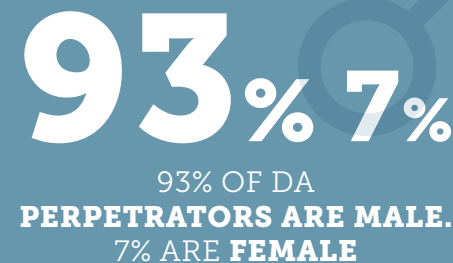
**3**   
**DOMESTIC**  
**HOMICIDES**  
**PER WEEK**  
 IN ENGLAND AND WALES

**4.6%**  **&** **2.5%**   
 OF WOMEN OF MEN  
 WILL HAVE EXPERIENCED  
**STALKING** IN THE LAST YEAR



## GLOUCESTERSHIRE DATA ...

**THERE IS A CLEAR LINK BETWEEN DA AND DEPRIVATION:** RESIDENTS IN GLOUCESTERSHIRE ARE **6X** MORE LIKELY TO REPORT DA IN THE MOST DEPRIVED **20%** OF AREAS IN ENGLAND THAN THE LEAST DEPRIVED **20%**. IT IS EXPECTED HOWEVER THAT DOMESTIC ABUSE IN MORE AFFLUENT AREAS OF THE COUNTY IS UNREPORTED.



## GLOUCESTERSHIRE DATA...

**46 REFERRALS**  
TO MARAC (HIGH RISK VICTIMS) PER  
**10,000**  
OF THE FEMALE POPULATION IN  
GLOUCESTERSHIRE, COMPARED  
WITH **42 REFERRALS NATIONALLY**

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**90**

DA VICTIMS WHO APPROACHED  
THE GLOUCESTERSHIRE  
REFUGE WERE UNABLE TO BE  
ACCOMMODATED IN 2019/20



THE MOST **COMMON ISSUES** WITH  
ACCESS TO DOMESTIC ABUSE SAFE  
ACCOMMODATION IN THE COUNTY  
ARE RELATED TO:

 **NO RECOURSE**  
TO PUBLIC FUNDS

 **COMPLEX NEEDS**

 **LACK OF**  
**AVAILABLE SPACE**

 **LACK OF MOVE ON**  
**ACCOMMODATION**

FROM 1<sup>ST</sup> APRIL 2018-31<sup>ST</sup> DEC 2020:

**45** DA VICTIMS WERE  
**HOUSED IN**  
**PLACES OF SAFETY**

**105** DA VICTIMS **WERE**  
**NOT** ABLE TO BE  
ACCOMMODATED IN  
PLACES OF SAFETY

IN **2020/21** GLOUCESTERSHIRE DOMESTIC  
ABUSE SUPPORT SERVICE (GDASS)  
RECEIVED OVER

**7000 REFERRALS**

**7%** **14%**  
**INCREASE** IN  
REFERRALS FROM  
19/20 TO 20/21  
OF REFERRALS  
ARE FOR **HIGH**  
**RISK CASES**

IN **2020/21** POSITIVE RELATIONSHIPS  
GLOUCESTERSHIRE (PRG) RECEIVED OVER  
**200 REFERRALS**  
FOR **PERPETRATORS** OF DOMESTIC ABUSE.  
FOLLOWING AN ASSESSMENT

**79%**  
ARE **OFFERED A SERVICE**  
**INTERVENTION TO ADDRESS**  
**THEIR PERPETRATOR BEHAVIOUR.**



# 7.1 | NEEDS ASSESSMENT: OVERARCHING AREAS OF DEVELOPMENT



**TRAINING FOR FRONTLINE STAFF**  
across all agencies (early identification & prevention)



**FURTHER DEVELOPMENT**  
and embedding of DA Pathways (CCR)  
and partnership approach



**ONGOING AWARENESS**  
raising and community engagement to increase reporting  
and access to support (including the role of community  
champions in supporting the identification of DA)

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**IMPROVEMENTS IN EARLY IDENTIFICATION**  
of domestic abuse, risk assessment and referral  
into specialist services



**RESPONSE TO DA VICTIMS**  
with complex needs &/or multiple disadvantage/  
intersectionality (particularly LGBTQ, BAME and Disability)



**PLACE BASED APPROACH**  
to DA/ deprivation/ access to support/Urban  
and Rural



**IMPROVE DA DATA**  
collection across all agencies



**PREPARATIONS**  
for the new measures introduced in the DA Act



**ONGOING ASSESSMENT**  
against 'In Search of Excellence' to ensure best  
practice CCR

# 7.2 | NEEDS ASSESSMENT: THEMED AREAS OF DEVELOPMENT

**INCREASE DA SPECIFIC accommodation across all tenures**

**SPECIALIST ACCOMMODATION**  
to meet specific needs (protected characteristics)

**WHOLE HOUSING APPROACH**

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**ACCOMMODATION BASED SUPPORT**

**ACCESS TO DA SAFE ACCOMMODATION**  
at the right time capacity within current service (need for growth)

**CONSIDER SUPPORT**  
for victims with no recourse to public funds (NRPF)

**DEVELOP BETTER LINKS**  
with registered social landlords to ensure appropriate responses to victims of DA

**CONSIDER CROSS BORDER**  
access to accommodation

**ENGAGEMENT**  
with protected characteristics groups (consideration of 'by and for' approach)

**CAPACITY**  
within current service (need for growth)

**COMMUNITY BASED SUPPORT**

**MULTI AGENCY ENGAGEMENT & INCREASING REFERRALS**

# THEMED AREAS



**IMPROVEMENT OF ARREST RATES**  
& crime recording for DA

**CAPACITY**  
within current 13+ service  
(need for growth)

**REVIEW**  
of educational input  
in schools

**INCREASING**  
perpetrator support  
16+

**CAPACITY**  
within the current service

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**PERPETRATORS**

**YOUNG PEOPLE PREVENTION**  
& early intervention

**CJS RESPONSE**  
to perpetrators



**CHILDREN & YOUNG PEOPLE**

**DEDICATED SERVICES**  
for under 13 witnessing domestic abuse



**CONSIDER & CLARIFY**  
multi agency response  
to vulnerable adults



**VULNERABLE ADULTS**

**GREATER UNDERSTANDING**  
of local need and required intervention

# THEMED AREAS

**TRAINING**  
& awareness raising

**CAPACITY**  
within the current service

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**RESPONSE**  
to stalking perpetrators

**INCREASED**  
use of Stalking Protection  
Orders (SPOs)

**GREATER UNDERSTANDING**  
of local need and required intervention



**COMMUNITY ENGAGEMENT**  
& awareness raising



**COMMUNITY**  
engagement & awareness raising



**GREATER UNDERSTANDING**  
of local need and required intervention

# VOICE OF THE VICTIM/SURVIVOR

The voice of the victim/survivor is essential to the development of a local strategy to tackle domestic abuse. Only those with a lived experience are able to provide first-hand knowledge of how our local systems and services work and how they could be improved to ensure victims of domestic abuse are effectively supported at all levels. Understanding the lived experience is how we can ensure our decision making and activity to tackle domestic abuse remains victim-focused, placing the victim/survivor at the centre of our thinking and response.

To inform the development of this strategy, Gloucestershire County Council commissioned Perpetuity Research and Consultancy International (PRCI) Ltd in 2021 to conduct a service user and community engagement exercise. This work sought the views of;

- + THOSE WITH **LIVED EXPERIENCED** OF DOMESTIC ABUSE
- + MEMBERS OF THE COMMUNITY WHO MAY OR MAY NOT **KNOW SOMEONE** WHO HAS EXPERIENCED DOMESTIC ABUSE
- + THE **VIEWES OF PERPETRATORS** OF DOMESTIC ABUSE WERE ALSO SOUGHT

The results from this engagement exercise supported the key findings from the Gloucestershire Domestic Abuse Needs Assessment 2021, but also identified a need to locally consider:

- + **Developing longer term** recovery services for survivors of domestic abuse and their children.
- + **Improving links** between domestic abuse and substance misuse services.
- + **Increasing awareness** raising on services available locally, particularly PRG, STREET, Stalking Services and specific aspects of the GDASS service e.g. Places of Safety.
- + Increasing awareness raising and communications that **aim to reduce the stigma** of reporting domestic abuse.
- + Developing a better understanding of the role of mental health in identifying domestic abuse and improving mental health pathways to specialist support.
- + **Increasing and enhancing training** for all professionals, with particular focus on the police to ensure a consistent approach to policing domestic abuse.
- + Improving links between the Domestic Abuse Local Partnership Board and the Courts (both criminal and family) to **ensure appropriate response and support** for DA victims.
- + **Improving capacity** and availability of existing specialist services.

- + **Building on the role of the community** in identifying domestic abuse and supporting reporting and access to specialist services.
- + **Promoting information** and support for families and friends to help them respond to domestic abuse.
- + Improving links to the Black, Asian and Ethnic Minority community to **encourage access to specialist support** and seek their ongoing engagement in service and strategy development.

Alongside this commissioned research, the Domestic Abuse Local Partnership Board is committed to ensuring that the victim/survivor voice is represented at all levels of decision making and activity locally to tackle domestic abuse. In conjunction with the Sexual Violence Partnership Board, a new role of Consultation Coordinator and establishment of the Local Partnership Board Consultation Group will ensure the constant and consistent engagement with a wide range of stakeholders, including those with lived experience and their children, to identify local priorities, concerns, issues and seek views on the current service offer, gaps and future developments.

The Consultation Coordinator will ensure the voice of victim/survivor is present during all Domestic Abuse Local Partnership Board discussions and developments.

# COMMISSIONING CONTEXT

## THE GLOUCESTERSHIRE APPROACH TO COMMISSIONING DOMESTIC ABUSE SUPPORT

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In Gloucestershire we take a partnership approach to commissioning support to address domestic abuse. In 2018 we developed the Gloucestershire Joint Commissioning Framework for Domestic Abuse. This is a five year framework (2018 – 2023) which aims to improve joint commissioning and align current and future investment across the county to address the spectrum of domestic abuse need.

The framework is designed to allow commissioning partners to secure domestic abuse services as they are needed and:

- + **Helps ensure a joined up approach** by partners to tackling domestic abuse and in delivering the joint domestic abuse outcomes of the local domestic abuse strategy through selected suppliers
- + Creates the **ability to respond more quickly** to procuring services as well as ensuring providers are jointly working in line with the local domestic abuse strategy

+ **Maintains flexibility for additional funding** to be invested by partners in the commissioning framework over its lifetime, including any funding resulting from Government legislation

+ Allows **local delivery** of services relevant to local need

The framework also aims to:

- + **MAINTAIN THE SPECIALIST APPROACH** FOR HIGH RISK DOMESTIC ABUSE VICTIMS AND THEIR FAMILIES
- + **SHIFT** OVER TIME TOWARDS PREVENTION AND AWAY FROM REACTIVE CRISIS
- + **INCREASINGLY INTEGRATE DOMESTIC ABUSE SUPPORT** AND INFLUENCE PRACTICE ACROSS THE WHOLE SYSTEM
- + **SUPPORT THE DEVELOPMENT** OF A MORE CONFIDENT WORKFORCE SYSTEM WIDE
- + **COLLECT** SHARED ROBUST **DATA/ INTELLIGENCE**

The framework is led by Gloucestershire County Council (GCC), with the Office for the Police and Crime Commissioner (OPCC), District Councils and the Gloucestershire Clinical Commissioning Group (CCG) signed up to use the framework for all domestic abuse commissioning activity.



The commissioning framework is split into 6 'Lots' in which a range of local services have been commissioned:



### LOT 1: SPECIALIST SERVICES FOR VICTIMS OF DOMESTIC ABUSE



### LOT 2: PLACES OF SAFETY



### LOT 3: SERVICES TO ADDRESS PERPETRATOR BEHAVIOUR



### LOT 4: YOUNG PEOPLE



### LOT 5: EARLY IDENTIFICATION AND WORKFORCE DEVELOPMENT



### LOT 6: STALKING

There are currently 13 providers awarded to the framework with 31 separate bids covering all Lots. This is an open framework which means that we have an annual reopening where new providers can bid for award to Lots 2 – 6 (noting that Lot 1 is a closed Lot)



## LOT 1

### GLOUCESTERSHIRE DOMESTIC ABUSE SUPPORT SERVICE (**GDASS**)

GDASS is a specialist countywide domestic abuse support service provided by GreenSquareAccord, it is commissioned by GCC with investment from the OPCC to provide Court IDVA support. The service provides:

- + **Support to all victims** of domestic abuse aged 16+, both female and male with staff specialisms identified covering all protected characteristic groups
- + Support across all risk levels:
  - **Helpdesk** support/ first response & triage.
  - Standard/Medium risk: Floating Support and Group Work for women and men.
  - **High Risk:** Independent Domestic Violence Advisors (IDVAs), including IDVAs with specialist knowledge and a dedicated court IDVA & young persons IDVA.
  - **Support service** to the Multi-agency Safeguarding Hub (MASH).
- + **Support to victims** in the context of the family:
  - Dedicated workers within the Gloucester multi-agency team within Children's Social Care.
- + **Awareness raising and training** for professionals in Gloucestershire.

- + **Community awareness** raising and engagement
- + Domestic Abuse **Champions Network** (for professionals and expanding to community representatives).
- + **Co-located specialist** workers and joint working agreements within a variety of settings.

In addition to the core service, the CCG have also commissioned the following provision which is embedded within GDASS:

### **HEALTH** IDVAS

Based within Gloucestershire Royal Hospital (GRH) and Cheltenham General Hospital (CGH). The health IDVAs provide intervention to those experiencing DA at the earliest opportunity when they attend hospital. The health IDVAs also provide training to hospital staff.

### **GP** DEVELOPMENT WORKERS

Support to GP surgeries to identify and train DA champions and developing links into the GDASS service for victims. The GP Development Workers also support surgeries to become safe spaces for disclosures of DA.

## LOT 2

### PLACES OF SAFETY SCHEME

Twelve places of safety are commissioned by the District Councils, the scheme is managed by GreenSquareAccord alongside the delivery of GDASS. The places of safety scheme provides:

- + **Accessible, affordable and suitable** self contained individual properties for victims of domestic abuse/VAWG who will have a variety of needs, including single victims (female and male), family units, victims with disabilities and/ or additional support needs. This accommodation is temporary and support is provided to secure suitable move on accommodation
- + **Specialist DA support** is provided by GDASS, to address DA needs, manage risk and facilitate recovery and move on

### TARGET HARDENING & SANCTUARY SCHEME

A target hardening and sanctuary scheme is commissioned by the District Councils and the OPCC. The scheme is delivered countywide by Safe Partnership, it provides:

- + **A range of measures** for maintaining victim safety at home by way of additional security measures e.g. alarms, locks, lighting
- + The provision of a **safe room with telephone** in a property where there is very high risk of DA and/ or stalking

### STROUD BERESFORD WOMEN'S REFUGE

The women's refuge in Gloucestershire is provided by the Stroud Beresford Group, a charity that has been providing support in the county for over 40 years. The refuge is independently funded, not commissioned through the DA framework and with some regular support from DLUHC grant funding and the District Councils. The refuge provides support to women and their children, offering safe accommodation (9 bed spaces) alongside a range of services that help build skills, confidence and self-esteem.

## LOT 3

### POSITIVE RELATIONSHIPS GLOUCESTERSHIRE (PRG)

PRG is a specialist countywide service that provides a range of interventions to challenge beliefs and address the behaviours of domestic abuse perpetrators. The service is provided by Splitz Support Service, it is commissioned jointly by GCC, OPCC and CCG. The service provides:

- + **A 25 week accredited** domestic violence prevention programme (DVPP). This is a behavioural change group programme for male perpetrators of DA
- + **1:1 behavioural change work** with any perpetrators of DA who are unable to attend the DVPP group programme, including female perpetrators of DA, LGBTQ+ perpetrators, as well as those with language barriers and learning difficulties

## LOT 4

### SAFE TEENAGE RELATIONSHIPS EDUCATION & EMPOWERMENT TEAM (STREET) GLOUCESTERSHIRE

A countywide service that provides a range of prevention activity, targeted support, group work programmes and support to safeguard young people (female and male) aged 13-19. The service is provided by West Mercia Women's Aid, it is commissioned by GCC. The service provides:

- + **Support to young people** aged 13-19 affected by DA through:
  - Experience of teenage relationship abuse
  - Witnessing and affected by DA in the home
  - Displaying harmful behaviours in their own relationships
- + **Young Person's Violence Advisor** (YPVA) support for medium and high levels of risk
- + **Evidence based group** programme CRUSH and the Recovery Toolkit



## LOT 5

Commissioning services under Lot 5 is a priority of this strategy



## LOT 6

### GLoucestershire Stalking Advocacy Service (GSAS)

A countywide service that provides support to high risk victims of stalking across Gloucestershire, working in conjunction with GDASS, Victim Support and Gloucestershire Constabulary. The service is provided by Splitz Support Service, commissioned by the OPCC to provide an Independent Stalking Advocacy Caseworker (ISAC).



### NON-SPECIALIST DA SERVICE PROVISION

Victims/ survivors of domestic abuse can access DA support from a whole range of providers across Gloucestershire e.g. Housing Teams/ Homelessness services, GP's, other health provision including mental health services, Children's Social Care, Adult Social Care, Education settings, Children and Family Centres, DWP, counselling services, other commissioned specialist services e.g. CGL, Nelson Trust. These providers are engaged with the DA agenda, have a good awareness of domestic abuse, proactively seek to identify domestic abuse and work with victims and their families to understand risk and address the issues presenting or will make onward referrals as needed to specialist DA support services.

### DLUHC FUNDING ALLOCATION

To support the delivery of the local authority statutory duties in the Domestic Abuse Act 2021, the Department for Leveling Up Housing and Communities (DLUHC) has allocated funding to each local authority area. Gloucestershire County Council is working with its local partners to consider and prioritise the funding allocated to address the support needs of domestic

abuse victims and their children in safe accommodation. Initial approval has been given to develop the following to strengthen our accommodation based support offer:

- + Domestic abuse specialist support for victims accommodated in our Places of Safety model
- + Development of additional Places of Safety with specialist support
- + Consider development of a dispersed refuge approach
- + Funding for specialist support within the current refuge
- + Flexible funding scheme to facilitate access to goods and services for victims with housing related needs
- + Specialist support for victims receiving target hardening and sanctuary measures
- + Specialist Domestic abuse advocates in housing teams
- + Domestic abuse training within the housing sector

Further consideration will be given as to how this funding will be used in future years to continue to strengthen the local approach to support within safe accommodation.

# POLICY CONTEXT

This Domestic Abuse Strategy overlaps with the aims of many other national and local strategies. A partnership approach which recognises these interlinking issues and priorities has greater potential to prevent domestic abuse and produce a more effective response to domestic abuse in Gloucestershire.

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## NATIONAL

### TACKLING VIOLENCE AGAINST WOMEN AND GIRLS 2021 - 2024

The strategy to tackle violence against women and girls (VAWG 2021 – 2024), provides a specific focus on the types of violence and abuse which are more likely to be experienced by women and girls including, domestic abuse, sexual violence/harassment, forced marriage, female genital mutilation (FGM), honour based violence, stalking, sex work, modern slavery and human trafficking, child sexual exploitation (CSE) and supporting female offenders. This strategy places a focus on prioritising prevention, supporting victims, perusing perpetrators and there being a stronger system.

### THE NATIONAL VICTIMS STRATEGY

The national victim's strategy places a focus on; overarching improvements to victims experience, support available whether or not victims report a crime, improving support once a victim reports a crime, better support during the court process and ensuring the victims understand court decisions and the implications for them and the offender.

### MODERN SLAVERY AND HUMAN TRAFFICKING

Modern slavery is a complex crime that encompasses slavery, servitude, forced and compulsory labour and human trafficking. Domestic abuse is experienced by many victims of modern slavery and some are exploited or trafficked by intimate partners or family members; this is particularly the case for victims of domestic servitude and sexual exploitation, who are predominantly women and girls. The Modern Slavery Strategy aims to disrupt perpetrators, prevent exploitation, protect victims, and prepare systems to respond.

Locally, Gloucestershire County Council chairs the multi-agency Gloucestershire Anti-Slavery Partnership and has a modern slavery strategy under development.

### FEMALE OFFENDER STRATEGY

The criminal justice board's female offender strategy recognises that many female offenders experience chaotic lifestyles involving substance misuse, mental health problems, and homelessness which are often the product of a life of abuse and trauma. The strategy aims to take a new approach which is locally-led, partnership-focused and evidence-based in order to address vulnerability and treat offenders as individuals with the potential to contribute positively to society.

### SUPPORTING FAMILIES PROGRAMME

The national supporting families programme (formerly Troubled Families) has championed whole family and multi-agency working to support vulnerable families that are experiencing multiple disadvantages such as unemployment, domestic abuse and poor mental health.



The titles on this page are live links. Simply click on them to be taken to the linked article.



Most of the titles on this page are live links.  
Simply click on them to be taken to the linked article.

## LOCAL

### SAFER GLOUCESTERSHIRE

Domestic abuse and sexual violence (DASV) is one of the six priorities of Safer Gloucestershire, alongside substance misuse, safeguarding children, and violence prevention. The strategy makes a commitment to ensuring a zero-tolerance approach to domestic abuse, including honour based violence and forced marriage. This includes identifying and offering help earlier to victims and families affected by domestic abuse and sexual violence; supporting professionals from all organisations to support victims in coming forward; and working together to make best use of resources.

### ACTION ON ACES

Understanding of the impact of trauma and abuse links to the Action on ACEs work in Gloucestershire. Adverse Childhood Experiences (ACEs) are specific traumatic events that occur before the age of 18, including neglect and abuse as well as indirect experiences in the household, including parental separation, domestic abuse, substance misuse, mental illness, and incarceration. Evidence shows that experiencing ACEs has direct links to increased risk of poorer outcomes in education, employment and health in later life. The Gloucestershire Action on ACEs Strategy aims to break the inter-generational cycle of trauma.

### GLOUCESTERSHIRE JOINT HEALTH AND WELLBEING STRATEGY

The Gloucestershire Joint Health and Wellbeing Strategy takes a systems approach to addressing eight key priorities including:

- + ACE
- + MENTAL WELLBEING
- + EARLY YEARS
- + HOUSING

### SAFEGUARDING CHILDREN

The Gloucestershire Safeguarding Children Partnership has representation from; NHS Gloucestershire Clinical Commissioning Group, Gloucestershire Constabulary and Gloucestershire County Council working together to identify safeguarding priorities for children and young people including securing their health and wellbeing and ensuring they have access to a good quality learning. Domestic Abuse is recognised as a child protection issue.

### SAFEGUARDING ADULTS







The Gloucestershire Safeguarding Adults Board strategic plan reflects the commitment of organisations in Gloucestershire to work together to safeguard adults with care and support needs in line with the Care Act, including those experiencing domestic abuse, sexual violence, modern slavery, and financial abuse.

### SEXUAL VIOLENCE

At the time writing this strategy the Gloucestershire Sexual Violence Strategy is in development, there will be clear partnership links between the Sexual Violence Partnership Board and the DA Local Partnership Board.

### HOUSING & HOMELESSNESS

Each district has its own housing, homelessness and rough sleeping strategies where the accommodation needs of survivors of domestic abuse are considered tackled through the implementation of appropriate solutions.

-  **GLOUCESTER HOUSING HOMELESSNESS AND ROUGH SLEEPING STRATEGY**
-  **CHELTENHAM HOUSING HOMELESSNESS AND ROUGH SLEEPING STRATEGY**
-  **STROUD HOMELESSNESS PREVENTION STRATEGY**
-  **TEWKESBURY HOUSING STRATEGY**
-  **FOREST OF DEAN HOUSING STRATEGY**
-  **COTSWOLDS PREVENTING HOMELESSNESS STRATEGY**



Click on the above titles to access pdf.

# PLANNED REVIEW OF THE **DA STRATEGY**

Page 62

The Gloucestershire Domestic Abuse Strategy will be in place for 3 years (2021-2024) in line with Government requirements. Our intention is to refresh the strategy in 2022 to ensure it remains in line with expected publications and policy changes nationally, including:

- + NATIONAL DOMESTIC **ABUSE STRATEGY** AND MALE VICTIMS STATEMENT
- + **FINAL VERSIONS** OF THE DOMESTIC ABUSE STATUTORY GUIDANCE
- + ANY **REFRESH** OF THE NATIONAL STATEMENT OF EXPECTATIONS
- + UPDATES IN **ANNUAL DLUHC FUNDING** ALLOCATION
- + UPDATES ON THE POSITION WITH REGARDS **COMMUNITY BASED SUPPORT** FOLLOWING THE REVIEW OF THE VICTIM'S STRATEGY AND DOMESTIC ABUSE COMMISSIONERS REPORT ON THE IMPACT OF THE DOMESTIC ABUSE ACT 2021 ON COMMUNITY BASED SUPPORT.



We will also consider other opportunities to link with related national and local strategies, and local consideration for widening the scope to reflect the needs of young people under the age of 16.

The intention is for the Gloucestershire Domestic Abuse Strategy to be formally reviewed every 3 years in line with the statutory requirements as part of the Domestic Abuse Act 2021.

To support the continued delivery of the Gloucestershire Domestic Abuse Strategy, the local needs assessment will be completed in full every 3 years, with an annual review of local domestic abuse accommodation based support services in line with the statutory requirements as part of the Domestic Abuse Act 2021.

# CASE STUDIES

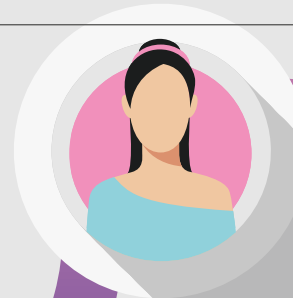
## IN-COUNTY REFUGE

### SUPPORT GIVEN

- + Risk assessment to understand the risk posed by **Emily's** ex partner and how risks can be managed.
- + Homelessness application to local authority.
- + Support to apply for Housing benefit, universal credit, child benefit, grants to gain household items.
- + Domestic abuse support to increase knowledge of identifying abusive behaviours and what is healthy in a relationship.
- + Support to access local medical services for baby including health visiting, immunisations and weaning advice.
- + Referral to Children's Social Care Early Help at point of move on.

### OUTCOMES

- + **Emily** now lives in suitable accommodation with her child.
- + She has a greater understanding of domestic abuse and knows how to seek help in the future should she need it, including around safe contact with her child's father.
- + She is receiving ongoing parenting support to ensure a positive outcome for her child.



01

### ENTRY POINT

- + **Emily** is a young mum, aged 19, with a 3 month old baby.
- + She was referred to the refuge by her district housing team after fleeing the social housing she shared with her boyfriend who was controlling, physically and mentally abusive.



02

### VICTIM/SURVIVOR NEEDS WITHIN SAFE ACCOMMODATION

- + **Emily** needed support to understand domestic abuse and its impact on her child, help with housing and accessing financial support such as housing benefit, child benefit and universal credit.
- + As a care leaver without family support **Emily** lacked confidence and self esteem.
- + She needed help with life skills and budgeting, as well as guidance on parenting skills such as managing crying.



03



04

### FOLLOW ON SUPPORT

- + **Emily** received follow on support to ensure safe contact between her baby and its father, with help seeking legal advice available, if it was needed.
- + Multiagency meetings made sure there was a smooth transition from the refuge, to local community based family support / parenting help.



05

# CASE STUDIES

## STALKING

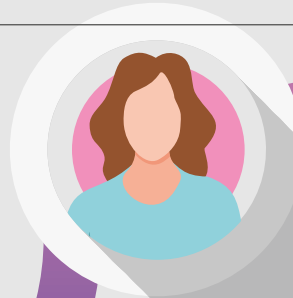
### SUPPORT GIVEN

- + ISAC made contact with **Claire** by text message, then sent leaflets on the ISAC role, stalking risk and relevant legislation
- + DASH risk assessment completed was submitted to MARAC and to Stalking Clinic.
- + ISAC offered reassurance to **Claire** about the way she was feeling; providing context about how stalking impacts victims
- + Information and support with ongoing non-molestation order provided for Family Court and liaison with **Claire's** employers to support safety planning.
- + **Claire** was supported with online abuse after her ex-partner was arrested, incidents/ongoing behaviours were reported to police on her behalf, and she was kept updated about court processes.

### OUTCOMES

- + **Claire's** ex-partner was jailed and given a lengthy Restraining Order.
- + She is now moving on with her life, encouraged that her ex-partner has been made to stop his actions.
- + **Claire** has faith in the criminal justice system to protect her if her ex-partner resumes his abuse.

01



### ENTRY POINT

- + **Claire** reported her ex-partner to police after he began bombarding her with messages after the breakdown in their relationship. She also reported criminal damage to her vehicle.
- + Multiple medium risk reports were made and picked up by the Stalking Clinic who escalated the risk to high.
- + A high-risk Vulnerability Identification Screening Tool (VIST) was submitted to GDASS who identified stalking behaviour and made a referral to the Independent Stalking Advocacy Caseworker (ISAC)

02



### SPECIFIC NEEDS IDENTIFIED

- + **Claire** needed to understand why her ex-partner was behaving like this; what could be done to stop this behaviour; she needed practical help to make her feel safer including the security of her property.
- + **Claire** also wanted reassurance about the police process and the non-molestation order as she did not qualify for legal aid.

03



### LINKS TO OTHER SERVICES / SUPPORT

- + ISAC liaised with IDVA service to avoid duplication and overwhelming **Claire** with services.
- + Stalking Clinic multi agency meeting convened for information sharing and to support a robust investigation plan by police with various tactics explored.
- + Referral to Safer Cyber Unit.
- + Liaison with Harm Reduction Officer, Stalking Clinic and GDASS floating support on **Claire's** behalf.
- + Liaising with officers about the Restraining Order request to offer longer term protection.

04



### FOLLOW ON SUPPORT

- + ISAC provided ongoing safety planning advice about steps **Claire** is taking to move forward with her life and assisting with safety planning when her ex-partner is released from prison.
- + The Stalking Clinic is providing ongoing oversight.

05





# CASE STUDIES

## GDASS IDVA

Gloucestershire Domestic Abuse Support Service (GDASS)  
Independent Domestic Violence Advisor (IDVA)

### ENTRY POINT

- + Self-referral, recommended to call GDASS by friend who had previously accessed support
- + High risk DASH completed

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01



### SPECIFIC NEEDS IDENTIFIED

- + Immediate safety of **Rachel** and her three children
- + Unsafe accommodation as shared with perpetrator
- + Risk of children being taken out of the country
- + Cultural barriers. **Rachel** is from an African country and is Muslim.
- + High levels of control, **Rachels** home was covered by CCTV, Ring Doorbell and Listening Devices.

02



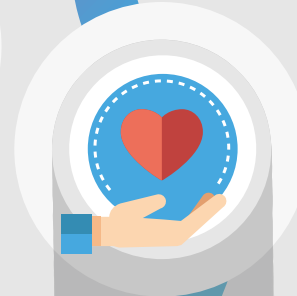
### LINKS TO OTHER SERVICES / SUPPORT

- + During support the IDVA and **Rachel** worked with: Cheltenham Borough Homes / Police / Childrens Social Care / College / Legal support

### FOLLOW ON SUPPORT

- + **Rachel** is accessing legal support in order to obtain a Child Arrangement Order and Non-Molestation Order.
- + GDASS Floating Support and Place of Safety

03



### SUPPORT GIVEN

- + Urgent Strategy meeting requested
- + Safety planning
- + Working closely with police to recover travel documents
- + Places of Safety referral completed
- + Met with tutor and Safeguarding Officer at college – changed lesson routine so it was less easy to track and follow **Rachel**. Picture of perpetrator given to College.
- + Arranged for **Rachels** car to be checked by police for tracking devices
- + Worked with Cheltenham Borough Homes to arrange for a Discretionary Housing Payment to be made.
- + Supported to reach financial independence (Universal credit, changing online banking details, secured personal devices)

04



### OUTCOMES

- + Currently in a GDASS Place of Safety
- + Accessing ongoing Floating Support
- + Financial independence
- + Risk of children being taken out of the country reduced

05



## ACKNOWLEDGEMENTS

We want to thank all those victims/survivors who have shared their stories with us through our engagement survey. We are also indebted to the Gloucestershire Domestic Abuse Partnership Board for their energy, enthusiasm and commitment to working together to develop this strategy. Special thanks go in particular to the County Council Domestic Abuse Commissioning Manager and the County Domestic Abuse and Sexual Violence (DASV) Strategic Coordinator for their time, expertise and knowledge in supporting the Partnership through the process.

## FURTHER INFORMATION

For further information about any aspect of this strategy please contact [glostakeastand@gloucestershire.pnn.police.uk](mailto:glostakeastand@gloucestershire.pnn.police.uk)



# Gloucestershire Domestic Abuse Needs Assessment 2021



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## 1. Introduction

Domestic abuse as part of wider 'violence against women and girls' is a major global public health issue and a violation of human rights. Currently it is estimated to impact 30% of the global female population in their lifetime and as many as 38% of the world's homicides of women are thought to be perpetrated by intimate partners<sup>1</sup>.

Whilst domestic abuse is known to impact individuals regardless of their gender, ethnicity, age, sexuality, socio-economic background and religion, it is well understood as a gendered crime, impacting women and girls most significantly worldwide. The World Health Organisation (WHO) note that 'Gender inequality and norms on the acceptability of violence against women are a root cause of violence against women' in which domestic abuse is a feature.

Whilst domestic abuse is best understood as a dynamic of power and control, intimate partner and sexual violence is the result of a range of factors occurring at an individual, family, community and wider societal level that interact with one another; these factors (both for victimisation and perpetration) include<sup>2</sup>:

- lower levels of education;
- a history of exposure to child maltreatment;
- witnessing family violence;
- antisocial personality disorder;
- harmful use of alcohol;
- harmful masculine behaviours, including having multiple partners or attitudes that condone violence;
- community norms that privilege or ascribe higher status to men and lower status to women;
- low levels of women's access to paid employment;
- low level of gender equality (discriminatory laws, etc.);
- past history of exposure to violence;
- marital discord and dissatisfaction;
- difficulties in communicating between partners;
- male controlling behaviours towards their partners.

Whilst domestic abuse is very much understood as a gendered crime, there is recognition, particularly at a national level that domestic abuse can and does impact on men as well as women, impacting over 7,000,000 men in the past year<sup>3</sup>. It is important therefore to consider domestic abuse as endemic across all sections of society.

The impact of domestic abuse is significant and in some instances life changing or life ending in its most severe form. It can impact on an individual's health, mental health, finances, general self-esteem and wellbeing, education, employment and integration into society.

Not only does domestic abuse come at a significant cost to those who experience it, but it also incurs extreme economic costs, with a significant impact particularly on public services. In the year ending

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<sup>1</sup> World Health Organisation: [Violence against women \(who.int\)](https://www.who.int/news-room/fact-sheets/detail/gender-equality)

<sup>2</sup> World Health Organisation: [Violence against women \(who.int\)](https://www.who.int/news-room/fact-sheets/detail/gender-equality)

<sup>3</sup> Office for National Statistics (ONS): Domestic abuse victim characteristics, England and Wales: year ending March 2020



March 2017, Home Office Research<sup>4</sup> estimated that the cost of domestic abuse was £66 billion in England and Wales, broken down by:

- Economic impact through lost output due to time off work/reduced productivity: £14 billion
- Health services in responding to the consequences of domestic abuse: £2.3 billion
- Police in responding to domestic abuse related crimes: £1.3 billion
- Physical and emotional harms incurred by victims: £47 billion

In addition to these costs, the provision of domestic abuse support services often falls to government departments and at a local level, local authorities and commissioning bodies.

In recent years, the profile of domestic abuse has increased significantly, not least due to the introduction of the Domestic Abuse Bill and the well-publicised impact of the Covid-19 pandemic on those experiencing domestic abuse. It is hoped that this higher profile will support local areas and organisations in continuing to raise awareness of domestic abuse, and improve localised responses. Most significant however, is the need to ensure that the local strategy and responses to domestic abuse are based on need and reflect the voice of the survivor.

### 1.1 Definition of domestic abuse

The Cross-Government Statutory Definition was introduced as part of the Domestic Abuse Act in 2021<sup>5</sup>. Domestic Abuse is defined as;

*Behaviour of a person (“A”) towards another person (“B”) is “domestic abuse” if— (a) A and B are each aged 16 or over and are personally connected to each other, and (b) the behaviour is abusive.*

*Behaviour is “abusive” if it consists of any of the following:*

- a) physical or sexual abuse;*
- b) violent or threatening behaviour;*
- c) controlling or coercive behaviour;*
- d) economic abuse ( any behaviour that has a substantial adverse effect on B’s ability to— (a) acquire, use or maintain money or other property, or (b) obtain goods or services)*
- e) psychological, emotional or other abuse;*

*It does not matter whether the behaviour consists of a single incident or a course of conduct.*

Definition of ‘Personally Connected’: two people are “personally connected” to each other if any of the following applies:

- they are, or have been, married to each other;
- they are, or have been, civil partners of each other;
- they have agreed to marry one another (whether or not the agreement has been terminated);
- they have entered into a civil partnership agreement (whether or not the agreement has been terminated);
- they are, or have been, in an intimate personal relationship with each other;
- they each have, or there has been a time when they each have had, a parental relationship in relation to the same child;

<sup>4</sup> Oliver, R, Alexander, B, Roe, S and Wlasny, M (Jan 2019) The economic and social costs of domestic abuse. Research Report 107. Home Office. [The economic and social costs of domestic abuse \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/811117/the-economic-and-social-costs-of-domestic-abuse-research-report-107.pdf)

<sup>5</sup> [Domestic Abuse Act 2021 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2021/32/section/1)

- they are relatives;
- A is a carer for B who is a disabled person.

Children (anyone under the age of 18) as victims of domestic abuse is defined as;

*A child who (a) sees or hears, or experiences the effects of, the abuse, and (b) is related to A or B (as per the above definition of DA).*

A child is related to a person if— (a) the person is a parent of, or has parental responsibility for, the child, or (b) the child and the person are relatives.

## 1.2 Scope and purpose of the needs assessment

As part of the introduction of the Domestic Abuse Act in 2021, a statutory duty was placed on Tier one Local Authorities to provide support to victims of domestic abuse and their children in domestic abuse safe accommodation. Part of this statutory duty also included the requirement to conduct a local needs assessment that specifically explores the level of local need for support services within safe accommodation for victims of domestic abuse. This needs assessment will then be expected to support decision making around commissioning and the development of a newly required 3 year domestic abuse local strategy.

Whilst the statutory requirement for a local needs assessment is solely focused on accommodation based support services, local areas have been given the option of widening the scope to take a more holistic view. Given Gloucestershire's current strategy and commissioning model for domestic abuse, and that a formal needs assessment has not been conducted since 2013, a local decision was made to conduct a broad scope domestic abuse needs assessment covering both accommodation and community based support.

To inform the development of the domestic abuse Commissioning Framework, a local domestic abuse data project was completed in 2017. The scope for this needs assessment is therefore based on the requirements laid out by the MHCLG<sup>6</sup> and the previous data project conducted to inform the commissioning framework.

The Gloucestershire Domestic Abuse needs assessment 2021 will consider data from years 2017/18, 2018/19 and 2019/20. In addition, data from 2020/21, where available, will be considered to reflect on the impact of Covid-19 locally.

Any variance in reporting periods used by different data sources will be clearly indicated.

With the new statutory definition of domestic abuse in mind, the areas under scope for this needs assessment are:

- Domestic Abuse
- Honour Based Violence and Forced Marriage
- Child to parent abuse
- Family violence
- Stalking

As in the statutory definition, the needs assessment will focus primarily on those aged 16+.

The needs assessment will consider:

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<sup>6</sup> Ministry of Housing, Communities and Local Government

- What is the national context surrounding domestic abuse?
- What is the picture of domestic abuse in Gloucestershire?
- What is the current provision of accommodation based services in Gloucestershire?
- What is the current provision of community based services in Gloucestershire?
- How does Gloucestershire currently respond to perpetrators of domestic abuse?
- What is the impact of domestic abuse on children in Gloucestershire?
- What is the picture of stalking, Honour Based Violence (HBV) and Forced Marriage (FM) in Gloucestershire and what is our local approach?
- What is the view of those with lived experience of domestic abuse and the general community?

#### **Outside of the scope:**

Sexual Violence: whilst domestic abuse and sexual violence are linked, a separate needs assessment on sexual violence has been commissioned by the Sexual Violence Partnership Board. Data submitted into the domestic abuse needs assessment may include links to sexual violence where offences have been flagged as ‘domestic abuse related’ however this needs assessment will not fully explore sexual violence. Both the domestic abuse partnership and sexual violence partnership will ensure the sharing of learning and joint working wherever necessary.

Female Genital Mutilation: whilst FGM is often connected to HBV/FM, strategically, FGM in Gloucestershire is responded to within the remit of child protection.

Modern slavery and female prisoners: whilst forming part of the wider ‘Violence against Women and Girl’s agenda’, these areas are currently considered locally under the modern slavery partnership and criminal justice board respectively. The DA local partnership board will however consider future links with these groups.

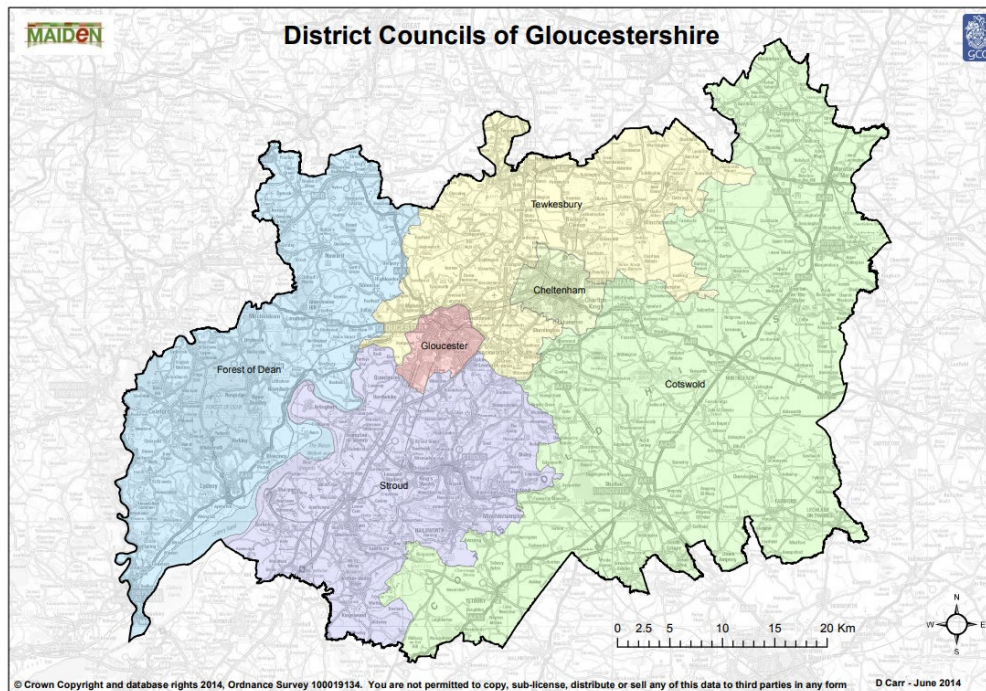
Teenage relationship abuse: whilst in Gloucestershire we recognise teenage relationship abuse, under the age of 16, and provide services to address this, plans to explore more widely the impact of such abuse will be considered at a later date and be separate from this needs assessment.

### 1.3 About Gloucestershire<sup>7</sup>

Gloucestershire is an English county situated at the northern edge of the south west region of the United Kingdom. It covers an area of 1,025 square miles including the largest Areas of Outstanding Natural Beauty in the country. Essentially a rural county, it has been known since Roman times for farming, forestry and horticulture with an industrial history featuring the wool trade. Gloucester and Cheltenham lie at the heart of the county, linked by the A40 and either side of the M5. There are good connections to the south west via the M5, to the north via the M5/M6 and M42, Wales using the A40 and the M4 and to London and the south-east using the A40 and the M4. The Fosse Way runs through the county north to south taking travellers from Cirencester to Stow on the Wold and Moreton in Marsh whilst the Ermin Way crosses east to west from Cirencester to Ross.

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<sup>7</sup> Source: <https://inform.gloucestershire.gov.uk/media/2099157/current-population-of-gloucestershire-overview-2019.pdf>



### Population and Age Structure

The population of Gloucestershire was estimated to be around 637,070 in 2019, representing a rise of approximately 3,512 people since 2018. This is the equivalent to a growth of 0.6% in population from 2018 to 2019, which was higher than the rate of growth for England and Wales which stood at 0.5%.

The district of Gloucester has the largest population in the county and the Forest of Dean has the smallest. From 2018 to 2019, Tewkesbury had the fastest rate of growth in the county (2.6%) whilst Cheltenham had the lowest rate with a decline of -0.7%.

The proportion of children and young people aged 0-19 (22.4%) in Gloucestershire was slightly higher than that for the South West but lower than that for England and Wales. The working age population (aged 20-64) made up 56.0% of the population in Gloucestershire in 2019. This was slightly higher than the figure for South West, but lower than that for England and Wales. The proportion of people aged 65 or over (21.6%) was lower than that for South West but higher than that for England and Wales. The percentage of the population of working age in Gloucestershire at 56.0%, is nearly 2 percentage points lower than that of England and Wales, and has declined from 56.2% last year. The 90 years and over population continues to increase despite a decline in births in England and Wales 90 years ago; this reflects improvements in mortality going back many decades.

### Deprivation

Gloucestershire is among the 20% least deprived local authorities in England. Life expectancy for both men and women is higher than the England average. However, there are notable variations across the county, from rural communities to urban towns. Notably, good health and wellbeing is not evenly distributed across the county and pockets of deprivation do exist, particularly in the main urban areas and in some of the market towns. Life expectancy is 8.4 years lower for men and 5.4 years lower for women in the most deprived areas of Gloucestershire than in the least deprived areas.

The following chart shows the proportion of the population in each deprivation quintile for Gloucestershire and each of the six districts in the county.

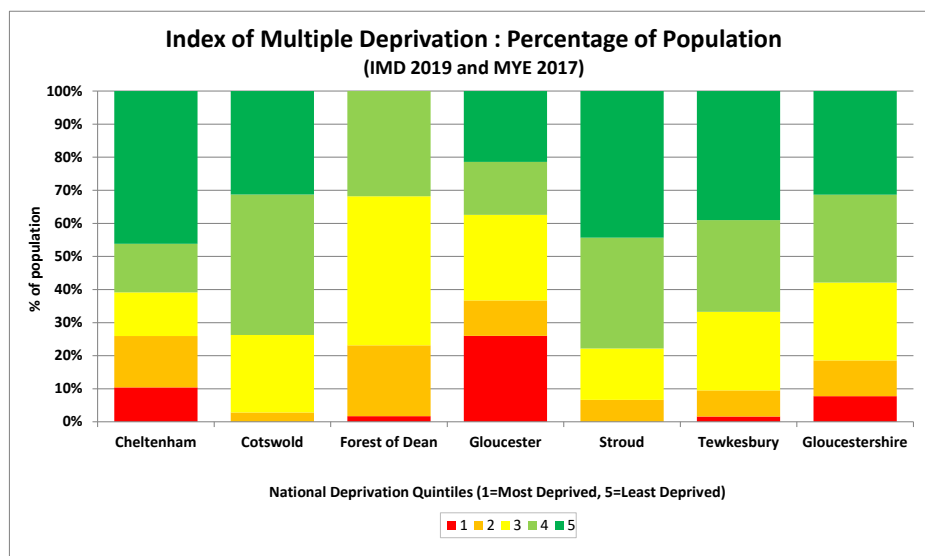


Figure 1: Overall Index of Multiple Deprivation 2019 – Percentage of Population by Quintile and District

## Protected Characteristics and Groups with Particular Needs

### Ethnicity

The population of Gloucestershire has become increasingly diverse in recent years. During the period 2001-2011, the percentage of the local population from non-white ethnic groups rose from 2.8% to 4.6%; while this has increased it remains lower than the national average (14.1%).

In terms of absolute numbers the biggest growth from 2001-2011 was among those classed as 'White-British' (up by 11,500). The proportion the county's population belonging to the 'White-Other' category was 3.1% in 2011, twice the proportion seen in 2001. This increase has been linked to inflow from Eastern European countries.<sup>8</sup> There were also increases in the number of residents from Asian backgrounds (Other Asian (up 2,300) and Indians (up 2000)).

There are variations in the ethnicity profile between the districts. Gloucester has the highest Black and Minority Ethnic (BME) population at 10.9%, Cheltenham also has a higher proportion of people from Black and Ethnic Minorities (5.7%) compared to the county average (4.6%).

### Religion

According to the 2011 Census, 63.5% of residents in Gloucestershire were Christian, making it the most common religion. This was followed by no religion which accounts for 26.7% of the total population. Gloucestershire has a higher proportion of people who are Christian, have no religion or have not stated a religion than the national figures. In contrast it has a lower proportion of people who follow a religion other than Christianity, which reflects the ethnic composition of the county.

### Marital status, civil partnerships and sexual orientation

Gloucestershire has a lower proportion of people who are single or separated when compared to the national figure. In contrast the proportion of people who are married, divorced or widowed exceeds the national figures. According to the 2011 census, 30.5% of Gloucestershire residents are

<sup>8</sup> Inform Gloucestershire 2016 <https://inform.gloucestershire.gov.uk/Resource.aspx?ResourceID=406>

single and have never married or registered a same-sex civil partnership; 50.2% are married; 0.3% are in a registered same-sex civil partnership; 2.3% are separated but still legally married or still legally in a same sex civil partnership; 9.5% are divorced or formerly in a same sex civil partnership which is now legally dissolved; 7.2% are widowed or a surviving partner from a same sex civil partnership.

There is no definitive data on sexual orientation at a local or national level. Estimates used by the Department of Trade and Industry in 2003 and quoted by Stonewall, suggest around 5-7% of the population aged 16+ are lesbian, gay or bisexual (LGB). If this figure were applied to Gloucestershire it would mean somewhere between 26,100 and 36,500 people in the county are LGB. A more recent estimate from the 2015 ONS Annual Population Survey (APS) suggests that 2.3% of the UK population is LGB: if this figure was applied to Gloucestershire it would mean that there are approximately 12,000 LGB people in the county<sup>9</sup>.

### People with long-term conditions and disabilities

Long-term conditions (LTC)<sup>10</sup> are more prevalent in older people and in more deprived groups. People living with a long term condition are more likely to use health and care services. According to the 2011 Census 16.7% of Gloucestershire residents reported having a long-term limiting health problem; this was below the national figure. At a household level, 24.2% of households had at least one person with a long-term limiting health problem or disability; slightly lower than the figure for England of 25.7%. It is estimated that in 2020, there are 63,271 people aged 65 and over in Gloucestershire living with a long-term health condition. This is projected to rise to 80,600 in 2030<sup>11</sup>.

### Learning and Physical disabilities

Estimates suggest that in 2020 there were approximately 12,004 people aged 18 years and over living with a learning disability in Gloucestershire<sup>12</sup>, equating to 2.3% of the adult population. Of this group, about 2,459 (about 20.5%) are estimated to have moderate or severe learning disabilities. In 2020, 21,847 working age adults (18-64 years) in Gloucestershire are predicted to have impaired mobility moderate physical disability, while 19,103 are predicted to have a moderate or serious personal care disability<sup>13</sup>.

### Homeless Households

Homelessness is both the cause and consequence of many other problems. The impact of homelessness on health can be stark; Homeless people are over twice as likely to report a physical health issue than the general public<sup>14</sup>. Local authorities have a duty to secure suitable accommodation for the statutory homeless<sup>15</sup>; this is referred to as acceptances.

<sup>9</sup> Gloucestershire Equality Profile 2021

<sup>10</sup> LTCs- conditions that cannot, at present, be cured, but people living with these conditions can be supported to maintain a good quality of life

<sup>11</sup> Projecting Older People Population Information (POPPI): <https://www.poppi.org.uk> (accessed 05/07/2021 - day-to-day activities are limited a little or a lot)

<sup>12</sup> Projecting Older People Population Information (POPPI): <https://www.poppi.org.uk/> (Assessed 05/07/2021)

<sup>13</sup> Projecting Adult Needs and Service Information (PANSI): <http://www.pansi.org.uk/index.php?pageNo=388&arealD=8260&loc=8260> (Assessed 05/07/2021)

<sup>14</sup> Homeless, Health Needs Audit 2016 <http://www.homeless.org.uk/our-work/resources/homeless-health-needs-audit> (assessed 4.9.17)

<sup>15</sup> **Statutory homelessness**: refers to people who meet specific criteria set out in legislation. Broadly speaking, if they are unintentionally homeless, fall within a specified priority need group and do not have accommodation that they have a legal right to occupy, which is accessible and physically available to them and which it would be reasonable for them to continue to live in.

During the 2019/20 financial year, 3,141 households were initially assessed as homeless or threatened with homelessness and owed a statutory homelessness duty in Gloucestershire<sup>16</sup>. This equates to a rate of 11.5 per 1000 households which is lower than the national rate of 12.3. The highest rate of statutory homelessness in Gloucestershire is highest in Gloucester with a rate of 25.3, almost double the national rate. All other districts have statutory homeless rates below the Gloucestershire and England rates.<sup>17</sup>

### Gypsies and travellers

Gloucestershire County Council has four residential sites for the travelling communities. There are also many privately owned sites particularly in the Tewkesbury and Gloucester areas. The Gloucestershire County Council owned sites are based in:

- Willows, Sandhurst Lane, Gloucester
- Cursey Lane, Elmstone Hardwicke
- Showborough, Twyning near Tewkesbury
- Culkerton, near Tetbury

### Armed Forces Community

In Gloucestershire the serving Armed Forces community is predominantly based at three locations: Beachley Barracks, in the Forest of Dean, Imjin Barracks, on the outskirts of Gloucester, and Duke of Gloucester Barracks, on the outskirts of Cirencester. Serving personnel may reside at these locations; however, there are significant numbers that live in other locations across, or outside of, the County. Estimates published by the Ministry of Defence, based on the Annual Population Survey, put the figure for the number of Veterans located in the County at around 47,000 for 2015. Census data from 2011 lists the number of “associated members” (spouses, partners or children) to members of the Armed Forces living in the County at 2,779. However, this figure is intuitively low and anecdotal evidence suggests that the actual figure may be significantly higher than this.

### Refugees and Asylum Seekers

At the end of March 2021, there were 116 asylum seekers and their dependents living in Gloucestershire, the majority (94) of which were in Gloucester. National evidence also shows that asylum seekers have specific mental and physical health issues and that they can experience difficulties accessing healthcare in the UK.<sup>18</sup>

### Health Outcomes

Overall, the health of people living in Gloucestershire is better than the England average. Life expectancy for both men and women is higher than the England average; however life expectancy is 8.4 years lower for men and 5.4 years lower for women in the most deprived areas of Gloucestershire than in the least deprived areas<sup>19</sup>. The three biggest killers in Gloucestershire (and nationally) are cancer (25.7%), circulatory disease (28%) and respiratory diseases (14.6%)<sup>20</sup>.

<sup>16</sup> Ministry of Housing, Communities and Local Government, Homelessness statistics <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

<sup>17</sup> *Ibid.*

<sup>18</sup> Asylum statistics (UK Parliament) <https://commonslibrary.parliament.uk/research-briefings/sn01403/>

<sup>19</sup> PHE Public Health Profiles 2019 - <https://fingertips.phe.org.uk/static-reports/health-profiles/2019/E10000013.html?area-name=Gloucestershire>

<sup>20</sup> [https://www.gloucestershire.gov.uk/media/1521071/health\\_overview\\_for\\_gloucestershire\\_2017-2.pdf](https://www.gloucestershire.gov.uk/media/1521071/health_overview_for_gloucestershire_2017-2.pdf)

## Mental Health

In 2018/19, 10.2% of patients (aged 18+) in Gloucestershire were recorded in GP Practice as having depression<sup>21</sup> and 9% of patients (18+) responding to the GP patient survey reported having a 'long-term mental health problem'. This is lower than the England average of 10.7% of patients recorded as having depression and 9.9% as having a 'long term mental health problem'<sup>22</sup>.

## Dementia

The ageing population is a factor for the rising number of dementia diagnosis in the county; estimates suggest that in 2021 there are 10,076 people aged over 65 living with dementia<sup>23</sup>.

## Lifestyle risk factors

Lifestyle factors are a significant factor in someone's risk of developing a LTC or dying prematurely. Smoking, excess consumption of alcohol, poor diet, low levels of physical activity and obesity are established risk factors for many chronic diseases.

- Smoking in Gloucestershire has steadily declined over the past years; The 2019 Annual Population Survey records prevalence of smoking in adults in the county (13%) as better than the national rate (England – 13.9%)<sup>24</sup>.
- The percentage of physically active adults in Gloucestershire is better than that nationally, however only 70.8% meet the recommended levels of physical activity<sup>25</sup>.
- Alcohol-related hospital admissions are one indicator of the extent of harmful drinking in a community. Until 2012/13, the rate of alcohol-related hospital admissions in Gloucestershire had been steadily rising for 4 years, and was considerably higher than both the regional and national benchmarks. However, the most recent year of data (18/19) shows no statistical significant difference to the regional and national rate<sup>26</sup>.
- the percentage of adults' classified as overweight or obese (61.4%) is similar to that regionally and nationally<sup>27</sup>

The NHS Health Check is a national health check-up program designed to spot early signs of stroke, kidney disease, heart disease, Type 2 diabetes or dementia. There have been almost 51,000 people who have received an NHS health check in the county over the last 5 years (2016/17 to 2020/21)

<sup>21</sup> PHE Mental Health and Wellbeing JSNA - <https://fingertips.phe.org.uk/profile-group/mental-health/profile/mh-jsna/data#page/1/gid/1938132922/pat/6/par/E12000009/ati/102/are/E10000013/iid/93495/age/164/sex/4/cid/4/tbm/1>

<sup>22</sup> PHE Common Mental Health Disorders - <https://fingertips.phe.org.uk/common-mental-disorders#page/3/gid/8000026/pat/44/par/E40000006/ati/154/are/E38000062/iid/358/age/164/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>23</sup> Inform Gloucestershire - <https://www.gloucestershire.gov.uk/media/2105981/equality-profile-2021.pdf> (accessed 08.07.21)

<sup>24</sup> PHE Fingertips - <https://fingertips.phe.org.uk/search/smoking#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/92443/age/168/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>25</sup> PHE Fingertips - <https://fingertips.phe.org.uk/physical-activity#page/4/gid/1938132899/pat/6/par/E12000009/ati/402/are/E10000013/iid/93014/age/298/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>26</sup> PHE Fingertips - <https://fingertips.phe.org.uk/search/Alcohol%20related%20hospital%20admissions#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/91414/age/1/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>27</sup> PHE Fingertips - <https://fingertips.phe.org.uk/search/obese#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/93088/age/168/sex/4/cid/4/tbm/1/page-options/car-do-0>



with the take up rate over this time being 26.7% which is considerably lower than the national rate<sup>28</sup>.

The National Diabetes Prevention Program commenced roll-out in Gloucestershire in mid-2017. Patients considered at risk of diabetes from priority practices (those with high recorded prevalence of diabetes) were the first to be invited to take part in the NDPP, with a view to roll-out countywide. Prevalence of diabetes in Gloucestershire is currently 6.8% (2019/20), this is statistically similar to the regional rate and lower than the national rate<sup>29</sup>.

### Sexual Health

The Under 18s Conception rate in Gloucestershire is lower than the regional and national rate<sup>30</sup>. The rate of chlamydia<sup>31</sup> detection in young people (15-24year old) is higher than the rate of detection in England<sup>32</sup>; the rate of diagnoses of all new sexually transmitted infections (excluding chlamydia in under 25 year olds) e.g. syphilis, gonorrhoea, genital herpes etc. among people accessing specialist and non-specialist sexual health services in Gloucestershire however is lower than the rate of diagnoses in England between 2012 and 2019<sup>33</sup>. HIV testing coverage in Gloucestershire is lower than the national rate<sup>34</sup>.

### Illicit drug use and alcohol misuse

Using nationally representative estimates from the England and Wales Crime Survey, we can estimate that within Gloucestershire, an estimated 32,438 adults aged 16-59 years of age will have used an illegal drug within the last year with cannabis being the most frequently used drug and an estimated 7,247 will have used an illegal drug more than once in the last month (EWCS/ONS 2020). 12,362 people aged 18-64 within Gloucestershire are predicted to be dependent on drugs in 2020 (PANSI), this includes an estimated 2,849 heroin and/or crack users (LJMU 2019) who experience the most severe drug dependence.

In 2014 (latest figures available) within Gloucestershire a total of 2,154,286 litres of pure alcohol were purchased, this equates to a 4.4 litres of pure alcohol per adult (18+) within the county, which is lower than both the South West and England averages. However whilst the amount of alcohol purchased within the county is lower than both the regional and England averages, the rate of abstinence in the County is lower (12.8%) than that of England (15.5%) and the proportion of the Gloucestershire adult population who consume more than the recommended weekly limit of fourteen units of alcohol is higher (29.2%) than both the South West (26.8%) and England (25.7%)

<sup>28</sup> PHE Fingertips - <https://fingertips.phe.org.uk/profile/nhs-health-check-detailed/data#page/4/gid/1938132726/pat/6/par/E12000009/ati/202/are/E10000013/iid/91112/age/219/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>29</sup> PHE Fingertips - <https://fingertips.phe.org.uk/search/diabetes#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/241/age/187/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>30</sup> PHE Fingertips - <https://fingertips.phe.org.uk/profile/child-health-profiles/data#page/4/gid/1938133228/pat/6/par/E12000009/ati/302/are/E10000013/iid/20401/age/173/sex/2/cid/4/tbm/1/page-options/car-do-0>

<sup>31</sup> Chlamydia is the most common diagnosed bacterial STI in England, with rates substantially higher in young adults

<sup>32</sup> PHE Sexual and Reproductive Health Profiles - <https://fingertips.phe.org.uk/search/chlamydia#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/90776/age/156/sex/4/cid/4/tbm/1/page-options/car-do-0>

<sup>33</sup> PHE Sexual and Reproductive Health Profiles - <https://fingertips.phe.org.uk/sexualhealth#page/4/gid/8000035/pat/6/par/E12000009/ati/202/are/E10000013/iid/91306/age/182/sex/4/cid/4/tbm/1>

<sup>34</sup> PHE Fingertips - <https://fingertips.phe.org.uk/search/hiv#page/4/gid/1/pat/6/par/E12000009/ati/102/are/E10000013/iid/91525/age/1/sex/4/cid/4/tbm/1/page-options/car-do-0>

averages. Whilst heavier drinking is more prevalent within the county for the year 2016-17 the estimated prevalence of alcohol dependence within the County at 1.07 individuals per 100 population, equating to an estimated 5,297 individuals experiencing some degree of alcohol dependence and this rate is lower than the England average (1.35 individuals per 100 population) (PHE 2018).

According to findings from the 2018 England and Wales Crime Survey (EWCS/ONS 2019), victims of domestic abuse were more likely to report that they believed the offender was under the influence of alcohol (16.6%) rather than illicit drugs (10.6%). In the same survey victims were more likely to report that the offender was under the influence of alcohol or illicit drugs than they themselves. However, 8.1% of victims reported that they were under the influence of alcohol and 1.7% reported that they were under the influence of illicit drugs the last time they suffered abuse.

Strong links have been found between alcohol use and the occurrence of intimate partner violence and evidence suggests that alcohol use increases the occurrence and severity of domestic violence (WHO 2006). Gadd et al. (2019) highlights that the relationship between substance use and domestic abuse is not straightforward and they are used in variable quantities and combinations fostering a range of effects—including docility as much as aggression—that are contingent upon the user's experience of them, prehistory of use, mood and the context in which the consumption takes place (Gadd, D. et al. 2019).

## 2. National Approach to Domestic Abuse

### 2.1 Violence Against Women and Girls

Since 2010 the UK Government's approach to domestic abuse has been defined by its 'Violence against Women and Girls (VAWG)' agenda. Originally developed in 2010, the approach has focused on the proposition that 'no woman should live in fear of violence, and every girl should grow up knowing she is safe, so that she can have the best start in life'<sup>35</sup>.

VAWG 2010 focused on making these issues 'Everybody's business' and introduced new offences of stalking, forced marriage and coercive control as well as protective orders for domestic abuse and Female Genital Mutilation (FGM).

The approach to VAWG continued with the Ending Violence against Women and Girls strategy 2016-2020<sup>36</sup> and most recently, Tackling Violence against Women and Girls 2021-2024<sup>37</sup>, which focuses on:

- **Prioritising prevention:** Looking to tackle the root causes of VAWG, improving public awareness to reduce the stigma and considering options for early intervention.
- **Supporting victims:** Ensuring victims and survivors are at the heart of the Government's approach to tackling VAWG, increasing the awareness of available support, ensuring more tailored support services are available and ensuring a joined up cross-Government approach to tackle differences in support across the country.
- **Pursuing perpetrators:** Focus on perpetrators of all forms of VAWG being brought to justice, breaking the cycle of reoffending, improving the criminal justice response and changing perpetrator behaviour through early intervention.
- **A stronger system:** Looking to ensure a cross-system approach with clear pathways and a strengthened approach to commissioning that ensure the right services are in place to reduce a 'postcode lottery'.

Alongside the introduction of the VAWG strategy for 2016-2020, the Government released the National Statement of Expectations (NSE)<sup>38</sup> in 2016. This set out the expectations for local areas in their response to VAWG, ensuring approaches were collaborative, robust and effective and that victims and survivors can access the help they need.

The NSE outlined that the following were expected from local strategies and services:

1. Put the victim at the centre of service delivery;
2. Have a clear focus on perpetrators in order to keep victims safe;
3. Take a strategic, system-wide approach to commissioning acknowledging the gendered nature of VAWG;
4. Are locally-led and safeguard individuals at every point;
5. Raise local awareness of the issues and involve, engage and empower communities to seek, design and deliver solutions to prevent VAWG.

Whilst it is expected that local areas will still be measured against the NSE, a refresh is expected in support of the new VAWG strategy 2021-2024. At the time of writing, the Government are in the process of also developing a National Domestic Abuse Strategy.

<sup>35</sup> Call to end violence against women and girls 2010. UK Government

<sup>36</sup> Ending Violence against Women and Girls, Strategy 2016-2020. UK Government

<sup>37</sup> [Tackling violence against women and girls strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/tackling-violence-against-women-and-girls-strategy)

<sup>38</sup> Violence Against Women and Girls, National Statement of Expectations. December 2016. UK Government

## 2.2 Domestic Abuse Act 2021<sup>39</sup>

In spring 2018, the Government conducted a public consultation on Transforming the Response to Domestic Abuse. The response to the consultation and a draft Domestic Abuse Bill were published in January 2019, setting out 123 commitments, both legislative and non-legislative, designed to:

- promote awareness of domestic abuse;
- protect and support victims and their families;
- transform the justice process to prioritise victim safety and provide an effective response to perpetrators;
- drive consistency and better performance in the response to domestic abuse across all local areas, agencies and sectors.

In December 2019 the Government was elected with a manifesto commitment to “support all victims of domestic abuse and pass the Domestic Abuse Bill” originally introduced in the previous Parliament.

The DA Bill had its first reading in the House of Commons in July 2019 and its second reading in October 2019 before the dissolution of Parliament. The Bill was reintroduced in March 2020 and completed its Commons stages in July 2020.

The Domestic Abuse Act received Royal Assent on 29<sup>th</sup> April 2021.

The Domestic Abuse Act comprises of 7 parts:

### **Part 1: Definition of domestic abuse**

The Act creates, for the first time, a cross-government statutory definition of domestic abuse.

The definition of domestic abuse is in two parts. The first part deals with the relationship between the abuser and the abused. The second part defines what constitutes abusive behaviour.

The Government sets out two criteria governing the relationship between the abuser and the abused. The first criteria states that both the person who is carrying out the behaviour and the person to whom the behaviour is directed towards must be aged 16 or over. Abusive behaviour directed at a person under 16 would be dealt with as child abuse rather than domestic abuse. The second criteria states that both persons must be “personally connected”. The definition ensures that different types of relationships are captured, including ex-partners, family members and child to parent abuse (CPA).

The definition also changes financial abuse to economic abuse to recognise behaviours that interfere with an individual’s ability to acquire, use and maintain economic resources such as money, transportation and utilities.

### **Part 2: Domestic abuse commissioner**

The Act establishes in law the office of the Domestic Abuse Commissioner, to provide public leadership on domestic abuse issues and play a key role in overseeing and monitoring the provision of domestic abuse services in England and Wales.

The Commissioner will be tasked with encouraging good practice in preventing domestic abuse; identifying victims and survivors, and perpetrators of domestic abuse, as well as children affected by

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<sup>39</sup> <https://www.gov.uk/government/collections/domestic-abuse-bill>

domestic abuse; and improving the protection and provision of support to people affected by domestic abuse.

The Act also places a duty on public authorities to cooperate with the commissioner, respond to recommendations made by the commissioner and to send conclusions of Domestic Homicide Reviews (DHRs) to the commissioner.

### **Part 3: Powers for dealing with domestic abuse**

The Act introduces a new civil Domestic Abuse Protection Notice (DAPN) to provide immediate protection following a domestic abuse incident, and a new civil Domestic Abuse Protection Order (DAPO) to provide flexible, longer-term protection for victims.

The new DAPO will provide alternative application routes to victims other than the police, enabling specified third parties to apply for a DAPO directly to the family court.

The DAPO will impose both prohibitions and positive requirements on perpetrators. These could include prohibiting any form of contact with the victim and/or requiring the perpetrator to attend a behaviour change programme, an alcohol or substance misuse programme or a mental health assessment.

### **Part 4: Local Authority Support**

The Act sets out the requirements of local authorities in providing support to victims, developing domestic abuse local partnerships and producing annual reports.

The Act will place a statutory duty on local authorities in England to provide support to victims of domestic abuse and their children in refuges and other domestic abuse safe accommodation.

### **Part 5: Protection for victims and witnesses in legal proceedings**

The Act will enhance special measures directions in cases involving DA and prohibit cross-examination in person in family court proceedings.

The Act provides that victims of domestic abuse will also be automatically eligible for special measures on the grounds of fear or distress. This is also extended to civil and family court.

### **Part 6: Offences involving abusive or violence behaviour**

The Act extends the remit of the offence of coercive and controlling behaviour to cover post-separation abuse.

It also introduces two new offences:

- Threats to disclose private sexual photographs and films with intent to cause distress
- Strangulation and suffocation

The Act will also enhance the criminal justice response to offences committed outside of the UK through extending extraterritorial jurisdiction.

The Act extends extraterritorial jurisdiction to other offences required by the Istanbul Convention, including murder and manslaughter in circumstances where the courts do not already have such jurisdiction and sexual offences where the victim of the crime is 18 or over.

## Part 7: Miscellaneous and general

The Act will enhance the approach to management of offenders, provide guidance on police disclosures, grant secure tenancies in cases of DA, issue guidance about DA and develop regulations and outline financial provisions.

This includes commencing a three-year pilot of mandatory polygraph examinations on domestic abuse perpetrators released on licence identified as being at high risk of causing serious harm.

The Act will also

- Prohibit charging for the provision of medical evidence of domestic abuse
- Initiate a review of processing of victims personal data for immigration practices
- Report on the use of contact centres in England

### 2.3 Statutory Guidance Framework<sup>40</sup>

The Domestic Abuse Act sets out the future approach to domestic abuse, with a clear statutory guidance framework in place. This guidance framework sets out the responsibilities for all statutory based services as well as employers, financial services and community/faith groups.

The aim of this guidance is to provide clear information on identifying and responding to domestic abuse; setting out the clear responsibilities placed on services in safeguarding and supporting victims. The guidance sets out clear duties for agencies to work together, ensure a focus on domestic abuse and ensure effective commissioning of services.

The framework will be a key component of future activity and planning in all local areas, including Gloucestershire to ensure local arrangements are in keeping with the statutory duties and ethos of the Domestic Abuse Act.

### 2.4 The Coordinated Community Response (CCR)<sup>41</sup>

The CCR has for a number of years been viewed as the best practice approach for local areas to respond effectively to domestic abuse. The model outlines the process for which work to tackle domestic abuse is integrated and managed across individual services, ensuring individual agencies work effectively to tackle domestic abuse as well as in clear partnerships.

The CCR includes the joint working model to address prevention, early intervention, dealing with crisis, responding to risk fluctuation, ensuring long-term recovery and safety for victims and their children. It promotes joint working across a wide range of services to ensure clear pathways and specialist support agencies and systems are in place for an overall effective response.

Standing Together Against Domestic Violence (STADV) are a national charity who have championed the CCR model for a number of years. They have developed 'In search of excellence', a guide for local areas to consider their local response against a range of key components that are required in order to achieve a successful CCR.

The key components of a CCR are outlined as follows:

1. Survivor engagement and experience

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/896640/Draft\\_statutory\\_guidance\\_July\\_2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/896640/Draft_statutory_guidance_July_2020.pdf)

<sup>41</sup> In Search of Excellence: A refreshed guide to effective domestic abuse partnership work –The Coordinated Community Response (CCR). Standing Together against Domestic Violence. 2020.

2. Intersectionality
3. Shared vision and objectives
4. Structure and governance
5. Strategy and leadership
6. Specialist services
7. Representation
8. Resources
9. Coordination
10. Training
11. Data
12. Policies and processes

The CCR guidance will form a key part of Gloucestershire's local approach to domestic abuse. Appendix 1 outlines the local assessment against the key CCR components.

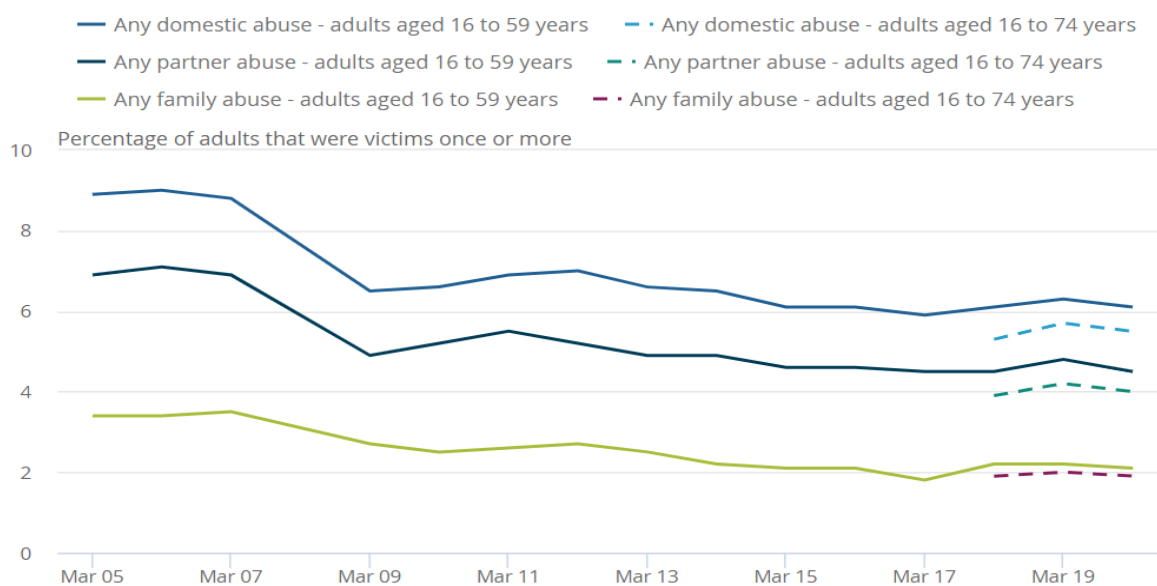
### 3. Prevalence of Domestic Abuse in England and Wales<sup>42</sup>

The Crime Survey for England and Wales (CSEW) has been conducted since 1981, measuring crime by asking members of the public about their experiences of crime over the last 12 months. This data supports our national understanding of the prevalence of certain crimes, including domestic abuse.

The CSEW relies on the participation of those selected self-reporting their experiences of crime. Whilst the results are non-identifiable and confidential, sensitive issues such as domestic abuse and sexual violence may be underreported if the individual does not feel comfortable disclosing. Despite this, the CSEW does provide a reliable estimate of the prevalence of domestic abuse using a consistent methodology that is not affected by changes in recording practices and police activity, or by changes in the propensity of victims to report to the police.

Since 2005, the CSEW has reported a steady decline in the prevalence of domestic abuse, although not significant in more recent years. This is detailed as being linked mostly to a decline in partner abuse reported to the CSEW, decreasing from 6.9% to 4.5% from 2005-2020. Family abuse has also followed a similar trend. Prevalence over time is detailed in Graph 1. All data from the CSEW is statistically significant unless stated otherwise.

Graph 1: Prevalence of domestic abuse in the last year for adults aged 16-59 years and 16-74 years, England and Wales, year ending March 2005 to year ending March 2020.



The CSEW in April 2017 made changes to their upper age limit, from 59 to 74. When analysing data over a longer time period the ages of 16-59 continue to be used.

Despite this reduction in the prevalence of domestic abuse since 2005 it continues to have a significant impact on the population year on year. Data from the year ending March 2020 estimated that 5.5% of adults aged 16-74 experienced domestic abuse in the last year; this equates to 2.3 million people. There was no significant change in the prevalence of domestic abuse experienced in the year ending March 2020 compared with the year ending March 2019.

Whilst police reports of domestic abuse have increased during this time, with a 9% increase in domestic abuse recorded crimes from year ending March 2019 to March 2020, due to the lack of

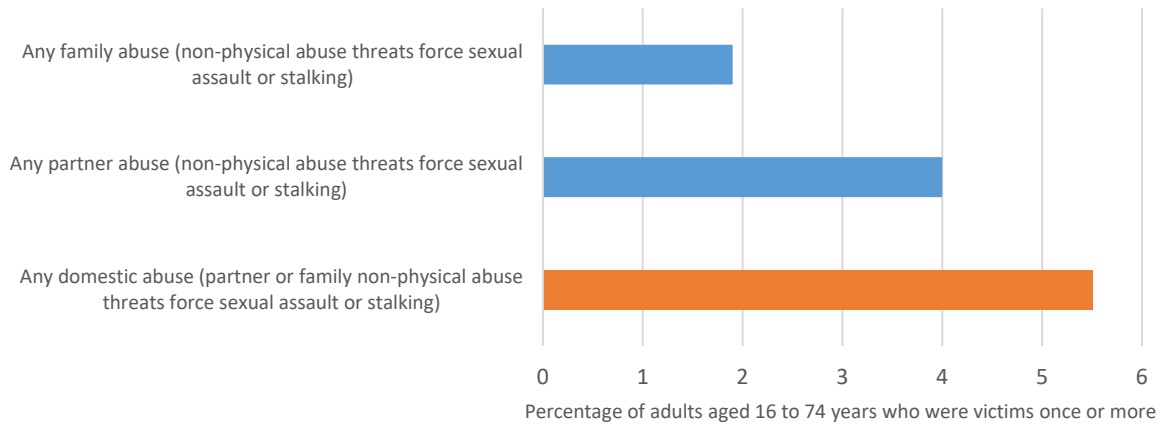
<sup>42</sup> Office for National Statistics (ONS): Domestic abuse prevalence and trends, England and Wales: year ending March 2020



change in prevalence data over this time period, the CSEW has indicated that police data increases may be linked to better crime recording and increased victim reporting.

The majority of domestic abuse reported through the CSEW is partner abuse, as detailed in Graph 2.

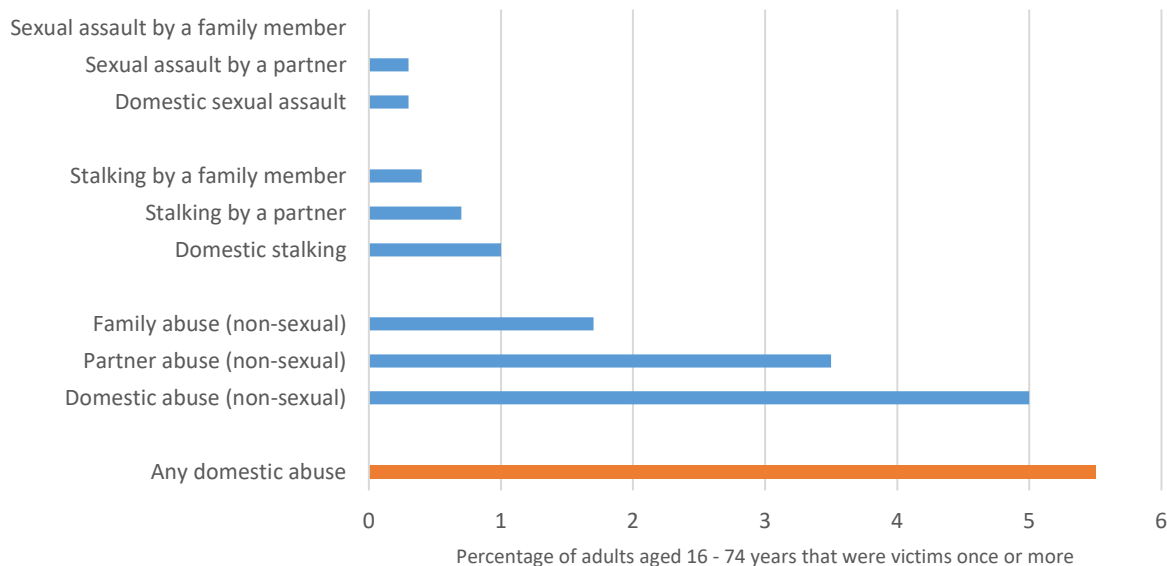
Graph 2: Prevalence of domestic abuse in the last year for adults aged 16 to 74 years, by perpetrator-relationship, England and Wales, year ending March 2020



Whilst the links between domestic abuse and sexual violence appear minimal in comparison to reported non-sexual abuse (less than 1% compared with 5%), it is important to note that reporting sexual violence can be difficult for victims and it is likely to be under-reported even via the CSEW, as is domestic abuse more generally.

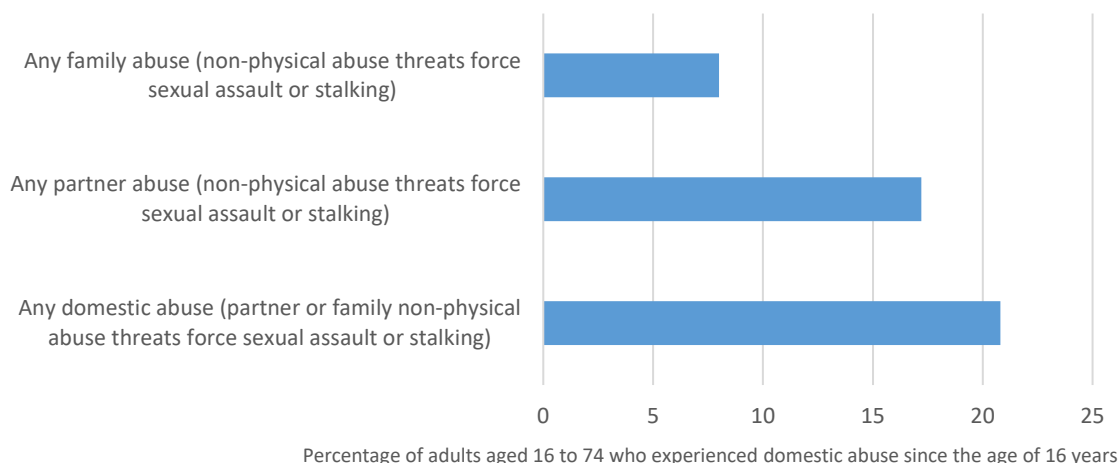
Graph 3 provides detail on the prevalence of domestic abuse by type of abuse.

Graph 3: Percentage of adults aged 16 to 74 years who have experienced domestic abuse in the last year, by type of abuse, England and Wales, year ending March 2020



The CSEW also considers the prevalence of domestic abuse experienced since the age of 16, with an estimated 8.8 million adults aged 16-74 years in this category. This equates to a prevalence rate of approximately 21 in 100 adults. Additionally, as detailed in Graph 4, 17.2% of adults had experienced partner abuse since the age of 16 years, and 8.0% had experienced family abuse since the age of 16 years.

Graph 4: Prevalence of domestic abuse since the age of 16 years for adults aged 16 to 74 years, by perpetrator-relationship, England and Wales, year ending March 2020



For those having experienced domestic abuse since the age of 16, as with the overall prevalence data, the majority reported non-sexual domestic abuse (19% of those reporting an experience of DA since the age of 16). 4% of adults reported domestic sexual assault having been experienced since the age of 16; it does however need to be considered that individuals may not feel comfortable reporting sexual assault, and may in some instances not recognise sexual violence within their abusive relationship.

### 3.1 Domestic Abuse Victim Characteristics (CSEW)<sup>43</sup>

#### 3.1.1 Age and Gender

The CSEW found that for the year ending March 2020, an estimated 1.6 million women and 757,000 men aged 16-74 years had experienced domestic abuse in the last year; this is a prevalence rate of approximately 7 in 100 women and 4 in 100 men.

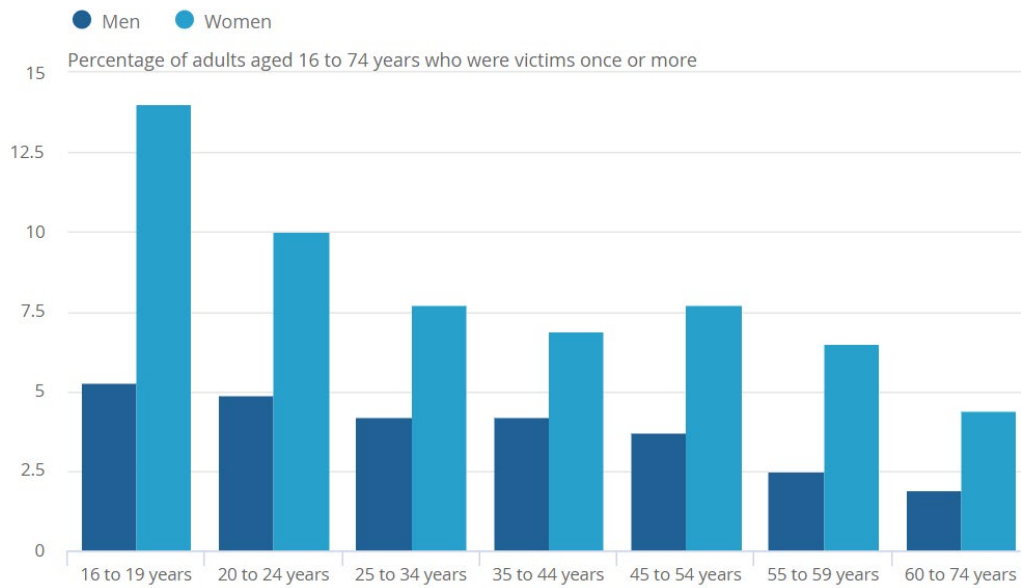
Women were found to significantly be more likely to be victims of each type of abuse<sup>44</sup> compared to men, with the exception of sexual assault by a family member in which there was no significant difference.

For the same time period the CSEW showed that women aged 16-19 years were significantly more likely to be victims of domestic abuse in the last year than women aged over 25. For men there were few significant differences by age; however those aged 55-74 were less likely to be victims of domestic abuse than any other age group. Graph 5 provides detail of the age breakdown for the year ending March 2020.

<sup>43</sup> Office for National Statistics (ONS): Domestic abuse victim characteristics, England and Wales: year ending March 2020

<sup>44</sup> Types of abuse include: DA non-sexual (both partner and family), DA stalking (both partner and family) and DA sexual (both partner and family)

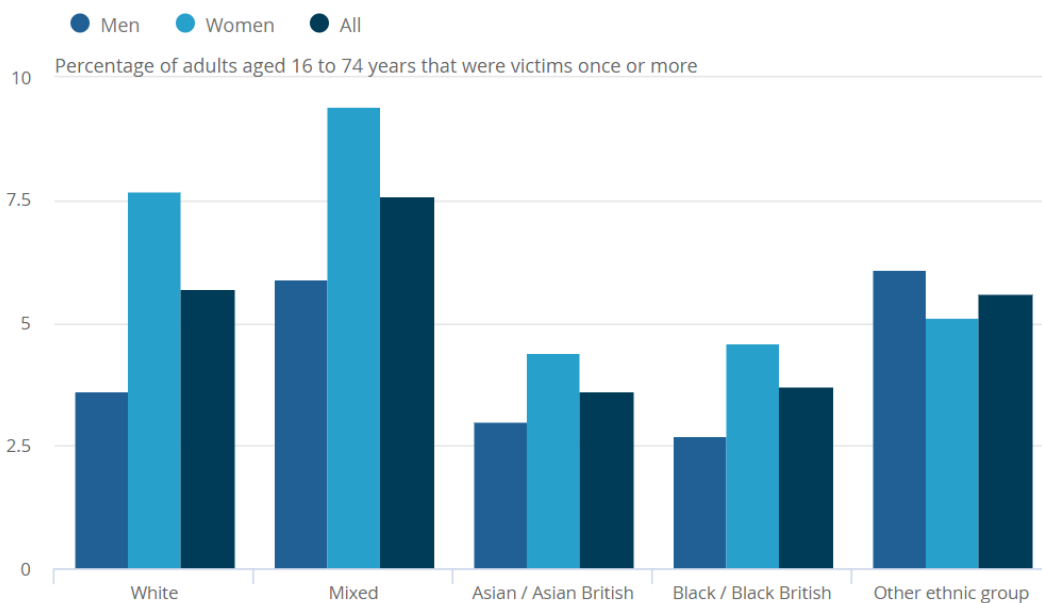
Graph 5: Prevalence of domestic abuse in the last year for adults aged 16 to 74 years by age and sex, England and Wales, year ending March 2020.



### 3.1.2 Ethnicity

When considering the ethnicity of victims of domestic abuse, the CSEW for the year ending March 2020 showed that those in the ‘mixed’ ethnic group were more likely to experience domestic abuse than any other ethnic group, as detailed in Graph 6.

Graph 6: Prevalence of domestic abuse in the last year for adults aged 16 to 74 years, by ethnicity and sex, England and Wales, year ending March 2020.



### 3.1.3 Marital Status

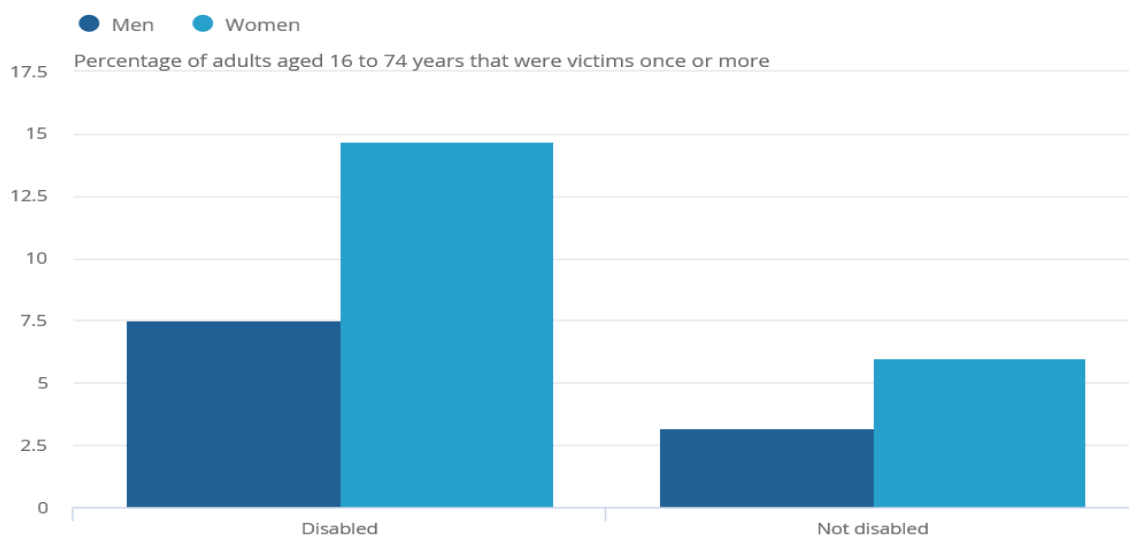
When considering the marital status of those who have experienced domestic abuse, the majority were found to be divorced or separated, with significantly higher levels of domestic abuse experienced in these categories compared with those who were married, cohabiting, single or widowed. This links strongly with risk assessments for domestic abuse where it is well known that

separation can escalate domestic abuse. It also defies the stereotype of domestic abuse, demonstrating that domestic abuse can continue and even begin at the point that an individual ends their relationship and is no longer living with their partner.

### 3.1.4 Disability

The CSEW also demonstrates that domestic abuse is strongly linked to other vulnerabilities, with those who identify as disabled being significantly more likely to experience domestic abuse, as illustrated in graph 7.

Graph 7: Prevalence of domestic abuse in the last year for adults aged 16 to 74 years, by disability and sex, England and Wales, year ending March 2020.



### 3.1.5 Indices of Deprivation<sup>45</sup>

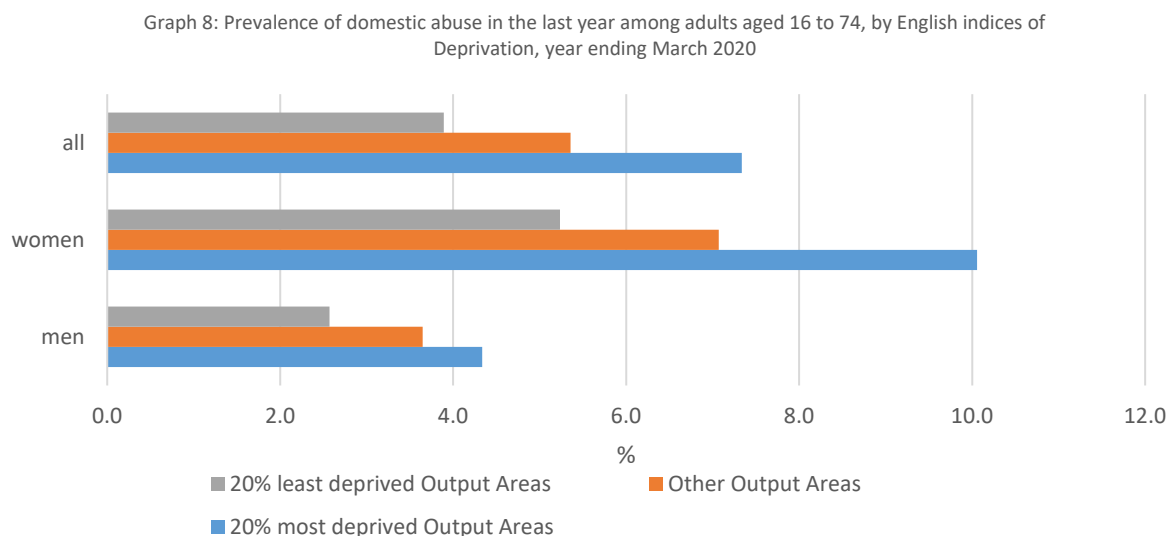
When considering the indices of deprivation, graph 8, provides clear insight into the social circumstances of those who report domestic abuse victimisation. The indices of deprivation are a unique measure of relative deprivation at a small local area level (Lower-layer Super Output Areas) across England. The Indices provide a set of relative measures of deprivation based on seven different domains, or facets, of deprivation:

- Income Deprivation
- Employment Deprivation
- Education, Skills and Training Deprivation
- Health Deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment Deprivation

As detailed in graph 8, female victims of DA, were significantly more likely to come from the 20% most deprived output areas; whilst this is the same for male victims, it is most significant for women. This is also consistent with the finding in the CSEW that shows the majority of females who identified as a victim of domestic abuse reported earning less than £10,400 (11.8% of women

<sup>45</sup> [English Indices of Deprivation 2019 FAQs \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

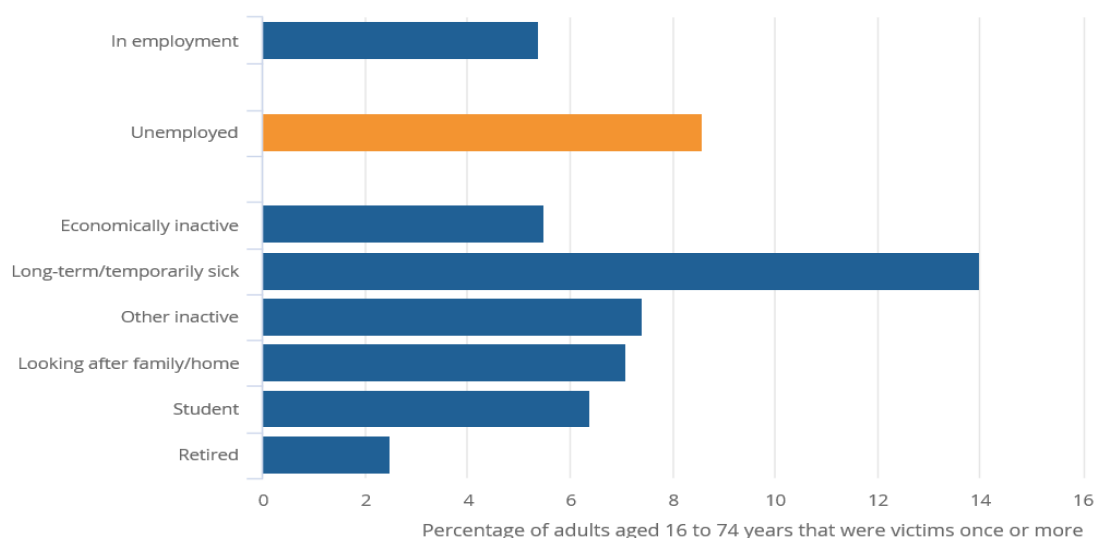
compared with 5.1% of men), and again, significantly more female victims were noted as living in social or private rented accommodation rather than owning their own home.



Consistent with the above findings, when considering the employment status of those who note an experience of domestic abuse within the last year, the CSEW finds that those who were unemployed were more likely to have experienced domestic abuse.

Significantly, a large proportion of this cohort were noted as being off work through long term or temporary sickness, demonstrating the huge impact that domestic abuse has on both victims and employers and the subsequent impact on the economy. Graph 9 provides more detail on the employment status of victims of domestic abuse for the year ending March 2020.

Graph 9: Prevalence of domestic abuse in the last year for adults aged 16 to 74 years by employment status, England and Wales, year ending March 2020



In addition, the CSEW identified that for each occupation type<sup>46</sup>, with the exception of 'never worked' and 'long-term unemployed', women were more likely to have experienced domestic abuse

<sup>46</sup> Categories include: managerial/professionals occupations, intermediate occupations, routine and manual occupations, never worked and long term unemployed and full time students.

than men. This difference was most notable for full time students, where 10.5% of women were noted as having experienced domestic abuse in the last year, compared with 4.8% of men. The CSEW notes that many of these differences may also be linked to age, as detailed by graph 9, the vast majority of adults aged 16-74 who experienced domestic abuse in the last year were aged 16-19.

### 3.2 Impact on Children from CSEW

The impact of domestic abuse on children is well known, with one in seven children and young people under the age of 18 expected to have lived with domestic abuse as some point in their childhood<sup>47</sup>. This is supported by the CSEW, with those victims aged 16-74 living in a single parent household more likely to have experienced domestic abuse in the last year than those living in no-children households. This finding was also consistent when compared to those living in a household with other adults and children; demonstrating the link to domestic abuse and being single or divorced as detailed above.

### 3.3 Police Recorded Crime in England and Wales<sup>42</sup>

In the year ending March 2020, police forces in England and Wales (excluding Greater Manchester) recorded 1,288,018 domestic abuse-related incidents and crimes (an increase of 51,404 from the previous year). Of these incidents and crimes, 41% were not subsequently recorded as a crime, meaning 758,941 were recorded as domestic abuse-related crimes; a 9% increase in crimes from the year ending March 2019.

It is noted that this increase in police recorded incidents and crimes may be related to:

- Improvements in recording practices
- An increase in domestic abuse related incidents coming to the attention of police
- An increased willingness of victims to come forward and report domestic abuse.

The vast majority of domestic abuse offences recorded by police are considered under the offence category 'Violence against the person', followed by 'sexual offences'; indicating the clear links between domestic abuse and sexual violence that were not demonstrated in the CSEW data.

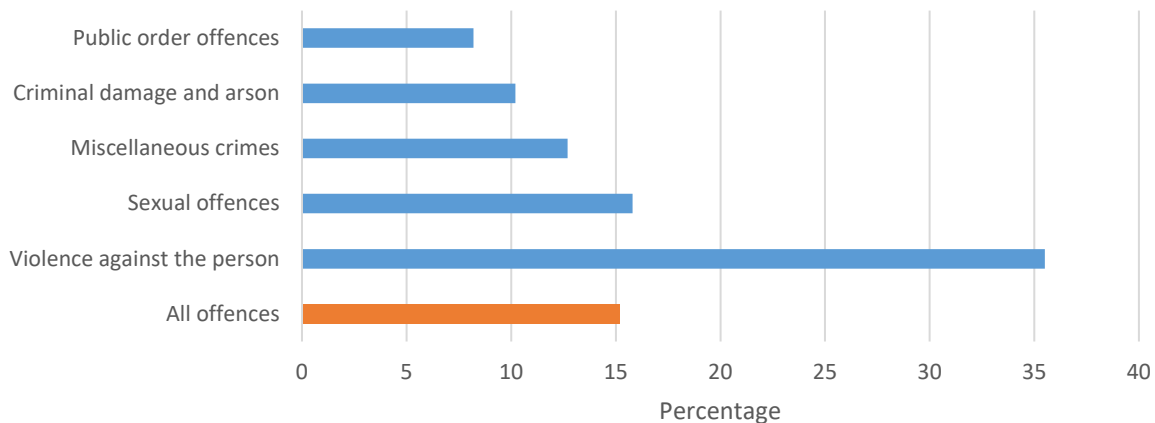
The impact of domestic abuse is also clear, with 15% of all offences recorded by police being flagged as domestic abuse related.

Graph 10 provides detail on the proportion of domestic abuse offences against selected offence categories.

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<sup>47</sup> Women's Aid: [Impact on children and young people - Womens Aid](#)

Graph 10: Proportion of offences recorded by the police that were flagged as domestic abuse-related, by selected offence groups, England and Wales (excluding Greater Manchester Police), year ending March 2020

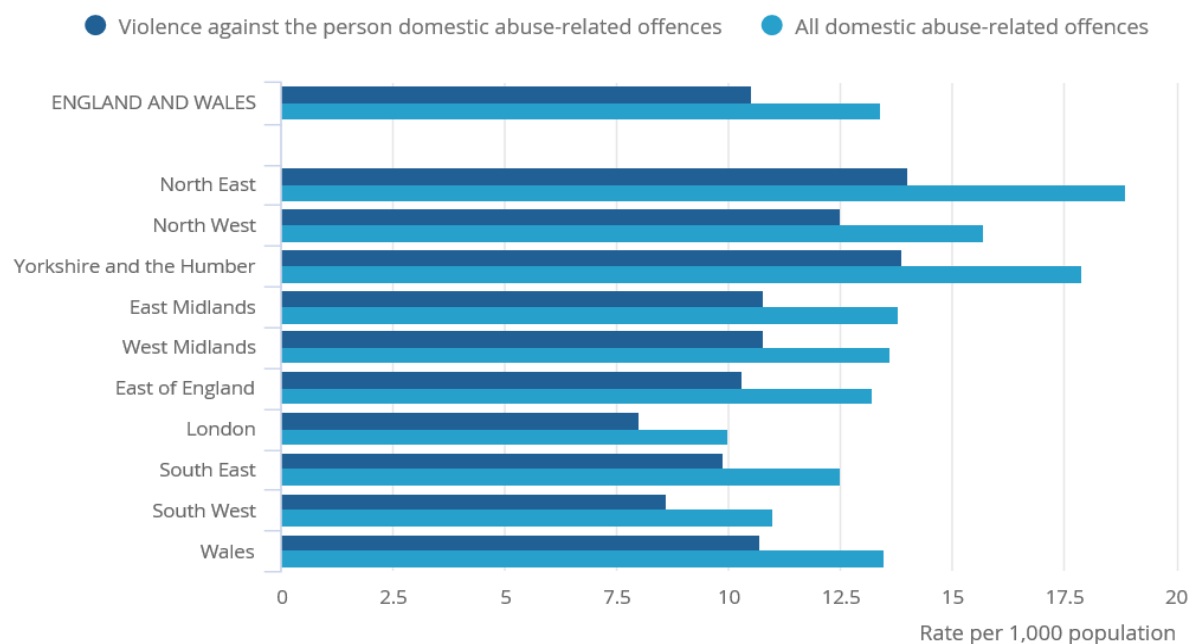


Whilst there is no crime of domestic abuse, in 2015 coercive or controlling behaviour became a criminal offence, providing an opportunity for victims of domestic abuse to report a key element of their abusive experience and for it to be treated as a crime in its own right.

In the year ending March 2020, 24,856 offences of coercive control were recorded by police in England and Wales (excluding GMP); this is a 49% increase from the year ending March 2019. It is likely that this increase can be attributed to improvements in police ability to recognise incidents of coercive control and using the law accordingly.

Police data on recorded crimes for the year ending March 2020 indicates that forces in the South West have one of the lowest rates of domestic abuse in the country, as detailed in graph 11.

Graph 11: Rate of domestic abuse-related crimes recorded by the police, by police force area, English regions and Wales, year ending March 2020.



The difference in these regional rates may be reflective of genuine differing rates across the country, it may however be linked to reporting of domestic abuse and crime recording by police forces.

### 3.4 Domestic Homicides<sup>43</sup>

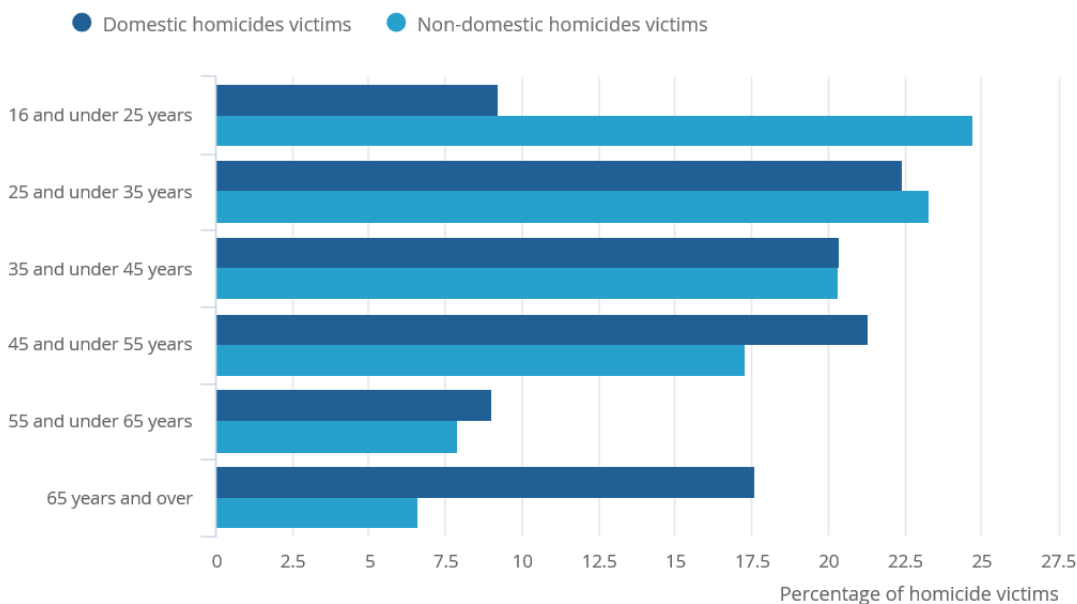
Police data nationally provides detail on the number of domestic homicides recorded, with 357 recorded in England and Wales between March 2017 and the year ending March 2019; this equates to approximately 3 domestic homicides per week in England and Wales and represents 19% of all homicides where the victim was aged 16+ years during this time period.

Domestic homicide data also indicates that 77% were female victims which is in stark contrast to non-domestic homicide data in which 87% were male; demonstrating that gendered nature of domestic homicide.

Alongside this, 96% of suspects for domestic homicide were male. In cases of male domestic homicide where 83 were recorded from March 2017 to year ending March 2019, 39 involved female suspects while 44 involved male suspects, indicating less gender difference for male domestic homicide than female domestic homicide; with only 4% of female domestic homicide involving a female suspect.

The highest proportion of domestic homicides victims were found to be aged 25-34 years, in contrast to non-domestic homicides where the majority of victims are aged 16-24. This is detailed in graph 12. The age range of the majority of domestic homicide victims is slightly higher than for the majority who identified having experienced domestic abuse in the last year within the CSEW; this may demonstrate an increase in risk as the abusive relationship continues or potentially a difference in the risk experienced by victims of domestic abuse based on their age.

Graph 12: Percentage of homicide victims by homicide-type and age, England and Wales, year ending March 2017 to March 2019.



As expected, 81% of domestic homicides from March 2017 to the year ending March 2020 involved suspects who were partners or ex-partner of the victim. This is in line with general findings on domestic abuse in which the majority of victims experience abuse from their partner or ex-partner.



## 4. Gloucestershire's Approach to Domestic Abuse

### 4.1 Local strategy and outcomes framework

Since 2014, the approach to domestic abuse in Gloucestershire has been developed alongside the sexual violence agenda.

The Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) was due to be refreshed in 2018 but has remained the local strategic document whilst the county was awaiting the outcomes of the Domestic Abuse Bill.

The local vision set out in this strategy was that;

*'Individuals, families and communities who are at risk of, or exposed to, domestic abuse and/or sexual violence are able to access information and support to minimise harm, and to maintain healthy relationships. Our commitment is to ensuring a zero-tolerance approach'*

In order to support this local vision, three local strategic objectives were developed to outline the collective intentions of the domestic abuse and sexual violence partnership:

- Focus on early help programmes (alongside specialist services for victims) for the whole family affected by DASV, taking a risk reduction and recovery led approach to improving health and wellbeing, and reducing crime and disorder.
- Ensure health, social care, police and other professionals who are in contact with individuals and families vulnerable to DASV are confident and competent in their response to support them, creating environments for disclosure at all levels of contact.
- Provide a co-ordinated approach across partner agencies, aligning the commissioning and delivery of DASV services to ensure effective and efficient use of resources.

The strategy and outcomes framework has underpinned the local commissioning approach as well as local partnership actions. During this time the county has<sup>48</sup>:

- Built a wide ranging community based support model of support for victims and perpetrators of DASV that is adaptive to changing demands and local needs
- Developed a local approach to respond to teenage relationship abuse
- Completed local assessments of data and service user engagement
- Developed a robust process for implementing and responding to Domestic Homicide Reviews (DHRs)
- Developed an annual approach to engagement and communications to raise awareness of DASV
- Produced guidance for professionals on how to identify and respond to DASV, stalking, Honour based abuse and teenage relationship abuse to ensure a collective and effective response
- Implemented a local DASV training pathway
- Developed a new approach to responding to stalking
- Increased the capacity of MARAC to ensure an effective multi-agency response to high risk victims of domestic abuse
- Developed a new partnership and strategic approach to sexual violence
- Developed Places of Safety

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<sup>48</sup> This list is not exhaustive

- Developed a joint commissioning framework for domestic abuse

During the lifetime of this local strategy, the county has also developed its local approach to community safety, with the creation of Safer Gloucestershire in 2018. This countywide high level strategic group developed its four year strategy in 2019 in which DASV was identified as a key priority. The focus of Safer Gloucestershire has been to prioritise:

- Identifying and offering help earlier to victims and families affected by domestic abuse and sexual violence
- Supporting professionals from all organisations to support victims in coming forward
- Working together to make best use of resources

Safer Gloucestershire has also taken a key lead in governance and accountability in relation to the local approach to DASV, working in conjunction with the Health and Wellbeing Board as well as both children's and adults safeguarding boards.

#### 4.2 Gloucestershire commissioning framework and current service provision

The Gloucestershire joint commissioning framework for domestic abuse was created in 2018 to improve joint commissioning and align current and future investment across the county and the spectrum of domestic abuse need. It is designed to allow commissioning partners to secure domestic abuse services as they are needed and:

- helps ensure a joined up approach by partners to tackling domestic abuse and in delivering the joint domestic abuse outcomes of the local DASV Strategy through selected suppliers
- creates the ability to respond more quickly to procuring services as well as ensuring providers are jointly working in line with the local DASV Strategy
- maintains flexibility for additional funding to be invested by partners in the commissioning framework over its lifetime, including any funding resulting from Government legislation
- allows local delivery of services relevant to local need

The framework also aims to:

- maintain the specialist approach for high risk domestic abuse victims and their families
- shift over time towards prevention and away from reactive crisis
- increasingly integrate domestic abuse support and influence practice across the system
- support the development of a more confident workforce system wide
- collect shared robust data/ intelligence

The commissioning framework is led by Gloucestershire County Council (GCC), with investment also made by the Office for the Police and Crime Commissioner (OPCC), District Councils and the Gloucestershire Clinical Commissioning Group (CCG).

The commissioning framework is split into 6 'Lots' in which a range of local services have already been commissioned:

##### **Lot 1: Specialist Services for Victims of Domestic Abuse**

This is a single provider lot to provide the main countywide domestic abuse support service. The model in Gloucestershire is currently geared toward providing community based support with the current commissioned service GDASS<sup>49</sup> provided by GreenSquareAccord, providing:

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<sup>49</sup> Gloucestershire Domestic Abuse Support Service

- Support to all victims of domestic abuse aged 16+, both male and female and from all protected characteristic groups.
- Support across all risk levels:
  - Helpdesk support
  - Standard/Medium risk: Floating Support and Group Work
  - High Risk: Independent Domestic Violence Advisors (IDVAs), including IDVAs with specialist knowledge and a dedicated court IDVA.
  - Support service to the Multi-agency Safeguarding Hub (MASH)
- Support to victims in the context of the family:
  - Dedicated workers within the Gloucester multi-agency team within Children's Social Care
- Awareness raising and training to professionals in Gloucestershire
- Community awareness raising and engagement

This service is commissioned by GCC, with some investment from the OPCC to provide Court IDVA support.

In addition to the core service, the CCG have also commissioned the following provision which is embedded within GDASS:

- Health IDVAs: Based within Gloucestershire Royal Hospital (GRH) and Cheltenham General Hospital (CGH). The health IDVAs provide intervention to those experiencing DA at the earliest opportunity when they attend hospital. The health IDVAs also provide training to hospital staff.
- GP Development workers: Support to GP surgeries to identify and train DA champions and developing links into the GDASS service for victims. The GPDWs also support surgeries to become safe spaces for disclosures of DA.

### **Lot 2: Places of Safety**

Services commissioned through this Lot are designed to provide:

- A range of places of safety in Gloucestershire which are accessible, affordable and suitable for victims of domestic abuse who will have a variety of needs, including single victims (female and male), family units, victims with disabilities and/ or additional support needs.
- A range of measures for maintaining victim safety at home by way of additional security measures, alarms, known as Target Hardening and the provision of Sanctuary measures.

Current provision is commissioned by the District Councils alongside the OPCC to provide a target hardening and sanctuary scheme service for the county, provided by Safe Partnership.

Alongside this service, the county also operates a Places of Safety scheme which comprises of 12 individual properties that can be accessed via GDASS in instances where a victim needs to flee their home. This provision pre-dates the development of the framework via funding from the MHCLG into the District Councils.

### **Lot 3: Services to address Perpetrator Behaviour**

Services commissioned through this Lot are designed to provide a range of interventions to challenge beliefs and address the behaviour of domestic abuse perpetrators.

The commissioned service is Positive Relationships Gloucestershire (PRG) provided by Splitz Support Service and commissioned jointly by GCC, OPCC and CCG. The service provides:

- An accredited domestic violence prevention programme (DVPP). This is a behavioural change group programme for male perpetrators of DA
- 1:1 behavioural change work with female perpetrators of DA and male perpetrators who cannot attend the group programme
- Healthy relationships early interventions group work
- Partner safety work to ensure victims remain safe as perpetrators attend the programme
- Relapse prevention support for men completing the DVPP

#### **Lot 4: Young People**

Services commissioned through this Lot are designed to provide a range of prevention activity, targeted support, group work programmes and support to safeguard young people (male and female) aged 13-19.

Currently the service STREET Gloucestershire (Safe Teenage Relationship Education & Empowerment Team) is provided by West Mercia Women's Aid and is commissioned by GCC. The service provides:

- Countywide support to young people aged 13-19 affected by DA through:
  - Experience of teenage relationship abuse
  - Witnessing and affected by DA in the home
  - Displaying harmful behaviours in their own relationships
- 1:1 support
- Evidence based group programme CRUSH and the Recovery Toolkit

#### **Lot 5: Early Identification and Workforce Development**

Services commissioned through Lot 5 are designed to provide a range of initiatives for early identification of domestic abuse in various professional and community settings. Services within this lot will cover one of three elements:

- Specialist domestic abuse training to up skill front-line professionals.
- Specialist domestic abuse workers co-located and working alongside front-line services.
- Community awareness raising activity to engage the public and promote a zero tolerance approach to domestic abuse in the county.

Currently, no services have been commissioned on Lot 5.

#### **Lot 6: Stalking**

Services commissioned through this Lot are designed to provide a range of prevention activity; targeted support for victims of stalking, both within and outside the context of domestic abuse; and interventions to challenge beliefs and address behaviours of stalking perpetrators

Currently, an Independent Stalking Advocacy Caseworker (ISAC) service is provided by Splitz Support Service, commissioned by the OPCC. This service is designed to provide support to high risk victims of stalking across Gloucestershire, working in conjunction with GDASS, Victim Support and Gloucestershire Constabulary.

There are currently no stalking perpetrator interventions commissioned through this Lot due to a lack of national development in this area.

### **4.3 Local partnership structure**

The Gloucestershire partnership structure has been redeveloped in 2021 in response to the Domestic Abuse Act and statutory duty placed on local authorities to set up a local partnership board. In addition, the recent separation of sexual violence (SV) from domestic abuse with the

creation of a sexual violence partnership board, in operation since 2018, meant that a new DA focused partnership board was needed; whilst ensuring clear links between these boards.

The Domestic Abuse Local Partnership Board (LPB) structure (2021) consists of three tiers, each with their own set of aims and objectives to drive forward the Gloucestershire approach to domestic abuse:

**Local Partnership Board Strategic Group** which:

- Is responsible for overarching strategic decision making related to the domestic abuse agenda.
- Helps to steer strategic commissioning/de-commissioning decisions to ensure there is a continued joined up approach to commissioning within the domestic abuse agenda.
- Is required to review activity from the operational group, providing ratification on key activity and decisions.
- Oversees the governance and accountability of the operational and consulting groups.
- Approves the local monitoring activity reports that will be required for submission to central government.

Membership of the LPB Strategic Group consists of key strategic leaders with responsibility for organisational policy and strategy across a range of organisations and thematic areas linked to domestic abuse.

**Local Partnership Board Operational Group** which:

- Facilitates access to data required for the needs assessment.
- Leads on the development of a Gloucestershire Domestic Abuse Strategy.
- Implements the Gloucestershire Domestic Abuse Strategy.
- Develop a multi-agency action plan to fulfil the strategy and drive forward activity.
- Completes ongoing assessments of need and demand and develop potential solutions/new approaches.
- Ensures the voice of the victim/survivor is reflected in local activity.
- Monitors and evaluate local delivery.

Membership of this group are senior enough to make decisions on behalf of their organisation, request resources from within their organisation to drive activity forward, as well as being willing and able to drive partnership activity that fulfils the local strategy.

**Local Partnership Board Consultation Group** which will:

- Consist of a range of key groups/individuals that enable the operational and strategic groups to ensure victim/survivor/community voices are considered and reflected in strategic decision making and local activity that aims to enhance our local response to domestic abuse.
- Look to utilise existing community and faith groups, as well as specialist services and victim/survivor groups that can be consulted with on a regular basis.

This work will be developed by a Consultation Group Coordinator (being recruited) who will also support the same function for the sexual violence partnership board.

Appendix 2 provides the governance structure for the local domestic abuse partnership board.

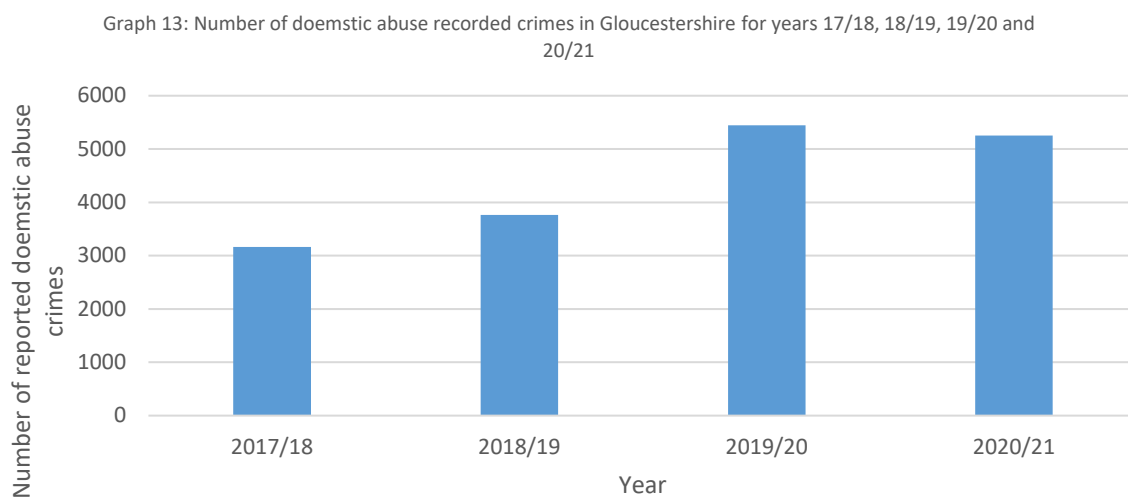
Gloucestershire's Coordinated Community Response Assessment can be found in Appendix 1.

## 5.Domestic Abuse Crimes in Gloucestershire

The data presented in this section of the needs assessment covers domestic abuse related crimes data in Gloucestershire for years 2017/18, 2018/19, 2019/20 and 2020/21.

Domestic abuse recorded crimes within Gloucestershire have continued to increase year on year, most notably with a 45% increase from 2018/19 to 2019/20.

During 2019/20, domestic abuse crimes accounted for 13% of all crime reported to Gloucestershire Constabulary and 38% of all 'Violence Against the Person' crimes.



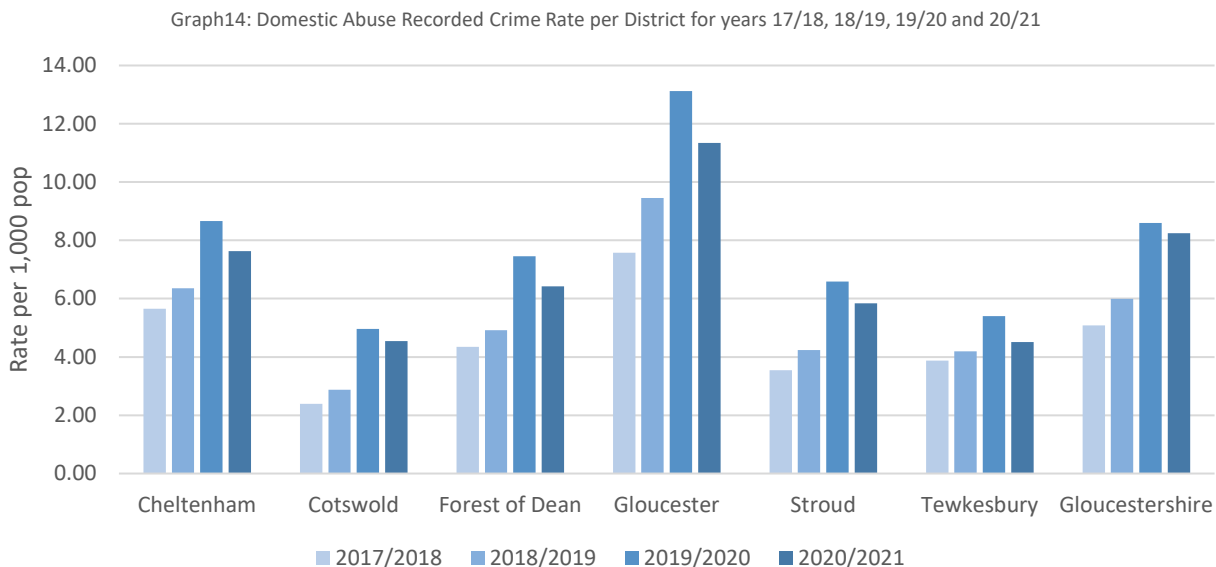
During 2020/21 recorded crimes of domestic abuse reduced by 4%, reflecting the difficulties that some victims may have faced in accessing services and reporting crime during the National lockdown period of the COVID19 pandemic. During this time period, all crimes recorded by Gloucestershire Police dropped by 10%. During 2020/21, domestic abuse accounted for 14% of all crime recorded by Gloucestershire police, a slight increase from the year prior.

When considering the rate of domestic abuse crimes in Gloucestershire, this has increased from 5.08 DA crimes per 1000 of the population in 2017/18 to 8.60 in 2019/20. The drop in the DA crime rate for 2020/21 is reflected in the recorded crime figures as a result of the COVID19 pandemic.

Table 1: Rate of domestic abuse crimes in Gloucestershire per 1000 of the population for years 17/18, 18/19, 19/20 and 20/21.

Year	2017/2018	2018/2019	2019/2020	2020/2021
Rate of domestic abuse crimes in Gloucestershire per 1000 of the pop.	5.08	6.00	8.60	8.25

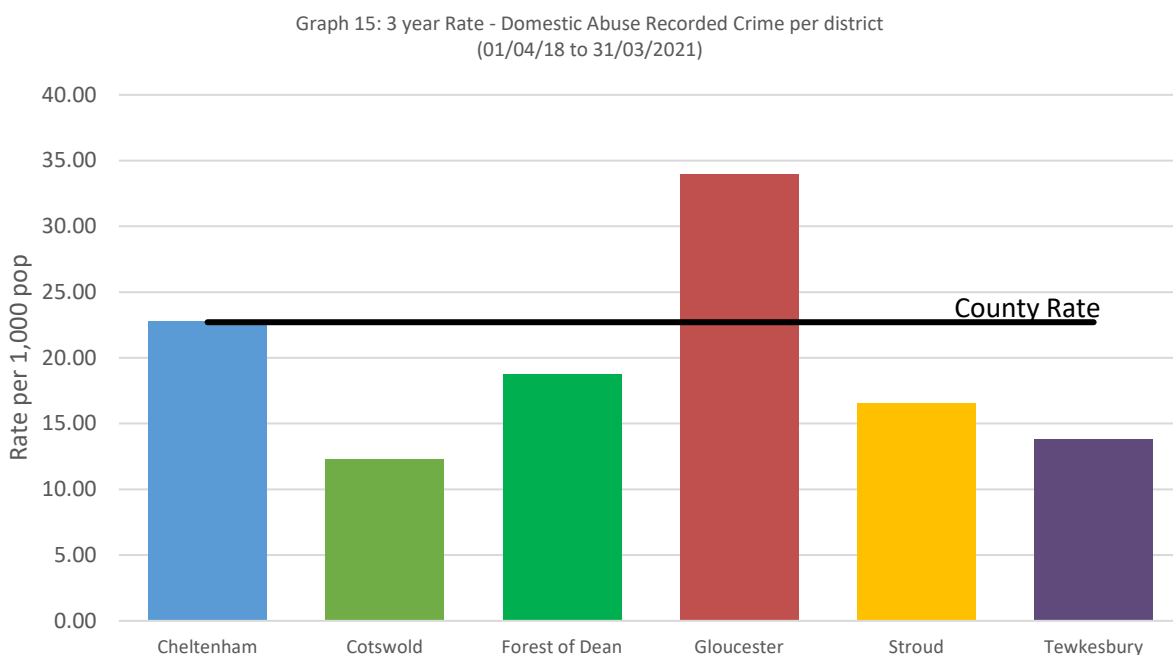
The highest rate of domestic abuse crimes are within Gloucester District, considerably higher than seen for Gloucestershire as a whole with a rate of 13.12 DA crimes per 1000 of the population in 2019/20 (dropping to 11.35 during the COVID19 pandemic year 2020/21). As detailed in graph 14, the rate of domestic abuse crimes is consistently higher in Gloucester year on year, with the rate in Cheltenham also high, but in line with the countywide rate.



The higher rate of domestic abuse recorded crime in Gloucester and Cheltenham is to be expected, as the more urban areas of the county have greater access to services in order to report domestic abuse more easily. These areas are also more densely populated, and may increase the awareness of domestic abuse occurring via neighbours and the community more generally, increasing the likelihood of police involvement. Lower rates in more rural communities potentially indicate a need to increase opportunities for reporting by those experiencing domestic abuse in those areas.

Whilst it is not surprising to see higher rates of domestic abuse in the more urban areas of the county, the rate of domestic abuse within the Forest of Dean is the 3<sup>rd</sup> highest in the county at 7.45 per 1000 of the population in 2019/20 (dropping to 6.42 during 2020/21). Whilst lower than the countywide rate, it is still encouraging that a more rural district within the county is able to ensure higher levels of reporting of domestic abuse to the police than other areas in the county.

Graph 15 provides a summary of the domestic abuse rate per district across a 3 year time period.

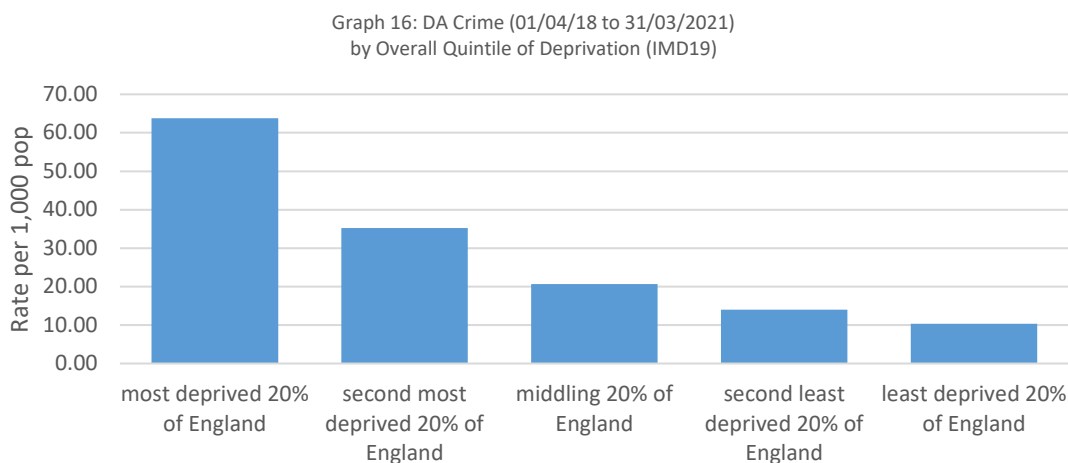


The location of where domestic abuse crimes are recorded within Gloucestershire are most likely to be from within areas of the county that fall within the most deprived 20% of England according to the Indices of Deprivation 2019.

The Index of Multiple Deprivation 2019 (IMD 2019) is the official measure of relative deprivation for small areas (Lower Super Output Areas – LSOA's) in England, and ranks every LSOA in England from most deprived to least deprived.

The Index of Multiple Deprivation is part of the Indices of Deprivation and it is the most widely used of these indices. It combines information from seven domain indices, which are weighted to form the final index (weighting in brackets):

- Income Deprivation (22.5%)
- Employment Deprivation (22.5%)
- Education, Skills and Training Deprivation (13.5%)
- Health Deprivation and Disability (13.5%)
- Crime (9.3%)
- Barriers to Housing and Services (9.3%)
- Living Environment Deprivation (9.3%)



Graph 16 shows that over the last 3 years, residents in Gloucestershire are six times more likely to report a domestic abuse crime in the most deprived 20% of areas than in the least deprived 20% communities based on the national quintile of deprivation.

This finding is further confirmed when looking at the community areas with the highest rate of domestic abuse crimes. The communities with the highest rates of domestic abuse in the county are all within the Gloucester and Cheltenham District, with a considerably higher rate of domestic abuse crimes than seen for the county as a whole.

As detailed in graph 17, all of the smaller community areas identified as having the highest rates of domestic abuse in Gloucestershire fall within the top 20% of most deprived areas in England, with the exception of Barton and Tredworth 7 which falls within the second most deprived 20% of England.

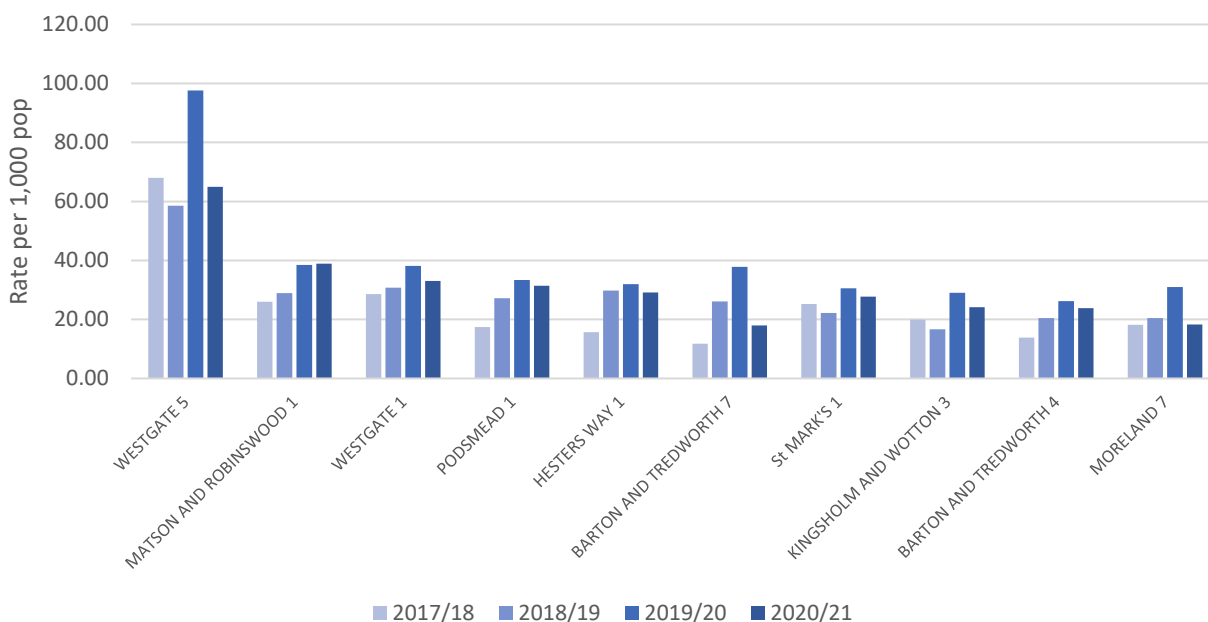
For Westgate 5, which is in the top 10% of most deprived areas in England, has the highest rate of domestic abuse in the county; the rate was 11x the countywide rate in 2019/20 and 8x the



countywide prevalence rate in 2020/21. In addition, this area had 5x the rate of domestic abuse than seen for the district of Gloucester.

This area is within the city centre of Gloucester, and given this is the area where the crime has occurred rather than where the victim was living, it is likely that the high levels of domestic abuse are connected to public violence and abuse, possibly linked to the night time economy. This may result in the abuse being more likely to be reported and identified by police as a result. This area of Gloucester is however within the top 10% of deprivation within England, again, connecting domestic abuse in Gloucestershire with higher levels of deprivation.

Graph 17: 10 Lower Super Output Areas with the highest rates of domestic abuse in Gloucestershire for years 17/18, 18/19, 19/20 and 20/21

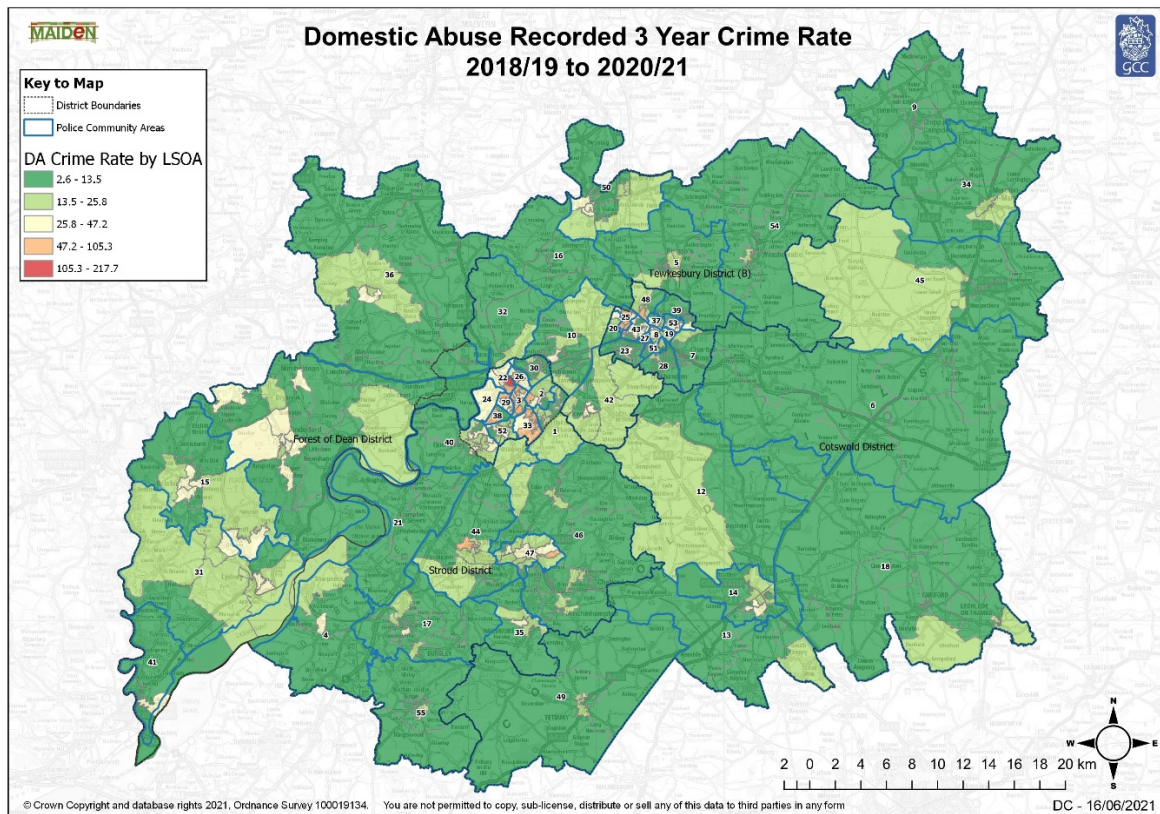


As detailed in map 1, whilst the majority of communities with the highest rates of domestic abuse are within the Gloucester and Cheltenham District, there are pockets across other districts with a rate of domestic abuse that is between 47.2 and 105.3, considerably higher than the countywide rate. These communities include:

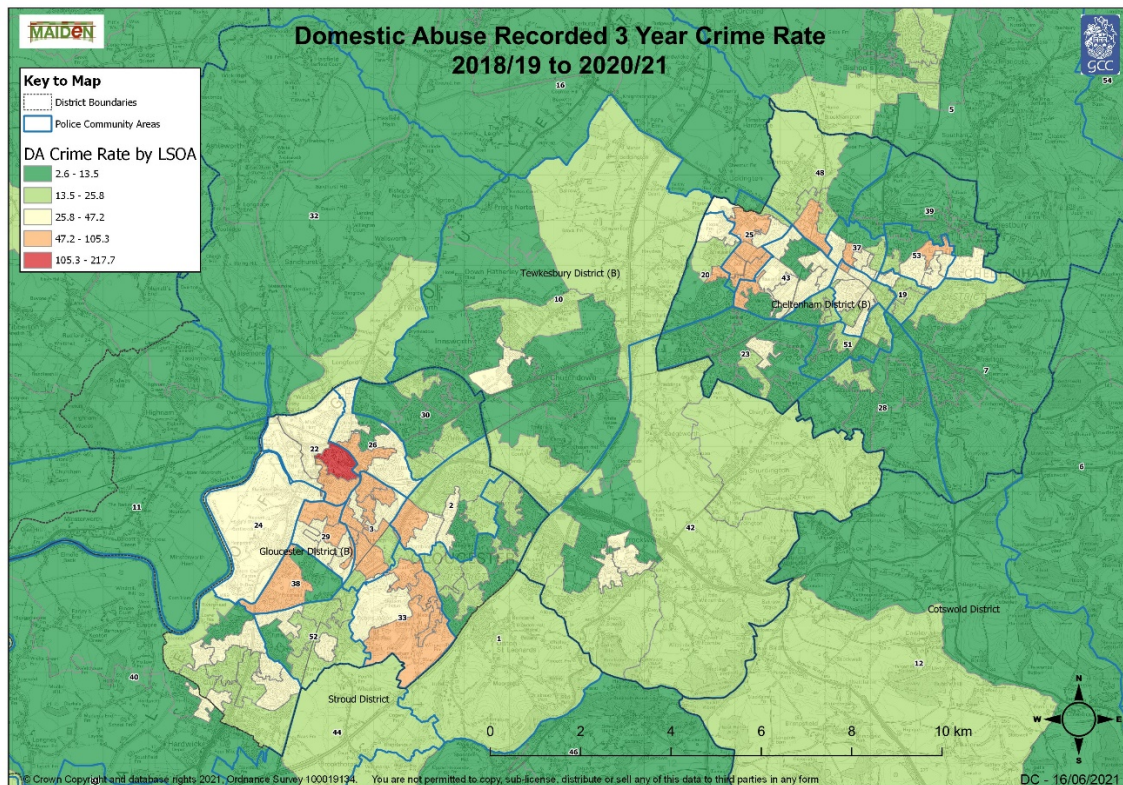
- Stonehouse, Stroud (Stonehouse 4)
- Stroud Urban, Stroud (Slade)

Both of these areas are also connected to deprivation within the county, with both areas considered in the second most deprived 20% of England.

Map 1: Domestic abuse 3 year crime rate across Gloucestershire communities from 2018/19 to 2020/21. (Key to maps is provided in Appendix 5).



Map 2: Domestic abuse 3 year crime rate across Gloucestershire communities from 2018/19 to 2020/21: Zoom for communities with highest rate of domestic abuse (Key to maps is provided in Appendix 5).



The differences in community levels of domestic abuse indicate a need to potentially consider a place based approach to addressing domestic abuse.

Those communities with the highest rates of domestic abuse may require greater focus on ensuring wider inequalities are tackled, working in conjunction with the community in a strengths based way, in order to reduce levels of domestic abuse alongside work to tackle deprivation. This may be work that involves the domestic abuse partnership working more closely with other partnerships and activities in the county that are striving to improve the deprivation experienced in the county and ensuring that individuals have access to services that meet their needs.

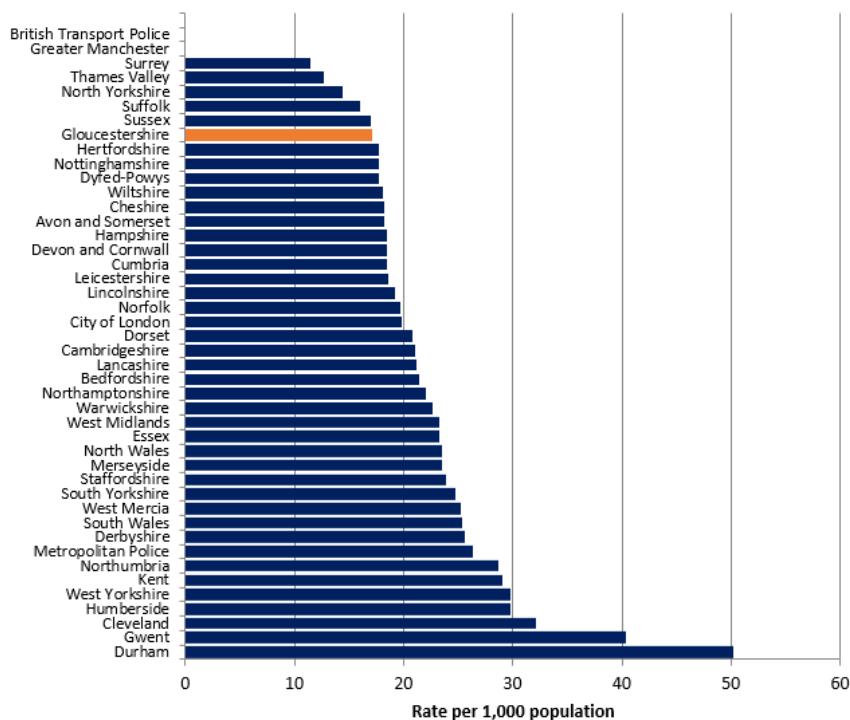
Those communities with lower levels of recorded domestic abuse may need a greater focus on awareness raising, access to services and community engagement to encourage disclosure of domestic abuse and reporting. In these communities it is likely that domestic abuse is happening, but is more hidden than the more urban communities where neighbours and services have a greater likelihood of identifying domestic abuse and encouraging reporting.

### 5.1 Comparisons to other Police Forces

The below comparisons have been taken from the Office for National Statistics (ONS) Domestic Abuse Data Tool for the year ending March 2020<sup>50</sup>.

When considering the rate of combined domestic abuse related incidents and crimes recorded by police, Gloucestershire recorded a rate of 17 incidents and crimes per 1000 of the population, placing Gloucestershire as a force with one of the lowest rates of domestic abuse across England and Wales.

Graph 18: Rate of domestic abuse related combined incidents and crimes recorded by the police, by police force area. ONS, year ending March 2020.



<sup>50</sup> [Domestic abuse in England and Wales - Data Tool - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domestic-abuse-in-england-and-wales-data-tool)

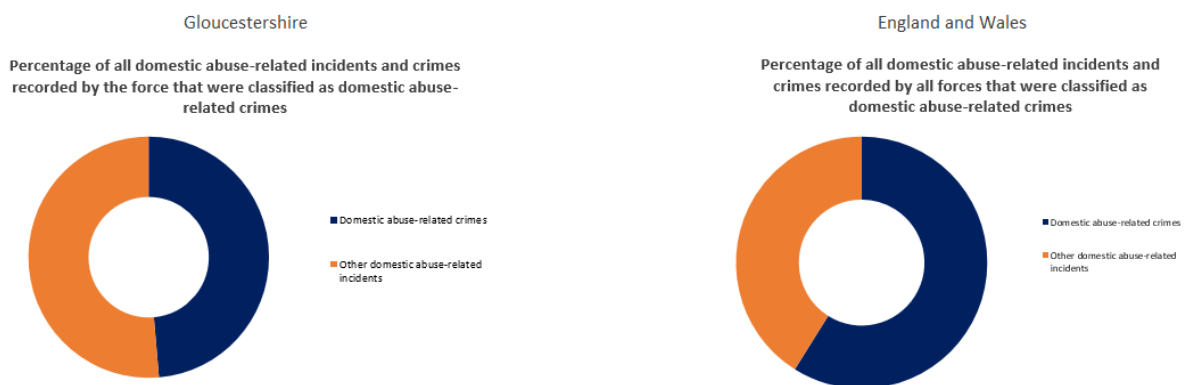
The data presented may differ from the Gloucestershire crime statistics for domestic abuse, based on the time period the data was collated.

This is similarly reflected when considering the rate of crimes recorded by police, with Gloucestershire Police recording a rate of 8 domestic abuse related crimes per 1000 of the population.

This low rate of domestic abuse related incidents and crimes may be reflective of a genuine lower rate of domestic abuse within Gloucestershire. It may however also signify a need to increase reporting of domestic abuse to police within Gloucestershire.

Alongside this, local crime recording practices will also need to be considered, with 49% of domestic abuse related incidents and crimes in Gloucestershire subsequently recorded as crimes in year ending March 2020. This compares to 59% across England and Wales.

Graph 19: Percentage of all domestic abuse related incidents and crimes recorded by police that were classified as domestic abuse related crimes for Gloucestershire and England and Wales. ONS year ending March 2020.

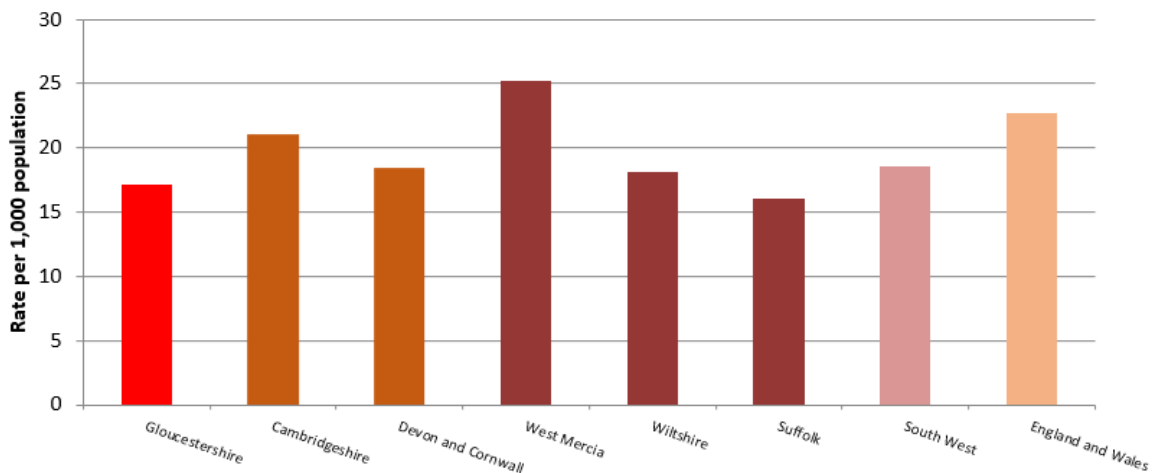


When considering the percentage of all recorded crimes classified as domestic abuse, Gloucestershire is only slightly lower at 13% than seen across England and Wales at 15%.

When comparing Gloucestershire to its most similar force areas, Gloucestershire has the lowest volume of domestic abuse related incidents and crimes. The rate of 17 per 1000 of the population is however higher than Suffolk at 16, and lower than Wiltshire and Devon and Cornwall, both at 18 per 1000 of the population.

Gloucestershire therefore has a similar rate of domestic abuse related crimes and incidents to its most similar force areas, but is lower than the South West rate at 19 and for England and Wales at 23.

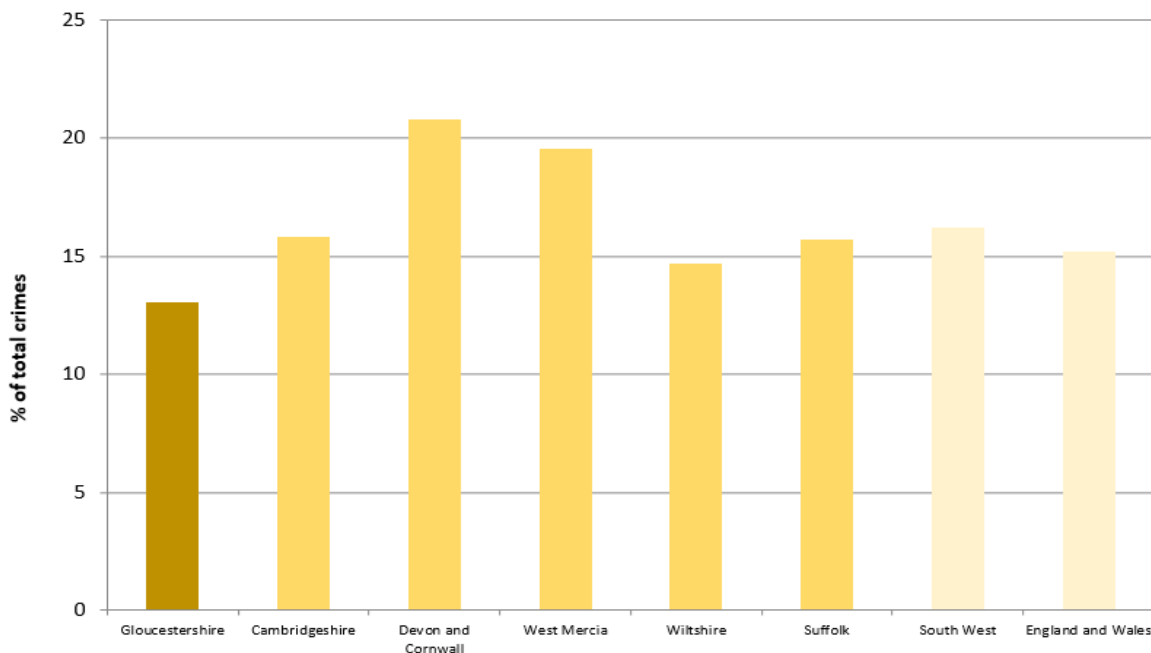
Graph 20: Rate of domestic abuse related incident and crimes combined, as recorded by police. Gloucestershire compared with its most similar force areas. ONS year ending March 2020.



When considering the percentage of total police recorded crime that is domestic abuse related, Gloucestershire is below its most similar force areas, as detailed in Graph 20.

This may be connected to lower levels of reporting of domestic abuse to Gloucestershire Constabulary when compared to other crime types, but may also be connected to local crime recording practices or the identification of domestic abuse.

Graph 21: Percentage of total police recorded crimes classified as domestic abuse related for Gloucestershire, its most similar force areas, South West and England and Wales. ONS year ending March 2020.



Alongside this, when considering Violence Against the Person (VAP) offences, domestic abuse related offences account for 32% in Gloucestershire, the lowest percentage seen when compared to most similar force areas and the South West percentage of 36%. Whilst this demonstrates that a significant volume of VAP offences are domestic abuse related within Gloucestershire, this is less significant than for other forces. This may be a genuine finding in that Gloucestershire has a lower

volume of domestic abuse related crimes, but again, may be connected to crime recording practices as well as the identification of domestic abuse.

Domestic abuse related crimes that result in an arrest were significantly lower in Gloucestershire than for England and Wales, with 13 arrests per 100 domestic abuse related crimes in Gloucestershire, compared to 34 arrests per 100 for England and Wales.

For Gloucestershire, this is also significantly lower than seen in its most similar force areas as detailed in table 1. This is potentially an area of consideration for Gloucestershire constabulary to ensure improvements are made in arrest levels for domestic abuse.

Table 1: Number of arrests per 100 domestic abuse related crimes. ONS year ending March 2020.

Gloucestershire	13
Cambridgeshire	27
Devon and Cornwall	29
West Mercia	28
Wiltshire	53
Suffolk	29
<b>England and Wales</b>	<b>34</b>

### 5.1.1 Domestic Abuse related prosecutions and convictions<sup>50</sup>

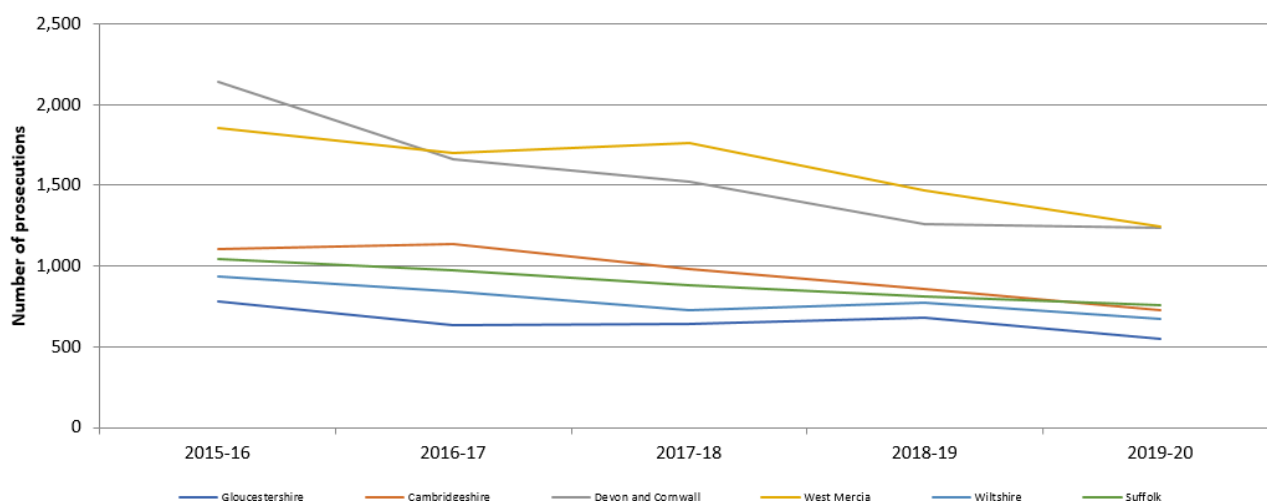
When considering domestic abuse prosecutions, despite Gloucestershire having the lowest volume when compared to its most similar force area; as would be expected given the lower volume of domestic abuse crimes; it has the highest percentage of domestic abuse prosecutions as a percentage of all prosecutions. Higher than the South West and England and Wales percentage; a positive finding for Gloucestershire.

Table 3: Number and percentage of domestic abuse related prosecutions for Gloucestershire, most similar force areas, South West and England and Wales. ONS year ending March 2020.

	Number of domestic abuse-related prosecutions	Domestic abuse-related prosecutions as % of all prosecutions
Gloucestershire	553	15
Cambridgeshire	728	14
Devon and Cornwall	1,236	13
West Mercia	1,241	14
Wiltshire	675	13
Suffolk	760	14
<b>South West</b>	<b>4,792</b>	<b>13</b>
<b>England and Wales</b>	<b>61,166</b>	<b>14</b>

Despite this, domestic abuse related prosecutions have over time been on decline, across Gloucestershire and its most similar force areas, as detailed in graph 22.

Graph 22: CPS domestic abuse prosecutions over time. ONS year ending March 2020.



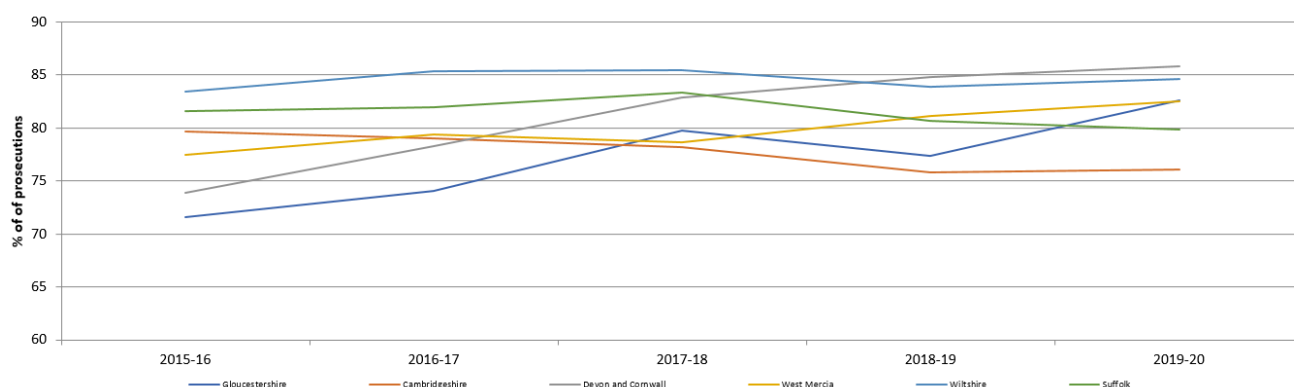
When looking at convictions as a percentage of domestic abuse prosecutions, Gloucestershire is in line with the South West percentage, which is higher than seen for England and Wales.

Table 4: Number of domestic abuse related convictions, prosecutions, and convictions as a percentage of domestic abuse related prosecutions, for Gloucestershire, Most similar force areas, South West and England and Wales. ONS year ending March 2020.

	Number of domestic abuse-related:		
	Convictions	Prosecutions	Convictions as a % of prosecutions
Gloucestershire	457	553	83
Cambridgeshire	554	728	76
Devon and Cornwall	1,061	1,236	86
West Mercia	1,024	1,241	83
Wiltshire	571	675	85
Suffolk	607	760	80
<b>South West</b>	<b>3,971</b>	<b>4,792</b>	<b>83</b>
<b>England and Wales</b>	<b>47,531</b>	<b>61,166</b>	<b>78</b>

Whilst domestic abuse related prosecutions have been declining over time, domestic abuse related convictions as a percentage of prosecutions have remained relatively flat over time for Gloucestershire and its most similar force areas, as detailed in graph 23. In 2019/20, 83 out of every 100 prosecutions lead to a conviction.

Graph 23: Time series for domestic abuse related convictions as a percentage of domestic abuse related prosecutions.



## 5.2 Domestic Violence Protection Notices/Orders (DVPN/O)<sup>50</sup>

The following data has been taken from the Office for National Statistics (ONS) Domestic Abuse Data Tool for the year ending March 2020<sup>50</sup>.

A DVPN is an emergency non-molestation and eviction notice which can be issued to a perpetrator by the police when attending a domestic abuse incident. Because the DVPN is a police-issued notice, it is effective from the time of issue giving the victim the immediate support they require in such a situation. Within 48 hours of the DVPN being served on the perpetrator, an application by police to a magistrates' court for a DVPO must be heard. A DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days. This allows the victim a degree of breathing space to consider their options with the help of a support agency. Both the DVPN and DVPO contain a condition prohibiting the perpetrator from molesting the victim.

A DVPN should only be issued in circumstances where there is no other enforceable restrictions that can be placed on the perpetrator.

For the year ending March 2020, Gloucestershire made 68 applications for Domestic Violence Protections Notices (DVPN), with 59 granted during the same time period. This accounts for 87% of applications being granted for Gloucestershire, compared with 75% granted across England and Wales.

When considering Domestic Violence Protection Orders (DVPOs), Gloucestershire applied for 31 in the year ending March 2020, with 27 being granted. This accounts for 87% of application being granted in Gloucestershire, compared with 91% granted across England and Wales.

This indicates a need for Gloucestershire to consider its volume of DVPN application compared with DVPO applications, and to consider why the rate at which DVPOs are granted is lower than seen across England and Wales.

## 5.3 Domestic Abuse Disclosure Scheme (DVDS/Clare's Law)<sup>50</sup>

The below data has been taken from the Office for National Statistics (ONS) Domestic Abuse Data Tool for the year ending March 2020<sup>50</sup>.

The Domestic Abuse Disclosure Scheme (DVDS) or 'Clare's Law' outlines the process by which disclosures can be made by police if there are concerns regarding an individual's previous offending history relevant to domestic abuse. The process works in 2 ways:



- “Right to ask” is triggered by a member of the public applying to the police for a disclosure.
- “Right to know” is triggered by the police making a proactive decision to disclose information to protect a potential victim.

For the year ending March 2020, Gloucestershire considered 140 ‘right to know’ applications, with 74 applications within the same year provided with disclosure. This accounts for 53% of ‘right to know’ applications provided with disclosure compared with 52% for England and Wales.

When considering ‘right to ask’ applications, for the year ending March 2020, Gloucestershire received 170 applications, with 54 in the same year provided with a disclosure. This accounts for 32% of ‘right to ask’ applications provided with disclosure compared with 37% for England and Wales.

The DVDS in Gloucestershire will benefit from further support from GDASS when the new Police Independent Domestic Violence Advisors (IDVA) start in post, as outlined in the ‘community based support’ section of this needs assessment.

#### 5.4 Multi-Agency Risk Assessment Conference (MARAC)<sup>51</sup>

The MARAC is a process, adopted nationally, to support multi-agency information sharing and collective safety planning for victims of domestic abuse who are risk assessed as being at high risk of serious harm or homicide.

For Gloucestershire, the MARAC process is coordinated by Gloucestershire Constabulary and is based within the Multi-Agency Safeguarding Hub (MASH).

Over the past three years, in line with national trends, referrals into MARAC have steadily increased year on year, with 1215 referrals received for high risk victims in 2019/20 compared with 965 in 18/19 and 866 in 17/18. The rate of cases currently in Gloucestershire MARAC is slightly higher than the recommended level by Safe Lives (1010 cases annually). It is worth noting, that Safe Lives recommendations are focused on looking at the adult female population, so the higher level of referrals for Gloucestershire may be linked to referrals received for male victims and those aged 16-17<sup>52</sup>. Additionally, Safe Lives have noted that their figures are an average with some MARACs seeing much lower or higher rates. They caveat that there is a need to understand more about the variations in practice and recording across MARACs in order to fully understand the implications of higher than expected rates.

The national Safe Lives MARAC data set<sup>53</sup> indicates that across England in 2019/20, there were 42 referrals to MARAC per 10,000 of the adult female population. This is slightly higher than the expected number of cases for England (as calculated by Safe Lives) and means that an additional 3737 cases were referred into MARACs in England in 2019/20.

For Gloucestershire, there were 46 referrals into MARAC per 10,000 of the adult female population, slightly higher than the national level and higher than the South West level at 32. Higher levels of referrals into MARAC may indicate a need locally to identify domestic abuse at an earlier stage before it reaches high risk levels. It could also indicate that Gloucestershire is well placed in identifying high risk domestic abuse and making appropriate referrals with good local partnership

<sup>51</sup> MARAC Operating Protocol available at [www.glostakeastand.com](http://www.glostakeastand.com)

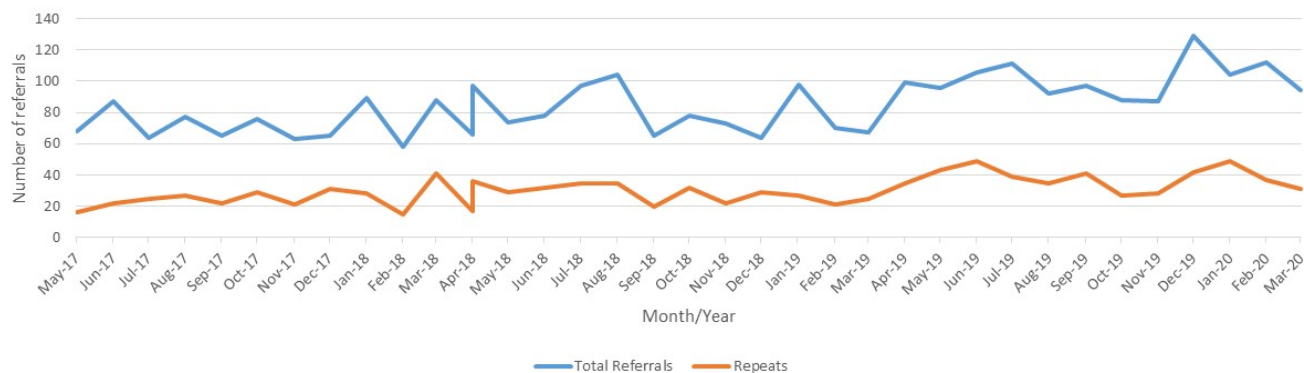
<sup>52</sup> Safe Lives recommended level of referrals is based on the expected level of 40 cases per 10,000 of the adult female population. This has been established from work carried out by SafeLives, combined with police reporting rates and what we know about the likelihood of high-risk victims of domestic abuse reporting to the police.

<sup>53</sup> [Latest Marac National Dataset | Safelives](#)

working; this may in part be linked to recent training delivered locally to upskill professionals in conducting risk assessments and making referrals into MARAC.

As detailed below in Graph 24, the volume of referrals into MARAC changes on a month by month basis, with some notable peaks across the summer months and the December/January period.

Graph 24: Number of referrals into MARAC 2017/18, 2018/19 and 2019/20



The main performance measure for MARAC nationally is the level of repeat victimisation. Safe Lives have calculated that they would expect repeat referrals to account for between 25-40% of all referrals. This range is based on the need to ensure a balance between MARAC demonstrating its ability to identify further repeat incidents and respond, alongside demonstrating that its safety planning works well.

The repeat victimisation rate for Gloucestershire in 2019/20 was 38% of total referrals into MARAC; putting us at the higher end of the range expected by Safe Lives. This is a rise from 35% in 18/19 and 34% in 17/18 and compares to an England wide repeat victimisation rate of 31%<sup>54</sup>. This higher repeat victimisation rate may indicate Gloucestershire's ability to readily identify repeat victims, but is an area that needs to be monitored to ensure the risk management plans at MARAC are robust and effective; this is something to be considered by the MARAC Steering Group and ultimately the Domestic Abuse Local Partnership Board.

The vast majority (approximately 70% per year) of referrals into MARAC are made by the police. This is in line with regional rates but compares with a national rate of around 60% in 2019/20. Both GDASS, A&E and Children's Social Care are also significant referrers into the process. Whilst it is positive that police are identifying high risk victims of domestic abuse and referring them into a process which supports multi-agency safety planning, there is a need to ensure locally that other agencies are able to readily conduct risk assessments and make appropriate referrals.

### 5.5 Victims of Domestic Abuse in Gloucestershire known to police

The below data reflects domestic abuse victims where there is a unique crime number<sup>55</sup> recorded by police against domestic abuse tagged crimes for years 2017/18, 2018/19, 2019/20 and 2020/21.

Across all 3 years, between 75-78% of victims were recorded as female. This is to be expected given the gendered nature of domestic abuse, with females most likely to be the victims. Despite this however, it is likely that a number of male victims also experience abuse from a male perpetrator as male perpetrators account for up to 93% of perpetrators.

<sup>54</sup> The level of repeat cases relies on individual MARACs accurately recording their repeat referral rate.

<sup>55</sup> This reflects wherever possible unique victims. There will however be some duplicates where offenders are connected to multiple victims or different crime numbers.

The majority of victims are aged 25-34 followed by 35-44 as detailed in graph 25. This is similarly reflected when considering the rate of victims per 1000 of the population based on age group (table 5), with a rate of 19.96 domestic abuse offenders per 1000 of the 25-34 year old population in Gloucestershire.

Graph 25: Age range of domestic abuse victims recorded by police for years 17/18, 18/19, 19/20 and 20/21

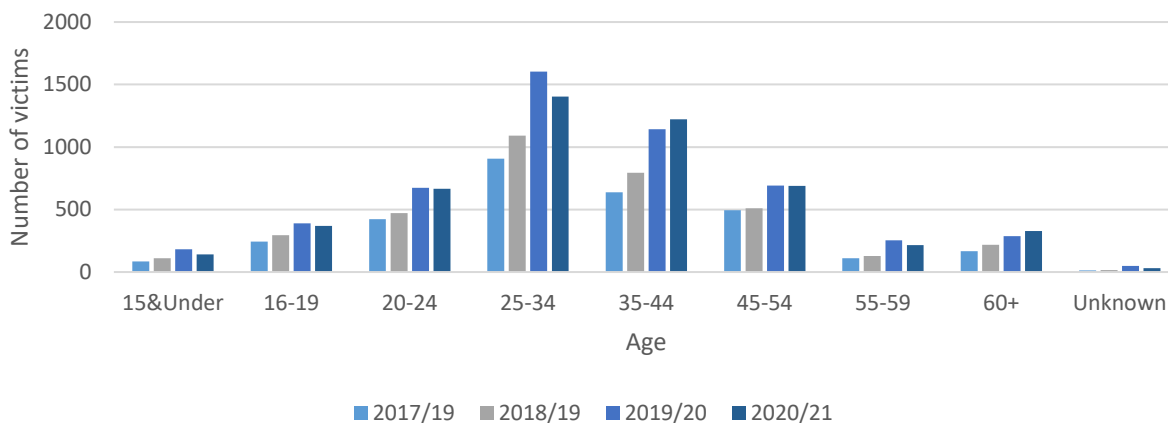


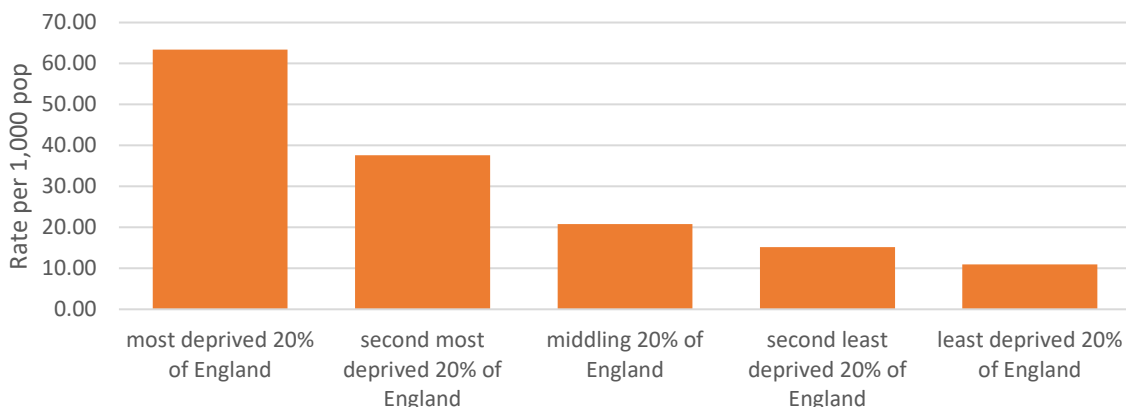
Table 5: Rate of offenders per 1000 of the population based on age.

	15 & under	16-19	20-24	25-34	35-44	45-54	55-59	60+
<b>Rate per 1000 2020/21</b>	<b>1.22</b>	<b>13.5</b>	<b>19.96</b>	<b>19.57</b>	<b>16.2</b>	<b>7.5</b>	<b>4.7</b>	<b>1.9</b>

Across all 3 years, the majority of victims are recorded as being from ‘white ethnicities’. Despite this, 6% are consistently recorded as being from Black, Asian and Ethnic Minority groups, an overrepresentation when compared to the population of Gloucestershire which is at 4% Black, Asian and Ethnic Minority. This overrepresentation is to be expected given the overall prevalence data from England and Wales indicating that those from Black, Asian and Ethnic Minority groups experience domestic abuse at a higher rate than those from white ethnicities.

Domestic abuse victims are recorded within Gloucestershire are most likely to be recorded as being from within areas of the county that fall within the most deprived 20% of England according to the Indices of Deprivation 2019. This is consistent with the findings of where domestic abuse crimes take place.

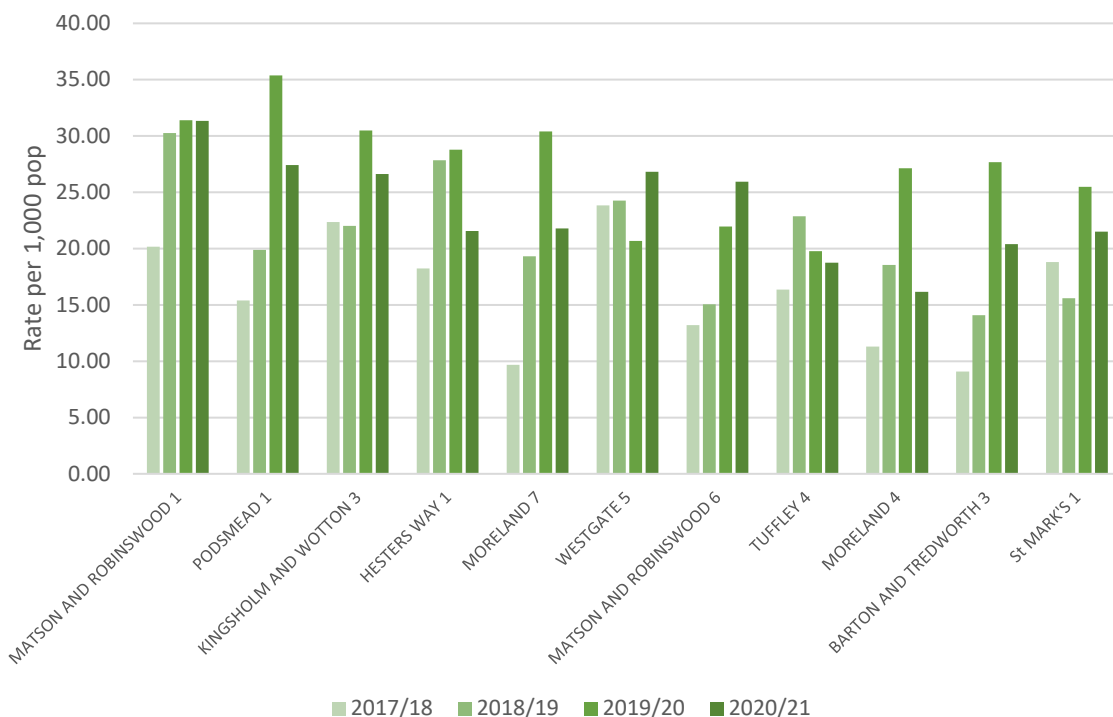
Graph 26: DA Victim (01/04/18 to 31/03/2021)  
by Overall Quintile of Deprivation (IMD19)



When looking at the smaller communities identified as having the highest rate of domestic abuse victims, they all fall within the top 20% of most deprived areas in England.

The small community areas identified are reflective of those identified for crime location, with the introduction of Tuffley. A large volume of the areas identified fall within the 10% of most deprived areas in England indicating a clear link in Gloucestershire with domestic abuse and deprivation.

Graph 27: DA Recorded Victim Rate by Lower Super Output Area

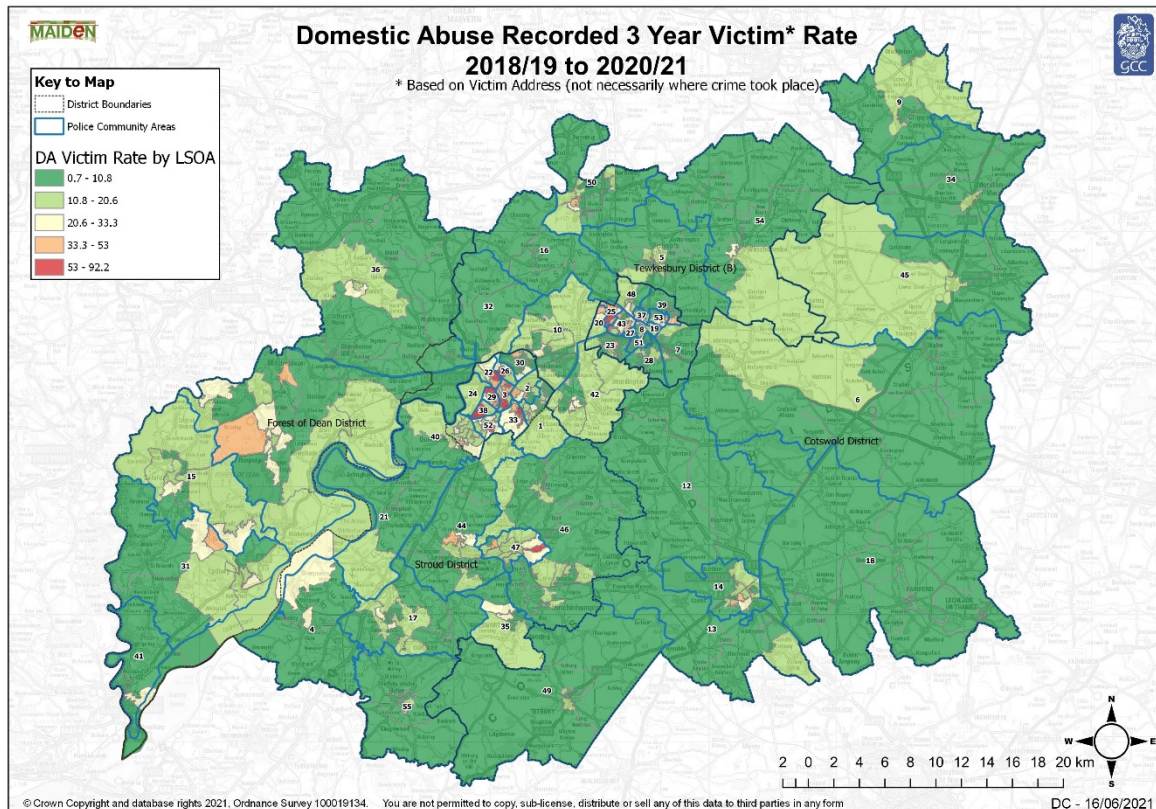


As detailed in map 3, whilst the majority of communities with the highest rates of domestic abuse victims are within the Gloucester and Cheltenham District, there are pockets across other districts with a rate of domestic abuse victims that is between 33.3 and 92.2, considerably higher than the countywide rate. These communities include:

- Stroud Urban, Stroud
- Stonehouse, Stroud

- Cirencester urban, Cotswolds
- Tewkesbury
- Lydney, Forest of Dean
- Cinderford, Forest of Dean

Map 3: Domestic abuse 3 year victim rate across Gloucestershire communities from 2018/19 to 2020/21. (Key to maps is provided in Appendix 5).



## 5.6 MARAC Victims

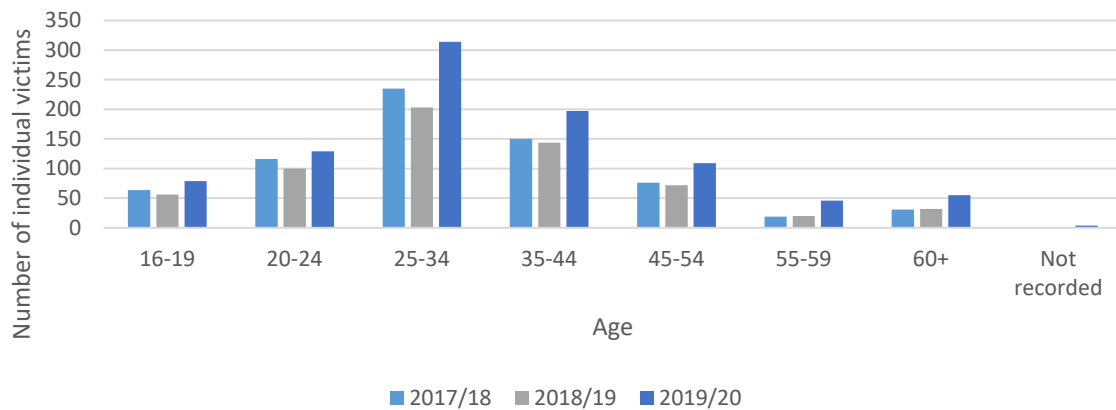
When considering the characteristics of MARAC victims, the below data will present ‘individual’ victims for each year rather than referrals, removing duplicates where the same victims may have been referred multiple times into the MARAC. For this purpose, the number of individual victims each year are as follows: 2017/18: 691, 2018/19: 627 and 2019/20: 933<sup>56</sup>.

Across all 3 years, between 90-92% of individual victims discussed at MARAC were female, compared with 99.9% across England and Wales. This demonstrates that whilst the majority of Gloucestershire victims referred into MARAC are female, there is a greater likelihood locally of identifying male high risk victims; this is similarly reflected in data from GDASS where higher levels of male victims are engaged in the service than seen for similar services nationally. This is because the GDASS service offer is clear about the support that it offers for males victims, and has over the years adapted its approach to ensure the service offer is appropriate and accessible to male victims.

When looking at the age range of individual MARAC victims, the majority are aged 25-34, as detailed in Graph 28. This is a higher age bracket than prevalence data detailed in the Crime Survey for England & Wales (year ending March 2020).

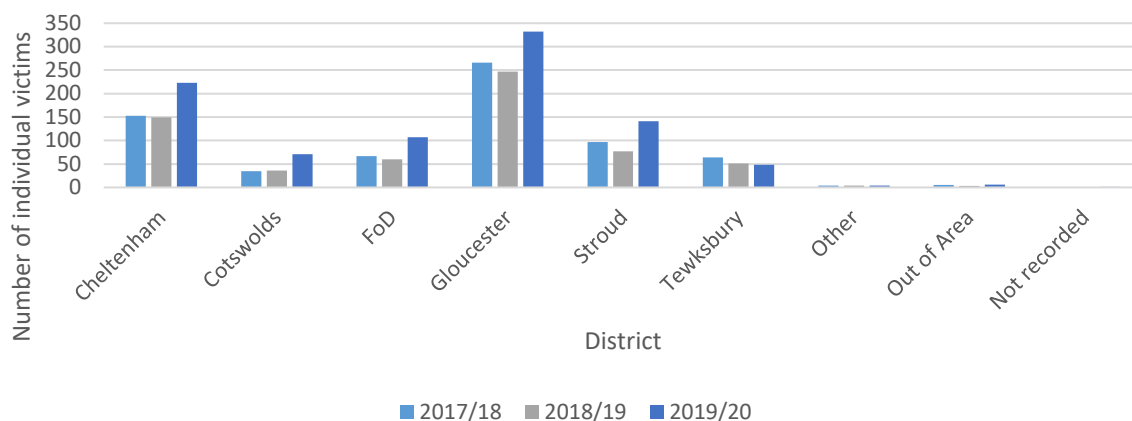
<sup>56</sup> Some duplicates may still be considered if a victim has been referred into MARAC across multiple years.

Graph 28: Number of individual victims considered by MARAC based on age for years 2017/18, 2018/19 and 2019/20



The majority of individual victims considered by MARAC were referred from the county's urban areas; this is likely linked to the higher numbers of domestic abuse incidences being reported in these areas, and the easier access to services that victims in these areas will have; making the identification of high risk domestic abuse easier for agencies.

Graph 29: Number of individual victims considered by MARAC based on locality for years 2017/18, 2018/19 and 2019/20



Across each of the years detailed, between 29-35% of victims were recorded as living with their perpetrator at the time they were referred in to MARAC. The majority of victims living elsewhere is consistent with a key area of understanding risk in domestic abuse, 'Separation', and also demonstrates that high risk domestic abuse can occur when individuals do not live with one another. This is also consistent with Gloucestershire's local model of providing target hardening and sanctuary schemes, to improve security and keep victims safe within their own homes.

MARACs across England receive around 16.8% of their referrals for victims from Black, Asian and Minority Ethnic groups, with the South West and North East receiving the fewest referrals at 6%. Gloucestershire MARAC is consistent with the South West average, with 6% of individual victims being from Black, Asian and Minority Ethnic groups in 2019/20 (down from 9% 2017/18).

Despite a lower rate of referrals for victims from Black, Asian and Minority Ethnic groups in Gloucestershire compared with the England average, in comparison to the percentage of individuals from Black, Asian and Minority Ethnic groups in the population as a whole in Gloucestershire (4.6%), this is relatively high. This finding is consistent with the prevalence data from the CSEW that

indicates a greater likelihood of domestic abuse victimisation from those in Black, Asian and Minority Ethnic groups.

MARAC victims from LGBTQ groups account for 1.3% of referrals across England, with similar rates seen in Gloucestershire MARAC at 1% of referrals in 2019/20 (1% in 18/19 and 2% in 17/18). Despite Gloucestershire being in line with the England average, it is well known that domestic abuse amongst those who are LGBTQ is significantly underreported, with those from LGBTQ communities facing greater barriers to accessing support often connected to their wider experience of homophobic abuse (Safelives Spotlight report #freetobesafe<sup>57</sup>). There is therefore more work required locally to identify and respond effectively to LGBTQ victims.

In both 2017/18 and 2018/19 around 50% of individual victims considered by MARAC were recorded as having a disability, this dropped for 2019/20 where only 27% were noted as having a disability (compared with an England rate of around 7%). For the majority of those where a disability was noted, the type of disability was not known; it is not clear how accurate this data is, as it relies on the referring agency to identify. Where it was known, depression and anxiety was the most common. With a comparatively high percentage of victims noted as having a disability, some consideration may need to be given as to how this is being identified and whether this is a true picture of high risk victims in Gloucestershire or the way in which this is recorded locally.

### 5.7 Domestic Homicide Reviews in Gloucestershire

Domestic Homicide Reviews (DHRs) were established on a statutory basis under the Domestic Violence Crime and Victims Act 2004, with the provision coming into force in April 2011.

The purpose of a DHR is to:

- Establish what lessons are to be learned from the domestic homicide regarding the way in which local professionals and organisations work individually and together to safeguard victims.
- Identify clearly what those lessons are both within and between agencies, how and within what timescales they will be acted on, and what is expected to change as a result.
- Apply these lessons to service responses including changes to inform national and local policies and procedures as appropriate.
- Prevent domestic violence and homicide and improve service responses for all the domestic violence and abuse victims and their children by developing a co-ordinated multi-agency approach to ensure that domestic abuse is identified and responded to effectively at the earliest opportunity.
- Contribute to a better understanding of the nature of domestic violence and abuse.
- Highlight good practice.

Gloucestershire has developed its own local approach to conducting DHRs in line with the Home Office Statutory guidance. The local approach includes a local funding agreement for commissioning independent chairs, local funding for advocacy services to support families in participating in DHRs, a clear approach to agency accountability to ensure the adoptions of lessons learnt and most recently a new approach to ensuring the identification of suicide cases that fall under the statutory guidance.

Since DHRs were first enacted, Gloucestershire has commissioned 13 DHRs<sup>58</sup>, 7 of which have been published, with the remaining reviews either awaiting publication or still ongoing. Whilst each

<sup>57</sup> [Free to be safe web.pdf \(safelives.org.uk\)](#)

<sup>58</sup> As of June 2021

review will have its own specific learning, there are a number of common themes that come from DHRs that require consideration in terms of local strategy and approach to continue to improve the response to domestic abuse. The below 'word cloud' provides a summary of the key themes from local DHRs:



## 5.8 Areas for development

### Training

Within the county, the majority of domestic abuse training is delivered single agency, with individual agencies developing their own programme of activity to upskill their staff.

Multi-agency domestic abuse training is delivered and available via the Safeguarding Children's Executive with GDASS and the County DASV Strategic Coordinator often supporting the delivery as well as delivering wider ad hoc training.

Findings from DHRs indicate a need for a more consistent approach to training in the county, ensuring that all professionals are confident and competent in responding to domestic abuse.

At present, no investment has been made into Lot 5 of the Domestic Abuse Commissioning Framework which would provide a local training offer for domestic abuse. Investment in this area would enable the county to respond to findings from DHRs and also fully enact the domestic abuse training pathway developed in 2019.

### Development and embedding of domestic abuse pathways

The county has well established pathway of support for domestic abuse and multi-agency working. Despite this, there are always areas for further development, particularly in response to emerging themes coming from DHRs, and to also ensure the existing pathways are embedded across the partnership response.



This further development and embedding is linked to the need for consistent training and awareness raising in the county as well as to the wider Coordinated Community Response (CCR) and ensuring that Gloucestershire's response includes all key principles for an effective CCR response.

### **Awareness Raising**

The county has always developed a multi-agency annual domestic abuse communications plan. This plan has ensured a wide range of awareness raising activity to cover various aspects of domestic abuse, encouraging reporting and awareness of the services available in the county.

There is a need to continue this work and ensure awareness raising activity is influenced by the findings from DHRs as well as the findings from any service user and community engagement.

### **Multiple Disadvantage/Complex needs**

Individuals experiencing domestic abuse who also experience additional complex needs, such as substance misuse, homelessness, poverty and mental health, are becoming a more prominent feature of domestic abuse support locally. A number of DHRs locally have highlighted a need to improve the local response to victims with complex needs, acknowledging that supporting these victims requires more intensive work and a trauma informed approach.

Gloucestershire County Council are currently reviewing the countywide response to complex needs and will consider the findings from DHRs in their ongoing work. This will be a longer term piece of work looking to establish wider systems change and collective response to those experiencing multiple disadvantage and complex needs.

There is a need to ensure domestic abuse is considered within the wider response to those with complex needs and develop specific processes to ensure victims with complex needs receive the right support at the right time and in a way that is accessible.

### **Place based approach to Domestic Abuse**

Due to the variations in rates of domestic abuse recorded in the county, there is a need to consider different approaches in different communities. Considering engagement and awareness raising in certain communities to increase reporting, and considering prevention approaches in communities where a reduction in domestic abuse rates are required.

Taking a place based approach allows for work to tackle domestic abuse to take into account the individuality of communities and to adopt strengths based approaches that include the community in any actions that contribute to supporting those experiencing domestic abuse and tackling the attitudes that contribute.

There is a need locally to consider how deprivation is linked to domestic abuse and to connect into wider local activity that looks to build reliance within communities through social, economic, housing and educational improvements.

### **Arrest Rates and Crime Recording**

Gloucestershire has a lower arrest rates and crime recording figures than we would expect to see for domestic abuse. Our local response therefore needs to ensure that officers are skilled in identifying domestic abuse, fully understand their role and responsibility and ensure that all crimes connected to domestic abuse are recorded effectively. This will encourage further reporting of what is known to be an underreported crime, but with improved crime recording, there will be a better

understanding of the prevalence of domestic abuse within the county to support decision making on victim services and wider partnership responses.

### **Preparations for the Domestic Abuse Act**

As measures from the DA Act come into force, the county needs to be prepared to meet any new requirements, be aware of new measures that support victims and ensure professionals are upskilled to understand and respond to domestic abuse. The local response to the DA Act 2021 will need to be key feature of the local strategy to tackle domestic abuse.

### **Ongoing assessment against CCR 'In search of Excellence'**

In order to ensure Gloucestershire's Coordinated Community Response to Domestic Abuse continues to fall in line with best practice, the Local Partnership Board should ensure a regular review of local processes against the criteria set out in the 'In search of Excellence' document.

## 6. Accommodation Based Support for victims of Domestic Abuse

The Violence Against Women and Girls (VAWG) Strategy 2016-2020, and its refresh in 2019, made clear the Government's commitment to ensuring 'no woman is turned away from the support she needs and that all victims get the right support at the right time'<sup>59</sup>. The Ministry of Housing, Communities and Local Government (MHCLG) is the lead for Government in ensuring the provision of refuge and safe accommodation with support for survivors and victims of domestic abuse.

Following a review of existing locally-led approaches to commissioning of domestic abuse safe accommodation services across England in 2018, the MHCLG outlined the importance of having support accessible within a range of safe accommodation services to ensure victims have a safe and secure place to live. It was also acknowledged that a vital component of providing this support was stable funding and effective commissioning based on local need.

As a result of this review the Government included within the Domestic Abuse Act 2021, a statutory duty on Tier 1 local authorities to provide support in safe accommodation. Safe accommodation was defined by the MHCLG to include<sup>60</sup>:

- Refuge accommodation – a refuge offers accommodation and intensive support which is tied to that accommodation. Victims, including their children, have to be refuge residents to access specialist emotional and practical support.
- Specialist safe accommodation – safe accommodation services which provide dedicated specialist support to victims with protected characteristics and/or complex needs, such as specialist refuges for BAME, LGBT, and disabled victims and their children.
- Dispersed accommodation:
  - Safe, self-contained accommodation with the same level of specialist domestic abuse support as provided within a refuge but which may be more suitable for victims who are unable to stay in a refuge with communal spaces due to complex support needs or for families with teenage sons for example.
  - Safe, self-contained 'semi-independent' accommodation which is not within a refuge but with floating support for victims who do not require the intense support offered through refuge.
- Sanctuary Schemes – properties within Sanctuary Schemes or other similar schemes which provide enhanced security measures. A Sanctuary Scheme is a survivor centred initiative which aims to make it possible for survivors of domestic abuse to remain in their own homes, where it is safe for them to do so, where it is their choice, and where the perpetrator does not live in the accommodation. This is done by providing additional security – 'installing a sanctuary' – to the victims' property or perimeter.
- Move-on and / or second stage accommodation – interchangeable terms for projects temporarily accommodating victims, including families who no longer need the intensive level of support provided in a refuge, but would still benefit from a lower level of domestic abuse specific support for a period before they move to fully independent and permanent accommodation. There is no expectation that every victim will require this. Many victims are ready to move straight to a permanent new home from refuge. However, move-on and / or second stage accommodation may be helpful in some cases.

<sup>59</sup> [Future Delivery of Support to Victims and their Children in Accommodation-Based Domestic Abuse Services: Consultation Response \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>60</sup> MHCLG definition provided [Future Delivery of Support to Victims and their Children in Accommodation-Based Domestic Abuse Services: Consultation Response \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

- Other forms of domestic abuse emergency accommodation – i.e. a safe place with support. To give victims an opportunity to spend a temporary period of time to consider and make decisions in an environment which is self-contained and safe. This would include access to wrap around support and specialist support for victims with complex needs (including mental health needs and substance misuse).

To support local authorities in meeting their statutory duty, funding has been allocated as of April 2021 from the MHCLG.

### 6.1 Best practice approaches

The refuge model for women fleeing domestic abuse has been in place since the 1970s as a service developed by women for women. Now in England there are 261 (2020) refuges with 3,923 bed spaces available<sup>61</sup> for those looking to secure safety away from domestic abuse.

Whilst the model was developed in the main to protect women, in recent years, specialist refuge provision has also been developed to provide support to male victims of domestic abuse.

Refuge provision remains a core response to domestic abuse, enabling victims to relocate to a safe space, receive specialist support and look towards rebuilding their lives free from abuse.

Whilst the need for refuge will always be part of the response to domestic abuse, variations in the model have begun to emerge to allow greater flexibility, for instance, allowing women to access safe spaces alongside teenage sons, victims to take pets with them and enabling victims with substance misuse or significant mental health needs to access safe accommodation; often circumstances that can make access to traditional refuge accommodation difficult.

Varied models of refuge can now include the provision of safe, self-contained accommodation with specialist domestic abuse support provided and the provision of dedicated refuge spaces for those from particular protected characteristic groups. Alongside this services are being commissioned to provide security measures and safe rooms in victims' properties, to enable victims to remain safe in their own home.

Developments in safe accommodation have continued in recent years with a number of best practice models being rolled out across the country;

#### **Whole Housing Approach<sup>62</sup>:**

The Whole Housing Approach (WHA) has been developed in order to improve the housing options and outcomes available for people who experience domestic abuse, enabling them to achieve safety, stable housing and overcome their experience of abuse and its impact.

The WHA has been promoted as a best practice model by the Government, noted for its mission to:

- Improve access to safe and stable housing across all housing tenure types (social, private rented and private ownership), considering the need for move on options from refuges, supported accommodation and other types of temporary accommodation.
- Ensure access to a range of housing and initiatives that are tailored for domestic abuse to provide choice, whether that is to relocate or remain in existing accommodation.

The aims of the WHA are to:

<sup>61</sup> [Domestic abuse victim services, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/people-in-the-uk/violence-and-abuse/domestic-abuse)

<sup>62</sup> [What is the Whole Housing Approach? - daha - Domestic Abuse Housing Alliance \(dahalliance.org.uk\)](https://www.dahalliance.org.uk/what-is-the-whole-housing-approach/)

- Create earlier identification and intervention for domestic abuse through mobilising social and private landlords and key institutions involved in private ownership
- Reduce the number of people who are made homeless as a result of domestic abuse
- Increase tenancy sustainment options so that people experiencing domestic abuse can remain safe in their home when it is their choice to do so or do not lose their tenancy status if they relocate. This includes social housing landlords taking action to remove perpetrators from properties through enforcement and positive engagement activities.

The below diagram provides a summary of all of the components of the WHA:



### Housing First<sup>63</sup>:

Housing First is a housing and support approach which was first developed in New York and has now been widely adopted in the USA, Canada, Denmark, Finland and France. Since 2010 it has become more widely adopted in the UK as a mechanism to meet the needs of the homeless population by:

- Providing a stable home for people who have experienced homelessness and chronic health and social care needs so they can rebuild their lives,
- Providing intensive, person-centred, holistic support that is open-ended,
- Placing no conditions on individuals; however, they should desire to have a tenancy.

It is an evidence-based intervention that is proven to successfully support people with repeat histories of homelessness who experience multiple disadvantages, helping them into independent and stable accommodation.

The majority of Housing First services across England are mixed gender, with a wider focus on the needs of men due to evidence of higher numbers of male homelessness compared to women nationally. In recognition of the potential hidden need for women and in particular their gender specific needs, best practice examples of the Housing First model are beginning to emerge that allow

<sup>63</sup> [12 -w-ha-housing-first-for-women.pdf \(dahalliance.org.uk\)](#)

for the support of victims of domestic abuse; with connections to the wider homelessness agenda and the common experience of multiple disadvantage.

The Housing First approach is a key trauma informed method of support, allowing choice and control to be prioritised; allowing for those who have experienced domestic abuse and routinely disempowered and abused by partners, services and the wider system to be given the autonomy and agency to make decisions for themselves. It is widely considered to be intensive, flexible and open ended; providing the necessary time and space for victims of domestic abuse to consider their options, with the support of strong and trusting relationships with specialist workers who coordinate a multi-agency response.

#### DAHA accreditation<sup>64</sup>:

The Domestic Abuse Housing Alliance (DAHA) accreditation programme is a benchmark for how housing providers should respond to domestic abuse. It has been recognised as a best practice approach via the VAWG strategy<sup>65</sup>.

Its accreditation programme is built around 6 core principles:

- Non-judgement
- Being person centred
- Amplifying survivor voice
- Intersectionality
- Safety
- Working towards a coordinated community response

The below diagram outlines the key priority areas that the accreditation programme covers to ensure an organisations operation and delivery is safe and effective for interventions in domestic abuse.



<sup>64</sup> [What is accreditation? - daha - Domestic Abuse Housing Alliance \(dahalliance.org.uk\)](https://dahalliance.org.uk)

<sup>65</sup> [Strategy to end violence against women and girls: 2016 to 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

## 6.2 Local Approach

The Gloucestershire approach to safe accommodation has focused on keeping victims safe in their own homes; recognising the importance of allowing victims and their children to remain within their communities and connected to those who can support them locally.

Whilst this model has been successful for Gloucestershire, it is recognised that in some circumstances, it is not safe for victims to remain in their own home, and there is a need to provide dedicated safe accommodation that allows victims to secure safety away from their home.

The Gloucestershire joint commissioning framework for domestic abuse Lot 2: Places of Safety outlines the county's commitment to ensuring the provision of safe accommodation with support for victims of domestic abuse.

Services commissioned under Lot 2 are designed to provide:

- A range of places of safety in Gloucestershire which are accessible, affordable and suitable for victims of domestic abuse who will have a variety of needs, including single victims (female and male), family units, victims with disabilities and/ or additional support needs.
- A range of measures for maintaining victim safety at home by way of additional security measures and alarms, known as Target Hardening and the provision of Sanctuary measures.

## 6.3 Service Provision

Across the county there are a range of accommodation options that are available to those who need to leave their home to escape domestic abuse. The emergency and short term accommodation options available are mainly for general access, and not specialist accommodation for domestic abuse. The table below provides a summary of the accommodation options available in the county (appendix 4 provides further detail):

	Emergency	Temporary/ short term	Move on/ long term
<b>Specialist DA Safe Accommodation</b>	Places of Safety (x12 units) Refuge (x9 bed spaces)		Own home with Target Hardening or Sanctuary GreenSquare – move on accommodation (x12 units tbc)
<b>General Access Safe Accommodation</b>	B&B (x93 rooms/bed spaces) Rapid Housing Pathway	Hostel (x83 rooms/bed spaces) Assessment Centre (x14) Temporary Accommodation – self-contained flats	Accommodation Based Support (rooms/self-contained units): 16+ (x141), 18+ (x190), Mental health (x40) Young parents (x19) Move On Accommodation Social Housing

The provision of specialist domestic abuse accommodation in Gloucestershire includes:

**Places of Safety:** 12 individual properties dispersed across the county, run by GDASS in conjunction with the District councils. These properties are designed to be used in a similar way to refuge but with additional flexibility, allowing for victims to enter places of safety in circumstances where

refuge access is restricted (e.g. substance misuse, pets, serious mental health, male victims etc.). Victims in these properties are provided with specialist support from GDASS.

**Refuge:** The refuge in Gloucestershire is provided by the Stroud Beresford Group, a charity that has been providing support in the county for over 40 years. The refuge is independently funded, with some regular support from MHCLG grant funding and support from the district councils.

The refuge provides support to women and their children, offering safe accommodation (9 bed spaces) alongside a range of services that help build skills, confidence and self-esteem.

**Target Hardening and Sanctuary Scheme:** This service ensures the provision of security measures within a victims own home, and in higher risk cases, the provision of a sanctuary room (reinforced doors and an alarm). The service is provided by Safe Partnership who work in conjunction with GDASS to ensure victims receive specialist domestic abuse support.

## 6.4 Access to Safe Accommodation in Gloucestershire

### 6.4.1 District Councils Homelessness Response to Domestic Abuse

Under current homelessness legislation, local authorities, in Gloucestershire the District Councils, are responsible for assessing the needs of those who present as homeless. The duties include providing advice and assistance to clients to prevent homelessness where possible and relieve homelessness where this has not been possible. They will also consider the households support needs and develop a personal housing plan with them.

The local authority will have an interim duty to provide temporary accommodation where a household is homeless and considered to be in priority need. Under the Domestic Abuse Act 2021, victims of domestic abuse will be given automatic priority need (effective from 5<sup>th</sup> July 2021).

The duty to provide temporary accommodation remains until such time as the duty is ended, either by an offer of settled accommodation or for another specified reason.

During the prevention and relief periods of homelessness the local authority will work with households to find a suitable solution. If the situation is unresolved after 56 days within 'homelessness relief' and the local authority are satisfied the applicant is eligible for assistance, in priority need, not intentionally homeless then a main housing duty is owed

The main housing duty can be carried out or 'discharged' when an applicant accepts an offer of accommodation, refuses an offer of suitable accommodation, or if an applicant becomes intentionally homeless from accommodation provided<sup>66</sup>.

The data presented in this section will outline the number of individuals who present as homeless as a result of domestic abuse across Gloucestershire. The data available covers years 2018/19, 2019/20 and 2020/21.

Currently data is not available on the number of individuals who present as homeless to the District Councils as a result of domestic abuse where a duty is not accepted or where an individual does not accept the accommodation offered to them.

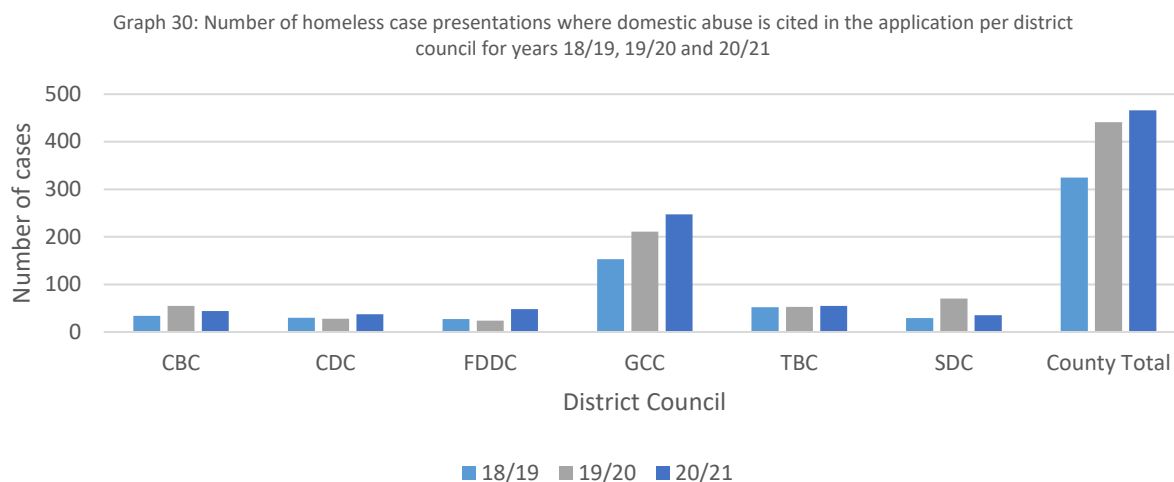
Across this time period the number of homeless cases presenting with domestic abuse to District Councils has increased year on year, with a 36% increase from 2018/19 to 2019/20 and a further 6%

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<sup>66</sup> [Shelter Legal England - Main housing duty - Shelter England](#)



increase in 2020/21. There may be some duplicate data within this, taking into account cases that may have applied multiple times during this time period.



The number of cases presenting as homeless as a result of domestic abuse and placed within temporary accommodation has also increased year on year. There is some variation across districts when looking at the percentage of cases placed in temporary accommodation from the overall number of applications.

This variation in the figures may reflect some individuals securing their own accommodation, refusing the accommodation offered to them by the housing teams or lost contact through non-engagement.

During 2020/21, the number of individual cases placed in temporary accommodation was 162.

Table 6: Number of cases placed into temporary accommodation and percentage of all DA homeless applications across all 6 districts for years 18/19, 19/20 and 20/21.

		18/19	19/20	20/21
Cheltenham Borough Council	No. of cases placed into temp accom.	12	11	18
	% of all homeless DA applications	35%	20%	41%
Cotswold District Council	No. of cases placed into temp accom.	11	10	14
	% of all homeless DA applications	37%	36%	38%
Forest of Dean District Council	No. of cases placed into temp accom.	4	5	15
	% of all homeless DA applications	15%	21%	31%
Gloucester City Council	No. of cases placed into temp accom.	63	89	94
	% of all homeless DA applications	41%	42%	38%
Tewkesbury Borough Council	No. of cases placed into temp accom.	17	9	7
	% of all homeless DA applications	33%	17%	13%
Stroud District Council	No. of cases placed into temp accom.	3	12	14
	% of all homeless DA applications	10%	17%	40%
<b>Countywide</b>	<b>No. of cases placed into temp accom.</b>	<b>110</b>	<b>136</b>	<b>162</b>
	<b>% of all homeless DA applications</b>	<b>34%</b>	<b>31%</b>	<b>35%</b>

The District Council housing teams will, having placed a case into temporary accommodation, continue to work with individuals and families to prevent homelessness and wherever possible will

support cases in accessing private rented accommodation and accommodation via Home-seeker. Where this is not possible, final housing duty will be accepted.

Countywide, between 33-41% of those placed in temporary accommodation will have full housing duty accepted, this accounts for around 100 DA cases each year across the county.

The vast majority of those who are provided with temporary accommodation, will be accommodated within non-domestic abuse specific safe accommodation.

Snapshot data collated by Gloucestershire County Council based on District Council referral data for Dec 2020 and March 2021 indicates that the vast majority of DA homeless cases have their safe accommodation needs met in 'Self-contained units through registered provider/own stock'. Bed and Breakfast accommodation is also widely utilised, with some cases in the March 21 snapshot noted as 'Not accommodated - Homeless at home<sup>67</sup>'.

Data available from the District councils cannot at this time provide details on the number of people who are referred on to the refuge following presentation as homeless as a result of domestic abuse.

The other available form of domestic abuse safe accommodation is the 12 Places of Safety.

Anecdotal evidence from the housing teams within the district councils identifies the following challenges and gaps in provision of safe accommodation for domestic abuse victims:

- Lack of specialist support for victims who are LGBTQ, with some seeking support from out of county providers.
- Accommodation for those with complex needs
- Accommodation for couples with complex needs where DA is a feature of the relationship that needs to be managed in order to address the complex needs first, reducing wider harm and not just the DA harm.
- Flexible provisions that can be adapted based on the needs presented most commonly at the time.
- Lack of move on accommodation and move on accommodation that provides ongoing support.

#### 6.4.2 Places of Safety

Data available for Places of Safety covers 1 April 2018 to 31 December 2020.

During this time period 162 referrals for Places of Safety were made to GDASS. Of these referrals, 28% (45) were accommodated, 7% (11) were assessed as not suitable and 65% were not able to be accommodated within a place of safety. This amounts to around 105 clients who were not able to access safe accommodation via GDASS across this time period (safe accommodation may have been accessed elsewhere, but available data cannot currently confirm this).

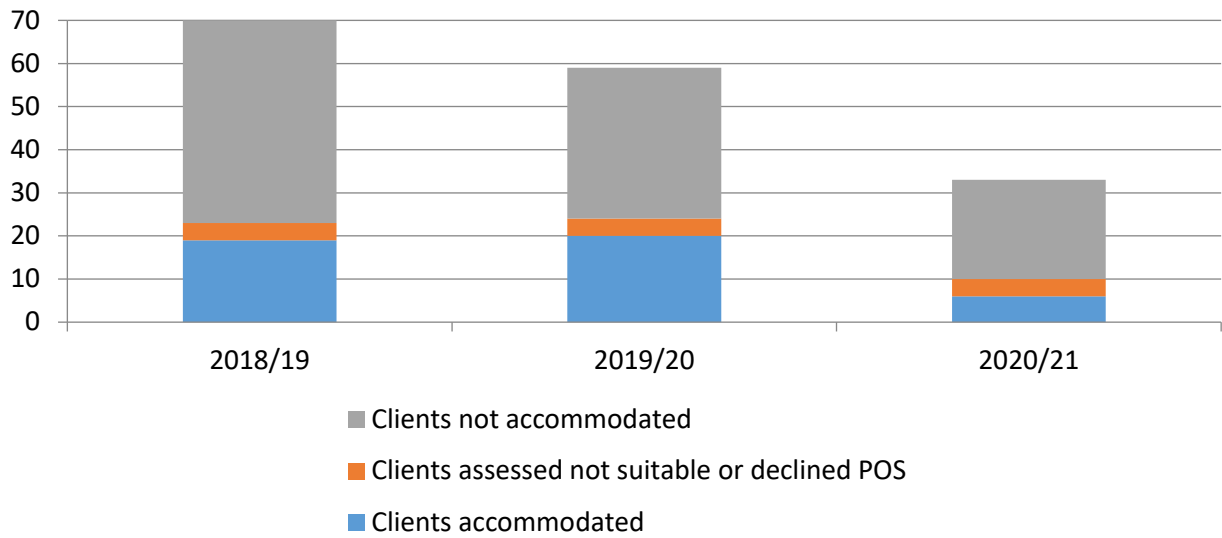
The number of referrals for Places of Safety have reduced year on year. For 2020/21 however, it is important to note that the available data does not reflect a full financial year.

Over half of referrals were for clients who were assessed as high risk. As Places of Safety are a scarce resource, they are prioritised for high risk clients.

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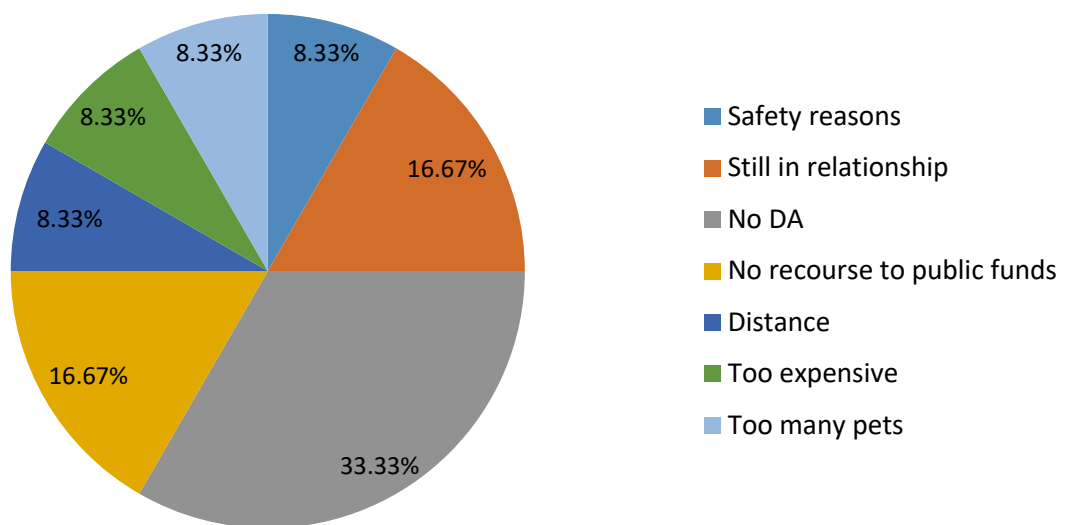
<sup>67</sup> Homeless at home means that the local authority have accepted either a relief or main duty to the household as they are satisfied that they are homeless and have determined that they have a priority need so have a duty to provide them with TA but the household has not yet needed to request TA (for example DA victim needing to leave their home due to risk, but can remain in the home until perpetrator is released from prison)

Graph 31: Number of request to GDASS for PoS 1 April 2018 to 31 December 2020

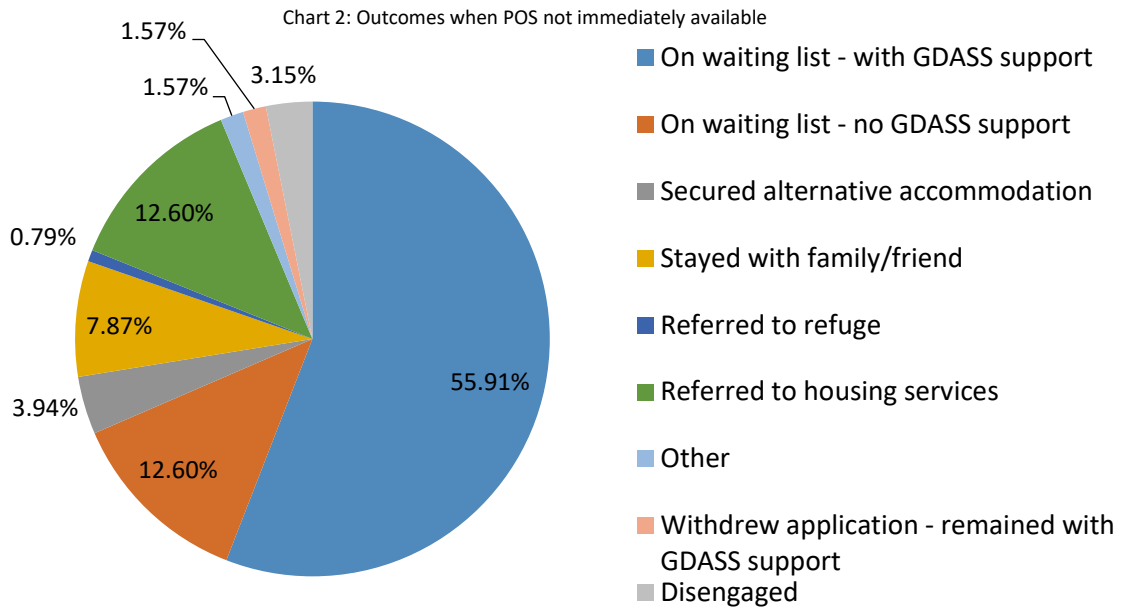


Where access to a place of safety is refused or deemed unsuitable, the most common reason stated was that there was no evidence of domestic abuse identified by GDASS. Where there was domestic abuse however, the most common reasons include ‘no recourse to public funds’ and the ‘victim still being in the abusive relationship’.

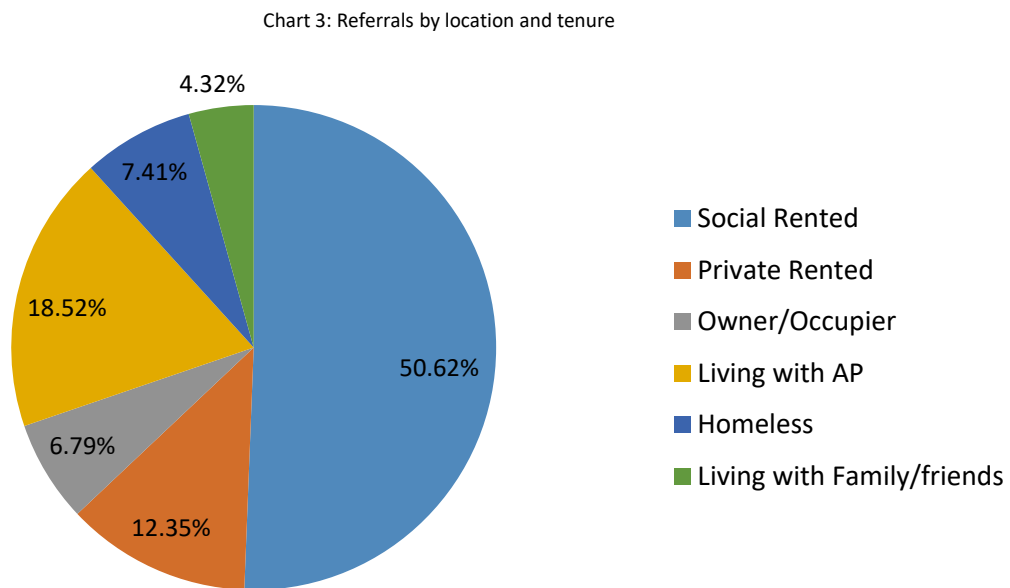
Chart 1: Reasons client assessed not suitable or declined PoS



Where it is not possible to accommodate someone within Places of Safety the majority (56%) remained on the waiting list with GDASS support and some without GDASS support (13%). Others found alternative accommodation or were referred to other forms of safe accommodation. Only 3% disengaged.



Those referred to Places of Safety were most likely to be living in social housing at the time of their referral. A further 19% were living with their alleged perpetrator at the time, with a further 7% noted as homeless.



Of those referred, the majority (80%) were recorded as single females with children, resulting in 287 children being accommodated within Places of Safety. In addition only 1% of those accommodated in Places of Safety were males.

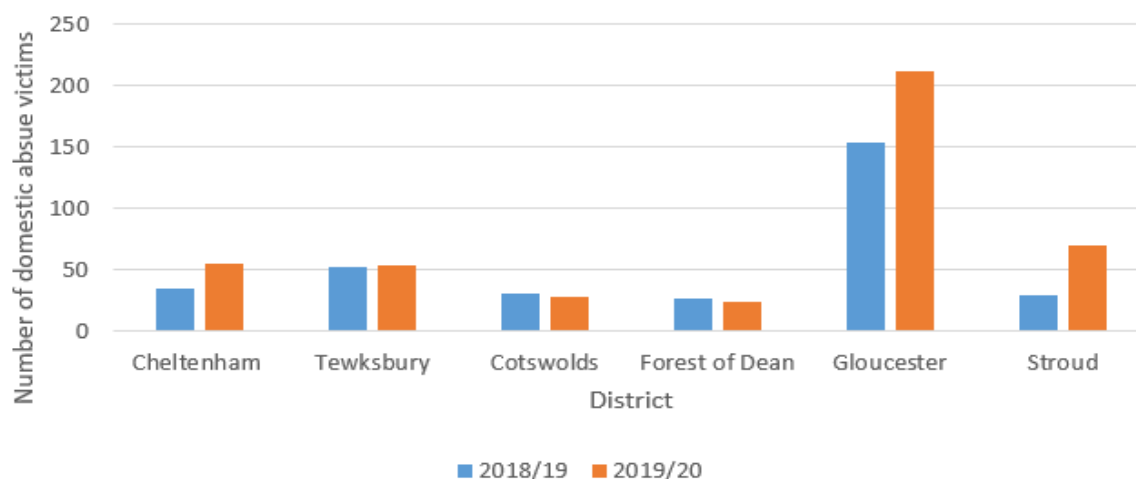
Move on outcomes from Places of Safety are not consistently recorded. Where they are recorded however, the majority of those moving on from this type of domestic abuse safe accommodation are housed within social housing.

### 6.4.3 Victim demographics from Homeless DA applications

Data available on victim demographics applying as homeless to the district councils are available for years 2018/19 and 2019/20.

Graph 31 provides the number of homeless applications for domestic abuse received by each district. The majority of homeless applications due to domestic abuse were seen in Gloucester, indicating that this is the highest area of need for securing safe accommodation from domestic abuse. This is also in line with wider data on domestic abuse locally indicating that the largest volume of domestic abuse incidents occurs within Gloucester.

Graph 31: Number of domestic abuse victims presenting as homeless to District Councils for years 2018/19 and 2019/20



From the data available, the below demographic information is available from domestic abuse victims applying as homeless:

- The majority of those applying as homeless due to domestic abuse were female ranging from 75-96%. The lowest proportion of female victims was seen for Cotswold District council at 75% in 2019/20; the numbers are however small with this accounting for only 21 female victims and 7 males.  
Whilst the majority of domestic abuse related homeless applications are for females, it is positive that male victims are presenting and looking to seek safe accommodation. The number of males is however small, with 39 male victims presenting across all 6 districts in 2019/20.
- The majority of victims are recorded as heterosexual, ranging from 66-96%. The lowest proportion of victims recorded as heterosexual was in the Forest of Dean, this is however skewed by a large number of 'unrecorded' sexual orientation. Those indicating their sexual orientation as LGBTQ is in line with the population estimates for Gloucestershire.
- Across all districts, disability is recorded across 3 categories, Physical Disability, Learning Difficulty and Mental Health. Across these categories, mental health is most significant factor recorded:

District	% of domestic abuse homeless applications where mental health was identified 2019/20	No. of domestic abuse homeless applications where mental health was identified 2019/20
Cheltenham	25%	14
Tewkesbury	13%	7
Cotswold	43%	12
Forest of Dean	26%	6
Gloucester	47%	100
Stroud	79%	55

- The number of applications from Black, Asian and Ethnic Minority victims were minimal with the Cotswolds and Forest of Dean recording no victims from these groups in 2019/20, with Stroud, Cheltenham and Tewkesbury recording less than 10 victims from these groups collectively. For Gloucester, 5% of applications in 2019/20 were for those from Black ethnicities, 4% Mixed and 1% Asian. Whilst Gloucester has the highest level of applicants from Black, Asian and Ethnic Minority backgrounds, this is in line with the population for Gloucester (10% estimated population Black, Asian and Ethnic Minority<sup>68</sup>).
- The majority of victims who apply as homeless to the local authority are recorded as 'unemployed'; indicating a need to consider partnership working to improve outcomes for these victims.

#### 6.4.4 GDASS Safe Accommodation Requests

As part of the GDASS service, victims of domestic abuse will seek the support of GDASS in accessing safe accommodation, mostly via making a request for support in securing a refuge space.

Across a 3 year period, from 2018/19 to 2020/21 between 40 and 51 requests for refuge were made via GDASS annually, accounting for around 1% of total contacts made to GDASS.

These referrals include both single individuals and families seeking refuge space, across a 6 year time period from 1 April 2014 to 31 March 2020, 40% of requests for refuge were for a single individual and 60% were for a family.

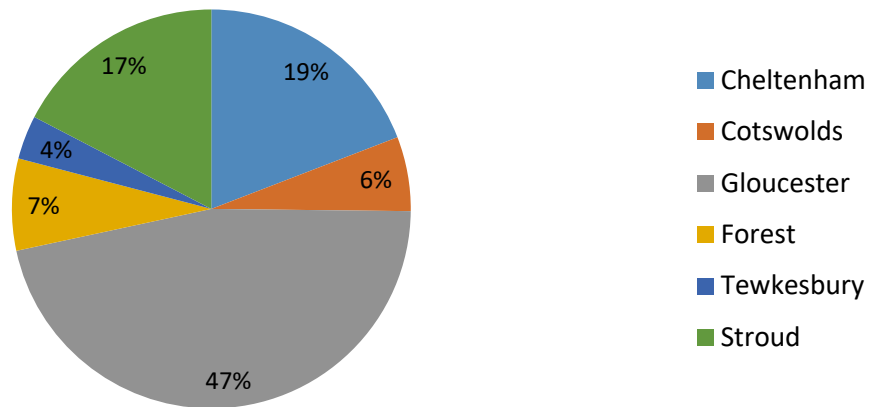
The vast majority make a refuge request with no preference as to the location in which they secure safe accommodation, with only 6% specifically requesting a local refuge space in 2020/21 (accounting for <5 individuals). The request for local refuge space has however dropped from requests made in 2018/19 in which 13 individuals requested this type of support.

Across a 6 year time period from 1 April 2014 to 31 March 2020, 97% of all refuge requests were made by clients residing within Gloucestershire. This is to be expected for a community based service, with many victims from out of county likely to seek refuge via the national network.

During this same 6 year time period, the majority of refuge request came from clients who were residing in Gloucester, accounting for 47% of requests. This is to be expected given the highest rates of police recorded domestic abuse crimes being from the Gloucester district. It is also consistent with the findings from the homeless district council data.

<sup>68</sup> [equality-profile-2020-final.pdf \(goucestershire.gov.uk\)](https://www.goucestershire.gov.uk/equality-profile-2020-final.pdf)

Chart 4: Refuge requests based on district. Total percentage 2014/15-2019/20

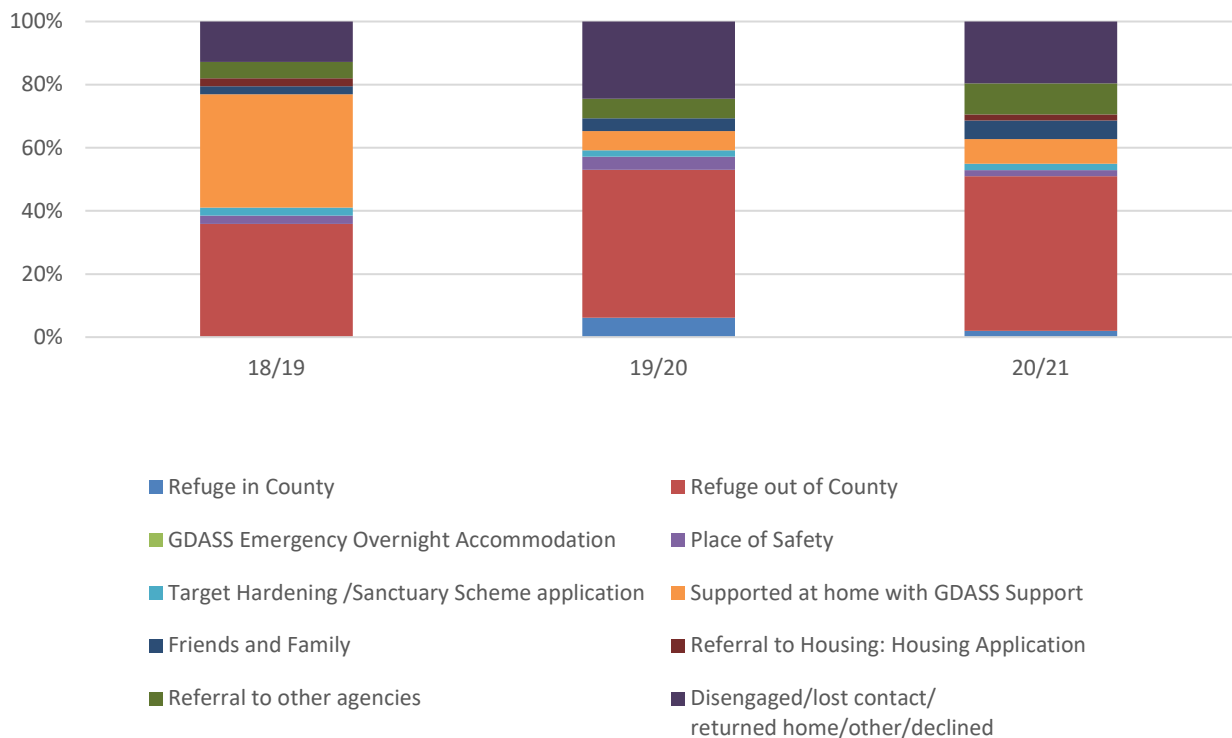


At the point of receiving a refuge request, GDASS will discuss the various options available to victims of domestic abuse, which can include:

- Securing refuge space
- Access to places of safety
- Target hardening or sanctuary scheme to remain safe in own home
- Safe accommodation with family/friends
- GDASS secured emergency overnight accommodation
- Remaining at home with GDASS support
- Access to housing advice

The vast majority of refuge requests made to GDASS result in securing refuge space out of county, as detailed below in Graph 32.

Graph 32: Outcomes - GDASS safe accommodation requests for years 18/19, 19/20 and 20/21



Across time period 2016/17–2019/20, where a refuge placement was refused or not possible to secure, the main cause was ‘client declined or lost contact’. Issues with supply of refuge space are also a factor, for example, the refuge refused the application, no space, or the location was unsuitable. These supply issues account for 44% of negative outcomes. Some of the reasons listed for a refuge refusing an application include previous offences, no evidence of domestic abuse, substance misuse, physical disability, complex needs, rent arrears, and proximity of perpetrator.

Table 7: Reason for refuge request disengagement/unsuccessful placement for 2016/17–2019/20.

Reason for disengaging or not getting refuge	No. of clients	Percentage
Unsuitable location	8	11.27%
Client declined refuge or lost contact	30	42.25%
Refuge declined	17	23.94%
No space	6	8.45%
Placement breakdown	3	4.23%
Not eligible, No recourse to public funds	3	4.23%
Other	4	5.63%
<b>Total</b>	<b>71</b>	

In addition, anecdotal evidence also indicates a need for specialised support or accommodation for people with specific needs or protected characteristics.

Overall, requests for refuge or safe accommodation support via GDASS are low, possibly due to a community based model that focuses on keeping victims of domestic abuse safe within their own homes that has been the priority for Gloucestershire for a number of years.

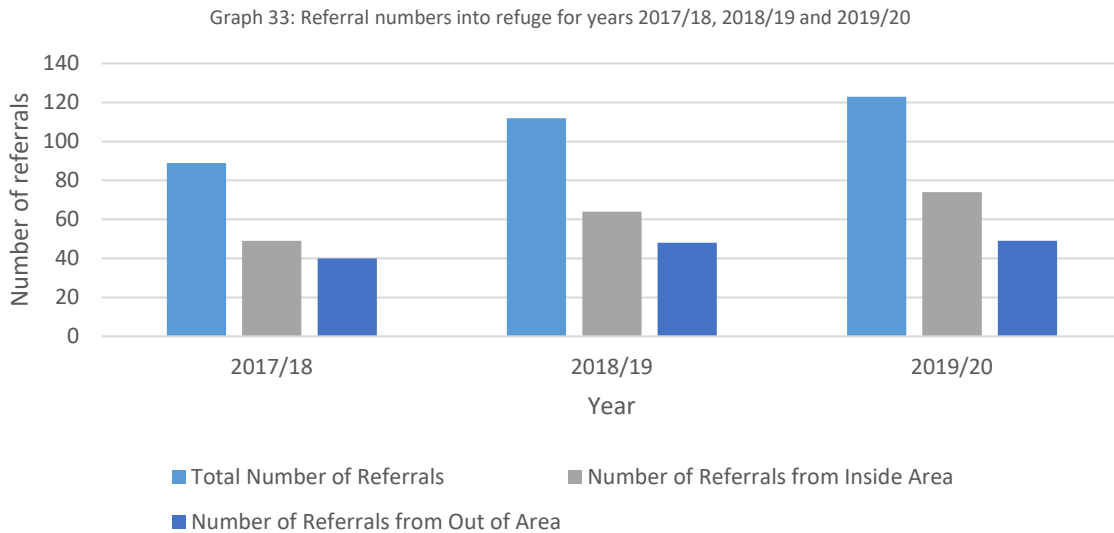
Where safe accommodation is required however, the majority of victims secure a refuge space outside of Gloucestershire. This may be the result of robust safety planning where it is not safe for some victims to remain in the county. It could however indicate a greater need for domestic abuse specific safe accommodation within the county, with GDASS identifying approximately 50 victims per year requesting this support.

#### 6.4.5 Stroud Beresford Refuge

Data from Stroud Beresford Refuge covers years 2017/18, 2018/19 and 2019/20. The service is only available to women, so all data presented relates to women and their children.

Over the course of 3 years, the refuge has seen a steady increase in referrals into the service as detailed in Graph 33. Consistently between 40-45% of referrals to the refuge are for victims who live outside of Gloucestershire, demonstrating the need for victims to flee domestic abuse by relocating for their safety (contributing to the national refuge network). The majority of referrals are however from within the county, with victims seeking safety whilst looking to maintain some form of local connection.





Where victims present from out of area, table 8 details the most common areas in which victims are fleeing.

Table 8: Most common areas out of area victims are fleeing in their approach to refuge for years 17/18, 18/19 and 19/20.

	1	2	3	4	5
2017/18	South Wales	Bristol	Plymouth	Swindon	Devon
2018/19	Wiltshire	Bristol	Bath	Dewsbury	Herefordshire
2019/20	Southampton	Hampshire	Wales	Wiltshire	Bath

The refuge is a small scale service, and as such, was only able to accept 27% of referrals in 2019/20 (39% in 17/18 and 30% in 18/19). For 2019/20, this accounted for 90 victims who were not able to access the refuge; something which is likely to be a significant underrepresentation due to the refuge not being contacted by the national network when there is no bed space free.

Some of the challenges identified by the refuge include space within the refuge at the time of referral, families that are too large to accommodate and issues with victims presenting with insecure immigration status. Victims with no recourse to public funds often have difficulty accessing refuge provision as many refuges rely on housing benefit to fund individual victim spaces.

Further challenges faced by the refuge include the length of stay, with the average length of stay increasing from 83 days in 2017/18 to 101 in 2019/20. This is again connected to immigration issues, which require resolving prior to access to move on accommodation.

In addition, the refuge does receive referrals for victims whose support needs are too high to accommodate. This can include behaviour/needs which would be incompatible with a house where vulnerable children are housed (in practice often violent offences/substance misuse). Some people also present to refuge where it is not felt domestic abuse is the primary need.

Some victims who present to refuge will have also found alternative accommodation prior to the refuge being able to accommodate them and therefore no longer require this support.

Where the refuge is unable to accommodate a victim, they provide support in either seeking an alternative or signposting to other services.

Referrals in to the refuge are regularly received via a range of referral routes including:

- National Helpline
- Local helpline
- Professional referrals from MARAC, police, health agencies and local authority housing
- Self-referral

The vast majority of referrals are made for victims who are considered to be at high risk of serious harm or homicide, as would be expected for refuge provision.

### **Demographics within refuge**

Across all three years (102 victims), the majority of victims accepted into refuge were aged 25-34 years (accounting for 39% of referrals across 3 years). This is followed by those aged 19-24 (25% across the 3 years) and 35-44 (22%).

The age of those accessing refuge is slightly higher than seen in national prevalence data, but may be linked to those aged 25-34 being more likely to have young children and the refuge being well placed to support high risk victims of domestic abuse with young children; with the refuge offering specialist support to children who have witnessed domestic abuse, particularly for ages 0-3.

Those victims accessing refuge with 2 children account for 44% of all victims over a 3 year period, followed by a further 41% with 1 child. In addition, 11% were recorded as pregnant at the time they entered refuge, acknowledging the well-known link between high risk domestic abuse and pregnancy.

The refuge consistently has more children access the service than adults (118 children across 3 years), with 69% of all children recorded as being aged 0-5years, with a further 26% aged between 6 and 11years.

The majority of victims (71% across 3 years) have their marital status recorded as 'cohabiting', with 18% recorded as 'married'. This is considerably less than the wider Gloucestershire population of 50% married, indicating that those who are experiencing domestic abuse and seeking refuge support are far less likely to be married than the general population, and far more likely to be single. Those recorded as single account for 30% of the Gloucestershire population and would likely include those who are 'cohabiting' but not married<sup>69</sup>.

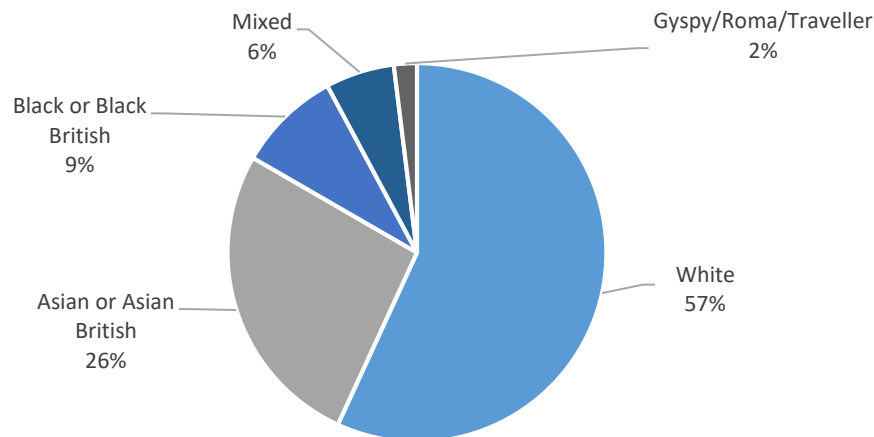
The refuge notes that there are no barriers to access based on sexual orientation. Those accessing the refuge are in the main recorded as heterosexual/straight, at 96%. Whilst this may be linked to the general underreporting of DA by those from within the LGBTQ community, the refuge is in line with the population in Gloucestershire where there is an estimated 5% population from LGBTQ communities.

When considering the ethnicity of those accessing refuge, whilst the majority are noted as being from white ethnic groups, the refuge appears well placed to enable access for victims from Black, Asian and Minority Ethnic groups, particularly those who are noted as Asian or Asian British. This is positive given prevalence data indicates that victims from Black, Asian and Minority Ethnic groups are more likely to experience domestic abuse. The refuge has also indicated previously its ability to support those who experience Honour-Based Violence, a type of domestic abuse more likely to impact on those from Black, Asian and Minority Ethnic groups.

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<sup>69</sup> [equality-profile-2020-final.pdf \(gloucestershire.gov.uk\)](#)

Chart 5: Percentage of victims accessing refuge based on ethnicity across 3 years (17/18, 18/19 & 19/20)



When considering the disability status of victims entering refuge, 10% are noted as having some form of physical disability or mobility needs. Whilst the refuge is unable to provide wheelchair access, it is able to still support those with physical disabilities where wheelchair access is not required.

In addition, and most significantly, 90% of victims were recorded as having mental health issues. Whilst it is not clear what these issues are specifically, it is clear that many victims accessing refuge will experience issues with their mental health; a common impact of experiencing domestic abuse.

Alongside the potential health needs of victims 28% of victims are noted as having children with health needs. This is likely linked to the ability of the refuge to accommodate families where children present with conditions such as Autism, something which the refuge has invested in to ensure appropriate services and space is in place; something which may present as a barrier in other refuge accommodation.

When considering the socio-economic status of victims entering refuge, the majority (96%) are recorded as Economically Inactive/Long or Short Term Ill/Other Inactive. Whilst the refuge does not collate any further specific data, anecdotally, it is noted that the majority of victims entering refuge are unemployed at the time they access the service.

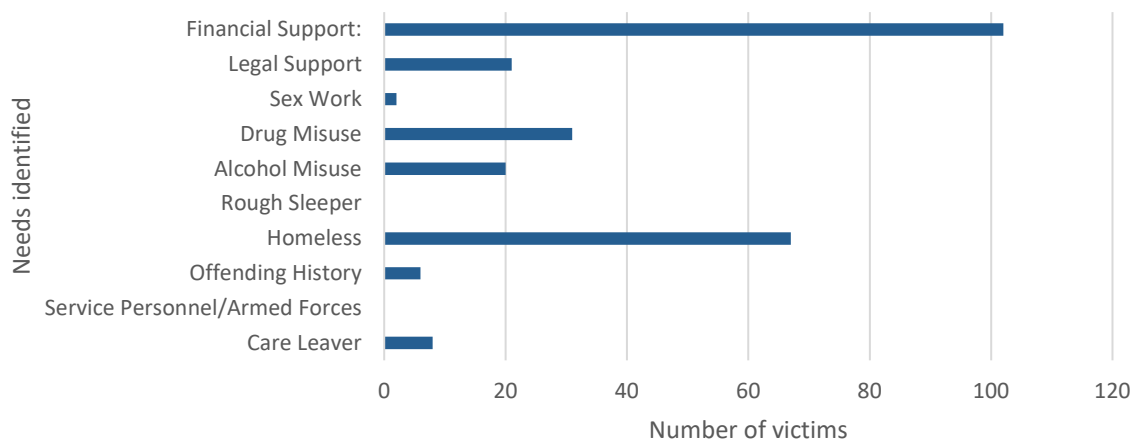
In addition and in line with the above finding, 94% of those accessing refuge are noted as having an annual income of less than £10,400. Anecdotally, the refuge also notes that many of those who access the service are known to have experienced long term poverty. It is likely that this finding indicates that those seeking safe accommodation from domestic abuse are most likely to access refuge provision in circumstances where they have minimal access to the resources needed to secure their safety without the support of this type of provision.

The refuge is able to provide support for those who present with multiple needs and vulnerabilities, with a large number of victims noted as requiring financial support and having experienced homelessness at the point that they access the refuge.

As detailed in Graph 34, the refuge is also able to provide support to those who experience issues with drugs and alcohol. Given the type of provision provided however, and the number of vulnerable children on site, risk assessments are regularly conducted to consider any substance use/behavioural issues surrounding alcohol or drug misuse to ensure the safety of all accessing the refuge. In some

circumstances therefore, refuge provision is not suitable for those with complex needs and alternative safe accommodation may be required.

Graph 34: Additional support needs identified by the Refuge over 3 years (17/18, 18/19 and 19/20)



The refuge does not routinely collect data on those unable to access the service. As such, it is not possible to ascertain if particular demographics make it harder for victims to access this type of support. The refuge does however note, that the service is available to all victims across a range of protected characteristics, with the only significant barriers to accessing the service being:

- Physical disability where wheelchair access is required (the refuge is not wheelchair accessible)
- No resource to public funds
- Complex needs (where the safety of others and their children may be compromised).
- Available space

#### 6.4.6 Target Hardening and Sanctuary Scheme

A significant part of the Gloucestershire model is to ensure victim safety within their own home, enabling victims to maintain social contacts and networks to aid in their ongoing safety and recovery from abuse. In order to support this model, the county runs a Target Hardening and Sanctuary Scheme provided by Safe Partnership.

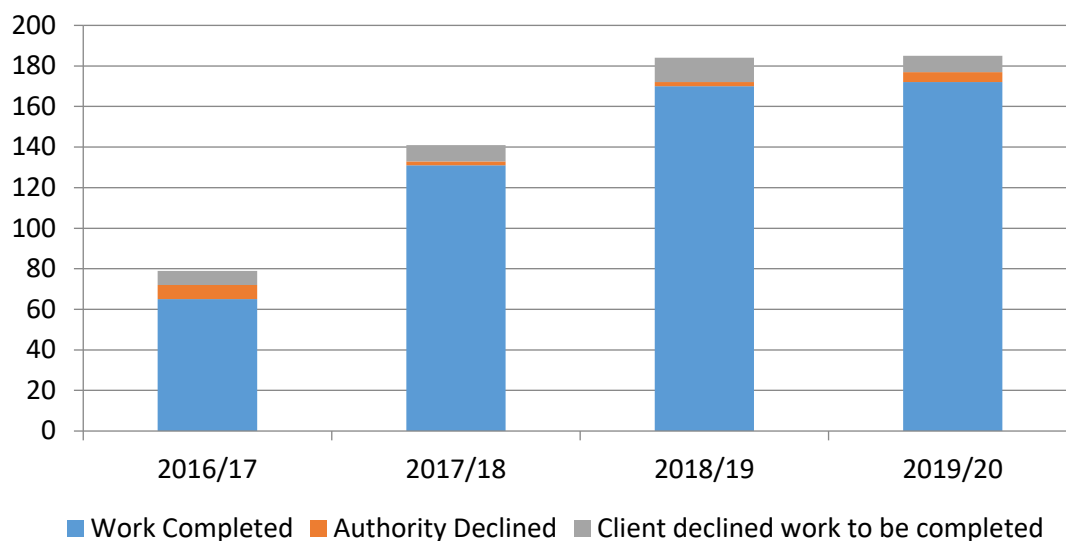
Across a 4 year time period from 2016-17 to 2019/20, referrals for the scheme have increased year on year, with 91% of referrals resulting in works being completed to keep a victim safe within their own home, as detailed in graph 35.

Works completed on victim's homes can include<sup>70</sup>:

- Door and window locks
- Outside lighting
- Anti-climb paint
- Letterbox guards
- Reinforced doors
- Alarms

<sup>70</sup> Not an exhaustive list

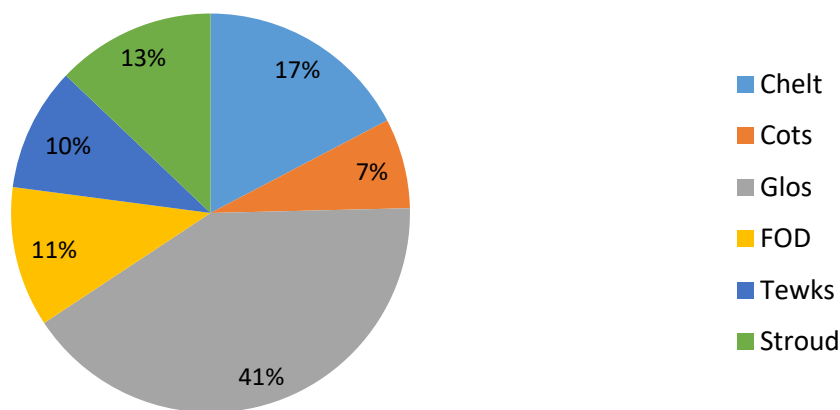
Graph 35: Outcomes from Target Hardening referrals by year from 2016-17 to 2019/20



The vast majority of referrals into the scheme are made internally by GDASS services, in particular, the IDVAs, Floating Support workers and the helpdesk.

As with requests for domestic abuse safe accommodation or temporary accommodation, the majority of referrals into the Target Hardening Scheme come from the Gloucester district, accounting for 41% of all referrals. This is to be expected given the prevalence data for domestic abuse in the county.

Chart 6: Referrals into Target Hardening and Sanctuary Scheme by district for years 2016-2020



Over the 4 year time period 2016-2020, 10 referrals for the Sanctuary Scheme were made via GDASS to Safe Partnership. The small numbers involved fluctuate by year. Of these referrals, 80% have had the work successfully completed. The Sanctuary Scheme provision involves creating a safe room for high risk victims of domestic abuse to enable them to remain safe in their home once an alarm has been triggered for police attendance.

Referrals to GDASS for the Target Hardening and Sanctuary Scheme are nearly 4 times higher than seen for refuge requests. This is to be expected for a community based model, and demonstrates the importance of a scheme that enables victims of domestic abuse to remain safe within their own

home. Many victims offered this scheme are provided with ongoing GDASS support within their own safe accommodation.

## 6.5 Gaps in provision and future developments

### **Space in domestic abuse safe accommodation**

Within Gloucestershire, the main gaps are focused on the provision of domestic abuse specific safe accommodation, with many victims housed in general access accommodation when they present as homeless. Whilst the county does have domestic abuse provision in Places of Safety and the Stroud Beresford refuge, this provision is limited.

There is a clear need to increase the provision of domestic abuse specific safe accommodation, with the refuge unable to accommodate 90 victims of domestic abuse in 2019/20 and Places of Safety unable to accommodate 105 clients from April 18 to December 20. Whilst not all of these will be turned away due to space alone, space in refuge is a key factor, and likely to be an underrepresentation of the true volume requiring this type of support locally.

District Councils will also need to consider 'lessons learnt' from the Places of Safety model for the development of further roll out and ensure their effective use.

There is also a need to ensure access to domestic abuse safe accommodation at the right time.

### **Victims with no recourse to public funds (NRPF)**

Those with NRPF will often be more difficult to accommodate in safe accommodation as they will have no access to housing benefit to fund their place within refuge, place of safety, or other accommodation.

Gloucestershire currently has no local specific scheme to support these victims.

### **Specialist accommodation based on specific needs**

Provision in Gloucestershire is currently universal, with the exception of the refuge which provides support for female victims of domestic abuse and specialises in support for victim with young children.

There have been growing calls nationally, for greater use of 'by and for' services to meet the needs of victims from protected characteristic groups, ensuring the support provided meets the specific needs of certain groups.

Within Gloucestershire, current gaps in specific support within safe accommodation have been identified for LGBTQ victims and those with a disability where specific access requirements are needed. It is unclear at present if there are gaps in provision for those from Black, Asian and Ethnic Minority backgrounds due to a lack of specific data, there is however a likely need given the wider prevalence data.

Within Gloucestershire there is also a need to consider the accommodation options for larger families, a gap identified by the refuge.

Our Places of Safety model does allow for victims with specific needs and from protected characteristic groups to access safe accommodation. This provision is however small, and requires an increase in volume.

### **Complex Needs<sup>71</sup>**

Victims of domestic abuse with complex needs is an emerging issue within Gloucestershire across all areas of specialist services and wider agency responses.

Within accommodation based support, those with complex needs may find it difficult to access safe accommodation due to their support needs, and may also find it more difficult to sustain their accommodation.

Many individuals with complex needs require more intensive support, which requires greater capacity across our whole system. There may therefore be a need to consider local provision that is designed to provide intensive support to those with complex needs to support their access to safe accommodation, sustain this accommodation and access wider services to meet their needs. Alongside this, dedicated specialist DA accommodation may also need to be explored.

The District Council also intend to review the option for the further roll out of the DA intervention officer within housing, to increase support for those with complex needs accessing housing support.

### **Move on accommodation with support**

Those who access emergency accommodation, whether that is domestic abuse specific or not, require access to move on accommodation to secure longer term suitable safe housing. This not only allows victims of domestic abuse to move on with their lives, but also frees up emergency accommodation spaces for other victims who require this support at the point of high risk crisis.

There is a need therefore in Gloucestershire to develop an approach to increase move on accommodation for victims of domestic abuse. There is also a need to better understand our current provision.

### **Whole Housing Approach and DAHA Accreditation**

Locally Gloucestershire has not implemented the Whole Housing Approach for domestic abuse or actively pushed for DAHA accreditation amongst local housing providers. As these best practice approaches are becoming more widespread across the country, Gloucestershire should look towards implementing these approaches locally to ensure effective approaches to domestic abuse in housing settings.

### **Cross Border Access**

The requirements set out in the statutory duty for support in safe accommodation outline clearly the need to ensure support for those victims accessing services from other local authority areas. There is a need therefore to consider cross border collaboration to ensure fair and equitable access to support in safe accommodation for victims of domestic abuse who need to leave their local area to secure safety.

Cross border collaboration may also be an area of consideration for the development of any specific accommodation or support options for specific protected characteristic groups.

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<sup>71</sup> Adults experiencing three or more of the following five: homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system. Many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks.

**Developing links with Registered Social Landlords**

A large percentage of those locally accessing domestic abuse safe accommodation are already housed by registered social landlords. There is therefore a need to ensure the local partnership board has established links with these providers to ensure an appropriate response to victims of domestic abuse.



## 7. Community Based Services for Victims of Domestic Abuse

Community based services are delivered to domestic abuse victims and survivors within the community and include:

- Helplines
- Outreach support services and programmes
- Support groups
- Counselling
- Crisis support services

The provision of such services, alongside refuge and other accommodation based services are supported within the Violence Against Women and Girls (VAWG) Strategy 2016-2020 and its commitment to ensuring ‘no woman is turned away from the support she needs and that all victims get the right support at the right time’<sup>72</sup>. Alongside this, the National Statement of Expectations<sup>73</sup> outlined the need for commissioners to ensure that victims are at the heart of commissioning, by providing a range of flexible and responsive services to meet the differing needs of all victims; a model of support that includes both community and accommodation based services.

### 7.1 Best Practice Approaches

Community based services that are considered standard best practice often include a local helpline that offers information, advice and support to victims of domestic abuse. These helplines are frequently supported by the 24-hour National Domestic Abuse Helpline, with callers using both services to ensure access to wider community or accommodation based support.

Across England, for 2020, there were 133 local helpline services available, often connected to wider domestic abuse provision in local areas<sup>61</sup>.

Many community based domestic abuse services include a response to high risk victims of domestic abuse as a best practice approach. Independent domestic violence advisors (IDVAs) are professionally qualified, specialist domestic abuse workers, who support high-risk victims of domestic abuse. A 2019 practitioner survey found that there were 980 full time equivalent IDVAs across England and Wales, a 26% shortfall in England and Wales as recommended by Safe Lives<sup>53</sup>.

Alongside the support provided to high risk victims, many community based services also provide support for victims who do not require a crisis response. This support often involves outreach/floating support workers who provide support in safety planning, access to other services, programmes of support to increase confidence and self-esteem and advocacy. This support is often provided alongside the provision of group work programmes such as the Freedom Programme; a group work programme that supports victims in understanding what has happened to them.

In more recent years, community based services have also expanded to provide dedicated young person’s violence advisors (YPVAs) and support for male victims. With most domestic abuse organisations developed to support women across a broad spectrum of need and characteristics, more recent best practice approaches have included the development of specific services that meet the needs of specific cohorts of victims.

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<sup>72</sup> [Future Delivery of Support to Victims and their Children in Accommodation-Based Domestic Abuse Services: Consultation Response \(publishing.service.gov.uk\)](#)

<sup>73</sup> [\[Title\] \(publishing.service.gov.uk\)](#)

### **Intersectionality and service provision<sup>74</sup>:**

The term intersectionality was coined by American Academic Kimberlé Crenshaw to describe the struggle that African American women experienced in being discriminated against on the basis of both their gender and race. The term has since been expanded from its original meaning to consider how all of an individual's identities interlock and influence their experience of the world and the people within it, including the role that social biases play in influencing how victims/survivors of domestic abuse experience barriers to support.

Adopting an intersectional approach to responding to domestic abuse is rapidly considered a best practice approach in the UK, allowing services to take a more holistic approach to an individual ensuring services take into account all parts of an individual's identity (e.g. race, gender, sexuality etc.) to effectively respond to their needs.

Alongside the inclusion of an intersectional approach to community based domestic abuse services, there is a growing call for service provision that is dedicated to specific groups, for example, dedicated domestic abuse services for Black, Asian and Minority Ethnic communities, or dedicated LGBTQ services. This is in recognition that some 'catch all' services are unable to meet the needs of specific groups and enable those groups to feel that the services will understand their specific needs.

The commitment to an intersectional approach is outlined in the current draft statutory guidance framework<sup>75</sup> as part of the Domestic Abuse Act alongside the Code of Practice for Victims of Crime ('the Victims' Code') in which victims are expected to have access to support services without any discrimination. Coupled with this is the need for local areas to consider the local need for dedicated services.

### **Safe Lives Leading Lights accreditation<sup>76</sup>:**

Safe Lives Leading Lights is the mark of quality for community based domestic abuse services and is increasingly being recognised by commissioners and funders across the UK.

The programme offers a set of standards for supporting victims of domestic abuse across all risk-led community based domestic abuse services, and provides training for service managers as well an external assessment that enables services to:

- Evidence the quality of their service: enabling them to make a stronger case for funding and to become commissioning ready
- Support the service to provide the most effective response to keep victims safe
- Improve morale: support staff to gain knowledge and confidence in their roles
- Support partnership work: enabling the service to develop a better relationship with commissioners
- Develop consistency across different functions and sites

There are currently more than 50 accredited leading lights services.

### **Shared Sustainability, Shared Standards<sup>77</sup>:**

In 2016, Imkaan, Rape Crisis England and Wales, Respect, Safe Lives and Women's Aid developed a set of shared standards for the domestic abuse and wider VAWG sector where local services are

<sup>74</sup> [Intersectionality and domestic violence – Genesis Women's Shelter & Support \(genesishelter.org\)](#)

<sup>75</sup> [\[Title\] \(publishing.service.gov.uk\)](#)

<sup>76</sup> [Leading Lights: accreditation for domestic abuse services | Safelives](#)

<sup>77</sup> [Shared Standards Whole Document FINAL.pdf \(safelives.org.uk\)](#)

affiliated with the services developing the standards, for example, where services are leading lights accredited.

The standards include:

- **VAWG is ‘gender based’:** Providing a response that is sensitive to the gendered dynamics of violence is a crucial component of specialist VAWG services. This does not mean that men are never victims of violence, or that women are not sometimes perpetrators.
- **Intersectional approach:** a service should be able to demonstrate its commitment to removing the barriers which prevent and/or limit both access and utilisation of services by some groups.
- **Diversity and equality:** The public sector equality duty within the Equality Act 2010 means that public services must take account of the protected characteristics within the Act, offer fair and effective services, and further the equality aims of the Act, including eliminating discrimination and advancing equality between different groups.
- **Safety:** Creating safety has been a central part of responses to VAWG and can have a variety of connotations and meanings in relation to different forms of VAWG and different women’s experiences.
- **Dignity and respect:** Staff within all services should strive to treat service users with dignity, respect and sensitivity, and this should be reinforced in training. It is particularly important to create an environment in which survivors can feel believed and not judged.
- **Undoing the harms of violence:** A commitment to not replacing the control of perpetrators with control by experts/professionals. Creating an environment in which survivors can exercise self-determination is part of rebuilding the self in the aftermath of abuse.
- **Integrative pathways between specialised agencies:** Partnership working in the context of specialist VAWG support services is about clarity in relation to the aims and parameters of individual services, finding ways to pool strengths through creating efficient referral pathways and sharing expertise, and advocating within multi-agency settings on behalf of VAWG support service users and their needs.
- **Prevention:** The beliefs and norms that underpin violence against women are resistant to change, meaning that primary prevention requires long-term investment.
- **User participation and engagement:** Service user involvement and participation help promote a culture of empowerment. When survivors are directly involved in organisational decision-making, services benefit from their expertise, insights and knowledge.
- **Outcomes:** Regular outcome-based monitoring has the potential to enable services to become more effective for their users, and contribute to planning and service development, as well as tracking the progress of individual service users.
- **Governance and leadership:** Because of the centrality of power and control in VAWG, it is important that VAWG specialist organisations and governance structures model a positive relationship to power.

## 7.2 Local Approach

Gloucestershire has a long standing commitment to ensuring the provision of community based support for local victims of domestic abuse, with a focus on providing quality services that aim to keep victims and their children safe within their own homes and maintaining their links to their community as a means of helping victims to rebuild their lives.

Both the Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) and Gloucestershire joint commissioning framework for domestic abuse

outline this commitment to a community based model. A range of services have been commissioned as a result which are ever evolving in order to meet changing demands and local needs.

### 7.3 Service Provision

The main service provision for the county is provided by Gloucestershire Domestic Abuse Support Service (GDASS) via GreenSquareAccord. The service provides a range of community based support for victims of domestic abuse aged 16+. The service is designed to meet the needs of all victims in Gloucestershire, regardless of risk, and whilst the county does not have separate domestic abuse services for particular protected characteristic groups, it does have specialist workers embedded within GDASS.

A summary of the service offer from GDASS is provided in the below table:

Helpdesk	<p>Operates Monday to Friday, 9am – 5pm. It is managed by First Response Workers who are able to offer immediate support and advice and take referrals for the GDASS support packages. The Helpdesk is able to offer:</p> <ul style="list-style-type: none"> <li>-Immediate advice and support for those currently experiencing/historically affected by domestic abuse</li> <li>-Assessment of risks posed to individuals through domestic abuse</li> <li>-Access to places of safety</li> <li>-Advice around the dynamics of abuse</li> <li>-Access to longer-term support packages around domestic abuse issues</li> <li>-Access to GDASS service Group Work programmes</li> <li>-Advice for family and friends</li> <li>-Agency referrals</li> <li>-Signposting</li> <li>-Advice for professionals engaging with victims (via a separate phone number)</li> </ul>
Floating Support	<p>GDASS offers a 12-week package of support, completely tailored around the individual victim/survivor and the support needs they have/may identify. This can be done face-to-face, over the phone or by email, or any combination of these to best suit the needs and lifestyle of the victim/survivor.</p> <p>Floating Support workers focus on supporting the victim/survivor in understanding the dynamics of domestic abuse and helping to develop a safety plan, their work includes:</p> <ul style="list-style-type: none"> <li>-Safety Planning</li> <li>-Increasing awareness of domestic abuse</li> <li>-Confidence building and moving on</li> <li>-Advocacy between the victim/ survivor and agencies</li> <li>-Finances</li> <li>-Housing</li> <li>-Signposting</li> </ul>

Group Work	<p>GDASS offer a range of group work programmes including:</p> <p>The Phoenix Programme: 10 week female only programme that provides an understanding of domestic abuse and helps women to develop their abilities and increase their confidence and self-awareness. This programme is for survivors who have left their abusive relationship.</p> <p>Breathe: 12 week female only programme that focuses on Boundaries, Respect, Empowerment, Awareness, Taking Control, Honouring Resistance and Education.</p> <p>Six Steps: A male victim/survivor group work programme. The programme is designed to be run virtually, and supports participants to understand domestic abuse behaviours and tactics. It supports participants to understand the impact of abuse on them and their families.</p>
MASH Support	<p>GDASS have workers embedded within the Multi-Agency Safeguarding Hub ensuring joint working with police, social care, education and health to provide a collective safeguarding response to children and victims of domestic abuse.</p>
GMAT	<p>The Gloucester Multi-Agency Team is a social care team that has embedded within it specialist services to provide a complete package of support for families. GDASS are embedded within this team and provide direct support to families experiencing domestic abuse. This work includes the running of the Freedom Programme and Breathe.</p>
IDVA Service	<p>Independent Domestic Violence Advisors are members of staff who have been trained to work with women and men who have been assessed as being at high risk of serious harm through Domestic Abuse. IDVAs specialise in assessing and reducing risk of harm. They work very closely with partner agencies (such as the police, social services, probation, and housing) to create safety plans that support victim/survivors to keep safe. IDVAs are an integral part of the MARAC (Multi Agency Risk Assessment Conference) process.</p> <p>GDASS have specialist Court IDVAs who work exclusively with people who are going through the Criminal Justice System. They work very closely with the court staff, police, the Crown Prosecution Service and Magistrates/Judges to ensure that victim voice is heard within the Criminal Justice System, and that any requests victim/survivors make to the court are heard and recorded.</p> <p>In addition, GDASS also employ a litigant in person who provides support to victim/survivors going through the family court process.</p> <p>The IDVA service will also have a dedicated Complex needs, substance misuse IDVA from 2021. This IDVA will be based within the Nelson Trust Women’s Centre one day per week to ensure partnership approaches to women with complex needs who access this service.</p>
YPVA	<p>Young Persons Violence Advisors are members of staff specifically trained and accredited to support young people at high risk of serious harm from domestic abuse. The GDASS YPVA works on a one-to-one basis, on issues experienced by younger victim/survivors and liaises with schools and other agencies to create a multi-agency plan to reduce the risk to the young person.</p>
Health project	<p>Health Independent Domestic Violence Advisors (HIDVAs): GDASS employs two full-time HIDVAs based across Gloucestershire Royal Hospital (GRH) and Cheltenham General Hospital (CGH).</p> <p>The objective of the HIDVA project is to provide effective intervention to those experiencing domestic abuse at the earliest opportunity. Many domestic abuse victims will attend a hospital at some point during the period that they are being abused.</p> <p>A large part of the HIDVA role is up-skilling hospital staff to identify domestic abuse and to create effective discharge and safety plans. The HIDVAs offer training to individual staff,</p>

	wards and departments around domestic abuse and the referral pathways for further support. GP Development Workers (GPDWs): GDASS employ three GP Development Workers who are working across all 81 GP Surgeries in Gloucestershire to improve domestic abuse early identification and risk assessing. The GPDWs support GP surgeries to identify a domestic abuse champion who receives specialist training to support their surgery to deal with domestic abuse disclosures. The GPDWs offer support and training to surgeries and support them to become safe spaces for disclosures of domestic abuse.
New projects coming in 2021 (MoJ funding for 2 year pilot services)	
Police IDVA Service	The police response IDVAs will be based within our local Multi-agency Safeguarding Hub (MASH) and be aligned to the police Domestic Abuse Safeguarding Team (DAST) and police investigating teams to support police colleagues in engaging with hard to reach victims, supporting with Clare's Law Disclosures and supporting victims to navigate the criminal justice system. The Police IDVAs will also support access to the wider GDASS service.
Mental Health IDVA service	The mental health IDVAs will have a base within Wotton Lawn and work alongside wider mental health services to provide support to victims of domestic abuse accessing mental health services, develop pathways of support and develop links between mental health services and the wider GDASS service.

The GDASS service is Safe Lives Leading Light Accredited in line with best practice.

Alongside GDASS, Gloucestershire also operates a domestic abuse support service for young people. Safe Teenage Relationship Education & Empowerment Team (STREET) is a county-wide service for young people aged 13-19 who:

- Have experienced or are experiencing teenage relationship abuse
- Have witnessed domestic abuse in the home either current or historic
- Are displaying harmful behaviour in their relationships

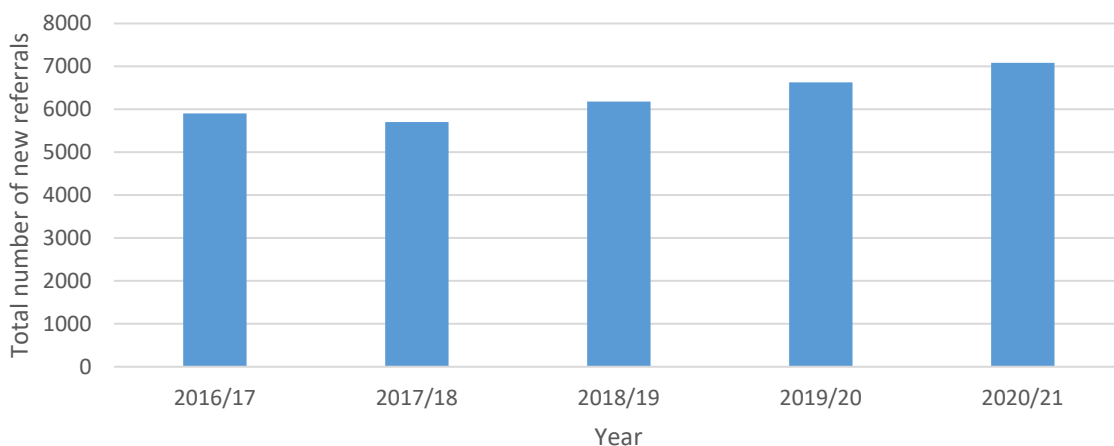
STREET offers 1:1 support and evidence-based group programmes CRUSH and The Recovery Toolkit.

The work of STREET is largely outside of the scope of this needs assessment, but will be reflected on where appropriate. Young people and domestic abuse will be considered in a separate needs assessment in the future.

#### [7.4 Access to Community Based Support in Gloucestershire](#)

Referrals in to GDASS have increased year on year with a 7% increase from 2019/20 to 2020/21.

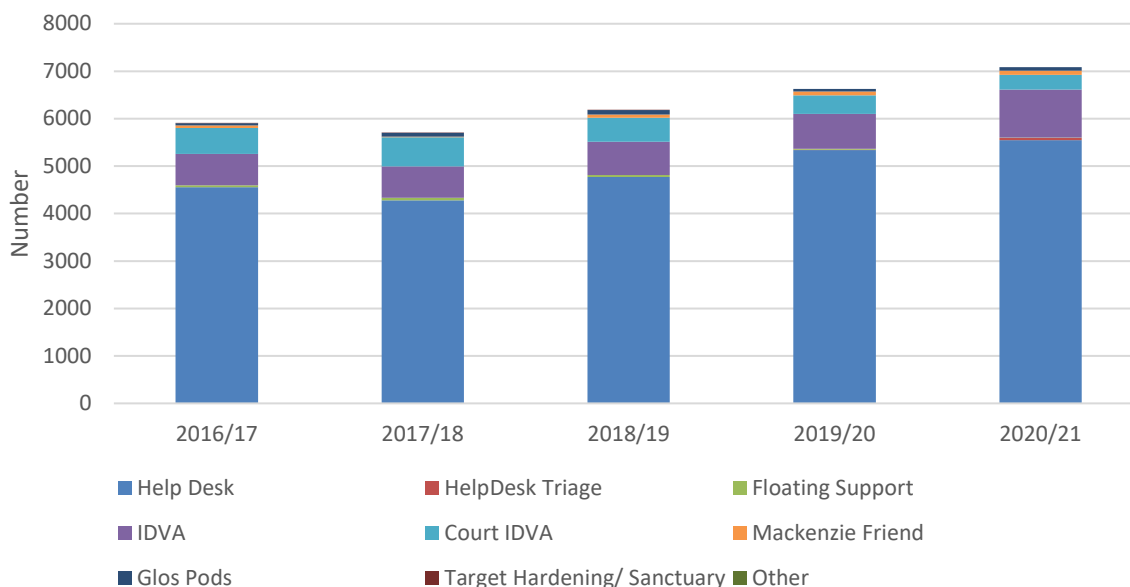
Graph 36: Total new referrals into GDASS based on year



The vast majority of referrals in to the service are via the helpdesk, as would be expected given this is the main access to the service. Many referrals via the helpdesk will move on to other areas of support within the service, such as floating support and IDVA and many victims will also choose to continue contact with the helpdesk for ongoing advice and support.

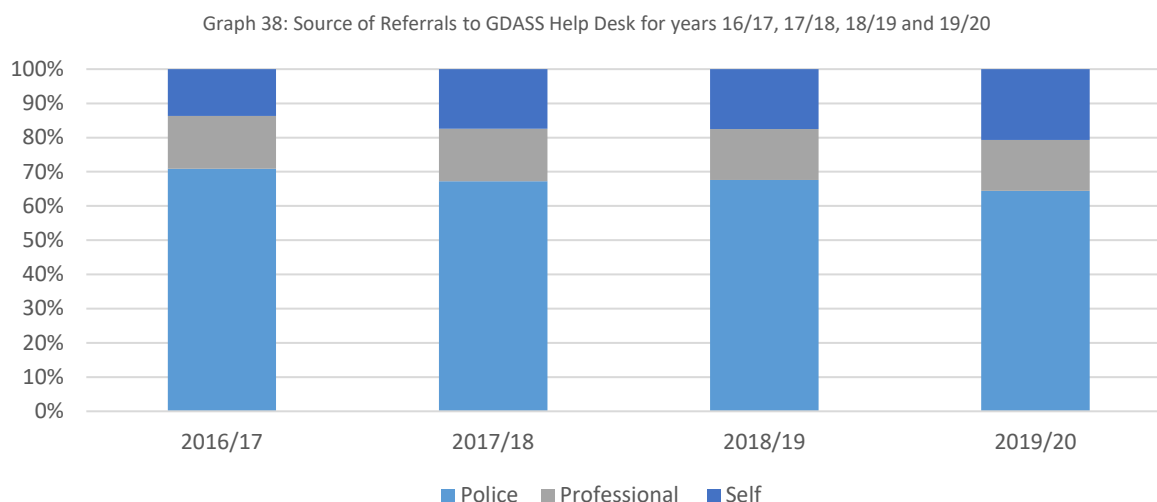
As detailed below is graph 37, the second largest volume of referrals into GDASS is for the IDVA service, accounting for 14% of new referrals in 2020/21, an increase from 11% of new referrals for years 2016/17 to 2019/20. This increase in high risk referrals into the IDVA service may be connected to the covid19 pandemic and the impact this has on victims of domestic abuse.

Graph 37: New referrals to GDASS based on service offer for years 16/17, 17/18, 18/19, 19/20 and 20/21



Referrals into GDASS are most consistently made by the police, accounting for 64% of referrals in 2019/20. This is a decrease from 2016/17 in which police referrals accounted for 71% of referrals into the service. The decrease in the percentage of police referrals is accounted for by an increase in

self-referrals rather than referrals into GDASS from other services.



The percentage of police referrals into GDASS are considerably higher than seen nationally, with the Safe Lives Insights dataset<sup>78</sup> indicating around 21% of referrals into domestic abuse services nationally come from the police. This higher rate of police referrals locally is likely the result of the police risk assessment process, in which the Vulnerability Identification Screening Tool (VIST) is automatically submitted to GDASS with victim's requiring to specially withdraw their consent for a referral.

There is a need locally to consider referrals into GDASS from other services, with 15% of referrals into GDASS helpdesk consistently being from other professionals, a considerable underrepresentation than seen from the Safe Lives Insights dataset nationally.

The vast majority of referrals into GDASS are made for female victims of domestic abuse accounting for 86% of referrals in 2020/21. Referrals for male victims of domestic abuse are however considerably higher within GDASS than seen in similar services nationally, with GDASS seeing 14% of referrals for males compared with national services seeing 4%<sup>79</sup>. This is a positive demonstration on how GDASS has looked to promote its service to male victims of domestic abuse.

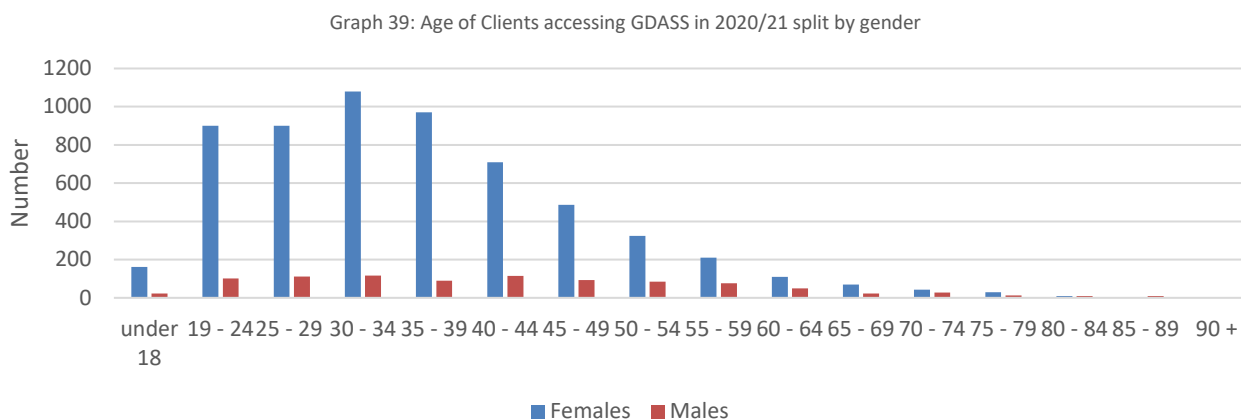
There are some variations in engagement with GDASS services based on gender however, with male service users accounting for approximately 10% of all engaged service users but 18% of all disengaged service users. This indicates that men are less likely to contact the helpdesk and, of those that do, are less likely to engage than women. This is similarly reflected when considering the IDVA service, although male victims are more engaged with the IDVA service than the helpdesk.

As detailed in graph 39, the majority of GDASS clients are aged between 19 and 39, in line with local prevalence data.

<sup>78</sup> [MergedFile \(safelives.org.uk\)](https://safelives.org.uk)

<sup>79</sup> <https://safelives.org.uk/sites/default/files/resources/Insights%20national%20dataset%20-%20Helpline%202014-2017%20-%20Final.pdf>





Engagement data from GDASS indicates that clients aged 30-49 are more likely to stay engaged with the service than other groups. Service users under the age of 24 are considerably more likely to be disengaged than other age groups. As well as being underrepresented those under 18 in particular were more disengaged than engaged, a finding not reflected in any other age groups. This finding may be indicative of the experience of abuse amongst younger people, with some being concerned about parental involvement, finding it harder to recognise the experience of abuse and many young people relationships being faster moving and more intense than adult relationships.

This finding differs from IDVA support however, indicating that young victims are more likely to remain engaged with the IDVA service, indicating greater engagement once the abuse is assessed as high risk.

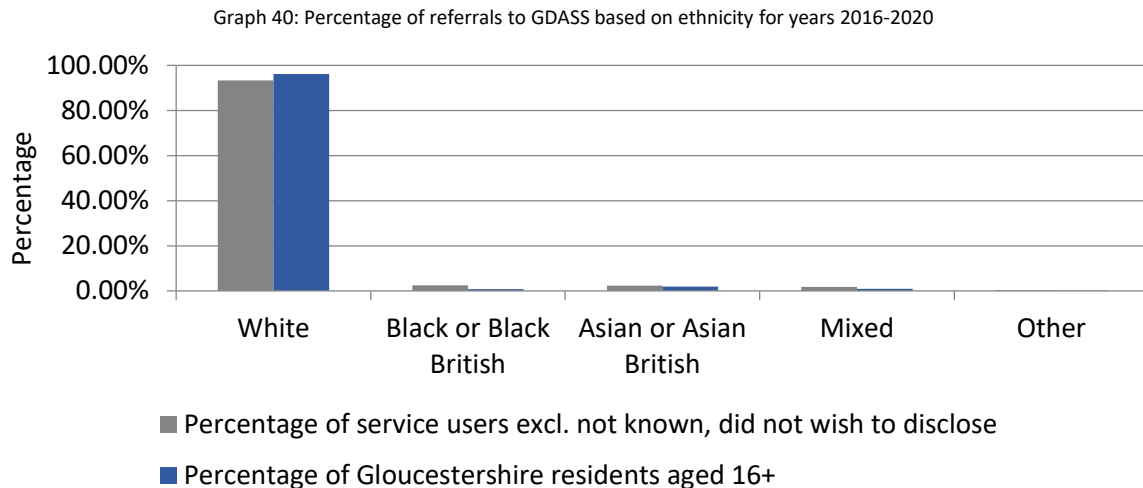
#### 7.4.1 GDASS referrals and protected characteristics<sup>80</sup>

Data presented from GDASS referrals based on protected characteristics covers collectively years 2016-2020.

##### Ethnicity

From years 2016-2020, the majority of referrals in to GDASS were for individuals from 'white ethnicities'. Despite this, service users from Black, Asian and Ethnic Minority backgrounds are overrepresented in the service. This is to be expected when considering the wider prevalence data.

<sup>80</sup> Lifted from the Gloucestershire Domestic Abuse Support Service (GDASS) Protected Characteristics Breakdown 2016 – 2020. Maria Arthurs-Hartnett



When considering engagement with the service helpdesk based on ethnicity, Black and Asian people are more likely to be disengaged than other ethnicities. This may indicate a need for GDASS to consider how it engages with these groups and maintains engagement following initial contact. This links to calls more widely nationally for services to become more intersectional in their approach.

As with other parts of the service, engagement improves from these groups when looking at IDVA provision. Indicating a greater likelihood of engagement once the abuse is assessed as high risk. This may also point to the success of GDASS having IDVAs with specialist knowledge to respond to particular protected characteristics.

### Religion

The majority of individuals (25%) accessing GDASS were recorded as atheist/no religion. Where a religion was identified, the majority were recorded as Christian (10% of all clients).

When considering the engagement of service users with the helpdesk service Christian, Hindu, Muslim, Buddhist and Sikh service users account for a greater proportion of engaged service users than disengaged service users. The opposite is true for service users describing themselves as Atheist or with no religion.

As with the helpdesk, for the IDVA service, people identifying as Christian make up a larger proportion of engaged service users than disengaged and the reverse is true for people describing themselves as Atheist or with no religion. Though the difference is not as marked. Likewise, Muslim people account for a larger proportion of engaged service users than disengaged.

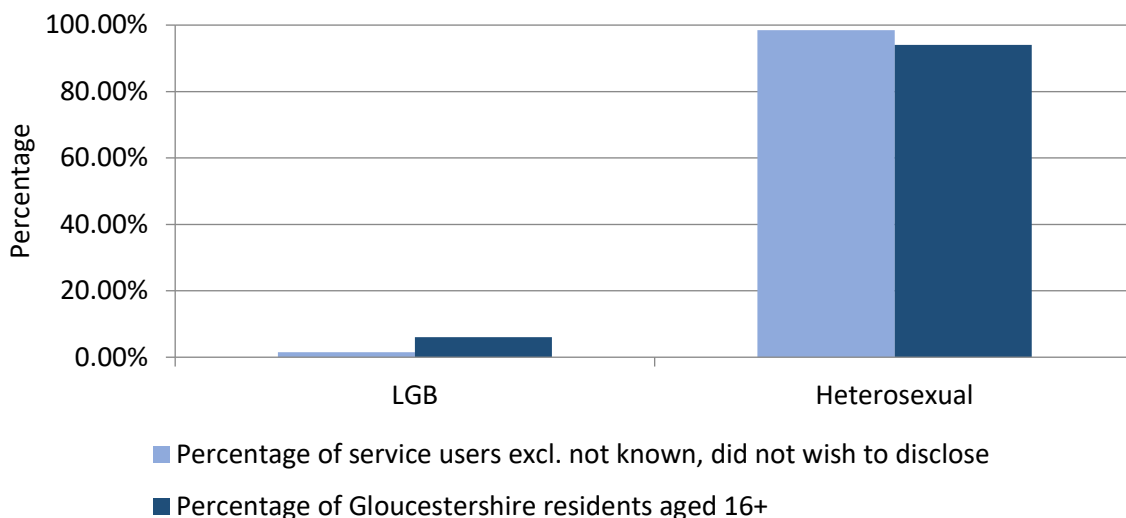
In contrast to the helpdesk, Hindu, Jewish and Buddhist service users are more likely to be disengaged than other groups. Though the numbers are very small.

### Sexual Orientation

Clients referred into GDASS who are LGBTQ are underrepresented within the service. Whilst GDASS referrals rates for LGBTQ victims are in line with other similar services nationally, it is acknowledged

that there is an underreporting from LGBTQ individuals.

Graph 41: Percentage of referrals into GDASS based on sexual orientation for years 2016-2020 compared with county population



When considering the engagement in the services, those victims who are LGBTQ accessing helpdesk, as well as being underrepresented in the service as a whole, are more likely to be disengaged than heterosexual people. The gap is greatest for lesbians of whom, over 50% were disengaged compared to 39% of all helpdesk service users. The exception is bisexual people who are less likely to be disengaged than other groups. This is similarly reflected when considering the IDVA service.

Service users who are identified as Transgender and non-binary make up a very small proportion of the referrals into GDASS, accounting for less than 1%.

There is a need therefore for GDASS to consider its engagement with the LGBTQ community, raising awareness and ensuring the service can meet the needs of this community and their experience of domestic abuse.

### Disability

The majority (77%) of service users identified themselves as not having a disability. Where a disability was recorded, mental health was the most common, accounting for 9% of all services users. Those service users with complex needs/multiple disadvantage accounted for 3% of all service users.

Overall, the number of people disclosing disabilities is lower than the Gloucestershire average. Though people disclosing learning disabilities are overrepresented in the service. The proportion of service users reporting a mental health condition, sensory impairment or autism is below the Gloucestershire average.

Those service users who identified themselves as having a disability were more likely to remain engaged with the helpdesk service. When looking at the IDVA service however, those with a disability were more likely to be disengaged. This disengagement may be connected to the complexity of needs which can make engagement in services difficult.

Due to the underrepresentation of those with a disability in the service, there is a need for the service to consider how it raises awareness amongst the disabled population of Gloucestershire to ensure access to the service where required.

### Married/Civil Partnership

Service users who were married/partnered, single, or in a civil partnership were all more likely to be disengaged as well as being underrepresented in the service as a whole. The opposite is true for people who were separated/divorced. People who consider themselves separated from a partner may be more likely to be motivated to seek GDASS support than people who consider themselves to still be in the relationship. This is reflected in both helpdesk and IDVA clients.

### Pregnancy and maternity

Pregnancy and maternity is a key risk factor for domestic abuse. Despite this, service users who were pregnant during the period they used the service were underrepresented when compared to the Gloucestershire average.

This may indicate a need to consider the identification of domestic abuse during pregnancy and the onward referral into GDASS services.

### 7.4.2 GDASS Service Outcomes

Data on service outcomes for GDASS is in the main qualitative. The below provides a summary of feedback for July 2020 to March 2021<sup>81</sup>.

Outcome Indicator	*Based on feedback from 76 service users after completion of GDASS support (at 3, 6 or 12 months after support ended) Feedback taken during July 20 – March 21 (data wasn't available for Q1 due to covid19)
Evidence of increase in the number of Service Users reporting feeling safer	There is evidence of an increase in the number of service users reporting feeling safer as 87% of service users feedback indicated that GDASS had helped them feel safer*
Evidence of increase in the number of Service Users reporting that they are no longer victims of domestic abuse	There is evidence in an increase in the number of service users reporting that they are no longer victims of domestic abuse. only 13% of service users reported that they did not feel safe in their own home and only 20% of service users reported that they wanted contact with GDASS regarding their current situation*
Evidence of Service Users improved health and wellbeing; including improved self-esteem, self-confidence and ability to cope	There is evidence of improved health and wellbeing as 83% of service users stated that their self-esteem had improved and 91% reported that they would know what to do if they experienced domestic abuse again*  One service user said <i>"I gained confidence and understanding that I can choose what I want to do with my life."</i>
Evidence that Service users are aware of and are able to access a range of enabling opportunities, for example, education, employment	There is evidence that GDASS has helped service users be aware of and access a range of enabling opportunities as 74% of service users reported that GDASS had helped them feel more confident to access other services in the community and 42% reported that accessing GDASS helped them improve their financial situation* GDASS have reflected that between 9-11% of service users have reported that access to education, training or employment had improved but that this was not a support need for many clients resulting in a low number of outcomes.  A GMAT and IDVA client gave the following feedback <i>"I honestly believe if I didn't have the support from you and (IDVA) I may not be In position where I am currently led in my own bed safe and tired because I have</i>

<sup>81</sup> Based on feedback from 76 service users after completion of GDASS support

	<p><i>been at work all day! Who knows I might not be here at all! You really are life savers! The fire in my belly burns more now than it ever did I will continue to keep it alight for my babies."</i></p>
<p>Evidence that Service Users are able to remain safe and secure within their own home</p>	<p>There is evidence that service users are able to remain safe and secure within their own homes as 81% of service users reported that they now felt safe in their own home*</p> <p>One group work client gave the following feedback <i>"my dream was to have a house with my son and be safe never thinking I could ever have that. WELL I DO I AM LIVING MY DREAM NOW. And because of this course I will be able to keep this dream and cherish it and be safe"</i></p> <p>GDASS also processed 149 referrals for target hardening (the majority of these referrals came from IDVAs). GDASS gave added context that <i>"Completed work through the Target Hardening Scheme prevents service users from needing to flee their properties, and maintains their safety at home. Preventing the need to make homelessness referrals for alternative accommodation."</i></p>
<p>Evidence that Service Users demonstrate sustained positive outcomes</p>	<p>Service user feedback was collected from clients who had left the service, three, six or twelve months ago. Though the outcomes cannot be directly linked to the length of time since leaving the service, it is clear from the level of outcomes that a proportion of the positive outcomes are sustained beyond six and twelve months, but we are unable to infer further.</p>
<p>Evidence of increased family stability reducing exposure to DA by children and young people</p>	<p>There is evidence of increased family stability as 38 service users reported that GDASS had helped improve their relationship with their children and 62 service users reported that GDASS had helped them understand the impact of domestic abuse on their family * (we cannot determine what proportion of service users completing the feedback had children) Social worker feedback on one of the IDVAs was:</p> <p><i>"I just wanted to feedback the conversation I had with one of my Mum's. As you already know I have put a referral in with a Mum regarding harassment and domestic abuse. When I mentioned that you may be the person who would offer her support she told me that all the women she knew had received your support, spoke very highly of you. Stating that you are always available, easy to discuss sensitive topics with and that you really have their best interests and safety at heart. From my own perspective, I just wanted to add to this good feedback and say I really appreciate the work you do and how you are open to discussing potential cases and concerns I may have."</i></p>
<p>Evidence of fewer children at risk of witnessing or being harmed as a result of DA</p>	<p>GDASS staff contribute to a range of safeguarding activity relating to children including have staff in the Multi Agency Safeguarding Hub, and directly contributed to safeguarding decisions through attending or sending reports to meetings including Child Protection and Strategy meetings. There is evidence that fewer children are at risk of witnessing or being harmed by domestic abuse as a result of this with exit forms completed by 989 parents during 2020/21 showing that 99% felt that their children's wellbeing and safety had improved or stayed the same.</p> <p>Testimonial from a service user <i>"I believe that (LIP) has the brightest and sharpest brain and she worked relentlessly including during her Evenings in order to fully support me through the difficult legal process to keep my son safe."</i></p>

	<p><i>(FSW) has provided me with emotional support throughout this stressful process / including sharing practical advice about having a safety plan and other support for my son and I.</i></p> <p><i>I can't express my gratitude to GDASS for all of the help I have experienced since 2016. The services provided by such a wonderful organisation - is literally life changing and result in enabling children and empowered parents to finally live a safe and empowered life."</i></p>
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## 7.5 STREET<sup>82</sup>

STREET provides a Young Persons Violence Advisor to young people who are experiencing Medium Risk abuse from their intimate partner. The majority of referrals received are for young women but STREET also supports young male victim/survivors. These young people are more likely to still be in their relationship at the point of referral and may not yet be able or ready to end the relationship or do not recognise their partner's behaviour as abusive – particularly coercive and controlling behaviours. Almost all young people referred to STREET experience technological abuse, exerting control through social media, which, often continues after the relationship has ended through the continued harassment of making multiple accounts or ongoing texting. STREET has seen an increase in young people being forced to continually be on video calling or mobile in order to know where they are at all times and who they are with. Many young people's experiences of abuse include revenge porn with the threat or sharing of indecent images. Sexual abuse and violence has often been present in young people's relationships. Young people may often have additional vulnerabilities such as being a Child in Care or exhibiting mental health concerns such as depression, anxiety, self-harm and suicidal ideation.

Work with 16-17 year olds may take longer than adult support especially where the young person is still in the relationship. Outcomes can include increasing the safety of a young person in their relationship through joint safety planning and developing safe spaces, requiring a multi-agency approach. Young people have an increased understanding of the dynamics of domestic abuse, warning signs, understand how to safely end a relationship, know where to access help and support and help with coping strategies.

Young people are supported to access support from other agencies to address all their needs such as mental health, housing, drug and alcohol support or sexual health.

There is a growing number of referrals for young people aged 16+ who are referred for support around abuse from a family member where there may or may not be a history of domestic abuse within parent/carer relationships.

## 7.6 Gaps in provision and future developments

### Capacity within service

Referral levels into GDASS are high, with increases year on year. Whilst further resources have been identified for the services, most notably, the new IDVA posts, there is a need to monitor referral levels and ensure the service is able to meet ever increasing demands.

<sup>82</sup> Data from STREET is not currently available so a narrative has been provided by Service Manager Rebecca Twydell.

**Multi-agency referrals and increasing referrals/engagement**

Referrals into GDASS are overwhelmingly from the police. Whilst referrals from other organisations have improved over time, particularly following the introduction of dedicated roles such as the Health IDVAs, there is a need to ensure other organisations and professionals can appropriately identify and refer victims into GDASS.

This is a similar finding to the MARAC and links to the need for a dedicated training offer to be made available in the county.

Domestic abuse also remains an underreported crime, and there is a need therefore to ensure wider identification of domestic abuse and referrals into specialist services.

**Engagement with protected characteristics**

As a universal service, GDASS is in place to provide support to all victims of domestic abuse. The underrepresentation of certain protected characteristic groups within the service is an area to be explored however.

Greater engagement with particular communities is needed as well as ensuring dedicated awareness raising campaigns.

Alongside this, the wider domestic abuse partnership should consider its approach to intersectionality.

**Consideration of 'By and For' Services**

Connected to the intersectional approach, nationally, the role of 'by and for' services are increasing in their prominence and widely seen as best practice approaches to engage and work with victims from certain protected characteristic groups. These approaches are likely to increase engagement with underrepresented communities, an area that requires local consideration.

## 8. Perpetrators of domestic abuse

The Home Office Violence Against Women and Girls Strategy 2016-2020 highlighted the need to strengthen the focus on prevention and early intervention in tackling domestic abuse, with particular emphasis on addressing the underlying issues that drive perpetrators; preventing abuse from escalating and reducing repeat victimisation. The strategy focused on ensuring there is a sustainable approach to preventing abuse that is dependent on changing the attitudes and behaviours of perpetrators; challenging their behaviour through disruption and considering evidence of what works whilst ensuring a victim centred approach.

Over time, Domestic Violence Perpetrator Programmes (DVPP) have been developed and delivered across the county with many adopting a 20+ week behavioural change programme that supports perpetrators of domestic abuse to gain insight into their own behaviour to be accountable and develop social competence in relation to aggression and abusive behaviours.

### 8.1 Best practice approaches

Research projects looking into the effectiveness of DVPP have found that they resulted in perpetrators making positive steps to change, with specific reductions in physical and sexual abuse. Group work was identified as the approach that enables perpetrators to change and allow them to see themselves through the eyes of others and be challenged by peers and skilled facilitators (Project Mirabel<sup>83</sup>).

As these programmes have developed 'Respect' accreditation has become more commonplace. It was developed so that everyone, including perpetrators, survivors, funders, commissioners and practitioners can be assured that a service is of a high-quality standard, regularly monitored and supported to frequently reflect and improve on best working practices.

The core principles of an effective domestic abuse perpetrator intervention outlined by Respect include<sup>84</sup>:

- **Do no harm:** Organisations take all reasonable steps to ensure that their services do not create additional risks for survivors of domestic violence and abuse.
- **Gender matters:** Organisations work in a way that is gender informed, recognising the gender asymmetry that exists in the degree, frequency and impact of domestic violence and abuse. They understand that men's violence against women and girls is an effect of the structural inequality between men and women and that its consequences are amplified by this. A gender analysis includes violence and abuse perpetrated by women against men and abuse in same-sex relationships, and these also require a gender informed response.
- **Safety first:** The primary aim of work with perpetrators is to increase the safety and wellbeing of survivors and their children. The provision of an Integrated Support Service for survivors alongside the intervention for perpetrators is essential. When working with perpetrators it is important to recognise the need for behaviour change, but risk reduction should always be prioritised.
- **Sustainable change:** Organisations offer interventions that are an appropriate match to the perpetrator, considering the risks they pose, the needs they have and their willingness and ability to engage with the service offered. This will ensure that they are offered a realistic opportunity of achieving sustainable change.
- **Fulfilling lives:** Organisations are committed to supporting all service users to have healthy, respectful relationships and to lead fulfilling lives.

<sup>83</sup> [projectmirabal.co.uk](http://projectmirabal.co.uk)

<sup>84</sup> [Respect Standard FINAL.pdf \(hubble-live-assets.s3.amazonaws.com\)](#)



- **The system counts:** Domestic violence and abuse cannot be addressed by one agency alone and work with perpetrators should never take place in isolation. Organisations are committed to working with partners to improve responses as part of their local multiagency arrangements.
- **Services for all:** Organisations recognise and respect the diversity of their local community and take steps to respond to everyone according to their needs.
- **Respectful communities:** Organisations recognise that the environment their service users live in has an impact on their lives. They will make the links between individual change and the development of respectful communities.
- **Competent staff:** Organisations deliver a safe, effective service by developing the skills, well-being and knowledge of their staff through training, supervision and case work support.
- **Measurably effective services:** Organisations employ clear and proportionate measurement tools, which demonstrate both the individual benefits and the impact of interventions.

Following the development of their accreditation process, Respect have worked in partnership with a number of other specialist agencies in order to develop best practice programmes of perpetrator intervention including:

#### **The DRIVE Partnership<sup>85</sup>:**

This is a programme run by Safe Lives, Social Finance and Respect to develop a sustainable, national response to perpetrators of domestic abuse. The primary aim is to reduce the number of victims of DA by developing a whole system response that sustainably changes the behaviour of perpetrators.

The key outcomes of the response are to:

- Reduce the number of serial perpetrators of DA
- Reduce the number of repeat and new victims
- Reduce the harm caused to victims and children
- More effectively address additional/related harm to children through earlier intervention

The programme aims to target more perpetrators and bring together a variety of agencies in a holistic approach, with tailored response to the individual and the use of both diversion and disruption techniques alongside therapeutic interventions to change behaviour.

#### **Make a Change<sup>86</sup>:**

Make a Change (MAC) is a community-wide, early response approach to people using abusive behaviours in their intimate relationships (or who are concerned that they might be), developed by Respect in partnership with Women's Aid Federation England.

The MAC model is designed to fill a gap in current service provision, for situations where there are concerns about abusive behaviour, but where the threshold hasn't yet been met for a statutory, family court or criminal justice referral.

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<sup>85</sup> [Drive Project](#)

<sup>86</sup> [About MAC — Make a Change](#)

Aims:

- To address abusive behaviour at an earlier stage than is typical – before it becomes entrenched, and before the intervention is mandated by the family courts, criminal justice or children’s social care.
- To encourage communities, including friends, family members, professionals and other agencies, to see themselves as part of the solution, and empower them to take action to address these behaviours.
- To improve the safety and wellbeing of adult and child survivors of domestic abuse.
- To work to reduce the wider societal and financial impact of abusive behaviour.

### **Safe and Together<sup>87</sup>:**

Safe & Together is designed to support children and family services and surrounding systems to improve the response to domestic abuse. Respect, with the London Boroughs of Waltham Forest and Hackney, have formed a partnership to implement the Safe & Together Model.

Safe & Together is premised around the principles of:

- Keeping children safe and together with non-offending parent
- Parenting with non-offending parent as a default position
- Intervening with perpetrator to reduce risk and harm to child

### **Building Better Relationships:**

Alongside these Respect accredited programmes, the Probation Service has developed and run a nationally accredited programme designed to reduce re-offending by adult male offenders convicted of intimate partner violence. Building Better Relationships (BBR) is a programme based on group work, requiring cooperation between agencies to prioritise the safety of women and children. The aims of BBR include:

- Helping offenders to learn more about the types of behaviour that damage relationships.
- Helping offenders to gain a better understanding of themselves.
- Showing offenders how their personal issues play a part in the violence they show to their partners.
- Supporting offenders to discover their strengths and build on them to improve their relationships.
- Helping offenders to develop their skills and learn new ones to overcome difficulties.

The programme is for those offenders who have been assessed as very high, high or medium risk via the Probation risk assessment tool SARA<sup>88</sup>.

## **8.2 Local Approach**

Gloucestershire has a long standing commitment to ensure our local response to domestic abuse includes perpetrator work as a mechanism for protecting victims and their children.

The Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) references a local response that includes all individuals impacted by domestic abuse,

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<sup>87</sup> [Safe & Together | Respect](#)

<sup>88</sup> [Spousal Assault Risk Assessment \(SARA\) \(Forensic Psychology\) - iResearchNet](#)

acknowledging the need for early intervention and prevention as well as a need to prevent ongoing criminal behaviour.

This commitment to tackling perpetrator behaviour was further reinforced via the Gloucestershire Joint Commissioning Framework in its Lot 3 development, 'Services to address Perpetrator Behaviour'. Lot 3 was developed to ensure the commissioning of services that provide a range of interventions to challenge beliefs and address the behaviour of domestic abuse perpetrators via best practice group work initiatives, 1:1 behavioural change support and early intervention healthy relationships work.

Alongside the commissioned services to provide intervention for perpetrators of domestic abuse, Gloucestershire Constabulary runs an initiative to identify the top domestic abuse offenders locally.

On a monthly basis the top DA offenders (charged/convicted) and suspects (pre-charge) in the county are identified using the 'recency/frequency/gravity' matrix. This is a risk assessment tool that is informed by data from a variety of crime and intelligence sources. This list of suspects/offenders and other Integrated Offender Management (IOM) nominals are reviewed by a key stakeholder group chaired by the Detective Chief Inspector (Investigations), and a priority list marker added to those individuals identified as carrying the most risk. This is to ensure the list doesn't contain offenders who are in custody for extended periods.

Enhanced safeguarding tactics are then put in place to reduce the risk of offending. This may include allocating perpetrators to specific officers/departments for ownership, referrals to the stalking clinic and involvement of the Domestic Abuse Safeguarding Team (DAST). Where one of those top 5 perpetrators is arrested for a DA related matter, the duty CID team will take ownership of the investigation.

This initiative is designed to robustly manage the highest risk DA offenders and safeguard victims/associated persons deemed to be at risk of harm.

### 8.3 Service Provision

Positive Relationships Gloucestershire (PRG) provided by Splitz Support Service is a Gloucestershire perpetrator intervention jointly commissioned by Gloucestershire County Council, Office for the Police and Crime Commissioner and Gloucestershire Clinical Commissioning Group.

PRG is a service for men and women aged 18 and over, living in Gloucestershire, who want to make positive changes to improve relationships with their partner, ex-partner or future partners.

The service provides:

- Behavioural change group programmes for male perpetrators of DA: This is a 25 week group programme for men. It supports men who have been abusive towards their female partners or ex-partners to change their behaviour and develop respectful, non-abusive relationships. Regular attendance is essential.
- 1:1 behavioural change work with female perpetrators of DA, male perpetrators who cannot attend the group programme and perpetrators in same sex relationships.
- Healthy relationships, Healthy Families early intervention course to help build knowledge, understanding and skills for maintaining healthy relationships and families.
- Relapse Prevention Group: monthly meetings for men completing the DVPP to provide staff and peer support to maintain their positive change.
- Partner safety worker to ensure that the safety of the partner or ex-partner is not compromised by the intervention and that they are offered support to establish lives free from abuse.

This local provision is Respect Accredited and in line with best practice models of perpetrator intervention.

## 8.4 Perpetrators in Gloucestershire

### 8.4.1 Police recorded offenders

The below data reflects domestic abuse offenders where there is a unique crime number<sup>89</sup> recorded by police against domestic abuse tagged crimes for years 2017/18, 2018/19, 2019/20 and 2020/21.

Across all 3 years, between 88-93% of domestic abuse offenders were recorded as male. This is to be expected given the gendered nature of domestic abuse with males most likely to commit these kind of offences. It is clear however, that females can also be offenders of domestic abuse.

The majority of offenders are aged 25-34 followed by 35-44 as detailed in graph 42. This is similarly reflected when considering the rate of offenders per 1000 of the population based on age group (table x), with a rate of 2.71 domestic abuse offenders per 1000 of the 25-34 year old population in Gloucestershire.

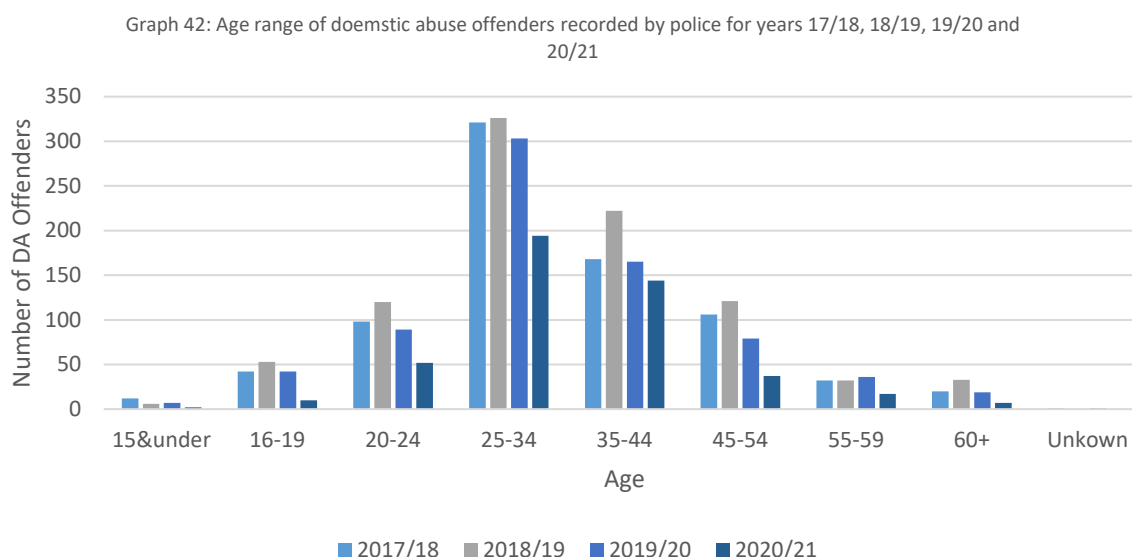


Table 9: Rate of offenders per 1000 of the population based on age.

	15&under	16-19	20-24	25-34	35-44	45-54	55-59	60+
<b>Rate per 1000 2020/21</b>	<b>0.02</b>	<b>0.36</b>	<b>1.56</b>	<b>2.71</b>	<b>1.92</b>	<b>0.4</b>	<b>0.37</b>	<b>0.04</b>

Across all 3 years, the majority of offenders are recorded as being from 'white ethnicities'. Despite this, between 8-10% are recorded as being from Black, Asian and Ethnic Minority groups, an overrepresentation when compared to the population of Gloucestershire which is at 4% Black, Asian and Ethnic Minority. Whilst this may be connected to wider prevalence data on increased levels of domestic abuse amongst these groups, it is also likely to be connected to the wider

<sup>89</sup> This reflects wherever possible unique offenders. There will however be some duplicates where offenders are connected to multiple victims or different crime numbers.

overrepresentation of Black, Asian and Ethnic Minority offenders across a range of crime types, particularly violence crime<sup>90</sup>.

For domestic abuse offenders, their ACORN<sup>91</sup> category was not consistently recorded and is only available for between 49-56% of offenders. Where an ACORN category was applied, it is clear that domestic abuse offenders come from a range of socio-economic backgrounds, supporting the understanding that domestic abuse is not limited to certain groups within society. Despite this however, when considered collectively, the vast majority of offenders are recorded as being from lower socio-economic backgrounds of ‘financially stretched’ and ‘urban adversity’.

As detailed in Appendix 3, these categories tend to be for those families living in towns and cities, in smaller properties, with average or below average income. Whilst this may be an indication of a greater level of domestic abuse amongst these populations, it is also likely that families living in these circumstances have greater access to services and come to the attention of statutory agencies more easily when they commit crimes.

Table 10: Offender Acorn Category for years 17/18, 18/19, 19/20 and 20/21

	Affluent Achievers	Comfortable Communities	Financially Stretched	Not Private Households	Rising Prosperity	Urban Adversity
2017/18	17	85	113	64	16	124
	4%	20%	27%	15%	4%	30%
2018/19	28	99	138	76	18	151
	5%	19%	27%	15%	4%	30%
2019/20	28	101	71	46	12	106
	7%	28%	20%	13%	3%	29%
2020/21	28	65	60	36	6	60
	11%	25%	24%	14%	2%	24%

#### 8.4.2 MARAC perpetrators

When considering the characteristics of MARAC perpetrators, the below data will present ‘individual’ perpetrators for each year rather than referrals, removing duplicates where the same perpetrator may have been referred multiple times into the MARAC during each year. For this purpose, the number of individual perpetrators each year are as follows: 2017/18: 666, 2018/19: 723 and 2019/20: 901<sup>92</sup>.

For years 2017/18 and 2019/20 there were more ‘individual’ perpetrators than ‘individual victims’, indicating that in some instances the same victim may have experienced abuse from multiple perpetrators during that time period.

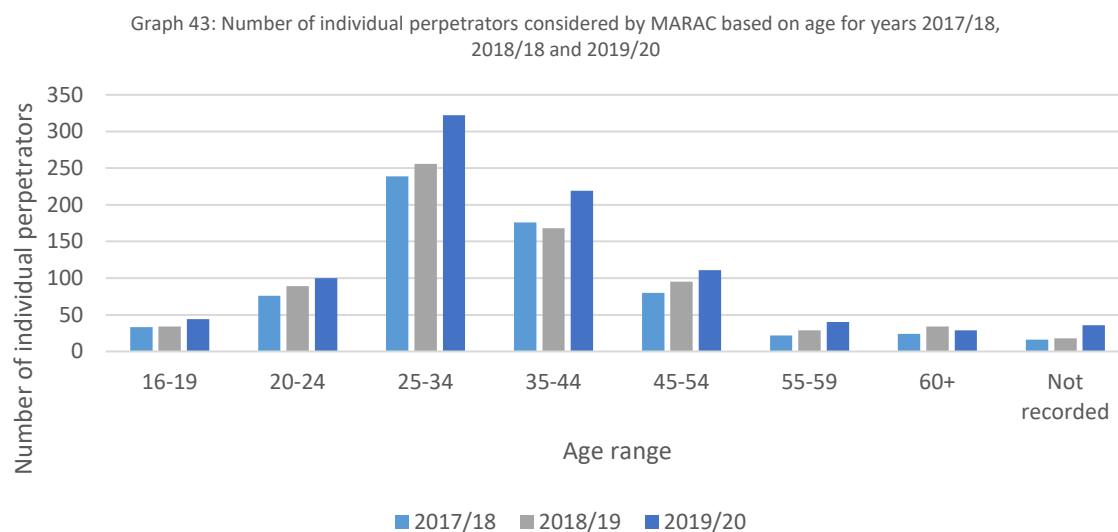
Across all 3 years, between 93-94% of individual perpetrators discussed at MARAC were male, with 6% of perpetrators female. There is no comparative data available within the Safe Lives MARAC dataset in relation to perpetrators.

<sup>90</sup> Violence prevention Needs Assessment for Gloucestershire 2019. Sophie Jarrett

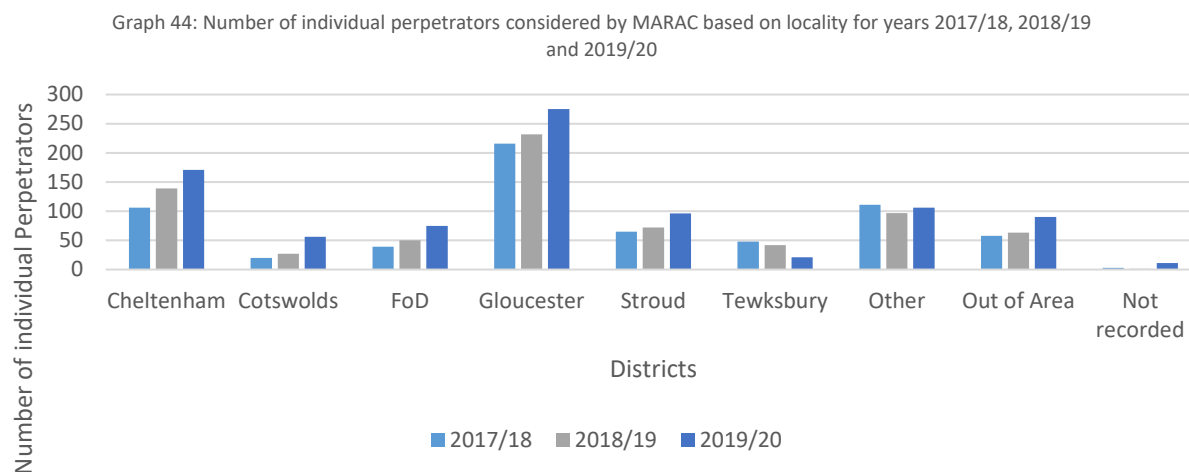
<sup>91</sup> Acorn is a segmentation tool which categorises the UK’s population into demographic types. Acorn provides a general understanding of the attributes of a neighbourhood by classifying postcodes into a category, group or type.

<sup>92</sup> Some duplicates may still be considered if a perpetrator has been referred into MARAC across multiple years.

When looking at the age range of individual MARAC perpetrators, the majority are aged 25-34, as detailed in Graph 43. This is consistent with the findings for individual victims referred into MARAC and with the wider police perpetrator data across all risk levels.



The majority of individual perpetrators considered by MARAC were referred from the county's urban areas; this is reflected by the data on individual victims referred to MARAC. There are however a larger proportion of individual perpetrators where location is recorded as 'other' than there is for victims; this is likely to be reflective of the MARAC process being victim focused, and less focused on recording the location of the perpetrator; something which could be explored in the future to ensure greater accuracy of the data.



When considering the ethnicity of MARAC perpetrators, consistently between 11-13% are recorded as being from Black, Asian and Minority Ethnic groups. This is a larger proportion than seen for victims at 6% and an overrepresentation when compared to the Gloucestershire population (4.6%). This is a further overrepresentation than seen in the wider perpetrator police data covering all risk levels, indicating that high risk perpetrators are even more likely to be from Black, Asian and Minority Ethnic groups than those domestic abuse crimes risk assessed as standard and medium.

In line with MARAC victims, between 1-2% of MARAC perpetrators were recorded as LGBTQ.

Data on disability for perpetrators is limited. Where a disability is noted for perpetrators, it is recorded as 'non-confirmed' indicating that the referring agency believes there is some kind of disability or mental health issue, but this is not confirmed with either a diagnosis or confirmation from agencies engaged with the perpetrator.

The MARAC process is designed to respond to high risk domestic abuse; a key risk factor is to consider the previous history of a perpetrator of domestic abuse. The MARAC therefore records where a perpetrator is considered to be a repeat or serial perpetrator in order to support the assessment of risk. Across all 3 years the vast majority of individual perpetrators were noted as serial/repeat perpetrators; between 60-70%.

#### 8.4.3 Probation Service<sup>93</sup>

Many offenders who are convicted of domestic abuse related crimes are court mandated to complete the Probation run programme, Building Better Relationships. The below table outlines the number of positive completions of this programme for Gloucestershire.

Table 11: Number of positive completions of Building Better Relationships for years 17/18, 18/19 and 19/20.

Year	Number of positive completions
2017/18	23
2018/19	30
2019/20	43

The number of positive completions has increased year on year, however, the number of domestic abuse offenders completing the programme is low when compared the total number of offenders recorded in the county. This may be reflective of conviction rates and the willingness of the court to mandate attendance on the programme, but may also be connected to the capacity of the Probation Service to deliver the programme fully within the duration of an offender's sentence.

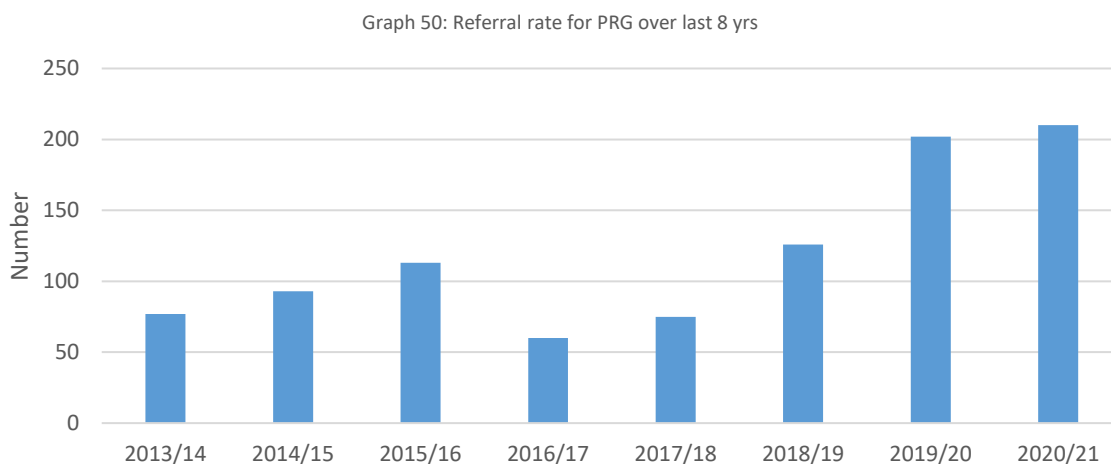
Alongside Building Better Relationships, the Probation Service also runs a Respectful Relationships course, with 7 positive completions in 2018/19 and 17 in 2019/20.

#### 8.4.4 Positive Relationships Gloucestershire (PRG)

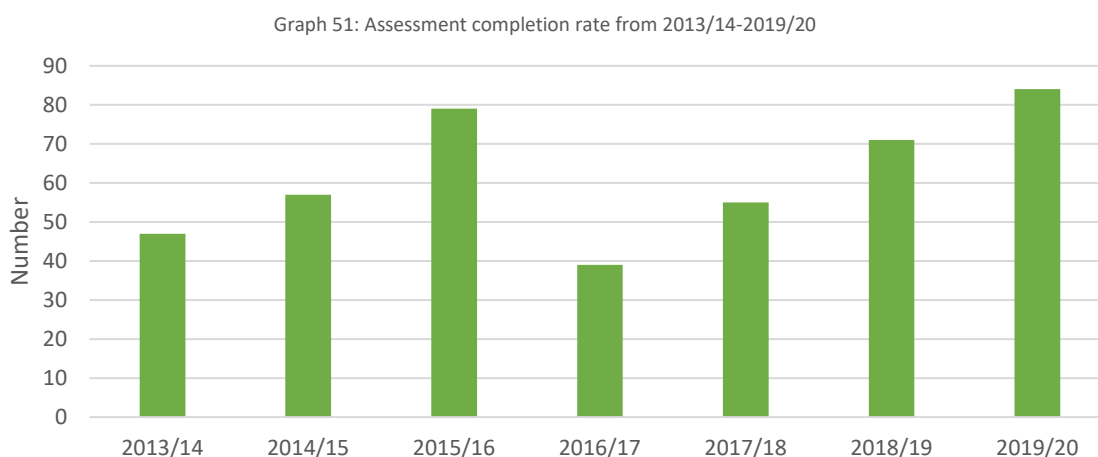
The Gloucestershire Domestic Abuse Perpetrator Programme has been in place since 2013. Formerly known as the 'Turnaround Programme', PRG has continued to evolve over time, in recent years offering a wider range of services and extending the age range to those aged 18+.

The evolving nature of the programme and increased awareness of the work that it does has seen its referral levels increase over time, in particular since 2018 when the latest incarnation of the programme was commissioned, as detailed in graph 50.

<sup>93</sup> Data provided by BGSW Probation CRC



Following referrals in to the service, those individuals referred are then required to undertake an assessment with PRG to assess their suitability for the programme. Not all referrals will make it on to the assessment phase, with 56% of referrals in 2018/19 going on to assessment and 42% in 2019/20<sup>94</sup>.



Following assessment, for 2018/19 and 2019/20 between 70-79% of individuals assessed were then offered a service intervention. For these years of the service the offer would have included an offer of either DVPP, Health Relationships Course or one to one interventions.

At the point of assessment, a number of areas are explored, with key findings detailed in graph 52.

Most significantly, those assessed by PRG are found to be:

- Repeat perpetrators
- A parent or carer with contact
- Mental health concerns
- Risk assessed as medium
- Current relationship
- Alcohol and drug misuse

<sup>94</sup> Data not available for 2020/21.

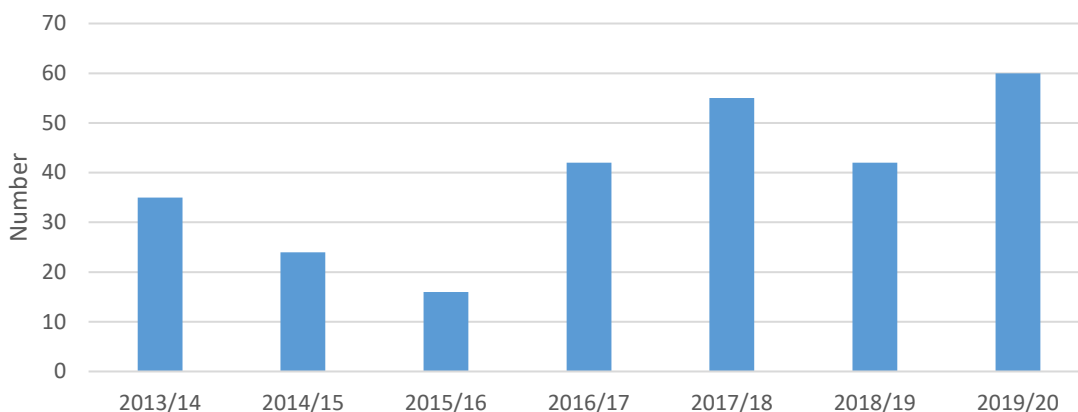


Graph 52: Key findings from Assessments by PRG for years 2018/19, 2019/20 and 2020/21



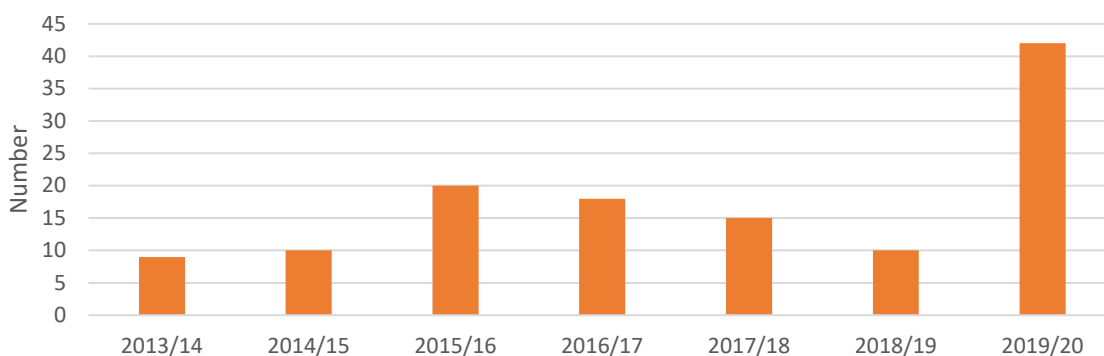
As detailed in graph 53, a small number of assessments identified high risk domestic abuse, an area that PRG is not able to support with; identifying a gap in local provision.

Graph 53: Number of new referrals taking up an intervention from 2013/14 to 2019/20



Once an individual accepts an offer of an intervention, there continues to be a dropout rate across the service. This is to be expected for a voluntary intervention and in particular for DVPP, the intervention is a significant commitment to those individuals undertaking it. Those completing the service for 2019/20 shows an increase to previous years<sup>95</sup>.

Graph 54: Outcomes - completed Service intervention from 2013/14 to 2019/20



<sup>95</sup> Data not available for 2020/21

The increase in service completion levels has been commented on by Splitz, the provider of PRG. They note that Splitz have spent 2019/20 establishing a strong skill set, developing their community presence and collaborative relationship with partner organisations, and delivering a strong range of programmes to a diverse client base as well as supporting domestic abuse training to professionals.

Alongside this, PRG have developed their reporting system to monitor the outputs and outcomes of the service more effectively.

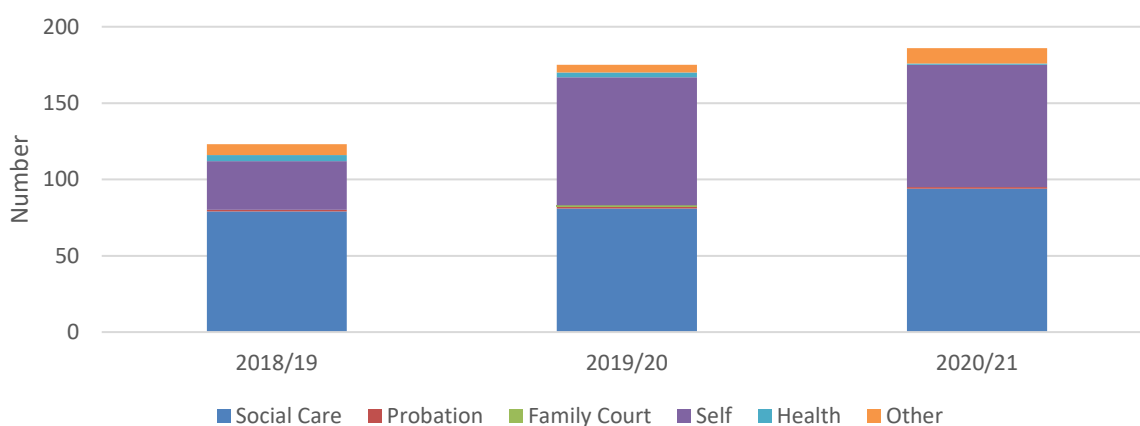
For those who disengaged with the service, the following were noted as reasons given for disengagement:

- Relationship ended
- Difficult work pattern
- Probation order finishing
- Disengagement following closure of case by Children’s Social Care
- Difficulty in engaging and responding well to conversations on the programme regarding motivation, honesty and demonstrating respect towards partner; indicating they were not ready for the programme.
- Disengagement due to mental health deterioration
- Disengagement due to a reprisal of substance misuse
- Disengagement due to undisclosed health reasons.

The remaining data on PRG referrals will be presented for years 2018/19, 2019/20 and 2020/21 in order to reflect the current service offer.

In the current service offer, referrals in to the service are in the main self-referrals alongside referrals from Children’s Social Care (CSC). Those referrals from CSC are often a result of child protection interventions placing a requirement on those known to display abusive behaviours in their relationships to participate in the interventions offered. CSC may also suggest a referral is made to PRG as part of their plans to consider the safety and wellbeing of children.

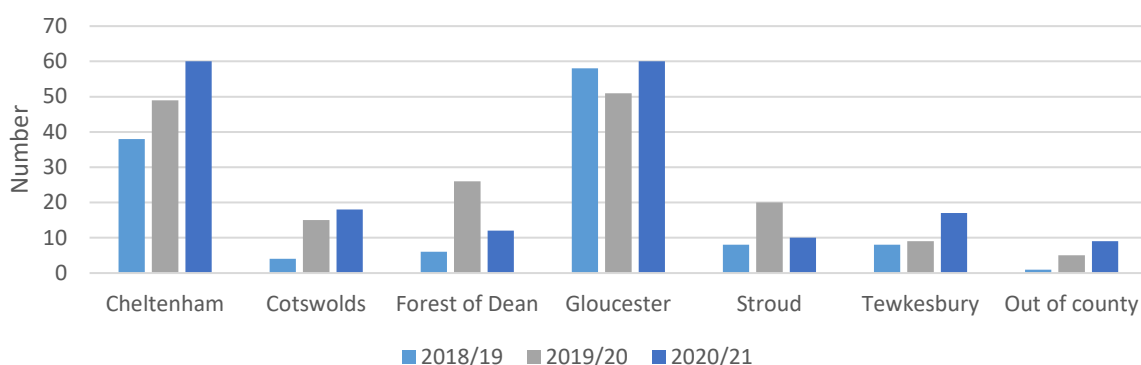
Graph 55: Referral Source into PRG for years 2018/19, 2019/20 and 2020/21



Across all 3 years of the current service, the majority of referrals are received for individuals in Gloucester and Cheltenham. This is to be expected given the higher volume of domestic abuse known in these areas of the county. This may also be reflective of the greater ease in access to the interventions provided from the more urban areas of the county. PRG continue to develop the

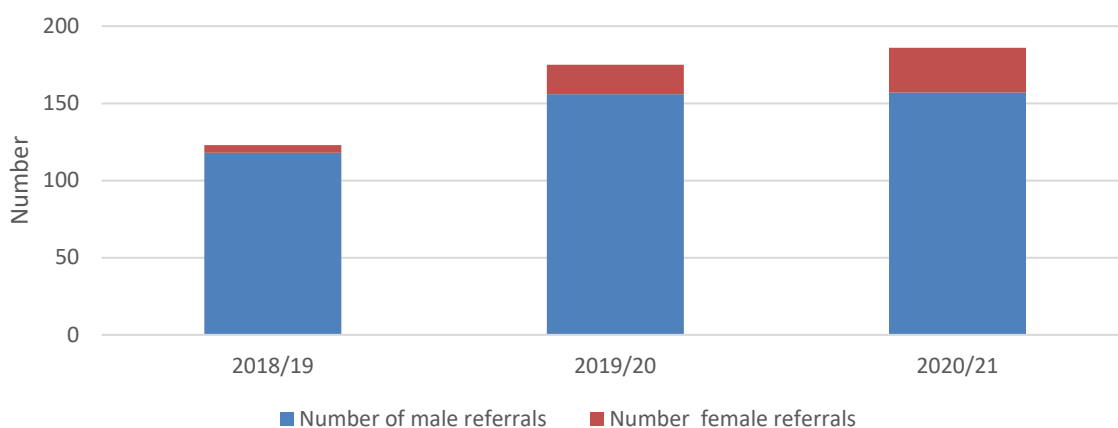
service and ensure it is accessible to those in the more rural parts of the county who may benefit from the service.

Graph 56: Referral Location for years 2018/19, 2019/20 and 2020/21



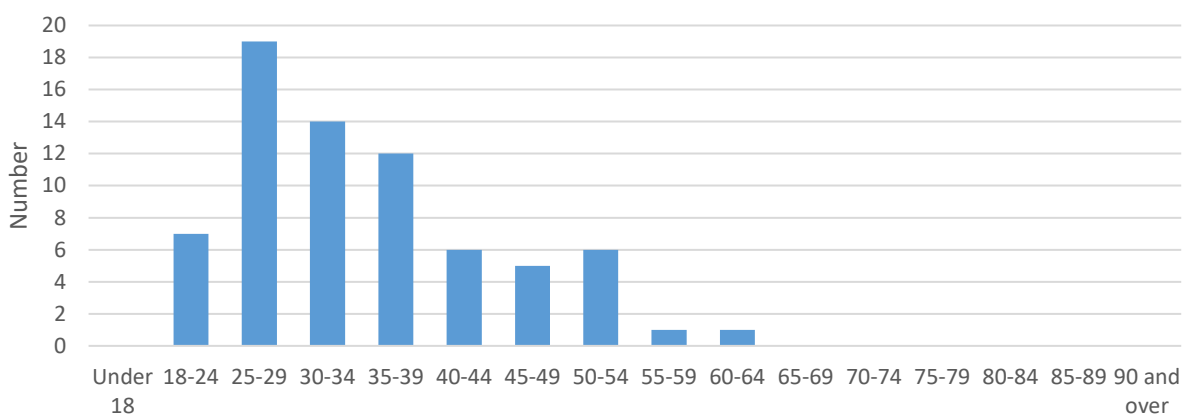
As would be expected, the majority of referrals into PRG are for males, reflective of wider data known about domestic abuse perpetrators in Gloucestershire and wider prevalence data for England and Wales. In years 2019/20 and 2020/21 however, referrals for females have increased, likely a result of the new service offer from 2018 and increased awareness of the service options for females who want to address their behaviour within their relationships.

Graph 57: Gender of New Referrals into PRG for years 2018/19, 2019/20 and 2020/21



The majority of referrals made into the service for 2020/21 were for those aged 25-29 and 30-34, a consistent finding to wider data on perpetrators of domestic abuse in Gloucestershire.

Graph 58: Age of Perpetrator open to PRG in 2020/21



### Impact of Covid19 on PRG

PRG has a long standing commitment to delivering the DVPP in 2 locations in the county, delivering the service face to face. In light of the covid19 pandemic, contact with those on the programme moved to remote contact. During this time PRG remained focused on the safety and wellbeing of victims and their children, undertaking regular risk management review meetings with the partner safety worker and group facilitators.

### 8.5 STREET<sup>96</sup>

Young People accessing STREET can display controlling and coercive behaviours such as jealousy and have a distinct lack of understanding or knowledge about healthy behaviours and expectations within their relationships. Young people can have mental health needs and may use threats to harm themselves as part of their harmful relationship behaviour. Referrals for young men displaying harmful relationship behaviours are higher than those for young women.

STREET provides interventions for young people aged 13-19 displaying low level emerging harmful relationship behaviours. For young people aged 13-16 whose behaviour is considered high risk for STREET can only provide a limited offer of support on a 1:1 basis and this offer would be made in partnership with another agency i.e. children's social care/youth support. Referrals for this age group are lower, which may in part be due to STREET being a voluntary service.

### 8.6 Gaps in provision and future developments

#### Programmes for high risk perpetrators 16+

The current service offer does not include work with high risk domestic abuse perpetrators who are aged 16-17, statutory services would be approached to meet this need. There is a need locally to consider the specific needs of this cohort and the best interventions to address their behaviour and prevent further domestic abuse.

#### Greater capacity to respond to young people and focus on prevention

STREET is a relatively small scale service, and whilst it can offer interventions to young people displaying harmful behaviours within their relationships, this service may require further investment to have a greater reach. This would also enable the service to have greater input in schools to provide prevention activity.

<sup>96</sup> Data from STREET was not available but a narrative has been provided by Service Manager Rebecca Twydell

**Greater capacity within PRG**

As with STREET, PRG is a small scale service where further investment is required to ensure greater reach of the service, offering more perpetrator interventions to a larger number of individuals.

Further investment in the service would also support the service in engaging more with rural communities, ensuring ease of access and engagement.

**Court mandated perpetrator programmes**

There is a need to better understand the offer via the Probation Service and any unmet need around the provision of court mandated perpetrator interventions.

Many offenders of domestic abuse are also given short term sentences where a requirement to complete a perpetrator intervention with probation can be difficult. Locally, there may be a need to consider how services can engage with these perpetrators and ensure appropriate interventions are offered to prevent further domestic abuse.

## 9.Children witnessing domestic abuse

The impact of domestic abuse on children cannot be underestimated, with children estimated to witness three-quarters of abusive incidents and many also having themselves experienced physical abuse as well as sexual and emotional abuse within families where domestic abuse is occurring<sup>97</sup>.

The impact of domestic abuse is felt by children regardless of their age, with many children, particularly those of younger ages, becoming anxious, with difficulties sleeping and may find it hard to separate from their non-abusive parent. Older children may show signs of aggression and behavioural difficulties, particularly amongst boys, who may learn to use violence to try and solve problems and may copy the behaviour they are witnessing in the home. Others, particularly girls, they may become withdrawn, anxious and depressed. For all children, post-traumatic stress disorder is common, with many experiencing nightmares, flashbacks and suffering with hypervigilance, headaches and even physical pains <sup>97</sup>.

This impact on children has been recognised in the Domestic Abuse Act 2021 where children who live in a home where domestic abuse takes place will now be recognised as victims in their own right rather than witnesses for the first time. In addition to this, other areas of the Domestic Abuse Act also contribute to the protection of children:

- The statutory duty placed on local authorities to provide support in safe accommodation extends to victims and their families.
- The introduction of new Domestic Abuse Protection Orders and the role of the Domestic Violence Disclosure Scheme will look to increase the protection for families affected by domestic abuse.
- The statutory definition of domestic abuse recognises victims as those aged 16+, acknowledge abuse in teenage relationships. As such, all other provisions in the DA Act extend to those aged 16+.

This section of the needs assessment will not consider young people who are victims of domestic abuse in their own relationships, but will instead focus on children witnessing domestic abuse at home. Teenage relationship abuse will be explored in a later local needs assessment.

Alongside children witnessing domestic abuse in the home, the education of young people about issues relating to domestic abuse is considered to be an area of prevention. In support of this, in September 2020, the compulsory Relationships and Sex Education (RSE) and Health Education curriculum came in to force across England and Wales. This curriculum will aim to put in place the building blocks needed for positive and safe relationships, including with family, friends and online at primary school level. This will then move on at secondary level to cover content on what healthy and unhealthy relationships look like and what makes a good friend, colleague and successful marriage or committed relationship<sup>98</sup>.

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<sup>97</sup> [Domestic violence and abuse - the impact on children and adolescents | Royal College of Psychiatrists \(rcpsych.ac.uk\)](https://www.rcpsych.ac.uk/pressandpublicaffairs/pressreleases/2020/04/20200427-domestic-violence-and-abuse-the-impact-on-children-and-adolescents)

<sup>98</sup> [Relationships, sex and health education: guides for parents - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guides/relationships-sex-and-health-education-guides-for-parents)

## 9.1 Best Practice Approaches

There are a number of evidence based resources that have been developed to support children who have witnessed domestic abuse. The Recovery toolkit is one such resource which has seen greater roll out nationally in recent years and is delivered in Gloucestershire.

### Recovery Toolkit<sup>99</sup>

Rock Pool's Recovery Toolkit programmes use a trauma-informed psycho educational model, facilitating a safe space to ensure learning and promote collaboration. The training is designed to be strengths based and skills building aiming to give individuals knowledge to better understand and deal with their previous experiences. Programme participants are given practical strategies to help them thrive in their daily lives by developing resilience, increasing hope and enabling recovery.

There are 2 main toolkits that can be utilised to support families experiencing domestic abuse:

- The Adult Domestic Abuse Recovery Toolkit: a 12 week programme that helps participants understand the impact of having experienced domestic abuse, explaining how they were prevented from leaving an abusive relationship and the thinking patterns they developed as a method of managing the risk which can hold them back moving forward. The individual's own strengths, resources and coping skills and resilience are reinforced contributing to their own health and wellness on a long-term basis.
- The Children and Young People Domestic Abuse Recovery Toolkit: 8-week programme for any young person that has witnessed or experienced domestic abuse and are able to take part in a group. It uses a combination of trauma-informed resilience focused and specific trauma focused cognitive behaviour therapy and person-centred therapeutic principles.

### 'You and Me, Mum'<sup>100</sup>

'You and Me, Mum' was developed by Women's Aid Northern Ireland and is a 10 week programme for mothers with experiences of domestic and sexual abuse. It aims to empower and support survivors in furthering their understanding of their role as mothers and in addressing the needs of children and young people who have lived with domestic abuse.

### Therapeutic Interventions

Many services that offer support to children witnessing domestic abuse provide interventions such as play and art therapy as well as counselling service to children.

## 9.2 Local Approach

Gloucestershire's Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) outlined an approach that focused on domestic abuse within the context of the family, acknowledging those at risk of domestic abuse as well as those exposed to it.

<sup>99</sup> <https://rockpool.life/course/combined-adult-children-and-young-people-domestic-abuse-recovery-toolkit/>

<sup>100</sup> [You and me, mum: facilitation programme - Womens Aid](#)

The joint commissioning framework for domestic abuse developed in 2018 focussed on commissioning service for those aged 13+. This was developed with an understanding that provision for children below 13 would fall under the responsibility of children's service commissioning.

The Gloucestershire Safeguarding Children's Executive (GSCE) also considers domestic abuse as one of its areas of priority, with the business unit ensuring that domestic abuse training is part of its core offer for social workers and their multi-agency partners.

### 9.3 Service Provision

Many children at risk of domestic abuse will be considered and supported by Children's Social Care. Many children however, will not come to the attention of Children's Social Care or may not meet thresholds for this intervention and support.

Within the county there are a range of services available to support children, where domestic abuse may be a feature of that child's experience, such as the Youth Support Team, Young Gloucestershire, Kingfisher Treasure-seekers and TIC+. These services are not however, dedicated to providing specialist domestic abuse support.

Locally, GDASS is commissioned to provide support to victims aged 16+ within the context of the wider family. The service is not however commissioned to provide direct support to children witnessing domestic abuse. GDASS does however have dedicated domestic abuse workers embedded in the Children's Social Care Gloucester Multi-Agency Team (GMAT), which enables specialist domestic abuse knowledge and support to be available to families open to social care in Gloucester where domestic abuse has been identified.

Safe Teenage Relationship Education & Empowerment Team (STREET) is commissioned to provide support to young people aged 13+, with part of their service offer focused on providing support to young people who have witnessed domestic abuse, alongside its wider offer of support to young people experiencing abuse in their own relationships, and demonstrating harmful behaviours. STREET offers 1:1 support and evidence-based group programmes CRUSH & The Recovery Toolkit.

Support in Gloucestershire for children under the age of 13 is primarily provided by the Children and Family Centres and is delivered within the context of supporting the non-abusive parent. The C&FCs provide a range of group work sessions for those experiencing domestic abuse, including Freedom Programme, Phoenix and Healthy Relationships. Alongside this, it offers support to child and parent that includes:

- You, me and Mum
- Helping Hands
- Trauma recovery combined domestic abuse for adults, children and young people toolkit.

Stroud Beresford Refuge provides specialist support to women and children within the refuge, with art therapy a key tool that the refuge utilises for children.

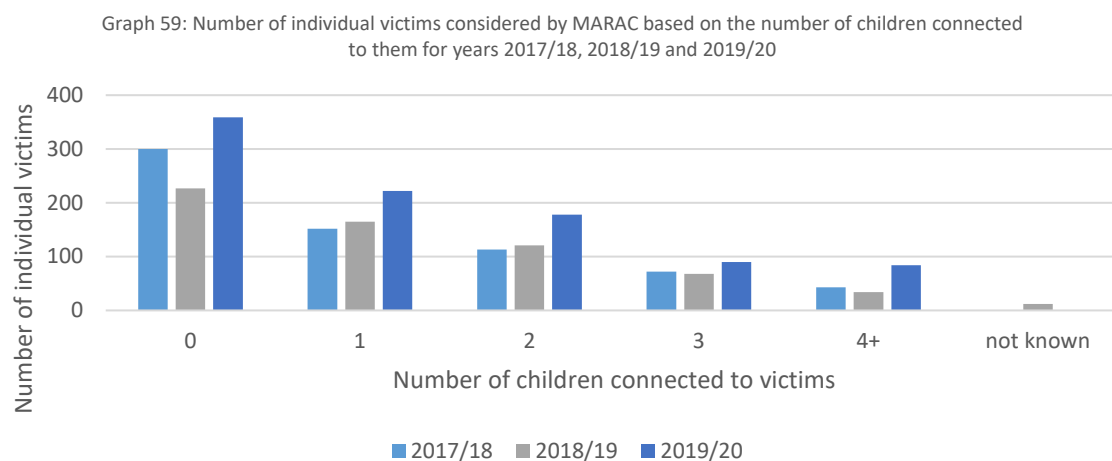
### 9.4 Children living with domestic abuse in Gloucestershire

It is not possible to gather data on the number of children connected to domestic abuse incidents reported to police. The MARAC data does however give an indication of children and young people linked to high risk domestic abuse in the county.

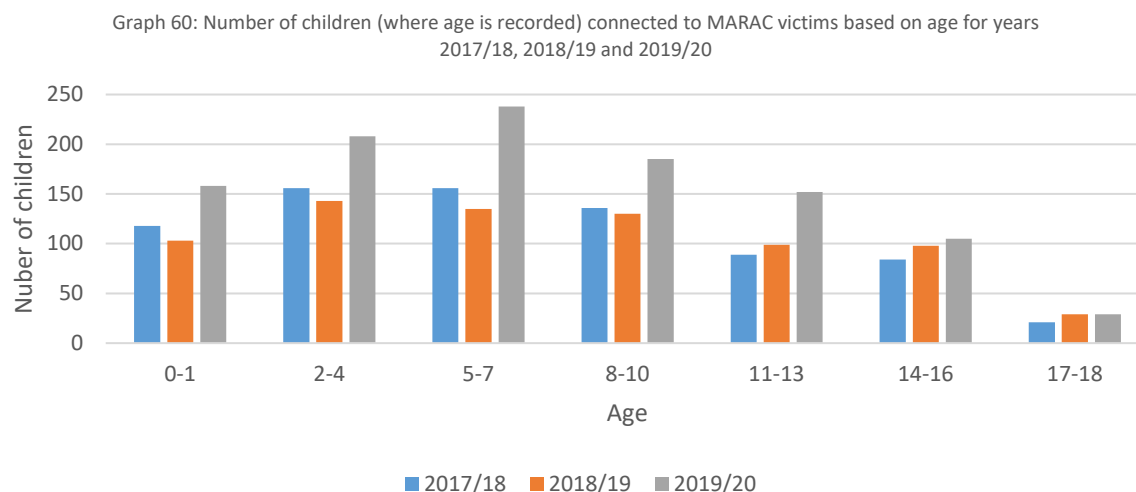


### 9.4.1 Children connected to MARAC victims

The below data will provide information on the children connected to 'individual' MARAC victims. As detailed below in graph 59, the majority of MARAC victims were recorded as having no children connected to them. Where victims did have children, the majority were recorded as having 1 or 2 children.



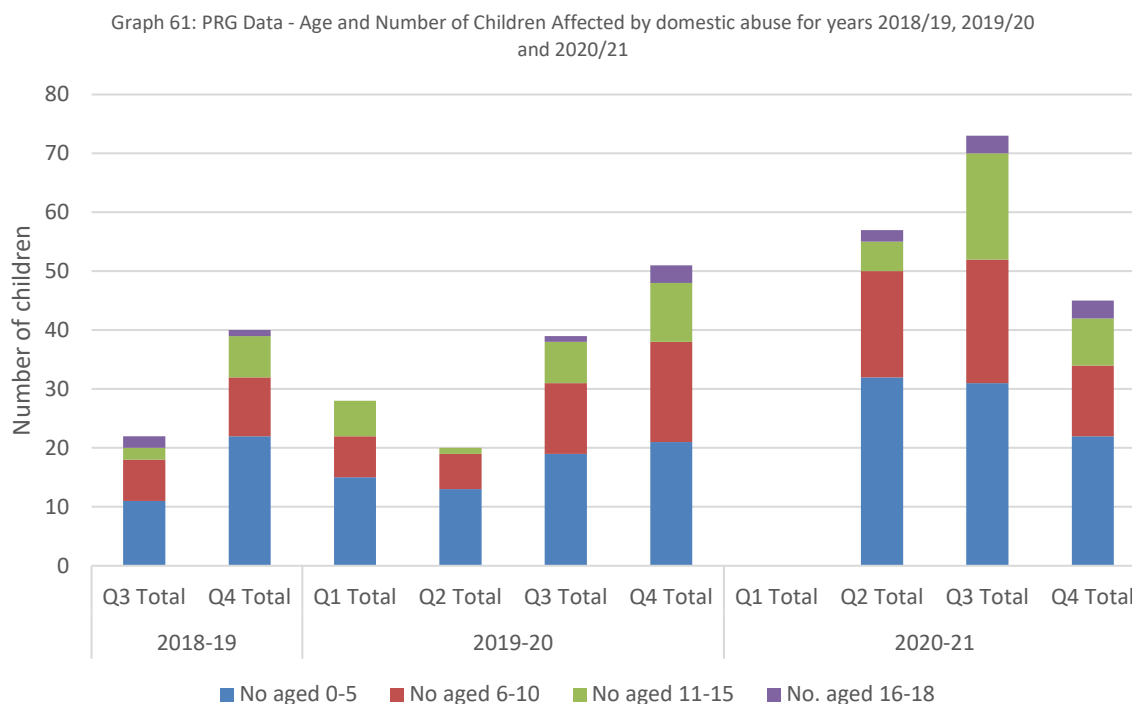
Graph 60 shows that children connected to MARAC victims, where age was recorded, were most likely to be aged 10 and younger. In addition, where children's age was recorded, consistently for each of the years explored, between 50-56% were recorded as being known to Children's Social Care.



In addition, between 6-7% of individual MARAC victims were recorded as being pregnant at the time of their referral into MARAC.

### 9.4.2 Children connected to perpetrators open to Positive Relationships Gloucestershire (PRG)

The local voluntary domestic abuse perpetrator programme (PRG) ensures that as a key part of its work, the safety and wellbeing of victims and children are their priority. As detailed below in graph 61, there are a number of children recorded by PRG who are noted as having been affected by domestic abuse.



In the main, children identified are aged 5 and under and whilst PRG do not support those identified as high risk domestic abuse, the finding on the age of children is consistent with the data presented for MARAC. This supports research into domestic abuse that it often begins or escalates during pregnancy or the early years of a child's life.

#### 9.4.3 Children connected to victims open to GDASS

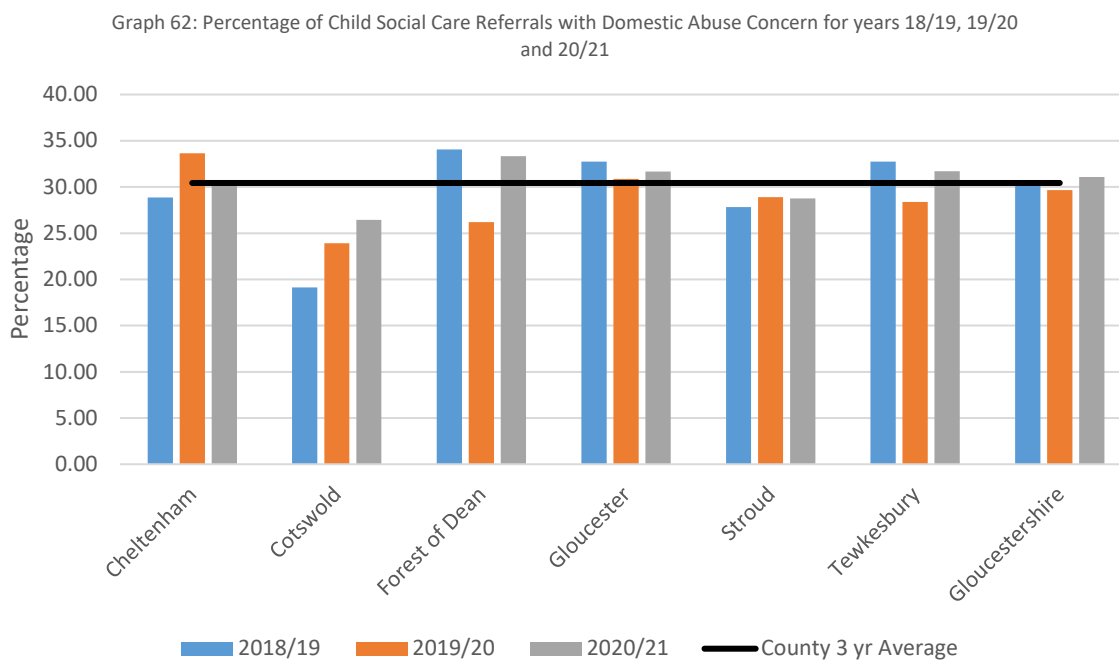
GDASS is not commissioned to provide direct support to children who are witnessing domestic abuse. They do however consider the support needs of children as a part of a whole family approach.

For 2020/21, GDASS recorded 8138 children connected to victims of domestic abuse. The majority of these children were aged 10 and under, with 33% aged 5 and under and a further 33% aged 6-10 years.

Outcomes data from GDASS indicated that service users report that GDASS support has helped to improve their relationship with their children and helped them understand the impact of domestic abuse on their family. In addition, there is evidence that fewer children are at risk of witnessing or being harmed by domestic abuse as a result of the support provided by GDASS in the multi-agency setting, with exit forms completed by 989 parents during 2020/21 showing that 99% felt that their children's wellbeing and safety had improved or stayed the same.

#### 9.4.4 Children's Social Care

Across the county, around 30% of all children social care (CSC) referrals are made with a concern for domestic abuse, accounting for around 6000 referrals over the time period 2018-2021. It is not known how many individual children this relates to.

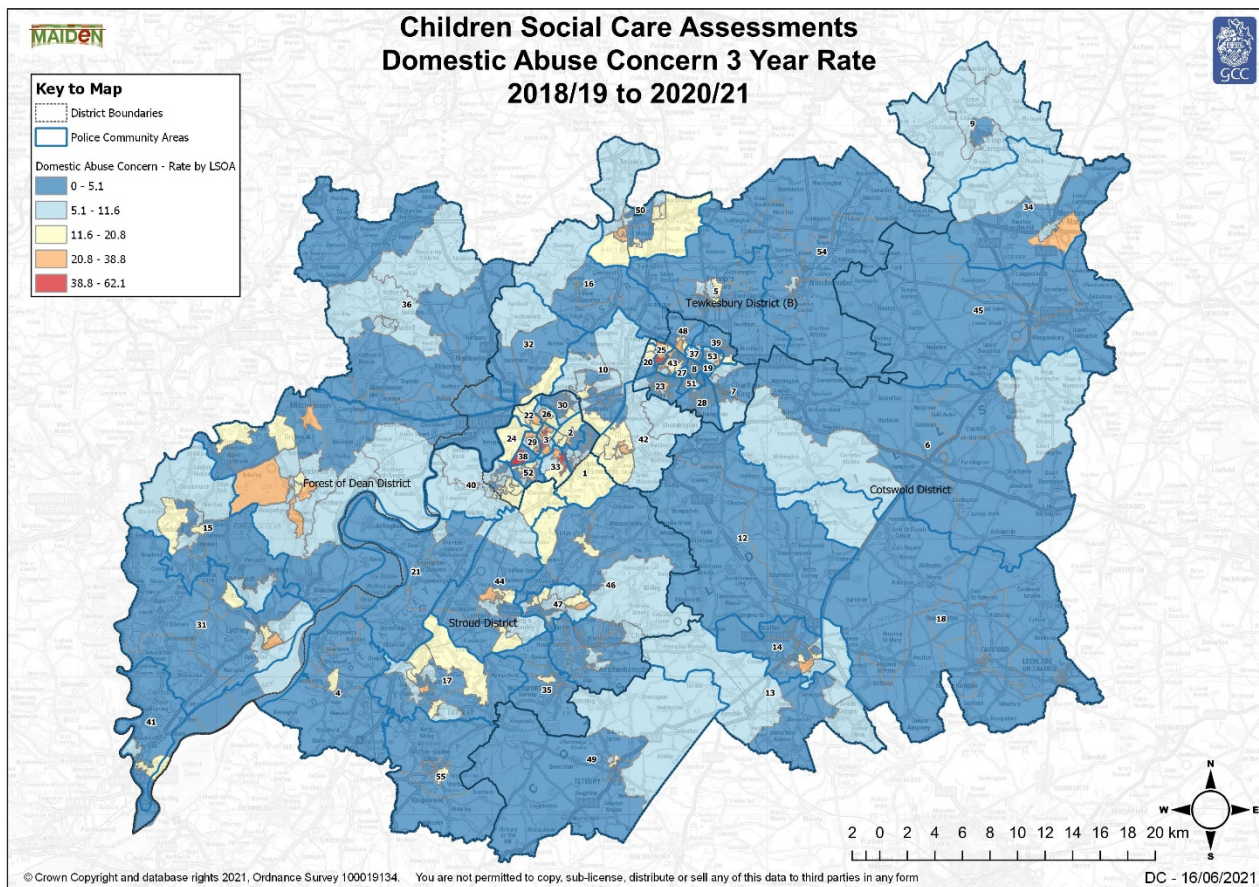


The largest proportion of referrals to CSC where domestic abuse is noted as a concern falls within the Forest of Dean. This is in contrast to wider countywide prevalence data on domestic abuse where the greatest volume falls within Gloucester and Cheltenham.

When looking at the 3 year rate of CSC domestic abuse referrals, this is also reflected, with areas within the Forest of Dean, Stroud and Tewkesbury demonstrating a rate of between 20.8 and 38.8. The areas with the highest rates however are still within Gloucester and Cheltenham where certain communities have a rate of between 38.8 and 62.1.

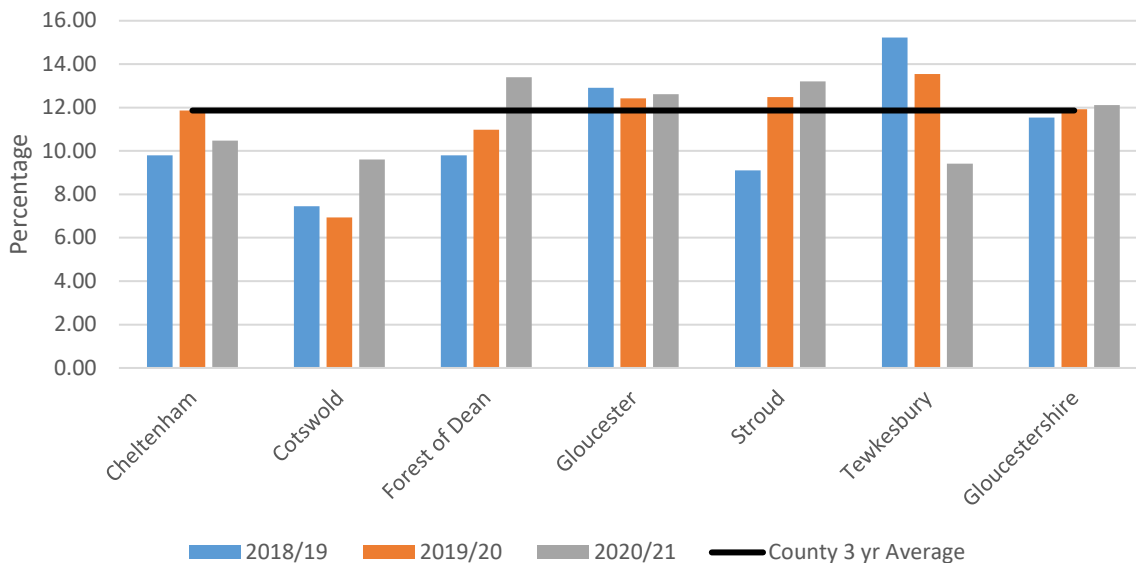
The communities identified in Map 4 below correlate to deprivation within the county as seen in the police reported domestic abuse, albeit some difference in the areas identified.

Map 4: Children’s Social Care Domestic abuse concern 3 year rate across Gloucestershire communities from 2018/19 to 2020/21. (Key to maps is provided in Appendix 5).



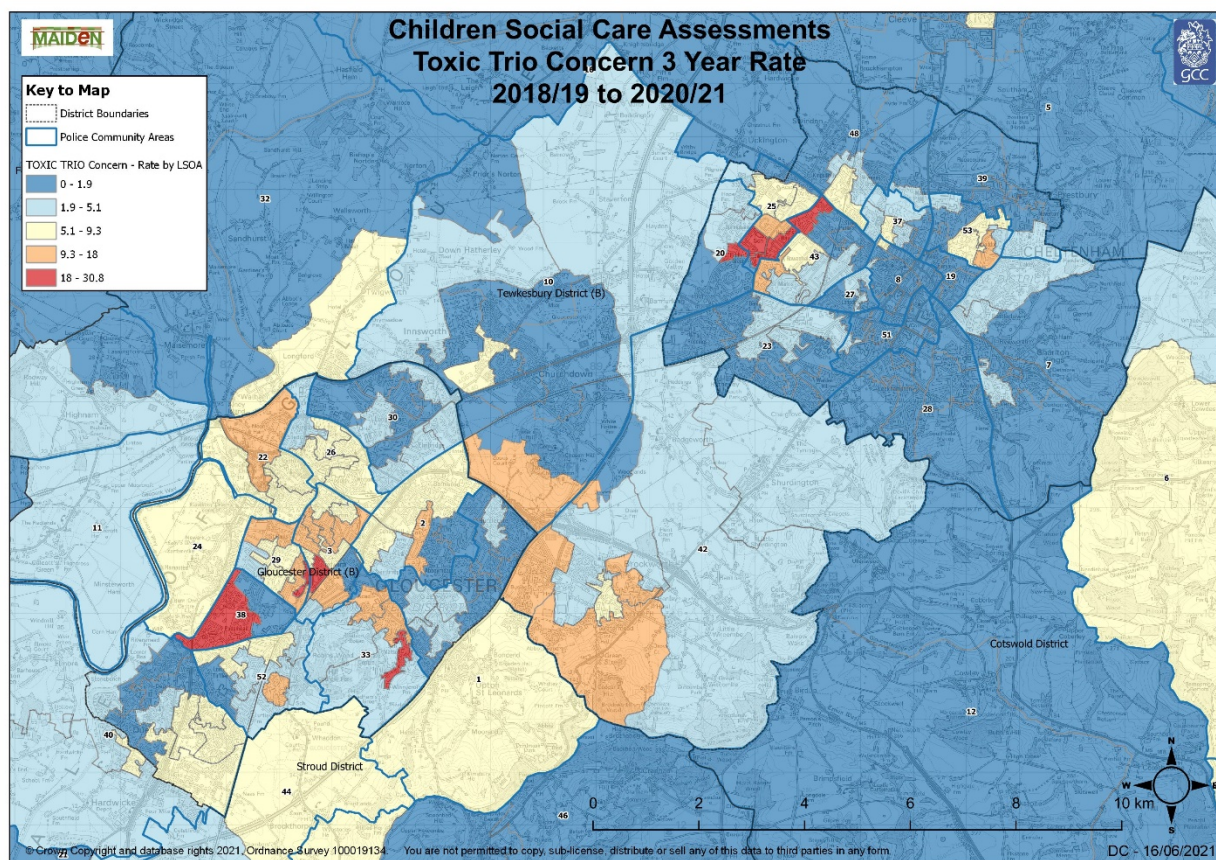
Referrals into CSC often flag domestic abuse coupled with mental health and alcohol/substance misuse as joint concerns, previously referred to as the ‘toxic trio’. Within Gloucestershire around 12% of referrals into CSC state these 3 concerns, accounting for 753 referrals in 20/21. The Forest of Dean, Gloucester and Stroud have above the countywide 3 year average in 2020/21.

Graph 62: Percentage of Child Social Care Referrals with Toxic Trio Concern by Year



As with wider crime data and CSC referrals, the highest rates of 'toxic trio' referrals are within the Gloucester and Cheltenham areas.

Map 5: Children's Social Care 'Toxic Trio' concern 3 year rate across Gloucestershire communities from 2018/19 to 2020/21. (Key to maps is provided in Appendix 5).



#### 9.4.5 Pupil Wellbeing Survey

The Pupil Wellbeing Survey conducted in 2016, 2018 and 2020 indicates that the majority of pupils report feeling safe at home. The 10% of pupils who report not feeling safe at home were more likely to be:

- Female
- In Year 10
- Identified as having 4+ ACEs (Adverse Childhood Experiences)
- Eligible for free school meals
- Identified as having special educational needs or have a disability

In addition, those feeling unsafe at home were also more likely to:

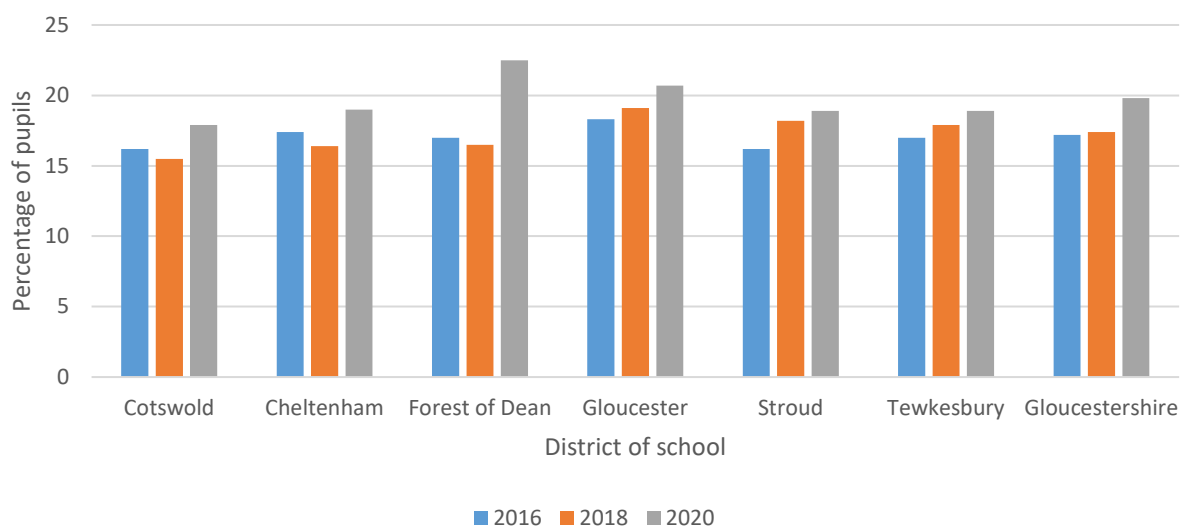
- Drink alcohol frequently
- Have tried drugs
- Be persistently absent from school or excluded from school
- Say that they are often aggressive or violent
- Carry a weapon
- Have over 9 hours of screen time daily
- Self-harm or take an overdose
- Having difficulty accessing healthy food at home

- Have issues with sleeping
- Have difficulty accessing regular exercise

Feeling unsafe at home is therefore connected to wider concerns about a student’s health and wellbeing as well as their behaviour.

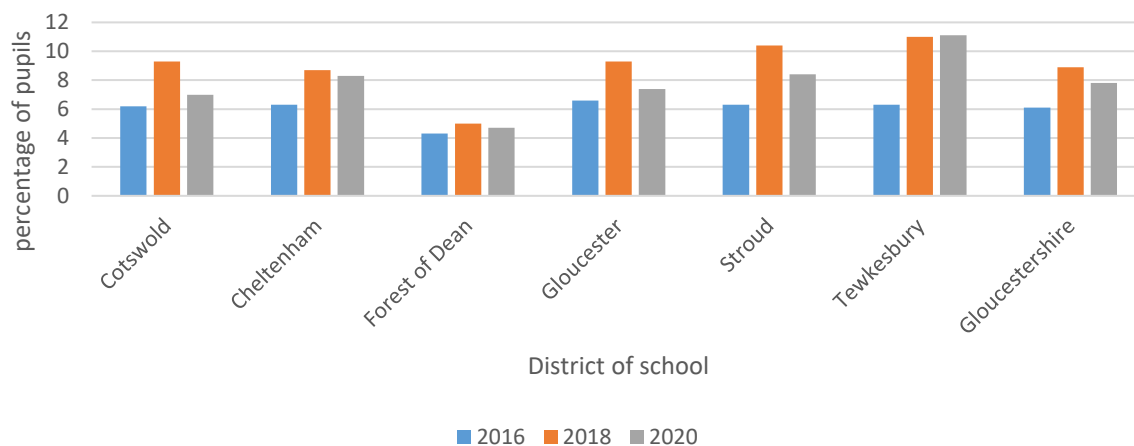
Whilst feeling unsafe at home only accounted for 10% of pupils, those reporting an experience of domestic abuse accounted for 20% of pupils across Gloucestershire. This includes witnessing domestic abuse at home or having experienced their own abusive relationship. This is most prevalent for the Forest of Dean and Gloucester, in slight contrast to wider crime data.

Graph 63: Children & Young people reporting experience of Domestic Abuse (Secondary and FE pupils)  
Pupil Survey 2016, 2018, 2020



There is therefore a clear need to ensure children and young people have access to support for witnessing and experiencing domestic abuse. This is further identified by 8% of pupils identifying that there is a need for more support and education in domestic abuse. This is particularly apparent for students in Tewkesbury, in contrast to reports of experiencing domestic abuse.

Graph 64: Children & Young People reporting needing more support about domestic and relationship abuse (Secondary and FE)  
Pupil Survey 2016, 2018, 2020



#### 9.4.6 Links to violence prevention<sup>101</sup>

Family violence in the form of domestic abuse is well known to have a significant impact on children and young people who may be witness to this in the home. Whilst much research has previously indicated an increase in future victimisation if a child witnesses domestic abuse, it is now also evidenced that it can increase the likelihood of future violent offending, with a particular link to future psychopathy in males in particular (personality disorder that is characterised by traits such as grandiosity, callousness, as well as a disinhibited, antisocial lifestyle). Psychopathic individuals are significantly more likely to reoffend, both violently and non-violently, than non-psychopathic individuals<sup>102</sup>.

Research also indicates that witnessing domestic abuse can lead to children being more prone to engage in physical aggression, have higher levels of behavioural problems and engage in more problematic and aggressive behaviour with peers<sup>103</sup>.

Whilst not all children who witness domestic abuse will go on to be victims or violent offenders, it is clear that it remains a significant risk factor connected to violent crime.

The Gloucestershire Violence Prevention Needs Assessment conducted analysis of the Youth Offending Cohort considering data available from the Youth Offending Service (YOS) database IYSS. It covers young violent offenders from Quarter 4 of 2018/19 and Quarter 1 of 2019/20.

Whilst the cohort considered is small, 24% of the young people in this cohort were noted as having witnessed domestic abuse in the family home. This is a significant finding, as nationally, estimates indicate that around 14% of children will have lived with domestic abuse at some point during their childhood<sup>104</sup>.

Responding effectively to children who have witnessed domestic abuse is a key component of violence prevention. The Gloucestershire Violence Prevention Needs Assessment identified a key gap in dedicated provision of a Gloucestershire service that intervenes and supports children witnessing domestic abuse in the home, particularly for under 13's.

#### 9.5 Gaps in provision and future developments

##### **Dedicated specialist services for children witnessing DA for under 13's**

Within the county there is no dedicated service commissioned to provide support to all children who witness domestic abuse where the children are under 13 years. Current provision requires families to need to meet the criteria for engaging with children and family centres and/or be open to Children's Social Care.

There is therefore a need to consider how all children witnessing domestic abuse in the home are provided with the support required, acknowledging the links to wider violence prevention.

This is also key given the DA Act now recognises children witnessing DA in the home as victims in their own right, and therefore our local response needs to consider support for all victims.

<sup>101</sup> Gloucestershire Violence Prevention Needs Assessment 2019, Sophie Jarrett

<sup>102</sup> Dargis, M and Koenigs, M (2018) Witnessing domestic violence during childhood is associated with psychopathic traits in adult male criminal offenders. *Law Hum Behav.* 2017 Apr; 41(2): 173–179.

<sup>103</sup> Sternberg et al (2006) referenced in Dargis, M and Koenigs, M (2018) & Graham-Bermann and Levendosky (1997) referenced in Dargis, M and Koenigs, M (2018)

<sup>104</sup> Women's Aid

**Capacity within STREET**

STREET is a relatively small scale service that is currently commissioned to provide support to young people aged 13+ who have witnessed domestic abuse in the home. Acknowledging the DA Act, there is a need locally to consider how this service can be extended to have greater reach, enabling the county to support all young people affected by domestic abuse.

**Review of educational input in schools**

As identified by the Pupil Wellbeing Survey, many students report feeling a need for greater support and education on domestic abuse. Whilst there is a statutory requirement for schools to deliver this input, and a priority area for the Schoolbeat officers, the Domestic Abuse LPB may wish to review the current input and consider if further support and investment is required in this area.



## 10. Vulnerable Adults and Domestic Abuse<sup>105</sup>

A considerable proportion of safeguarding adults work relates to the abuse or neglect of people with care and support needs who are living in their own homes, including those experiencing domestic abuse.

The Care Act specifies that freedom from abuse and neglect is a key aspect of a person's well-being, with the following types of abuse acknowledged:

- physical abuse
- domestic violence
- sexual abuse
- psychological abuse
- financial or material abuse
- modern slavery
- discriminatory abuse
- organisational abuse
- neglect and acts of omission
- self-neglect

Safe Lives have conducted a range of 'spotlight' research projects that provide evidence on the experience of victims of domestic abuse who are more likely to also have care and support needs. This research highlights the following:

- For a disabled person, the abuse they experience is often directly linked to their impairments and perpetrated by the individuals they are most dependent on for care, such as intimate partners and family members. The Insights data from Safe Lives shows that disabled victims are much more likely to be suffering abuse from a current partner (31%) than non-disabled victims (18%). Intimate partners or family members often act as carers and this position of power can be exploited leading to widespread and pervasive means of coercive control and social isolation<sup>106</sup>.
- For older victims, their experiences are often exacerbated by social, cultural and physical factors that require a tailored response. The Insights data from Safe Lives shows that clients over 60 are less likely to have attempted to leave than those under (17% vs 29%). Older people are statistically more likely to suffer from health problems, reduced mobility or other disabilities, which can exacerbate their vulnerability to harm. The Insights dataset showed that when asked to rate their physical health on a scale of 1 to 10 (1 being 'very poor' and 10 being 'excellent'), 11% of victims aged 61+ reported a number between 1 and 3, compared with 3% of victims who were 60 and under<sup>107</sup>.
- Mental health problems are a common consequence of experiencing domestic abuse, both for adults and children and can in itself make a person more vulnerable to abuse. Victims of domestic abuse with mental health issues are also more likely to be experiencing multiple disadvantages than other victims of domestic abuse and this often coupled with additional complex needs such as drugs and alcohol misuse and financial difficulty. Research supports the existence of a bidirectional relationship; domestic abuse can lead to mental health difficulties, and having mental ill health can render people more vulnerable to domestic abuse. Safe Lives Insights IDVA 2017-18 dataset showed that 42% of people accessing

<sup>105</sup> [adult-safeguarding-and-do-cfe.pdf \(local.gov.uk\)](#)

<sup>106</sup> [Disabled Survivors Too CORRECTED.pdf \(safelives.org.uk\)](#)

<sup>107</sup> [Spotlight #1: Older people and domestic abuse | Safelives](#)

support from a domestic abuse service had mental health problems in the past 12 months, and 17% had planned or attempted suicide. Safe Lives' Spotlights series found mental health problems are more prevalent and severe amongst certain groups of victims and survivors, with those identifying as LGBT+ and those who have a disability being more likely to have mental health needs at the point of accessing domestic abuse services<sup>108</sup>.

### 10.1 Local Approach

Gloucestershire's Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) developed a vision that all who are at risk of domestic abuse can access the support and information required to minimise harm and maintain healthy relationships; inclusive of vulnerable adults.

The Gloucestershire Adult Safeguarding Board have long recognised domestic abuse as a priority area and have ensured awareness raising and training has been made available to those working in adult safeguarding.

### 10.2 Service Provision

In the main, concerns for vulnerable adults experiencing domestic abuse are responded to by Adult Safeguarding and Adult Social Care. Both of these services regularly engage with GDASS where required.

The Gloucestershire Domestic Abuse Support Service (GDASS) are commissioned to provide support to all victims of domestic abuse aged 16+, including those with care and support needs and complex needs. Whilst GDASS is a universal service it does have specialist workers embedded within it to ensure greater expertise in responding to victims with care and support needs.

Recent funding will also see further resources embedded within GDASS that will provide dedicated support to victims with mental health issues and complex needs; many of which may be known to adult safeguarding.

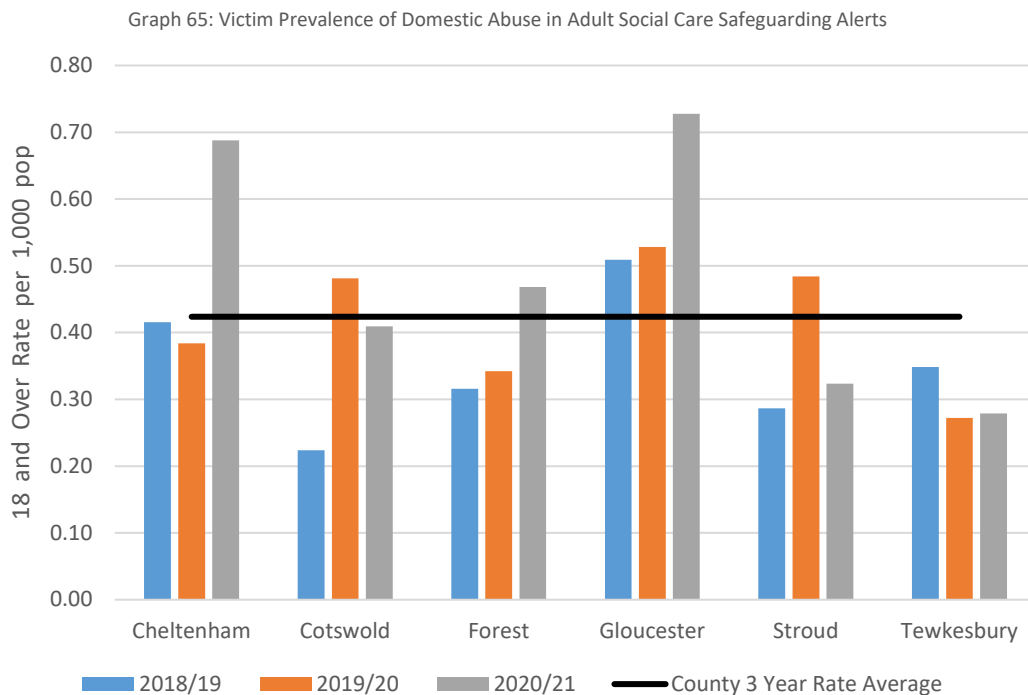
### 10.3 Vulnerable Adults and Domestic Abuse in Gloucestershire

From 01/04/2018 to 31/03/2021 Gloucestershire received 672 safeguarding alerts relating to individuals identified as experiencing domestic abuse. The majority of these alerts were for individuals living within Gloucester (26%) and Cheltenham (21%), in line with wider domestic abuse data within the county.

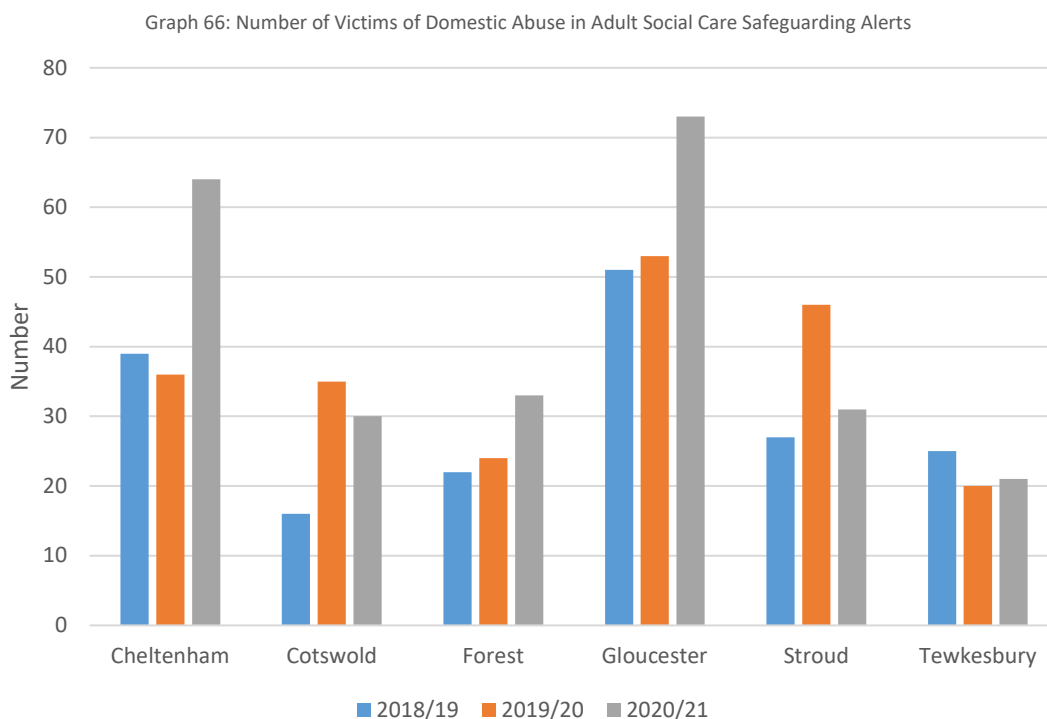
This prevalence is reflected when considering the rate of domestic abuse safeguarding alerts, with Gloucester and Cheltenham having the highest rate per 1000 of the population. In addition, the Forest of Dean has a rate higher than the countywide 3 year rate during 2020/21.

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<sup>108</sup> [Spotlight 7 - Mental health and domestic abuse.pdf \(safelives.org.uk\)](https://safelives.org.uk/spotlight-7-mental-health-and-domestic-abuse.pdf)

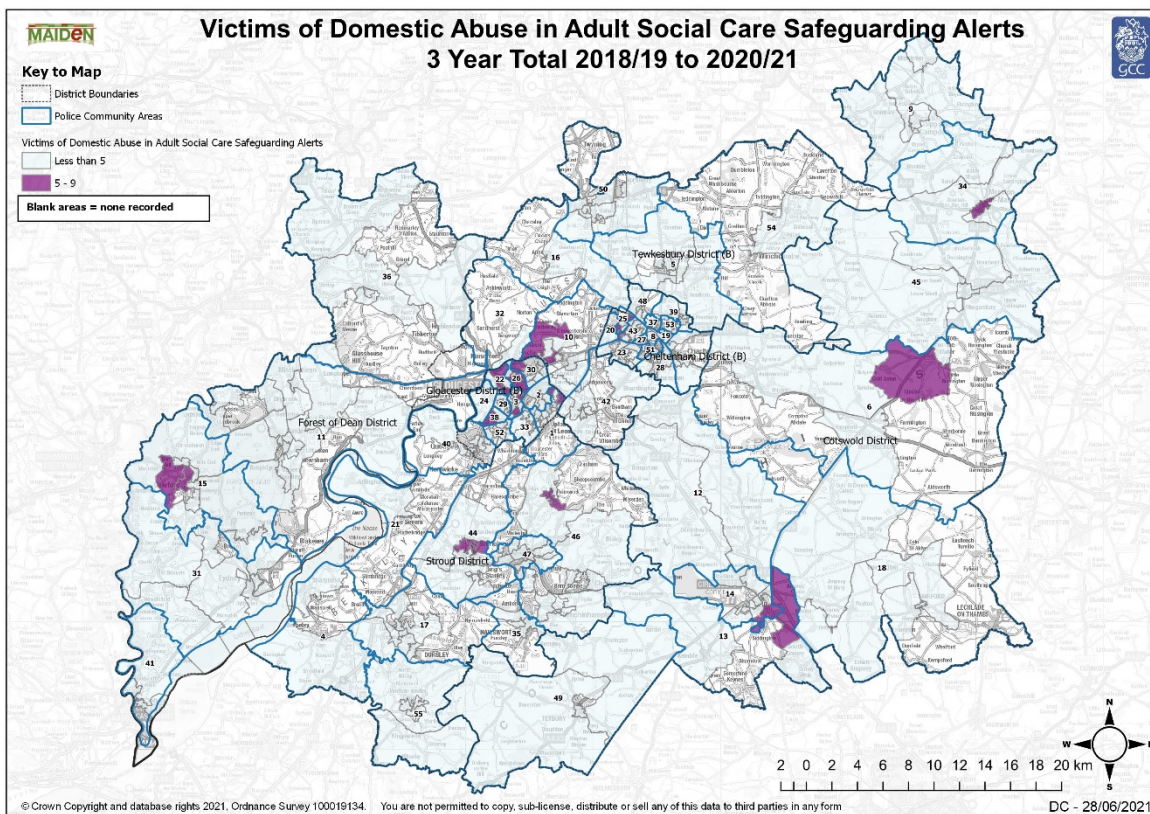


The number of domestic abuse victims connected to safeguarding alerts have continually increased, with a 18-19% increase year on year since 2018/19 across the whole of Gloucestershire. There are some variations between the districts however, with the most notable increases seen in Cheltenham where there was a 78% increase from 2019/20 to 2020/21 and Gloucestershire and Forest of Dean having a 38% increase.



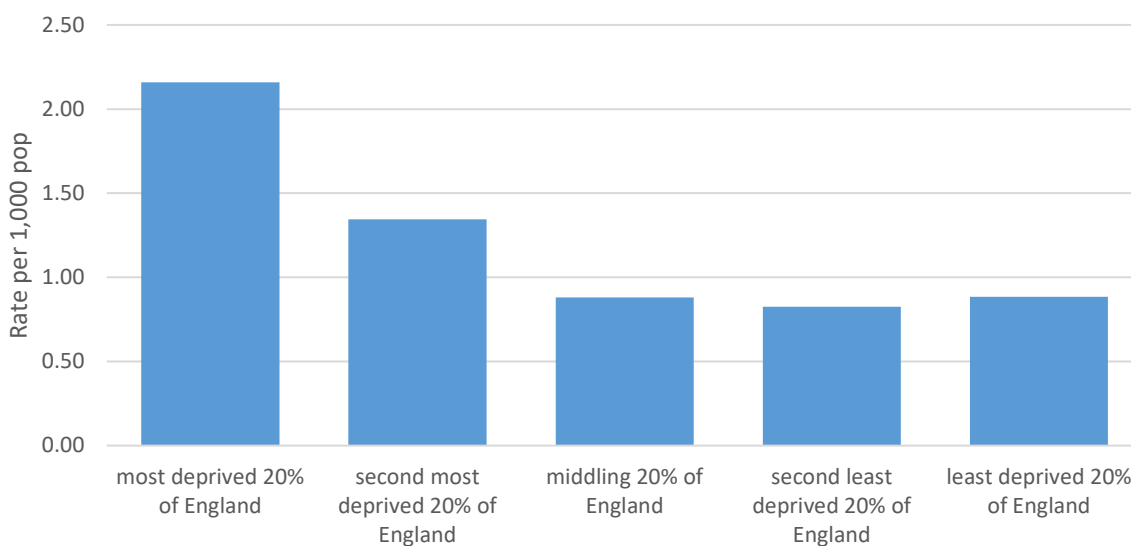
Map 6 below provides detail on the smaller community areas where victims of domestic abuse are identified through safeguarding alerts.

Map 6: Adult Safeguarding alerts 3 year total number across Gloucestershire from 2018-19 to 2020/21. (Key to maps is provided in Appendix 5).



As with wider crime data and children’s social care referrals, adult safeguarding alerts connected to domestic abuse are also linked to deprivation in the county with the highest rates of safeguarding alerts connected to the most deprived 20% of England.

Graph 67: ASC Safeguarding Alerts - Domestic Abuse Victims (01/04/18 to 31/03/2021) by Overall Quintile of Deprivation (IMD19)



## 10.4 Gaps in provision and future developments

### **Greater understanding of the links between adult safeguarding and domestic abuse**

The available data for vulnerable adults and domestic abuse covers those cases where the safeguarding alert identifies domestic abuse as part of the initial concern. It is likely that domestic abuse will be identified following many assessments by adult social care and safeguarding and therefore it can be estimated that there is a greater connection to domestic abuse amongst vulnerable adults than the data currently suggests.

In gaining a greater understanding of the links there will an opportunity to then consider any service needs or multi-agency approaches required.

## 11. Stalking<sup>109</sup>

### 11.1 Prevalence of stalking

Stalking became a criminal offence in England and Wales in 2012 as part of the Protection of Freedoms Act. Whilst not legally defined, it is best understood through the definition offered by Paladin<sup>110</sup>:

*Stalking is a pattern of repeated and persistent unwanted behaviour that is intrusive and engenders fear, it is when one person becomes fixated or obsessed with another and the attention is unwanted. Threats may not be made but victims may still feel scared. Importantly threats are not required for the criminal offence of stalking to be prosecuted<sup>111</sup>.*

Stalking has a significant impact on society. For the year ending 2020, the CSEW note that 4.6 percent of women and 2.5 percent of men have reported an experience of stalking in the last year; this equates to a total of 25,254 adults aged 16-74. In addition, 19.9 percent of women and 9.6 percent of men indicated that they had experienced stalking at some point in their life since the age of 16; this equates to 25,259 adults aged 16-74.

Stalking has a significant link to domestic abuse, with 0.7 percent of men and 1.3 percent of women reporting to the CSEW domestic abuse related stalking, in which the perpetrator was either a partner or family member. Alongside this, police in England and Wales (excluding GMP) recorded 176,837 domestic abuse related stalking and harassment offences; this accounts for 23% of all domestic abuse related crimes<sup>42</sup>.

Stalking and harassment are considered under the broader crime category 'violence against the person'.

As detailed below in graph 68, the majority of domestic abuse-related stalking and harassment offences were in the harassment sub-group, followed by malicious communications.

Graph 68: Proportion of stalking and harassment offences recorded by the police that were flagged as domestic abuse-related, by offence sub-group, England and Wales (excluding Greater Manchester Police), year ending March 2020



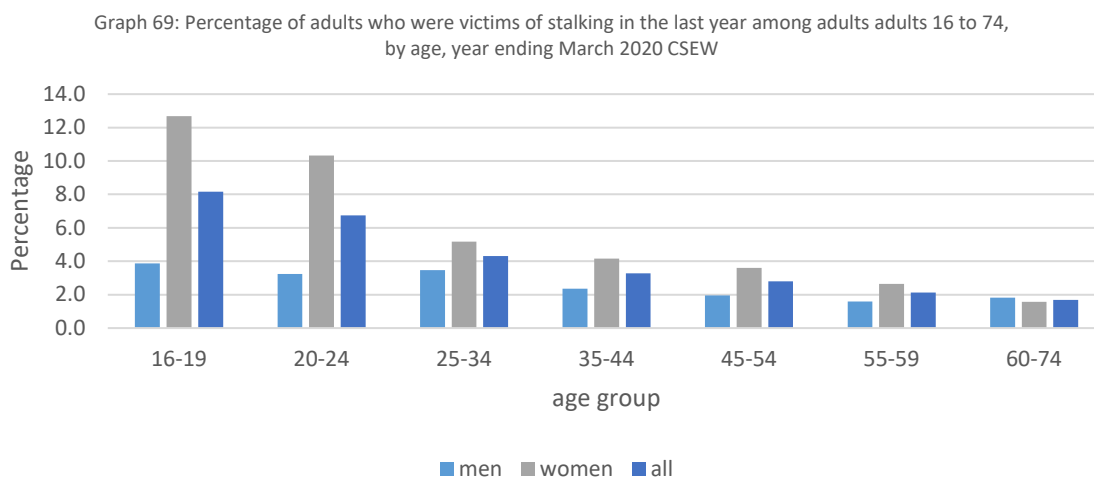
<sup>109</sup> Stalking: findings from the Crime Survey for England and Wales Year ending March 2020. ONS

<sup>110</sup> Paladin: National Stalking Advocacy Service

<sup>111</sup> [Paladin National Stalking Advocacy Service - Who We Are \(paladinservice.co.uk\)](https://www.paladinservice.co.uk)

Data from the Suzy Lamplugh Trust indicates that 80% of people are stalked by someone they know, with ex-partners making up the majority of this. Stalking can of course also be perpetrated by acquaintances (22%), colleagues (5%) and in 20% of cases strangers<sup>112</sup>.

As with domestic abuse, and demonstrating the clear link, the vast majority of those who report having experienced stalking in the last year are aged 16-19, accounting for 12.7 percent of females and 3.9 percent of men. Graph 69 below provides more detail on the age breakdown.



When looking at the ethnicity of those who report having experienced stalking in the last year, the majority were categorised under 'other ethnicity', followed by 'mixed ethnic groups'. This is a similar finding as seen for domestic abuse, where those from a Black, Asian and Minority Ethnic background are more likely to experience both domestic abuse and stalking than those from 'white ethnicities'.

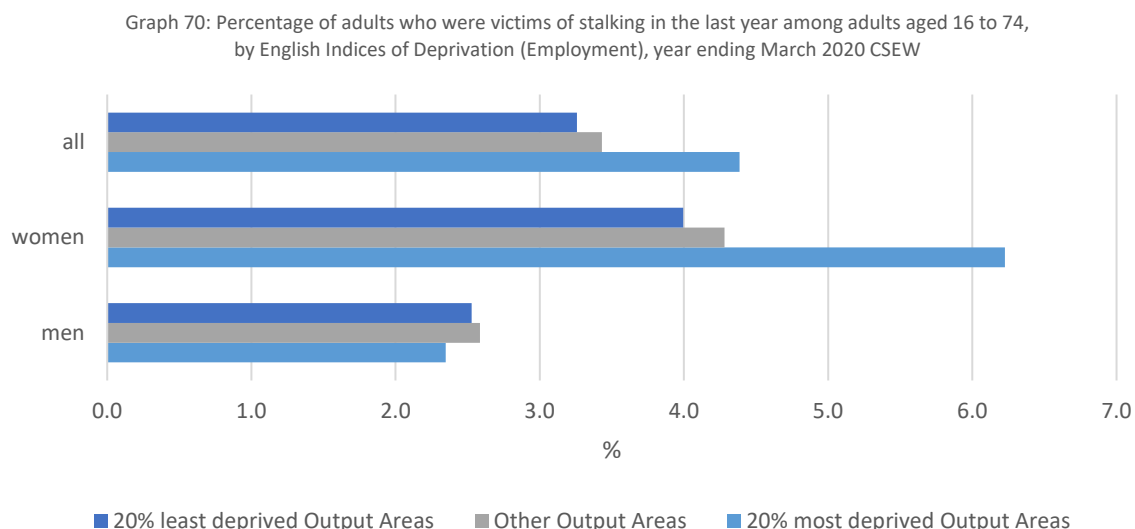
As with domestic abuse, when considering the marital status of victims of stalking, the majority are noted as either divorced or separated. This is in line with the vast majority of stalking being linked to domestic abuse, where stalking behaviour is common post separation and is a significant risk factor to consider in domestic abuse risk assessments.

Significantly, the CSEW for year ending March 2020, identified that those identifying as LGBTQ are significantly more likely to report an experience of stalking in the last year, with 12.8% of bisexual and 7.8% of gay/lesbian adults aged 16-74 noting an experience of stalking, compared with 3.3% of heterosexual adults. Some of this will be linked to domestic abuse, with stalking a common feature and risk factor.

As with domestic abuse, a higher proportion of those who have experienced stalking in the year ending March 2020 are noted as disabled, demonstrating again that link to other vulnerabilities.

As detailed below in graph 70, female victims of stalking are significantly more likely to come from the 20% most deprived output areas based on the English indices of deprivation. Men however, were more likely to come from the 20% least deprived output areas, or other. This finding is consistent with the majority of females reporting an experience of stalking in the last year noted as earning less than £10,400 (6.3% of females compared with 2.5% of men) and significantly more likely to be social or private renters than home owners (12.4% of females compared with 5.4% of men).

<sup>112</sup> Suzy Lamplugh Trust - National Stalking Awareness Week 2015 - IS IT STALKING? #Isitstalking



The percentage of adults, aged 16-74, who were victims of stalking in the last year, by employment status shows that the majority were recorded as either students (6.2%), long term/temporarily sick (6.4%) or unemployed (5.6%); highlighting the link to younger victims as well as the impact that stalking is likely to have on the individual.

## 11.2 Local approach

In 2016, stalking was identified locally as a significantly under-reported and under-recorded crime by Gloucestershire Constabulary, with only 54 incidents of stalking recorded from June 2014-October 2016. At this time, it was estimated, based on the population of Gloucestershire, that the county could have around 51,643 women aged 16+ and 19,524 males aged 16+ who may experience stalking at some point in their lifetime<sup>113</sup>.

Following this recognition that stalking was not being properly identified and reported, a local awareness campaign was launched, alongside piloting a new innovative approach to stalking; the stalking clinic.

The overall aim of the Gloucestershire Stalking Clinic is to reduce harm caused to victims by assessing and identifying risks, considering offender management and supporting officers in their investigation of stalking crimes.

The stalking clinic is a multi-agency panel that meets regularly to review high risk stalking cases and provide a forum for information sharing, referral, consultation, case formulation, sign posting and risk assessment of stalking cases. It will provide advice and guidance to those professionals managing or investigating the stalking case.

The stalking clinic has its own dedicated coordinator who regularly reviews stalking cases, offers advice and guidance and liaises with the stalking tactical lead in order to ensure high risk stalking cases are responded to effectively. The clinic coordinator also liaises regularly with the Independent Stalking Advocacy Caseworker (ISAC).

The stalking clinic is seen as a national best practice approach, with many other police forces exploring options to adopt a similar model of response to stalking. This approach also includes an enhanced understanding of risk by utilising the Stalking Risk Profile Typology, which supports the

<sup>113</sup> Based on the population at the time, and the data on prevalence from the Suzy Lamplough Trust



response to victim safety and offender management through better understanding the type of stalker and their motivations for their behaviour.

Strategically, stalking has been considered under the Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) given its strong links to domestic abuse; the strategy does however also consider non-DA stalking under the wider VAWG agenda.

### 11.3 Service Provision

Following the successful pilot of the stalking clinic and Independent Stalking Advocacy Casework (ISAC) role, funding was secured to maintain this service longer term; now being commissioned by the OPCC.

The ISAC is a specially trained role to provide support to high risk victims of stalking. The role aims to not only support victims, but to also work with other agencies, such as police, probation and CPS, to ensure a coordinated response to the stalking is taken.

The ISAC role aims to:

- Provide advice to victims to stalking and specialist advocacy to high risk victims
- Raise awareness of the dangers and risks associated with stalking
- Provide advice and raise awareness with professionals
- Campaign on behalf of victim and represent their voice in multi-agency meetings/risk management processes

Currently the ISAC service consists of 1 FTE ISAC, who are commissioned from Splitz. Given its small scale, the service is commissioned to primarily work with stalking victims outside of the context of domestic abuse, and within DA where stalking is the primary risk facing the victim.

As stalking is a key risk factors connected to domestic abuse, GDASS provide support to stalking victims when this occurs within the context of DA. In addition, the OPCC commission Victim Support to provide wider victim services across the county; within this contract, standard and medium risk non-DA stalking victims are supported. Both of these services link closely with the ISAC service.

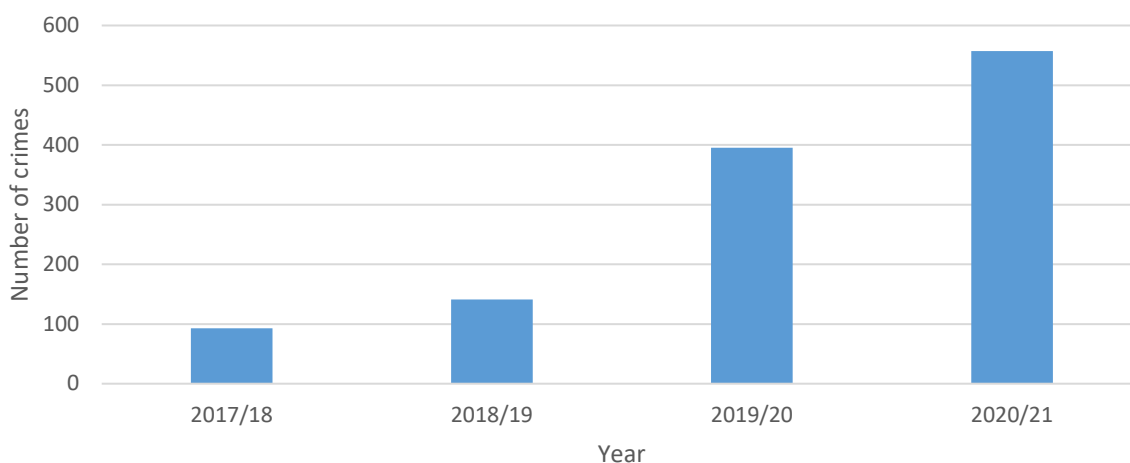
### 11.4 Stalking crimes in Gloucestershire

Stalking Crimes in Gloucestershire have increased considerably since 2017/18, with 93 crimes recorded in 17/18 compared with 557 recorded in 20/21. This increase is likely due to an increased awareness of stalking amongst the public, encouraging reporting, coupled with an increase in police recognition of stalking resulting in better recording. This increase is also likely linked to the work of the stalking clinic, where regular advice is provided to officers to support the identification of stalking.

Despite these increases, given the prevalence of stalking, greater awareness is needed to support victims in identifying their experience as stalking, and to ensure it is effectively identified by agencies to encourage reporting.

There will be some inevitable cross over with domestic abuse in the below data. It is however not possible at present to determine the volume of stalking crimes currently recorded that relate to domestic abuse.

Graph 71: Number of recorded stalking crimes for years 2017/18, 2018/19, 2019/20 and 2020/21

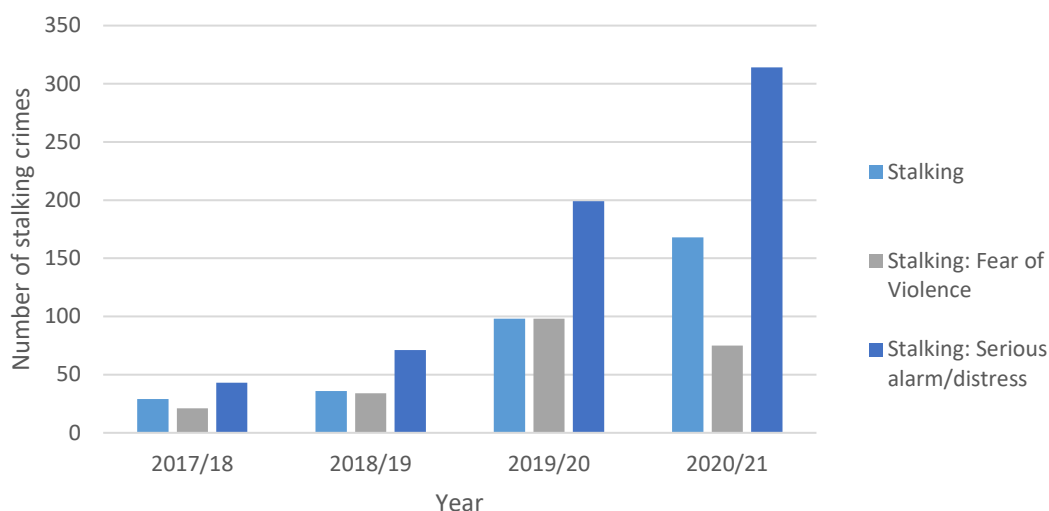


For 2020/2021 the rate of stalking crimes accounts for 0.87 crimes per 1000 of the population.

The majority of stalking crimes recorded across all years are those noted as involving the serious alarm or distress' caused to the victim, highlighting the impact that stalking has on its victims.

Stalking can cause a wide range of psychological, physical, occupational, social and general lifestyle effects as a consequence of being stalked. As with many aspects of stalking, the experience and impact can vary greatly between victims with behaviours that may be considered annoying to one victim can have a shattering effect on another<sup>114</sup>; this can make defining stalking based on fear of violence or serious alarm or distress difficult for police and other agencies.

Graph 72: Number of recorded stalking crimes by offence category for years 2017/18, 2018/19, 2019/20 and 2020/21



As detailed in Graph 73, the majority of stalking crimes are recorded in Gloucester. This is a consistent finding across wider crime data including domestic abuse and for MARAC referrals.

<sup>114</sup> [Impact of stalking on victims | Stalking Risk Profile](#)

For 2020/21, Gloucester also had the highest rate of stalking crimes at 1.3 per 1000 of the population, a higher rate than for the county as a whole. This may be reflective of better reporting of stalking crimes from Gloucester and greater access to services as with domestic abuse.

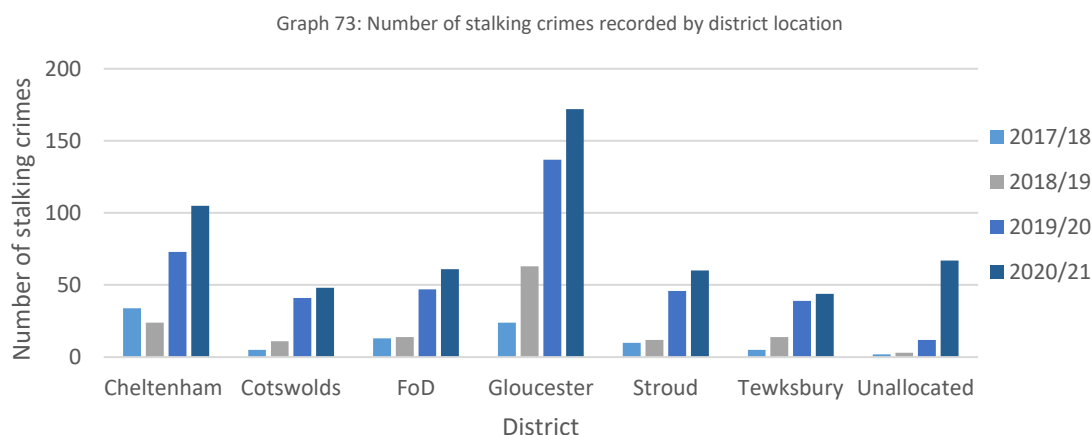


Table 12 shows the rate of stalking crime per 1000 of the population per district for 2020/21.

District	Cheltenham	Cotswolds	Forest of Dean	Gloucester	Stroud	Tewkesbury
Rate of stalking crimes per 1000 of the population	0.9	0.5	0.7	1.3	0.5	0.5

## 11.5 Victims

### 11.5.1 Police recorded victims<sup>115</sup>

Data on victims of stalking accounts for multiple victims per crime. This accounts for multiple victims being stalked by the same offender and for those being stalked due to their connection with the primacy stalking victim. Data presented will cover years 2017/18, 2018/19, 2019/20 and 2020/21.

Across all 3 years between 83-94% of stalking victims were recorded as female, indicating, alongside the offender data, that the majority of stalking victims are female and being stalked by a male offender. The proportion of female victims is lower than that seen for male offenders however, so females stalking females is a pattern seen within Gloucestershire.

The majority of stalking victims are recorded as aged 25-34, in line with the stalking offender data. Despite this, when considering the rate of stalking victims per 1000 of the population, the majority are aged 20-24 followed by 25-34, as detailed in Table 13. This is more closely linked to the stalking prevalence data, although still demonstrating a slightly higher age range for stalking victims in Gloucestershire where reported to police.

<sup>115</sup> Data on victims may differ from local stalking crime and offender data. This is due to the time in which the data was sourced and some changes to crime recording in that period.

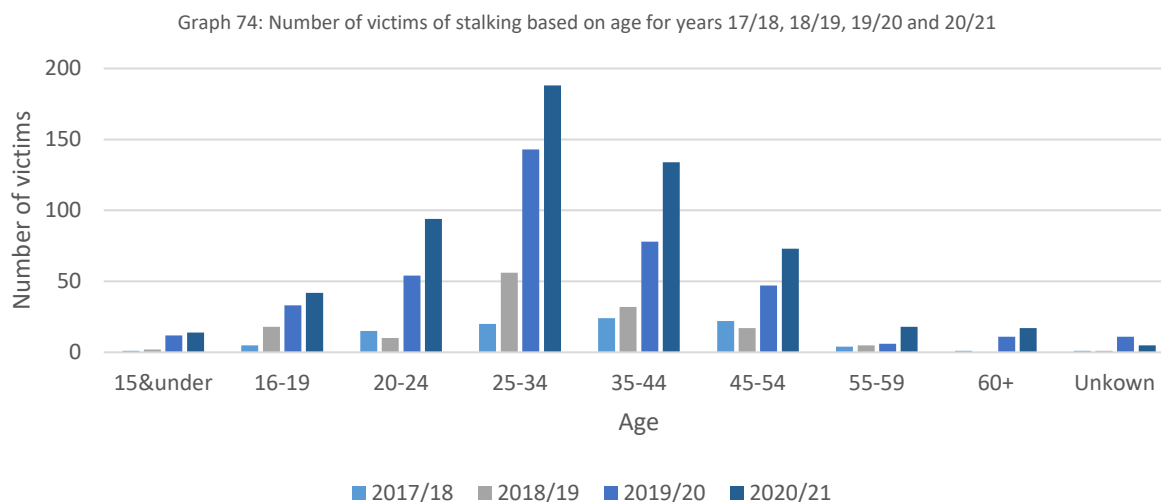


Table 13: Rate of stalking victims per 1000 of the population based on age for 2020/21.

	15&under	16-19	20-24	25-34	35-44	45-54	55-59	60+
Rate per 1000 of Pop.	0.12	1.53	2.82	2.62	1.78	0.8	0.4	0.1

When considering the ethnicity of stalking victims, the majority are recorded as being from 'white ethnicities' (between 86-91%). The ethnicity of stalking victims is therefore in line with the Gloucestershire population with stalking victims from a Black, Asian and Ethnic Minority background accounting for between 3-5% of all victims whilst accounting for 4% of the population. There are however between 5-9% of victims where their ethnicity is not recorded.

For stalking victims, their ACORN<sup>116</sup> category was not consistently recorded and is only available for 54% of stalking victims in 2020/21<sup>117</sup>. Where an ACORN category was applied, the majority, 28%, were recorded under the category 'Urban Adversity', with a further 27% recorded as 'Financially Stretched'. This is in line with ACORN data for victims of domestic abuse, indicating that victims of both stalking and domestic abuse within Gloucestershire are more likely to come from lower socio-economic circumstances. It is likely that given individuals in these circumstances are more likely to live in towns and cities, they have greater access to services in order to report or be supported to make disclosures.

In addition to those within lower socio-economic status, 20% of stalking victims were defined under 'Comfortable Communities' and 14% 'Affluent Achievers'. This demonstrates that stalking victims can come from a range of socio-economic circumstances, and supports the themes coming from the stalking clinic, in that professionals are often stalked as part of their work.

### 11.5.2 Independent Stalking Advocacy Caseworker (ISAC) service

Data available for the ISAC service cover the year September 2019-August 2020.

<sup>116</sup> Acorn is a segmentation tool which categorises the UK's population into demographic types. Acorn provides a general understanding of the attributes of a neighbourhood by classifying postcodes into a category, group or type.

<sup>117</sup> Data from 2020/21 is the year in which ACORN data was most consistently collected.

During this year, the ISAC supported 140 high risk victims of stalking. Of these, 96% were female victims with 4% males.

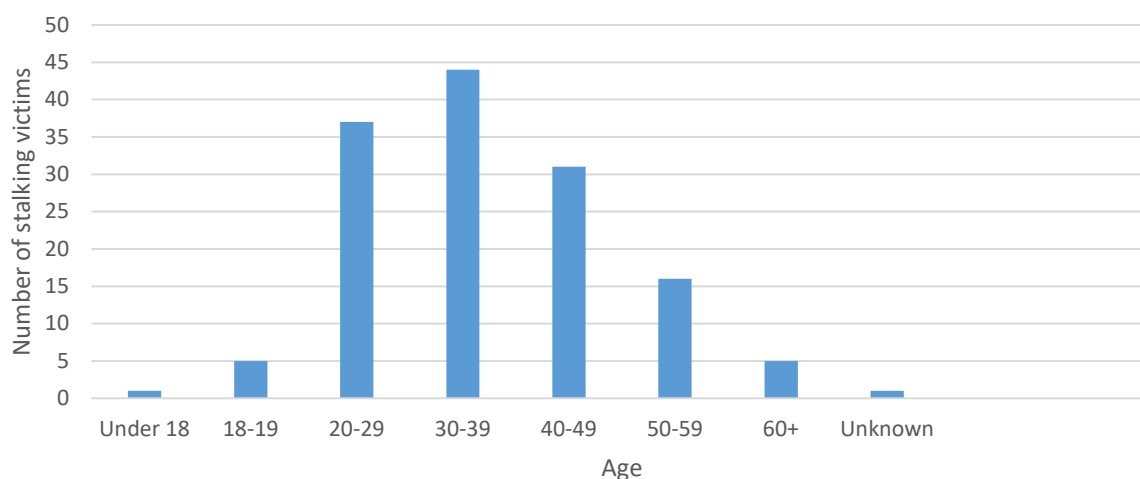
The largest proportion of these victims reported being stalked by an ex-partner (69%) indicating a strong link to domestic abuse. Whilst the ISAC role is dedicated more towards non-domestic abuse stalking, referrals can be made in these circumstances where the main risk factor is stalking, or where the stalking behaviour starts after a significant period of separation from a partner. It is unclear currently if stalking behaviour from an ex-partner follows the breakdown of an abusive relationship, or if the stalking behaviour begins with no known history of domestic abuse.

Stranger stalking accounts for only 4% of ISAC referrals, with the remaining victims being stalked by someone they know such as a neighbour, colleague or acquaintance. The percentage of stranger stalking is lower than the estimates from the Suzy Lamplugh Trust (20%) and may therefore be an indication locally of the need to raise further awareness of access to support in stranger stalking cases.

In addition, 4% of victims reported being stalked by a client, highlighting the impact of stalking on professionals being stalked by those that they either deliver service to or support. This is similarly reflected in some themes from the stalking clinic, in which health professionals and social workers in particular are the most common professionals highlighted as stalking victims locally.

The majority of victims accessing the ISAC service in one year were aged 30-39, followed by 20-29, an older age range than seen in national prevalence data. There may therefore be a need to ensure wider awareness raising and engagement with younger people to support the identification of stalking and ensure support is in place for these age groups.

Graph 75: Age of stalking victims supported by the ISAC from Sept19-Aug20



Victims who identified as LGBTQ accounted for 3% of ISAC referrals, an underrepresentation when compared to the Gloucestershire population estimates of 5% LGBTQ. In addition, 9% were identified as being from Black, Asian and Minority Ethnic backgrounds; the majority however were noted as being from 'white other' backgrounds rather than Black, Asian or Mixed.

In 11% of referrals, mental health was identified and in addition 4% were identified as having multiple and complex needs; a theme that has also arisen through domestic abuse and in particular in local domestic homicide reviews.

The majority of victims (52%) were noted as wanting emotional support from the ISAC, with practical and safeguarding support also a high priority. Many victims also accessed the service to get support in arranging access to other services such as mental health, financial support, housing and substance misuse services.

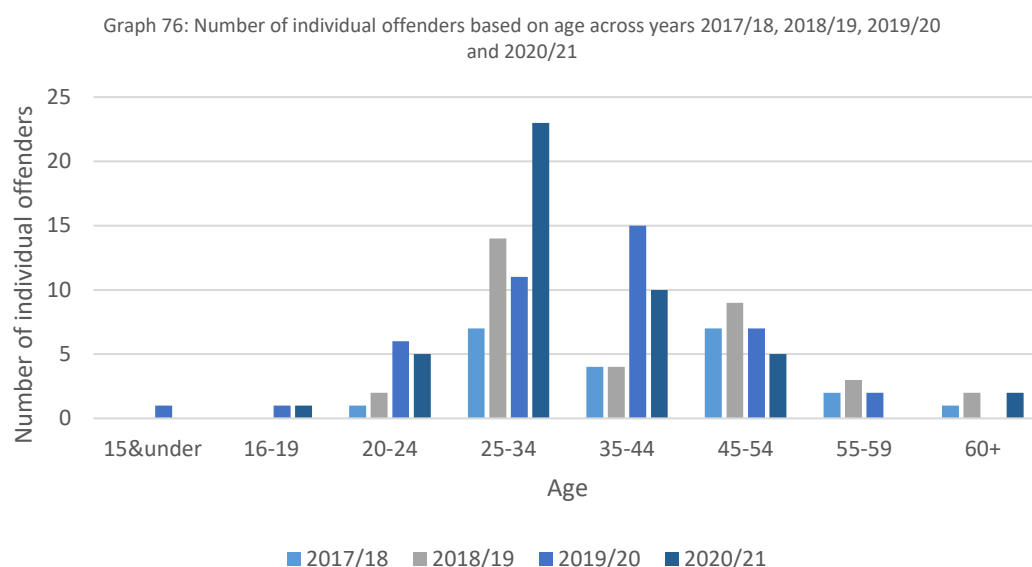
Outcomes data for the year 2020/21 is not fully complete, with end of service assessments not completed for all service users. Where completed however, the majority of service users noted that following the support of the ISAC they had noted an improvement in health and wellbeing, feeling better able to cope with everyday life, feeling safer, and feeling better informed and empowered.

### 11.6 Offenders<sup>118</sup>

When considering individual offenders of stalking, it is clear that stalking is a repeated crime, with data from 2020/21 showing an average of 12.1 crimes per offender. This is to be expected, given the definition of stalking notes its persistence and repeated nature.

For all years from 2017/18 through to 2020/21, between 90-97% of individual offenders are recorded as male. This is to be expected given the link to domestic abuse and the gendered nature of these crime types. Females can of course be perpetrators of stalking.

Offenders of stalking recorded in Gloucestershire are most likely to be aged 25-34, similarly reflected in stalking victim data. Unlike victims however, the highest rate of stalking offenders per 1000 of the population were those aged 25-34 at a rate of 0.32.



The vast majority (between 90-95%) of stalking offenders are noted as being from 'white ethnicities', with the exception of the year 2018/19 where this dropped to 80%.

For stalking offenders, their ACORN<sup>119</sup> category was not consistently recorded and is only available for 54% of stalking offenders. Where an ACORN category was applied, 28% (in 2020/21) were recorded under category 'Comfortable Communities', with a further 16% recorded as 'Affluent Achievers'. This potentially indicates that stalking offenders are most consistently not considered to

<sup>118</sup> Police recorded offenders

<sup>119</sup> Acorn is a segmentation tool which categorises the UK's population into demographic types. Acorn provides a general understanding of the attributes of a neighbourhood by classifying postcodes into a category, group or type.

be from low income households. In addition to this however, 24% were considered to be 'Financially Stretched'.

This compares with domestic abuse offender data in which a larger proportion are known to be from lower income groups with 24% of domestic abuse offenders being from ACORN group 'Financially Stretched' and 24% from 'Urban Adversity' (where recorded in 2020/21).

What is clear however, as with victims, is that stalking offenders come from a range of backgrounds, and as such, our local responses need to reflect this.

### 11.7 Stalking clinic

The stalking clinic is well placed to identify themes in the stalking behaviour identified. Within the last year (2020/21), the clinic has identified stalking behaviour linked to sexual violence, as well as behaviour linked to the experience of social isolation amongst the elderly. It has also highlighted the role of social media and internet in supporting stalking offences.

The clinic has also identified that where victims in professional roles are stalked, in the main those at risk appear to be from social work and health related careers, where those that they are either supporting or working with become fixated and obsessed and perpetrate stalking against them.

These identified themes have enabled stalking to be considered more widely by other existing partnerships, including the sexual violence partnership board and the social isolation working group formed from priorities identified by the Health and Wellbeing Board and Safer Gloucestershire.

### 11.8 Comparisons to other forces

Comparisons to other forces are only available for domestic abuse related stalking and harassment incidents and crimes. The data presented is taken from the Office for National Statistics Domestic Abuse Data Tool Year Ending March 2020.

For Gloucestershire, 32% of stalking and harassment offences were considered to be domestic abuse related. This is lower than the majority of most similar force areas, and significantly lower than the South West and England and Wales Percentage.

Table 13: Number and percentage of police recorded domestic abuse related stalking and harassment offences, for Gloucestershire, its most similar force areas, South West and England and Wales. ONS year ending March 2020.

	Number of offences	% of all stalking and harassment offences that were domestic abuse-related
Gloucestershire	1,267	32
West Mercia	4,341	43
Devon and Cornwall	4,610	45
Wiltshire	1,075	34
Suffolk	1,774	32
Cambridgeshire	2,038	42
<b>South West</b>	<b>13,650</b>	<b>39</b>
<b>England and Wales</b>	<b>176,837</b>	<b>37</b>

This lower percentage for Gloucestershire may be an indication that non-domestic abuse stalking is more readily identified in Gloucestershire than other forces. It may also however, be an indication that stalking in the context of domestic abuse is not easily identified or recorded as it should be; an area for future exploration.

## 11.9 Gaps in provision and future developments

### **Perpetrator services**

Currently, at a national level, there is a gap in perpetrator interventions for stalking. Programmes in existence at present are focused on behavioural change for perpetrators of domestic abuse, something which is not suitable for perpetrators of stalking; mainly due to the interventions focusing on healthy relationships, reinforcing to a stalker that there is a relationship, fuelling their obsession and fixation.

This gap in provision makes addressing stalking difficult, as the root causes of the behaviour are never addressed even when an offender is incarcerated for their crimes. Pilots are ongoing in some areas of the country to develop perpetrator intervention in conjunction with the Suzy Lamplugh Trust. Locally, these pilots will be monitored and future consideration given as to how Gloucestershire can respond effectively to perpetrator behaviours.

### **Capacity in specialist victim support services**

At present, victim services that are bespoke to stalking, the ISAC, consist of 1FTE worker. Whilst this is managed by linking the role with domestic abuse support options, as continued awareness raising increases reports of stalking, the provision of further ISAC support will need to be considered.

### **Training and awareness**

Alongside these potential gaps in provision, there is also work to be done to increase training and awareness raising for stalking, ensuring the public and professionals are able to appropriately identify stalking behaviours, seek support and fully understand risk and address this effectively.

Should this work increase reports of stalking, capacity within the stalking clinic will also need to be considered and addressed.

### **Stalking Protection Orders (SPOs)**

Stalking Protection Orders came into force in January 2020. They are civil orders which can be applied for by the police, designed to be utilised as an early intervention for stalking cases reported to police, offering protection for victims whilst investigations are ongoing.

In Gloucestershire, the Stalking Clinic has oversight of SPOs, with the constabulary successfully having been granted 2 interim SPOs and 1 full SPO in 2020/21.

Gloucestershire Stalking Clinic is aware that the number of SPOs locally is considerably fewer than seen in other forces. This is therefore an area of future development to ensure their proper use.

### **Workplace responses to employees**

As identified by the stalking clinic, professionals are at risk of being stalked as a direct result of their job, particularly those in public facing roles. There is a need locally to therefore consider the role of employers in safeguarding their employees; developing workplace policies and implementing safety plans to protect from stalking.



## 12. Honour Based Violence (HBV) and Forced Marriage (FM)

### 12.1 Prevalence of HBV/FM

Honour based violence/abuse is a form of domestic abuse in that it mostly comprises of familial abuse. It is defined by the Crown Prosecution Service as:

*'an incident or crime involving violence, threats of violence, intimidation, coercion or abuse (including psychological, physical, sexual, financial or emotional abuse) which has or may have been committed to protect or defend the honour of an individual, family and/or community for alleged or perceived breaches of the family and/or community's code of behaviour.'*<sup>120</sup>

Connected to this is the crime of Forced Marriage, defined as:

*'A forced marriage is where one or both people do not (or in cases of people with learning disabilities or reduced capacity, cannot) consent to the marriage as they are pressurised, or abuse is used, to force them to do so. It is recognised in the UK as a form of domestic or child abuse and a serious abuse of human rights.'*

*The pressure put on people to marry against their will may be:*

- *physical: for example, threats, physical violence or sexual violence*
- *emotional and psychological: for example, making someone feel like they are bringing 'shame' on their family.'*<sup>121</sup>

The prevalence of honour based violence and forced marriage is thought to be extensive in both the UK and worldwide, data is however limited when compared with data available on domestic abuse and stalking. Whilst research is clear that domestic abuse is an underreported crime, honour based violence and forced marriage are thought to be further underreported, with a number of barriers preventing victims from coming forward, including the risk of reporting further triggering the HBV and the conflict a victim may feel with regards to reporting their family and community to the police<sup>122</sup>.

Data from Police Forces in England and Wales (excluding GMP) for year 2019/20, shows 2024 offences were recorded and tagged as 'Honour Based Abuse' related. Of these offences, the majority (28%) were recorded as 'assault without injury' with a further 17% recorded as 'assault with injury'<sup>120</sup>.

It is important to note that police data is reliant on individuals officers and staff identifying the offence as honour based abuse related and recording it as such; there may therefore be further crimes reported to the police that are not correctly identified as recorded as 'HBA' related.

With prevalence data so limited, Safe Lives spotlight on HBV, FM and domestic abuse, provides the following information to aid our understanding of these crimes types and their impact<sup>122</sup>:

- Victims of HBV/FM are likely to experience abuse for 5 years before seeking support (compared with 3 years for victims of DA)
- 68% of victims of HBV/FM were considered at high risk of serious harm or homicide (compared with 55% of DA victims not at risk of HBV)

<sup>120</sup> [Statistics on so called 'honour-based' abuse offences recorded by the police - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/honour-based-abuse-offences-recorded-by-the-police)

<sup>121</sup> [Forced marriage - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/forced-marriage)

<sup>122</sup> [Spotlight on HBV and forced marriage-web.pdf \(safelives.org.uk\)](https://safelives.org.uk/wp-content/uploads/2020/07/Spotlight-on-HBV-and-forced-marriage-web.pdf)

- Victims of HBV were 7 times more likely to experience abuse from multiple perpetrators than DA victims not at risk of HBV
- Research suggest that at least one honour killing occurs in the UK every month
- Data from the CPS indicates that 76% of victims of HBV/FM were female

## 12.2 Local Approach

HBV and FM have both been areas of Violence Against Women and Girls (VAWG) that have strategically been considered under the Domestic Abuse and Sexual Violence (DASV) Commissioning Strategy and Outcomes Framework (2014 – 2018) given its strong links to domestic abuse.

Action taken in to increase awareness of both HBV and FM locally has included:

- Specialist multi-agency training and workshops
- Awareness campaigns
- Development and circulation of guidance for professionals on responding to ‘harmful traditional practices’

Alongside this, a working group was established in 2016-2017 in order to consider actions needed to address HBV/FM in Gloucestershire. This working group however, was short lived, and struggled with attendance in order to progress any bespoke actions to respond affectively to HBV/FM. This in part was linked to the lack of information and data to provide insight into the prevalence of these crime types in Gloucestershire; something which continues to be an issue.

## 12.3 Service Provision

Honour Based Violence and Forced Marriage are areas that are supported by GDASS as a form of domestic abuse. In order to support victims of HBV/FM GDASS have workers with specialist knowledge and skills to address the risks posed and provide appropriate and effective support.

Alongside this, the places of safety model for supported accommodation has proven its effectiveness in responding to victims of HBV/FM by allowing a vulnerable high risk victim to be housed safely with others who may be at risk; something that can be difficult to achieve in other forms of safe accommodation.

The Stroud Beresford Refuge has also supported those seeking a safe space and support from HBV/FM.

## 12.4 HBV/FM crimes in Gloucestershire

It is not currently possible from police data locally to ascertain the level of HBV/FM crimes recorded. These types of crimes are collected under the banner of domestic abuse, and are not tagged separately. Anecdotally however, the level of HBV/FM crimes is low in Gloucestershire.

This low level of reported HBV/FM is reflected in referral data from GDASS where in 2019/20 FM was referenced as an additional concern for victims in less than 5 cases, and for HBV, less than 10<sup>123</sup>.

## 12.5 Gaps in provision and future developments

Currently, the lack of data available makes it difficult to understand the level of service provision required for HBV/FM. The low levels of reporting may be an indication of a need to raise awareness of HBV/FM locally and look to improve community engagement to encourage reporting into existing

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<sup>123</sup> This data reflects where GDASS record the 2<sup>nd</sup>/3<sup>rd</sup> ‘issue’ for victims of domestic abuse presenting to the service.

services. Ongoing community engagement and service user consultation will also support the development of existing services to ensure they can appropriately respond to HBV/FM.

## 13. Child to Parent Abuse (CPA)

### 13.1 Prevalence of CPA

Child to parent abuse is an emerging type of domestic abuse, gaining greater national recognition. Previously referred to only as 'adolescent to parent abuse', there is no legal definition in place to cover this type of abuse and it is not currently universally tagged on police databases; making it difficult to fully understand what the picture of CPA is nationally.

Despite not being defined, parents who report being abused by their child indicate an experience of the same behaviours as detailed in domestic abuse, including physical, emotional, psychological, financial and sexual abuse. It is essentially a type of abuse that aims to alter and shift the parent and child dynamic<sup>124</sup>.

Research detailed by the charity PEGS indicates that 20% of teenagers are violent to their parents, with 10% of these being seriously violent<sup>125</sup>.

PEGS information booklet also provides the following information on CPA<sup>126</sup>:

- 1 in 10 families will experience child to parent abuse
- In 2018 there were 14,000 calls to the police about child violence and abuse
- In a 2 year period, parentline received over 22,000 calls in relation to child to parent abuse
- 65% of adopted families will experience child to parent abuse
- Child violence is not just against parents. Many children are also violent to their siblings

Research conducted by Oxford University indicates a significant rise of CPA as a result of the Covid19 pandemic with an increase of 70% found amongst families, and practitioners noting an increase of 69% in referrals for families experiencing CPA with 64% noting an increase in severity<sup>127</sup>.

It is anticipated, that as a result of the new statutory definition of domestic abuse now including reference to CPA, further research and focus will be placed in this hidden area of DA, aiding our understanding and response both nationally and locally.

### 13.2 Local Approach

Child to parent abuse is a relatively new area of consideration for Gloucestershire under the domestic abuse agenda and is not currently considered within the existing strategy or commissioning approach.

In November 2020, for the 16 days of action, Gloucestershire focused on raising awareness of CPA alongside domestic abuse amongst young people. This awareness raising included:

- Social media campaign posts
- Circulation of guidance and information to professionals
- Training for professionals in identifying CPA

<sup>124</sup> [Adolescent to parent violence and abuse | Iriss](#)

<sup>125</sup> Parental Education Growth Support (PEGS) [www.pegssupport.co.uk](http://www.pegssupport.co.uk)

<sup>126</sup> PEGS Child to parent abuse Booklet [www.pegssupport.co.uk](http://www.pegssupport.co.uk)

<sup>127</sup> [Study finds 'significant increase' in child-to-parent violence in lockdown | University of Oxford](#)

Following this awareness raising, discussions have begun locally on ensuring a robust strategic and operational response to this area of domestic abuse and it will be considered in the local strategy for 2021 onwards.

### 13.3 Service Provision

There is currently no dedicated support for CPA commissioned in Gloucestershire. There are however services that are responding to CPA within their wider remit.

STREET, the local service for young people aged 13+ has received referrals in relation to CPA in the past year as part of its service to address harmful domestic abuse related behaviour in young people. In response to this, STREET have also formed a partnership relationship to newly established national CPA organisation PEGS, who provide support to parents.

In addition to the above service, ExChange, run by Young Gloucestershire, commissioned by the OPCC, is a current pilot service to work with young people who are demonstrating the signs of entering into violent criminality. This violence prevention service, whilst not established to support in cases of CPA, has found that young people perpetrating CPA are eligible for the 1:1 based support service.

### 13.4 CPA crimes in Gloucestershire

Currently, police data does not allow for CPA to be recorded separately, so the prevalence of CPA is somewhat unknown at this stage. Police data showing perpetrators under the age 16 may be an indication of CPA locally, but it is not possible to verify this.

Following the awareness raising conducted during the 16 days of action 2020, national organisation PEGS have seen an increase in referrals from Gloucestershire for parents experiencing CPA. Since Jan 2021, PEGS have received referrals for 21 parents in Gloucestershire. Alongside this PEGS have identified further families from Gloucestershire joining their online peer support network.

STREET receive referrals for young people who are displaying harmful behaviours towards family members, most commonly siblings or the non-abusive parent. Where there is a history of domestic abuse between parents/carers, STREET are able to offer support using The Recovery Toolkit to support understanding of the impact of abuse on the young person – young people are often seeking support for help with feelings of anger and frustration and may be both physically or emotionally abusive.

Young people can show a reduction in this behaviour with increased coping strategies and understanding of the impact of domestic abuse on their thoughts, feelings and behaviours. Support for the family is often needed from other agencies such as Early Help alongside the support from STREET to help make changes within the family home as needed. Where there is no history of domestic abuse STREET does not currently have the adequate support programmes to ensure positive outcomes and change for the young person and families are signposted/referred to Early Help, PEGS or other services.

### 13.5 Gaps in provision and future developments

There is little information to ascertain the impact of CPA in Gloucestershire. It is however an emerging theme, and it is positive that Gloucestershire has services in place to support young people and begin to identify CPA, but there is no specialist service available to support young people and their parents to address CPA.

Further awareness raising and connections to PEGS would be positive for Gloucestershire, with an opportunity to consider the adoption of the PRAM risk model developed by PEGS to risk assess CPA and greater connections to ensure parents in Gloucestershire are supported.

## 14. Service User and Community Engagement

To ensure the needs assessment and subsequent domestic abuse strategy are informed by service user and community voices, Gloucestershire County Council commissioned Perpetuity Research & Consultancy International (PRCI) Ltd to conduct an engagement exercise.

This work included the development of an online survey to seek the views of:

- Those with lived experience of domestic abuse
- Members of the community who may or may not know someone who has experience domestic abuse
- Perpetrators of domestic abuse (via the service provided by PRG)

The survey ran from the 10<sup>th</sup> June 2021 until 19<sup>th</sup> July 2021. To support a diverse and wide range of responses, the survey was promoted on social media through targeted advertising.

A full report on the Service User and Engagement work is available separate to this needs assessment. Results from this work support the identified areas for development within this needs assessment. In addition, the following areas have also been identified for the Domestic Abuse Local Partnership Board to consider in its strategy and development plan:

- Consider the development of longer term recovery services for survivors of domestic abuse and their children.
- Improve links between domestic abuse and substance misuse services.
- Increase awareness raising on services available locally, particularly PRG, STREET, Stalking services and specific aspects of the GDASS service e.g. Places of Safety.
- Increase awareness raising and communications that aim to reduce the stigma of reporting domestic abuse.
- Develop a better understanding of the role of mental health in identifying domestic abuse and improving pathways to specialist support.
- Increase and enhance training for all professionals, with particular focus on the police to ensure a consistent approach to policing domestic abuse.
- Improve links between the Domestic Abuse Local Partnership Board and the Courts (both criminal and family) to ensure appropriate response and support for victims.
- Improve capacity and accessibility of existing specialist services.
- Build on the role of the community in identifying domestic abuse and support access to reporting and access to specialist services.
- Ensure the promotion of information and support for family and friends to help them in responding to domestic abuse.
- Improve links to the Black, Asian and Ethnic Minority community to encourage access to specialist support and seek their ongoing engagement in service and strategy development.

## 15. Conclusions and Areas of Development

Overall Gloucestershire is a county with well-established domestic abuse partnerships and specialist services that offers a variety of provision to meet the needs of a broad range of victims/survivors of domestic abuse.

Local services are formally accredited in line with national best practice and these services receive a large number of referrals each year to provide support to both victims/survivors, perpetrators and professionals responding to domestic abuse. Services are ever evolving to meet changes in need and demand and regularly look towards innovative practice to continually develop the pathways to support.

The Domestic Abuse Local Partnership Board (DA LPB) and Coordinated Community Response (CCR) adheres to national standards and the local commissioning arrangements are considered best practice nationally.

There is a clear understanding of the prevalence and impact of domestic abuse locally and the strategic response ensures a focus on all areas of the domestic abuse agenda including:

- Prevention and early identification
- Provision of Service
- Partnership working
- Perpetrator responses

Gloucestershire is well placed to respond to the requirements of the Domestic Abuse Act 2021 and ensure the ongoing implementation of a shared vision and collective aims and objectives to continue the development of the local approach to addressing domestic abuse.

There are however key areas for further development that have been identified by this needs assessment. These will be taken forward by the DA LPB its Strategy development and ongoing multi-agency delivery plan.

### 15.1 Overarching areas of development

The needs assessment has identified some key areas of development that are across all areas of the domestic abuse agenda for the DA LPB to take forward in its strategy and delivery plan:

Training for frontline staff across all agencies (early identification & prevention)

Further development and embedding of DA Pathways (CCR) and partnership approach

Ongoing awareness raising and community engagement to increase reporting and access to support (including the role of community champions in supporting the identification of DA)

Improvements in early identification of domestic abuse, risk assessment and referral into specialist services

Response to DA victims with complex needs &/ or multiple disadvantage/ intersectionality (particularly LGBTQ, BAME and Disability)

Place based approach to DA/ deprivation/ access to support/Urban and Rural

Improve DA data collection across all agencies

Preparations for the new measures introduced in the DA Act

Ongoing assessment against 'In Search of Excellence' to ensure best practice CCR

## 15.2 Themed areas of development

The needs assessment has identified specific areas of development that are broken down into thematic areas of the domestic abuse agenda for the DA LPB to take forward in its strategy and delivery plan:

### Accommodation Based Support

Increase DA specific accommodation across all tenures

Specialist accommodation to meet specific needs  
(protected characteristics)

Whole Housing Approach

Consider cross boarder access to accommodation

Develop better links with registered social landlords to ensure  
appropriate responses to victims of DA

Consider support for victims with NRPF

Access to DA safe accommodation at the right time

### Community Based Support

Capacity within current service (need for growth)

Multi agency engagement & increasing referrals

Engagement with protected characteristics groups  
(consideration of 'by and for' approach)

Improve links between DA and to substance misuse services

Consideration of long term recovery services

Understanding role of MH and development of pathways



## Perpetrators

Capacity within the service (need for growth)

Increasing perpetrator support 16+

Young people prevention & early intervention

CJS response to perpetrators

Improvement of arrest rates and crime recording for DA

## Children and Young People

Dedicated services for under 13 witnessing domestic abuse

Capacity within current 13+ service (need for growth)

Review of educational input in schools

## Vulnerable Adults

Consider and clarify multi agency response to vulnerable adults

Greater understanding of local need required

## Stalking

Capacity within current service (need for growth)

Training and awareness raising

Response to stalking perpetrators

Increased use of SPOs

## HBV/FM

Greater understanding of local need required

Community engagement & awareness raising

## CPA

Greater understanding of local need required

Community engagement & awareness raising

Investment in dedicated services

## Appendices

### Appendix 1: In Search of Excellence CCR local assessment

#### In Search of Excellence: The Coordinated Community Response

##### Gloucestershire Assessment

Assessment completed July 2021

*(This assessment will be continually reviewed as progress is made in the local approach)*

Component	Gloucestershire's Position
<p><b>1. Survivor engagement and experience</b></p> <p>-Are a diverse range of survivors' voices heard within the partnership?</p> <p>-Is survivor engagement safe and trauma-informed?</p> <p>-Is there a system and process for embedding the experience of survivors into the CCR?</p>	<p>Gloucestershire has previously conducted service user engagement and services are designed and commissioned to reflect service user feedback. There is an expectation that Providers maintain service user engagement as part of their contract.</p> <p>Future plans: The short term plan is to conduct consultation engagement work with service users and the community to feed in to the local needs assessment. This work has been commissioned to ensure a trauma informed approach with respondents signposted to support and the option to request a bespoke response.</p> <p>The engagement work has utilised targeted advertising to ensure a diverse range of responses. As part of the Local Partnership Board (LPB) there will be a Consultation Group which will reflect a diverse range of service user voices as well as community groups in the county. We will be recruiting a consultation group coordinator to lead this work and represent the service users and community at the LPB; working alongside the county leads for domestic abuse (DA). This new approach will ensure that all activity from the DA LPB is driven and informed by the service user experience.</p> <p>This activity will be required to ensure a diverse range of survivor and community voices are heard and to ensure any consultation work is conducted in a trauma informed way.</p>
<p><b>2. Intersectionality</b></p> <p>-Do all members of the partnership have an understanding of intersectionality and how it relates to the experiences of survivors?</p> <p>-Is intersectionality a genuine strategic priority?</p> <p>- Does your CCR include a wide range of communities?</p>	<p>Future plans: To deliver training/awareness raising to the LPB to ensure our local approach reflects on intersectionality and increase awareness of the Co-ordinated Community Response (CCR) approach. The local needs assessment and DA strategy will consider intersectionality and local needs.</p> <p>The Consultation Group will ensure a wide range of communities and service users are able to feed into our local approach on a regular basis.</p>

<p><b>3. Shared vision and objectives</b></p> <p>-Is there a shared vision?</p> <p>-Can partners name the objectives?</p> <p>-Do they recognise the need to collaborate on equal terms?</p>	<p>The County DASV strategy has been in place from 2014-2018. The shared vision within this is still relevant today.</p> <p>Future plans: The LPB held a workshop in July 2021 to develop our new shared vision and collective objectives. Work is now ongoing to develop the Gloucestershire DA strategy for 2021-2024 which will outline our vision, approach and expectations for DA which will be approved and signed off by the LPB and Safer Gloucestershire on behalf of all partner agencies. A local delivery plan will be developed following this to ensure all partners are aware of our objectives and how we will deliver the strategy.</p> <p>The TOR for the LPB consider each member as an equal partner and this will be continually reviewed to ensure all partners are able to equally contribute to this agenda.</p>
<p><b>4. Structure and governance</b></p> <p>-Do all partners understand the governance structure?</p> <p>-Does the governance structure allow for challenge from smaller agencies?</p> <p>-How do you know that the structure is effective?</p>	<p>The establishment of the LPB has enabled us to review our governance arrangements. These arrangements have been widely communicated and agreed by all partners. The LPB is made up of 3 groups: Strategic, Operational and Consultation. Each with their own TOR which clearly sets out their roles and responsibilities. This structure enables all partners from statutory agencies to the voluntary and community sector to have a voice alongside victims and the wider community.</p> <p>The effectiveness of this structure will be considered at the planned review October 2021 and regularly reviewed after that.</p>
<p><b>5. Strategy and leadership</b></p> <p>-Do the strategic objectives of the partnership and the action plan include prevention and early intervention alongside high-risk responses?</p> <p>-Are all statutory agencies aware of their responsibility to deliver multi-agency responses effectively as well as the specialist sector?</p> <p>-Does your strategy incorporate an intersectional, gendered, survivor-led and trauma informed approach in its strategic aims and delivery?</p> <p>-Do you have a VAWG / DA Strategic Lead / Coordinator to support the effective delivery of the strategy?</p>	<p>The County DASV strategy has been in place from 2014-2018. The strategic objectives within this have all been met and remain relevant for ongoing work. This included work on prevention and early intervention.</p> <p>We are currently developing the Gloucestershire DA strategy for 2021-2024 which is a collaborative effort alongside the LPB and will reflect national priorities including prevention and early intervention as well as high risk responses. Our local strategy will also ensure we meet the requirements as set out in the Domestic Abuse Act 2021 and later the revised VAWG strategy. The local needs assessment has highlighted local areas for development which include;</p> <p>recommendations around our intersectional approach, plans for ongoing survivor-led activity and trauma informed practice.</p> <p>We have a local DASV Strategic Coordinator who is fully involved in the delivery of the strategy. We also</p>

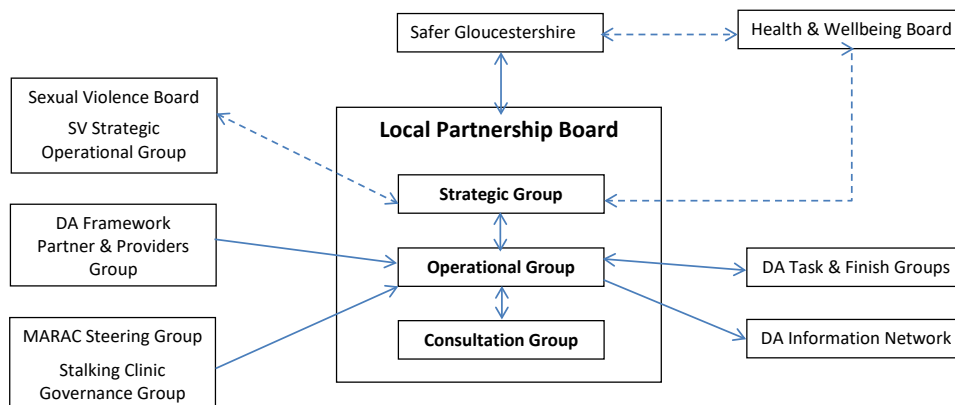
<p>-How is the learning from your local Domestic Homicide Reviews (DHR) embedded in your local strategy?</p>	<p>have local DA dedicated commissioning leads that are also fully involved in the delivery of the strategy.</p> <p>Learning from DHRs will be discussed at the LPB, incorporated in the local delivery plan as well as having oversight from Safer Gloucestershire to hold agencies to account for their actions/ learning.</p>
<p><b>6. Specialist services</b></p> <p>-Is there sustainable funding for specialist services?</p> <p>-Are there gaps in service provision for survivors?</p> <p>-Is the statutory sector playing its part in responding to survivors?</p>	<p>We have a domestic abuse joint commissioning framework 2018-2023 in place which ensures the provision of specialist domestic abuse services for the county. The framework covers the provision of; community based DA services, access to safe accommodation, addressing perpetrator behaviour, support for young people, workforce development and early intervention and stalking.</p> <p>A range of statutory partners are signed up to the use the framework to support a joint commissioning approach. Our aim is to ensure contracts of sufficient length are in place that allow sustainable service delivery.</p> <p>As a county we have funded commissioning activity across the DA agenda for a number of years and are committed to sustaining, and where possible increasing the level of investment to address growing demand and emerging gaps in DA provision.</p> <p>The current DA needs assessment and subsequent strategy will identify current gaps in provision and outline plans for addressing these in the future. Our local strategy will clearly outline the role of statutory organisations in supporting survivors of DA and their role in working alongside our commissioned services.</p>
<p><b>7. Representation</b></p> <p>-Are key agencies represented at the relevant level?</p> <p>-Is strategic leadership supported by resources?</p> <p>-Are 'by and for' agencies able to engage meaningfully?</p>	<p>Our LPB ensures a wide range of agency representation at a strategic and operational level across statutory agencies, commissioned providers and voluntary/community sector organisations. The tier 1 local authority takes the strategic leadership around the DA agenda for Gloucestershire. The MHCLG burdens funding will support this activity. We have dedicated roles focused on DA which support the delivery of the strategy and ongoing development of the local approach.</p> <p>The Consultation Group which is part of the LPB will ensure the ongoing identification and engagement with local 'by and for' services/agencies. Regular feedback will be used to inform our local approach.</p>
<p><b>8. Resources</b></p>	<p>The local DA needs assessment supports our understanding of the scale of the issue within the</p>

<p>-Does the partnership collaborate, grasp the scale of the problem and its costs?</p> <p>-Is domestic violence fully embedded within each agency's own planning?</p> <p>-Are strategic partners working to improve capacity within specialist services?</p> <p>-Are commissioning practices undermining collaboration partnership working?</p>	<p>county. There are however some gaps in our knowledge which will be addressed through the DA Strategy delivery plan overseen by the LPB moving forward.</p> <p>There is work to be done to fully understand the cost impact of DA within Gloucestershire across all sectors and the cost of fully addressing DA need locally. It is our intention that the LPB will ensure each partner agency represented is addressing DA appropriately within their own organisation and collectively working towards addressing capacity within specialist services. The mechanism for achieving this will be discussed and agreed by the LPB.</p> <p>The joint commissioning framework ensures that commissioning practices are collaborative across all partner agencies and that commissioned services are encouraged to work in partnership with each other and the wider system.</p>
<p><b>9. Coordination</b></p> <p>-Are partners aligned with the principle of a coordinated approach?</p> <p>-Are partners committed to collaboration?</p> <p>-Is the significance of the coordinator's role acknowledged and supported?</p>	<p>Agencies in Gloucestershire are working in a coordinated way to address DA but without formally recognising the CCR approach.</p> <p>The new DA strategy will ensure the CCR approach is fully acknowledged and outline the expectation of partners to commit to formal and ongoing collaboration.</p> <p>The DASV Strategic Coordinator role is fully embedded within the partnership as a whole and is recognised and supported across all partners in leading this agenda.</p>
<p><b>10. Training</b></p> <p>-Is there a common understanding amongst staff of the dynamics of domestic abuse?</p> <p>-Do colleagues at all levels have the skills and knowledge to identify and respond to domestic abuse?</p> <p>-Is there a policy for service users and staff?</p>	<p>A DA training pathway has been developed and in place for some time alongside the mechanism for commissioning workforce development across all agencies and delivered in multi-agency settings. It is acknowledged that investment is required locally to provide a clear, consistent and sustainable training offer. This will be considered in the new DA strategy. Many agencies ensure DA training is part of their 'in house' offer and many organisations have policies in place for both service users and staff.</p>
<p><b>11. Data</b></p> <p>-Has the partnership mapped existing data?</p> <p>-Do all partners contribute data that is collated for the whole partnership?</p>	<p>The DA needs assessment has provided a good understanding of local need. It has however also highlighted some gaps in data, with not all organisations in the county able to contribute fully to our local understanding of DA.</p>

<p>-Does the partnership have an agreed method of defining and measuring success?</p>	<p>The new DA strategy and action plan will look to making ongoing improvements in DA data collection and sharing for the future.</p> <p>The LPB will need to consider any actions they may want to take to ensure the measurement of success. All commissioned services through the DA framework are required to collate both output and outcomes data.</p>
<p><b>12. Policies and processes</b></p> <p>-Does the partnership have policies and protocols to work with other strategic boards effectively? (for example, Safeguarding Boards)</p> <p>-Are policies and procedures evidence based and survivor informed?</p> <p>-Do all partners have a clear understanding of information sharing and is this cascaded to all staff?</p>	<p>The LPB has clear TOR and governance arrangements that outline the links to wider partnership boards (including safeguarding) and the role of its membership in maintaining these links.</p> <p>There is clear policy and guidance in place for specific DA processes, such as MARAC, DHRs and identifying and responding to DA/Stalking/HBV/Teenage relationship abuse etc.</p> <p>All partners are signed up to the GISPA which outlines clearly the information practices for the county. Where necessary, there are also specific information sharing protocols in place, for example, for the MARAC.</p>

## Appendix 2: Gloucestershire Domestic Abuse Partnership Structure

### Domestic Abuse Governance Structure for Gloucestershire



## Appendix 3: ACORN Categories

Acorn is a geo-demographic segmentation of residential neighbourhoods in the UK. It classifies each postcode in the country into one of 62 types. The 62 types aggregate into 18 Acorn groups which lie within 6 Acorn categories at the top level.

The 6 Acorn Categories are:

**Affluent Achievers:** These are some of the most financially successful people in the UK. They live in wealthy, high status rural, semi-rural and suburban areas of the country. Middle aged or older people, the 'baby-boomer' generation, predominate with many empty nesters and wealthy retired. Some neighbourhoods contain large numbers of well-off families with school age children, particularly the more suburban locations. These people live in large houses, which are usually detached with four or more bedrooms. Some will own homes worth many millions. Other homes are significantly more expensive than the average for their locality. Around one in eight of these families will own a second property. A high proportion of these people are very well educated and employed in managerial and professional occupations. Many own their own business. Incomes are generally well above average. Many can afford to spend freely and frequently and have also built up savings and investments. Wealth has also been, or is being, built up through their expensive houses. Most of these people are owner occupiers, with half owning their home outright and the remainder often having significant equity in their homes. Usually confident with new technology and managing their finances, these people are established at the top of the social ladder. They are healthy, wealthy and confident consumers.

**Comfortable Communities:** This category contains much of middle-of-the-road Britain, whether in the suburbs, smaller towns or the countryside. All life stages are represented in this category. Many areas have mostly stable families and empty nesters, especially in suburban or semi-rural locations. There are also comfortably off pensioners, living in retirement areas around the coast or in the countryside and sometimes younger couples just starting out on their lives together. Generally people own their own home. Most houses are semi-detached or detached, overall of average value for the region. Incomes overall are average, some will earn more, the younger people a bit less than average. Those better established might have built up a degree of savings or investments.

Employment is in a mix of professional and managerial, clerical and skilled occupations. Educational qualifications tend to be in line with the national average. Most people are comfortably off. They may not be very wealthy, but they have few major financial worries.

**Financially Stretched:** These are younger couples and families who own smaller lower-value homes, generally in towns or the outskirts of cities. Houses typically have a couple of bedrooms and are often semi-detached. A proportion may be recently built houses designed for the starter end of the market and there may be some element of shared equity ownership. Generally these streets experience more frequent house moving than average.

Household incomes tend to be a little higher than average, often as a result of there being two full time salaries. Most are basic rate taxpayers. Occupations might be less senior white collar or semi-skilled. Educational achievement varies, some will have degrees while others left school with GCSEs. Some will have savings in the form of an ISA or a modest savings account. Other investments are less frequently found. Most have mortgages with many years repayments still to come and focus on seeking discounted rates. Some might seek savings through the use of price comparison sites. A number will be coping adequately with unsecured debt and possibly some residual student loans. Generally these households tend to have insurance and life cover. Household insurance may be arranged online. They may be part of their employer's pension scheme and some will also have a private pension. Credit cards are slightly more prevalent than average. Some will need to make use of their overdraft facility. Around half may manage their bank accounts or credit cards online, occasionally using mobile devices. A higher proportion than usual may own modern technology and electrical equipment, a number having videogame consoles, either for themselves or their children. Most shop online less often than average perhaps purchasing toys and cinema tickets. Mortgages may be researched online and a number will be regular users of online auctions such as eBay. Typical high street names where these families might spend money include DFS, BHS, Peacocks, Debenhams, McDonald's and KFC. They may use their smartphones to access sports, entertainment and games content online. Apps providing mapping, weather and travel information might be used more frequently. Some may respond to advertising on their smartphone.

**Not Private Households:** These are postcodes where the bulk of the residents are not living in private households. The category forms a single group, R – Not private households, which is subdivided into three types; Type 60: Active communal population These people may be in communal establishments yet still consumers to some degree. This includes defence establishments, for example people living on military bases. Although military married quarters is generally not communal accommodation so it will be classified in one of the other Acorn types according to the characteristics of the residents. It also includes hotels and other holiday accommodation. Generally this is accommodation that may be unoccupied for part of the year, or where the people living in the accommodation regularly change. Other active communal accommodation might include hostels, children's homes, refuges and local authority accommodation for travellers. Type 61: Inactive communal population. These people may be in communal establishments but unlikely to be active consumers. This includes care homes, hospitals, and other medical or nursing establishments where due to their health, the residents are unlikely to get out and about to function as regular consumers. It also includes prisons. Type 62: Business addresses without resident population. These are postcodes where we believe there is no regular resident population. An example of this might be a business or industrial park with no residents.

**Rising Prosperity:** These are generally younger, well educated, and mostly prosperous people living in our major towns and cities. Most are singles or couples, some yet to start a family, others with younger children. Often these are highly educated younger professionals moving up the career



ladder. Most live in converted or modern flats, with a significant proportion of these being recently built executive city flats. Some will live in terraced town houses. While some are buying their home, occasionally through some form of shared equity scheme, others will be renting. While many have good incomes not all might yet have had time to convert these into substantial savings or investments. They are likely to be financially confident, managing their money and choosing the provider of their financial, or other, services. They are the internet generation, 'early adopters' most likely to use smart phones and frequently use the internet and new technology. These people have a cosmopolitan outlook and enjoy their urban lifestyle. They like to eat out in restaurants, go to the theatre and cinema and make the most of the culture and nightlife of the big city

**Urban Adversity:** This category contains the most deprived areas of large and small towns and cities across the UK. Household incomes are low, nearly always below the national average. The level of people having difficulties with debt or having been refused credit approaches double the national average. The numbers claiming Jobseeker's Allowance and other benefits is well above the national average. Levels of qualifications are low and those in work are likely to be employed in semi-skilled or unskilled occupations. The housing is a mix of low rise estates, with terraced and semi-detached houses, and purpose built flats, including high rise blocks. Properties tend to be small and there may be overcrowding. Over half of the housing is rented from the local council or a housing association. There is some private renting. The relatively small proportion of the housing is owner occupied is generally of low value. Where values are influenced by higher urban property prices these are still lower value relative to the location. There are a large number of single adult households, including many single pensioners, lone parents, separated and divorced people. There are higher levels of health problems in some areas. These are the people who are finding life the hardest and experiencing the most difficult social and financial conditions.

The 18 Acorn groups are used as explanatory variables within the UK HPI regression, these are;

**Lavish Lifestyles:** Lavish Lifestyles are the most affluent people in the UK. As well as premiership footballers, hedge fund managers, and entrepreneurs this group includes people in high status senior managerial and professional positions.

Many are very well-educated individuals. Many are company directors or business owners. These neighbourhoods have the greatest concentrations of higher rate taxpayers. The typical family will live in a large house worth over £1million. A good number will own additional property, either abroad or in the UK.

These people often read the financial pages to keep up with economic affairs in general and their investments in particular. They are often financially sophisticated, purchasing a wide range of financial products, or have advisors to do so for them. They are unlikely to have suffered any meaningful impact as a result of the recession.

They use new technology for its practical benefits. The internet is used for practical research and news-gathering more than for shopping or social activity. Social media will be used more for making business contacts rather than leisure activity. In short these consumers have money to enjoy very comfortable lifestyles with few financial concerns.

**Executive Wealth:** Executive Wealth are wealthy families living in larger detached or semi-detached properties either in the suburbs, the edge of towns or in semi-rural locations. While these are generally family areas there are also some empty nesters and better-off retired couples. Many families own their home but a good number may still be repaying a mortgage.

The likelihood of these families owning a second home, in the UK or abroad, is over five times the UK average. Incomes are good since many have managerial and professional occupations with perhaps one in five being company directors. It is rare to find households earning less than the average.

They tend to be financially literate people more likely to have multiple bank accounts and credit cards and the incomes to spend relatively freely. These families are usually financially secure and three times more likely to have a variety of investment vehicles. Personal pensions and significant levels of savings are also more likely. They tend to be frequent users of the internet, generally more for practical than entertainment purposes such as shopping and keeping up with current affairs, although many will also read the broadsheets.

Modern technology such as DAB radio, iPads or tablet PC's, portable media players and smartphones are more likely to be owned, and those with children may well have purchased games consoles. These are high income people, successfully combining jobs and families.

**Mature Money:** Mature Money tend to be older empty nesters and retired couples. Many live in rural towns and villages, others live in the suburbs of larger towns. They are prosperous and live in larger detached or semi-detached houses or bungalows. Many have two cars, others may have down-sized to live in good quality apartments. Some will own second homes.

These are high income households and even those that have retired have good incomes. Employment is typically in managerial and professional roles. A good number own their homes outright and with many having no mortgage to pay are able to invest their money in a wide range of financial products.

While some might have a DAB radio these people do not generally favour new technology and are less likely than average to have a smartphone or tablet PC. Some may prefer free digital TV services to Sky or cable options. In their leisure time they enjoy gardening, walking, photography or golf.

They appreciate good food and wine and will go on regular holidays. They often shop at Waitrose, Marks & Spencer and John Lewis and may well read the Daily Telegraph, the Times, the Mail and the Daily Express. These older, affluent people have the money and the time to enjoy life.

**City Sophisticates:** City Sophisticates are affluent younger people generally own flats in major towns and cities. Most of these are purpose built apartments although there is also a significant number that have been converted from older terraced town houses. These flats are over twice the cost of the average UK house and more expensive than the average property in these more expensive urban locations. The majority are buying their flats with perhaps a third renting from a private landlord.

Single people and couples without children form the majority of people in these areas. Many are graduates and white collar occupations tend to predominate, including senior managerial and professional jobs. Perhaps one in five might be a company director. While not all are highly paid, incomes are above the national average and a good number pay higher rates of tax. Many of these people are financially aware, reading the financial pages, switching accounts, carrying out financial transactions online and with multiple cards and accounts. A number will have built up significant saving accounts or investments in shares. Although incomes are relatively high some of these people will be utilising their overdraft facility or making the minimum repayment on their credit cards.

Ownership of iPhones, iPads and other smartphone and tablet devices is double the national average. Generally these people access the internet quite frequently, to keep up with current affairs, shop, download music or films, to watch TV channels and the like. These people enjoy the lifestyle

that comes with living in larger cities where there are lots of people and opportunities to socialise & spend.

**Career Climbers:** Career Climbers are younger people, singles, couples and families with young children. They live in flats, apartments and smaller houses, which they are sometimes renting and often buying with a mortgage, occasionally using a shared equity scheme. Usually these are in urban locations, where the flats cost more than the national average price of a house.

Overall they tend to have higher educational qualifications than average and incomes reflecting the urban locations, are well above average. A good proportion will be in white-collar occupations including both managerial and professional roles, some paying higher rate tax. Although they are more likely than average to have some savings, investments and pensions, others are more likely to have loans, perhaps the residue of student borrowing and to have mortgage repayments. As a result the good jobs may not always reflect high disposable income and a few may even be having some difficulties with debt.

The Career Climbers are more likely than many to switch provider of all forms of financial services. Generally these people are confident users of new technology and frequent users of the internet. Ownership of smartphones, media players, tablet PC's and games consoles are likely to be above average. They use the web to research purchases, read newspapers, buy and download music. They prefer marketing communications by email and dislike commercial contact on their phones, which are for social use.

**Countryside Communities:** Countryside Communities are areas of the lowest population densities in the country, ranging from remote farming areas to smaller villages and housing on the outskirts of smaller towns. Housing is typically owner occupied, detached or semi-detached however there will be some renting and tied property. Up to a third of the homes will be a named property rather than street number, terms such as cottage or farm will often feature in these names.

While there is a fair amount of agricultural employment there are also many other skilled occupations and some professional people. These might be stable areas with much lower turnover of home ownership than usual. Overall the mix of people is older than the average. Although incomes might be lower than the national average some families will have built up savings and investments and be in a better financial position than many in urban areas.

Leisure interests will tend to reflect the opportunities offered by the relatively rural locations, walking, wildlife, photography, gardening and food.

**Successful Suburbs:** Successful Suburbs comprises home-owning families living comfortably in stable areas in suburban and semi-rural locations. They mainly live in three or four bedroom detached and semi-detached homes of an average value for the locality. Families might include young children, teenagers or even young adults who have not yet left home. These areas will also include some empty nesters. Within this group, there are also some neighbourhoods with high numbers of comfortably off families of Asian origin.

Incomes are at least of average levels and many earn well above the national average. Many have A level or higher qualifications. People are employed in a range of occupations, including middle management and clerical roles. There also a number of shop workers and skilled manual workers. Most people in this group have some savings and would consider themselves financially prudent. The more affluent will have good company cars and will have built up somewhat greater levels of

savings and investments. Many will have pensions through their employer and others will have private pensions.

These are occasional rather than heavy users of the internet although their phone is more likely to have internet capability than not. Generally they are less keen on marketing communications other than by email. Leisure interests are varied with photography, computing, gardening, travel, and golf a little more popular than average. These are the stable suburban families that make up much of Middle Britain.

**Steady Neighbourhoods:** Steady Neighbourhoods are home-owning families, often middle-aged, living comfortably in suburban and urban locations. They mainly own older, lower priced, three bedroom terraced or semi-detached homes, which they may have occupied for many years. Families might include young children, teenagers or young adults who have not yet left home. These areas will also include some empty nesters.

People typically have GCSE and A level qualifications although some have degrees. They tend to be employed in a range of middle management and clerical roles or as shop workers and semi-skilled manual workers and overall household incomes are around the national average. Their spending and interaction with financial services broadly mirrors the national average. Most in this group have some small savings, an ISA and perhaps a few shares. Although they do generally use the internet, few of these people will go online extensively on a regular basis.

They are more likely to read the Daily Mirror, the Daily Express or the Daily Star than a broadsheet paper. Celebrity, travel, cooking and glossy women's magazines may be popular with some. These working families form the bedrock of many towns across Britain.

**Comfortable Seniors:** Comfortable Seniors are established communities generally made up of retired and older empty nester couples. Property tends to be two and three bedroom semi-detached houses, bungalows and some smaller purpose-built flats. These will typically be slightly below the average value for the area, although there will be variation around this level. The majority will have paid off their mortgage and own their homes outright. The working population are in a mix of middle, lower management and supervisory jobs while some of the pensioners might have had more senior roles. Overall incomes are relatively modest since a good number of these people are now living off their pension. However since their children tend to have left home and they have little or no mortgage left to pay, many will have a reasonable disposable income. They may also have some investments for security in their old age. Broadly these people feel comfortable with few in financial difficulties. However lower investment incomes due to low interest rates is likely to be a concern for some.

They are unlikely to use the internet more than sporadically for practical purposes such as email, purchasing travel tickets. New technology is unlikely to attract these people and their phone is unlikely to be able to access the internet. They are likely to prefer to be contacted by regular mail rather than any other channel. Free digital services are likely to be preferred to a cable or satellite service. Whilst most people get their news from the TV, the Daily Mail is the most popular newspaper. These older people have sufficient investments and pensions to feel secure about their future.

**Starting Out:** Starting Out are younger couples in their first home, starting a family, and others who are at an early stage of their career form a substantial proportion of the households in these areas. Some are still renting but most will be buying their home with a mortgage. Junior executive jobs and other white collar or professional occupations are typical.

Although household incomes tend to be above average the need to have built up a deposit and to have paid off student loans means housing is usually lower cost relative to the local area. Terraced or smaller semi-detached homes are typical. This is the internet generation and they spend more time online than average. New technology including smartphones and tablet computers might be popular. These younger people might expect to develop their careers further in the future. They have money but might also have higher outgoings with their mortgage and an active social life.

**Student Life:** Student Life areas are dominated by students and young people, often recent graduates. At least half of the people here, usually more, are studying. Students will be living in a hall of residence or in flats or shared houses. There will be little in the way of incomes other than to fund their time at university. Some will be utilising overdrafts or be building up debts.

Internet use is likely to be extensive whether for their studies, or leisure purposes. They will be happy to go online to research their purchases, download music, stream TV or videos and play games. Ownership of smartphones, tablet and hand-held computers will be well above average, as will the proportion owning portable media players and games consoles. They will find time for going out as well as going online. Their interests may focus around social and leisure activities. In addition to the broadsheet newspapers, film, computing, educational and style magazines may be their preferred reading matter.

**Modest Means:** Modest Means own or rent smaller older terraced housing and flats, which often includes some of the least expensive housing in the area. The mix of families is likely to include singles, couples with children and single parents and the age profile may tend to be younger than average. Incomes are likely to be well below the national average.

Jobs reflect a mix of educational qualifications that are generally lower than average. Employment tends to be in a mixture of clerical, semi-skilled and other office or manual occupations. Unemployment may well be above average. In addition to Jobseeker's Allowance the proportion of people claiming other benefits, disability and income support is likely to be above average. Generally there will be average levels of investments and savings. However, a few people may be having difficulties keeping up with loan repayments.

There are fewer cars than in many other areas. Shopping may tend towards cheaper stores. Fast food, burgers, fried chicken and traditional baked goods are likely to be favoured more than average. Football, DVD's, betting, bingo and the lottery are amongst the more common leisure activities. A relatively high number of these people dislike receiving marketing communications, whatever channel is used, although traditional channels are more acceptable than others.

**Striving Families:** Striving families are low income families who typically live on traditional low-rise estates. While many rent their homes from the council or housing association an equal number have bought their houses. Estates are typically either terraced or semi-detached with two or three bedrooms. Relatively high numbers of children are typical and there may be high numbers of single parents. Incomes are likely to be well below the national average and unemployment is above average. Jobs may reflect the general lack of educational qualifications and tend to be in a mixture of clerical, semi-skilled and other manual occupations in factories and shops.

A proportion of these families may be reliant on state benefits. In addition to the unemployment the proportion of people claiming other benefits, disability and income support are also likely to be above average.

The majority will not have a credit card and perhaps one in four might have been refused credit in the past. Most will have few investments and minimal savings. The financial services more often required in these areas may be loans and a few people may be having difficulties keeping up with the repayments.

Their phone is less likely to have internet capabilities and with the possible exception of games consoles and TV's these people are less likely to purchase the latest technological goods. There are fewer cars than most other areas. Money is tight and shopping tends to focus on cheaper stores and catalogues. Visiting the pub, computer games, DVD's, betting, bingo and the lottery are amongst the more common leisure activities. With the possible exception of people in more rural locations fewer than average are likely to consider marketing communications acceptable, whatever the channel. These families are struggling to get by on limited incomes in urban areas.

**Poorer Pensioners:** Poorer Pensioners areas are dominated by pensioners and older people. The majority are renting social housing but there are a few who own their home or rent privately. Some will not have extensive educational qualifications, partly because they are of an age to have left school before the age of 16.

Those who have not reached pensionable age are more likely to work in semi-skilled or manual jobs, in shops or administrative roles. Household incomes are well below average. The numbers claiming benefits will be higher than average. In addition to some claiming Jobseeker's Allowance there will be claimants of benefits relating to disability. The incidence of health issues will be higher than usual. Traditional attitudes to money might be expected. These people have little requirement for financial services products since they are unlikely to have much savings or any investments. Most will not have a credit card.

Angling, bingo, gambling and television may attract these people's leisure time. New technology holds no interest, many will never have used the internet, or have a mobile phone with more than basic functionality.

**Young Hardship:** Young Hardship areas are dominated by younger people. They own or rent small terraced houses or flats that tend to be amongst the cheapest housing in the town. A number of the residents might be first time buyers and it is usual for mortgages to have many years left to run. While there are couple and families with young children, single people or single parent residents are found more frequently than average. Some may be financially supporting a child that does not live with them.

In some cases the residents of these areas may include people from an East European background.

Educational qualifications tend to be lower than average and much of the employment is in junior office roles and semi-skilled or manual occupations. There are pockets of deprivation in this group. Incomes range from moderate to low and unemployment is higher than the national average. The numbers claiming benefits may be up to double the national average in some places.

Generally these people have modest levels of savings and many find it hard to save regularly from modest incomes. There are some households with high levels of debt. Some will have been refused credit and generally these people are less likely to use a credit card. A number of these people will have loans that they may be having difficulty repaying. A small number may have accumulated debts in excess of their annual income.

Car ownership is below the national average and cars tend to be lower value and usually bought second hand. Some will own smartphones, although these are less likely to be an iPhone than a less

expensive less fashionable model. These people have a modest lifestyle and some may be struggling to get by in the current economic climate.

**Struggling Estates:** Struggling Estates are low income families living on traditional urban estates. While typically two-thirds rent their homes from the council or housing association some have bought their houses, typically under right to buy, or from a prior tenant who has done so. Since house prices are low the few homeowners may include a number of first time buyers.

A substantial proportion of the housing will be flats or terraced houses although there may also be some semi-detached estates. Small properties are more typical but the larger families may be housed in three bedroom houses. Either way there may be some element of overcrowding. There may be a high proportion of children and the level of single parent households may be double the national average. Childless couples and pensioners are relatively rare. As is typical of more urban locations the population may include some minority ethnic groups.

Jobs reflect the generally lower educational qualifications and tend to be of a routine nature, perhaps in factories, shops or other manual occupations. Incomes are low and the numbers claiming Jobseeker's Allowance is typically double the UK average. The numbers claiming income support, disability and other benefits are similarly high. Many will have been refused credit and people having difficulties with debts is likely to be double the average. Money is tight and shopping tends to focus on cheaper stores, fast food outlets and inexpensive food.

**Difficult Circumstances:** Difficult Circumstances are streets with a higher proportion of younger people. Although all age groups may be represented those aged under 35 and with young children are more prevalent. There are twice as many single parents compared to the national average. The bulk of the housing is flats rented from the council or housing association although there may also be some socially rented terraced housing. Generally these are small flats and a good proportion of Britain's high rise blocks make up a small part of this group. These are relatively deprived neighbourhoods. The numbers claiming Jobseeker's Allowance, Income Support, and Employment and Support Allowance are all at their highest levels in this group.

There may be high levels of long term unemployment and of households relying entirely on state benefits. Educational qualifications are usually low. Those in work are likely to be employed in routine or semi-skilled manual jobs perhaps in factories or shops. Incomes may be particularly low and nearly half these people may not earn enough to pay tax. It is rare for these people to have a credit card or to have savings. Loans, which some will have difficulty repaying are more typical. One in ten might have debts in excess of their annual income.

There might be a higher than usual proportion of people with health problems, including asthma and diabetes. Leisure interests include computer games, football, gambling, bingo and television. The tabloids are favoured reading. Many people are enduring hardship and for them, life is a struggle.

**Not Private Households:** Not Private Households are postcodes where the bulk of the residents are not living in private households. The category forms a single group, R - Not private households, which is sub-divided into three types;

**Type 60:** Active communal population. These people may be in communal establishments yet still consumers to some degree. This includes defence establishments, for example people living on military bases. Although military married quarters is generally not communal accommodation so it will be classified in one of the other Acorn types according to the characteristics of the residents. It

also includes hotels and other holiday accommodation. Generally this is accommodation that may be unoccupied for part of the year, or where the people living in the accommodation regularly change.

Other active communal accommodation might include hostels, children's homes, refuges and local authority accommodation for travellers.

**Type 61:** Inactive communal population. These people may be in communal establishments but unlikely to be active consumers. This includes care homes, hospitals, and other medical or nursing establishments where due to their health, the residents are unlikely to get out and about to function as regular consumers. It also includes prisons.

**Type 62:** Business addresses without resident population. These are postcodes where we believe there is no regular resident population. An example of this might be a business or industrial park with no residents.



## Appendix 4: Accommodation options in Gloucestershire

Type of accommodation based provision type	Specialist domestic abuse accommodation	Other specialist accommodation	Provider /s	Commissioned by:	Client group	Specialist DA support	Level of support for DA	Other specialist support	Level of support (other)	Access pathways	Number of rooms/ units	notes on volume
<b>Short-term/emergency</b>												
B&B	no	no	Private landlords	Not commissioned – spot purchased by district councils	Private individuals and homeless clients Men, women and families. Residents may have a range of support needs or no support needs	No	n/a	no	n/a - just general support/s ervices associated with accommo dation	DA clients placed through statutory homeless services. Direct access for private individuals and other referring agencies	76	Capacity is greater than 76 as data missing on some premises
B&B	no	no	Private landlords	Not commissioned – spot purchased by district councils	Private individuals and homeless clients Women only Residents may have a range of support needs or no support needs	No	n/a	no	n/a - just general support/s ervices associated with accommo dation	DA clients placed through statutory homeless services. Direct access for private individuals and other referring agencies	5	

B&B	no	no	Private landlords	Commissioned or block purchased by district councils	Homeless clients Men, women and families . Residents may have a range of support needs or no support needs	No	n/a	no	n/a - just general support/s ervices associated with accommo dation	Statutory homeless pathway	12	
Rapid Rehousing Pathway	no	yes - rough sleepers	P3	Commissioned by the county council	Rough sleepers (or at risk of RS)- Men and women Likely to be entrenched support needs associated with homelessness /rough sleeping such as drug or alcohol misuse, mental health, domestic abuse, offending etc.	No	n/a - would refer to specialist DA services	yes	intensive housing related support plus mental health and drug and alcohol support workers	Referrals from Outreach Service; District Councils, Police, VCS, and Community based support services	flexible	Multiple sites. outside of C19 - dual occupancy of rooms and shared sit-up spaces
Page 226												
<b>Temporary accommodation</b>												
Refuge	yes	no	Stroud Beresford	n/a	women and women with children who are fleeing domestic abuse	Yes	high	yes	low - housing related support to move on	referral system	9	across two sites, accommodation for 9 families including up to 22 children depending on ages

Places of Safety	yes	no	Greensquare/GDASS	District councils	people fleeing domestic abuse	Yes	high	yes	low - housing related support to move on	Via GDASS and district councils (both approaches needed)	12	11 currently in use (1 to be sourced)
Hostel type accommodation	no	yes - homelessness	GCH	Gloucester City Council	Homeless clients Men, women and families . Residents may have a range of support needs or no support needs	No	n/a - but staff would refer/sign post to specialist DA services	yes - housing related support	low	Statutory homeless pathway	23	across two buildings
Hostel type accommodation  Page 227	no	yes - homelessness	GCH	Gloucester City Council	Homeless clients Men and women Residents may have a range of support needs or no support needs	No	n/a - but staff would refer/sign post to specialist DA services	Yes - housing related support from staff at another site	low	Statutory homeless pathway	5	
Hostel type accommodation	no	yes - homelessness	YMCA	Gloucester City Council	Homeless clients Men, women and families . Residents may have a range of support needs or no support needs	No	n/a - but staff would refer/sign post to specialist DA services	yes - housing related support	low	Statutory homeless pathway	49	
Hostel type accommodation	no	yes - homelessness	not known	Publica	Homeless clients Men and women Residents may have a range of support	No	n/a	n/k	n/k	Statutory homeless pathway	6	

					needs or no support needs							
Assessment Centre	no	yes - homelessness	P3	Gloucestershire County council	Homeless clients/rough sleepers Men and women Unknown support needs but may include mental health, drug and alcohol issues, offending, trauma, domestic abuse etc.	no	n/a - would refer to specialist DA services	housing related support	high - assessment of housing related support needs	START	14	rooms in two projects
Temporary accommodation (self-contained flats)	no	yes - homelessness		Publica	Homeless clients Men and women Residents may have a range of support needs or no support needs	No	n/a	n/k	n/k	Statutory homeless pathway	10	one site
Temporary accommodation (self-contained flats)	no	yes - homelessness	CBH	Cheltenham Borough Council	Homeless clients Men and women Residents may have a range of support needs or no support needs	No	n/a	n/k	n/k	Statutory homeless pathway		volume not known

Temporary accommodation (self-contained properties)	no	yes - homelessness	Tewkesbury Borough Council	n/a	Homeless clients Men and women Residents may have a range of support needs or no support needs	No	n/a - but staff would refer/sign post to specialist DA services	yes - housing related support from LA staff	low	Statutory homeless pathway	5	
Temporary accommodation (self-contained properties)	no	yes - homelessness	GCH	Gloucester City Council	Homeless clients Men and women Residents may have a range of support needs or no support needs	No	n/a - but staff would refer/sign post to specialist DA services	yes - housing related support from staff at another site	low	Statutory homeless pathway		volume not known
Temporary accommodation (self-contained properties)	no	yes - homelessness	Stroud District Council		Homeless clients Men and women Residents may have a range of support needs or no support needs	no	n/a - but staff would refer/sign post to specialist DA services	n/k	n/k	Statutory homeless pathway	3	
<b>Move on or second stage accommodation</b>												
Move on accommodation	yes	no	Greensquare	District councils	Homeless clients Men and women Residents may have a range of support needs or no support needs	yes	not yet known	not yet known	not yet known	District councils via allocation process		12 to come online across 20/21 - 21/22

Accommodation based support (18+)	no	yes - housing related support	Riverside	Gloucestershire County council	men and women ages 18+ with complex/chaotic support needs which could include homelessness /rough sleeping, trauma, drug or alcohol misuse, mental health, domestic abuse, offending	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	70	across two properties including 16 self-contained flats
Page 230 Accommodation based support (18+)	no	yes - housing related support	YMCA	Gloucestershire County council	men and women ages 18+ with complex/chaotic support needs which could include homelessness /rough sleeping, trauma, drug or alcohol misuse, mental health, domestic abuse, offending	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	28	on one site - mixture of self-contained flats and shared cluster flats

Accommodation based support (18+)	no	yes - housing related support	Elim	Gloucestershire County council	men and women ages 18+ with complex/chaotic support needs which could include homelessness /rough sleeping, trauma, drug or alcohol misuse, mental health, domestic abuse, offending	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	34	on one site - mixture of rooms, self-contained flats and shared cluster flats
Page 231 Accommodation based support (18+)	no	yes - housing related support	Home Group	Gloucestershire County council	men and women ages 18+ with complex/chaotic support needs which could include homelessness /rough sleeping, trauma, drug or alcohol misuse, mental health, domestic abuse, offending	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	58	multiple sites and geographic locations - mixture of rooms in projects, self-contained flats in projects and single self-contained flats

<p>Mental health accommodation based support</p>	<p>no</p>	<p>yes - housing related support</p>	<p>Rethink</p>	<p>Gloucestershire County council</p>	<p>men and women ages 18+ with complex support needs which will include mental health but could include homelessness /rough sleeping, trauma, drug or alcohol misuse, domestic abuse, offending</p>	<p>No</p>	<p>n/a - would refer to specialist DA services</p>	<p>housing related support</p>	<p>high housing related support + signposting/referrals to other specialist support services</p>	<p>START</p>	<p>40</p>	<p>self-contained flats within projects across multiple geographic locations</p>
<p>Accommodation based support (16+)</p>	<p>no</p>	<p>yes - housing related support</p>	<p>CCP</p>	<p>Gloucestershire County council</p>	<p>young people ages 16- 24, men and women with limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care</p>	<p>No</p>	<p>n/a - would refer to specialist DA services</p>	<p>housing related support</p>	<p>high housing related support + signposting/referrals to other specialist support services</p>	<p>START</p>	<p>44</p>	<p>across three sites, mixture of rooms with shared facilities and self-contained flats within projects</p>



<p>Accommodation based support (16+)</p> <p style="text-align: center;">Page 233</p>	no	yes - housing related support	Riverside	Gloucestershire County council	young people ages 16- 24, men and women with limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	11	rooms with shared facilities on one site
<p>Accommodation based support (16+)</p>	no	yes - housing related support	Home Group	Gloucestershire County council	young people ages 16- 24, men and women with limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	37	multiple sites and geographic locations - mixture of rooms in projects and self-contained flats in projects

<p>Accommodation based support (16+)</p> <p style="text-align: center;">Page 234</p>	no	yes - housing related support	YMCA	Gloucestershire County council	young people ages 16- 24, men and women with limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	7	rooms in a shared cluster
<p>Accommodation based support (Young parents)</p>	no	yes - housing related support	Rooftop	Gloucestershire County council	young people ages 16- 24, men and women with limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	42	multiple sites and geographic locations - mixture of rooms in projects and self-contained flats in projects

<p>Accommodation based support (Young parents)</p> <p>Page 235</p>	no	yes - housing related support	Home Group	Gloucestershire County council	young parents (men and women) with children or women in third trimester of pregnancy ages 16- 24, limited/no experience of independent living with support needs which could include ACEs, mental health, offending, substance misuse, domestic abuse/unhealthy relationships, leaving care	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	7	self-contained flats within one project
<p>Accommodation based support (Young parents)</p>	no	yes - housing related support	Elim	Gloucestershire County council	young parents (men and women) with children or women in third trimester of pregnancy ages 16- 24, limited/no experience of independent living with support needs which could include ACEs, mental health, offending,	No	n/a - would refer to specialist DA services	housing related support	high housing related support + signposting/referrals to other specialist support services	START	12	mixed of self-contained flats on one site and dispersed self-contained properties

					substance misuse, domestic abuse/unhealthy relationships, leaving care							
Page 236 social housing	no	no	registered providers	n/a	mixed - anyone 18+ qualifying for an offer of social housing and their households. Would have had a housing need but not necessarily any support needs. May include victims and survivors of domestic abuse either experiencing abuse in the property or having moved on from above services	no	no	tenancy related support	low - but signposting or referrals to CBS or specialist support	Homeseecker plus or Homeswapper	1000+	total volume not known due to number of providers across multiple districts

## Appendix 5: Map Key

MapKey	Police Community Area
1	Hucclecote, Abbey, and Upton St. Leonards
2	Barnwood
3	Barton and Tredworth
4	Berkeley
5	Bishops Cleeve
6	Bourton-on-the-Water
7	Charlton Kings
8	Cheltenham Town Centre
9	Chipping Campden
10	Golden Vale
11	Cinderford
12	Cirencester Rural North
13	Cirencester Rural South
14	Cirencester Urban
15	Coleford
16	Coombe Hill
17	Dursley and Cam
18	Fairford and Lechlade
19	Fairview
20	Springbank and Fiddlers Green
21	Sevenside
22	Gloucester City Centre
23	Benhall and Hatherley
24	Hempsted
25	Hesters Way
26	Kingsholm and Wotton
27	Lansdown
28	Leckhampton

MapKey	Police Community Area
29	Linden
30	Longlevens and Elmbridge
31	Lydney
32	Severn Banks
33	Matson and Robinswood
34	Moreton-in-Marsh
35	Nailsworth
36	Newent
37	St. Pauls and Pittville
38	Podsmead
39	Prestbury
40	Quedgeley
41	Tidenham and Sedbury
42	Glevum West
43	St. Marks
44	Stonehouse
45	Stow-on-the-Wold
46	Stroud Rural
47	Stroud Urban
48	Swindon Village and Wymans Brook
49	Tetbury
50	Tewkesbury
51	Tivoli
52	Tuffley and Grange
53	Whaddon, Lynworth, and Oakley
54	Winchcombe
55	Wooton-under-Edge

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# Gloucester City Council

<b>Meeting:</b>	<b>Cabinet Council</b>	<b>Date:</b>	<b>8 November 2023 16 November 2023</b>
<b>Subject:</b>	<b>Temporary Accommodation Acquisition Programme</b>		
<b>Report Of:</b>	<b>Cabinet Member for Planning and Housing Strategy and Cabinet Member for Performance and Resources</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>Yes</b>	<b>Budget/Policy Framework:</b>	<b>Yes</b>
<b>Contact Officer:</b>	<b>Neil Coles, Housing Innovation Manager</b>		
	<b>Email:</b>	<b><a href="mailto:neil.coles@gloucester.gov.uk">neil.coles@gloucester.gov.uk</a></b>	<b>Tel:</b> 396534
<b>Appendices:</b>	<b>1. Housing, Homelessness and Rough Sleeping Strategy 2020-2025</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To set out a programme of capital investment to increase the Council's temporary accommodation portfolio to reduce the costs associated with using hotels and other buildings to provide temporary accommodation for households who present to the Council as homeless.

### 2.0 Recommendations

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

- (1) delegated authority be provided to the Corporate Director in consultation with the Cabinet Member for Performance and Resources and the Director of One Legal to:
  - a) approve the establishment of a capital investment fund, funded from borrowing, to enable an acquisition programme for buildings or other structures for use as temporary accommodation for households who present as homeless to the Council
  - b) explore options and appoint a provider, or other arrangement, to manage the temporary accommodation provided on behalf of the Council
  - c) procure and appoint contractors and associated professional services to carry out any works required to bring the properties into use as units of temporary accommodation
- (2) acquisitions be made in accordance with the principles of this report and the total costs will not exceed £5m.

## 2.2 Council is asked to **RESOLVE** that:

- (1) delegated authority be provided to the Corporate Director in consultation with the Cabinet Member for Performance and Resources and the Director of One Legal to:
  - a) approve the establishment of a capital investment fund, funded from borrowing, to enable an acquisition programme for buildings or other structures for use as temporary accommodation for households who present as homeless to the Council
  - b) explore options and appoint a provider, or other arrangement, to manage the temporary accommodation provided on behalf of the Council
  - c) procure and appoint contractors and associated professional services to carry out any works required to bring the properties into use as units of temporary accommodation
- (2) acquisitions be made in accordance with the principles of this report and the total costs will not exceed £5m.

## 3.0 **Background and Key Issues**

- 3.1 Where households are threatened with homelessness, or are made homeless, the Council has a range of statutory obligations to safeguard those households. One of these is that in certain circumstances the Council provides emergency temporary accommodation for households until they have either secured alternative accommodation, or until such time as the Council determines that its statutory duty to accommodate has ended.
- 3.2 The Council has seen a marked increase in the number of households being accommodated within temporary accommodation during the last 6 months. This is due to the challenges faced by households in accessing sustainable accommodation due primarily to the continued high demand for rented accommodation in Gloucester. This situation is not unique to this Council, with similar challenges being faced across England.
- 3.3 As is the case across the whole of the South West, households in Gloucester who are on low incomes and/ or in receipt of welfare benefits are often unable to afford market rent levels due to the difference between market rent levels and local housing allowance rates.
- 3.4 While local housing allowance rates are below market rent for all household sizes, the differential worsens as households size increases, and consequently larger families tend to stay in temporary accommodation for longer periods than smaller households.
- 3.5 It is anticipated that, due to the current social conditions, increases in homelessness applications and the need to place in temporary accommodation over the coming year will continue to rise. This will continue to place a significant burden on the Council's Temporary Accommodation budget, because housing allowance does not cover the full cost of providing temporary accommodation.



- 3.6 The scale of the current demand is such that the approach outlined in this report will not fully address the issue. This approach will reduce the expenditure on hotels and/or B&B, but will not address the demand, nor will it reduce the costs on more affordable accommodation which will continue to be used by the Council.
- 3.7 The Council's Housing, Homelessness and Rough Sleeping Strategy 2020-2025 (appendix 1), outlines our intent to reduce the use of B&B accommodation by identifying and delivering better quality temporary accommodation options. Whilst, in recent years, the Council has acquired new schemes, as well as working in partnership with other to access additional units, the current demand requires these acquisitions to increase.

### **Temporary accommodation in Gloucester**

- 3.8 The Council currently owns three properties that are used for temporary accommodation for households who present as homeless to the Council, however this provides accommodation for just over 11% of the current households accommodated in temporary accommodation.
- 3.9 Where the Council is unable to place people in Council-owned accommodation, the Council seeks to place people in temporary accommodation offered by registered housing providers (e.g. Gloucester City Homes). This accommodation includes associated support for households and is often the most appropriate accommodation available. However, where these placements are unavailable, the Council are often required to use hotel and/or bed and breakfast accommodation.
- 3.10 Where the Council use hotel and/or bed and breakfast accommodation, the associated costs are significantly higher than those associated with using Council or registered provider (RP) owned accommodation, and these costs fluctuate according to availability. For example, local or regional events which attract incoming visitors to the county often result in increased hotel costs as availability reduces. Hotel and bed and breakfast accommodation is often not the most appropriate option, especially for households with children, even though it meets the relevant statutory requirements for temporary accommodation.
- 3.11 The availability of temporary accommodation options may also result in the need to place households out of Gloucester on occasion, and due to the number of households being placed in temporary accommodation routinely, these instances are increasing in frequency. This is undesirable due to the potential costs of transporting children back to school, the breakdown of family support networks due to the distance, as well as increasing social isolation at a time when support is most needed.
- 3.12 The cost of temporary accommodation is offset by the housing benefit that is available to each household when they are placed in the accommodation. There is a shortfall between the weekly amount of housing benefit a household can claim compared with the cost of temporary accommodation, and this is particularly significant where households are placed in hotel and/or bed and breakfast accommodation. Crucially this cost must be met by the Council.
- 3.13 As of 17 October 2023, there are 182 households accommodated in temporary accommodation by the Council. This has risen by 12% in the last 12 months. There

are currently 38 households accommodated in hotel accommodation compared with 10 households at the same point last year.

- 3.14 In the 2023/24 Q1 Financial Monitoring Report, the forecasted overspend on temporary accommodation was in the region of £1.1m, highlighting the need to take action to reduce costs in year.
- 3.15 The reduction in the use of hotel and/or bed and breakfast accommodation is therefore important both to reduce expenditure but also to ensure that homeless households are placed in the most appropriate accommodation for their needs.
- 3.16 Properties for acquisition will be considered in all wards of the City and outside of the City, in surrounding Districts.

### **Aims of the acquisition programme**

- 3.17 The temporary accommodation acquisition programme aims to deliver the following:
- A reduction in temporary accommodation cost to the Council.
  - A reduction in the use of hotel and/or bed and breakfast accommodation.
  - An increase in the proportion of temporary accommodation placements where care and support are provided to households, which can help address some of the reasons for homelessness and secure an appropriate pathway to long term, settled accommodation.
- 3.18 Officers will be tasked to identify and acquire accommodation for use as Temporary Accommodation, and to make management arrangements for their operation. Potential acquisitions will be assessed based on their suitability for use as temporary accommodation weighed against cost/ benefit including:
- Temporary accommodation demand relative to household composition.
  - Accommodation quality (e.g. amenities, rooms sizes etc).
  - Accommodation location (e.g. proximity to local facilities, transport routes etc).
- 3.19 Acquisition costs will be funded through borrowing, and loan repayments and on-going accommodation management costs will be supported by housing benefit income.
- 3.20 Potential acquisitions will also be assessed on their financial viability to ensure that the full costs associated with acquisition and the estimated mobilisation costs represent a cost saving compared with the spot-booking of other temporary accommodation. This viability assessment will be undertaken by the Finance Team prior to any acquisition progressing.
- 3.21 The viability assessment will be based on the following:
- Cost of purchase of the property including associated costs and refurbishment costs to get the property ready for habitation.
  - Cost of management and support elements
  - Income from Housing Benefit and/ or service charges
  - Any borrowing charges
  - Ongoing repairs and maintenance costs
  - Balanced against the average costs of other available accommodation at the time of the assessment

3.22 The viability assessment will ensure that the Council is only purchasing accommodation when the need requires it to do so to meet the Council's financial needs and/ or the support needs of the homeless households.

#### **4.0 Social Value Considerations**

4.1 The delivery of additional units of temporary accommodation will improve the well-being of households who present as homeless to the Council through the increased delivery of accommodation that provides appropriate support.

4.2 Any procurement for support services will likely meet the criteria for the social value policy and so social value considerations will be part of the decision making when appointing a contractor.

#### **5.0 Environmental Implications**

5.1 Where possible, the Council will look to ensure that energy saving measures are incorporated into planning to minimise the council's carbon footprint.

#### **6.0 Alternative Options Considered**

6.1 The option to continue the current approach of spot booking temporary accommodation without acquiring new units of temporary accommodation is not recommended as it would impact detrimentally on the Council's temporary accommodation expenditure, and it would result in continued uncontrolled use of hotel and/or bed and breakfast accommodation that while lawful does not provide the most appropriate accommodation for homeless households.

6.2 Further options include the consideration of policy levers to place homeless households outside of the County for the majority of cases. Whilst this is a suitable option to consider for some households, it will not be for many, and may result in significant transport costs to ensure children can remain in school, for example.

#### **7.0 Reasons for Recommendations**

7.1 The continued reliance on hotel and/or bed and breakfast accommodation as temporary accommodation for homeless households results in uncontrolled expenditure risk for the Council and does not provide the most appropriate accommodation for those households.

7.2 The extension of the Council's temporary accommodation portfolio provides the Council with greater security in respect of future expenditure while providing more appropriate accommodation for homeless households.

#### **8.0 Future Work and Conclusions**

8.1 If the resolutions are approved, officers will identify potential opportunities and undertake financial viability assessments prior to progressing acquisitions.

8.2 Officers will also undertake the procurement of tenancy management contracts as necessary for acquisitions to ensure that tenancy management and support is

available to occupiers at the point that the Council commences use of the accommodation.

- 8.3 Particular attention will be given to the opportunity to access so-called 'exempt accommodation' rates for Housing Benefit which would provide an increased rental income for the accommodation which would reduce the likelihood of the Council needing to 'top up' the rent. Exempt accommodation rates are payable where the accommodation is managed by a registered provider and specified care and support is provided to occupiers.
- 8.4 The temporary accommodation acquisition programme will support a reduction in costs to the council by reducing the use of the costliest hotel accommodation. However, this will not address all of the issues and further activity will be required to reduce costs and prevent homelessness, as well as looking at areas across the range of council business.
- 8.5 Following some focused work by DLUHC in the City in September 2023 we will be working through an action plan of recommendations to improve the housing pathways for residents in a variety of ways.
- 8.6 Discussions have taken place with the Gloucester MP who will be taking up issues raised by the City Council with Ministers in Central Government.

## **9.0 Financial Implications**

- 9.1 The financial viability of each acquisition will be considered on a case by case basis to ensure that all relevant costs associated with the acquisition and its future operation have been identified and addressed to ensure that the acquisition represents a budgetary saving compared with the existing practice of utilising a range of accommodation options including purchasing hotels and/ or bed and breakfast accommodation on an ad hoc basis.

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

## **10.0 Legal Implications**

- 10.1 Specialist tax advice may need to be obtained in respect of SDLT liability. Such figures will vary according to the price paid for the property. SDLT payable may also be subject to change if there is a budget prior to the completion of a purchase.
- 10.2 A purchase will be under the powers contained in the Housing Act 1985; any future sale or lease (excluding to owner/occupiers) of the property will have to comply with the restrictions contained in that Act. It will not be possible to dispose of the property (including by a lease for a term of 21 years or more) without first obtaining the consent of the Secretary of State. This may prevent the Council from being able to grant a long lease of the premises to a management company and other options should therefore be considered.
- 10.3 The Council will need to ensure that persons in occupation following an acquisition do so under agreements which are not secure tenancies. This includes any occupiers who remain in occupation at the point that the property transfers to the Council.

- 10.4 A Council must have a Housing Revenue Account if it owns 200 or more social dwellings, and this should be borne in mind and appropriate measures taken when purchasing additional dwellings.
- 10.5 The Council will need to comply with its contract rules and the Public Contracts Regulations 2015 when procuring contractors to provide tenancy management services and undertake works to the purchased properties.

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

## **11.0 Risk & Opportunity Management Implications**

- 11.1 Potential acquisitions will be subject to a rigorous selection process to ensure that the resultant temporary accommodation will be suitable and appropriate for the purpose and will provide accommodation that can best meet the needs of the client group.
- 11.2 The financial risk associated with any acquisition will be mitigated through the financial viability assessment that will consider all relevant costs associated with the acquisition and its future operation to ensure that the acquisition represents a budgetary saving compared with existing practice utilising a range of accommodation options including hotels and bed and breakfast accommodation.
- 11.3 The property-based risks associated with acquisitions will be mitigated through the completion of a range of surveys and valuations to identify both short-term and long-term costs.
- 11.4 If the acquired accommodation is deemed to be no longer needed to meet this temporary accommodation demand, the Council may dispose of the property to reduce its overall borrowing position.
- 11.5 The delegated authority set out in this report aims to position the Council in the best position to take prompt action to secure acquisitions in the context of a fast-moving property market. There are a range of investor-landlords seeking to purchase property in Gloucester and it will be important for the Council to be able to make time critical decisions to secure acquisitions.
- 11.6 If the Council is unable to secure acquisitions that meet the requirements of this report, there is a risk that future temporary accommodation costs may rise to meet increased demand for temporary accommodation.

## **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.
- 12.2 The PIA Screening Stage considered the potential impact on homeless households who are required to be accommodated in temporary accommodation and how that may change if the recommendations contained within this report are implemented.

12.3 It is likely that the majority of the schemes identified for acquisition focus on the single and couples homelessness need. Where families with children require placement in temporary accommodation we will look to secure self contained units where possible.

### **13.0 Community Safety Implications**

13.1 None

### **14.0 Staffing & Trade Union Implications**

14.1 None

**Background Documents:** Appendix 1- [city\\_1294-housing-and-homelessness-strategy\\_adopted-version.pdf \(gloucester.gov.uk\)](https://www.gloucester.gov.uk/city-1294-housing-and-homelessness-strategy-adopted-version.pdf)

# Housing that works for everyone

Housing, Homelessness and Rough Sleeping Strategy  
2020-25



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# > Foreword

Welcome to Gloucester's new Housing, Homelessness and Rough Sleeping Strategy which sets out our plans for ensuring housing in our city works for those that want to live here and meets the needs of our residents.

We see the importance of ensuring the availability of a range of housing options that are affordable, accessible, meet the needs of our diverse city and allow communities to flourish. One size doesn't fit all, and this strategy reflects that.

Work over previous years to develop long term plans for the growth of the city and neighbouring districts, such as the Joint Core Strategy and the Gloucester City Plan, has enabled us to be clear about our aspirations for new housing and this has been reflected in the priorities. As part of this work, we have reflected on a wide evidence base which has helped us to understand the breadth of housing needs and the changes in our population, allowing us to understand trends and opportunities to meet future demand.

A high quality, well planned range of types of housing is fundamental to the diversity of our city and the health and wellbeing of our communities. Housing can also play a significant role in

underpinning economic growth and ensuring that Gloucester is a place that people want to live, work and play. Our city has a huge amount to offer and this strategy supports us to ensure our city as a whole can prosper.

We value our staff and partners providing housing and related support services here in the city and would like to thank our councillor colleagues from all parties at the city council and our valued stakeholders for their input and support in creating what we believe is a well balanced strategy with the potential for huge positive impact for the city'. This strategy has been adopted by cabinet following open public consultation, the feedback from which has shaped the final version.

*We look forward to the coming years delivering on our ambitions with our partners and residents.*



**Cllr Jennie Watkins**  
Cabinet Member  
for Communities and  
Neighbourhoods



**Cllr Andrew Gravells**  
Cabinet Member  
for Planning and  
Housing Strategy





# Introduction



**Population**  
**129,285**

(Mid-2018 population estimates, ONS) and estimated to increase to 138,300 by 2025.

Predicted

**70% increase**



for 65+ year olds by 2041 (2016-based Subnational Population Projections, ONS)

Median house prices

**increased by 43%**



from £139,995 in 2009 to £193,000 in 2018 (Median house prices for administrative geographies: HPSSA dataset 9) while median annual earnings increased by 8.6% (Annual Survey of Hours and Earnings, ONS)



Pockets of significant deprivation including some areas in the top 10% most deprived in the country

The housing requirement for new homes for the five-year period from 2019/20 to 2023/24 is

**3,590 dwellings**

(Policy SP1: The Need for New Development)

Gloucester is a dynamic and diverse city with a population that is simultaneously growing and ageing. The population of Gloucester is forecast to increase to 138,300 by 2025, this is an increase of 7% from 2018.

Good quality housing, that is affordable, is fundamental to people's health and wellbeing and to the communities in which they live. It provides a stable base to enable people to build their lives. Poor or unsuitable housing can have a negative impact on many areas of personal and community life. Improving housing options via the delivery of this strategy is essential to contributing to the improvement of physical and mental health of our residents and to the city as a whole.

The strategy has three key high level priorities. It identifies the outcomes we want to have achieved during its five year lifetime and the actions that need to be taken to get there. The strategy also has a number of cross cutting themes which underpin it and will be fundamental to its delivery.

To respond to the challenges we face, we plan to increase the supply of new homes, make better use of existing stock, and focus on the prevention of homelessness and rough sleeping through proactive interventions.

In July 2019, the council declared a climate emergency and it will therefore be an underlying principle to ensure that the impact of this strategy is measured against the council's objective of becoming carbon neutral.

To deliver these outcomes we will need to work with local communities and be ambitious and innovative whilst ensuring we make best use of resources to deliver sustainable long-term solutions.

We recognise the importance that housing plays in health and life outcomes and this strategy therefore complements and supports the objectives of the Gloucestershire Health and Wellbeing Strategy 2019 – 2030.

Our Housing, Homelessness and Rough Sleeping Strategy has a strong theme of partnership working. We can only deliver its outcomes through working with our partners. This includes both statutory and voluntary organisations, as well as our neighbouring local authorities and the county council. This is crucial to realising our vision of a housing offer for the city that works for everyone.



In 2017 **10.3% of households**

in Gloucester were considered to be in fuel poverty (Sub regional fuel poverty data, BEIS)

**28% of children**



are estimated to live in relative poverty once housing costs have been taken into consideration.

A household in poverty is defined as one which has an income 60% below the average income of £28,400. (End Child Poverty Coalition)

**1,307**

households assessed as owed a homelessness prevention or relief duty 2018/19 (MHCLG live tables)



**150 households**

in temporary accommodation 2018/19 an increase of 25% since 2012/13 (MHCLG live tables)



**4096 households**

currently on the waiting list for social housing.

# Our vision 'Housing that works for everyone'

## Our key priorities

Key priority

What does this mean?

Outcome



Increasing the number of new homes that are built

Making sure they are built to a high standard of design with the right balance and mix of homes to meet the needs of the local community



Maximising opportunities for regeneration and conversion to create more homes

Through interventions, improving housing quality and standards, enforcing them when necessary

Contributing to improving the health and wellbeing of our communities



Proactively intervening 'upstream' to prevent homelessness by working with our partners to enable people to find the right housing solutions, and responding promptly to immediate homelessness

Creating successful and thriving communities

## 2. Our cross cutting themes

These themes underpin all of the objectives of the strategy.

Partnership  
working

Promoting  
good design  
and high  
standards

Focusing  
on health  
and  
wellbeing

Responding  
to climate  
emergency

## 5. What have we done so far?

### Increasing supply



**2494**  
homes  
built

built in the period  
2014/15 to 2018/19



Of these  
**545**  
were  
affordable  
homes



**404**  
were  
for  
rent



Worked with stakeholders and partners  
to develop the vacant Blackfriars site;  
including the delivery of

**300** units of student  
accommodation

with a further 200 planned homes

Worked with registered  
housing providers to  
secure more than

**£10m**  
in Homes  
England  
grants



to deliver affordable  
housing in the city

Facilitating the delivery of  
**key housing sites**  
in the city centre

including Black Dog Way  
and Greyfriars, for private,  
affordable and social housing

Developed the Gloucester City Plan which sets out the city's  
policies and proposals for development and use of land up to 2031

Adopting the Gloucester,  
Cheltenham and Tewkesbury  
**Joint Core Strategy**  
(JCS)

2011 to 2031, which sets out the  
amount of new homes, jobs and  
supporting infrastructure that is  
needed to 2031 in these areas

### Making best use of existing stock

- Tackled poor standards within Houses in multiple occupation (HMOs)
- Spending over £700,000 in the last 4 years on Disabled Facilities Grants to enable people to remain within their own homes
- Working closely with Gloucester City Homes on developing supplementary planning guidance to enable the regeneration of Matson and Podsmead estates



### Homelessness and rough sleeping

- With partners, securing millions in government funding to tackle homelessness in Gloucestershire, including two further outreach workers, specialist mental health support, specialist drug and alcohol support and landlord incentive schemes
- "Somewhere Safe to Stay Hub" in Gloucester opened in March 2019 to provide 24/7 assessment and support for rough sleepers
- ACTION Glos has supported 126 people in Gloucestershire since 2017 who have been rough sleeping or are long-term homeless with complex needs
- The Landlord Incentive Scheme, set up in November 2018, has had 86 enquiries, 71 arranged visits and 30 properties signed up. This allowed 18 households to be discharged from emergency accommodation with 12-month tenancies
- Potter's Place, run by the YMCA, is now providing temporary accommodation for homeless people in the city centre
- Updating the housing service in line with the Homelessness Reduction Act

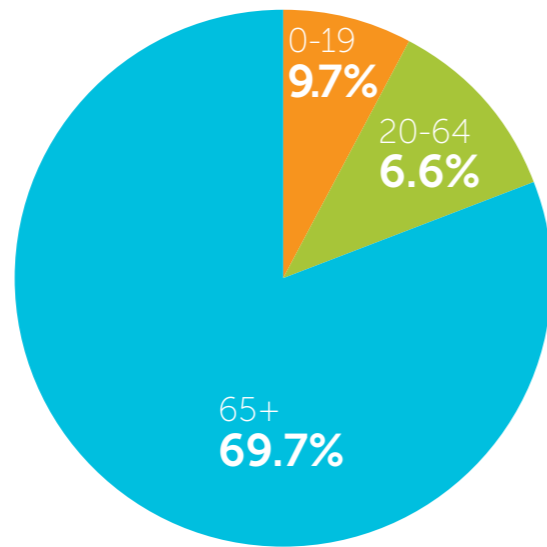
## What are the challenges?

### A growing population who are getting older

#### Projected % increase in population by age 2016 - 2041

0 - 19 20 - 64 65+

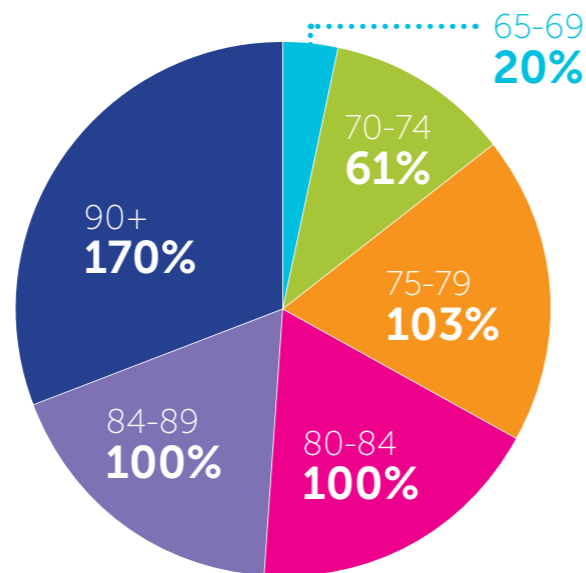
Assuming current population trends continue, the population in Gloucester will rise to 138,300 by 2025 and to 150,900 by 2041. This is a projected increase of 17.5%<sup>1</sup>.



#### Projected % increase over 65's 2016-2041

65 - 69 70 - 74 75 - 79  
80 - 84 84 - 89 90+

Those in the age group 65 or over are projected to increase from 20,800 in 2016 to 35,400 in 2041, equating to a growth of 69.7%. This increase is greater than all other districts in Gloucestershire and above the national trend for England. It means that by 2041 the proportion of people in Gloucester who are aged 65 or over will have risen from 16.2% to 23.4%<sup>2</sup>.



### An increase in those with health and disability issues

Given the projected increase in the population aged 65 and over, it is unsurprising that the number of people with health issues and requiring support is also expected to increase.

<sup>1</sup>2016 based Subnational Projections, ONS

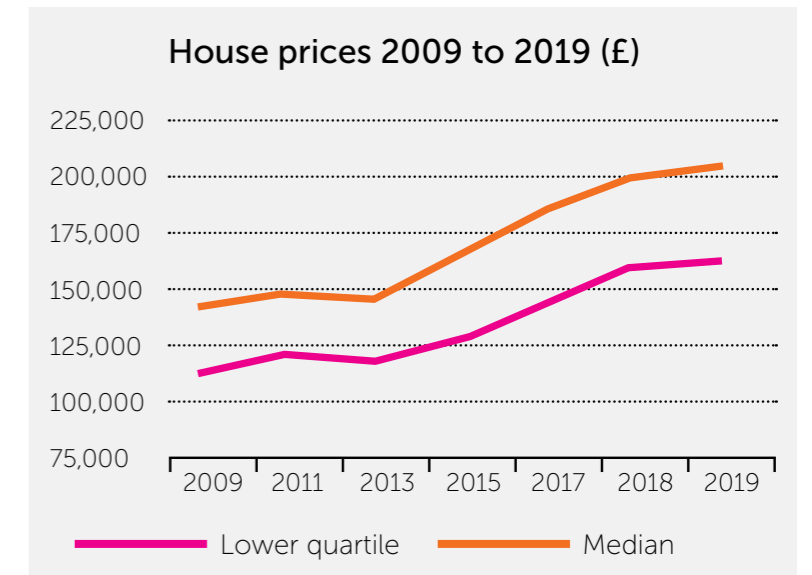
<sup>2</sup>2016 based Subnational Projections, ONS

## House prices

We want to encourage younger people to live and work within the city to support economic activity and maintain the city's diversity. However, affordability of housing is a big issue for many residents.

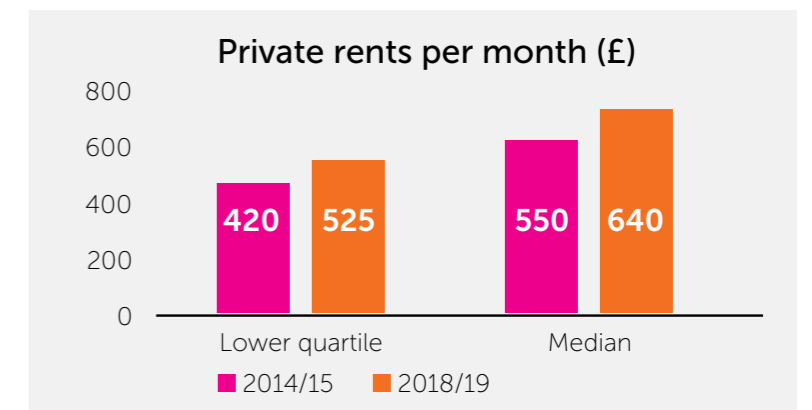
In Gloucester, median house prices increased from £139,995 in 2009 to £197,000 in 2019 and lower quartile house prices increased from £110,000 in 2009 to £157,000 in 2019, an increase of 43% and 42% respectively. Median annual earnings in Gloucester increased by 8.6% over a similar period.<sup>4</sup>

In 2018, a resident in Gloucester with median wages required 7 times their earnings to purchase a median priced property, with a similar ratio for lower quartile earnings to lower quartile house prices.<sup>5</sup>



## Rents

Over the last five years median monthly rents in Gloucester have increased from £550 in 2014/15 to £640 in 2018/19, this equates to growth of 16.4%.<sup>6</sup> This is higher than the county average (6.9%) and the national average (15.8%).



## Development of new homes

- Gloucester is a growing city which is constrained by physical boundaries. This means that there is limited available land to develop new homes in the city.
- There is a lack of single-person and large family accommodation.
- There are insufficient attractive housing choices for older people that meet their aspirations and encourage them to move from their family homes, meaning that there are fewer housing options for families.
- Achieving the right balance between site viability, a high standard of design for new developments and affordability.

<sup>3</sup> HPSSA Dataset 15. Lower quartile price paid for administrative geographies / HPSSA dataset 9, Median house prices for administrative geographies

<sup>4</sup> Annual Survey of Hours and Earnings, ONS

<sup>5</sup> Table 5c and 6c ratio of median and lower quartile house prices to median and lower quartile earnings by LA

<sup>6</sup> Valuation Office Agency, Private Rental Market Statistics monthly rents recorded between 1 April 2014 and 31 March 2019

<sup>2</sup>2016 based Subnational Projections, ONS

# 6. Outcomes and delivery

Priority 1 - Increasing supply

# 6. Our priority

Priority 2 - Making best use of existing stock

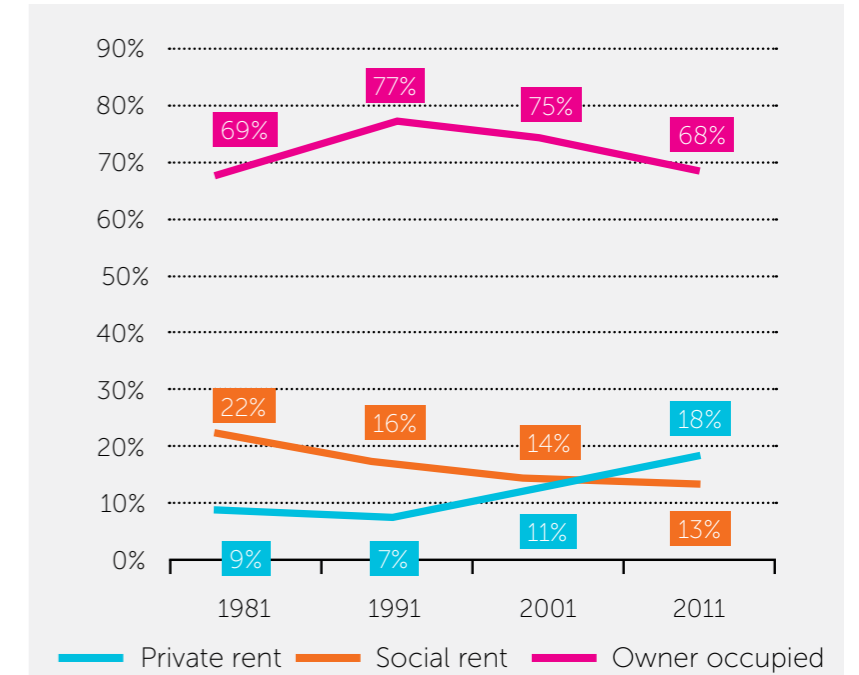
Outcome	Action
The housing supply objectives are meeting the delivery targets of the Gloucester City Plan and Joint Core Strategy (including numbers, size and tenure mix).	Fully implement the planning policies underpinning the Gloucester Plan and the Joint Core Strategy.
	Ensure that good design and layout of housing and associated infrastructure will support and promote safety, security, health and wellbeing.
	Contribute to the Joint Core Strategy Review to ensure the strategic sites contribute to the supply of homes to meet the needs of the city and people of Gloucester.
	Enable the completion of the development of St Oswald's Village through successful land assembly and procurement.
Land/existing buildings that are more difficult to develop and require strategic leadership to deliver are being brought in to use.	Explore the opportunities for joint ventures between the council and private and public sector to bring forward sites and meet housing need.
	Investigate and explore the options for the council to directly build new homes and the mechanisms to do this.
Public and private sector investment into housing and associated infrastructure projects is maximised.	Explore investment opportunities to leverage resources, both through land and funding streams to enable the delivery of more housing.
More larger family homes are being developed.	Work with partners to establish opportunities through new developments to provide larger family homes.
Housing is being designed to meet the changing needs of the population of Gloucester.	Put in place policies, that accord with the Gloucester Local Plan and aim to build at least 50% of new homes to accessible standards to enable them to meet current and future needs.
Specialist housing is provided to meet the needs of those who require it, such as older people and those with disabilities.	Work with commissioners and delivery partners to respond positively to identified specialist housing need to enable appropriate provision.
	Contribute to and assist in the implementation of Gloucestershire County Council's Housing with Care Strategy.
	Work in partnership with Barnwood Trust to support the completion of the Manor Gardens Scheme for people with disabilities and use as an example for further developments.
'Affordable homes' are affordable to more people.	Implement the Gloucester Local Plan to ensure that affordable housing requirements are policy compliant.

## What are the challenges?

### Increased reliance on the private rented sector

There have been significant changes in the housing market since 2000<sup>7</sup>. By 2011 the private rental market was larger than the social housing sector, with owner occupation in decline. National data shows this trend continuing.

The short term nature of many private rented tenancies can bring instability both to individuals and to the communities in which they live.



## Condition of existing housing stock

There is a lack of robust data on the condition of the private housing stock, with the last full survey being undertaken in 2011. This survey showed at the time that around a quarter of homes in the private sector (of all tenures), failed to meet the decent homes standard. This was mainly due to disrepair and thermal comfort. A new stock condition survey is currently underway and the outcome of this will be used to inform this strategy.

However, it is reasonable to assume that, with an ageing housing stock, meeting modern standards, particularly around energy efficiency, and adapting homes for the changing needs of the population will continue to be of concern.

## Empty homes

The number of empty homes in the city has increased by 17.6% since 2016. These empty homes represent a significant wasted resource which could contribute towards resolving the challenge of meeting housing needs as described under Priority 1.

- 2015 - 1,175
- 2016 - 1,160
- 2017 - 1,247
- 2018 - 1,364<sup>8</sup>

<sup>7</sup>Tenure trends 1981-2011 – UK Census of Population

<sup>8</sup>Council Tax Data- Gloucester City Council

# 6. Outcomes and delivery

Priority 2 - Making best use of existing stock

# 6. Our priority

Priority 3 - Reducing homelessness and rough sleeping

Outcome	Action
Standards in the private sector are raised.	Continue to develop a more robust regime for HMOs.
	Put in place a registration scheme for private landlords to support those offering good quality accommodation.
	Deploy enforcement powers pro-actively to address issues with landlords who are providing poor quality accommodation.
	Conclude the comprehensive review of the Private Sector Housing Service.
	Explore options for the council, through innovation, to assist owners in addressing disrepair and poor standards within their homes.
Good quality stock condition information is enabling pro-active and targeted intervention in the private housing sector.	Complete a Stock Condition Survey and put in place a system to continue to collect and manage data, so that it remains dynamic.
	Analyse outcomes from the Stock Condition Survey and put in place and deliver an implementation plan.
Improved housing conditions are leading to positive health outcomes and contribute to safety and security.	Put in place a system for targeting poor quality properties that pose a high health and safety risk.
	Proactively manage affordable warmth and energy efficiency initiatives.
	Adopt an effective and targeted approach to managing Disabled Facilities Grants.
Options to optimise the use of underused space and address under occupation are in place.	Continue the programme of bringing upper stories of heritage buildings into residential use in the city centre, in accordance with the council's Heritage Strategy.
	Explore opportunities to enable schemes that encourage owner occupiers to rent rooms to individuals, such as key workers.
	Adopt a targeted approach to prioritising problem and long standing empty homes.
	Develop a model to enable the identification and response to opportunities that arise to repurpose stock, where its current use is redundant, to meet housing need.
Housing stock meets the housing needs of residents.	Support private landlords and registered providers to bring homes in their ownership, including empty homes, into use for those who are homeless and/or who have more complex housing needs..
	Ensure housing stock supports us to fulfil our commitments under the Armed Forces Covenant.
Key regeneration schemes are completed.	Support and enable high quality regeneration of the Matson and Podsmead estates.
	Work with land owners and occupiers to explore opportunities for regeneration on Bristol Road to create a mixed use and sustainable neighbourhood.
	Put in place and enable a programme of smaller infill sites for housing (e.g. garage sites) with key partners.

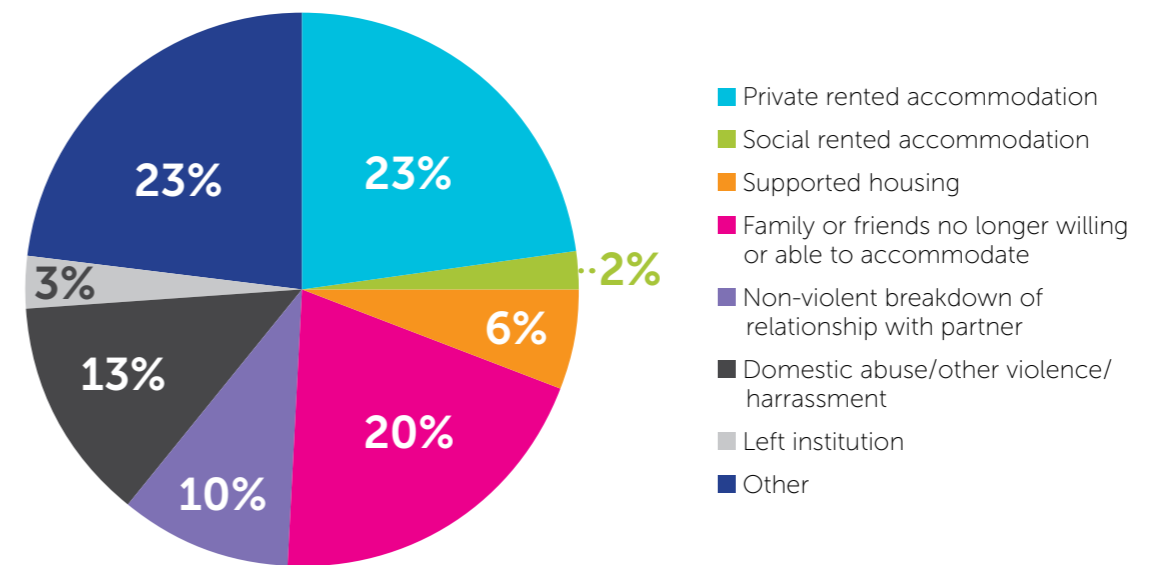
## What are the challenges?

### Increasing homelessness

The most visible form of homelessness is rough sleeping but homelessness can take many forms. There has been an increase in the number of approaches for assistance from those facing homelessness.

- There were 1,307 households assessed and owed a prevention or relief duty by the council in 2018/19;<sup>9</sup>
- There were 392 households assessed as statutory homeless in 2018/19;<sup>10</sup>
- There was an increase in statutory homelessness acceptances between 2012/13 and 2017/18 of 15%<sup>11</sup>.

### Reason for homelessness



In 2018/19, the most significant cause of homelessness was loss of rented accommodation (31%), followed by parents/other relative/friend no longer or willing to accommodate. Households having dependent children is the main reason for priority need, accounting for 59% of those who were accepted as statutory homeless, followed by those with mental ill health or a disability.

Households aged between 25-44 are the most common group accepted as statutorily homeless

<sup>9</sup>Table A1 - MHCLG H-CLIC Homelessness returns (quarterly)

<sup>10</sup>Table MD1 MHCLG H-CLIC Homelessness returns (quarterly)

<sup>11</sup>Note comparison is only possible to 2017/18 due to changes in the way data is collected

# 6. Our priority

Priority 3 - Reducing homelessness and rough sleeping

## Increased use of temporary accommodation

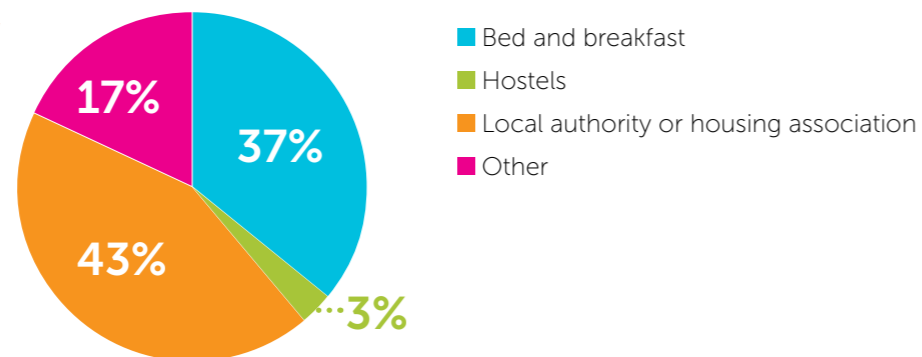
There are increased numbers and length of stays of households in temporary accommodation. A snapshot from 31 March 2019 showed that there were 150 households in temporary accommodation,<sup>12</sup> representing an increase of 25% since 2013.

Of these, 37% were housed in bed and breakfast accommodation. This is significantly higher than the national average where only 8% are placed in this type of accommodation. This reflects the lack of good quality alternative temporary accommodation locally.

Several factors are also contributing to the increase in homelessness:

- The lack of move on options from temporary accommodation to permanent housing solutions;
- Insufficient preventative outreach work has been taking place;
- Continuity and lack of certainty of funding for homelessness services.

### Type of temporary accommodation



## Rough sleeping

Our approach to rough sleeping has the following objectives:

1. **Prevention:** understanding the issues that lead to rough sleeping and providing timely support for those at risk.
2. **Intervention:** helping those already sleeping rough with swift support tailored to their individual circumstances.
3. **Recovery:** supporting people in finding new homes and rebuilding their lives.

This reflects the government's Rough Sleeping Strategy published in 2018 which set out sets out the government's strategy for halving rough sleeping by 2022 and ending it by 2027. Our ambition is to eradicate rough sleeping within Gloucester by 2025.

Currently we participate with the county council and the other 5 district councils in Gloucestershire, along with a range of providers, in a comprehensive homelessness pathway. This, along with our Rough Sleeping Action plan, can be found on our website.

<https://www.gloucester.gov.uk/housing/housing-policies-and-strategies/rough-sleeper-action-plan/>

<sup>12</sup>Table TA1 - MHCLG H-CLIC Homelessness returns (quarterly)

# 6. Outcomes and delivery

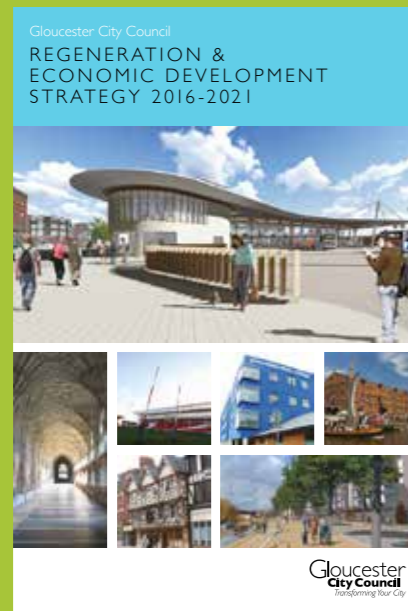
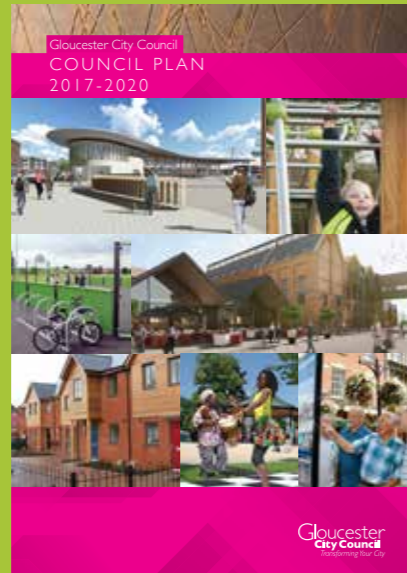
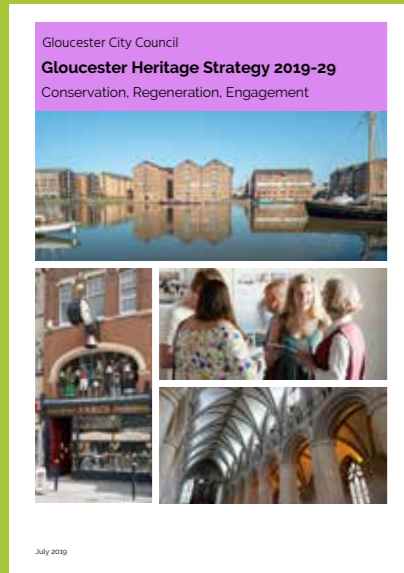
Priority 3 - Reducing homelessness and rough sleeping

Outcome	Action
The occurrence of homelessness is reduced through effective early intervention.	Liaise with landlords and providers at an early stage where homelessness has been identified as likely to occur and try to implement solutions.
	Explore with partners the opportunity to set up a fund to tackle the threat of potential homelessness, through for example a deposit scheme/rent in advance, whilst demonstrating cost effectiveness.
Response to homelessness is pro-active and person centred.	Ensure pathways for homeless people are understood by all partners and agencies.
	Review systems and processes to ensure that they are robust enough to enable consistency of approach, timely advice and earlier referrals and intervention whilst being customer focused and effectively co-operating with partners where appropriate.
	Offer a trauma and ACEs informed <sup>1</sup> service to support holistic solutions and the building of resilience.
The use of temporary accommodation is minimised, with only good quality appropriate accommodation available. Bed and breakfast is no longer used.	Work with Gloucestershire County Council to develop an understanding of the accommodation needs of survivors of domestic abuse and implement appropriate solutions.
	Identify and deliver new, better quality temporary accommodation options. At the same time working with private and social landlords to put in place appropriate move on accommodation thus minimising stays and reducing the need for temporary accommodation.
	Put a clear programme in place to end the use of bed and breakfast as a form of emergency accommodation.
	Work with partners to ensure that those living in temporary accommodation, such as shelters and hostels, have plans put in place for re-housing.
Eradicate rough sleeping.	Establish options to enable individuals who are homeless or threatened with homelessness to move to directly to permanent accommodation.
	Work with partners to review the Homeseekers Policy with an aim to reduce barriers to housing for people who are homeless or threatened with homelessness, particularly those being discharged from hospital or in supported housing.
	Ensure that there is year-round severe weather provision for rough sleepers, including those with no recourse to public funds.
	Continue to contribute to the funding of the Assertive Outreach Team until at least 2022.
	Track experience of rough sleepers, their reasons for homelessness, and identify and implement actions needed to break the cycle of homelessness.
	Continue to support the 'ACTion Glos' until at least 2022 – which supports entrenched rough sleepers in living independently and assists them into training, education or employment.
Eradicate rough sleeping.	Establish means to ensure funding continuity for rough sleeping services post 2022, learning lessons from ACTion Glos and other services.
	Work with partners to provide place-based provisions, together with personalised support, that satisfies "Housing First" principles.

<sup>1</sup> <https://www.actionaces.org/what-are-aces/>

# 7. Links to other strategies

This Housing, Homelessness and Rough Sleeping Strategy does not operate in isolation and links to our other strategies and our City Plan.



# 8. Monitoring and performance

## Monitoring

This strategy is supported by the Housing Service Plan. This contains the detailed actions and tasks to enable the outcomes of the strategy to be delivered and will provide the golden thread between strategic objectives and practical measurable outcomes.

## Performance measures

It is underpinned by key performance indicators. Progress made against the outcomes within this strategy are reviewed annually by the Overview and Scrutiny Committee.

The current key performance indicators are:

- The number of homeless applications where a decision was made
- The delivery of affordable housing units
- The number of homeless households resident in temporary homes
- The number of successful homeless preventions







## Gloucester City Council

### Housing, Homelessness and Rough Sleeping Strategy 2020-25

#### Rough Sleeping Action Plan

February 2021

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#### Introduction

A key priority within the council's Housing, Homelessness and Rough Sleeping Strategy 2020-25 is to reduce homelessness and rough sleeping, and our approach to rough sleeping has the following objectives:

1. **Prevention:** understanding the issues that lead to rough sleeping and providing timely support for those at risk.
2. **Intervention:** helping those already sleeping rough with swift support tailored to their individual circumstances.
3. **Recovery:** supporting people in finding a new home and rebuilding their lives.

This mirrors the Government's Rough Sleeping Strategy published in 2018 which aims to halve rough sleeping by 2022 and end rough sleeping by 2027. Our ambition is to eradicate rough sleeping within Gloucester by 2025.

Currently we participate with the county council and the other 5 district councils in Gloucestershire, along with a range of providers, in a comprehensive homelessness pathway.

This action plan details how we intend to deliver on our aims to reduce rough sleeping and to ensure that by 2025 no-one has the need to sleep rough.

## Rough sleeper numbers

In the autumn of every year local authorities undertake an annual 'count' of rough sleepers. This provides a snapshot of the position in each local authority area on a given night and shows that in Gloucester the number of people sleeping rough is reducing year on year (Table 1).

**Table 1: Annual rough sleeper numbers across Gloucestershire since 2014**

Local Authority	2014	2015	2016	2017	2018	2019	2020
Cheltenham	0	1	11	9	2	9	6
Cotswold	4	4	6	1	5	7	5
Forest of Dean	0	2	0	1	1	3	0
<b>Gloucester</b>	<b>17</b>	<b>13</b>	<b>23</b>	<b>15</b>	<b>6</b>	<b>17</b>	<b>11</b>
Stroud	1	1	2	2	4	2	5
Tewkesbury	4	0	0	2	1	2	1

In 2020, Gloucester had the highest incidence of rough sleeping within Gloucestershire, and this is likely to be attributed to the transport links and the location of support services for homeless households.

## Rough Sleeping Action Plan 2020-2025

Gloucester City Council works in partnership with participate with the County Council and the other 5 councils - Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Stroud District Council and Tewkesbury Council and a range of providers in a comprehensive homelessness and rough sleeping pathway. This pathway has been modified and expanded upon as Gloucester and other authorities have taken up new funding opportunities to enhance the original pathway of services we have available. We believe our pathway provides a broad range of accommodation and support services to alleviate rough sleeping and our action plan indicates further options to continue to check that this remains as effective as it can be.

The action plan set out below details how we aim to eradicate rough sleeping in Gloucester by 2025.

**Table 2: Rough Sleeping Action Plan 2020-2025**

Action	Targets and Milestones	Target Date	Lead/Partnerships	Progress
We will work collaboratively with partners to ensure recently awarded funding opportunities are implemented effectively across the city, by reviewing outcomes.	Monthly partnership meetings  Quarterly reviews	2025	Housing Services  Districts and County Council  Clinical Commissioning Group  Office of the Police and Crime Commissioner	On-going
<b>The Rapid Rehousing Pathway:</b> Somewhere Safe to Stay and navigator funding (Access to immediate, short-term accommodation for rough sleepers coupled with support and specialist Mental Health, Drug and Alcohol Navigators)	Somewhere Safe to Stay Hub and Navigator projects delivered	Autumn 2019	CHIG and CHIG + county-wide partnerships  P3	Completed

<p><b>The Rough Sleeping Initiative:</b> Increasing the Assertive Outreach services to support rough sleepers into accommodation and increasing personalisation budget</p>	<p>Assertive Outreach services to support rough sleepers implemented</p>	<p>Summer 2019</p>	<p>P3 County Homelessness Co-ordinator</p>	<p>Completed</p>
<p><b>Social Impact Bond:</b> ActionGlos – supporting entrenched rough sleepers to live independently and into training, education or employment</p>	<p>Regular reviews of outcomes</p>	<p>Ongoing to summer 2021</p>	<p>P3 Pivotal County Homelessness Coordinator Housing Services</p>	<p>On-going</p>
<p>We will work collaboratively with partners to ensure we continue to fund the Assertive Outreach Team</p>	<p>Quarterly reviews of outcome</p>	<p>2019 - 2022</p>	<p>County Homelessness Co-ordinator Housing Services Districts and County Council Clinical Commissioning Group Police and Crime Commissioners Office CHIG and CHIG + county-wide partnerships</p>	<p>On-going</p>
<p>We will seek to ensure future funding opportunities are actively sourced.</p>	<p>As opportunities arise these will be picked up via monthly partnership meetings</p>	<p>On-going</p>	<p>Housing Services Districts and County Council Clinical Commissioning Group</p>	<p>NSAP funding application successful Cold Weather Fund application 2020 successful</p>

			Office of the Police and Crime Commissioner	Protect Plus application 2021 successful
We will review outcomes from last winter's SWEP (severe weather emergency protocol) and agree any necessary adjustments ahead of 2021/22 winter	Approach to winter 2019/20 SWEP agreed, due to Covid 19 we need to review prior to 21/22	Summer 2021	Housing Services Districts and County Council Registered Providers & Faith Group Communities	Continual review of SWEP required to ensure it meets the needs of those it is designed to support.
We will support the Assertive Outreach Team in coordinating an annual count or estimate of the number of people rough sleeping in Gloucester	Agree with partners on this year's street count	Annual rough sleeper estimates	Housing Services District authorities P3	On-going
We will be in discussion with the faith community and Homeless Link on to improve the participation arrangements in relation to rough sleeping, acknowledging the role the faith community play and other stakeholders	Discussion with partners to commence Sept 19	Autumn 2019	County Homelessness Co-ordinator Faith forum Wider stakeholders	Completed
Explore 'Move on' funding with Registered Provider partners to expand the availability of move-on accommodation from supported housing environments	Commencement August 19	Winter 2019	Registered Provider partners.	Completed
Keep under review 'No Recourse to Public' Funding arrangements in light of any changes associated with Brexit	Monitoring Government announcements and legislation	Autumn 2019	Housing Services	Completed

Embed the arrangements for the new 'Vulnerable Women' commissioned project and learn from the outcomes and findings	Support to vulnerable women in conjunction with the Nelson Trust	August 2019	Housing Services County Council Nelson Trust	Completed
Review arrangements for those clients with Mental Health (MH) or Learning Disabilities (LD) who are at risk of rough sleeping and improve partnership working if required.	Explore linkages with LD/PD Commissioners.	On-going	Housing Services County Council	On-going
We will review intelligence concerning rough sleepers through Street Aware initiative and seek to adapt practices to ensure we divert rough sleepers from the streets at the earliest opportunity	Review outcomes	Ongoing	County Homelessness Co-ordinator Project Solace	On-going



<b>Meeting:</b>	<b>Cabinet Council</b>	<b>Date:</b>	<b>8 November 2023 16 November 2023</b>
<b>Subject:</b>	<b>Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan – Public consultation (Regulation 18)</b>		
<b>Report Of:</b>	<b>Cabinet Member for Planning and Housing Strategy</b>		
<b>Wards Affected:</b>	<b>ALL</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Adam Gooch – Planning Policy Manager</b>		
	<b>Email: adam.gooch@gloucester.gov.uk</b>	<b>Tel:</b>	<b>39- 6836</b>
<b>Appendices:</b>	<b>1. Draft Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan Consultation Document</b>		

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To seek approval for public and stakeholder consultation in relation to the Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan consultation document (Appendix 1).

**2.0 Recommendations**

2.1 Cabinet is asked to **RECOMMEND** to Council that:

- (1) the Strategic and Local Plan Consultation Document (Appendix 1) be approved for consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012
- (2) authority be delegated to the Head of Place, in consultation with the Cabinet Member for Planning and Housing, to prepare diagrams illustrating the general location of development options for inclusion in the consultation document, and to make any other necessary minor amendments, corrections and additions to the document prior to publication for consultation.

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

- (1) the Strategic and Local Plan Consultation Document (Appendix 1) be approved for consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012

- (2) authority be delegated to the Head of Place, in consultation with the Cabinet Member for Planning and Housing, to prepare diagrams illustrating the general location of development options for inclusion in the consultation document, and to make any other necessary minor amendments, corrections and additions to the document prior to publication for consultation.

### **3.0 Background and Key Issues**

- 3.1 In July 2023, the City Council approved a new Local Development Scheme (LDS) for the preparation of a new Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan (SLP). Around the same time, Cheltenham Borough Council and Tewkesbury Borough Council approved a similar LDS, supporting the progression of the SLP.
- 3.2 The SLP will set out the strategic development strategy; development requirements (for example new homes and jobs); cross-boundary strategic and other policies where there is value in a consistent approach; and 'locality policies', which address issues and opportunities of only local significance.
- 3.3 Once adopted, the SLP will supersede the adopted Joint Core Strategy (JCS), and for Gloucester City Council, the Gloucester City Plan (GCP) and any saved policies from the 1983 Local Plan. Details of the SLP programme are provided at Section 8.
- 3.4 The purpose of this report is to seek approval from Council to hold the first full consultation on the emerging SLP. At this early stage, the purpose of the consultation is to:
- Introduce the concept of the SLP, the timeframe it should cover and explore the issues the SLP should seek to address.
  - Present and consult on a draft Vision and draft Strategic Objectives, drawing on existing plans and council priorities, strategies and commitments.
  - Explore what will constitute a 'strategic matter' where a single cross-authority policy approach is necessary or desirable, and what are local matters relevant to individual councils or localities only.
  - Consider how the SLP can deliver the legal requirement to adapt and mitigate the implications of climate change, and deliver on the councils' climate change commitments, testing how the statutory development plan can be used to drive change.
  - Consider how much development, such as new homes, retail, employment land and infrastructure, the SLP should plan for.
  - Consider the alternative options for meeting development needs in ways that deliver genuinely sustainable development, drawing on an updated understanding of the capacity of the urban areas to accommodate development on brownfield and other sites in the urban areas.
- 3.5 At this early stage in the process, the statutory purpose of a Regulation 18 consultation is to ask people what they think the Plan should contain and help inform emerging priorities. Accordingly, the consultation document relies on emerging evidence, some of which is new and some updating that of the JCS. Evidence preparation is an ongoing workstream and will be informed by the findings of the Regulation 18 consultation.



- 3.6 Once approved by all three SLP authorities, consultation will commence. This will be undertaken in accordance with each council's adopted Statement of Community Involvement (SCI); Gloucester City Council adopted a new SCI in September 2023. The consultation last for at least eight weeks and be framed around a series of questions, supported by events and consultation methods appropriate to the scope of the consultation. Comment will be invited from our various communities, the development industry, infrastructure/service providers and others with an interest in growth.
- 3.7 The consultation document will be accompanied by an emerging evidence base. This will include the Housing and Economic Land Availability Assessment (HELAA) which Government requires local planning authorities to maintain. The HELAA is a preliminary assessment, including mapping, of individual sites which have been submitted to the Council, or identified by officers, for consideration as development options. The consultation document itself will include various diagrams derived from the HELAA, illustrating broadly the various potential development locations being promoted to the councils which would be associated with each of the six development scenarios. The graphic design work in drawing up these diagrams is currently underway and will be shared with members prior to the consultation launch. It is important to note, however, that the inclusion of land on any accompanying maps or diagrams does not mean it is to be regarded as suitable or even available for development; nor that it will be supported by the local planning authorities. Decisions on preferred options for any sites and locations will only emerge at later stages in the plan-making process.
- 3.8 The adopted LDS identifies the intended programme for the preparation of the SLP. Following this consultation, focus will turn to the preparation of a Draft Preferred Options SLP. This will include a draft strategy, site allocations and policies, and be published for consultation in early 2025 (also under Regulation 18). To support this stage, it will be necessary to undertake a large amount of evidence to justify the plan and demonstrate its deliverability, including for example detailed transport modelling, an assessment of different site alternatives, and a new assessment of the need for new homes and employment land.
- 3.9 This will be followed by Publication of the Pre-Submission draft SLP (under Regulation 19) in early 2026, followed by Submission to the Secretary of State for independent examination.

#### **4.0 Social Value Considerations**

- 4.1 As the SLP progresses, there is an opportunity to secure social value through development opportunities, for example Employment and Skills Plans. However, at this early stage the focus is on considering the issues the plan should aim to address, with social value considerations further along the plan-making process.

#### **5.0 Environmental Implications**

- 5.1 The SLP will be a plan to meet development needs in a way which achieves sustainable development, including addressing the causes of climate change, mitigating its effects and promoting nature recovery. The SLP will also include policies to safeguard against other environmental effects of development. All local plans are required to be informed throughout their preparation by a Sustainability Appraisal

(SA) incorporating Strategic Environmental Assessment and Equalities Impact Assessment (EqIA). A draft SA report has been prepared to inform this Regulation 18 stage, including evaluating the likely sustainability effects of the draft vision, objectives, and spatial options.

5.2 The emerging Plan is also required to be accompanied by a Habitats Regulations Assessment (HRA) to ensure adverse impacts on international habitats sites are avoided or, where this is not possible, effectively mitigated. A draft HRA has similarly been prepared to inform this Regulation 18 stage.

5.3 Both documents will be available to view on-line. This is an iterative process and future versions will inform decision making on the emerging Plan as the SLP progresses.

## **6.0 Alternative Options Considered**

6.1 This consultation considers different alternatives and invites comment on other alternatives that should be considered through the SLP process.

## **7.0 Reasons for Recommendations**

7.1 The City Council agreed to the preparation of the Cheltenham, Gloucester and Tewkesbury SLP in July 2023. This represents the first full consultation of the SLP under Regulation 18 and is an opportunity for the community and stakeholders to engage early in the process and inform the scope of the Plan.

## **8.0 Future Work and Conclusions**

8.1 Once approved by all three SLP authorities, consultation will commence for a minimum period of six weeks.

8.2 This is the first consultation in relation to the SLP. The programme for preparation of subsequent stages is set out the adopted LDS 2023.

## **9.0 Financial Implications**

9.1 Consultation activities are included within the overall SLP budget.

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

## **10.0 Legal Implications**

10.1 In preparing a local plan, under regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, a local planning authority must notify:

- Consultation bodies that may have an interest in the subject of the proposed local plan/as the local planning authority considers appropriate; and
- Such residents and other persons carrying on business in the local planning authority's area which it considers appropriate to invite representations.

of the subject matter of the local plan which it proposes to prepare and invite them to make representations about what a local plan with that subject ought to contain.

- 10.2 The local planning authority must take into account any representations made to them in response to those invitations and may carry out more than one Regulation 18 consultation in preparing a local plan. There is no minimum period for consultation at this stage of the plan making process, as opposed to the Pre-Submission stage which requires a minimum of 6 weeks.
- 10.3 Under section 19(3) of the Planning and Compulsory Purchase Act 2004 in preparing the local plan the authority must also comply with their Statement of Community Involvement.

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

### **11.0 Risk & Opportunity Management Implications**

- 11.1 The main risk at this stage relates to the Government's proposal for reform to the planning system. However, the scope of the consultation and the questions that are asked will be relevant regardless of any proposed changes to the planning system.
- 11.2 As part of the consultation events will be held at external venues. Risk assessments will be undertaken to ensure the safety of staff and the community.

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

- 12.1 A PIA Screening has also been undertaken, which demonstrates impacts at this stage of the process are neutral.
- 12.2 Furthermore, the SA process (see Section 5) incorporates EqIA. This is a tool that enables the councils to consider the likely impact of the SLP on different groups who share a protected characteristic, as defined by the Equality Act. It is an iterative process and future versions will inform decision making on the emerging Plan as the SLP progresses.

### **13.0 Community Safety Implications**

- 13.1 See Section 11.

### **14.0 Staffing & Trade Union Implications**

- 14.1 None

**Background Documents:** Local Development Scheme (July 2023)

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# **DRAFT**

**Cheltenham, Gloucester and Tewkesbury**

**Strategic and Local Plan**

**Issues and Options Consultation  
(Spatial options and key policy areas)  
October 2023**

Version Control: Council Draft Version 30 October 2023

**DRAFT**

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## About this Consultation

The Cheltenham, Gloucester and Tewkesbury area is home to around 350,000 people, roughly 180,000 of whom are either working or looking for work. The population of the area is growing; it is forecast that an additional 23,000 families will form and make the area their home over the next 20 years. Our area is also an attractive and desirable place for people to move to for lifestyle reasons. The area's strategic location on major road and rail corridors is also expected to assist in continued economic growth with some forecasts projecting a further 36,000 jobs could be created across Gloucestershire by 2041.

The population of the area is also ageing, partly because generally people are healthier and living longer, and younger people often move out of the area.

We have very significant demands and pressures. For example:

- Housing is becoming increasingly unaffordable for people – both to rent and to buy with challenges and concerns around security of tenure. It is widely acknowledged that the nation is facing a housing crisis. In large part, this is due to a shortage in the number of new homes being built and the right type of housing to rent that is affordable or being able to buy at a price they can afford.
- The children of today will soon be grown up, looking for jobs and starting families of their own, without necessarily wanting to move away from their roots. They will need somewhere to live, work and send their own children to school in a way that is affordable. In June 2023 the Office for National Statistics reported that the average UK house price was £288,000, well beyond the reach of many.
- The affordability of rural housing is a particular challenge with recent analysis by the National Housing Foundation reporting that social housing waiting lists grew by 31% in the three-year period up to 2022, compared with a 3% increase in urban areas.
- People in their middle years may be looking forward to a well-earned retirement and will expect to be able to live in homes and neighbourhoods which are suitable for their long-term needs.
- Older people may well need secure, supported forms of accommodation, whilst retaining as much independence as possible.
- People will rightly expect health, transport, education, retail and other essential services and facilities to be of a decent standard and at an affordable level and for services and facilities to keep pace with growth.
- Business leaders see our outstanding environment with easy access to a skilled workforce and good road and rail connections, and want to locate in the area to invest in businesses and job creation in the area.
- Meanwhile, the agricultural sector continues to diversify in the face of acute structural and climate changes, whilst tourism and recreational demand has surged in many areas of the countryside, alongside other new opportunities for the rural economy.
- In addition to the challenges posed by a growing/ageing population and a prosperous economy, other issues to think about are:
- Accessibility and Transport: From a global to a local level, people need to have lower carbon choices available to them including how they travel to access jobs, schools, healthcare, shops and other services, and how they source energy to heat their homes and workplaces.

- Air Quality: New development may exacerbate air pollution issues. The main sources of air pollution come from road emissions with consequential adverse impacts on health and wellbeing.
- Biodiversity and Geodiversity: The conservation of biological and geological diversity (including a reversal of the current trend of biodiversity loss) and the protection and monitoring of endangered and vulnerable species and habitats. The government has introduced a mandatory requirement for 10% Biodiversity Net Gain (BNG) for all developments. There is a need to enhance water quality in watercourses in part to help improve the ecological status of rivers.
- Climate Change: People are concerned by the threats posed by climate change – for example through increased flooding and, extremes of weather and risks to food security. There is a need to increase low-carbon and renewable energy generation and usage. There is a need to increase the quality and quantity of green infrastructure to provide different benefits including improved carbon storage, urban cooling, natural flood resilience/flood water storage. Green infrastructure can provide a more attractive public realm to encourage active travel, as well as providing movement corridors for wildlife.
- Economy: With digital technology and changing social expectations, we are now shopping, working, travelling and spending leisure time in different ways to the past. This is shaping our town centres, employment patterns and how goods are delivered, how we interact and receive services and making us need to rethink how services and infrastructure will need to be planned for.
- Historic Environment: There is a need to protect and enhance heritage assets.
- Landscape and Townscape: There is a need to ensure that certain areas of particular importance are protected, which includes the Cotswold Area of Outstanding Natural Beauty (AONB), Sites of Special Scientific Interest (SSSI), Cotswold Beechwoods Special Area of Conservation (SAC), and Local Green Space. There are also more sensitive areas within townscapes that will need to be protected and enhanced.
- Natural resources: New development on greenfield land would be likely to result in irreversible loss of soil including the Best and Most Versatile agricultural land. New development and increased population would be likely to place pressure on water resources. There is a need to consider the potential impact on water quality.
- Population and Health: There will be increased pressure on health facilities. There are health inequalities, particularly in Gloucester City. There are various pockets of deprivation. There is also social isolation and loneliness amongst the wider population. It is important to support strong, vibrant and healthy communities.

Plan-making is central to delivering change. By way of example, this can be seen through the progress of the Golden Valley Development. Starting from a strategic allocation in the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy in 2017, this scheme is now progressing on its planning journey to create a vibrant, pioneering Garden Community integrating hi-tech business, residential and leisure uses, and creating a destination of global significance. By understanding our economy and facilitating the jobs and skills for local people, we can build a resilient and sustainable long-term strategy for growth.

We should also be mindful that the population and development pressures will materialise whether we plan for it or not. But the cost of failing to prepare a plan would result in great uncertainty as to where and how development would take place. It would lead to unplanned development which



would not occur in tandem with co-ordinated new infrastructure and would not enable a co-ordinated approach to climate change mitigation and nature recovery.

We must respond now by making long-term decisions over how our area should look and feel in the future. We need a plan. This consultation marks an important early step in preparing a Strategic and Local Plan – or “SLP”. The SLP will apply to the whole area covering Cheltenham, Gloucester and Tewkesbury and will address the issues outlined above. The councils need your help in drawing up that Plan.

### **What is a Strategic and Local Plan and why do we need one?**

Once agreed, the SLP will set out a vision for at least 15 – 20 years for our part of Gloucestershire to address exactly the sorts of complex growth needs described above. It’s about making decisions now for a future which will give everyone the best possible chance to live healthy and prosperous lives in whatever way they may choose. It’s equally important that we do this in ways which will not prevent future generations from also doing so.

The three councils are working together to draw up the Plan because, although we are separate councils with our own unique identities, the issues we are trying to address (things like housing needs, employment, environmental and climate change action), and the policies that will be needed to solve them, do not fit neatly to administrative boundaries. These are shared questions which will require shared answers.

Thinking about individual experiences, we may live in one area but go to work in another or we may spend leisure time in one area but access school or health services in another. Our Plan needs to recognise the complex ways in which people live their day-to-day lives.

So, we are working together to make sure we are being as effective as we can in making sure the needs of the existing population as well as the growth needs of future generations are met.

# 1. Introduction and context

- 1.1 Since 2008, Cheltenham, Gloucester and Tewkesbury councils have worked together to produce a strategic plan covering their three areas. This resulted in the adoption of the Joint Core Strategy (JCS) in 2017, which provided a strategy for how the three areas would develop.
- 1.2 Major changes have happened since then including the effects of a global pandemic. that has touched our lives in many ways. As councils we have recognised climate change and ecological emergencies and understand that we have an active role to play in managing change that has these principles at its heart.
- 1.3 The three authorities have sought to influence national planning policy, including through responding to government consultations and lobbying by Councillors. Through the journey of the plan making route of the SLP, we anticipate change, but it is important that we make progress and build a plan that is flexible and able to adapt.

## **What's happened so far?**

- 1.4 In the summer of 2023, the three councils agreed to produce a single plan rather than separate plans. The new approach to plan-making for the three local authorities was agreed through an update to their Local Development Schemes in July 2023. The new plan will be called the Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan (SLP). Gloucestershire County Council has also joined the SLP as a partner.
- 1.5 The councils have worked with other councils in Gloucestershire to produce evidence to support the emerging plan. This includes information on how many new homes and jobs might be required in our area, and a review of issues and opportunities in our city and town centres.
- 1.6 Much more evidence gathering is either underway or will be produced later, including for example a new strategic flood risk assessment and a review of the Green Belt. More information is available on our website (insert website link).

## **What is the purpose of this consultation?**

- 1.7 Now that the new approach to plan-making has been agreed by Cheltenham, Gloucester and Tewkesbury councils, we want to present what work has been completed so far and engage with you on some key matters to help further develop the principles and priorities. These are:
  - a) What should the Vision be for the SLP? (i.e., what will the area be like as a place to live by the end of the plan period?)
  - b) What Strategic Objectives are necessary to deliver the Vision?
  - c) What are the strategic, cross-boundary issues and opportunities where a shared policy approach is necessary or desirable?
  - d) What are the local issues and opportunities that each council should address in its own section?
  - e) How much development is needed and are there any priority locations for growth?

- f) Are there areas where growth should not take place or where it would be unsustainable?
- g) How could development be delivered in a way that meets the Vision?
- h) How should the plan respond to climate change and ecological emergency?
- i) How should the plan ensure that Cheltenham, Gloucester and Tewkesbury thrive for our residents, businesses and visitors?

1.8 At the end of each section there are a set of questions that we'd like to explore.

### **Responding to the consultation**

1.9 This focused consultation will last for XXXXXXXX weeks between XXXXXXXX and XXXXXXXX. Comments should be received by 11.59pm on XXXXXXXX.

1.10 To raise awareness and encourage feedback, some events have been organised where officers will be on hand to answer questions. Full details, along with details of how to respond to the consultation are available on the SLP website.

1.11 The councils will review all comments that are made and will summarise the main issues. These will be used to help shape the next stage of the SLP.

### **Working with other councils and stakeholders**

1.12 Councils have a duty to engage with other local authorities and stakeholders in seeking to address strategic, cross-boundary planning matters. The Gloucestershire district councils and county council have formalised this in preparing an agreement to a 'Gloucestershire Statement of Common Ground' (SoCG). This includes 37 agreements on different issues such as climate change, the delivery of development needs, flood risk and transport and has been approved by all the councils.

1.13 At this early stage in the SLP process, conversations are ongoing on the various strategic planning matters and will continue as the plan progresses.

### **Sustainability Appraisal (incorporating Strategic Environmental Assessment) and Habitats Regulations Assessment**

1.14 The SLP will be a plan to meet development needs in a way which achieves sustainable development, including addressing the causes of climate change, mitigating its effects and promoting nature recovery. The SLP will also include policies to safeguard against other environmental effects of development. All local plans are required to be informed throughout their preparation by a Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment. A draft SA report has been prepared to inform this Regulation 18 stage, including evaluating the likely sustainability effects of the draft vision, objectives, and spatial options.

1.15 The emerging Plan is also required to be accompanied by a Habitats Regulations Assessment (HRA) to ensure adverse impacts on international habitats sites are avoided or, where this is not possible, effectively mitigated. A draft HRA has similarly been prepared to inform this Regulation 18 stage.

1.16 Both documents are available to view on-line. This is an iterative process and future versions will inform decision making on the emerging Plan as the SLP progresses.

## **Planning reform**

- 1.17 At the time this consultation is being undertaken, the Government is progressing various changes to the planning system. If implemented, these will lead to significant change and will impact the way Plans are prepared, what they look like and how long they take to prepare.
- 1.18 However, at this stage of the process, the councils are exploring broad issues with the community and stakeholders, such as the plan timeframe, what it should address, how much development is needed and how could that be delivered sustainably. This should be relevant to the plan, regardless of the system within which it is prepared.
- 1.19 The councils are very aware that plans take a long time to prepare and there are many benefits of having an up to date, adopted plan. With that in mind, the councils are keen to progress the preparation of the SLP as quickly as possible. Key milestones are set out in the approved Local Development Schemes.

DRAFT

## 2. Strategic and Local Plan

2.1 The SLP will be a new plan that will cover the areas of Cheltenham Borough Council, Gloucester City Council and Tewkesbury Borough Council. The area covered by the SLP is shown in the map below:

Map showing area covered by the SLP:

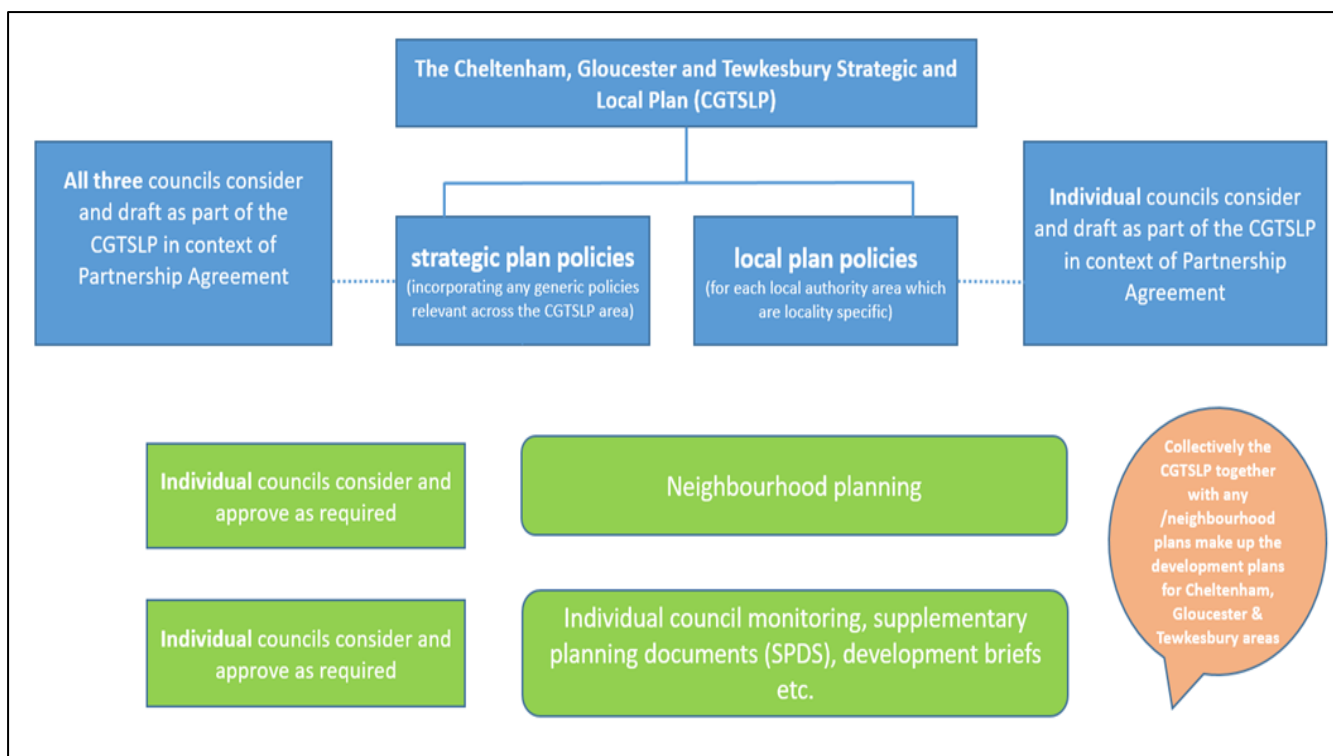
*Insert map showing extent of SLP area*

2.2 It will be a document containing policies which are used in making decisions on planning applications. It will:

- Set a clear vision, strategy and policies for how the area will grow, providing clarity for what development will and will not be acceptable.
- Set out requirements for the delivery of new homes, jobs and infrastructure to meet the needs of the community and the local economy in a way that is sustainable and addresses our commitments to climate change.
- Provide a strategic framework for Neighbourhood Plans, which can be developed by communities.

2.3 Taken together, the SLP, along with Neighbourhood Plans (which are approved by local communities through a referendum process), the Waste Local Plan and Minerals Local Plan (both prepared by Gloucestershire County Council), form the statutory 'Development Plan' for our area. The development plan comprises a number of different documents that set out planning policies, which are used to decide whether to approve planning applications and to seek to ensure that the right type of development takes place. The proposed structure of the SLP is shown below.

*Diagram showing the structure of the Cheltenham, Gloucester and Tewkesbury Strategic and Local Plan*



2.4 It is intended that the SLP will provide strategic policies that cover the entirety of the council areas. The National Planning Policy Framework (NPPF) defines, at paragraph 20, what strategic policies should cover:

*‘Strategic policies should set out an overall strategy for the pattern, scale and design quality of places, and make sufficient provision for:*

- (a) housing (including affordable housing), employment, retail, leisure and other commercial development;*
- (b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- (c) community facilities (such as health, education and cultural infrastructure; and*
- (d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change and adaptation.’*

2.5 Strategic policies should look ahead at least 15 years from when a council adopts the plan but can look further ahead for larger scale developments to take into account timescales for the development(s). They should not go into detailed issues. The SLP will then include separate sections that cover each local authority area only, providing ‘locality policies’ that address issues and opportunities specific to that area.

2.6 The approach taken in the currently adopted plans for Gloucester and Cheltenham councils is that the JCS provided all of the strategic policies, and the district plans provided locality policies. The Tewkesbury Borough Plan took a slightly different approach in providing both strategic and locality policies.

- 2.7 The SLP is an opportunity to reconsider what issues are of strategic cross-boundary importance where a single overarching policy approach is necessary or desirable. Equally, what is a local matter that is just relevant to one of the councils and should be a locality policy. This will remove repetition and duplication and help with the useability of the Plan.
- 2.8 It is also necessary to consider what time frame the SLP should cover. As discussed above, the Government requires a plan to cover a period of at least 15 years from the point of adoption. Where the plan includes larger sites that will take longer to develop, the vision and policies can cover a long period of at least 15 years.
- 2.9 At this early stage, preferred development sites have not been identified. However, sites promoted to the councils to date including by landowners, agents and the wider community are presented. It should be emphasised that this consultation does not seek to allocate sites but presents them as part of the wider evidence base. Some sites are big enough to justify a longer period if they were to be chosen. However, the longer the timeframe of the plan, the greater the need for development and infrastructure that will need to be addressed in the plan.
- 2.10 The current timetable for the SLP is for submission to the Secretary of State in April 2026. The Secretary of State will then appoint an independent Planning Inspector who will then examine the SLP. On this basis, the SLP would need to plan up to at least 2041. Finally, once adopted, it is intended that the SLP will replace all policies in the JCS and district plans. It will then be necessary to review the SLP every five years.
- 2.11 It is also important to consider what the SLP will not cover. With plan making in the past, we have often extensively duplicated elements of planning policy that are set out in the NPPF and Planning Practice Guidance (PPG). This can increase complexity and at times be confusing for users of the development plan. Therefore, we will aim for the SLP to be focussed, remove duplication, and provide appropriate signposting.
- 2.12 As you review the following summaries of key issues and questions, we ask you to be focussed and succinct in your responses. This will aid drawing together the consultation response report as quickly as possible and will assist in identifying the main issues raised.

#### Questions

- 1. How far into the future should the Strategic and Local Plan cover?**
- 2. Are there any strategic policy topics, not identified above (paragraph 2.4), which should also be considered?**
- 3. What local policy topics are unique to only a council area, neighbourhood or community?**

### 3. Draft Vision and Strategic Objectives

- 3.1 The SLP needs to provide a positive Vision for the development of the area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings (NPPF, paragraph 15).
- 3.2 The Vision should be supported by Strategic Objectives, which set out the key ways that it will be delivered. The Vision and Strategic Objectives provide the foundation on which the plan's strategy and policies are then based. Visions should be bold and ambitious, but realistic, and set the approach for at least the next 15 years.
- 3.3 The adopted JCS and district plans provide the most recent Vision and Strategic Objectives for our area. These drew on the priorities of the councils and national planning policy at that time. Since this time however, the councils have reviewed and updated their priorities, for example through the preparation of new corporate strategies and plans. The Government's expectations and priorities for local plans has already changed, with the publication of a new NPPF. As a result, there are a number of key planning issues which the SLP will need to address, and which will shape the Vision and Strategic Objectives. The key issues are:
- a) The need to address the causes and mitigate the effects of climate change.
  - b) The need to promote nature recovery.
  - c) Recognising and addressing the implications of an ageing population and improving health opportunities alongside creating opportunities for our young people to want to stay in our area rather than needing to look outside of the SLP area due to a lack of opportunities.
  - d) Ensuring the right amount of land for homes and employment is identified to meet needs throughout the duration of the Plan's period.
  - e) Ensuring that people can access the right types and sizes of homes at an affordable price, including those with specialist housing needs such as travellers and people with disabilities.
  - f) Ensuring new homes and jobs are provided in locations where services and facilities, including community facilities, can be accessed by a choice of means of transport, including public transport, walking and cycling.
  - g) Providing the right types of employment land to meet the needs of modern urban and rural business and as a vehicle for inward investment.
  - h) Putting placemaking at the heart of development and securing high quality design and respecting the character of our existing communities and the surrounding landscape.
  - i) Managing town, city and other centres in a way which responds to changing shopping and leisure habits, including in the rural area.
  - j) Identifying and facilitating the infrastructure, including (but not limited to) education; transport, e.g. mass rapid transit routes; health; e.g. GP surgeries; green infrastructure, and digital infrastructure, that are needed to support growth and our communities.
  - k) Ensuring the SLP's proposals are viable and deliverable.
- 3.4 Considering these issues, a review of the existing Vision and Strategic Objectives has been undertaken and a new draft provided below for comment. Many of the elements of the existing Vision and Strategic Objectives remain valid. For example, the need to deliver the



right amount and type of new homes and jobs and ensuring that developments occur in sustainable locations.

- 3.5 However, some elements need updating or there is a need to reflect a new or stronger priority. This includes for example the need to address the implications of climate change, with each council making strong commitments that require delivery over the coming years and importantly, through the SLP.

**Draft Vision**

*By 2041, and beyond for larger scale developments, the Cheltenham, Gloucester and Tewkesbury area will have harnessed the opportunities of green growth to create thriving, beautiful, energy efficient, resilient and healthy places. Growth will have afforded the highest possible quality of life for all in a manner which achieves carbon reductions and addresses the causes and effects of climate change.*

*Investment in training, skills and development will have attracted and retained a younger workforce and provided new premises and flexible workspaces to support a flourishing circular economy in both urban and rural areas. Inward investment, innovation and growth in key sectors including, amongst others, cyber and digital-tech, food/agri-tech, advanced engineering and tourism will have been fostered.*

*People's housing needs will have been met through the provision of sustainable, high-quality market, affordable and other specialist homes set in beautiful, safe places and conforming to sustainable standards of design and construction. The focus will have been on making best possible use of brownfield sites in built up areas and large-scale, comprehensively planned new development to ensure our valuable green spaces and highest quality farmland are preserved. The vital role of the area's city centre, town centres and high streets will have been improved through careful management of development and land uses.*

*Growth in sustainable locations will have enabled the provision of healthy, accessible and walkable neighbourhoods, the promotion of active travel and sustainable travel, and provision of new transport systems that work for local people.*

*Growth will have been supported by the provision of a range of essential digital, transport, community and other infrastructure. Equally, alongside conserving the area's special landscapes and its attractiveness as a place to visit, a network of interconnected green spaces and waterways will have secured a high-quality environment for people and nature. Together with necessary retention and management of existing sports and leisure facilities, this will have unlocked opportunities for healthy lifestyles, inclusive access to sport and recreation, active flood risk management and improvements to biodiversity.*

*The area's thriving cultural offer will have flourished, and its rich diversity of heritage assets preserved through carefully considered developments and enhancements.*

## **Draft Strategic Objectives**

### **Meeting the challenges of climate change**

- 1. Ensure that growth contributes to decarbonisation through reduced reliance on fossil fuels and achievement of biodiversity net gain; and the delivery of zero and low carbon development that is resilient and adaptable to climate change incorporating measures to aid urban cooling and biodiversity such as green walls and tree planting.**
- 2. Ensuring growth takes place in sustainable locations that minimise the need to travel and provide genuine sustainable transport and active travel options.**
- 3. Making the most effective use of previously developed land, including higher density development in city and town centres and other locations well served by public transport.**
- 4. Ensure development effectively integrates with existing development, and/or is a self-contained development that provides shops, services, facilities through walking, cycling or public transport.**
- 5. Delivers low and zero carbon energy development, making the most effective use of renewable energy opportunities, both in new developments and off-site energy generation.**
- 6. Ensure development is located in areas that are not liable to flooding, considering the implications of climate change, making effective use of sustainable drainage systems and natural flood management techniques. Ensure that existing infrastructure is adequately protected from the threat of flooding, and that existing flood defences are protected and enhanced.**
- 7. Ensure development incorporates measures to reduce waste.**
- 8. Ensure people can make carbon friendly choices at home by providing easy to use cycle storage, covered space to dry washing outside, space to grow food and compost.**

### **Building strong, competitive and sustainable urban and rural economies**

- 1. Providing the right conditions and sufficient land in the right locations to support existing and new businesses and deliver the 'green growth'.**
- 2. Improve the area's economic resilience, supporting a highly skilled workforce, skills and educational development attainment. Providing the right environment for business start-ups, entrepreneurship, and the improvement and expansion of education and training facilities to develop the skills employers need.**
- 3. Supporting the needs of agricultural businesses, encouraging farm diversification, the development of small rural business units, the conversion of existing buildings for rural business use, appropriate expansion of existing businesses.**
- 4. Supporting effective home working through provision of housing with adequate space and services.**
- 5. Developing the area's role as a tourist destination, building on the unique and varied cultural offer that already exists.**
- 6. Ensuring access to high speed, reliable full-fibre broadband connectivity in both urban and rural areas.**

***Ensuring strong and vibrant city and town centres***

- 1. Ensuring a network of city and town centres that meet the needs of communities, including supporting cultural uses and events, and that are able to respond and evolve as the role and function of centres changes.***
- 2. Support the provision of a wide range of different uses appropriate to city and town centres, including new homes, to create activity at different times of the day and build an active city and town centre community.***
- 3. To draw on the uniqueness of the different centres in planning for their future.***

***Delivering a wide choice of homes that meet the needs of our communities***

- 1. Delivering sufficient new homes in the right places to meet the needs of our communities, including market and affordable, specialist homes (e.g. older persons), Gypsy, Travellers and Travelling Showpeople and those wishing to build their own homes (self and custom build homes).***
- 2. Delivering housing of the right size, type and tenure to create mixed and balanced communities, in sustainable locations and with good access to shops, services and facilities.***

***Delivering well designed, beautiful and safe places***

- 1. Supporting the creation of high quality, beautiful and sustainable buildings and places through good design.***
- 2. Ensuring that new development is integrated well with existing communities and providing well-located infrastructure which meets the needs of communities;***
- 3. Creating a strong sense of place through high quality and inclusive design that respects and enhances local distinctiveness.***

***Prioritising sustainable transport and active travel***

- 1. Reducing the need to travel by creating real options for healthy, accessible and walkable neighbourhoods where key services are available without the need to use motorised transport;***
- 2. Promoting the use of sustainable travel modes by improving existing and providing new frequent public transport links and safe walking and cycling routes in all new developments;***
- 3. Reducing reliance on the private vehicle by improving access to services in rural and urban areas through new development, improved integrated transport links and supporting local and community led transport initiatives in the Local Transport Plan;***
- 4. Creating a genuine choice between different modes of transport by integrating new development with existing networks and enhancing these wherever possible.***

***Making as much use as possible of brownfield land and conserving and enhancing the natural and historic environments***

- 1. Protecting and enhancing the area's unique historic and cultural environment, archaeological heritage and geological assets whilst enabling appropriate development that facilitates the cross-cutting objectives of sustainable development;***

- 2. *Conserving, managing and enhancing the area's unique natural environment and biodiversity, including its waterways, Sites of Special Scientific Interest (SSSI), the Cotswolds National Landscape, and areas of landscape and biodiversity importance, and maximising the opportunities to use land to manage flood water;***
- 3. *Ensuring developments support green infrastructure and improve existing green infrastructure within urban and rural areas to provide movement corridors for people and wildlife.***

***Promoting healthy and resilient communities***

- 1. *Delivering new developments that are supported by the necessary social and community infrastructure, including schools, open space, playing fields, community facilities and green and blue infrastructure and promote community cohesion.***
- 2. *Supporting and safeguarding village shops that serve the everyday needs of local communities.***
- 3. *Delivering new developments that are fully integrated into the green infrastructure network to allow people access to nature and green spaces to maximise wellbeing and active travel opportunities.***
- 4. *Ensure new developments create high quality living environments and prioritise health and mental wellbeing.***
- 5. *Ensure that all homes have useable functioning amenity space that allows residents the opportunity to live, work and relax outside.***

**Questions**

- 4. Do you agree with the draft Vision?**
  - a. If not, what changes would you like to see?**
- 5. Do you agree with the draft Strategic Objectives?**
  - a. If not, what changes would you like to see?**

## 4. Planning for climate change and nature recovery

- 4.1 The SLP will need to support the transition to a low carbon future and help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience. It will also need to respond to a significant decline in biodiversity over many decades and protect important habits and support nature to recover.
- 4.2 The proposed Vision and Objectives set out that the SLP should meet the challenges of climate change, deliver green growth, prioritise sustainable and active travel, making as much use of brownfield land, ensuring nature recovery, and promoting healthy and resilient communities.
- 4.3 This would mean ensuring:
- Development is located in the most sustainable locations.
  - New homes and buildings are of high quality, low and zero carbon, and energy efficient whilst creating and storing their own energy.
  - Providing secure and local energy supplies; making the places people live and work rich in wildlife and close to valuable natural spaces.
  - Making it easier for people to move around in healthy ways to access services close to their homes without relying heavily on the private car.
  - Protecting people and infrastructure from flooding.
  - Encouraging the reuse of existing resources, including the conversion of existing buildings.
  - Supporting renewable and low carbon energy and associated infrastructure.
  - Supporting measures to promote conservation, restoration and enhancement of priority habitats, protect and support the recovery of priority species, and support biodiversity improvements.

### Issues

- 4.4 Scientists have widely reported that the UK's first 40°C day, in summer 2022, was the clearest indication yet that climate change has arrived in England. The Government advisory body, The Climate Change Committee has noted increases in heat related deaths and the disruption to infrastructure climate change is causing in the UK, and that its impacts will intensify in coming decades.
- 4.5 The UK Government and each of the SLP councils have declared a climate change emergency. In the face of this emergency, the councils have committed to become net zero (achieving a balance between the carbon emitted into the atmosphere, and the carbon removed from it) by 2045 at the latest. There are clear objectives and national targets in place to limit global temperature rise to 1.5. The UK has legally pledged to reduce economy-wide greenhouse gas emissions by at least 68% by 2030, and a 78% decrease in all emissions by 2035.
- 4.6 There is also a recognition that there has been a significant decline in living organisms over many decades, including animals, insects, plants, bacteria and fungi. The 'State of Nature' report from 2019 suggests there has been a 13% decline in the abundance of wildlife in the UK since the 1970s. It is essential that this decline is reversed, and measures are put in place to address this.

- 4.7 Certain habitats are also protected by law, for example Special Areas of Conservation (SAC), Special Protection Areas (SPA) and sites designated under the Ramsar Convention (Ramsar sites). They are protected by law because of their international importance. This includes, amongst others, the Cotswold Beechwoods SAC (located in Stroud District Council's area) and the Severn Estuary SPA and Ramsar site (located in the Forest of Dean District Council's area).

#### **Policy framework**

- 4.6 Local planning authorities are bound by a legal duty, to ensure that, taken as whole, planning policies contribute to the mitigation of, and adaptation to, climate change. The NPPF similarly requires a proactive approach to mitigating and adapting to climate change. It states that new development should be planned for in ways that help to reduce greenhouse gas emissions and provide a positive strategy for renewable and low carbon energy and heat.
- 4.7 It further requires that *"all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects."*
- 4.8 We know that climate change is bringing wetter winters and hotter, drier summers. It is important that the growth required to support our increasing population does not harm to the climate or the natural environment.
- 4.9 In terms of biodiversity, the Environment Act 2021 introduced a mandatory requirement for 10% 'Biodiversity Net Gain' (BNG), which comes into force in January 2024. This means that through development, the natural environment will be left in a measurably better state than it was beforehand. If possible, this should happen on-site.
- 4.10 The NPPF requires Plans to identify, map and safeguard components of local wildlife-rich habitats and wider ecological networks. Local plans should promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species. Plans should also identify and pursue opportunities for securing BNG.
- 4.11 It will be necessary to assess the likely impact on internationally protected sites, arising from growth, e.g. through more people living nearby, and worsening air quality. Emerging evidence will be kept up to date on the councils' websites.

#### **The role of a local plan**

- 4.12 In line with the NPPF, the SLP will need to take a proactive approach to mitigating and adapting to climate change, and supporting nature protection and recovery in a way that creates better and more equitable lives for the people of Gloucestershire. There are many areas where plan making can take action. These can be summarised as:
- Built environment – buildings, streets and hard landscaping such as public squares and car parks. The places where we live, work, access shops and services, what those places look like, where they are located, and how they function and are heated and cooled.

- Natural environment – Landscaping, open spaces, gardens, trees, woodland, hedgerows, plants and animals and their habitats, soil, ponds, streams, rivers and canals, and the flood plain.
- Movement – how we get around between places by supporting delivery of public transport, pedestrian and cycle links.
- Renewable energy – energy from sources that do not deplete (such as the sun, wind, geothermal, tidal) to heat, cool and run the built environment without creating harm to the natural environment.

4.13 The table below outlines some of the policy actions within each of the above categories that we might consider through the SLP.

Climate Change			
Built Environment	Natural Environment	Movement	Renewable Energy
Energy efficient homes, practical homes, the right location, layout, density, amenity space, design, materials, waste, allotments, air pollution, reuse, retrofit schemes, heating and cooling, insulation.	Flooding, sustainable urban drainage, green infrastructure, biodiversity (plants and animals), protecting soil, beautiful places, shading, sustainable urban drainage, agricultural land and food security, open space, management of waste and pollution, creation of carbon sinks through tree planting and wetland creation.	Sustainable transport, active travel, choice, proximity of jobs, shops and services, low emission vehicles, e-bikes, cycling and walking.	Homes and businesses generating their own power, making the most of wind and solar opportunities, air source heat pumps, ground source heat pumps, phasing out gas, decentralised, combined district heating.

4.14 While the focus of this element of the consultation is to engage people on the ways in which the SLP can respond to climate change, consultants working on behalf of the councils have prepared a Phase 1 Renewable Energy Study. This looks at locations across the SLP area that could be suitable for different forms of renewable energy, such as wind and solar. The study can be accessed via the SLP website. The Phase 2 study will focus on opportunities, including those that could be delivered through site allocations.

4.14 For nature recovery, there is an opportunity for the SLP to consider going beyond the minimum 10% improvement in biodiversity required by the Environment Act. However, this would be an additional cost to developers, and it is important to be mindful of viability, which is a challenge in some parts of the SLP area.

4.15 Where BNG is to be delivered offsite, the councils would like this to happen in a coordinated way that benefits the SLP areas and Gloucestershire more widely. The councils would like to

explore, through this consultation, if there are any site opportunities for BNG that the councils should consider.

- 4.16 With internationally protected sites, as discussed earlier it will be necessary for the SLP to assess the likely impact on those sites resulting from development, and to ensure that negative impacts are mitigated. The approach taken at present for most developments where there would be an impact, is for either the impact to be addressed on-site, or for a payment to mitigate elsewhere. That payment is used to:
- a) Provide measures on site (for example this could be a warden, new signs or paths), and
  - b) Deliver alternative sites, known as 'Suitable Alternative Natural Greenspace' (SANG), that are attractive to use and provide a genuine alternative for people to use, reducing pressure on the protected site.
- 4.17 To support this consultation, independent consultants have prepared a Habitats Regulations Assessment, which is available to view on-line.
- 4.18 Through this consultation, the councils would like to explore whether there are sites that should be considered as opportunities for environmental purposes through the SLP. This includes wildlife / biodiversity net gain and SANG, as well as recreation, flood risk mitigation, cooling and shading, carbon storage and food production.

#### Questions

6. In what ways do you consider the Strategic and Local Plan can most effectively address the impacts of climate change?
7. What measures and standards should the Strategic and Local Plan introduce in respect of the:
  - a. Construction and operation of new buildings?
  - b. Retention and reuse of existing buildings?
8. Should the Strategic and Local Plan require more than the mandatory minimum 10% Biodiversity Net Gain through development?
9. Are you aware of any land that could be identified for environmental purposes, such as wildlife / biodiversity net gain, recreation, flood risk mitigation, cooling and shading, carbon storage and food production?
10. Which key services and facilities do you think are most important to be provided within easy reach of developments?
11. Should we allocate sites in the SLP specifically for renewable energy generation or storage?
  - a. If so, what forms of renewable energy would be appropriate and in which locations?



## 5. Planning for community and business

- 5.1 A key part of good planning is ensuring that those who live in the area now as well as those who may live in the area in the future have a home that meets their needs. Whether that be an older household wishing to downsize; a young professional wishing to move out of their parents' home; or a growing family needing more space.
- 5.2 The planning system has a key role in addressing housing pressures and particularly the affordability of housing. This chapter explores what the housing policies in the SLP could look like to help to deliver the right homes in the places where they are needed.

### New homes

#### **What type of new homes might be needed?**

- 5.3 It is important to understand the types, sizes and tenures of homes that will be required to meet the wide range of different groups in the community.
- 5.4 The NPPF makes it clear that the housing needs of those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes should be catered for in local plans. However, this is not an exhaustive list. For example, some people express an interest for community-led housing, including co-housing, and other innovative forms of housing such as tiny homes.
- 5.5 The existing Local Housing Needs Assessment (2020) provides a snapshot of evidence in relation to the range of housing needs in our area. The councils will be updating this evidence. In the meantime, we would like to hear your views as to what forms of accommodation you think we should plan for in the SLP.

#### ***Affordable housing***

- 5.6 Housing is becoming increasingly unaffordable for people – both to rent and to buy with challenges and concerns around security of tenure. It is widely acknowledged that the nation is facing significant housing challenges. This includes a lack of affordable homes and rents that are increasingly unaffordable.
- 5.7 The children of today will soon be grown up, looking for jobs and starting families of their own, without necessarily wanting to move away from their roots. They will need somewhere to live, work and send their own children to school in a way that is affordable. In June 2023 the Office for National Statistics reported that the average UK house price was £288,000, well beyond the reach of many.
- 5.8 The affordability of rural housing is a particular challenge with recent analysis by the National Housing Foundation reporting that social housing waiting lists grew by 31% in the three-year period up to 2022, compared with a 3% increase in urban areas.

### ***Housing for older and disabled people***

- 5.9 The SLP will need to ensure that the needs for housing for older and disabled people are addressed. The PPG sets out advice on the different types of specialist housing designed to meet the diverse needs of older people, which can include:
- Age-restricted general market housing.
  - Retirement living or sheltered housing.
  - Extra care housing or housing-with-care.
  - Residential care homes and nursing homes.
- 5.10 Other models of housing delivery include co-housing, including for seniors, which are created and run by residents, based on the intention to live with groups of people with similar needs and desires.
- 5.11 The SLP will similarly need to consider the need for accessible and adaptable housing to enable disabled people to live more independently and safely, with greater choice and control over their lives.

### ***Student accommodation***

- 5.12 Within our area there are three further education establishments: the University of Gloucestershire, the University of the West of England and Gloucestershire Royal Hospital. Outside of the area, but in close proximity, is Hartpury University and College. There have been recent investments, for example the conversion of the former Debenhams building in Gloucester City Centre as a new campus for the University of Gloucestershire. This is due to open in September 2024 and once fully open, will provide brand new teaching facilities for 4,500 students. To support the growing student population there have also been significant new student accommodation developments, including Pitville student village in Cheltenham and Blackfriars in Gloucester.
- 5.13 Through the SLP, it's important to support the delivery of new student accommodation to meet the needs of the growing universities and further education establishments. However, this form of accommodation tends to be used by students in their first year, with private sector housing used for later years. This can cause problems with the loss of family housing to student lets and issues arising from the loss of character of an area.

### ***Traveller communities***

- 5.14 The accommodation needs for Gypsies, traveller and boat dwellers is an area where specific evidence is required under Government policies, and so this is addressed in the section below.

### **How many new homes?**

- 5.15 In deciding how much housing will be needed, the Government provides local planning authorities with a starting point based on a formula known as the 'standard method'. This uses various inputs to determine a minimum average annual need figure for new homes, including average population (household) growth and the affordability of housing in the council area. It is updated periodically to reflect changes.
- 5.16 The most recent evidence produced collectively by the Gloucestershire councils was set out in the Gloucestershire Local Housing Needs Assessment, which was published in 2020. In

respect of annual housing needs, this reflected the standard method figure applicable at the time. The current figures based on the standard method are set out in the table below.

*Table showing current annual local housing need for each Council (based on standard method).*

<b>Council area</b>	<b>Annual need for new homes</b>	<b>20 year need for new homes</b>
Cheltenham Borough	547	10,940
Gloucester City	681	13,620
Tewkesbury Borough	557	11,140
<b>Total</b>	<b>1,785</b>	<b>35,700</b>

- 5.17 The NPPF makes clear that alternatives approaches to the standard method in deciding the number of homes needed may be adopted where there are exceptional circumstances to do so, and where this would also reflect current and future demographic trends and market signals.
- 5.18 The councils therefore need to consider whether there is any such exceptional justification for calculating local housing needs using a method other than the standard method, which may result in a need for more, or fewer, homes than set out in the table above. An example may be where an area has such significant plans for economic growth that it would attract more people to its area, requiring more homes. Although our current evidence exploring economic growth forecasts and their relationship to the need for new homes have concluded there is currently no justification for amending the needs figures, this evidence is required to be kept under review.
- 5.19 It is important to note, however, that the housing need figure is only the first step in deciding how many homes should actually be planned for – this is known as the “housing requirement”. The housing requirement will need to be determined on the basis of an understanding of individual site constraints and opportunities.
- 5.20 It is important to note that the sites identified in the JCS, district plans and other sites with planning permission will deliver new homes in the new timeframe for the plan (the JCS and district plans covering up to 2031). This includes large sites that have planning permission and are delivering new homes at Twigworth, Innsworth, Brockworth and Churchdown. A large number of homes required are therefore already accounted for.

#### **Questions**

- 12. Should the Strategic and Local Plan use the local annual housing need calculation from the Standard Method?**
  - a. If no, please set out what you consider the councils should use instead.**
- 13. Are there any constraints or other reasons why the number of houses to be actually planned for in the Strategic and Local Plan should differ from calculated needs?**
- 14. Are there any specific types, sizes or tenures of housing that the SLP should require for particular groups in the community?**
  - a. If so, please explain further.**

## Traveller Communities

- 5.21 Councils need to assess the need for new homes for all communities, including traveller communities. This includes Gypsies, Roma, Travellers, Travelling Showpeople and boat dwellers. The Gloucestershire councils have recently completed a new assessment of the need for traveller sites in Gloucestershire and the results are set out below. Full details are available in the Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment.

*Table showing the need for Travelling Showpeople plots.*

<b>Travelling Showpeople need</b>					
<b>Council area</b>	<b>2021 - 26</b>	<b>2026 - 31</b>	<b>2031 - 36</b>	<b>2023 - 41</b>	<b>Total</b>
<b>Cheltenham Borough</b>	0	0	0	0	<b>0</b>
<b>Gloucester City</b>	14	4	5	5	<b>28</b>
<b>Tewkesbury Borough</b>	10	3	3	4	<b>20</b>
<b>Total</b>	<b>24</b>	<b>8</b>	<b>8</b>	<b>9</b>	<b>48</b>

*Table showing the need for Gypsy/Travellers pitches.*

<b>Gypsy and Traveller need</b>					
<b>Council area</b>	<b>2021 - 26</b>	<b>2026 - 31</b>	<b>2031 - 36</b>	<b>2023 - 41</b>	<b>Total</b>
<b>Cheltenham Borough</b>	6	1	1	1	<b>9</b>
<b>Gloucester City</b>	28	2	3	3	<b>36</b>
<b>Tewkesbury Borough</b>	29	21	22	24	<b>96</b>
<b>Total</b>	<b>63</b>	<b>24</b>	<b>26</b>	<b>28</b>	<b>141</b>

*Table showing the need for Boat Dwellers.*

<b>Boat dwellers need</b>					
	<b>2021 - 26</b>	<b>2026 - 31</b>	<b>2031 - 36</b>	<b>2023 - 41</b>	<b>Total</b>
<b>Gloucestershire</b>	50	1	1	1	<b>53</b>

- 5.22 There is also the need to consider the needs of traveller communities travelling through the area, that need somewhere to stop overnight or perhaps for a few days. These could be formal 'transit' sites, or more informal approaches where suitable land is identified.
- 5.23 At this stage we are considering how we can meet the needs of the traveller community. Between 22<sup>nd</sup> August and 6<sup>th</sup> October 2023, a 'call for sites' was held by councils across Gloucestershire. This is where any person or organisation can submit a site, which will then be assessed to see if it is suitable and could be delivered for the community. As part of this process, the councils notified many public bodies and other organisations, and met directly with some, to encourage the submission of as many sites as possible.
- 5.24 In total, this process resulted in XX sites being submitted and these are currently being assessed. A background document, setting out the methodology, process and results is available to download from the SLP website.
- 5.25 This isn't the end of the process. The councils are always happy to receive any sites for further consideration outside a formal 'call for sites', including through this consultation. Detail of how to submit a site is provided on the SLP website, or feel free to get in touch with one of the councils to discuss further.
- 5.26 The 'call for sites' has resulted in sufficient sites being submitted to meet the needs for permanent moorings for the boat dweller community. However, for other traveller communities there is still a need for more sites. We therefore need to think about other opportunities that could be available.
- 5.27 At the time of writing, we are considering whether certain existing sites could be used more effectively i.e. can more pitches or plots be accommodated on them. Another option is to require pitches and plots as part of large (strategic) allocations in the SLP, as part of a wider mix of development, including bricks and mortar housing, offices and industrial buildings. This has been used successfully elsewhere in the country.
- 5.28 We would like to explore through this consultation your views on these options and whether there are any other options to delivering for the traveller community that should be considered.
- 5.29 In identifying sites for the traveller community in the SLP, we need to make sure they meet the needs of the different communities and are in the right location. We'd like to explore this further through this consultation.

#### Questions

- 15. Should sites for traveller communities be provided as part of large developments for housing and/or employment?**
- 16. Are there any other ways that sites for traveller communities could be met in our area?**
- 17. What site characteristics and locations would be most suitable for different traveller communities?**

## Jobs and the economy

- 5.30 One of the roles of the SLP will be to establish the right level of employment growth and ensure that the right type of employment land is provided in the right sorts of locations for business wishing to invest, expand and adapt.
- 5.31 The need for ‘employment land’ includes offices, industrial estates, warehousing and distribution. Unlike the need for new homes, the Government doesn’t give councils a starting point. To explore the existing state of the economy of the area and how it may grow in the future, the councils in Gloucestershire worked together on a ‘Gloucestershire Economic Needs Assessment’ (DLP Planning, August 2020), which provided a high-level assessment of the Gloucestershire economy. The Gloucestershire Economic Needs Assessment looked at different economic forecasts and provided an indicative range of employment needs for different types of employment.

*Table showing Employment Land Needs by Local Authority, 2021-2041*

	<b>Use Class B1a/b* (Offices and Research and development)</b>		<b>Use Class B1c (Light industry) / B2 (general industry) /B8 (Storage and Distribution) *</b>	
<b>Source</b>	<b>Labour Supply Growth (hectares)</b>	<b>Labour Demand Growth 1 (hectares)</b>	<b>Labour Supply Growth (hectares)</b>	<b>Labour Demand Growth 1 (hectares)</b>
Cheltenham	22.9	26.2	15.4	17.6
Gloucester	31.1	33.7	19.2	19.9
Tewkesbury	20.7	23.0	63.1	75.5
<b>JCS Area (Cheltenham, Gloucester and Tewkesbury)</b>	<b>74.7</b>	<b>82.9</b>	<b>97.7</b>	<b>113.0</b>

\*All buildings fall under a Planning Use Class. As there have been changes to the different types of Use Classes, this will need to be considered through any new evidence.

- 5.32 The labour demand scenarios consider the level of land needed to support the level of employment growth, which is based on different job forecasts in different sectors. The labour supply scenarios are based on population growth. This is historically used to estimate the level of employment land needed.
- 5.33 It is acknowledged that the evidence in the Gloucestershire Economic Needs Assessment was prepared at a time when the implications of Brexit and Covid-19 were not fully known, and therefore the intention is that this evidence will be reviewed to inform subsequent stages of the SLP. There will also be a need to take account of changing working practices, particularly since Covid-19 with a greater move towards home working or hybrid working as well as changes in logistics associated with increased on-line shopping, whilst recognising that there will still be a need for business premises of the right quality in the right locations.

Any evidence will need to take account of 'market signals', which includes what changes in skills are likely to be needed; how many people will be there to take up jobs; does the existing employment land that is available meet the needs of existing businesses or people looking to set up businesses in the area.

- 5.34 It will also be important to ensure that rural communities are also able to capitalise on the potential for economic growth. Whilst agriculture remains important, the rural economy is increasingly diversifying. Tourism and recreation have grown strongly, particularly in response to the Covid pandemic. Equally, however, the composition of urban and rural economies has become more closely aligned over time and there may be opportunities for sectors such as manufacturing, technological, creative and other commercial employment in the countryside.
- 5.35 The emerging Gloucestershire Economic Strategy being produced by Gloucestershire County Council and the GFirst Local Enterprise Partnership (LEP) is due for approval in early 2024. The Strategy will include an updated long-term vision for the county that will focus on creating improved employment opportunities within the context of achieving the county's climate change commitments as it transitions to a low carbon economy.
- 5.36 The emerging Strategy identifies four key propositions to support delivery of the vision.
1. Sustainable Growth which supports a strategic approach to planning and delivery of new housing and employment sites to ensure that new growth proposals are at a sufficient in scale to support carbon net-zero targets while ensuring that all supporting infrastructure is financially viable, so it is delivered in the right place and at the right time.
  2. Inward Investment which builds on supporting Gloucestershire's reputation as a welcoming and supportive environment for businesses from the UK and abroad to invest, fostering innovation, creating jobs, and promoting prosperity across the county.
  3. Skills and Employment which seeks to ensure that every resident has the opportunity to grow their skills and make the most of job opportunities in a diverse and flourishing economy.
  4. Business Support which provides an offer to enable businesses of all sizes and types to innovate, create jobs, and positively contribute to the transition to a low carbon economy.
- 5.37 The SLP will help to deliver the vision in the emerging Economic Strategy, including green growth. Currently, the M5 corridor is a magnet for employment growth, as acknowledged in the Local Transport Plan. This is because businesses, their supply chains, workers and consumers collectively depend upon a good quality highway network to move goods, delivery services and travel to work and other service facilities. However, the Local Transport Plan also acknowledges that the M5 motorway junctions are subject to significant demand which result in congestion, delay and at times safety concerns as a result of mainline queuing. It therefore concludes that the continued functioning of the M5 as a reliable and fast link providing regional connectivity can only be ensured with a transport strategy that will also see a significant shift in demand from the M5 to the Birmingham to Bristol rail link that runs in parallel to the M5. The same is true for the City Region's east-west connectivity provided by the A40 which is also paralleled by a rail line.
- 5.38 There will be various exciting developments taking shape over the coming years, including the National Innovation Centre in Cheltenham capitalising on the presence of GCHQ

(Government Communications Headquarters), as part of the Golden Valley development. Cheltenham has recently been recognised as an innovation hotspot (Centre for Cities, September 2023, Innovation hotspots, Clustering the New Economy), which is essentially where firms cluster together in terms of sharing infrastructure and access to workers. The SLP will need to consider how best to facilitate the environment for businesses, positioning our city, town and other centres in a way that embraces growth, flexibility, change and innovation.

- 5.39 In Gloucester City, longstanding regeneration opportunities are coming to fruition with the development of the Forum, which will provide a new digital and technology campus with space for approximately 1,000 jobs, 131-bedroom hotel, new homes, leisure and retail. The University of Gloucestershire are also developing a new city centre campus which will provide teaching facilities for 4,500 students.
- 5.40 Tewkesbury Borough is an established investment location with a diverse range of economic sectors including advanced manufacturing and engineering, construction, transport, technology, financial services and creative industries. Tourism is also a particularly important industry.

#### Questions

- 18. What economic and regeneration needs should the Strategic and Local Plan address in supporting businesses to invest, expand and adapt?**
- 19. How should the Strategic and Local Plan best seek to accommodate employment needs and provide an environment that is attractive to inward investment?**
- 20. How should the Strategic and Local Plan support and encourage rural employment?**

#### Retail and town centres

- 5.41 Our city and town centres, as well as smaller village, farm, and neighbourhood shops, are really important. In addition to providing local access to shops, services and facilities, they often form the focus within communities, providing the opportunity for interaction between people, and a source of local employment.
- 5.42 Within our area, there are a wide range of different retail centres that perform different but equally important roles. Within the JCS, there is a hierarchy of city and town centres. This identifies Cheltenham Town Centre and Gloucester City Centre as main centres that offer a wide range of different things, and that have a wide catchment area, acting as sub-regional centres, with people living in areas such as the Forest of Dean, the Cotswolds, Tewkesbury Borough and Stroud Borough using them on a regular basis for shopping, leisure and services.
- 5.43 There are many smaller town centres that provide an important role in supporting the needs of local people and a wide rural area, i.e., Tewkesbury, Winchcombe and Bishops Cleeve.



These tend to offer limited range of food stores, clothing and essential services such as a post office.

- 5.44 Below this, there are smaller centres still that have a much more community/neighbourhood focus, referred to as either 'local centres', district centres', or 'neighbourhood centres'. These tend to provide a small number of shops, services and facilities that meet people's day-to-day needs, usually including a food shop plus maybe a post office, takeaways, pub and community hall.
- 5.45 Over the past few years, most centres have undergone significant change and challenge. The way people shop and use city and town centres has shifted away from shopping, which had always been the main reason to. People now look for shopping experiences and good quality and varied hospitality. Increasingly, people shop online or use retail parks.
- 5.46 There is now a need to rethink the role of our city and town centres and establish a long-term strategy that allows them to be flexible, adapt, evolve and thrive. Given their historic nature we need a strategy that enables flexible adaptation, while being respectful of conservation.
- 5.47 To help the councils consider how best to plan for our city, town and village centres, independent consultants prepared a Retail Study. It assessed the 'health' of centres at a point in time and considers strategy and policy options to ensure they remain important and respond to the needs of the community and visitors. Alongside this, an assessment looked at future economic forecasts to understand if it's likely to be necessary to plan for more retail units over the lifetime of the plan.
- 5.48 For the main three city and town centres in our area, the 'health check' is summarised below; however, in responding to the questions, we invite comments on any centre in the area. It is important to note that this assessment was completed in 2019 and since then changes will have occurred. It is likely the assessment will be updated through the preparation of the SLP.

#### *Gloucester City Centre*

- a) Factors such as a reduction in 'turnover' and an increase in vacancies suggest a city centre that is vulnerable and at risk from increased competition elsewhere (for example out of centre retail parks). Proposals for retail development outside of the traditional city centre should be carefully assessed.
- b) The delivery of Kings Quarter regeneration / the Forum, refurbishment/redevelopment of Kings Walk Shopping Centre, and redevelopment of the former Debenhams building for a University of Gloucestershire campus are all important in improving the quality of offer and bringing more people into the city centre.
- c) The quality and choice of shops was considered good, but with a need for better quality retail units. Planning strategy and policies should support refurbishment, redevelopment and reconfiguration of existing shops and units, and focus on a smaller area.
- d) Policies should seek complementarity between the traditional city centre and the Docks/Gloucester Quays.

- e) Since the study was completed Gloucester City Council has been proactive in working with stakeholders and partners in driving forward regeneration and has recently adopted a new City Centre Vision, which is now moving to the delivery stage.

#### *Cheltenham Town Centre*

- a) Cheltenham has the strongest town centre in the area, with the highest number of shops and services (and higher than the national average). When last assessed, vacancies were low.
- b) Since then, Cheltenham Borough Council has been proactive in putting a vacant units action plan in place and is working alongside the Cheltenham BID, landlords and agents to have collective responsibility to drive change.
- c) There is a small need for food shopping to provide for the need of the community over the period of the plan and this should be directed to the town centre which lacks a decent sized food store.

#### *Tewkesbury Town Centre*

- a) Plays an important role for residents of the town, the wider rural area and tourists. The mix of shops, services and facilities is broadly comparable to other similar towns, but with a growing number of vacancies at the time the study was undertaken.
- b) The key future challenge for Tewkesbury will be to create and maintain its own distinctive role and for it to adapt and meet the needs of the local community and visitors.
- c) Healings Mill and Spring Gardens offer opportunities to improve the offer of the town.

5.49 In terms of future needs, the assessment concludes that there is very little need to plan for additional retail up to 2041. In fact, there is forecast to be an oversupply in some areas. The exceptions are a small amount of need for food shops in Cheltenham and Bishops Cleeve, and small-scale provision to support new communities at larger developments through local / neighbourhood shopping centres.

5.50 Outside of the main city and town centres, village and farm shops, community facilities, such as village halls and public houses and local services are essential to support communities in meeting every day needs. There is a role for planning policies to protect these important community facilities and support their diversification.

#### **Questions**

- 21. How could the Strategic and Local Plan best enable change and encourage investment to support our city and town centres to adapt, evolve and thrive?**
- 22. How can the Strategic and Local Plan protect and encourage essential shops, services and facilities in villages and rural areas?**

#### **Infrastructure**

5.51 The NPPF as well as Planning Practice Guidance sets out that Plans should set out the policy requirements for the contributions expected from different types of development and where necessary, from different sites. In particular, this should set out the policy

requirements for the level and types of affordable housing and for supporting infrastructure, including (but not limited to) education, transport, health, green and blue infrastructure, and digital infrastructure. Policies of the Plan should also seek to ensure the timely provision of the infrastructure required to support the level of development proposed.

- 5.52 There are a number of key issues that are affecting the delivery of sites and their associated infrastructure. The delivery of greenfield sites may raise viability issues due to the need for new infrastructure to develop sites, or environmental constraints such as flood risk which will need to be mitigated. However, brownfield (sometimes described as Previously Developed Land) sites may pose their own viability challenges.
- 5.53 Further evidence will be produced to help better understand these viability issues and deliver the infrastructure needed to support sites. There will be a need to balance the delivery of physical infrastructure against the requirements of other policy considerations such as the delivery of affordable housing and green infrastructure. The timing of infrastructure delivery in association with new development will need to be carefully considered and identifying funding for infrastructure will be critical. An Infrastructure Delivery Plan (IDP), which identifies the types of infrastructure needed as well as costings, will be produced alongside the SLP, as will an assessment to ensure it is affordable (called a Viability Assessment).
- 5.54 New homes and employment will need to be supported by new infrastructure for example, schools, roads, public transport, health services, and recreation provision. This will need to be funded through central and local government funding streams and contributions from developers.
- 5.55 In some cases, it may be necessary to safeguard routes for longer term infrastructure projects. Safeguarded is a technical term for an established part of the planning system that aims to protect infrastructure projects, such as public transport, highways or other infrastructure such as pipelines, from conflicting developments. Safeguarded areas include land that will need to be identified as being likely to be needed for such projects.

#### Questions

- 23. What types of infrastructure do you consider are most critical to be delivered alongside new development?**
- 24. Given their size, if strategic scale new settlements were to form a part of the Strategic and Local Plan, what accompanying infrastructure would be necessary?**
- 25. What key services and facilities do you consider most important in deciding if a rural settlement is a suitable location for new homes and other forms of development?**
- 26. Should the Strategic and Local Plan safeguard sites or routes for longer term infrastructure projects?**

## 6. Planning for sustainable development

6.1 The SLP is required to plan positively for the development needs of the area, including new homes, employment, commercial uses and for traveller communities. At this early stage in the process the councils have various sources of evidence to draw on as a starting point. This evidence will be updated, and new evidence produced to support the Plan, such as updated flood risk assessments. The councils also need to consider whether there are any alternatives approaches that should be considered.

6.2 Through this consultation the councils are considering different approaches to how development needs could be delivered in a way that meets the draft Vision and Strategic Objectives.

### **The Existing Strategy**

6.3 The existing approach to delivering growth is set out in the adopted JCS. It guides the location of new development based on a 'settlement hierarchy'. The key urban areas of Cheltenham and Gloucester are identified as the focus for new development where housing and employment needs can be provided close to where they are needed and where occupiers of new development can benefit from the existing and enhanced sustainable transport network.

6.4 Given that there is only limited land for development within Cheltenham and Gloucester, the strategy also relied on urban extensions to their built-up areas, mostly on land within Tewkesbury Borough Council's area.

6.5 Tewkesbury town itself plays a lesser role for new housing and economic development due to its small size. In turn, a network of Rural Service Centres (Winchcombe and Bishop's Cleeve) and a number of smaller Service Villages provide for needs within the rural area.

6.6 In preparing the SLP, we need to consider afresh what the development strategy should be in the future, and whether it ought to continue to be based on the settlement hierarchy described above.

6.7 We have done this through the identification of six distinct scenarios, commonly known as 'spatial options'. They have been considered in isolation, the aim being to test the implications of each option and understand their 'pros' and 'cons'. To help with this, we have mapped all the site opportunities currently being promoted to the councils for development, to understand the geographical spread. This, along with our ongoing evidence review, engagement with stakeholders and the findings of this consultation will be used to build up a preferred approach, which will be introduced at the next stage of consultation.

6.8 None of these scenarios would, on their own, deliver sustainable development; the final strategy will be a combination of different elements.

6.9 It is essential to note that no policy or site allocations are being put forward at this stage of the plan-making process. Information contained in the accompanying evidence base includes Housing and Economic Land Availability Assessments (HELAA), which Government requires councils to produce. The HELAA is a broad preliminary assessment, including mapping, of the individual sites which have been submitted to the councils for consideration as development options. The various diagrams in this consultation document are taken from

the HELAA. They illustrate diagrammatically the various sites and locations that are currently being promoted to the councils, which would be associated with each of the six growth scenarios, as set out earlier. **It is important to note that the inclusion of land on any accompanying maps or diagrams does not mean that the land is suitable for development, or that the land is necessarily available for development, or even that it will be supported by any of the councils. Furthermore, any such maps or diagrams do not have any planning status. Any allocations of land will be made at a later stage of the SLP process.**

#### The scenarios

- 6.10 The six different development scenarios tested at this stage are:
1. Urban concentration
  2. Urban extensions
  3. Urban extensions, avoiding the Green Belt
  4. New strategic settlements
  5. Rural dispersal
  6. Sustainable transport
- 6.11 As a starting point for all the scenarios, we have included all currently known site opportunities in the urban areas (also known as 'baseline capacity'). Full details of this are available on the website. This is because it's important to ensure that all brownfield sites, and those in urban areas are identified in the first instance, before then considering other options, including those on undeveloped land (i.e., green field).
- 6.12 The section below summarises the main conclusions of the assessment, including the pros and cons.
- 6.13 Through this consultation, we would like your feedback on the different options, the assessments we have undertaken, and whether there are any other scenarios you think we should consider. This consultation is also a further opportunity for additional site opportunities to be submitted for the councils to consider. This includes all forms of development, including housing, employment/industrial, retail/ commercial, and that for traveller communities. Details of how to submit a site are available on the website.
- 6.14 It's also an opportunity for those who have already submitted a site to the councils to provide any new or updated information they may have to help the councils consider the opportunity fully.

## Scenario 1 Urban concentration

6.15 This option would involve much more intense development than would traditionally be expected on urban sites in Gloucester and Cheltenham, particularly on previously developed land. This would include substantial increases in densities; higher buildings even in more sensitive areas such as Conservation Areas; conversions or rebuilding of retail or other town centre properties into housing or mixed-use schemes.

6.16 This differs from the baseline position. This means that the number of homes that could fit on the land would be pushed as high as possible.

*Insert diagram*

Pros	Cons
<ul style="list-style-type: none"> <li>• More people living in and using shops, services and facilities in the main city and town centres.</li> <li>• Bringing more life and vitality to the city and town centres, including at night.</li> <li>• Concentrated development in urban areas, supporting use of bus and rail, walking, cycling and car clubs.</li> <li>• Supports maximum use of 'previously developed land' and urban regeneration.</li> <li>• Protects the existing Green Belt and minimises the loss of greenfield sites and higher quality agricultural land.</li> </ul>	<ul style="list-style-type: none"> <li>• On its own, along with baseline capacity, would not deliver sufficient new homes and jobs.</li> <li>• Would only provide for a limited range of housing types, sizes and tenures (based on higher density schemes).</li> <li>• Could lead to loss of some existing employment and commercial space to housing.</li> <li>• Increased journey lengths as housing and economic growth diverted to alternative locations outside of the SLP area.</li> <li>• Likely harm to the setting and significance of important heritage assets and character of the urban area.</li> <li>• Limited opportunity to deliver climate change mitigation measures, strategic and community infrastructure.</li> <li>• Potential strain on existing social and community infrastructure, such as schools and health facilities.</li> </ul>

## Scenario 2: Urban extensions

- 6.17 This option would mean seeking to deliver development as urban extensions to the key urban areas of Cheltenham and Gloucester and could include sites which fall within the designated Green Belt. The development strategy of the JCS focused on such extensions as a means of meeting some of the housing needs of Gloucester and Cheltenham. In addition, several areas of land were removed from the Green Belt and “safeguarded” for longer term development needs.
- 6.18 Urban extensions may be one of the most effective ways of supporting high quality public transport infrastructure such as the Mass Rapid Transit scheme proposed in Gloucestershire County Council’s Local Transport Plan.
- 6.19 Nevertheless, it will need to be demonstrated through the SLP if new urban extensions, including the previously ‘safeguarded’ sites, should form part of the preferred development strategy for our area.
- 6.20 As with all options, this includes the urban capacity of Gloucester and Cheltenham as a starting point.

*Insert diagram.*

Pros	Cons
<ul style="list-style-type: none"> <li>• Likely range of available sites may enable housing and economic needs to be met in full.</li> <li>• Development can be delivered close to where the need arises, reducing the likelihood of unnecessary travel into and out of the area.</li> <li>• Provides the opportunity for a wide range of housing types, sizes, and tenures to meet local need.</li> <li>• Urban extensions to existing urban areas would increase the catchment population to shops, services and facilities in city and town centres, access to employment opportunities, and existing/improved public transport, walking, and cycling (depending on location).</li> <li>• Would provide opportunity to be supported by high quality public transport infrastructure such as Mass Rapid Transit.</li> <li>• Opportunity to enable sites to be comprehensively planned to incorporate social, economic and environmental infrastructure, e.g. everyday shops and services and open spaces.</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of some Green Belt land and potentially reducing the gap between Gloucester, Cheltenham, and Bishops Cleeve.</li> <li>• Loss of greenfield land.</li> <li>• Potential loss of higher quality agricultural land for food production.</li> </ul>

### Scenario 3: Urban extensions, avoiding the Green Belt

- 6.21 This option means seeking to deliver development as urban extensions to the main settlements in the area but avoiding the Green Belt. This scenario has been identified because the government attaches great importance to Green Belt and the NPPF makes clear that its boundaries should only be altered where exceptional circumstances to do so are fully evidenced and justified through a Local Plan. For this reason, the role of the Green Belt in planning for long-term growth is subject of much national debate.
- 6.22 Given the existing Green Belt is concentrated around Gloucester and Cheltenham, and between Cheltenham and Bishops Cleeve, it is appropriate to explore, as part of this consultation, the merits and consequences of a strategy which would support urban extensions to the main urban areas but excluding designated Green Belt land.
- 6.23 The inclusion of this scenario is not to say that Green Belt considerations are of any greater significance than protected areas such as the Area of Outstanding Natural Beauty, or Sites of Special Scientific Interest. However, such designations have statutory protection whereas Green Belt land is, as a matter of national policy, designated as a means of managing urban growth, rather than providing environmental protection. This scenario would include land which was previously removed from the Green Belt in the JCS and ‘safeguarded’ to meet longer term needs.
- 6.24 As with all options, this includes the urban capacity of Gloucester and Cheltenham as a starting point.

*Insert diagram*

Pros	Cons
<ul style="list-style-type: none"> <li>• Protects the existing Green Belt, limits the loss of green field sites and higher quality agricultural land.</li> <li>• Some benefits from an increased catchment population to shops, services and facilities in city and town centres, access to employment opportunities, and existing/improved public transport, walking and cycling, due to constraint on development and less sustainable locations.</li> <li>• Would provide opportunity to be supported by high quality public transport infrastructure such as Mass Rapid Transit.</li> <li>• Some opportunity to enable sites to be comprehensively planned to incorporate social, economic and environmental infrastructure, e.g. everyday shops and services and open spaces</li> </ul>	<ul style="list-style-type: none"> <li>• On its own, along with baseline capacity, would not deliver sufficient new homes and jobs. Would only provide for a limited range of housing types, sizes and tenures (based on higher density schemes).</li> <li>• Increased journey lengths as housing and economic growth diverted to alternative locations outside of the SLP area.</li> <li>• Loss of greenfield land</li> <li>• Potential loss of higher quality agricultural land for food production.</li> </ul>



## Scenario 4: New strategic settlement

- 6.25 This option means seeking to deliver development through one or more comprehensive, master-planned new settlements, of a minimum of around 4,000 new homes with supporting infrastructure. Currently, three such potential locations have been identified based on information submitted on behalf of landowners/promoters. The locations are around Boddington on land to the south of the A4109 between the A38 and M5 corridors. A further potential option is presented straddling the boundary of Tewkesbury Borough and the Forest of Dean between Churcham and Highnam in the south west of the SLP area. The third option lies to the east of the M5 at Ashchurch on the edge of the built-up area of Tewkesbury.
- 6.26 The latter option – the Tewkesbury Garden Town – was awarded Garden Town status by the Government in 2019. In this context, Tewkesbury Borough Council is currently establishing a programme to work with local people and landowners/developers to plan for a large sustainable new settlement consisting of a wide mix of homes together with the supporting infrastructure required such as schools, health, transport, green infrastructure and other community facilities. Gloucestershire County Council and National Highways are also, as the relevant local highway authorities, drawing up detailed proposals for major improvements to Junction 9 (M5). This would both address existing recognised pressures on the strategic road network as well as potentially provide the additional road capacity necessary to support the development of the proposed Garden Town. The overall planning merits of the proposed Tewkesbury Garden Town will be assessed formally through this SLP process alongside other development options being promoted by others as part of the overall development strategy for the Cheltenham – Tewkesbury – Gloucester area.
- 6.27 As with all options, this includes the urban capacity of Gloucester and Cheltenham as a starting point.

*Insert diagram*

Pros	Con
<ul style="list-style-type: none"> <li>• Dependent on location, could reduce the need to build on the designated Green Belt (except at Boddington).</li> <li>• Would concentrate development in the rural area whereas otherwise would be a larger number of scattered sites.</li> <li>• Would enable provision of a wide choice of housing sizes, types and tenures, and a choice of types of employment space.</li> <li>• Once delivery is underway, could provide greater certainty over long-term supply of housing.</li> <li>• Opportunity to enable sites to be comprehensively planned to incorporate social, economic and environmental infrastructure, e.g.,</li> </ul>	<ul style="list-style-type: none"> <li>• Would result in the loss of greenfield land.</li> <li>• Could potentially lead to loss of higher quality agricultural land.</li> <li>• Unlikely to provide for all of the new homes and jobs needed resulting in worsening housing unaffordability and constrained economic growth.</li> <li>• May not provide homes and jobs where they may be needed close to urban and rural settlements.</li> <li>• Would require longer lead-in times before homes and employment spaces are built given the amount of work needed to prepare masterplans and co-ordinate the provision of transport and community infrastructure.</li> </ul>

<p>everyday shops and services and open spaces.</p> <ul style="list-style-type: none"> <li>• Could enable provision of accessible local/district centres and everyday facilities and services such as schools, libraries and health facilities; provide extensive climate change mitigation measures; on-site biodiversity net gain; green spaces; flood water management; allotments; large scale renewable energy and community buildings.</li> <li>• Dependent upon location, could provide or enhance bus/rail services, support car clubs, and promote active travel by walking and cycling.</li> </ul>	<ul style="list-style-type: none"> <li>• Dependent on location, may not support the vitality and viability of larger city and town centres.</li> <li>• Investment in rural shops, services and facilities would not be supported.</li> </ul>
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## Scenario 5: Rural dispersal

- 6.28 This option means distributing growth widely across the rural area by encouraging development at many existing settlements and potentially other rural locations (such as redundant industrial sites or farm complexes). This would mean the smallest of hamlets and villages could contribute to meeting overall development needs, even where they are not currently recognised in the JCS settlement hierarchy as Rural Service Centres or Service Villages.
- 6.29 As with all options, this includes the urban capacity of Gloucester and Cheltenham as a starting point.

*Insert diagram*

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Could support the re-use of redundant rural sites and buildings.</li> <li>• Would be likely to safeguard the Green Belt.</li> <li>• Could provide significant potential for supporting thriving and vital rural communities by supporting shops, services and facilities, and rural employment.</li> <li>• Would provide many choices for people to live and work in the countryside where they may have family or employment ties.</li> <li>• Would make significant contribution to providing affordable housing in rural areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Would likely harm the character and setting of existing settlements and surrounding countryside.</li> <li>• Unlikely to provide for the full amount of new homes and jobs needed, resulting in worsening housing affordability, and constrained economic growth.</li> <li>• Increased journey lengths likely as housing and economic growth diverted to alternative locations outside of the SLP area.</li> <li>• May not provide for a full range of housing sizes, types and tenures as a result of dispersing development thinly.</li> <li>• May not provide a suitable range of locations and types of employment space.</li> <li>• Unlikely to enable sites to be comprehensively planned to incorporate social, economic and environmental infrastructure, e.g. everyday shops and services and open spaces.</li> <li>• Unlikely to support existing or new public transport, leading to greater dependency on the private car and road congestion, particularly for travel to larger built-up areas.</li> <li>• Could lead to conflict between new homes, jobs and agriculture as a result of rural densification.</li> <li>• Would potentially add to pressure on existing rural services, facilities and other community infrastructure.</li> </ul>

## Scenario 6: Sustainable transport scenario

- 6.30 This option means delivering development in locations along existing and potential high frequency public transport, walking and cycling routes. It draws on the broad objectives of Gloucestershire County Council as the body responsible for managing road and public transport networks. The Local Transport Plan in particular, promotes sustainable travel. Development under this scenario would need to be integrated in, or linked to, the Gloucestershire cycle spine and the proposed Gloucestershire Mass Rapid Transport system, which is a longer-term aspiration. Furthermore, all the local authorities in Gloucestershire have agreed a Statement of Shared Intent to in principle to reduce carbon emissions from transport in line with science-based targets to achieve net zero ambitions by 2050.
- 6.31 Adopting a sustainable transport strategy as part of the SLP would therefore mean prioritising new sites for housing and economic development in locations which would maximise people’s choice to travel by means other than the car to access services, facilities and jobs. This would also tend to reduce the need to travel at all and would help reduce carbon emissions.
- 6.32 As with all options, this includes the urban capacity within Gloucester and Cheltenham as a starting point.

*Insert diagram*

Pros	Cons
<ul style="list-style-type: none"> <li>• A pattern of growth which would provide optimum accessibility by sustainable transport and active travel, making a significant contribution to creating a more sustainable Gloucestershire and mitigating the effects of climate change.</li> <li>• Development close to main existing settlements would provide opportunities for accessing larger shops, services and facilities and jobs by connecting with existing and enhanced sustainable transport networks and the opportunity for active travel.</li> <li>• Would enable a significant proportion of, or all, housing and employment needs to be met close to where they arise, reducing the likelihood of unnecessary travel into and out of the JSP area.</li> <li>• Could provide a wide range of housing sizes, types and tenures; and a choice of employment space.</li> <li>• Strategic scale development in locations along mass transit routes</li> </ul>	<ul style="list-style-type: none"> <li>• Would result in the loss of designated Green Belt between Cheltenham, Gloucester and Bishops Cleeve, green field sites and potentially higher quality agricultural land available for food production.</li> <li>• Could result in the coalescence of Cheltenham and Gloucester in particular.</li> <li>• Growth of Gloucestershire Airport could be a constraint on development between Cheltenham and Gloucester; and conversely limit options for future growth at the airport.</li> <li>• Could divert growth and investment, including transport infrastructure, away from the rural area.</li> <li>• Would not generally meet the needs of the rural economy or provide development in locations served by strategic road infrastructure.</li> </ul>

<p>would support the vitality and viability of city and town centres and enable clusters of employment growth close to large built-up areas.</p> <ul style="list-style-type: none"> <li>• Would support the development of brownfield sites within and adjoining large settlements.</li> <li>• Opportunity to enable sites to be comprehensively planned to incorporate social, economic and environmental infrastructure, e.g. everyday shops and services and open spaces.</li> </ul>	
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**Questions**

- 27. Are there any additional development scenarios that should be considered?**
  - a. If yes, please describe what they are.**
- 28. Are the pros and cons identified for the six development scenarios a fair and accurate assessment?**
  - a. If not, which one(s) and what are your reasons?**
- 29. Which of the development scenarios, or combination of them, do you consider the most appropriate for the Strategic and Local Plan?**
- 30. Are there any places not currently identified in the rural settlement hierarchy, which could/should be included?**

## 7. Conclusions and next steps

- 7.1 This consultation is the first step in the preparation of the SLP and is intended to ask a broad range of questions to help understand what the Plan should cover. The feedback provided through this consultation will be reviewed and used to shape the draft plan.
- 7.2 However, this consultation is an opportunity for stakeholders and the community to express any other issues, concerns or opportunities that do not easily fit within any of the key questions set in this consultation document.

### Questions

**31. Is there anything else you would like to raise – has anything been missed, or are there any general comments you would like to make?**

- 7.3 The next full consultation is programmed for early 2025. This is intended to be a draft plan, which will include a preferred strategy, proposed site allocations and draft policies.

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<b>Meeting:</b>	<b>Cabinet</b>	<b>Date:</b>	<b>8 November 2023</b>
<b>Subject:</b>	<b>Proposed Disposal of Barbican House, 31 Commercial Road to Gloucestershire Academy of Music</b>		
<b>Report Of:</b>	<b>Cabinet Member for Performance &amp; Resources</b>		
<b>Wards Affected:</b>	<b>Westgate/All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Melloney Smith Asset Management Officer</b>		
	<b>Email: Melloney.smith@gloucester.gov.uk</b>	<b>Tel:</b>	<b>396849</b>
<b>Appendices:</b>	<b>None</b>		

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To consider further the proposed disposal of Barbican House, 31 Commercial Road, Gloucester to Gloucestershire Academy of Music (GAM), further to the Cabinet decision made 8 December 2021.

**2.0 Recommendations**

2.1 Cabinet is asked to **RESOLVE** that authority be delegated to the Head of Finance and Resources, in consultation with the Cabinet Member for Performance and Resources and Investment Manager, to agree terms to dispose of the freehold interest or a long leasehold interest in Barbican House within the next two years.

**3.0 Background and Key Issues**

3.1 A Cabinet Decision was made on 8 December 2021 to agree to the disposal of Barbican House to Gloucestershire Academy of Music at the market value within 18 months of the decision. This deadline has now passed.

3.2 GAM have been successful in fundraising a significant amount of money but not sufficient in the given timescale.

3.3 It is hoped that within a further two year period GAM will be able to raise sufficient funds to purchase the freehold or a long leasehold interest.

**4.0 Social Value Considerations**

4.1 This disposal will continue to allow GAM to provide the social value they already do, to give them a secure base to be able to build on what they already provide.

## **5.0 Environmental Implications**

- 5.1 Part of GAM's intentions, if they acquire the building, is to make it "greener" with this being a project that their young musicians could participate in.

## **6.0 Alternative Options Considered**

- 6.1 Retain the property and continue to rent the property to GAM. The property is no longer needed for strategic purposes as the Blackfriars/Barbican site has been disposed of for student accommodation. The car park land is not required for access to the prison site. Under the terms of a lease the Council as landlord is responsible for external repairs so we would lose this liability.
- 6.2 Sell the property on the open market, this may mean that GAM is not successful in acquiring the property. It may result in a larger capital sum being received but puts at risk the services GAM provide.

## **7.0 Reasons for Recommendations**

- 7.1 It is recommended that Barbican House is disposed to support the good work of GAM and to allow them to further invest in the building and be in a better position to apply for more grant monies.
- 7.2 The Council no longer require the building and by disposing of it the Council would receive a capital receipt.

## **8.0 Future Work and Conclusions**

- 8.1 If the disposal is agreed, GAM will need to confirm when they have sufficient funds to purchase the building.
- 8.2 Once funds are in place and terms agreed then One Legal would be instructed
- 8.3 It is recommended that an overage clause be included to protect the Council's interests in the situation if GAM sold the property for more money than they bought it.
- 8.4 An updated valuation of the property will be required.

## **9.0 Financial Implications**

- 9.1 As noted in the report, this property no longer features in the strategic property portfolio, as such disposal will remove future ongoing maintenance costs and generate a capital receipt.

(Finance were consulted in the preparation of this report)

## **10.0 Legal Implications**

- 10.1 The Council has a legal obligation to obtain best consideration when disposing of land. "Best consideration" refers to monetary value and the social or educational impact cannot be taken into account when assessing best consideration. In order to



ensure best consideration, regard should be had to advice in respect of the method of marketing to ensure that the statutory requirement is met.

However, the Local Government Act 1972 General Disposal Consent (England) 2003 permits a local authority to dispose of land for less than market value without specific Secretary of State consent where:

a) the local authority considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or of all or any persons resident or present in its area;

i) the promotion or improvement of economic well-being;

ii) the promotion or improvement of social well-being;

iii) the promotion or improvement of environmental well-being; and

b) the difference between the unrestricted value of the land to be disposed of and the consideration for the disposal does not exceed £2,000,000 (two million pounds).

If the land has the benefit of covenants (either restrictive or positive), legal advice should be sought on how to protect their enforceability on disposal of the land.

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

## **11.0 Risk & Opportunity Management Implications**

11.1 There are no adverse risks associated with proposed course of action.

## **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

**Background Documents:** None

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# Gloucester City Council

<b>Meeting:</b>	<b>Cabinet</b>	<b>Date:</b>	<b>8 November 2023</b>
<b>Subject:</b>	<b>Open Space Strategy Amendment</b>		
<b>Report Of:</b>	<b>Cabinet Member for the Environment</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Mark Graham, Open Space Strategy Officer</b>		
	<b>Email:</b>	<b>mark.graham@gloucester.gov.uk</b>	<b>Tel: 396785</b>
<b>Appendices:</b>	<b>1. Open Space Strategy for Gloucester 2021-2026</b>		

## 1.0 Purpose of Report

1.1 To adopt the revised Open Space Strategy.

## 2.0 Recommendations

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

- (1) amendments to the current Open Space Strategy, which have been made in order to clarify the Council's policy in respect of unadopted land, be noted
- (2) the Amendments Open Space Strategy be adopted
- (3) authority be delegated to the Corporate Director, in consultation with the Cabinet Member for Planning and Housing Strategy, to make any other necessary minor factual amendments and corrections to the Open Space Strategy.

## 3.0 Background and Key Issues

3.1 The current Open Space Strategy (2021 – 2026) was adopted by the Council in February 2021. The Open Space Strategy sets out a robust assessment and strategic framework for managing open space resources in Gloucester.

3.2 A exercise was recently conducted to map Council owned land, and land managed by the Council on behalf of County Highways. This exercise has resulted in the identification of some areas of land, currently being maintained by the Council, that are in private ownership and have not been adopted by either authority. The issue of the Council's approach to the maintenance of unadopted land was not addressed in the current Open Space Strategy.

- 3.3 The current Open Space Strategy has been amended to clarify the Council's position in respect of the management by the Council of unadopted land.

Page 10 of the Open Space Strategy - Open Space Objectives 2021-2024 which states the Council's intention to:

*regularly review the city's open space portfolio and identify sites or areas for investment, disposal or alternative use, investing any income directly back into park infrastructure*

Has been changed to read:

*To regularly review the city's open space portfolio to ensure that funds and resources are focused primarily on land which is owned by the council, and to identify council owned sites or areas for investment, disposal or alternative use, investing any income directly back into park infrastructure*

Page 23 of the OSS - Local Open Spaces Standards states:

*There are a number of privately-owned open spaces, such as school playing fields or private sports grounds, which are also accessible to the wider community, through shared-use community agreements, formal or informal arrangements. These are an important part of the city's open space network and for information are listed at the end of Appendix 1 but are not included in any of the open space calculations.*

To which the additional statement has been added:

*In order to ensure that funds are focused on land which is owned by the council, land for which no commuted sum has been paid, has not been adopted by, or transferred to, the council will not be maintained at public expense. In cases where the council becomes aware of areas of incidental open space resulting from development, not in public ownership, we will seek to contact the owner to ask them to take responsibility for its maintenance.*

- 3.4 It is proposed that the Council will no longer maintain, at public expense, land in private ownership where no commuted sum has been received from the landowner for the purpose of maintaining the land. Where privately owned land, which is being maintained by the Council, is identified the landowner will be informed of the Council's intention to cease maintenance. The Council will consider, on a case-by-case basis, what further action might be necessary in respect of informing resident of the Council's intention to cease maintenance of the land. In areas where the cessation of maintenance may have a considerable impact on properties neighbouring the land the Council will consider writing to the residents of neighbouring properties to inform them of its decision.
- 3.5 As a result of changes which have taken place since its adoption, some minor factual inaccuracies now exist within the current Open Space Strategy. This

includes, but may not be restricted to, reference to the Clearwater Road open space, where a school has been built, and the number of houses now planned for the development site in Whaddon. In order to enable the adoption of an such necessary changes, it is recommended that delegated authority be given to the Corporate Director, in consultation with the Cabinet Member for Planning and Housing, to make any necessary minor factual amendments to the Open Spaces Strategy.

#### **4.0 Social Value Considerations**

- 4.1 Public open spaces make an extremely important contribution to the value of people's lives, being places for informal recreation, social gathering, sport and physical activity, reflection, relaxation, and connection with nature, as well as having ecological, landscape and urban value. Resources for the maintenance of public open space is limited, and public funding should be focused on the management and maintenance of Council's own open space portfolio.

#### **5.0 Environmental Implications**

- 5.1 Public open spaces provide an opportunity to support biodiversity and to address the impacts of climate change, being ecological havens, providing a cooling effect in urban areas during hot weather, restricting surface water run-off during times of heavy rain. Soil can also absorb carbon from the air.

#### **6.0 Alternative Options Considered**

- 6.1 To continue to manage private land at public expense.

#### **7.0 Reasons for Recommendations**

- 7.1 In order to maximise resources available for the maintenance of the Council's open spaces, it is recommended that the Council cease the maintenance of private land currently being maintained at public expense.

#### **8.0 Future Work and Conclusions**

- 8.1 Where land is identified that is currently being maintained by the Council, which is in private ownership and for which no commuted sum has been received, the Council will no longer maintain this land at public expense. Landowners will be informed of this decision and officers, in consultation with ward members, will decide what, if any, further action is required in respect of informing local residents of this decision.

## **9.0 Financial Implications**

- 9.1 It is not envisaged that any considerable financial savings will be made as a result of any decision to cease the maintenance of privately owned land for which no commuted sum has been received. However it will allow officers and grounds maintenance operatives to direct resources towards the maintenance of Council owned open space. Where landowners request that the Council adopt open spaces as a result of this policy the Council will receive a commuted payment for the ongoing maintenance of the land.

## **10.0 Legal Implications**

- 10.1 The insurance held by the Council would most likely be voided if an employee entered onto land that does not belong to the council to carry out work.
- 10.2. If work is undertaken on the site to reduce the vegetation, the Council could be seen to be taking on liability under the Occupiers Liability Act 1957 (which is largely made up of common law and legislation) and can also be capable of being a tortious liability.
10. 3. By undertaking the work, the Council could be deemed to have a duty to care to occupiers who then enter onto the property and injure themselves.

## **11.0 Risk & Opportunity Management Implications**

- 11.1 There is some risk to the Council's reputation by ceasing to maintain land which it has previously maintained.
- 11.2 Operatives working on land not owned by the Council may not be covered by the Council's insurance policy.
- 11.3 The Council may become liable for any harm caused to a person who enters land which the Council does not own but for which it has taken responsibility by carrying out maintenance.
- 11.4 Council resources currently being directed towards the maintenance of privately owned land can be redirected towards the maintenance and upkeep of Council owned land.

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

## **13.0 Community Safety Implications**

## **14.0 Staffing & Trade Union Implications**

- 14.1 None

**Background Documents:** None

**Gloucester City Council**  
**Open Space Strategy**  
**2020-2025**



**Gloucester City Council**  
**Open Space Strategy**  
**2020-2025**

1. Foreword
2. Executive Summary
3. Introduction and Key Themes
4. Review of previous strategy
5. Vision and Objectives
6. Policy Background/population growth
7. Open Space Standards
8. Open Space assessment and analysis
9. Working with partners and the community
10. Funding
11. Monitoring and review
12. Appendices
  - Appendix 1 – Ward Maps and breakdown of open space by quantity & type
  - Appendix 2 – Summary of Open Space Site Quality and Biodiversity Value Assessments
  - Appendix 3 - Summary and Analysis of Community Value Assessments
  - Appendix 4 – Summary and analysis of Play Area Assessments



# 1. Foreword

I am delighted to be able to introduce Gloucester's latest Open Space Strategy, which will cover the period 2020 to 2025.

From sports fields and playgrounds to formally managed parks and natural landscapes, the city of Gloucester can boast a rich diversity of publicly accessible open spaces.

Gloucester's open spaces provide residents and visitors with opportunities for formal and informal recreation, and daily contact with nature. Open spaces provide venues for sports, social events, entertainment, relaxation and celebration. Our open spaces are democratic places where people from our City's many diverse communities can come together to rest and play

Open spaces also form part of a vital biodiversity network, providing habitat for wildlife and bringing the countryside into the heart of the city. Over the next five years the council will be embarking on an exciting programme of biodiversity and habitat improvement schemes aimed at making our green spaces even more wildlife friendly.

Green spaces also provide areas where natural processes like evaporation and the interception of water run off can occur. These natural processes will become even more vital in the future in helping to protect our City and its residents from the effects of climate change.

The city council has significantly invested in park improvements in the past decade and will continue to improve facilities utilising funding contributions from developers and grant giving bodies where available.

Gloucester is proud to be the first Bee Guardian City, planting flower meadows to provide food for wildlife and we also fly the Green Flag Award for quality in three of our parks.

We are pleased to be able to work with many partner organisations, groups, residents and volunteers who, like us, are committed to enhancing and protecting our green spaces for future generations, to create a strong and resilient natural environment for Gloucester.

**Councillor Richard Cook, Leader, Gloucester City Council  
and Cabinet Member for Environment**

## 2. Executive Summary

The open space strategy sets out how Gloucester City Council plans to protect, manage and enhance its open spaces over the next five years and beyond.

### **Purpose of the Open Space Strategy**

The strategy has a threefold purpose, it provides;

- a sound body of evidence for developing robust, sustainable open space policies within the proposed City Plan;
- a series of objectives for council officers and partner organisations to work towards and;
- a clear understanding, for city residents, of the city council's open space aspirations and open space priorities, including opportunities for residents to get involved in caring for their local green spaces.

### **The importance of green space**

The contribution that good quality, safe and accessible open spaces can make to the overall quality of life within a community is well documented. There are numerous health, social, cultural, environmental and educational benefits.

The city has a wide range of open spaces including natural wild space, formal sports grounds, parks and play areas. It's important that there is a clear and sustainable plan for looking after all of these spaces, to ensure their long-term protection, care and enhancement.

### **Key facts about Gloucester's open spaces**

- There are over 200 areas of public open space in the city, including formal and informal green spaces, allotments, cemeteries, Robinswood Hill Country Park and Alney Island Nature Reserve, a total open space area of over 550 hectares.
- There are six designated Local Nature Reserves (LNR) and two Sites of Special Scientific Interest (SSSI) in the city.
- Almost 14% of the city's total land area is publicly accessible green space.
- There are 52 formal children's play areas in the city. The city council manages 46 of these. Over £750k has been invested in upgrading play areas between 2014-2019.
- There are some larger sports grounds and facilities that serve the city as a whole, such as the Oxstalls Sports Centre/Plock Court outdoor pitches and Blackbridge Jubilee Athletics track.
- Between April 2014 (when the previous strategy was adopted) and October 2019, the council has secured, through the planning process, an additional 15 hectares of new open space and over £2million for improvements to existing parks and open spaces across the city.

### **Key themes of the Open Space Strategy**

The document assesses the existing quality and quantity of open space provision within the city. In terms of overall open space provision, it identifies that the distribution of open space across the city is adequate, but rather uneven.

Due to the densely built-up nature of many of the city's residential areas, creating additional new open spaces where there are shortfalls will not be possible. Instead the strategy seeks to improve the quality of facilities and accessibility to existing green spaces, as well as providing residents with plenty of information about parks and recreational opportunities in adjacent areas.

Since the publication of Gloucester's previous Open Space Strategy in 2014, climate change and loss of biodiversity have become increasingly important issues. This updated strategy contains measures which seek to enhance the contribution that Gloucester's green spaces make to mitigating the effects of climate change and increase the provision of habitat for wildlife.

Ensuring the city's green spaces are managed and maintained cost effectively and using sustainable practices, is also vital. Inviting the community to help look after some open spaces is important and helps residents develop a sense of ownership and pride in their local parks.

Although many are not directly under the city council's control, protection of playing fields and outdoor sports facilities is also a key priority. Ensuring the council has robust planning policies to protect or mitigate against the loss of open spaces to potential development sites and ensuring there is sufficient new open space provision falls within the remit of this strategy, in conjunction with policies set out in the Gloucester City Plan and the Joint Core Strategy for Gloucester, Cheltenham and Tewkesbury.

### **Funding the improvements**

Council budgets for the management and improvement of open space are limited, so careful consideration must be given to ensure that any works carried out are affordable and sustainable in the long term.

The strategy acknowledges that although funding is limited, there are still opportunities for the council to work with partners, groups and volunteers to deliver safe, active and well managed spaces. Sources of additional external funding will also be secured where possible, including through the planning process.

### **Conclusion**

Gloucester City Council is committed to providing an integrated network of safe, accessible parks and green spaces, where biodiversity and the natural environment are protected and enhanced, and appropriate, high quality, facilities are provided.

## **Gloucester City Council Open Space Strategy 2020-2025 Executive Summary**

### 3. Introduction and Key Themes

Gloucester's open space portfolio provides a much-valued resource for city residents and visitors. There are places for formal and informal sport and physical activity, reflection, relaxation and daily contact with nature. These places contribute immeasurably to the life of the city and can help improve health and well-being.

Parks and open spaces also represent a substantial biological repository and, through habitat protection, improvement and enhancement schemes, provide an opportunity for the council to help address issues in relation to biodiversity loss. Through processes like evaporation and the interception of water runoff, green spaces also help to mitigate the effects of climate change and help to make the city more liveable.

Protecting and improving the quality of the city's open spaces remains one of the council's top priorities. However, the challenge of budget constraints is ever-present, so continuing to look at ways to work more efficiently and reduce maintenance costs is therefore important.

Gloucester has a growing population, although there are few sites for large-scale residential development left in the city. Demands on urban land for infill sites for housebuilding often means there is added pressure on the city's open spaces. The council has robust policies in place to protect the majority of public and private open spaces, but it also recognises that in some cases allowing the development of small areas of poor quality, inaccessible or marginal open space in return for funds to improve the quality and facilities on sites elsewhere may be appropriate.

Infill and brownfield development is unlikely to generate substantial new open space provision, but contributions from all new housing development can be invested in improving the quality and accessibility of our existing spaces. Additional pressure on open space facilities in Gloucester is also likely from housing developments just outside the city boundary (e.g. Longford, Twigworth and Innsworth) and this has been considered when assessing the impact on existing provision.

This strategy sets out a vision and framework for the city's open spaces. It takes into consideration policies, aims and aspirations contained in other council documents and plans (see list below).

There are no easy answers to these challenges, but this strategy seeks to set down solid principles to ensure that the right decisions are made in future years.

An assessment of the impact of the previous document (2014-2019) is included in Section 4 and updated actions and opportunities for the next five years (2019-2024) are set out in the Delivery Plan at Section 12.

The information presented in this report should be used to inform local plan and supplementary planning documents. It helps to identify priorities for improvement and considers the need future provision as a result of further population increase.

- Aid decision making by Councillors and Officers.
- Support external funding bids and applications.
- Support developer discussion around CIL and S106.
- Support potential work with neighbouring authorities.
- Provide an appropriate evidence base for the emerging strategy City Plan and future reviews of the Joint Core Strategy.

## 4. Review of previous strategy

The previous five-year Open Space Strategy was approved in April 2014. There were a number of aims and objectives set out within the strategy, many of which were successfully achieved, despite the ongoing financial challenges within in local government. A short summary is set out below:

- **An increase in the overall quantity of open space in Gloucester**  
*A number of new areas of public open space have been created and laid out as part of residential development sites, with an additional 30 hectares now included in the open space audit.*
- **Investment of at least £200k per year (£1 million total) in upgrading the quality of open space and facilities**  
*Well over £1 million of capital investment works to playing pitches, play areas, parks drainage and infrastructure have been completed in Gloucester's parks since 2014.*
- **To create or refurbish at least two children's play areas per year (ten in total)**  
*Sixteen existing play areas have been refurbished, with a total capital investment of over £550k. In addition to this, seven new play areas have been created across the city.*
- **Increase community involvement in open space management by providing support to new or existing Friends and community groups**  
*The council continues to work closely with a number of Friends groups and other agencies across the city and has supported groups such as Podsmead Big Local and Friends of Elmbridge, who have raised external funds for play area improvements.*
- **Increase to three parks achieving the Green Flag Award**  
*In 2014 Gloucester had one Green Flag Park, at Barnwood Park and Arboretum. In 2019, Gloucester has three Green Flag Parks, the two additional sites being Robinswood Hill Country Park and Saintbridge Pond and Allotments.*
- **Publish and implement a Playing Pitch Strategy for Gloucester**  
*The council formally adopted its Playing Pitch Strategy in January 2016 and has been working to implement the Acton Plan since then. A Built Facilities Strategy is also in progress.*
- **Publish an Allotment Strategy for Gloucester**  
*The council formally adopted its Allotment Strategy in December 2014 and continues to work closely with allotment associations and plot holders. A review of the Allotment Strategy is planned in 2020.*
- **Ensure policies are put in place in the council's City Plan to protect existing open space and playing fields and to help negotiate new open space in housing development**  
*The City Plan (Pre-Submission consultation draft published Sept 2019) contains appropriate policies to protect existing open spaces in the city and secure the provision of new open space as part of future housing developments.*

## 5. Vision and Objectives

### Open Space Strategy 2020-2025

*Vision - To create and maintain a diverse network of good quality, sustainable and accessible open spaces which serve the needs and aspirations of the residents of Gloucester and facilitate frequent contact with the natural world.*

#### Objectives - 2020-2025

- *To promote Gloucester's open spaces as attractive places to sustain and improve physical and mental health & well-being.*
- *To utilise green space to help mitigate the effects of climate change and biodiversity loss, through habitat creation and management, increased tree planting, water management schemes and other appropriate measures.*
- *Review the council's grounds maintenance contract and identify opportunities for less intensive open space management, to increase biodiversity, sustainability and ensure best use of available resources.*
- *To continue to improve the quality and provision of the council's formal outdoor sports pitches and facilities through the council's Playing Pitch Strategy Action Plan.*
- *To ensure that planning policies are in place in the council's City Plan (and the Joint Core Strategy) to protect existing open spaces and playing fields, to create high-quality open spaces, link new communities and provide effective green infrastructure for new housing developments, both within and just beyond the city boundary.*
- *To encourage greater community and partnership involvement in managing and developing the city's green spaces especially through Friends and other community groups.*

*(continued on next page)*

## Open Space Objectives 2019-2024 (continued)

- *To develop site improvement plans or site management plans for larger/priority open spaces and those sites with the greatest potential for increasing biodiversity.*
- *To maintain Green Flag status for existing sites and to seek opportunities to increase the number of Green Flag parks in Gloucester.*
- *To continue to invest in developing high quality open spaces and facilities including use of external funding wherever possible.*
- *To regularly review the city's open space portfolio to ensure that funds and resources are focused primarily on land which is owned by the council, and to identify council owned sites or areas for investment, disposal or alternative use, investing any income directly back into park infrastructure*
- .

## 6. Policy Background/population growth

### National Policy

National planning policy is set out in the revised National Planning Policy Framework (NPPF, 2018) and associated planning policy guidance. The NPPF states that open space, which includes all open space of public value, can take many forms and can provide health and recreation benefits to people living and working nearby; have an ecological value and contribute to green infrastructure, as well as being an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development.

The NPPF recommends that local authorities robustly assess the need for open space, sport and recreation facilities and opportunities for new provision in their area. Assessments should identify specific needs and quantitative or qualitative deficits or surpluses in the local area, taking into consideration local circumstances where necessary.

The NPPF includes the ability for local communities to further protect the most important community spaces with a Local Green Space designation via local and neighbourhood plans. Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.

The NPPF also states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

In addition to national planning policy, there is an ever-increasing awareness of the importance of the population being healthy and active, to maintain and improve both physical and mental wellbeing, and providing well-kept, accessible open spaces can play a major role in this. Other national organisations have produced strategies that support these aims, for example:

- ***Public Health England: Everybody Active, Everyday (2014)***
- ***Sport England: Towards an Active Nation (2016-2021)***

### The Environment Bill

The government introduced The Environment Bill in October 2019.

Under the Environment Bill, measures would be introduced to address environmental governance gaps following withdrawal from the EU and beyond. The Bill would put into legislation a series of environmental principles and establish an Office for Environmental Protection, which would have scrutiny, advice and enforcement functions. It would also make provision for the setting of long-term, legally binding environmental targets in four “priority areas” of air quality, water, biodiversity,



resource efficiency and waste reduction, along with the production of statutory Environmental Improvement Plans.

Following a commitment in the 25 Year Environment Plan (August 2018), the Government published a consultation on Biodiversity Net Gain in December 2018. This was followed by a commitment to apply a requirement for Biodiversity net gain of 10% for developers through the planning system. This gain will be measured using a biodiversity metric that has been developed by DEFRA.

The Environment Bill would legislate for the creation of the net gain requirement, expand the duty on relevant authorities from conserving to *'conserving and enhancing'* biodiversity, and legislate for the creation of Local Nature Recovery Strategies to cover the whole of England.

Due to the calling of a General Election in late October 2019 and the resulting dissolution of parliament in early November, The Bill did not complete its passage through Parliament. Therefore, although the Bill will make no further progress until a new government is formed, it is important that strategies such as this one build in methods and targets that take the expected requirements into account.

The emerging Environment Bill plans to strengthen the current requirement placed on Local Authorities to *'have regard, so far as is consistent with the proper exercise of their functions, to the purpose of conserving biodiversity.'* (the general biodiversity objective - Natural Environment and Rural Communities Act 2006).

Once the Bill is in place, the general biodiversity objective will most likely be strengthened to include the requirement to not only *'conserve'* but *'enhance'* biodiversity and Local Authorities will be required to *'consider what action can properly be taken, to further the general biodiversity objective'*.

To this end Local Authorities will be required to *'determine such policies and specific objectives as it considers appropriate for taking action to further the general biodiversity objective, and take such action as it considers appropriate, in the light of those policies and objectives, to further that objective'*.

Whilst the Gloucester Open Space Strategy promotes the conservation and enhancement of biodiversity as an important element of the authority's commitment to sustainability, it is also intended that this strategy should comply with the requirements of the Environmental Bill (in so far as they are currently understood).

To this end, the Open Space Strategy includes an informal assessment of the current biodiversity value of each of the authority's open spaces, and an estimate of the potential for enhancing the biodiversity value of each site. Where it is considered that there is the potential to achieve significant biodiversity gains, a more formal site assessment will be carried out (using the DEFRA biodiversity assessment metric), which will result in individual biodiversity enhancement plans being created and implemented.

This Strategy will be reviewed in light of any changes in legislation resulting from the passing into law of the Environment Bill in 2020 or beyond.

## Local Policy

Along with the overarching national policies set out above, there are a number of locally adopted strategies and plans, many of which have aims and objectives that overlap those presented within this open space strategy. The cumulative impact of these inter-related documents serves to further emphasise the vital role that good-quality, accessible open space plays for both local communities and the natural environment within the city and beyond.

- **Joint Core Strategy (JCS), adopted Dec 2017**
  - Co-ordinated strategic development plan that sets out how the Gloucester, Cheltenham and Tewkesbury area will develop up to 2031. Adopted in by all three councils in December 2017.
  - Vision and policies include a commitment to build new developments to the highest standards of design, without increasing the risk of flooding, and focus on protecting the quality and distinctiveness of each community. Developments will be designed with respect for the natural and built environment and all residents and businesses will benefit from improved infrastructure, which includes roads, public transport and series and community facilities.
  - Gloucester’s natural environment will continue to be safeguarded and improved, particularly through the protection and enhancement of landscape features and key habitats within the City’s boundary, such as Robinswood Hill and adjacent to it at Chosen Hill.
  - Duty to co-operate, where open space serves a wider area.
  - Sets out Community infrastructure Levy (CIL) requirements for Gloucester, a charge applied to most new residential buildings that will be used to help deliver infrastructure to support development (including open space improvements). CIL adopted from January 2019.
- **Gloucester City Council – City Plan (2016-2031)**
  - City Plan delivers the JCS at a local level and also will set out policies that seek to address local issues and opportunities in the city.
  - Identifies where and how new development will take plans to ensure it positively contributes to the City’s needs.
  - Strategic objectives include conserving and enhancing the environment, delivering excellent design in new developments, protecting and improving playing fields and open spaces, meeting the challenge of climate change and promoting healthy communities.
  - Other policies include a ‘Building with Nature’ Standard, as well as tree and hedgerow protection.
- **Gloucestershire 2050 vision**
  - *‘Gloucestershire: A great place to live, work and do business, with a thriving future’.*
  - Key outcomes include:
    - *an inclusive county ensuring that the economic and social benefits are felt by all*
    - *a prosperous county: rising productivity and household income, offering higher living standards*
    - *a healthy, happy, and safe county: people have a good work/life balance and see improved health and wellbeing*
    - *a sustainable county: more efficient use of resources and more use of sustainable energy*

- **Gloucestershire Health and Wellbeing Board**

  - The Board is responsible for overseeing the development and delivery of the *Joint Health and Wellbeing Strategy* - a 20-year strategy which aims to improve the lives of people in Gloucestershire. The principles that underpin the plan are:
    - Supporting communities to take an active role in improving health
    - Encouraging people to adopt healthy lifestyles to stop problems from developing
    - Taking early action to tackle symptoms or risks
    - Helping people to take more responsibility for their health
    - Helping people to recover quickly from illness and return home to their normal lives
    - Supporting individuals or communities where life expectancy is lower than the county average or where quality of life is poor.
  - *Joint Policy for Enabling Active Communities in Gloucestershire (2015)* – action plan working to enable local communities to become more active, stronger and more sustainable, and in turn improve the health and wellbeing of local people.
  - *GloW – Gloucestershire Wellbeing* - Gloucestershire health and wellbeing board's commitment for better mental health. Gloucester City Council is signed up to this county-wide initiative, which sets out what it takes to promote good mental health and wellbeing and help prevent mental illness.
  
- **Gloucester City Council – Council Plan 2017-2020**

  - Focus on regeneration, housing, leisure and culture
  - Core values include: *Efficiency and value for money, forward thinking with innovation, making residents lives better, passionate about the city and working together to make it happen.*
  
- **Gloucester City Vision 2012-2022**

  - 'Gloucester will be a flourishing, modern and ambitious city, which all residents can enjoy'.
  - Key aims include: *A city which improves through regeneration and development, a city where people feel safe and happy in their community, a healthy city with opportunities for all.*
  
- **Gloucester's cultural vision and strategy 2016-2026**

  - *'Putting Culture at the Heart of Gloucester for the Good of All'*
  - Key objectives include: *'Broaden the cultural offer so as to support social and economic development, develop a vibrant city full of cultural things to do.'*
  
- **Gloucester City Council climate emergency declaration (July 2019)**

  - Proposal to make the city carbon neutral (net zero carbon dioxide emissions) by 2050
  - City council to have a net-zero carbon footprint by 2030 and to find impacts of climate change when reviewing the council's strategies, policies and plans.
  
- **Green infrastructure strategy (2014)**

  - Part of the JCS evidence base – providing a strategic development plan for the Gloucester, Cheltenham and Tewkesbury area up to 2031. Strategy is currently under review.
  - Focus on connectivity and water.
  - Vision that everyone should be able to access green infrastructure within 5 mins walk of home and use a series of interconnected, multifunctional green spaces to access the Cotswolds Area of Outstanding Natural Beauty (AONB) or the River Severn and its washlands.

## Projected population growth

- The current city population (2017 census) is 129,083
- Estimated city population by 2024 is 137,200
- Estimated city population by 2041 is 151,100
- Gloucester has a faster growth rate of children and young people 0-19yrs (+6.8%), compared to the wider county (+2.1%) and England as a whole (+5.5%)

It is important that the development and management of the city's open space network has full regard for the expected future increases in population, including from development sites located just outside the city boundary.

Wherever possible, new green space provision will be secured within major housing developments or existing spaces will be provided with improved facilities to cater for additional users.

The following section sets out the anticipated new residential developments in Gloucester and criteria for any resulting open space provision.

## New housing allocations in Gloucester

The JCS sets the number of new homes that will be required to meet Gloucester’s needs until 2031. However, within the city, there are few sites left to accommodate large-scale housing development.

The list below sets out the remaining larger sites that have been allocated within the Gloucester City Plan (or already granted planning consent) for new housing and indicates the amount and type of open space that should be provided as part of each development.

Smaller developments would not have sufficient space to provide on-site open space, and in these cases off-site financial contributions to improve existing open spaces would be sought, through the S.106 or CIL process.

Location	Indicative housing capacity	Ward	Open space implications
Land at Winneycroft Farm (two sites)	600 units in total	Matson	<ul style="list-style-type: none"> <li>Formal play and sports facilities to be provided on site.</li> <li>Allotments to be provided on site.</li> </ul>
Land at Great Western Rd sidings (to include improvements to Great Western Rd Rest Garden (E) open space)	200 units	Kingsholm and Wotton	<ul style="list-style-type: none"> <li>A LEAP play area or equivalent facility for children and young people to be provided on site.</li> <li>Off-site contribution for formal sport (and allotments) to be provided.</li> </ul>
Land at St Oswald’s Retail Park	300 units	Westgate	<ul style="list-style-type: none"> <li>A LEAP play area or equivalent facilities for children and young people should be provided on site.</li> <li>Connectivity to Westgate Park, including improved cycle access.</li> <li>Off-site contribution for formal sport (and allotments) to be provided.</li> </ul>
Land at King’s Quarter	156 units	Westgate	<ul style="list-style-type: none"> <li>Off-site contribution for formal play and sport to be provided.</li> </ul>
Land at The Wheatridge (allocated as a school site, but with a fallback use as residential if no school use required)	-	Abbeylea	<ul style="list-style-type: none"> <li>A LEAP play area or equivalent facility for children and young people to be provided on site.</li> <li>Off-site contribution for formal sport to be provided.</li> </ul>
Other small allocation sites, less than 50 units per site	Total up to 350 units	Various	<ul style="list-style-type: none"> <li>Sites over 35 units would normally be expected provide some on-site open space.</li> <li>Off-site contributions to upgrade existing nearby open spaces, including allotments, formal sport and play, to be provided.</li> </ul>

The expected level of provision for new open spaces, sports facilities and play areas, as indicated in the table above, should be in accordance with the benchmark standards set out in the Fields in Trust ‘**Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard, 2015**’ or any subsequent update. The City Council would expect any new open spaces to be a minimum 0.2ha in size and of a

usable/practical shape (for example, long, narrow, linear strips of land would not generally be acceptable, unless they adjoin a larger space where informal recreation such as ball-games can take place).

The FiT guidance states that ‘Quantity guidelines should not be interpreted as maximum levels of provision, and it is recommended that these are adjusted to take account of local circumstances.’ The document also sets out accessibility guidelines, indicated as walking distance from dwellings and these should also be taken into account when proposing new open space facilities.

Section 7 of this document sets out in more detail the local considerations and limitations for the provision of new open space in Gloucester City.

### **New housing allocations adjoining the city boundary**

There are a number of significant new or proposed housing developments that are located on the ‘urban fringe’, just outside of the Gloucester City administrative boundary. Residents living in these locations are likely to closely associate with Gloucester and will use the infrastructure within the city, including open spaces and sports facilities.

Some of these larger new developments will also provide their own open space, sports and play facilities on-site, which residents living within the city would be able to access.

The table below sets out the expected additional housing numbers. This housing growth, and the increased demand created on the city’s outdoor sports facilities has been factored in to the adopted Playing Pitch Strategy and the likely impact will also need to be considered when developing or upgrading open space facilities located nearby. Funds for investment in these spaces may be available through the CIL process.

Expected and potential housing numbers just outside city boundary:

<b>Already granted planning consent:</b>		<b>Allocated sites or being promoted in JCS/local plan:</b>	
Site	Number of homes	Site	Expected number of homes
Longford (Tewkesbury Borough Council)	570	N. Brockworth (Tewkesbury Borough Council)	Up to 1,500
Innsworth & Twigworth (Tewkesbury Borough Council)	2,295	Hardwicke (Stroud District Council)	Up to 1,500
Hardwicke (Stroud District Council)	300	Hunt’s Grove (Stroud District Council)	Up to 750
Hunt’s Grove (Stroud District Council)	1,750	Whaddon (Stroud District Council)	Up to 2,400
Churchdown (Tewkesbury Borough Council)	1,100		

## 7. Open Space Standards

### National Open Space Standards

There are no statutory open space standards for the quality, quantity and accessibility of open space provision, but for many years the benchmark for quantity has been the 'Six-Acre Standard' (aiming to provide six acres, or 2.4ha of open space per 1000 population), originally created by the National Playing Fields Association, now known as Fields in Trust (FiT).

The headline FiT standards were most recently updated in 2015, in the document '*Beyond the Six Acre Standard*', England edition but the more detailed 2008 document – '*Planning and Design for Outdoor Sport and Play*' remains a useful guidance tool. The guidance retains the same headline rates of provision, but draws out new recommendations for accessibility, for flexible application of standards and the minimum dimensions of formal outdoor space. This revision of the guidelines introduces benchmarking for informal open space - places for recreation, not involving organised sport and play - and includes parks and gardens, and natural and semi-natural habitats (based on Natural England's 'Nature Nearby' Accessible Greenspace Guidance, 2008).

It should be noted that when assessing quantity levels **for Parks and Gardens, Amenity Greenspace and Natural/Semi-natural Greenspace**, FiT state that their '*Quantity guidelines are provided as minimum guidelines and should not be interpreted as maximum levels of provision; and it is recommended that they are adjusted to take account of local circumstances.*'

In the case of **Playing Pitches, other Outdoor Sports, Equipped Play Areas and MUGAs/skate ramps** etc, FiT guidance states: '*Quantity guidelines should not be interpreted as either a maximum or minimum level of provision; rather they are benchmark standards that can be adjusted to take account of local circumstances.*'

Methods for assessing and setting targets for **Formal Outdoor Sports Pitch Provision** have been undertaken using Sport England's Playing Pitch Strategy Guidance (2013). Gloucester's Playing Pitch Strategy is a fully detailed study of the city's sports provision and future needs, and sits alongside this document, which does not go into any additional detail in relation to sports provision. The city's Draft Built Facilities Strategy (2019) which assesses indoor sports provision, will provide further insight into Gloucester's current and future needs and aspirations.

**Allotment** provision (quantity) is based on a standard recommended by the National Association of Allotment and Leisure Gardeners (NSALG).

There are no quantity standards set for **Cemeteries or Civic Spaces**.

In terms of quality standards, the principle provider of parks quality assessment in the UK is the Green Flag Award. However, this approach is really only relevant to the best quality parks and open spaces, which provide an 'above standard' facility and is not appropriate for assessing every open space typologies. Therefore, although the aspiration is to achieve a Green Flag 'pass' standard for the city's principal and best-kept spaces, a simpler rating system, as set out in Appendix 2, has been used to assess the majority of spaces, to give a general indication of each site's quality and community value, as well as the existing and potential biodiversity value. The assessment is intended to reflect local circumstances and includes information on open space distribution and indices of deprivation for each site's location within the city.

## 8. Open Space assessment and analysis

For the purposes of this strategy, 'Open Space' is taken to mean all open space of public value, including not just land, but also bodies of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and outdoor recreation and can also act as an ecological and visual amenity.

It should be noted that in accordance with best practice recommendations, generally only green spaces of 0.2 hectares or larger have been audited. However, some smaller spaces have been included, where these fall just below 0.2ha or it is felt that they are of particular value to the city or local community and are often in locations where open space provision is limited.

There are a broad range of open spaces of public value and these can generally be broken down into different typologies. Larger open spaces can have multiple functions and some, such as allotments, are more use specific. However, even a specific 'use', such as a cemetery, can also have high value for wildlife and natural habitat, so in many cases there can be multiple typologies within one space.

The breakdown of each open space, set out at Appendix 1, identifies the primary typology and any other notable typologies within the space (e.g. sports ground with play area and natural green space around boundaries). It is intended to give a general overview, so is not fully exhaustive and other small areas of different typologies are probably present in many spaces.

Other open space functions have been taken into consideration, but not specifically identified quantified. These are:

- **Strategic functions** – defining and separating urban areas, providing community greenways, 'green lungs' or landscape buffers within urban areas.
- **Urban quality** – helping to support regeneration and improving quality of life by providing visually attractive green spaces close to where people live.
- **Promoting health and well-being** – providing opportunities to people of all ages for informal recreation, to walk, cycle or ride within parks and open space, or along paths, bridleways, river and canal banks. Allotments also provide physical exercise and other health benefits.
- **Havens and habitats for flora and fauna** – sites may also have potential to be corridors or stepping-stones from one habitat to another and may contribute towards achieving local biodiversity objectives.
- **As a community resource** – a place for congregating and holding community events.
- **As a visual amenity** – even without public access, people enjoy having open space near to them, to provide an outlook, variety in the urban form, or as a positive element in the landscape.

Due to the built-up nature of Gloucester, with few remaining major development opportunities, it is unlikely that any significant increase in provision will be achieved in the future.

Therefore, it is important to concentrate instead on achievable targets, the retention of all existing parks and gardens, enhancement of the quality of park facilities and maintenance, as well as improving site accessibility wherever possible. Ensuring that any open spaces within new developments just outside the city boundary are functionally connected, to benefit both existing and new communities across the boundary will also be imperative.



## Open Space Typologies

The eight standard open space typologies used in this document are defined as follows:

- **Parks and Gardens**  
Accessible, high quality spaces with opportunities for formal and informal recreation, including community events.
- **Amenity Green Space**  
Open space areas with opportunities for informal activities close to home or work, or enhancement of the appearance of residential or other areas.
- **Natural and Semi-natural Green Space**  
Areas managed primarily for wildlife conservation, biodiversity, environmental education and awareness. Can include river/canal and other green corridors, balancing ponds, urban woodland and other green infrastructure.
- **Formal Sport (outdoor)**  
Areas for participation in outdoor sport, such as pitch sports, tennis, bowls, athletics or countryside and water sports.
- **Children's play and facilities for Young People (including formal equipped play areas)**  
Areas designated primarily for play and social interaction involving children and young people, such as equipped play areas, ball courts (MUGAs), skateboard areas, BMX tracks and youth shelters.
- **Cemeteries**  
Spaces for quiet contemplation and which are often linked to the promotion of wildlife conservation and biodiversity. Includes disused churchyards and burial grounds.
- **Allotments**  
Areas for people to grow produce as part of the long-term promotion of sustainability, health and social inclusion. Includes community gardens and urban farms.
- **Civic Spaces**  
Areas providing a setting for civic buildings or monuments, community events and activities. Includes market squares and hard surfaced areas.

## Local open space standards - Quantity

The modern City of Gloucester has developed organically over hundreds of years and as a result there will have been periods, when there was an urgent demand for new housing, that providing new open spaces, sports and play facilities may not have been a priority. Many of the densely built areas of the city also pre-date modern open space planning guidance and could not be expected to meet the currently recommended levels.

As a result, there are parts of the city that are much better served with open space provision than others. It is not possible to easily redress the imbalance at this point in time, as most of the city's land area has now been developed or allocated to other uses.

However, the city is also situated within a wider landscape of open countryside, with opportunities available just outside the city for recreation and enjoyment using country parks, public rights of way and other accessible green spaces. Easy access to the canal, Gloucester Docks, Quays and to long distance footpaths such as the Severn Way provide an additional resource for residents.

These factors are part of the local considerations that have been taken into account when setting out the proposed open space recommendations for Gloucester City, an approach supported by national guidance.

There are currently a total of **552.71** hectares of open space in Gloucester, across over 200 individual spaces, which equates to an overall provision of **4.28ha** of open space per 1000 population.

The detailed breakdown by typology (see table below) shows that over half of this provision comes from natural and semi-natural green spaces, including the very large sites at Robinswood Hill Country Park and Alney Island Nature Reserve.

Other types of open space, such as formal play/youth facilities are underserved within the city, but most of these are set within larger open spaces, so children and young people should be able to utilise the additional surrounding green space for informal recreation activities. However, if an opportunity arises to increase the size of a dedicated play area or youth facility, this should be taken whenever possible.

It should be noted that there are several city-centre areas that have not been included in the general open space calculations – these are located at the Gloucester Cathedral precincts, Gloucester Docks and Gloucester Quays. These spaces play a key role in providing a civic setting to some of the city's most important buildings and are used by residents and visitors throughout the year, including events, activities, processions and festivals. The Gloucester-Sharpness Canal corridor and towpath has also not been included in the overall calculations, but this resource provides further informal recreation opportunities, including water sports.

There are a number of privately-owned open spaces, such as school playing fields or private sports grounds, which are also accessible to the wider community, through shared-use community agreements, formal or informal arrangements. These are an important part of the city's open space network but are not included in any of the open space calculations.

*In order to ensure that funds are focused on land owned by the council, land which has not been adopted by, or transferred to, the council will not be maintained at public expense. In cases where the council becomes aware of areas of incidental open space resulting from development, not in public ownership, we will seek to contact the owner to ask them to take responsibility for its maintenance.*

## Breakdown of Gloucester's open space provision by typology

Typology	Current quantity of provision (Hectares)	Current ratio of provision in Gloucester City (ha per 1000 population)	National guidance benchmark standard (ha/1000)
<i>Parks and gardens</i>	54.64	0.42	0.80 <i>(FIT, 2015)</i>
<i>Natural and semi-natural green space</i>	278.56	2.16	1.8 <i>(FIT, 2015)</i>
<i>Amenity greenspace</i>	69.83	0.54	0.6 <i>(FIT, 2015)</i>
<i>Formal sport (outdoor)</i> <i>(refer to Playing Pitch Strategy for detailed study)</i>	96.29	0.75	1.6 <i>(inc 1.2 playing pitches)</i> <i>(FIT, 2015)</i>
<i>Formal play/youth facilities</i>	7.39	0.06	0.25 (play) <i>(plus 0.3 - youth facilities)</i> <i>(FIT, 2015)</i>
<i>Allotments</i>	14.58	0.11	0.25 <i>(NSALG)</i>
<i>Cemeteries</i>	27.80	-	n/a
<i>Civic spaces</i>	3.62	-	n/a
<b>Total</b>	<b>552.71</b>	<b>4.28</b>	

*FIT = Fields in Trust Beyond the Six Acre Standard, Guidance for Outdoor Sport and Play (England) October 2015, ANGSt = Natural England, Access to Natural Green Space Standard, 2008, NSALG = National Society of Allotment and Leisure Gardeners.*

## Opportunities for new open space provision

Section 6 sets out the remaining housing development sites and allocations within the city, most of which will not be able to provide substantial on-site open space provision due to the development sites being too small to practically accommodate open space and facilities of at least the required minimum 0.2ha in size. It is therefore unlikely that the national benchmark standard will be achievable for the underserved typologies, but should opportunities come forward, open space should be provided at a quantity in line with the current national guidance (Fields in Trust).

It should also be clearly noted that where there are levels of provision that exceed the national minimum or benchmark standard, this does not mean that there is surplus provision, and all such provision is likely to be well-used. Similarly, typologies cannot simply be interchanged, to create more space of another type. This would need very careful consideration and consultation.

The quantity standards set out reflect only the importance relating to a list of given recreational activities or uses. The value of most open space is far greater than any individual typology 'label' assigned to it and will hold additional intrinsic value for many other reasons, including ecological and visual value. The full value of all open space must always therefore be viewed in the context of broader environmental and planning considerations.

Where new development is not able to provide on-site open space, including allotments, then provision should be made for an off-site financial contribution. This may be via the CIL or S.106 process, depending on the site. To calculate the level of contribution, an itemised estimate based on the current cost of each type of facility should be provided by the developer. If relevant, the Sport England Sports Facility calculator should be used to determine the expected demand and level of provision required.

As a general guide, sites of 35+ housing units should provide the equivalent of a LEAP play area and formal sports facilities. Developments of 100 units or more should provide the equivalent of a NEAP play area (including a MUGA or similar) as well as formal sports provision. Sites smaller than 35 units would make a general payment to improve existing local open space facilities nearby (via CIL or S106 as appropriate. S.106 provision must align to opportunities identified in this strategy).

### **Local open space standards - Quality**

The majority of existing open spaces across the city are managed by Gloucester City Council. However, there are a few exceptions to this – there are a number of sites in the Quedgeley and Kingsway area which are managed by Quedgeley Town Council (the only formal parish council within the city boundary). Parishes are able to charge a precept to fund the council and activities they undertake on behalf of the community; the precept is an additional charge to all residents located in the parish boundary and is collected via the Gloucester City council tax.

There are also a small (and growing) number of public open space sites in Gloucester that are maintained by a management company on behalf of a private landowner (often a housebuilding company). This is where the landowner chooses not to ask the council to formally adopt and maintain the open spaces in perpetuity but instead retains legal ownership. Generally, a service charge is paid by every property on the development to look after the green spaces (and sometimes roads and other amenities).

Any open spaces not maintained by the city council should be clearly signed, with a contact address, phone number or email, to allow residents to report any issues to the owner.

The city council would expect these privately managed open spaces to be maintained at least to the same standard as the council's green spaces.

Because there are some areas of the city where the quantity of open space is limited, and there is little likelihood of an increase, it is more important than ever that the quality of the open spaces that are available to residents in these areas is as good as it can be. Recent studies have shown that providing good quality, well-maintained open spaces and facilities attracts a larger number of regular and returning users. The quality of an open space is usually valued by visitors above the quantity or accessibility and there is much good practice guidance to support this.

The National Planning Policy Framework (NPPF) advocates for '*high-quality open spaces and opportunities for sport and recreation*', as does the Fields in Trust (FIT) open space guidance. It is also recommended that local considerations are included when assessing sites for quality, to allow adjustments to be made for the particular circumstances in each strategy area.

The Green Flag Award scheme represents the only recognised national standard for assessing the quality of parks and open spaces across the UK. Only the best, most well-managed sites will be able

to achieve the standard. Gloucester currently has three Green Flag spaces, an increase from one in 2015.

However, assessing all open spaces/typologies against the detailed Green Flag criteria, which are designed to measure an exceptionally high standard of site, would not be appropriate for the majority of the city's green space areas. For the purpose of this strategy therefore, and in line with guidance, a locally set site quality assessment has been undertaken for each area of open space. High/Med/Low scores are given against a basic expected level of quality/maintenance, potential for biodiversity and community value.

The assessment results are set out in Appendix 2 and provide a comparative overview of the current quality of all spaces in the city. Additional local factors, such as how many similar spaces there are nearby and the level of IMD (Indices of Multiple Deprivation – National Quintile) for the site location are included and considered, so as to ensure that a general picture of each site and its value to the community within the local setting can be assessed.

A short analysis of the site assessments is set out below, which identifies the number of sites that fall below the expected standard.

## Site Quality Assessment - summary

**Low Quality** – site falls short of expected standard and requires some improvement.

**Medium Quality** – Site is in fair to good condition but may benefit from further improvement.

**High Quality** – Site and facilities are of good quality and are generally well-managed.

- **20% of open spaces in Gloucester were assessed as Low Quality**
  - **71% of open spaces were assessed as Medium Quality**
  - **9% of open spaces were assessed as High Quality**

Children's play areas have been assessed separately, using the Play England Play Assessment Tool. The overview and analysis for play areas can be viewed at Appendix 4.

## Local open space standards - Accessibility

Accessibility is the way that people get to open spaces, whether on foot, cycling or by car. Accessibility guidelines set out acceptable distances that people can be expected to walk from home to access their nearest types of open space. FiT recommend that local factors and obstacles to pedestrian and cycle movement should be taken into account. Ideally, open spaces and play facilities should also be accessible from bus routes.

As previously outlined, open space provision across Gloucester is not evenly and consistently spread. Some parts of the city have more limited areas of open space, and there is very little chance of increasing provision in densely built up neighbourhoods. In these areas, it is important that the open spaces available to residents are clearly signposted and access routes made as user friendly as possible, to encourage a slightly longer travel-to-play time where necessary.

The table below sets out Gloucester’s recommended accessibility standards for each type of open space. These are based on local factors, including barriers to access where there are limited crossing points, such as main roads, railway lines, the river and canal.

### Recommended local accessibility standards for Gloucester:

<b>Open Space Typology</b>	<b>Gloucester City walking distance</b> <i>metres from dwelling</i> <i>(1.2mins per 100m = 5kph)</i>	<b>National benchmark guidance</b> <b>(walking distance)</b> <b>FiT/ANGSt/NSALG</b>	<b>Notes</b>
<b>Parks and Gardens</b>	<b>800m</b> <i>(9.5-minute walk)</i>	710m <i>(9-minute walk)</i>	<i>Accessibility to parks, gardens and larger amenity green spaces of approx. 1ha or larger has been considered together, as these can often provide the same functions (e.g. informal recreation, play, informal kickabout etc).</i>
<b>Amenity green space</b>	<b>1ha or larger - 500m</b> <i>(6-minute walk)</i>	480m <i>(6-minute walk)</i>	
<b>Natural and semi-natural green space</b>	<b>A 1ha space within 5 mins walk</b> & <b>A 20ha space within 2km</b> & <b>A 100ha space within 5km</b> & <b>A 500ha space within 10km</b>	<i>A 2ha space within 300m (5 mins walk)</i>  <i>A 20ha space within 2km</i>  <i>A 100ha space within 5km</i>  <i>A 500ha site within 10km</i>	<i>All parts of the city are within 5km of Robinswood Hill (100ha) and Alney island (80ha).</i>  <i>All parts of the city are within 2km of Alney Island, Robinswood Hill, The Gloucester-Sharpness Canal, Plock Court or Horsbere FAS (all over 20ha)</i>  <i>Cotswold Commons and Beechwoods SSSI (690ha) is within 10km of all parts of the city</i>
<b>Formal sport</b>	<b>‘Travel to play’ area – covers whole City – refer to Playing Pitch Strategy for details</b>	1200m walking distance	<i>Based on detailed needs assessment in Gloucester’s Playing Pitch Strategy</i>
<b>Formal play and youth facilities</b>	<b>LEAP – 400m</b> <i>(5-minute walk)</i> <b>NEAP – 1,000m</b> <i>(12-minute walk)</i> <b>Skate/MUGA – 1,500m</b> <i>(18 min walk)</i>	<i>LEAP – 400m (5 mins walk)</i> <i>NEAP – 1000m (15 mins walk)</i> <i>Skate, MUGA etc - 700m (9-10 mins walk)</i>	<i>It is considered that older children would be prepared to travel for 20mins to access good quality skate/MUGA facilities</i>
<b>Allotments</b>	<b>1,200m</b> <i>(14.5-minute walk)</i>	1,200m <i>(15 mins walk)</i>	
<b>Cemeteries</b>	<i>n/a</i>	<i>No standard set</i>	
<b>Civic Spaces</b>	<i>n/a</i>	<i>No standard set</i>	

Overall, the city has a good level of accessibility for the majority of residents to parks, gardens and larger areas of amenity greenspace. Many of Gloucester’s large amenity spaces

provide similar functions to a park (the exact distinction between a park and amenity greenspace is not easily defined).

When mapped, there are just a few areas of residential development where accessibility to a park or large amenity space is not possible within the stated walking distances. These are the NW corner of Hucclecote ward, parts of central Longlevens, the SE corner of Grange ward as well as a central block through Quedgeley Severnvale and Quedgeley Fieldcourt wards (west of the A38).

Natural and Semi-natural green space is quite accessible in all parts of the city, with many smaller local spaces distributed across the city (as well as the canal and River Severn corridors). Larger sites, at Alney Island Nature Reserve and Robinswood Hill Country Park, which are managed by the City Council's Countryside Unit, are accessible to all residents (within 5km). The Gloucester-Sharpness Canal corridor (and to a lesser degree the River Severn) also provide good accessibility to natural greenspace in the west and south west of the city. Gloucester is located on the edge of the Cotswolds AONB and residents are able to access other larger natural spaces just beyond the city, such as the Cotswold Commons and Beechwoods SSSI (690ha), which is within 10km.

Formal play spaces and youth facilities (skateparks/MUGAs) are not distributed evenly across the city. Whilst some wards have a good choice of LEAPs (play area) within walking distance, there are parts of Elmbridge, Longlevens, Hucclecote, Abbeydale, Matson & Robinswood, Kingsholm & Wotton, Tuffley and Quedgeley where a play area is well over 5 mins walk away.

Similarly, the distribution of NEAPs (larger play areas that include a youth facility such as a MUGA, skatepark or similar) leaves some parts of Elmbridge, Barnwood, Hucclecote, Kingsholm & Wotton Matson & Robinswood, Quedgeley with poor coverage.

Although there are few opportunities to increase provision in all of these areas, a new play area with small MUGA is currently being built at Ayland Gardens (Barton & Tredworth ward) and new play areas are planned (funding secured via S.106) at Hucclecote Playing Field (Hucclecote ward), Plock Court (Longlevens ward), Clearwater Drive (Quedgeley Severnvale ward), Fieldcourt Drive (Quedgeley Fieldcourt ward) and Lasborough Drive (Grange ward). There will also be new play areas incorporated by developers into housing schemes at Bristol Rd (Podsmead ward) and Grange Road (Tuffley ward). A new play area at Westgate Park would be of benefit - to provide improved coverage for residents in the NW of the city.

Some of the city's larger spaces with a good range of facilities (e.g. Robinswood Hill Country Park, Gloucester Park) draw visitors from a much wider catchment, often arriving by car, cycle or bus, as many people are prepared to travel a little further and spend longer there.



## **Local open space standards – Biodiversity**

The city has a wide range of green spaces, managed in different ways depending on the use of the space. Historically, many green areas were kept regularly mown, with short grass providing minimal habitat value. However, in recent years there has been an increased effort to improve the natural habitat value of the city's green spaces wherever possible, without directly impacting on other functions such as formal sport or drainage infrastructure. For example, many of the city's areas of close-mown amenity grass could be re-assigned to develop a much more diverse wildflower sward, or planted with trees, which would provide substantial benefits to wildlife.

The site assessments undertaken for this strategy include a simple baseline assessment of the existing biodiversity value of each site and indicating the spaces where biodiversity improvements could be undertaken to improve this value.

Where it is considered that there is the potential to achieve significant biodiversity gains a more formal site assessment will be carried out, using the DEFRA biodiversity assessment metric, which provides a way of measuring and accounting for biodiversity losses and gains. Individual Biodiversity Enhancement Plans will then be created and implemented for those sites.

Where sites already have high biodiversity value, measures to protect and further improve them will be taken.

Many of the city's green spaces also have a dual function as part of the wider Green Infrastructure (GI) network, often containing watercourses or areas with sustainable drainage systems (SUDS) built-in to the landscape, which manage surface water runoff during heavy rainfall events. The council has produced both a Green Infrastructure Strategy and a SUDS Strategy, which set out the aims and objectives for these areas. These documents will be reviewed and updated as necessary. The GI/SUDS sites are often rich in existing biodiversity or have good habitat potential and the council will ensure that their management protects and enhances the natural habitat and associated wildlife wherever possible.

## **Local open space standards – Community Value**

The benefits of open spaces. Local green spaces are often a hub for local communities. They are free to access, can be used for a range of activities and provide space and tranquility in an often busy and complicated world. Some communities have additional challenges – perhaps being very densely populated or within a socially deprived ward. In these places green space can be even more important, providing access to nature, clean air and enhanced recreational opportunities.

Even some of our smallest spaces help to shape local identity, helping people to overcome social isolation and creating a sense of belonging. Parks also offer people from all walks of life and all parts of our society somewhere to come together, enjoy each other's company and take advantage of the opportunities that accessible, free and attractive open spaces can provide.

Whilst all open space has positive intrinsic and quantitative value, there are some spaces within the city which are especially highly valued by the local community. These spaces have additional value in this respect and should be prioritised for enhanced investment, community involvement in their management and future improvement where possible.

**A summary and analysis of the Community Value Assessments for each open space is set out in Appendix 3.**

## 9. Working with partners and the community

The council manages and improves the city's open spaces with input and assistance from a wide range of voluntary, public and private sector partners. Some act in an advisory role, others actively manage the spaces, provide specialist services, perform community liaison or help with raising funds for specific projects.

Partnership working brings significant benefits and integrating open space improvements with wider community-led neighbourhood programmes can often bring better outcomes.

The council is committed to further developing partnerships and community projects in parks and open spaces. Examples of recent community-led, externally funded projects are the new play areas at Tuffley Park (funded via Podsmead Big Local) and Armscroft Park (funded via Friends of Elmbridge).

Gloucestershire Wildlife Trust is also working in the city, to help bring improvements to urban wild habitats and encourage residents to explore and learn about Gloucester's wild places. Initiatives to date include All Paths Lead to the Hill, Wild Kingsway and the Milton Avenue Green Space project.

Examples of local partners (some provide or manage their own public spaces; others work within the council's spaces):

- 'Friends' groups, e.g. Friends of Barnwood Arboretum, Friends of Hillfield Gardens
- Community groups, sports clubs and teams
- Gloucestershire Wildlife Trust
- University of Gloucestershire
- Aspire Sports and Cultural Trust
- Active Gloucestershire
- Quedgeley Town Council
- Amey (grounds maintenance partner)
- Gloucester Quays/Docks Management Company
- Diocese of Gloucester
- Canal and River Trust/Environment Agency/Internal Drainage Board
- Community payback/probation service
- Other charity organisations, e.g. Play Gloucestershire, Get Up and Go Gloucester
- Gloucester Civic Trust
- Gloucester City Homes
- Gloucestershire County Council

The council is very fortunate to have many dedicated and committed volunteers and Friends groups working across the city. These groups hold volunteer work days, fund-raising events, undertake site management, cleaning and litter picking. Many volunteers also dedicate long hours to carry out enhanced grounds maintenance for sports pitches and manage clubhouses and pavilions located on open spaces.

The council will continue to support and encourage the formation of local Friends groups and community-led maintenance and management of open spaces across the city. Tenure agreements for sports facilities and pitches can be negotiated with the council's Asset Management Team.

## 10. Funding

Local authorities are facing ongoing restrictions on spending, which is unlikely to change for the foreseeable future and there is an inevitable impact on the council's ability to provide and maintain its wide range of services and facilities.

The city council has innovated and looked at best practice wherever possible, to deliver revenue savings and efficiencies without impacting on provision. For parks and open spaces, priorities are sustainability in the medium to long term, adapting sites to take account of climate change, reducing waste and streamlining maintenance services.

Capital spending can be sourced from a variety of providers. Since 2001, the council has successfully negotiated 'Section 106' funds from housing developers, through planning applications, which have been ringfenced to improve public open space, allotments, sport and play facilities. Although the S.106 process has now changed (becoming the Community Infrastructure Levy (CIL), adopted by the council in Jan 2019), there are still some residual S.106 funds to be put towards open space projects in the city. Any new housing developments will be required to calculate appropriate on-site open space provision or apply the CIL process to provide a financial contribution that can be used to upgrade existing sites nearby.

The council, as well as local community groups and organisations, will seek to source other capital funding for open space projects through external grant-providers and partnership working wherever possible.

### **Grounds maintenance**

The Council's current contract with Amey PLC for the provision of grounds maintenance services, comes to an end in April 2022. At present no decision has been taken with regard to the future provision of these services, but the authority is currently considering a range of options.

Any requirements in respect of grounds maintenance provision resulting from this strategy will be considered in the development of any future grounds maintenance specification.

## **11. Monitoring and review**

The aims and objectives set out in this strategy will be regularly reviewed and an annual monitoring report on progress will be produced and presented to the Council Cabinet after the end of each financial year.

## **12. Appendices**

Further details of the assessment, analysis and breakdown of the open spaces within the city are set out in the following appendices.

- Appendix 1 – Ward Maps and breakdown of open space by quantity & type
- Appendix 2 – Summary of Open Space Site Quality and Biodiversity Value Assessments
- Appendix 3 - Summary and Analysis of Community Value Assessments
- Appendix 4 – Summary and analysis of Play Area Assessments

## APPENDIX 1

### Breakdown of open space quantity by ward

#### Overview

A local audit of open spaces in the city was undertaken, to provide an understanding of the current amount, location and condition of each type (see page 15 for a breakdown of the open space typologies).

#### Summary – Quantity

Totals	Parks and Gardens	Amenity open spaces	Natural/semi-natural	Formal sport	Formal play/youth sport	Cemetery	Allotment	Civic		Total
Abbeymead	1.31	5.23	13.52	2.40	0.10		1.73			24.29
Abbeydale		8.09	9.26	1.75	0.07					19.17
Barnwood	10.12	7.23	5.01	6.28	0.55					29.19
B&T	1.13	1.00			0.42					2.55
Coney Hill	3.89	0.87			0.14	12.67	0.17			17.74
Elmbridge	3.85	0.76	6.83	7.84	0.39	0.15				19.82
Grange	8.92	4.22	1.58	5.47	0.78					20.97
Hucclecote	1.4	1.86	4.64	8.59	0.12					16.61
K&W	1.38	2.29			0.30		0.15			4.12
Kingsway		2.99	18.94	5.17	0.66					27.76
Longlevens		7.87	10.38	21.18	0.27		8.00			47.70
M&R	6.79	6.45	105.06	2.94	0.82	14.98	0.86			137.90
Moreland		3.07		5.01	0.47		1.83	0.29		10.67
Podsmead		3.61	1.00	15.70	0.57					20.88
QF		3.81	6.24	5.42	0.49		0.86			16.82
QSV		1.99	7.19		0.34					9.52
Tuffley		5.92			0.53		0.93			7.38
Westgate	15.85	2.28	88.91	8.54	0.37		0.05	3.62		119.62
<b>Total</b>	<b>54.64</b>	<b>69.54</b>	<b>278.56</b>	<b>96.29</b>	<b>7.39</b>	<b>27.80</b>	<b>14.58</b>	<b>3.91</b>		<b>552.71</b>

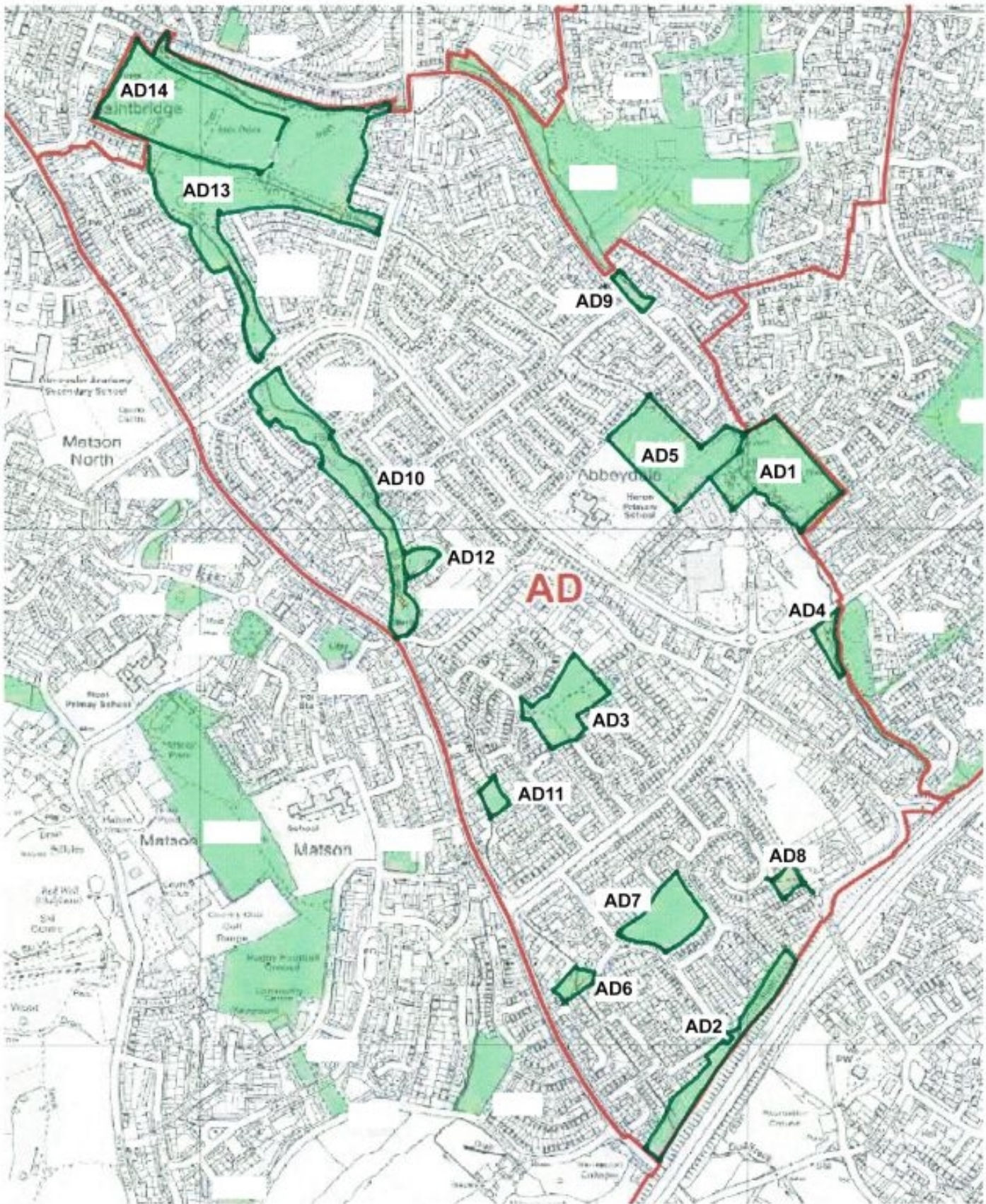
#### Population by ward (2017 census)

Totals	Population (2017)
Abbeydale	7554
Abbeymead	6269
Barnwood	6825
B&T	11493
Coney Hill	3347
Elmbridge	6426
Grange	6749
Hucclecote	6129
K&W	7451
Kingsway	7984
Longlevens	9370
M&R	9541
Moreland	10437
Podsmead	3124
QF	6028
QSV	6369
Tuffley	5955
Westgate	8032
<b>Total</b>	<b>129083</b>

## Ward Maps & breakdown of open space by quantity and type

### Abbeyle ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Abbeyle (AD)</b>						<b>6269</b>
AB1	<b>AD1</b>	Glevum Way Park	2.41	PARK 1.31	sport 1.0	play 0.1		
AB3	<b>AD2</b>	M5 Linear Park (S)	included in AM3					
AB4	<b>AD3</b>	The Richmonds	1.37	amenity				
AB8 (part)	<b>AD4</b>	Stewart's Mill (W)	included in AM6					
AB5	<b>AD5</b>	Heron Park	2.88	amenity 1.48	sport 1.4			
AB9	<b>AD6</b>	The Lawns	0.29	amenity				
AB10	<b>AD7</b>	Meerstone Way	1.29	amenity				
AB11	<b>AD8</b>	Oxmoor	0.16	amenity				
AB12	<b>AD9</b>	Bittern Avenue	0.19	amenity				
AB13/MR14	<b>AD10</b>	Heron Way Open Space	3.98	Natural/semi-natural				
AB14	<b>AD11</b>	Almond Close	0.22	amenity				
AB15	<b>AD12</b>	Awebridge Way	0.23	Amenity				
BA2	<b>AD13</b>	Saintbridge Balancing Pond	9.54	Natural/semi-natural				
BA24	<b>AD14</b>	Saintbridge Allotments	1.73	Allotments				
		<b>Total</b>	<b>24.29</b>	<b>Natural 13.52</b>	<b>Amenity 6.54</b>	<b>Sport 2.4</b>	<b>Play 0.1</b>	<b>Allotments 1.73</b>

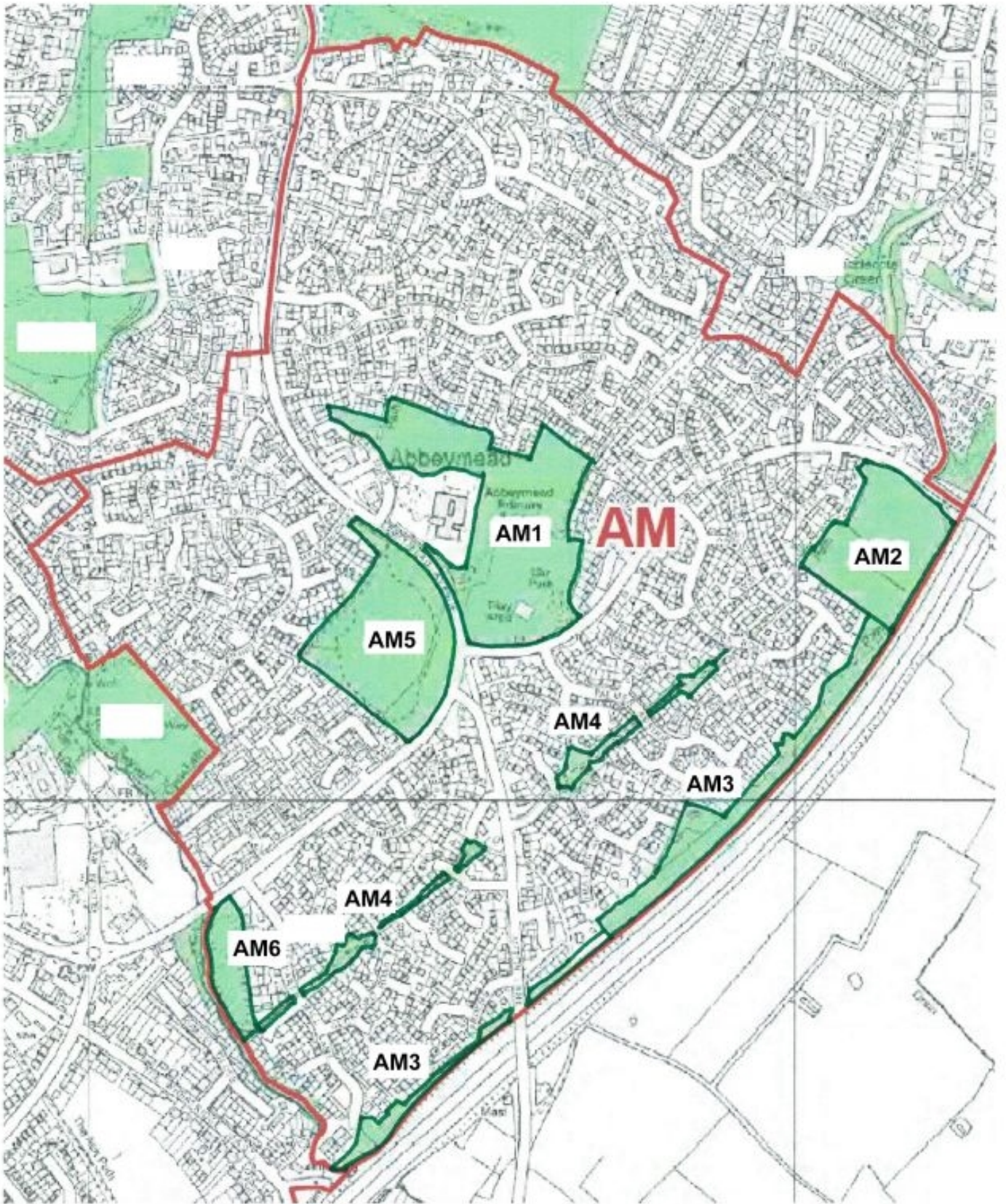


**Abbeydale ward**



## Abbeymead ward

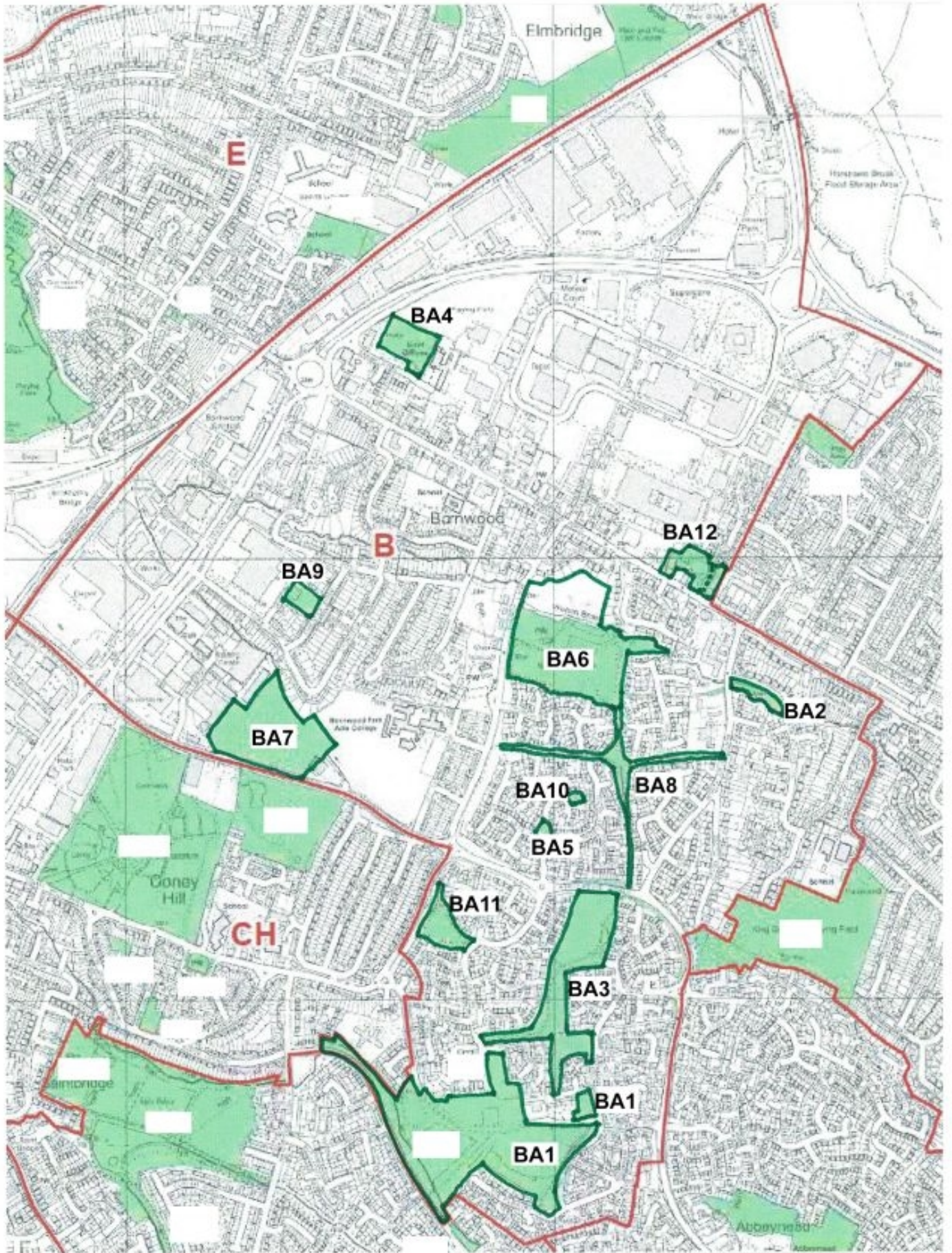
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Abbeymead (AM)</b>						<b>7554</b>
HU7	<b>AM1</b>	Lobley's Drive/Mead Rd	5.68	Amenity 3.86	sport 1.75	play 0.07		
AB2	<b>AM2</b>	Hucclecote Hay Meadows	2.69	Natural/semi-natural				
AB3	<b>AM3</b>	M5 Linear Park (N), inc AD2	4.39	Natural/semi-natural				
AB6	<b>AM4</b>	Palmer Avenue	0.55	amenity				
AB7	<b>AM5</b>	Contour Park	3.68	amenity				
AB8	<b>AM6</b>	Stewart's Mill (E), inc AD4	2.18	Natural/semi-natural				
		<b>Total</b>	<b>19.17</b>	<b>Natural 9.26</b>	<b>Amenity 8.09</b>	<b>Sport 1.75</b>	<b>Play 0.07</b>	



**Abbeymead ward**

## Barnwood ward

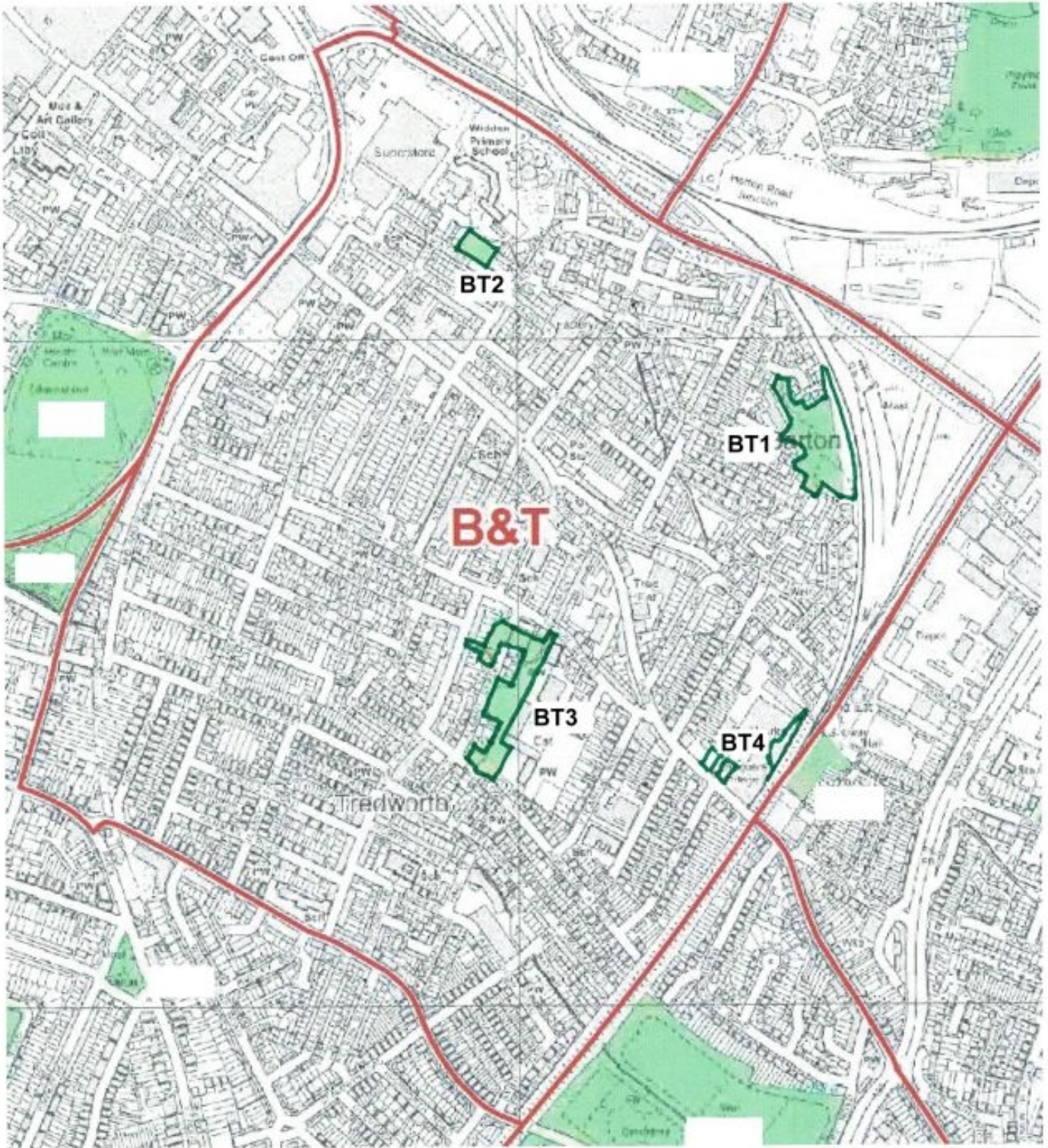
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Barnwood (BA)</b>						<b>6825</b>
BA3/BA19	<b>BA1</b>	Clock Tower Park	9.79	PARK 5.44	natural 3.5	sport 0.7	play 0.15	
BA4	<b>BA2</b>	Lilliesfield Avenue	0.34	Amenity				
BA5	<b>BA3</b>	The Oaks	4.1	amenity 3.55	Sport 0.5	Play 0.05		
BA9	<b>BA4</b>	Saw Mills End	1.03	sport				
BA12	<b>BA5</b>	Broad Leys/Spinney Road	0.08	amenity				
BA13	<b>BA6</b>	Barnwood Park and Arboretum	6.19	PARK 4.68	Natural 1.51			
BA14	<b>BA7</b>	Coney Hill RFC	3.99	sport				
BA15	<b>BA8</b>	Churchview Drive/Abbeymead Ave	1.41	amenity				
BA16	<b>BA9</b>	Durham Rd/Chester Rd	0.36	play 0.2	amenity 0.16			
BA17	<b>BA10</b>	Snowhill Close	0.07	amenity				
BA21	<b>BA11</b>	Blake Hill Way Balancing Pond	0.87	amenity				
BA22	<b>BA12</b>	Greenways	0.96	amenity 0.75	play 0.15	sport 0.06		
		<b>Total</b>	<b>29.19</b>	<b>Natural 5.01</b>	<b>Amenity 17.35</b>	<b>sport 6.28</b>	<b>Play 0.55</b>	



**Barnwood ward**

## Barton and Tredworth ward

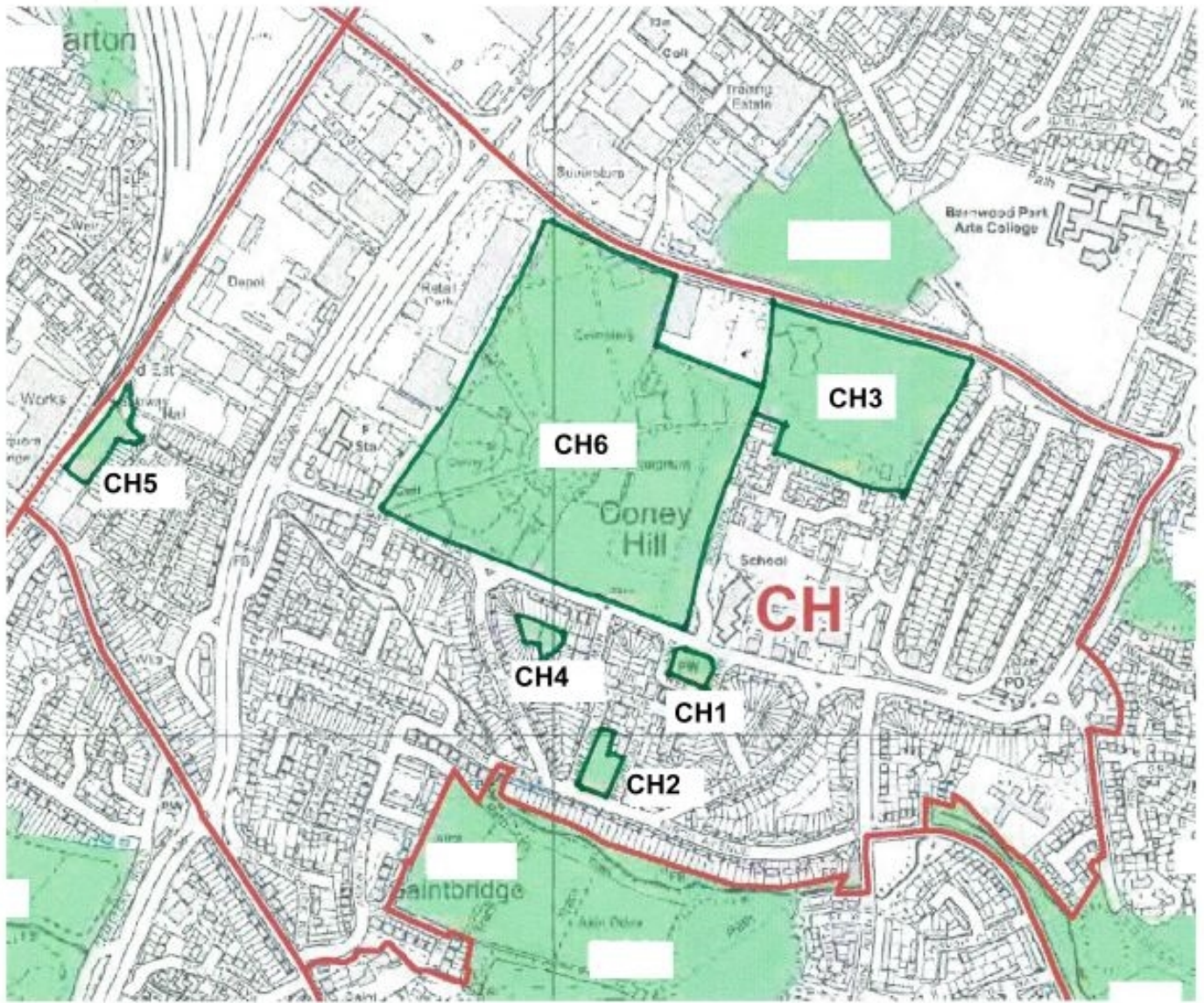
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Barton and Tredworth (BT)</b>						11493
BT1	<b>BT1</b>	Ayland Gardens/Bishopstone Rd open space	0.97	amenity 0.93	play 0.04			
BT2	<b>BT2</b>	Napier Street	0.18	play				
BT3	<b>BT3</b>	St James' Park	1.2	PARK 1.13	play 0.07			
-	<b>BT4</b>	Diamond Jubilee Close	0.2	play 0.13	amenity 0.07			
		<b>Total</b>	<b>2.55</b>	<b>amenity 2.13</b>	<b>play 0.42</b>			



**Barton & Tredworth ward**

## Coney Hill ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Coney Hill (CH)</b>						<b>3347</b>
BA6	CH1	Maytree Square	0.26	amenity				
BA7	CH2	Birch Avenue	0.33	amenity 0.29	play 0.04			
BA8	CH3	Coney Hill Park	3.99	PARK 3.89	play 0.1			
BA10	CH4	Willow Way	0.17	allotments				
BA11	CH5	Savernake Road	0.32	amenity				
BA20	CH6	Coney Hill Cemetery	12.67	Cemetery				
		<b>Total</b>	<b>17.74</b>	<b>amenity 4.76</b>	<b>play 0.14</b>	<b>allotments 0.17</b>	<b>cemetery 12.67</b>	

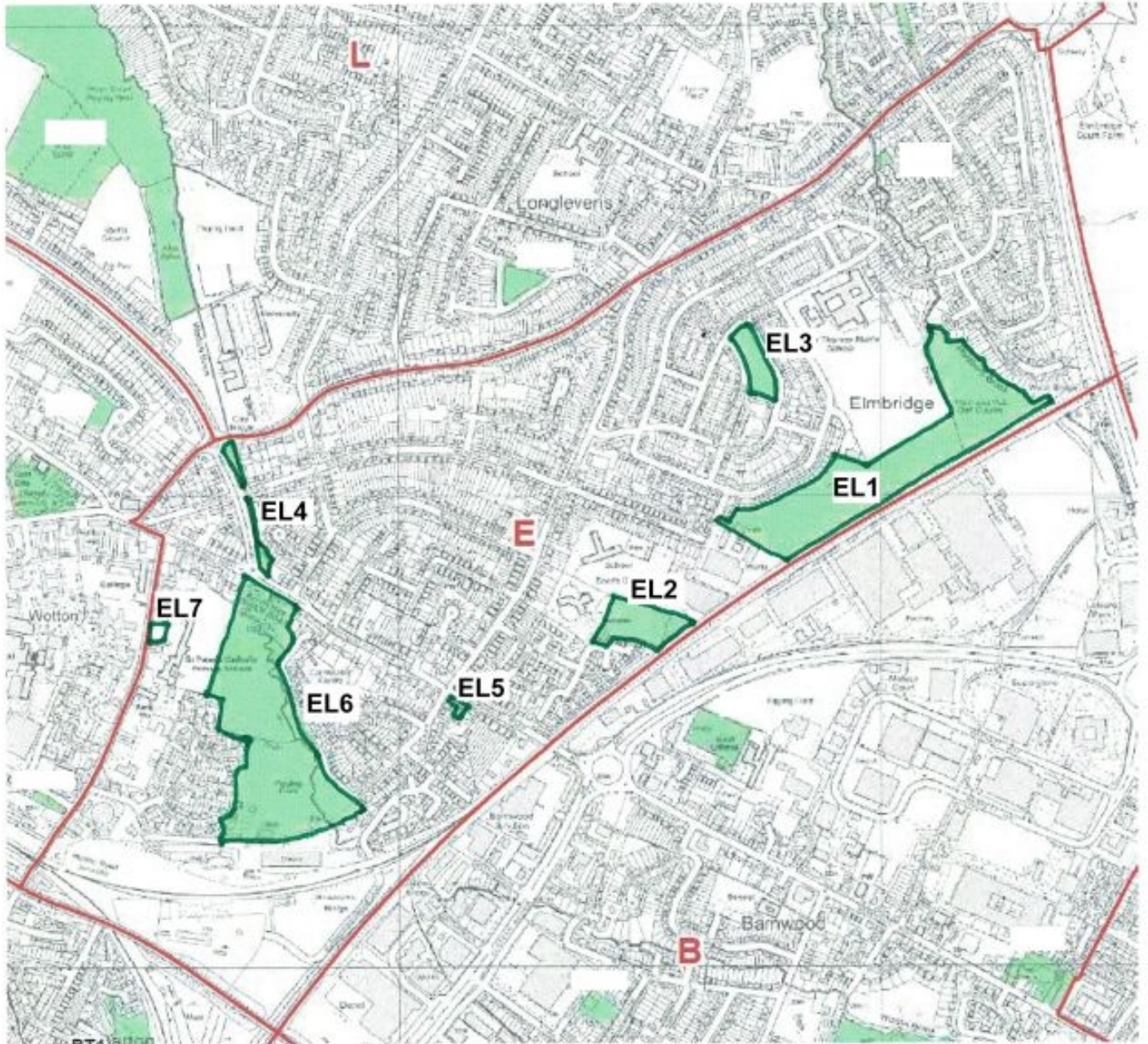


Coney Hill ward



## Elmbridge ward

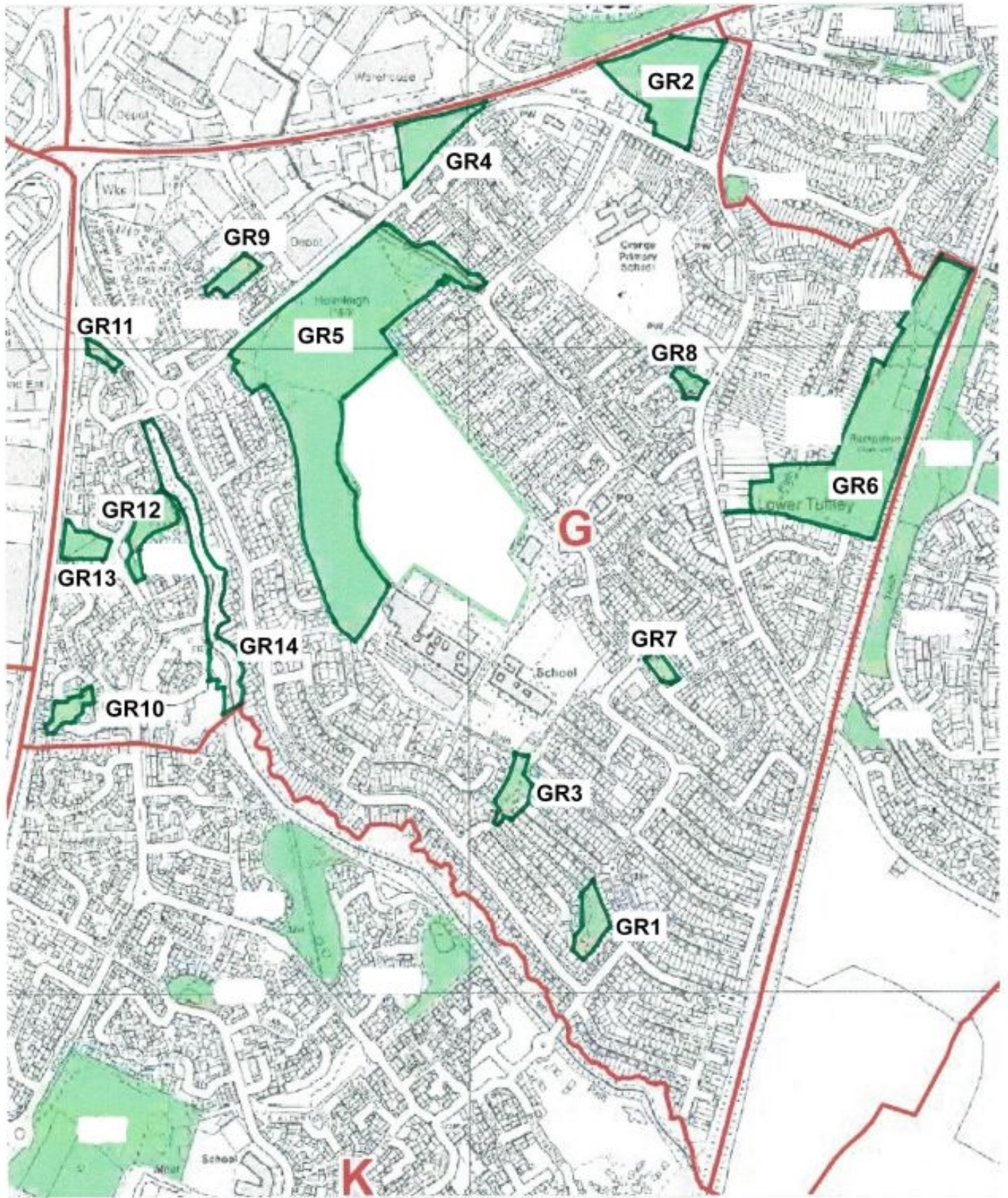
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Elmbridge (EL)</b>						<b>6426</b>
EL1	<b>EL1</b>	Elmbridge Playing Field (Sandyleaze)	7.96	sport 4.96	natural 3.0			
EL2	<b>EL2</b>	Elmbridge Park (Windfall Way)	1.32	sport 1.28	play 0.04			
EL3	<b>EL3</b>	Meadowleaze	0.87	amenity 0.67	play 0.2			
EL4	<b>EL4</b>	Estcourt Gardens	0.53	natural				
EL5	<b>EL5</b>	Cross Keys Rest Garden	0.09	amenity				
EL7/KW7	<b>EL6</b>	Armscroft Park	8.9	PARK 3.85	natural 3.3	sport 1.6	play 0.15	
	<b>EL7</b>	Horton Rd cemetery	0.15	cemetery				
		<b>Total</b>	<b>19.82</b>	<b>natural 6.83</b>	<b>amenity 4.61</b>	<b>sport 7.84</b>	<b>play 0.39</b>	<b>cemetery 0.15</b>



**Elmbridge ward**

## Grange ward

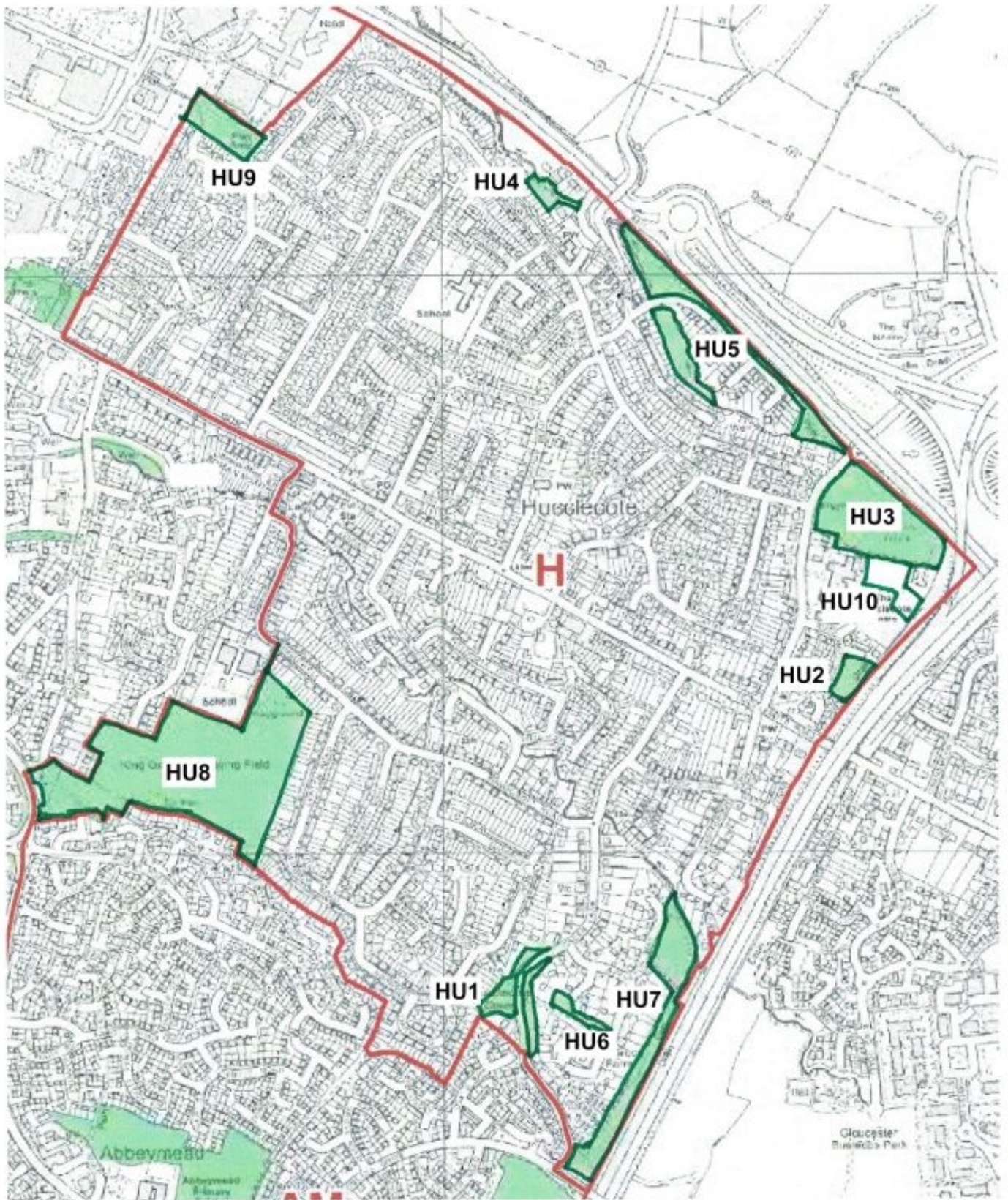
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Grange (GR)</b>						<b>6749</b>
GR1	<b>GR1</b>	Chatsworth Avenue	0.42	amenity				
GR2	<b>GR2</b>	Tuffley Lane/Cole Avenue Playing Field	1.83	sport				
GR3	<b>GR3</b>	Denham Close/Chatsworth Ave	0.38	amenity				
GR4	<b>GR4</b>	Tuffley Lane (The Gladiator)	0.63	amenity				
GR5	<b>GR5</b>	Holmleigh Park	8.65	PARK 5.91	sport 2.44	play 0.3		
GR6/TU3	<b>GR6</b>	Randwick Park	4.61	PARK 3.01	sport 1.2	play 0.4		
GR7	<b>GR7</b>	Windsor Drive	0.12	amenity				
GR8	<b>GR8</b>	Meredith Way	0.83	amenity 0.79	play 0.04			
GR9/GR10	<b>GR9</b>	Tolsey Gardens	0.28	amenity				
QF14	<b>GR10</b>	Watermint Drive	0.25	amenity				
QS12/1	<b>GR11</b>	Greenhill Drive	0.12	amenity				
QS12/2	<b>GR12</b>	Streamside balancing pond	0.88	amenity				
none	<b>GR13</b>	The Warren	0.35	amenity				
	<b>GR14</b>	Daniel's Brook corridor (N) inc Lasborough	1.62	natural 1.58	play 0.04			
		<b>Total</b>	<b>20.97</b>	<b>natural 1.58</b>	<b>amenity 13.14</b>	<b>sport 5.47</b>	<b>play 0.78</b>	



Grange ward

## Hucclecote ward

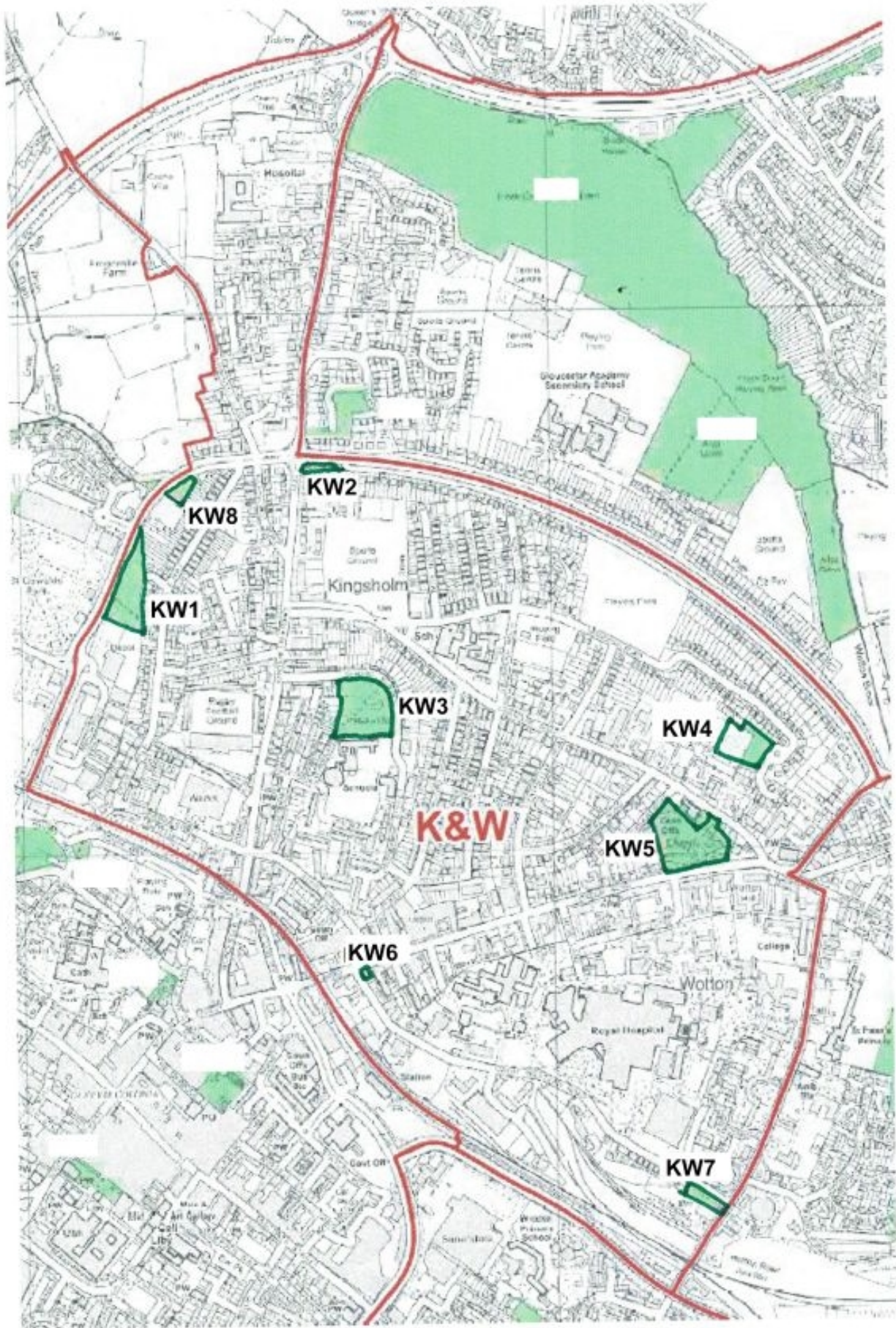
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Hucclecote (HU)</b>						<b>6129</b>
HU1	<b>HU1</b>	Hucclecote Green	0.83	natural				
HU2	<b>HU2</b>	Buscombe Gardens	0.35	amenity				
HU3	<b>HU3</b>	Hucclecote Playing Field	2.45	sport				
HU4	<b>HU4</b>	Colwell Avenue	0.21	amenity				
HU5	<b>HU5</b>	Millfields/Pitt Mill Gardens	1.84	natural				
HU6	<b>HU6</b>	Green Lane/The Orchards (Green Farm woodland)	0.2	amenity				
HU8	<b>HU7</b>	Appleton Way Balancing Pond /Green Farm Nature Reserve	1.97	natural				
BA1	<b>HU8</b>	King George V Playing Field	7.34	sport 5.89	PARK 1.4	play 0.05		
BA18	<b>HU9</b>	Duncroft Road	0.72	amenity 0.65	play 0.07			
	<b>HU10</b>	Bircher way (Hucclecote Centre)	0.7	amenity 0.45	sport 0.25			
		<b>Total</b>	<b>16.61</b>	<b>natural 4.64</b>	<b>amenity 3.26</b>	<b>sport 8.59</b>	<b>play 0.12</b>	



**Hucclecote ward**

## Kingsholm and Wotton ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Kingsholm and Wotton (KW)</b>						7451
KW1	<b>KW1</b>	Dean's Way Meadow	0.71	amenity 0.61	play 0.1			
KW2	<b>KW2</b>	Kingsholm Rest Garden	0.05	amenity				
KW3	<b>KW3</b>	Sebert Street Recreation Ground	1.16	Amenity 0.96	play 0.2			
KW4	<b>KW4</b>	Hampton Court (Lansdown Rd)	0.49	amenity				
KW5	<b>KW5</b>	Hillfield Gardens	1.38	PARK				
KW6/1	<b>KW6</b>	Great Western Rd rest garden (London Road)	0.02	amenity				
KW6/2	<b>KW7</b>	Great Western Rd rest garden (Horton Rd)	0.16	amenity				
KW8	<b>KW8</b>	Dean's Way allotments	0.15	Allotments				
		<b>Total</b>	<b>4.12</b>	<b>amenity 2.29</b>	<b>play 0.3</b>	<b>allotments 0.15</b>	<b>Park 1.38</b>	

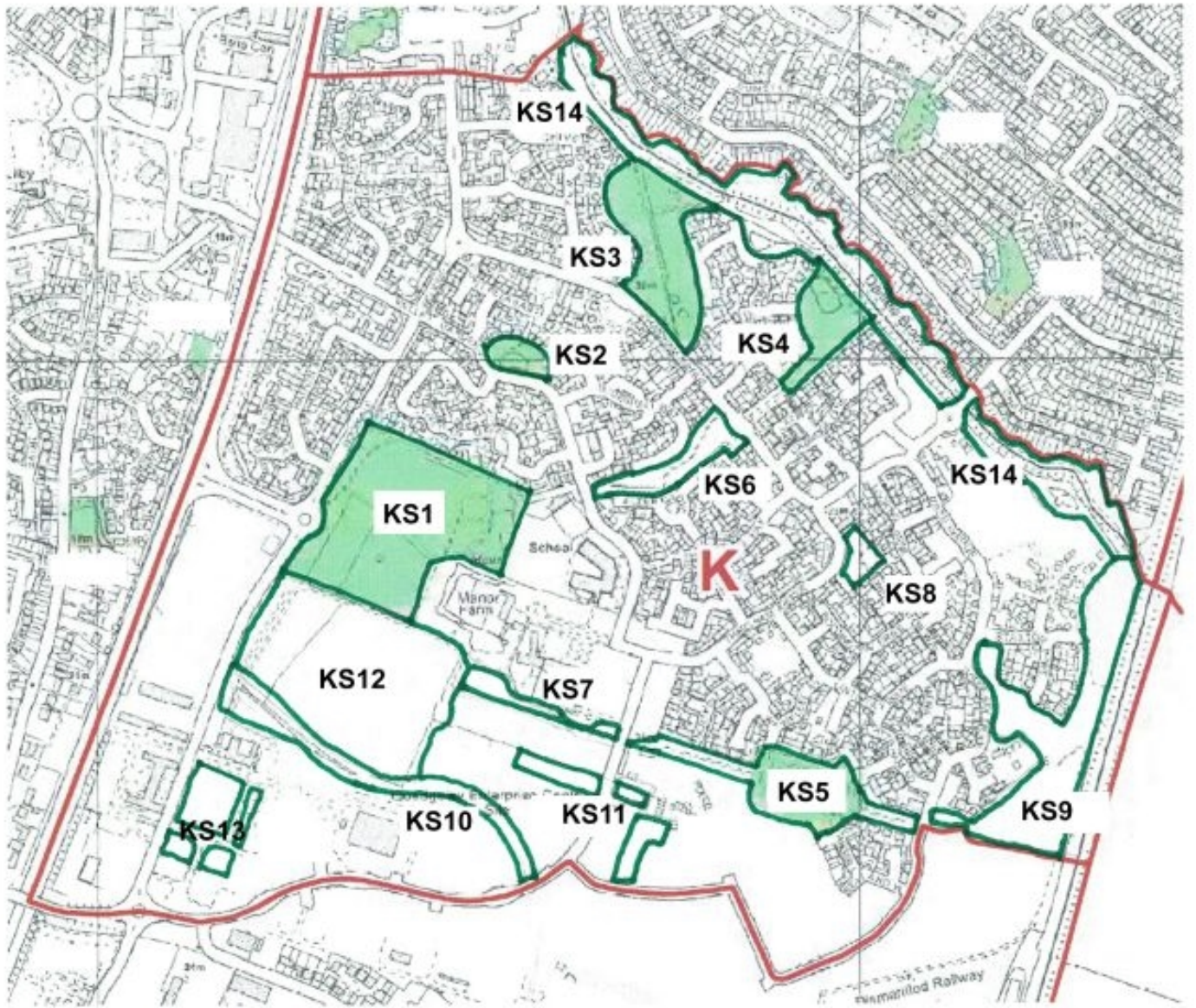


**Kingsholm & Wotton ward**



## Kingsway ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Kingsway (KS)</b>						<b>7984</b>
QF7	<b>KS1</b>	Manor Farm Open Space	4.81	natural 3.71	sport 1.0	play 0.1		
QF8	<b>KS2</b>	Valley Gardens	0.33	amenity 0.27	play 0.06			
QF9	<b>KS3</b>	Thatcham Avenue	2.03	natural				
QF10	<b>KS4</b>	Daniel's Meadow	0.85	natural				
QF13	<b>KS5</b>	Buckenham Sports Park	1.64	amenity 1.32	play 0.2	sport 0.12		
NEW	<b>KS6</b>	Aldergrove	0.99	natural				
NEW	<b>KS7</b>	Wycombe Rd	0.38	amenity				
NEW	<b>KS8</b>	Coningsby Walk (Central Square)	0.22	amenity				
NEW	<b>KS9</b>	Staxton Drive	3.2	natural 3.12	play 0.08			
NEW	<b>KS10</b>	FP5 Buffer, Rudloe Drive	0.86	natural				
	<b>KS11</b>	TG29 & TG32	0.91	natural				
	<b>KS12</b>	Kingsway Sports Ground	4.86	sport 4.05	bmX (play) 0.22	natural 0.59		
	<b>KS13</b>	Newhaven Road(ex cricket)	0.8	amenity				
	<b>KS14</b>	Daniel's Brook Corridor (S)	5.88	natural				
		<b>Total</b>	<b>27.76</b>	<b>natural 18.94</b>	<b>amenity 2.99</b>	<b>sport 5.17</b>	<b>play 0.66</b>	



**Kingsway ward**

## Longlevens ward

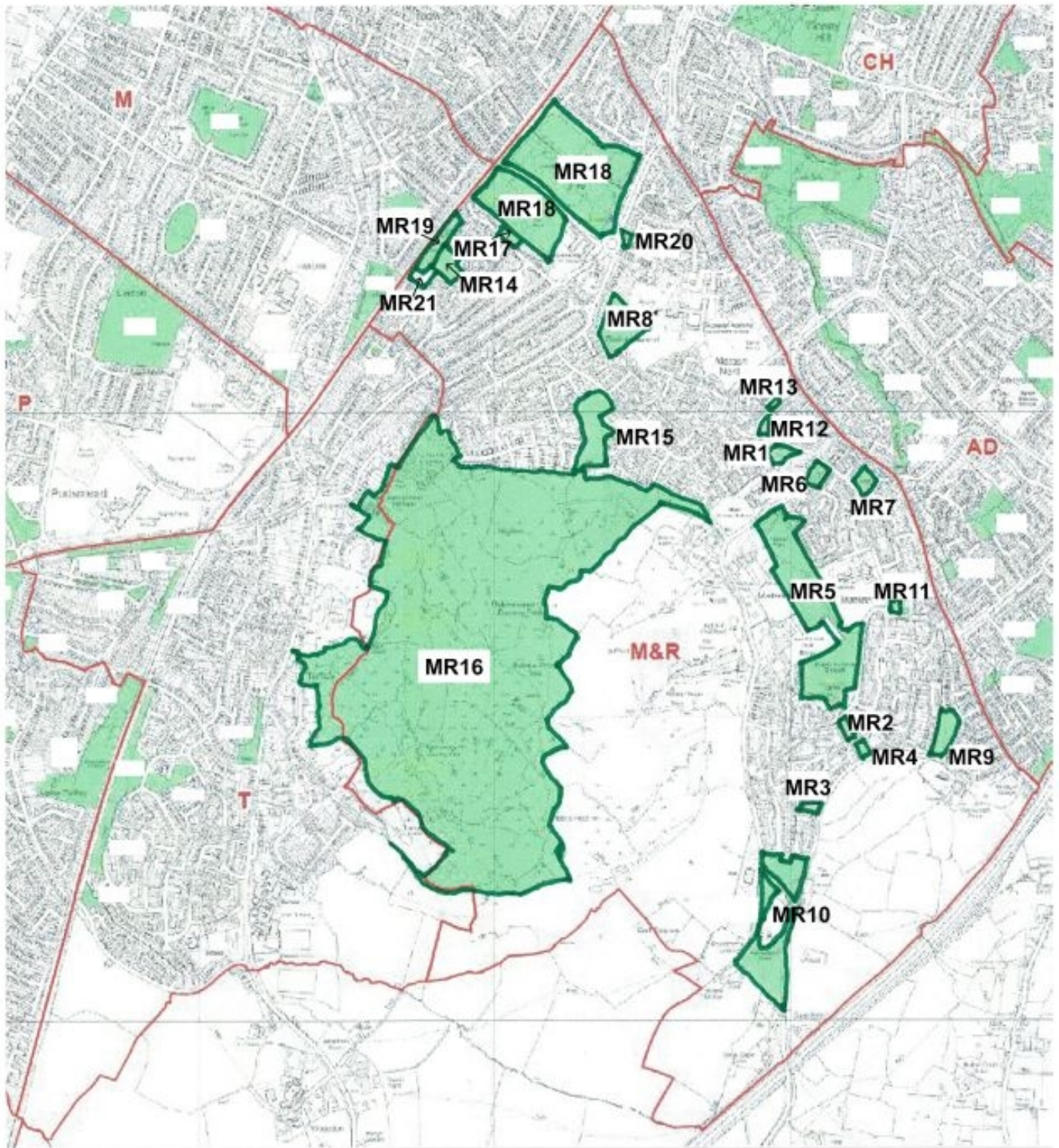
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Longlevens (LO)</b>						9370
LO1	<b>LO1</b>	Alders Green	0.55	amenity				
LO2	<b>LO2</b>	Gambier Parry Gardens	0.5	amenity				
LO3	<b>LO3</b>	Lacy Close	1.47	amenity				
LO4	<b>LO4</b>	Longlevens Recreation Ground	5.91	sport 5.78	play 0.13			
LO5	<b>LO5</b>	Plock Court	23.16	sport 14	natural 9.16			
LO6/LO12	<b>LO6</b>	Innsworth Lane Playing Field	2.65	sport 1.4	amenity 1.25			
LO7	<b>LO7</b>	Paygrove Lane	0.74	amenity 0.7	play 0.04			
LO8	<b>LO8</b>	Greyhound Gardens	2.43	amenity 2.33	play 0.1			
LO9	<b>LO9</b>	Blackwater Way	0.52	amenity				
LO10	<b>LO10</b>	Horsbere Meadow	1.22	natural				
LO11	<b>LO11</b>	The Triangle	0.55	amenity				
LO13	<b>LO12</b>	Innsworth Lane Allotments	2.29	Allotments				
LO14	<b>LO13</b>	Estcourt Park Allotments	1.72	Allotments				
LO15	<b>LO14</b>	Estcourt Close Allotments	3.99	Allotments				
		<b>Total</b>	<b>47.7</b>	<b>natural 10.38</b>	<b>amenity 7.87</b>	<b>sport 21.18</b>	<b>play 0.27</b>	<b>allotments 8.0</b>



**Longlevens ward**

## Matson and Robinswood ward

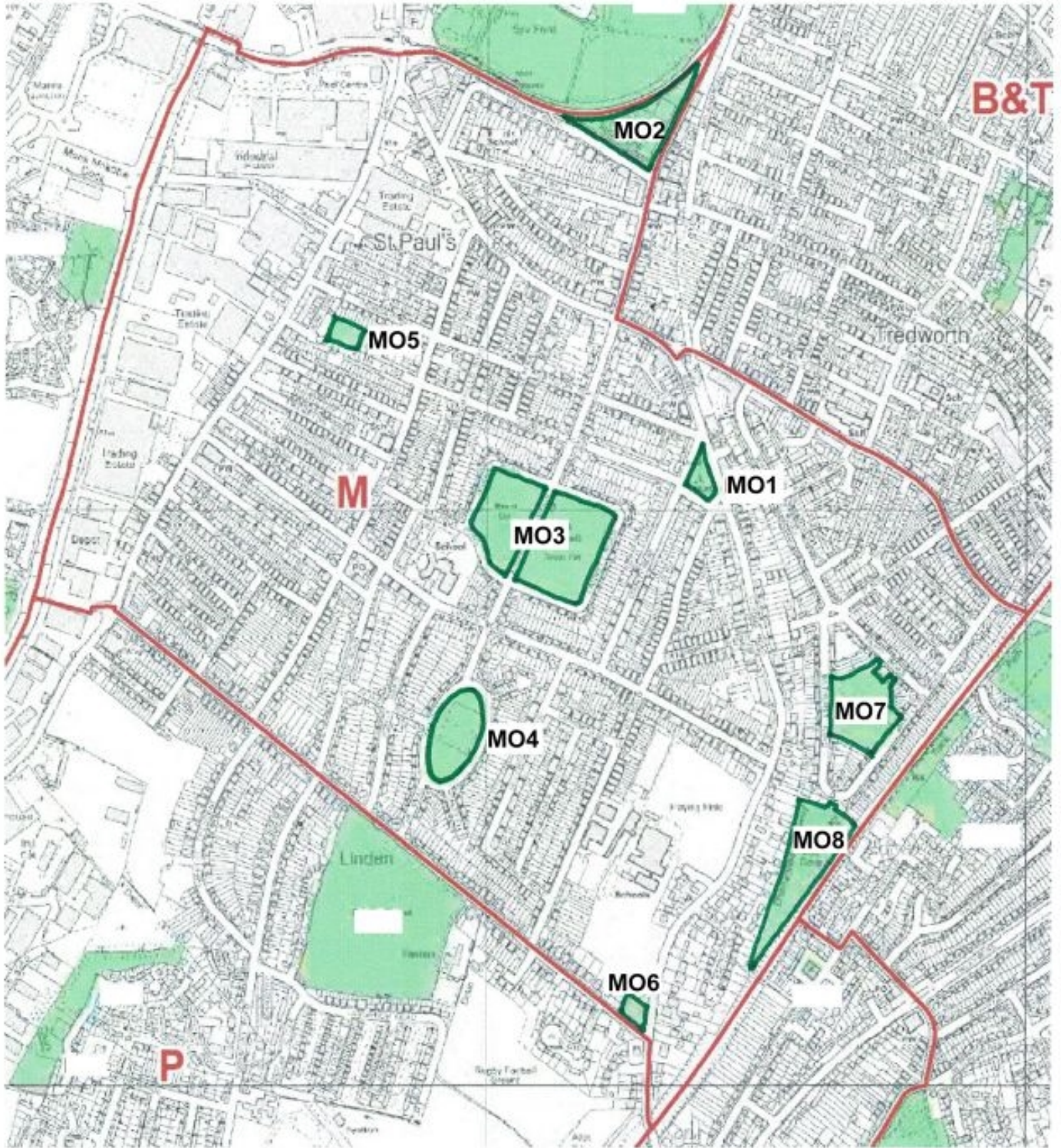
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)	
		<b>Matson and Robinswood (MR)</b>						9541	
MR1	<b>MR1</b>	Evan's Walk	0.42	amenity 0.38	play 0.04				
MR2	<b>MR2</b>	Matson Ave/Redwell Rd	0.19	amenity					
MR3	<b>MR3</b>	Caledonian Avenue	0.09	amenity					
MR4	<b>MR4</b>	Matson Ave/Winneycroft Lane	0.2	amenity					
MR5	<b>MR5</b>	Matson Park (incl new Marlstone Close area)	8.99	PARK 6.79	sport 1.0	natural 1.0	play 0.2		
MR6	<b>MR6</b>	Rectory Rd gardens	0.48	amenity					
MR7	<b>MR7</b>	Matson Library	0.41	amenity					
MR8	<b>MR8</b>	Saintbridge Recreation Ground	1.94	sport					
MR9	<b>MR9</b>	Haycroft Drive	1	amenity					
MR10	<b>MR10</b>	Sneedhams Green (North and South)	4.43	natural					
MR11	<b>MR11</b>	St Peter's Rd/Matson Ave	0.14	amenity					
MR12/1	<b>MR12</b>	Penhill Rd (south)	0.21	amenity					
MR12/2	<b>MR13</b>	Penhill Rd (north)	0.14	amenity					
MR13	<b>MR14</b>	Northfield Road open space	0.72	amenity					
MR15	<b>MR15</b>	Baneberry Road	2.28	amenity 2.24	play 0.04				
MR17/TU12	<b>MR16</b>	Robinswood Hill Country Park	99.73	99.63 natural	play 0.1				
MR18	<b>MR17</b>	Bibury Road	0.25	amenity					
MR19	<b>MR18</b>	Tredworth Road cemeteries (east 9.85 and west 5.13)	14.98	cemetery					
MR20	<b>MR19</b>	White City Allotments	0.76	Allotments					
MR21	<b>MR20</b>	Cotteswold Rd allotments	0.1	Allotments					
	<b>MR21</b>	The Venture white city adventure playground	0.44	play					
		<b>Total</b>	<b>137.9</b>	<b>natural 105.06</b>	<b>amenity 13.24</b>	<b>sport 2.94</b>	<b>play 0.82</b>	<b>allotments 0.86</b>	<b>cemetery 14.98</b>



**Matson & Robinswood ward**

## Moreland ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Moreland (MO)</b>						<b>10437</b>
MO1	<b>MO1</b>	Sydenham Gardens	0.29	amenity				
MO2	<b>MO2</b>	Baker's Field	1.31	sport				
MO3	<b>MO3</b>	The Lannett	3.97	sport 2.35	amenity 1.47	play 0.15		
MO4	<b>MO4</b>	The Oval	1.35	sport				
MO5	<b>MO5</b>	Alma Place	0.26	play				
MO6	<b>MO6</b>	Tuffley Ave Rest Garden	0.2	amenity				
MO7	<b>MO7</b>	Parry Field	1.46	amenity 1.4	play 0.06			
MO8	<b>MO8</b>	Hawthorns and Tredworth Fields Allotments	1.83	Allotments				
		<b>Total</b>	<b>10.67</b>	<b>amenity 3.36</b>	<b>sport 5.01</b>	<b>play 0.47</b>	<b>allotments 1.83</b>	

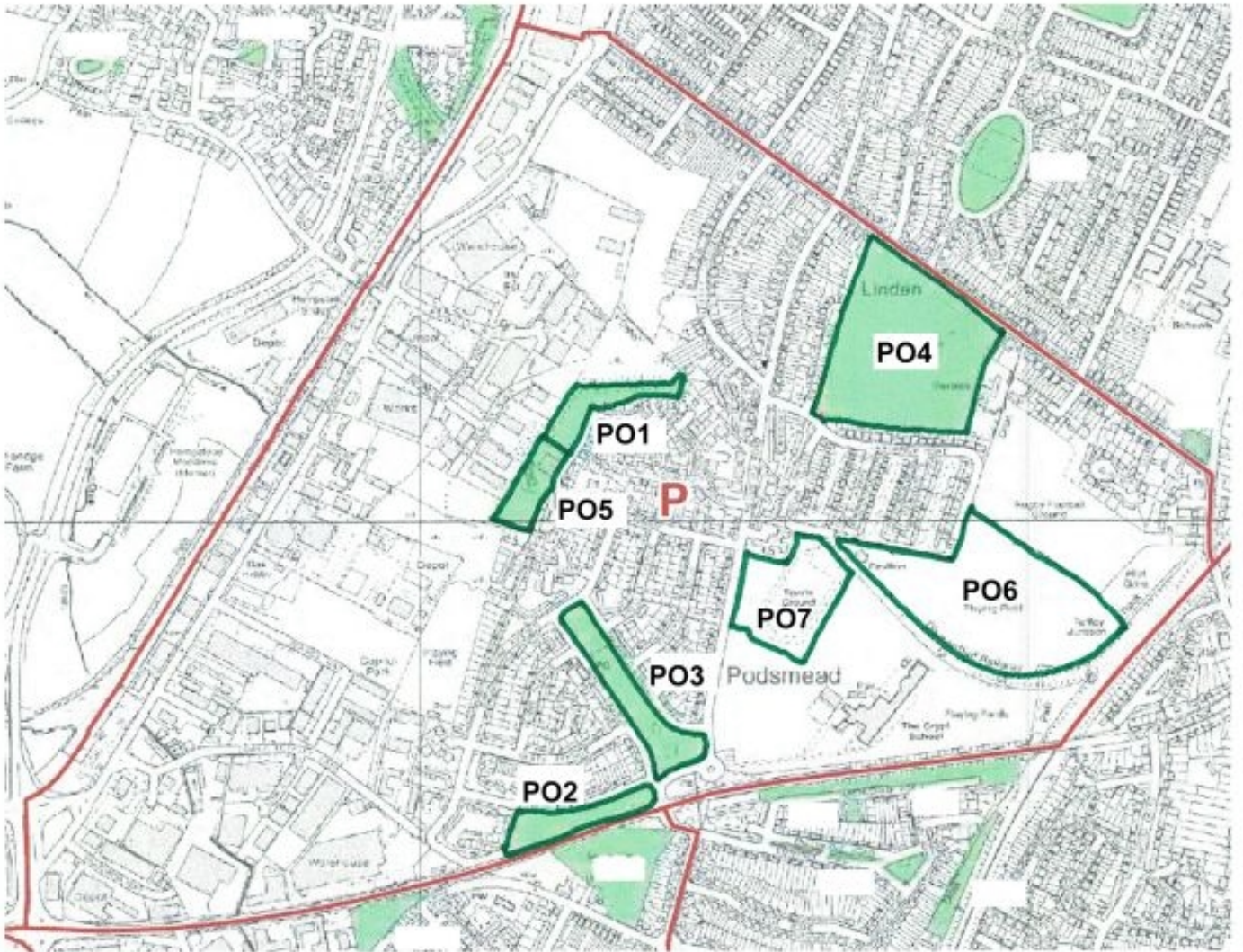


Moreland ward



## Podsmead ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Podsmead (PO)</b>						<b>3124</b>
PO1	<b>PO1</b>	Badger Vale (balancing pond), Milton Ave	1	natural				
PO2	<b>PO2</b>	Byron Avenue	1.08	amenity				
PO3	<b>PO3</b>	Scott Avenue	2.08	amenity 1.88	play 0.2			
PO4	<b>PO4</b>	Tuffley Park (Winget)	6.83	sport 6.73	play 0.1			
PO5	<b>PO5</b>	Milton Avenue	0.92	amenity 0.65	play 0.27			
	<b>PO6</b>	BLACKBRIDGE playing fields	6.33	sport				
	<b>PO7</b>	Blackbridge Athletics Track	2.64	sport				
		<b>Total</b>	<b>20.88</b>	<b>natural 1</b>	<b>amenity 3.61</b>	<b>sport 15.7</b>	<b>play 0.57</b>	

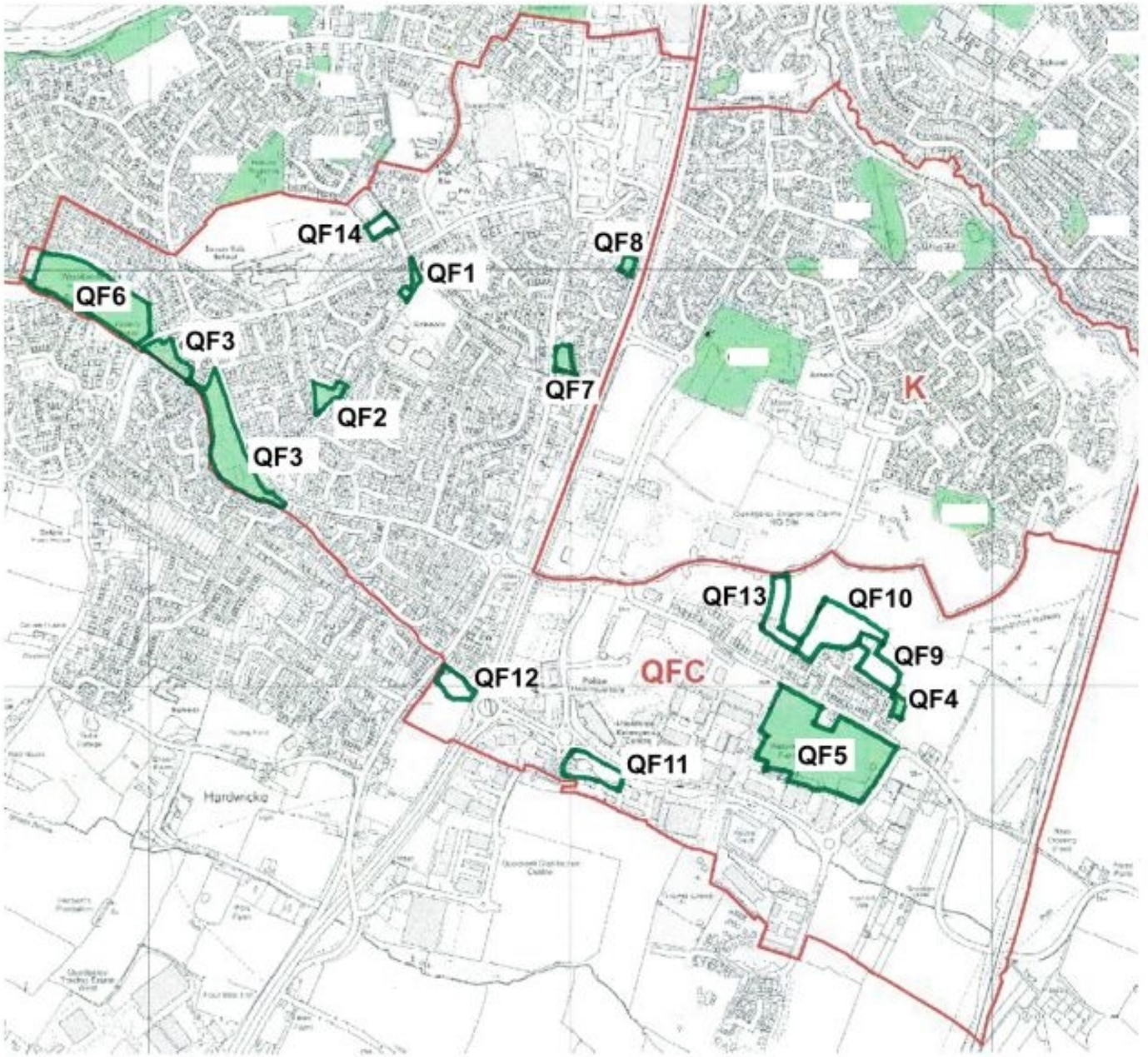


**Podsmead ward**

## Quedgeley Fieldcourt ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Quedgeley Fieldcourt (QF)</b>						6028
QF1	QF1	Druid's Oak	0.2	amenity 0.17	play 0.03			
QF2	QF2	Fieldcourt Gardens	0.4	amenity				
QF3	QF3	Field Court Drive (east and west)	2.83	Amenity 1.73	natural 1.0	play 0.1		
QF4	QF4	Needham Avenue	0.17	amenity				
QF5	QF5	Waterwells Playing Field	5.41	sport 3.92	natural 1.27	play 0.22		
QF6	QF6	Dimore Playing Field	3.31	natural 1.81	sport 1.5			
QF11	QF7	Coltishall Close	0.31	natural 0.27	play 0.04			
QF12	QF8	Stanbridge Way orchard	0.14	amenity				
	QF9	Kingsway allotments (1)	0.86	Allotments				
	QF10	FP4 Neap and POS, Attlebridge Way	1.3	amenity 1.2	play 0.1			
	QF11	Waterwells Drive balancing pond	1.1	Natural				
	QF12	Foxwhelp Way (Mayo's Land)	0.4	Natural				
	QF13	FP5 buffer (2) south	0.39	natural				
	QF14	kingsway allotments (2) (not built yet - 0.66)	0	Allotments				
		<b>Total</b>	<b>16.82</b>	<b>natural 6.24</b>	<b>amenity 3.81</b>	<b>sport 5.42</b>	<b>play 0.49</b>	<b>allotments 0.86</b>

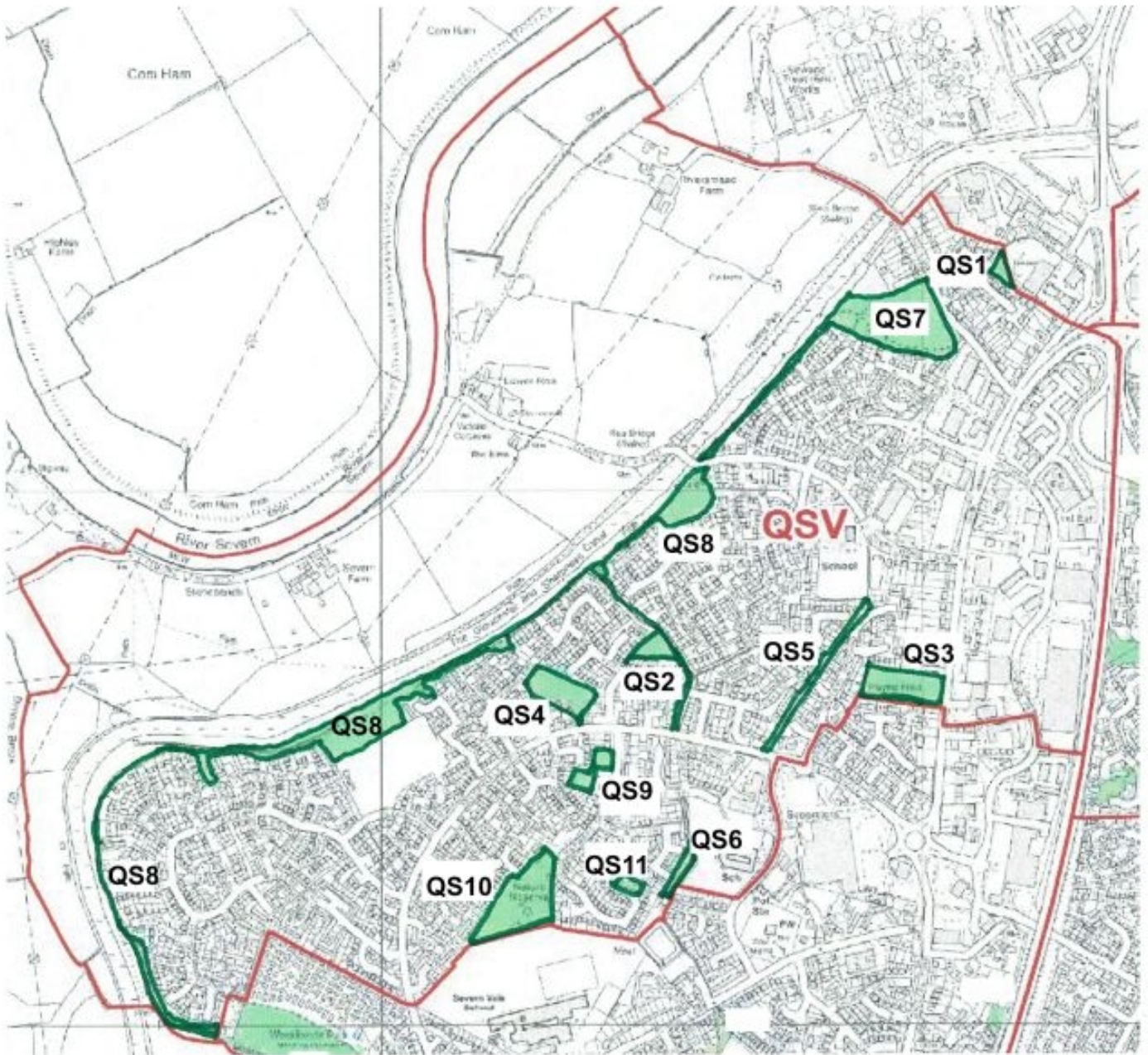
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Quedgeley Fieldcourt (QF)</b>						6028
QF1	QF1	Druid's Oak	0.2	amenity 0.17	play 0.03			
QF2	QF2	Fieldcourt Gardens	0.4	amenity				
QF3	QF3	Field Court Drive (east and west)	2.83	Amenity 1.73	natural 1.0	play 0.1		
QF4	QF4	Needham Avenue	0.17	amenity				
QF5	QF5	Waterwells Playing Field	5.41	sport 3.92	natural 1.27	play 0.22		
QF6	QF6	Dimore Playing Field	3.31	natural 1.81	sport 1.5			
QF11	QF7	Coltishall Close	0.31	natural 0.27	play 0.04			
QF12	QF8	Stanbridge Way orchard	0.14	amenity				
	QF9	Kingsway allotments (1)	0.86	Allotments				
	QF10	FP4 Neap and POS, Attlebridge Way	1.3	amenity 1.2	play 0.1			
	QF11	Waterwells Drive balancing pond	1.1	Natural				
	QF12	Foxwhelp Way (Mayo's Land)	0.4	Natural				
	QF13	FP5 buffer (2) south	0.39	natural				
	QF14	Scholar's Walk (not inc moat)	0.22	amenity				
		<b>Total</b>	<b>17.04</b>	<b>natural 6.24</b>	<b>amenity 4.03</b>	<b>sport 5.42</b>	<b>play 0.49</b>	<b>allotments 0.86</b>



**Quedgeley Fieldcourt ward**

## Quedgeley Severnvale ward

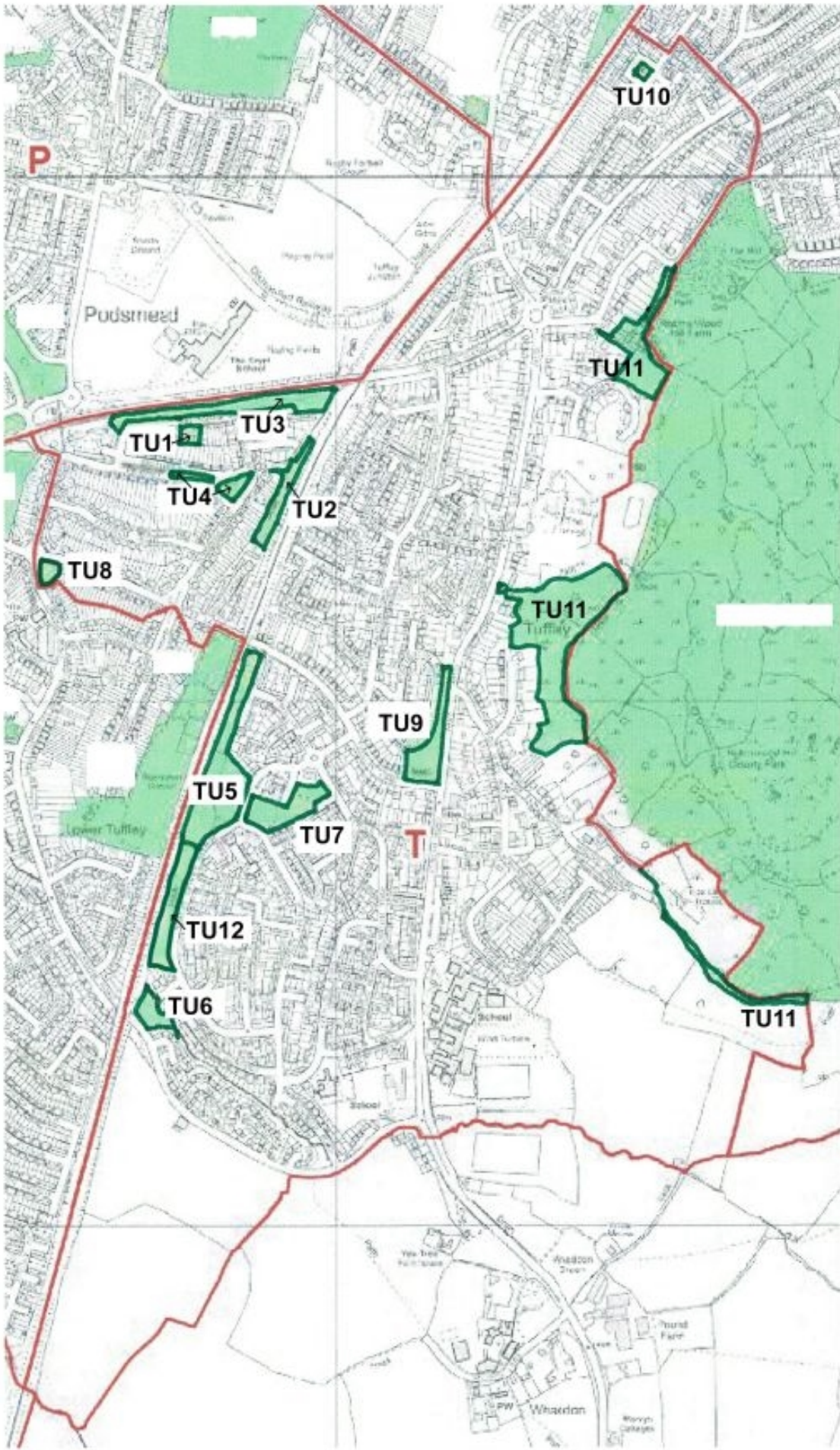
Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Quedgeley Severn Vale (QS)</b>						6369
QS1	<b>QS1</b>	Woolstrop Way play area	0.14	play				
QS2	<b>QS2</b>	Vensfield Rd Woodland	0.41	natural				
QS3	<b>QS3</b>	Bristol Rd Recreation Ground	0.87	amenity 0.67	play 0.2			
QS4	<b>QS4</b>	Severnvale Drive Woodland	0.72	natural				
QS5	<b>QS5</b>	Saddler's Rd/Carter's Orchard	0.37	amenity				
QS6	<b>QS6</b>	Park Drive (off St James)	0.27	amenity				
QS7	<b>QS7</b>	Green Farm Orchard (Canalside Park North)	2.33	natural				
QS8	<b>QS8</b>	Canalside Park (South)	2.18	natural				
QS9	<b>QS9</b>	Curtis Hayward Drive	0.34	Amenity				
QS10	<b>QS10</b>	Quedgeley Arboretum LNR	1.55	natural				
QS11	<b>QS11</b>	Silver Birch Close	0.12	Amenity				
		<b>Total</b>	<b>9.3</b>	<b>natural 7.19</b>	<b>amenity 1.99</b>	<b>play 0.34</b>		



**Quedgeley Severnvale ward**

## Tuffley ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)
		<b>Tuffley (TU)</b>						5955
TU1	<b>TU1</b>	Arlingham Road	0.09	Amenity				
TU2	<b>TU2</b>	Brookthorpe Close	0.55	Amenity				
TU4	<b>TU3</b>	Arlingham Rd/Cole Ave	1.12	Amenity				
TU5	<b>TU4</b>	Slimbridge Rd	0.54	Amenity				
TU6	<b>TU5</b>	Seventh Ave/Holst Way	1.89	Amenity 1.49	MUGA/play 0.4			
TU7	<b>TU6</b>	Grange Park	0.34	Amenity				
TU8	<b>TU7</b>	Seventh Ave/Kemble Close	0.81	Amenity 0.68	Play 0.13			
TU9	<b>TU8</b>	Grange Rd rest Garden	0.17	Amenity				
TU10	<b>TU9</b>	Stroud Rd/Rissington Rd	0.83	Amenity				
TU11	<b>TU10</b>	Northfield Square	0.11	Amenity				
TU12	<b>TU11</b>	Part of RWH (counted in M&R ward)						
TU13	<b>TU12</b>	Robert Raikes Allotments	0.93	Allotments				
		<b>Total</b>	<b>7.38</b>	<b>amenity 5.92</b>	<b>play 0.53</b>	<b>allotments 0.93</b>		

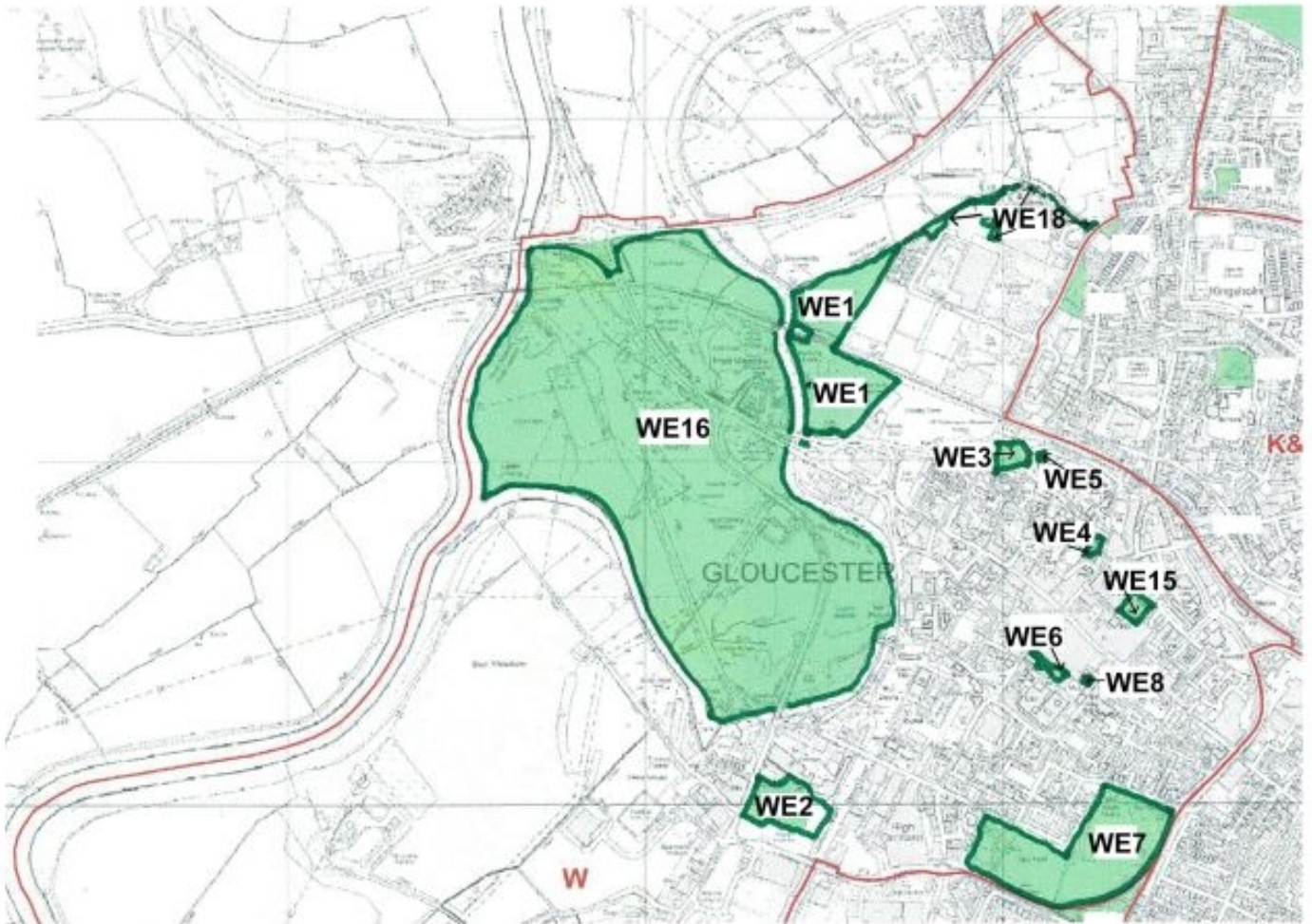


**Tuffley ward**

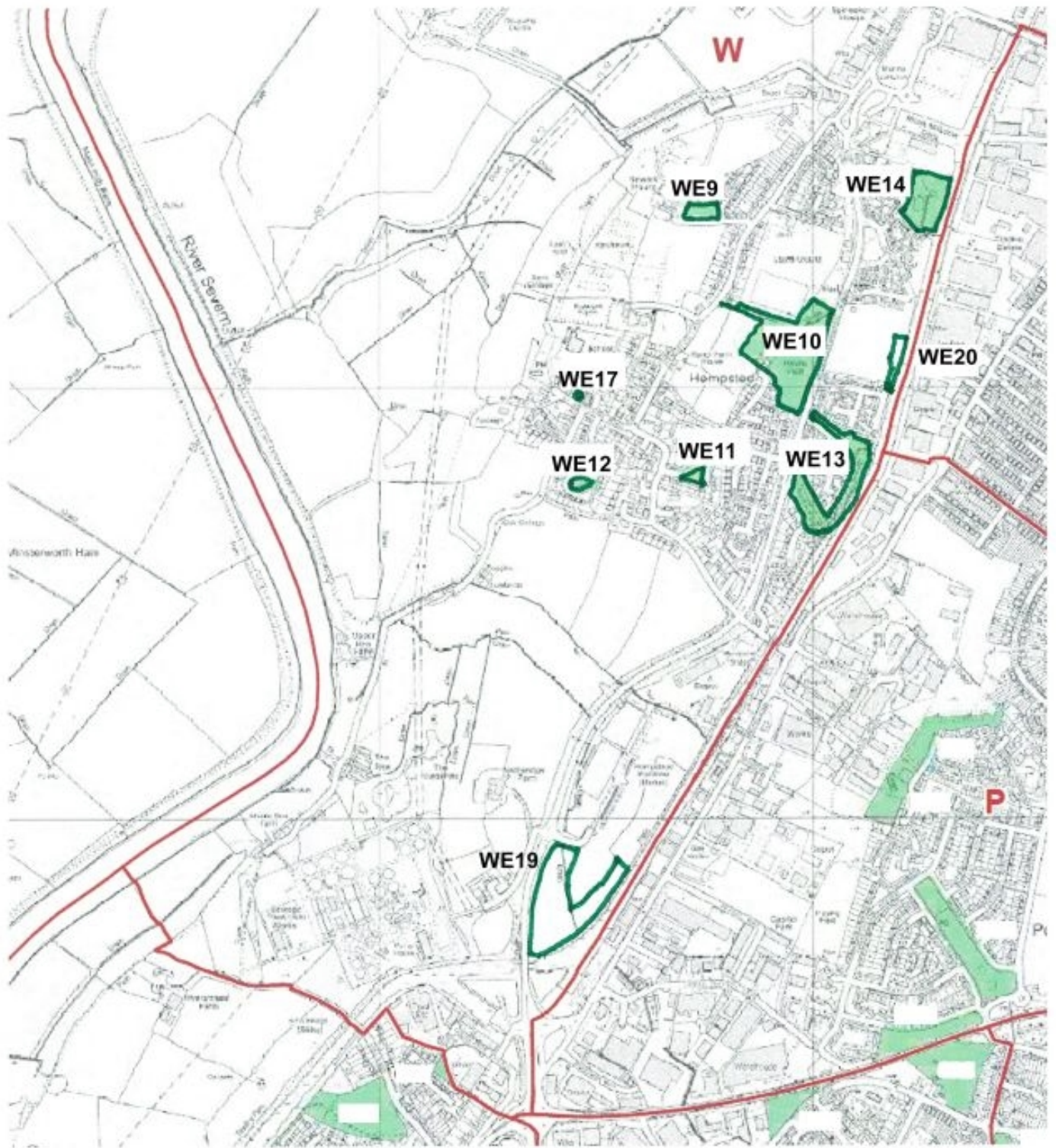


## Westgate ward

Previous number	Site number	Ward and site name	Size (ha)	Primary Typology & size	2nd type & size	3rd type & size	4th type and size	Pop figure (2017)		
		<b>Westgate (WE)</b>						<b>8032</b>		
WE1	<b>WE1</b>	Westgate Park (Archdeacon Meadows) & boating lake	8.98	5.16 PARK	3.82 Natural					
WE3	<b>WE2</b>	Llanthony Secunda Priory	2.2	civic						
WE4	<b>WE3</b>	St Oswald's Priory	0.65	civic						
WE5	<b>WE4</b>	St Lucy's Garden	0.18	amenity						
WE6	<b>WE5</b>	Priory Rd rest garden	0.09	amenity						
WE7	<b>WE6</b>	Greyfriars (St Mary de Crypt)	0.33	civic						
WE8	<b>WE7</b>	Gloucester Park	11.57	PARK 8.41	sport 2.93	play 0.23				
WE9	<b>WE8</b>	Jubilee Gardens	0.04	amenity						
WE10	<b>WE9</b>	Honeythorne Close	0.3	amenity						
WE11	<b>WE10</b>	Hempsted Recreation Ground	3.07	PARK 2.28	Sport 0.75	play 0.04				
WE12	<b>WE11</b>	Court Gardens	0.14	Amenity						
WE13	<b>WE12</b>	High View	0.12	Amenity						
WE14	<b>WE13</b>	Soren Larsen Way	1.52	natural 1.48	play 0.04					
WE15	<b>WE14</b>	Monk Meadow open space	1.12	natural 0.71	amenity 0.35	play 0.06				
WE16	<b>WE15</b>	King's Square	0.44	Civic						
WE17	<b>WE16</b>	Alney Island inc All Blues	84.86	Natural 80	sport 4.86					
WE18	<b>WE17</b>	Hempsted Allotments	0.05	Allotments						
WE19	<b>WE18</b>	St Oswald's Park (Longhorn Avenue areas)	1.06	Amenity						
new	<b>WE19</b>	Hempsted Meadows	2.9	Natural						
new	<b>WE20</b>	Quayside Way	0.25	amenity						
				Natural/semi	Amenity	Sport	Play	allotments	civic	Parks
	<b>202</b>	<b>Total</b>	<b>119.87</b>	<b>88.91</b>	<b>2.53</b>	<b>8.54</b>	<b>0.37</b>	<b>0.05</b>	<b>3.62</b>	<b>15.85</b>
								<b>129083</b>		



Westgate ward (northern section)



**Westgate ward (southern section)**

## Privately owned open space

The city council does not own or manage all green spaces in the city. Those classed as ‘private’ open space are identified in the table below. Although privately owned, many of these facilities provide formal and informal recreational opportunities for residents and local communities. Even if they are not directly accessible, the space are valued for their visual amenity and create additional ‘green lungs’ within the urban fabric of the city. Planning policies in the Gloucester City Plan and the Joint Core Strategy provide protection against the loss of playing fields and promotes design for shared (community) use for new sports facilities in schools and colleges.

There are a number of shared use facilities available to residents in local secondary schools across the city. Access to these facilities, particularly sports pitches, is an important part of the city’s open space network, and the council will continue to liaise with the schools and education authority to ensure this provision is sustained. Most primary schools do not have shared community use of their playing fields, although there are one or two exceptions in the city.

There are other private playing fields and associated facilities, owned by companies or organisations that also share their use with the public (or via a club membership). Loss of such playing fields can have a significant impact on residents’ options for accessing formal sports facilities. Planning policies are in place to ensure that these spaces are protected from development wherever possible, but should development be given the go ahead, as part of the planning process, the policies enable the council to negotiate with the developer to provide equivalent alternative facilities, to replace those being lost.

There are several sites across the city where areas of undeveloped private land are used informally as open space, although there is no formal, legal right of access. Many residents see these undeveloped sites as integral part of the open space network, however, most of these sites are now proposed for residential or other development. The council will seek to secure formal open space provision within new residential developments on these sites wherever possible, but development of the site would not constitute a formal loss of POS.

## Privately owned and other accessible open spaces

Site name and ward	Size (indicative)	Description
<b>Abbeydale ward</b>		
Abbeydale Community Centre, Glevum Way	0.17ha	Public use – bookable synthetic sports pitch
Land off The Wheatridge	2.28ha	County council owned land, reserved for future school or development, but currently used as informal open space.
<b>Barnwood Ward</b>		
Wall’s Club playing field, Hammond Way	3.64ha	Football pitches, some community use
British Energy site, Barnett Way	0.31ha	Sports facilities used by employees – tennis/bowls
Barnwood Park Arts College, St Lawrence Road	1.5ha	Cricket pitch, shared use

Site name and ward	Size (indicative)	Description
<b>Barton &amp; Tredworth Ward</b>		
The Glebe (rear of Kingfisher church), Moor St.	0.56ha	Some use by groups - by agreement with owner (county council).
MUGA Widden School, Sinope Street	0.09ha	Hard surfaced sports court, currently with limited or no public use
Conduit St Community Garden, Conduit Street	0.03ha	Currently not open to the public.
St James City Farm, Albany Street (generally accessible to the public during the day. This site has been included in the general open space calculation for St James Park.)	-	Urban farm, open to the public (land currently leased, but is owned by the city council)
<b>Coney Hill Ward</b>		
Friendship Cafe MUGA, Chequers Bridge, Barton Street	0.06ha	Currently no regular public access, but within grounds of community facility
Coney Hill (Echoes) MUGA Druid's Close	0.1ha	Community use
<b>Elmbridge Ward</b>		
Sir Thomas Rich's School, Oakleaze	4.0ha	Shared use sports facilities Rugby/football/cricket
Sisson Rd bowling club	0.22ha	Bowling green (membership)
Elmscroft Community Centre, Coronation Grove	-	Community facility with small outdoor garden space
Green Pippin Close central green space	0.05ha	Small, informal space
<b>Grange Ward</b>		
Beaufort Co-operative Academy, Windsor Drive	0.24 ha (MUGA)	Playing fields and shared use MUGA
<b>Kingsholm &amp; Wotton Ward</b>		
High School for Girls, Lansdown Rd	-	Shared use grass pitches (rugby – Spartans RFC), tennis courts with no shared use currently.
Wotton Tennis Club	0.54ha	Tennis courts (membership)
Kingsholm Square	0.15ha	Private garden for residents (2 x grass tennis courts)

Site name and ward	Size (indicative)	Description
<b>Longlevens Ward</b>		
Longlevens Infant School	0.9ha	Shared use for weekend junior football
GALA club	1.42ha	Members use, football pitch
Land off Leven Close	-	County council owned land, with planning consent for future development, which will include small playing field POS area. Currently unavailable for recreation.
Land at Bishop's College, Estcourt Close (not included in open space calculations)	-	Currently being redeveloped for housing, A playing field will be provided as POS on completion of the development.
<b>Matson &amp; Robinswood Ward</b>		
Gloucester Academy, Painswick Road	-	Some shared use pitches/facilities
Old Centralians ground, Painswick Road	0.9ha	Rugby pitches (some shared use, linked with Gloucester Academy?)
Matson Shops island Matson Avenue	0.23ha	Highway or housing land, in public use, informal green space
Gloucester Golf Club, Matson Lane	-	Golf - not included in FiT sports pitch designation
Gloucester Ski and Snowboard Centre, Matson Lane	-	Not included in FiT sports pitch designation
<b>Moreland Ward</b>		
Ribston Hall School, Calton Road	1.4ha	Some shared use, grass football pitches
<b>Podsmead Ward</b>		
Crypt School, Podsmead Road	1.6ha	Some shared use - cricket & rugby
Old Cryptians/Memorial Ground, Tuffley Avenue	4.6ha	Rugby pitches, used by two clubs
Winget bowls club, Tuffley Avenue	0.18ha	Bowling green (membership)
Tuffley Rovers FC	2.07ha	Football pitch (club use)
<b>Quedgeley Severnvale Ward</b>		
Clearwater Drive reserved site, Clearwater Drive	2.15ha	Formerly an area of informal green space, permitted public use, now with planning consent for primary school
Gloucester & Sharpness Canal and towpath (towpath is located in both Westgate and Quedgeley Severnvale wards)	-	Extensive linear footpath and green corridor with permitted public access, rowing, fishing, cycling etc.

Site name and ward	Size (indicative)	Description
<b>Quedgeley Fieldcourt Ward</b>		
Woolstrop Moat	0.5ha	Currently no public use (scheduled monument)
Severnvale School	0.6ha	Some shared use for sports teams (synthetic pitch, tennis)
<b>Tuffley Ward</b>		
St Peters High School, Stroud Road	1.57ha	Shared use synthetic and rugby pitch
<b>Westgate Ward</b>		
Gloucester Cathedral grounds, College Court	-	Informal recreation/gardens with public access
Severn Trent nature reserve (Netheridge WTW), off Rea Lane	-	Wildlife reserve, no formal public access
Netheridge Farm (Barn Owl Centre), off Secunda Way	-	Access via entry to centre or informal access via public footpath network
Hempsted Meadows, off Secunda Way	-	Informal access via public footpath network
Sudmeadow Landfill site (some parts still active), Hempsted Lane	-	Informal access via public footpath network
Gordon League RFC Hempsted Lane	3.90ha	Rugby pitches, club use
Brunswick Square	0.44ha	Private garden, informal public access allowed
Town Ham field (ex. Allotments)	1.2ha	Owned by city council, but not currently in use due to condition of land
St Michael's Square garden, Brunswick Road	0.08ha	Informal public access
Gloucester Docks and Gloucester Quays/Peel Centre	-	Docks open spaces and quayside paths, public access permitted
Port Ham/Castlemeads, off Castlemeads Way	-	Canal and River Trust land, informal public access on local footpaths
Llanthony Lock (Gloucestershire and Herefordshire Canal Trust)	-	Informal public access permitted on local footpath network
Riverside Leisure Centre, Westgate Street	0.23ha	Outdoor tennis courts for members use
Gloucester and Sharpness Canal and towpath (towpath is located in both Westgate and Quedgeley Severnvale wards)	-	Canal and River Trust land, informal public access permitted

## **APPENDIX 2**

### **Open Space – Site Quality and Value Assessments**

#### **Assessing site quality and value**

All open space is inherently of value and there is unlikely to be a scenario where it is considered appropriate to dispose of any large areas of open space in Gloucester. Even if a development proposal were to meet one or more of the exemptions required as part of the formal town planning process (refer to City Plan/JCS), new open space of equivalent or better quality and value would be expected to be provided in place of any lost.

However, undertaking a baseline assessment of the quality and value of the city's open spaces allows the council to identify the sites which are currently most used and valued by the community (within the individual circumstances of the local context for each site), those with the greatest potential for improvement and those that require additional investment as a priority. In addition to the site quality and community value the existing and potential biodiversity value for each site has been considered. This enables priorities to be set for protecting or improving the quality of the natural habitat within green spaces across the city.


The sites have been assessed as LOW, MEDUM or HIGH against three main criteria:

- **Site quality**
- **Community Value**
- **Current and Potential Biodiversity Value**

In line with good practice guidance, consideration has been given to the local context of each site when scoring each space. For example, additional factors such as general scarcity of open space in the locality, the prevalence (or shortage) of each type of space and the IMD (Indices of Multiple Deprivation) rating for each ward have been taken into account.

#### **Summary of Site Quality and Value Assessments**



Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Abbeydale</b>					
AD1	Glevum Way Park	med	high	med	high
AD2	M5 Linear Park (S)	med	low	med	med
AD3	The Richmonds	med	low	low	med
AD4	Stewart's Mill (W)	med	med	med	high
AD5	Heron Park	high	med	low	med
AD6	The Lawns	med	low	low	med
AD7	Meerstone Way	med	med	low	med
AD8	Oxmoor	med	low	low	med
AD9	Bittern Ave	med	low	low	med
AD10	Heron Way open space	med	high	med	high
AD11	Almond Close	med	low	low	med
AD12	Awebridge Way	low	low	med	med
Green Flag Park  (AD13 & AD14)	Saintbridge Balancing Pond	high	high	high	high
	Saintbridge Allotments	med	high	med	med
<b>Abbeymead</b>					
AM1	Lobley's Drive/Mead Rd	med	med	med	high
AM2	Hucclecote Meadows SSSI	high	high	high	high
AM3	M5 Linear Park (N)	med	low	med	med
AM4	Palmer Ave	med	med	med	med
AM5	Contour Park	med	med	med	high
AM6	Stewart's Mill (E)	med	med	med	high

## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Barnwood</b>					
BA1	Clock Tower Park	low	med	med	high
BA2	Lilliesfield Avenue	med	low	med	med
BA3	The Oaks	med	med	med	high
BA4	Saw Mills End	high	med	low	low
BA5	Broad Leys/Spinney Rd	med	low	med	med
Green Flag Park (BA6)	Barnwood Park & Arboretum	high	high	high	high
BA7	Coney Hill RFC	med	high	low	low
BA8	Churchview Dr/Abbeymead Ave	med	med	med	med
BA9	Durham Rd/Chester Rd	med	med	low	med
BA10	Snowhill Close	med	low	med	med
BA11	Blake Hill Way Balancing Pond	med	med	med	high
BA12	Greenways	med	med	low	med
<b>Barton &amp; Tredworth</b>					
BT1	Ayland Gdns/Bishopstone Rd	low	med	med	med
BT2	Napier Street Play Area	med	high	low	low
BT3	St James' Park	low	high	med	med
BT4	Diamond Jubilee Close	med	med	low	low
<b>Coney Hill</b>					
CH1	Maytree Square	low	low	low	med
CH2	Birch Avenue	low	med	low	low
CH3	Coney Hill Park	low	high	med	high
CH4	Willow Way	med	high	med	med
CH5	Savernake Road	low	low	low	med
CH6	Coney Hill Cemetery	med	high	med	med

## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Elmbridge</b>					
EL1	Elmbridge Playing Field (Sandyleaze)	med	high	med	high
EL2	Elmbridge Park (Windfall Way)	med	med	med	med
EL3	Meadowleaze	med	med	low	med
EL4	Estcourt Gardens	low	low	med	high
EL5	Cross Keys Rest Garden	low	low	low	med
EL6	Armscroft Park	med	high	med	high
EL7	Horton Rd Cemetery	low	low	med	high
<b>Grange</b>					
GR1	Chatsworth Avenue	med	med	low	med
GR2	Tuffley Lane/Cole Ave Playing Field	med	med	low	med
GR3	Denham Close/Chatsworth Ave	med	med	low	med
GR4	Tuffley Lane (The Gladiator)	low	low	low	med
GR5	Holmleigh Park	low	high	med	high
GR6	Randwick Park	low	med	med	high
GR7	Windsor Drive	med	low	low	med
GR8	Meredith Way	low	low	med	med
GR9	Tolsey Gardens	med	med	low	med
GR10	Watermint Drive	med	med	med	med
GR11	Greenhill Drive	low	low	med	med
GR12	Streamside Balancing Pond	med	med	low	med
GR13	The Warren	med	low	med	med
GR14	Daniel's Brook Corridor (1) Including Lasborough Drive	med	med	med	med


## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Hucclecote</b>					
HU1	Hucclecote Green	high	med	med	high
HU2	Buscombe Gardens	med	med	low	high
HU3	Hucclecote Playing Field	med	high	low	low
HU4	Colwell Ave	low	med	med	med
HU5	Millfields/Pitmill Gdns	med	med	med	med
HU6	Green Lane/The Orchards	low	low	med	med
HU7	Appleton Way balancing pond	med	med	high	high
HU8	King George V Playing Field	med	high	med	med
HU9	Duncroft Road	med	med	med	med
HU10	Bircher Way (Hucclecote Centre)	low	low	low	med
<b>Kingsholm &amp; Wotton</b>					
KW1	Dean's Way Meadow	med	med	low	med
KW2	Kingsholm Rest Garden	low	low	low	low
KW3	Sebert St Recreation Ground	med	high	low	med
KW4	Hampton Court (Lansdown Rd)	med	med	med	med
KW5	Hillfield Gardens	med	high	med	med
KW6	Great Western Rd Rest Garden (London Rd)	low	low	low	low
KW7	Great Western Rd Rest Garden (Horton Rd)	low	low	low	med
KW8	Dean's Way Allotments	med	high	low	med

## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Kingsway</b>					
KS1	Manor Farm Open Space	med	high	med	high
KS2	Valley Gardens	med	med	med	med
KS3	Thatcham Avenue	med	med	med	med
KS4	Daniel's Meadow	med	med	med	med
KS5	Buckenham Sports Park	high	high	low	med
KS6	Aldergrove	med	med	med	med
KS7	Wycombe Road	med	med	med	med
KS8	Coningsby Walk (Central Square)	med	med	low	low
KS9	Staxton Drive	med	med	med	med
KS10	Rudloe Drive (FP5 Buffer - north)	med	med	med	med
KS11	TG29 & TG32 (various streets)	med	med	med	med
KS12	Kingsway Sports Ground	high	high	med	med
KS13	Newhaven Rd (ex-cricket ground)	med	med	med	med
KS14	Daniel's Brook Corridor (S)	med	high	high	high
<b>Longlevens</b>					
LO1	Alders Green	low	med	med	med
LO2	Gambier Parry Gardens	high	med	med	med
LO3	Lacy Close	med	med	med	med
LO4	Longlevens Recreation Ground	med	high	low	med
LO5	Plock Court	med	high	med	high
LO6	Innsworth Lane Playing Field	med	high	med	high
LO7	Paygrove Lane	med	med	med	med
LO8	Greyhound Gardens	med	high	med	high
LO9	Blackwater Way	med	med	low	med
LO10	Horsbere Meadow	med	med	med	high
LO11	The Triangle	med	low	low	med
LO12	Innsworth Lane allotments	med	high	med	med
LO13	Estcourt Park allotments	med	high	med	med
LO14	Estcourt Close allotments	med	high	med	med

## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Matson &amp; Robinswood</b>					
MR1	Evan's Walk	med	med	low	med
MR2	Matson Avenue/Redwell Rd	med	med	low	med
MR3	Caledonian Avenue	med	med	low	med
MR4	Matson Ave/Winneycroft Lane	med	med	low	med
MR5	Matson Park (inc Marlstone Close)	low	high	high	high
MR6	Rectory Rd Gardens	low	high	low	med
MR7	Matson Library	med	med	low	med
MR8	Saintbridge Recreation Ground	low	low	low	med
MR9	Haycroft Drive	med	med	med	high
MR10	Sneedham's Green	med	med	med	high
MR11	St Peter's Road/Matson Ave	med	med	med	med
MR12	Penhill Road (South)	med	med	med	med
MR13	Penhill Rd (North)	med	med	low	med
MR14	Northfield Rd open space	low	high	low	med
MR15	Baneberry Road	med	high	low	med
Green Flag Park  MR16	Robinswood Hill Country Park	high	high	high	high
MR17	Bibury Road	low	high	low	med
MR18	Tredworth Rd cemeteries	med	med	med	med
MR19	White City Allotments	med	high	med	med
MR20	Cotteswold Road Allotments	med	med	low	low
MR21	The Venture (White City)	med	high	low	low

### Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Moreland</b>					
MO1	Sydenham Gardens	low	low	low	low
MO2	Baker's Field	med	high	med	med
MO3	The Lannett	med	high	low	med
MO4	The Oval	med	med	med	med
MO5	Alma Place	med	high	med	med
MO6	Tuffley Ave Rest Garden	low	med	med	med
MO7	Parry Field	med	med	med	med
MO8	Hawthorns/Tredworth Fields Allotments	med	high	med	med
<b>Podsmead</b>					
PO1	Milton Avenue Community Space (Badger Vale pond)	med	high	med	high
PO2	Byron Avenue	med	low	low	med
PO3	Scott Avenue	med	high	low	med
PO4	Tuffley Park (Winget)	high	high	low	med
PO5	Milton Avenue playground	med	high	low	med
PO6	Blackbridge Playing Field	low	high	low	med
PO7	Blackbridge Athletics Track	high	high	low	med
<b>Quedgeley Fieldcourt</b>					
QF1	Druid's Oak	low	med	med	med
QF2	Fieldcourt Gardens	med	med	low	med
QF3	Field Court Drive (E & W)	med	med	med	med
QF4	Needham Avenue	low	low	low	low
QF5	Waterwells Playing Field	med	high	med	high
QF6	Dimore Playing Field	med	high	med	med
QF7	Coltishall Close	med	med	med	med
QF8	Stanbridge Way Orchard	med	med	med	med
QF9	Kingsway Allotments (1)	high	high	med	med
QF10	FP4 NEAP (Attlebridge Way)	high	med	med	med
QF11	Waterwells Drive Balancing Pond	low	med	med	high
QF12	Foxwhelp Way (was Mayo's Land)	med	med	med	med
QF13	Rudloe Drive (FP5 Buffer - south)	med	med	med	med

## Summary of Site Quality and Value Assessments (continued)

Ward	Site name	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Quedgeley Severnvale</b>					
QS1	Woolstrop Way play area	med	med	low	low
QS2	Vensfield Rd woodland	med	med	med	med
QS3	Bristol Rd Recreation Ground	med	med	low	med
QS4	Severnvale Drive Woodland	low	med	med	med
QS5	Saddler's Road/Carter's Orchard	med	med	low	med
QS6	St James	low	low	med	med
QS7	Green Farm Orchard (Canalside Park North)	med	high	med	high
QS8	Canalside Park South (inc Clearwater Drive open space)	med	high	med	high
QS9	Curtis Hayward Drive	med	med	med	med
QS10	Quedgeley Arboretum LNR	med	med	high	high
QS11	Silver Birch Close	high	med	med	med
QS12	Scholars Walk (Woolstrop Moat)	med	low	low	low
<b>Tuffley</b>					
TU1	Arlingham Road	med	med	low	low
TU2	Brookthorpe Close	low	low	med	med
TU3	Arlingham Rd/Cole Ave	med	med	low	med
TU4	Slimbridge Road	med	med	low	low
TU5	Seventh Ave/Holst Way	med	med	med	med
TU6	Grange Park	low	low	med	med
TU7	Seventh Ave/Kemble Close	med	high	low	med
TU8	Grange Rd rest Garden	low	low	low	med
TU9	Stroud Rd/Rissington Rd	med	med	med	med
TU10	Northfield Square	med	med	low	low
Green Flag Park MR16	Part of Robinswood Hill	high	high	high	high
TU12	Robert Raikes Allotments	med	high	med	med



## Summary of Site Quality and Value Assessments (continued)

Ward	Site	Assessment rating (quality and value)			
		Site Quality	Community Value	Biodiversity value	
Site ref no:				Existing	Potential
<b>Westgate</b>					
WE1	Westgate Park (N & S)	med	med	med	high
WE2	Llanthony Secunda Priory	high	high	med	med
WE3	St Oswald's Priory	med	med	med	med
WE4	St Lucy's Garden	med	med	low	low
WE5	Priory Rd Rest Garden	med	low	low	low
WE6	Greyfriars (St Mary de Crypt)	med	med	low	low
WE7	Gloucester Park	med	high	med	high
WE8	Jubilee Gardens	low	low	low	low
WE9	Honeythorne Close	med	med	low	med
WE10	Hempsted Recreation Ground	med	high	med	high
WE11	Court Gardens	med	med	low	low
WE12	High View	med	med	med	med
WE13	Soren Larsen Way	med	med	med	med
WE14	Monk Meadow open space	med	high	med	high
WE15	King's Square	med	high	low	low
WE16	Alney Island Nature Reserve (inc. All Blues Rugby ground)	high	high	high	high
WE17	Hempsted Allotments	med	med	low	low
WE18	St Oswald's Park (Longhorn Ave sites)	med	med	med	med
WE19	Hempsted Meadows	med	med	med	high
<b>Total sites = 201</b>					

Full information on IMD (Indices of Multiple Deprivation, National Quintile), as used in site assessments, can be found at <https://inform.gloucester.gov.uk/deprivation>

## Summary of Site Assessments - analysis by ward

Ward	Site Quality (%)			Community Value (%)			Current biodiversity value (%)			Potential biodiversity value (%)		
	low	med	high	low	med	high	low	med	high	low	med	high
Abbeydale	7	79	14	50	21	29	50	43	7	0	71	29
Abbeymead	0	83	17	17	66	17	0	83	17	0	34	66
Barnwood	8	75	17	25	58	17	34	58	8	17	50	33
Barton and Tredworth	50	50	0	0	50	50	50	50	0	50	50	0
Coney Hill	67	33	0	33	17	50	50	50	0	17	66	17
Elmbridge	43	57	0	43	28	29	29	71	0	0	43	57
Grange	36	64	0	36	57	7	50	50	0	0	86	14
Hucclecote	30	60	10	20	60	20	30	60	10	10	60	30
Kingsholm and Wotton	38	62	0	38	24	38	75	25	0	25	75	0
Kingsway	0	86	14	0	71	29	14	79	7	7	79	14
Longlevens	7	86	7	7	43	50	21	79	0	0	71	29
Matson and Robinswood	24	71	5	5	57	38	62	28	10	10	71	19
Moreland	25	75	0	12	38	50	25	75	0	12	88	0
Podsmead	14	57	29	14	0	86	86	14	0	0	86	14
Quedgeley Fieldcourt	23	62	15	8	69	23	15	85	0	8	77	15
Quedgeley Severnvale	17	75	8	17	66	17	34	58	8	17	58	25
Tuffley	25	67	8	25	50	25	50	42	8	25	67	8
Westgate	5	84	11	11	58	31	42	53	5	37	32	31
<b>Total 201 sites</b>	<b>20</b>	<b>71</b>	<b>9</b>	<b>19</b>	<b>50</b>	<b>31</b>	<b>40</b>	<b>55</b>	<b>5</b>	<b>13</b>	<b>65</b>	<b>22</b>

## Sample site assessment sheet

### Open Space Assessment Sheet 2019 – Gloucester City

<b>Site name:</b>			<b>Ward:</b>
<b>Ref no:</b>	<b>Size: ha</b>	<b>Main use type:</b>	
<b>Other use type(s):</b>			


Site quality			Community value			Biodiversity value		
<b>Scoring: Low</b> – site requires some improvement. <b>Medium</b> – fair to good quality, but may benefit from further improvement <b>High</b> – good quality and generally well managed. <i>(note: value descriptions are brief summaries)</i>			<b>Low</b> - little used or poorly used, perhaps due to poor access or limited facilities. <b>Med</b> - quite well used for type but may benefit from some improvement. <b>High</b> - well used, often with community involvement and events. <i>(note: level of use from informal observations only)</i>			<b>Low</b> – limited habitat and wildlife value due to monoculture or other factors <b>Med</b> – some wildlife value that contributes to overall ecological network <b>High</b> – statutory designated sites or a good level of existing or potential wildlife/ habitat value. <b>Existing biodiversity value:</b>		
<b>LOW</b>	<b>MED</b>	<b>HIGH</b>	<b>LOW</b>	<b>MED</b>	<b>HIGH</b>	<b>LOW</b>	<b>MED</b>	<b>HIGH</b>
<b>Notes:</b>						<b>Potential biodiversity value:</b>		
						<b>LOW</b>	<b>MED</b>	<b>HIGH</b>
						<b>Notes:</b>		

<b>Site value - additional considerations:</b> <i>circle/underline as appropriate</i>			
Similar type of open space facilities nearby (& accessible – 10 min walk, within 800m)?			
many others / several / some / few / very few or none			
<b>Notes:</b>			
<b>Indices of multiple deprivation (IMD) rank (by ward) 2015 National Quintile:</b> <i>highlight/underline as appropriate</i>			
<b>low IMD</b> <small>(areas of lowest deprivation)</small>	<b>medium IMD</b>	<b>high IMD</b> <small>(within the 10% most deprived nationally for overall IMD)</small>	<b>Notes:</b>
<b>Potential improvement opportunities:</b> <i>highlight/underline/add as appropriate</i>			
Community benefits	Landscape/ecological benefits	Social inclusion/health benefits	
Management/maintenance benefits	Educational benefits	Amenity/economic benefits	
Cultural/heritage benefits	Other:		

## APPENDIX 3

### Summary and Analysis of Community Value Assessments

#### Assessment of Community Value by site, with local considerations

Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	<b>IMD</b> High = within the 10% most deprived nationally for overall IMD
<b>Abbeydale</b>					
AD1	Glevum Way Park	med	high	few	low
AD2	M5 Linear Park (S)	med	low	few	low
AD3	The Richmonds	med	low	few	low
AD4	Stewart's Mill (W)	med	med	some	low
AD5	Heron Park	high	med	several	low
AD6	The Lawns	med	low	several	low
AD7	Meerstone Way	med	med	some	low
AD8	Oxmoor	med	low	several	low
AD9	Bittern Ave	med	low	several	med
AD10	Heron Way open space	med	high	several	low & high
AD11	Almond Close	med	low	some	low
AD12	Awebridge Way	low	low	some	low
Green Flag Park  (AD13 & AD14)	Saintbridge Balancing Pond	high	high	very few or none	med
	Saintbridge Allotments	med	high	very few or none	med
<b>Abbeymead</b>					
AM1	Lobley's Drive/Mead Rd	med	med	several	low
AM2	Hucclecote Meadows SSSI	high	high	few	low
AM3	M5 Linear Park (N)	med	low	some	low
AM4	Palmer Ave	med	med	some	low
AM5	Contour Park	med	med	some	low
AM6	Stewart's Mill (E)	med	med	some	low

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	High = within the 10% most deprived nationally for overall IMD
<b>Barnwood</b>					
BA1	Clock Tower Park	low	med	several	low
BA2	Lilliesfield Avenue	med	low	some	low
BA3	The Oaks	med	med	some	low
BA4	Saw Mills End	high	med	very few or none	low
BA5	Broad Leys/Spinney Rd	med	low	several	low
Green Flag Park (BA6)	Barnwood Park & Arboretum	high	high	very few or none	low
BA7	Coney Hill RFC	med	high	few	med
BA8	Churchview Dr/Abbeymead Ave	med	med	several	low
BA9	Durham Rd/Chester Rd	med	med	very few or none	med
BA10	Snowhill Close	med	low	several	low
BA11	Blake Hill Way Balancing Pond	med	med	few	low
BA12	Greenways	med	med	very few or none	low
<b>Barton &amp; Tredworth</b>					
BT1	Ayland Gdns/Bishopstone Rd	low	med	very few or none	high
BT2	Napier Street Play Area	med	high	very few or none	high
BT3	St James' Park	low	high	very few or none	high
BT4	Diamond Jubilee Close	med	med	very few or none	high
<b>Coney Hill</b>					
CH1	Maytree Square	low	low	some	med
CH2	Birch Avenue	low	med	few	med
CH3	Coney Hill Park	low	high	several	high
CH4	Willow Way	med	high	very few or none	med
CH5	Savernake Road	low	low	some	high
CH6	Coney Hill Cemetery	med	high	very few or none	med

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Elmbridge</b>					
EL1	Elmbridge Playing Field (Sandyleaze)	med	high	very few or none	med
EL2	Elmbridge Park (Windfall Way)	med	med	very few or none	med
EL3	Meadowleaze	med	med	very few or none	med
EL4	Estcourt Gardens	low	low	few	low
EL5	Cross Keys Rest Garden	low	low	some	med
EL6	Armscroft Park	med	high	very few or none	med
EL7	Horton Rd Cemetery	low	low	very few or none	med
<b>Grange</b>					
GR1	Chatsworth Avenue	med	med	several	low
GR2	Tuffley Lane/Cole Ave Playing Field	med	med	few	med
GR3	Denham Close/Chatsworth Ave	med	med	several	low
GR4	Tuffley Lane (The Gladiator)	low	low	several	med
GR5	Holmleigh Park	low	high	very few or none	med
GR6	Randwick Park	low	med	few	low
GR7	Windsor Drive	med	low	several	low
GR8	Meredith Way	low	low	several	med
GR9	Tolsey Gardens	med	med	several	med
GR10	Watermint Drive	med	med	few	med
GR11	Greenhill Drive	low	low	few	med
GR12	Streamside Balancing Pond	med	med	some	med
GR13	The Warren	med	low	several	med
GR14	Daniel's Brook Corridor (1) Including Lasborough Drive	med	med	several	med

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Hucclecote</b>					
HU1	Hucclecote Green	high	med	very few or none	low
HU2	Buscombe Gardens	med	med	some	low
HU3	Hucclecote Playing Field	med	high	very few or none	low
HU4	Colwell Ave	low	med	few	low
HU5	Millfields/Pitmill Gdns	med	med	few	low
HU6	Green Lane/The Orchards	low	low	some	low
HU7	Appleton Way balancing pond	med	med	few	low
HU8	King George V Playing Field	med	high	very few or none	low
HU9	Duncroft Road	med	med	few	low
HU10	Bircher Way (Hucclecote Centre)	low	low	very few or none	low
<b>Kingsholm &amp; Wotton</b>					
KW1	Dean's Way Meadow	med	med	very few or none	high
KW2	Kingsholm Rest Garden	low	low	few	med
KW3	Sebert St Recreation Ground	med	high	few	high
KW4	Hampton Court (Lansdown Rd)	med	med	med	med
KW5	Hillfield Gardens	med	high	very few or none	med
KW6	Great Western Rd Rest Garden (London Rd)	low	low	few	high
KW7	Great Western Rd Rest Garden (Horton Rd)	low	low	few	med
KW8	Dean's Way Allotments	med	high	very few or none	high

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Kingsway</b>					
KS1	Manor Farm Open Space	med	high	few	med
KS2	Valley Gardens	med	med	few	med
KS3	Thatcham Avenue	med	med	some	med
KS4	Daniel's Meadow	med	med	some	med
KS5	Buckenham Sports Park	high	high	few	med
KS6	Aldergrove	med	med	some	med
KS7	Wycombe Road	med	med	some	med
KS8	Coningsby Walk (Central Square)	med	med	very few or none	med
KS9	Staxton Drive	med	med	some	med
KS10	Rudloe Drive (FP5 Buffer - north)	med	med	some	med
KS11	TG29 & TG32 (various streets)	med	med	some	med
KS12	Kingsway Sports Ground	high	high	very few or none	med
KS13	Newhaven Rd (ex-cricket ground)	med	med	some	med
KS14	Daniel's Brook Corridor (S)	med	high	few	med




Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
Longlevens				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
LO1	Alders Green	low	med	some	low
LO2	Gambier Parry Gardens	high	med	few	low
LO3	Lacy Close	med	med	several	low
LO4	Longlevens Recreation Ground	med	high	very few or none	low
LO5	Plock Court	med	high	very few or none	low
LO6	Innsworth Lane Playing Field	med	high	very few or none	low
LO7	Paygrove Lane	med	med	very few or none	low
LO8	Greyhound Gardens	med	high	some	low
LO9	Blackwater Way	med	med	some	low
LO10	Horsbere Meadow	med	med	few	low
LO11	The Triangle	med	low	few	low
LO12	Innsworth Lane allotments	med	high	some	low
LO13	Estcourt Park allotments	med	high	some	low
LO14	Estcourt Close allotments	med	high	some	low

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Matson &amp; Robinswood</b>					
MR1	Evan's Walk	med	med	some	high
MR2	Matson Avenue/Redwell Rd	med	med	several	high
MR3	Caledonian Avenue	med	med	several	high
MR4	Matson Ave/Winneycroft Lane	med	med	several	high
MR5	Matson Park (inc Marlstone Close)	low	high	very few or none	high
MR6	Rectory Rd Gardens	low	high	very few or none	high
MR7	Matson Library	med	med	several	high
MR8	Saintbridge Recreation Ground	low	low	very few or none	high
MR9	Haycroft Drive	med	med	very few or none	med
MR10	Sneedham's Green	med	med	very few or none	med
MR11	St Peter's Road/Matson Ave	med	med	some	high
MR12	Penhill Road (South)	med	med	some	high
MR13	Penhill Rd (North)	med	med	some	high
MR14	Northfield Rd open space	low	high	very few or none	high
MR15	Baneberry Road	med	high	very few or none	med
Green Flag Park MR16	Robinswood Hill Country Park	high	high	very few or none	med
MR17	Bibury Road	low	high	very few or none	high
MR18	Tredworth Rd cemeteries	med	med	very few or none	med
MR19	White City Allotments	med	high	very few or none	high
MR20	Cotteswold Road Allotments	med	med	very few or none	med
MR21	The Venture (White City)	med	high	very few or none	high

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Moreland</b>					
MO1	Sydenham Gardens	low	low	very few or none	high
MO2	Baker's Field	med	high	very few or none	high
MO3	The Lannett	med	high	very few or none	high
MO4	The Oval	med	med	very few or none	med
MO5	Alma Place	med	high	very few or none	med
MO6	Tuffley Ave Rest Garden	low	med	very few or none	med
MO7	Parry Field	med	med	very few or none	high
MO8	Hawthorns/Tredworth Fields Allotments	med	high	very few or none	high
<b>Podsmead</b>					
PO1	Milton Avenue Community Space (Badger Vale pond)	med	high	few	high
PO2	Byron Avenue	med	low	several	high
PO3	Scott Avenue	med	high	few	high
PO4	Tuffley Park (Winget)	high	high	few	med
PO5	Milton Avenue playground	med	high	few	high
PO6	Blackbridge Playing Field	low	high	few	med
PO7	Blackbridge Athletics Track	high	high	very few or none	high

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Quedgeley Fieldcourt</b>					
QF1	Druid's Oak	low	med	very few or none	med
QF2	Fieldcourt Gardens	med	med	very few or none	low
QF3	Field Court Drive (E & W)	med	med	few	low
QF4	Needham Avenue	low	low	some	med
QF5	Waterwells Playing Field	med	high	very few or none	med
QF6	Dimore Playing Field	med	high	few	low
QF7	Coltishall Close	med	med	very few or none	med
QF8	Stanbridge Way Orchard	med	med	very few or none	med
QF9	Kingsway Allotments (1)	high	high	very few or none	med
QF10	FP4 NEAP (Attlebridge Way)	high	med	several	med
QF11	Waterwells Drive Balancing Pond	low	med	very few or none	med
QF12	Foxwhelp Way (was Mayo's Land)	med	med	few	med
QF13	Rudloe Drive (FP5 Buffer - south)	med	med	some	med

Ward	Site name	Assessment rating (quality and value)			
Site ref no:		Site Quality	Community Value	Other local considerations	
				Similar spaces nearby (within 10min walk)	IMD High = within the 10% most deprived nationally for overall IMD
<b>Quedgeley Severnvale</b>					
QS1	Woolstrop Way play area	med	med	very few or none	low
QS2	Vensfield Rd woodland	med	med	some	med
QS3	Bristol Rd Recreation Ground	med	med	very few or none	med
QS4	Severnvale Drive Woodland	low	med	some	med
QS5	Saddler's Road/Carter's Orchard	med	med	some	med
QS6	Park Drive (off St James)	med	low	several	med
QS7	Green Farm Orchard (Canalside Park North)	med	high	very few or none	low
QS8	Canalside Park South (inc Clearwater Drive open space)	med	high	few	low
QS9	Curtis Hayward Drive	med	med	some	low
QS10	Quedgeley Arboretum LNR	med	med	very few or none	low
QS11	Silver Birch Close	high	med	some	med
QS12	Scholars Walk (Woolstrop Moat)	med	low	some	med
<b>Tuffley</b>					
TU1	Arlingham Road	med	med	many	med
TU2	Brookthorpe Close	low	low	few	med
TU3	Arlingham Rd/Cole Ave	med	med	many	med
TU4	Slimbridge Road	med	med	many	med
TU5	Seventh Ave/Holst Way	med	med	several	med
TU6	Grange Park	low	low	few	low
TU7	Seventh Ave/Kemble Close	med	high	few	med
TU8	Grange Rd rest Garden	low	low	some	low
TU9	Stroud Rd/Rissington Rd	med	med	some	low
TU10	Northfield Square	med	med	very few or none	med
Green Flag Park  MR16	Part of Robinswood Hill	high	high	some	med
TU12	Robert Raikes Allotments	med	high	very few or none	low
Ward	Site	Assessment rating (quality and value)			

Site ref no:		Site Quality	Community Value	Other local considerations	
				<b>Similar spaces nearby</b> (within 10min walk)	<b>IMD</b> High = within the 10% most deprived nationally for overall IMD
<b>Westgate</b>					
WE1	Westgate Park (N & S)	med	med	very few or none	high
WE2	Llanthony Secunda Priory	high	high	very few or none	med
WE3	St Oswald's Priory	med	med	very few or none	high
WE4	St Lucy's Garden	med	med	some	high
WE5	Priory Rd Rest Garden	med	low	some	high
WE6	Greyfriars (St Mary de Crypt)	med	med	few	high
WE7	Gloucester Park	med	high	very few or none	high
WE8	Jubilee Gardens	low	low	few	high
WE9	Honeythorne Close	med	med	few	med
WE10	Hempsted Recreation Ground	med	high	very few or none	med
WE11	Court Gardens	med	med	few	med
WE12	High View	med	med	few	med
WE13	Soren Larsen Way	med	med	few	med
WE14	Monk Meadow open space	med	high	few	med
WE15	King's Square	med	high	very few or none	high
WE16	Alney Island Nature Reserve (inc. All Blues Rugby ground)	high	high	very few or none	med
WE17	Hempsted Allotments	med	med	very few or none	med
WE18	St Oswald's Park (Longhorn Ave sites)	med	med	few	high
WE19	Hempsted Meadows	med	med	very few or none	med
<b>Total sites = 201</b>					

Full information on IMD (Indices of Multiple Deprivation, National Quintile), as used in site assessments, can be found at <https://inform.gloucester.gov.uk/deprivation>

## Analysis

### (1) Sites of high community value + high scarcity (few/very few/none) + high IMD

Whenever possible, these sites should be prioritised for improvement and investment, to update existing facilities or provide new features, with full community consultation.

Ward	Site	Site quality
Barton and Tredworth	BT2 - Napier St	med
	BT3 - St James Park	low
Kingsholm and Wotton	KW3 - Sebert St Recreation Ground	med
	KW8 - Deans Way Allotments	med
Matson & Robinswood	MR5 - Matson Park	low
	MR6 - Rectory Road Gardens	low
	MR14 - Northfield Rd open space	low
	MR17 - Bibury Rd	low
	MR19 - White City Allotments	med
	MR21 - The Venture	med
Moreland	MO2 - Baker's Field	med
	MO3 - The Lannett	med
	MO8 - Hawthorns/Tredworth Fields Allotments	med
Podsmead	PO1 - Milton Avenue Community Green Space	med
	PO3 - Scott Avenue	med
	PO5 - Milton Avenue play area	med
	PO7 - Blackbridge Athletics Track	high
Westgate	WE7 - Gloucester Park	med
	WE15 - King's Square	med

## (2) Sites with low community value + High IMD

Whenever possible, these sites should be prioritised for improvement, investment or consideration given to possible disposal (subject to planning requirements and including options for new alternative uses), with full community consultation.

Ward	Site	Site quality
Coney Hill	Savernake Road	low
Kingsholm & Wotton	Great Western Road rest garden (London Rd)	low
Matson & Robinswood	Saintbridge Recreation Ground	low
Moreland	Sydenham Gardens	low
Podsmead	Byron Avenue	med
Westgate	Jubilee Gardens	low
	Priory Rd rest garden	med

## (3) Sites of high community value + medium scarcity (several/some) + high IMD

These sites would benefit from some improvement as soon as possible, to update existing facilities or provide new features, with full community consultation.

Ward	Site	Site quality
Abbeydale	AD10 – Heron Way Open Space (nb: one side of the brook is HIGH IMD, one side is LOW IMD)	med
Coney Hill	CH3 – Coney Hill Park	low

## (4) Sites of med community value + high scarcity (few/very few/none) + high IMD

These sites would benefit from some improvement as soon as possible, to update existing facilities or provide new features, with full community consultation.

Ward	Site	Site quality
Barton & Tredworth	BT1 - Ayland Gardens/Bishopstone Road	low
	BT4 - Diamond Jubilee Close	med
Kingsholm & Wotton	KW1 – Dean’s Way Meadow	med
Moreland	MO7 – Parry Field	med
Westgate	WE1 – Westgate Park	med
	WE3 - St Oswald’s Priory	med
	WE6 – Greyfriars (St Mary de Crypt churchyard)	med
	WE18 – St Oswald’s Park (Longhorn Avenue sites)	med



### (5) Sites of low quality + high community value

These sites would additionally benefit from some improvement, to update existing facilities, create better management regimes, or provide new features. Full community consultation should accompany any proposed changes.

Ward	Site	notes
Barton & Tredworth	BT3 - St James Park	Overall improvements to all facilities and management would be desirable. Upgrade of small MUGA would be of benefit.
Coney Hill	CH3 – Coney Hill Park	Overall improvements to all facilities and management would be desirable. Upgrade of small MUGA would be of benefit.
Grange	GR5 – Holmleigh Park	Overall improvements to all facilities and management would be desirable. Play area in particular needs overall updating. Provision of a MUGA facility would be of benefit.
Matson & Robinswood	MR5 – Matson Park	This site is a ‘hidden gem’ with excellent mature trees, lake/stream, play features, SUDS, pitch, but worn-out paths etc. The site requires a well-thought out management plan, and investment in the infrastructure to help provide great facilities for residents, whilst preserving and enhancing the natural habitat.
	MR6 – Rectory Rd Gardens	A fenced, underused but highly valuable green space. Would benefit from removal of dated flower beds and provision of new facilities such as outdoor fitness hub, play features, food-growing spaces, new paths, seating etc.
	MR14 – Northfield Rd	Very small green space with hedges/shrubs around edges. Would benefit from new tree planting. Residents views crucial for any changes.
	MR17 – Bibury Rd	A valuable small kickabout space, but with poor facilities in need of investment. Currently owned and managed by a Housing Association.
Podsmead	PO6 – Blackbridge Playing Field	Site is being developed to provide a 3G pitch and community sports hub building. Site currently owned by Glos County Council.

## (6) Sites of low quality + low community value

Consideration should be given to new or additional uses for these sites – new features, improved maintenance and clearly defined functions would be of benefit. Some sites might be considered for disposal (with all proceeds invested in other nearby open space improvement). Full community consultation highly recommended.

Ward	Site	notes
Abbeydale	AD12 – Awebridge Way	Management unclear – parts should be left quite wild (badger sett was present on lower area), others need better management.
Coney Hill	CH1 – Maytree Square	Underused space on busy road with unclear function – seating and path through centre. Perhaps plant lots more trees on the space or add extra functions?
	CH5 – Savernake Rd	Secluded space to rear of housing and alongside railway line. Backs on to Friendship Café. No clear function, old bike humps. Care should be taken if providing new use to take account of close neighbours. Possible food-growing space (subject to contamination) or potential disposal?
Elmbridge	EL4 - Estcourt Gardens	Series of linear spaces along Wotton Brook and Estcourt Rd. Overgrown conifer trees, unmanaged flower beds – gives an air of neglect. Could be improved for wildlife (watercourse improvements?) or for other uses such as food growing or fitness route. One part used to house public toilet block.
	EL5 – Cross Keys Rest Garden	On busy road, underused space, degraded low-level dry-stone retaining wall and flower beds. Could be re-used for food-growing or potential disposal? Mature poplar tree and fruit trees on.
	EL7 – Horton Rd Cemetery	No longer managed by City Council, but potentially a much more pleasant space currently very overgrown. Historic burial ground with gravestones, managed for wildlife.
Grange	GR4 – Tuffley Lane (The Gladiator)	Large ‘verge’ on very busy Cole Ave with mature poplar trees – potential site for disposal or additional tree planting/habitat work.
	GR8 – Meredith Way	Site with play area under management company. Not well maintained and currently play area closed off – play equipment needs to be upgraded and suitable future management secured.
	GR11 – Greenhill Drive	Rather secluded space – it is unclear that it is actually POS. Would benefit from better management and possibly additional orchard planting with wildflower margins.

Hucclecote	HU6 – Green Lane/The Orchards	Are of woodland next to housing. No clear management plan.
	HU10 – Bircher Way (Hucclecote Centre)	Issues with lack of grass cutting etc (possibly now resolved). Play area to be installed in this space. More tree planting would be beneficial.
Kingsholm & Wotton	KW2 – Kingsholm Rest Garden (Estcourt Rd)	Development of Civil Service site will disrupt this space – issues with crumbling low-level stone wall & unclear function. New planting would be of benefit.
	KW6 – Great Western Rd Rest Garden (London Rd)	Space closed off due to anti-social behaviour. Future currently undecided.
	KW7 – Great Western Rd Rest Garden (Horton Rd)	Space underused, function unclear. May benefit from adjacent development of railway sidings for housing (size may increase).
Matson & Robinswood	MR8 – Saintbridge Recreation Ground	Previously a rugby pitch but currently unused for sport, function now unclear, needs a new use (e.g. outdoor fitness or something else)
Moreland	MO1 – Sydenham Gardens	Valuable space containing monument, but damaged paths, poor quality perimeter railing and overgrown conifer trees. Needs to be given additional functions for local community. Would benefit from a proper railing fence to provide safe enclosure for small children and dog exercise.
Quedgeley Fieldcourt	QF4 – Needham Avenue	Access off private road, this poorly located local space has no facilities and function is unclear. Waterwells Playing Field is now very close by. A possible site for disposal?
Tuffley	TU2 - Brookthorpe Close	Linear ‘wild’ space to rear of properties, not well overlooked, poor access, no defined management plan.
	TU6 – Grange Park	Small ‘wild’ space to rear of properties, not well overlooked, poor access, no defined management plan.
	TU8 – Grange Rd rest garden	Degraded formal flower garden. Poor quality, lack of function – consider new use such as outdoor fitness, food growing (or possible disposal?)
Westgate	WE8 – Jubilee Gardens	Small, former ornamental garden ‘Aviation Garden’- with plane sculptures (now relocated to Jet Age Museum). Much anti-social behaviour resulted in site being closed off. Consider new uses (or possible disposal?). Next door to Conservative Club and former Greyfriars bowling green.

## APPENDIX 4

### Summary and analysis of Play Area Assessments

All of Gloucester's play areas were assessed using criteria based on the Play England *Playable Space Quality Assessment Tool*. Each site was scored from 1 (serious weaknesses, improvement needed) to 5 (excellent) against criteria for the following:

- Location
- Play Value
- Care and Maintenance

#### Play Value

60% of play areas scored above median for the quality of the site's play value.

The top five sites in Gloucester for play value were:

- **Longlevens Recreation Ground** in Longlevens ward
- **Matson Park** in Matson & Robinswood ward
- **Sebert Street Recreation Ground** in Kingsholm & Wotton ward
- **Gloucester Park** in Westgate ward
- **Randwick Park** in Grange ward

#### Location

51% of play areas scored above the median for the quality of the site's location/setting.

The top five sites in Gloucester for location were:

- **Longlevens Recreation Ground** in Longlevens ward
- **Buckenham Sports Park** in Kingsway ward
- **Sebert Street Recreation Ground** in Kingsholm & Wotton ward
- **The Venture** in Matson & Robinswood ward
- **Napier Street** in Barton & Tredworth ward

## Care and Maintenance

51% of play areas scored above the median for the quality of the site's ongoing care and maintenance.

The top five sites in Gloucester for the quality of care and maintenance were:

- **The Venture** in Matson & Robinswood ward
- **Robinswood Hill** in Matson & Robinswood ward
- **Glevum Way** in Abbeydale ward
- **Gloucester Park** in Westgate ward
- **Longlevens Recreation Ground** in Longlevens ward

When looking cumulatively at the assessments (based on scores in all categories), there are five city council managed sites that would benefit the most from some improvement as soon as possible are:

- Parry Field (Moreland ward)
- Evan's Walk (Matson and Robinswood ward)
- The Oaks (Barnwood ward)
- Baneberry Road (Matson and Robinswood ward)
- Coltishall Close (Quedgeley Fieldcourt ward)

Three of the sites managed by Quedgeley Town Council are also recommended for improvement as soon as possible:

- Bristol Rd Recreation Ground (Quedgeley Severnvale ward)
- Woolstrop Way (Quedgeley Severnvale ward)
- Druid's Oak (Quedgeley Fieldcourt ward)

Finally, the play area under a management company at:

- **Meredith Way** in Grange Ward is also recommended for improvement as soon as possible.

## Play Area Assessment Summary (using Play England Play Assessment Tool)

Site	Play Value Score (%)	Location score (%)	Care and Maintenance Score (%)	Notes
Longlevens Rec	<b>88</b>	<b>89</b>	<b>69</b>	Ballgames on MUGA/grass pitches
Matson Park	<b>88</b>	69	57	Ballgames on MUGA/grass pitches
Sebert Street	<b>86</b>	<b>94</b>	63	Ballgames on small court/grass pitch
Gloucester Park	<b>84</b>	<b>86</b>	<b>74</b>	MUGA/skate ramps/large grass areas
Randwick Park	<b>80</b>	69	<b>60</b>	Ballgames on MUGA/tennis/grass
The Venture	<b>78</b>	<b>91</b>	<b>77</b>	Ballgames on adjacent field
Milton Avenue	<b>78</b>	<b>77</b>	57	Ballgames on adjacent grass area
Glevum Way	<b>76</b>	<b>86</b>	<b>69</b>	Ballgames on adjacent playing field
Seventh Avenue	<b>76</b>	<b>83</b>	<b>69</b>	Ballgames on field/MUGA across road
Meadowleaze	<b>76</b>	<b>83</b>	51	Ballgames on adjacent grass area
Scott Avenue	<b>76</b>	71	<b>63</b>	Ballgames on MUGA/grass pitch
Waterwells PF	<b>76</b>	66	<b>69</b>	Ballgames on field/small panna court
Manor Farm Kingsway	<b>74</b>	<b>80</b>	57	MUGA/skate ramps/grass pitch
Chester Road	<b>72</b>	<b>80</b>	51	Grass kickabout area with goals
Alma Place	<b>70</b>	<b>83</b>	<b>60</b>	Small MUGA (one goal end)
Clock Tower Park	<b>70</b>	69	51	Small MUGA/tennis nearby
Coney Hill Park	<b>70</b>	69	51	MUGA/pump track/grass pitch areas
The Lannett	<b>68</b>	<b>86</b>	<b>63</b>	Ballgames on adjacent field/court
Soren Larsen Way	<b>68</b>	<b>77</b>	<b>60</b>	Small site, can't cater for full age range
Duncroft Road	<b>68</b>	<b>77</b>	57	Small grass area for kickabout
Greenways	<b>68</b>	<b>74</b>	<b>63</b>	MUGA/tennis court/small grass area
Tuffley Park	<b>68</b>	71	<b>60</b>	Ball games outside on field
Robinswood Hill	<b>68</b>	63	<b>71</b>	
Buckenham Sports Park	<b>66</b>	<b>97</b>	54	MUGA/tennis/grass area/bike ramps
Napier Street	<b>66</b>	<b>89</b>	<b>60</b>	
King George V	<b>66</b>	<b>80</b>	57	Ballgames on adjacent grass pitches
Monk Meadow	<b>66</b>	<b>74</b>	<b>63</b>	Ballgames on adjacent grass area
Hempsted Rec	<b>66</b>	60	<b>63</b>	Ballgames on adjacent playing field
Mead Road	<b>64</b>	<b>83</b>	<b>69</b>	Ballgames on adjacent grass field
Holmleigh Park	<b>64</b>	71	<b>60</b>	Ballgames on adjacent playing field
Armscroft Park (North) (Friends of Elmbridge)	62	71	<b>63</b>	Fenced MUGA nearby
Paygrove Lane	62	63	<b>60</b>	Ballgames on adjacent grass area
Birch Avenue	60	<b>86</b>	51	Grass kickabout area
Valley Gardens	60	71	<b>60</b>	
Greyhound Gardens	58	<b>74</b>	<b>60</b>	Small grass area for kickabout
St James Park	58	66	51	Ballgames on adjacent field/court
Attlebridge Way (Kingsway)	56	<b>77</b>	<b>60</b>	Fenced panna football court

Site	Play Value Score (%)	Location score (%)	Care and Maintenance Score (%)	Notes
Elmbridge Park	56	<b>74</b>	54	Ballgames on adjacent field
Staxton Drive Kingsway	56	<b>69</b>	57	
Dean's Way	56	63	54	Small grass pitch for kickabout
Armscroft Park (South)	54	<b>80</b>	54	Grass pitches/MUGA nearby
Parry Field	54	57	49	MUGA & grass pitch for ballgames
Coltishall Close	48	63	54	Small grass area adjacent
Evan's Walk	46	63	54	Small grass area for kickabout
Diamond Jubilee Close	44	<b>83</b>	<b>63</b>	
Meredith Way (Grange Rd)	44	69	54	
Baneberry Road	42	57	57	Grass field/outdoor table tennis
The Oaks	42	57	54	Ballgames on adjacent field
Woolstrop Way	42	49	51	
Bristol Rd Rec	42	46	46	Grass pitch area/basketball goal
Druid's Oak	32	54	46	
<i>Median score:</i>	<i>64%</i>	<i>73%</i>	<i>59%</i>	<i>(bold font indicates median score or better)</i>

The site assessments were carried out using criteria based on the Play England *Playable Space Quality Assessment Tool*, further details of which can be viewed at [www.playengland.org.uk/media/211694/quality-assessment-tool.pdf](http://www.playengland.org.uk/media/211694/quality-assessment-tool.pdf)

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<b>Meeting:</b>	<b>Cabinet</b>	<b>Date:</b>	<b>8 November 2023</b>
<b>Subject:</b>	<b>Regulation of Investigatory Powers Act 2000 (RIPA) – Annual Update</b>		
<b>Report Of:</b>	<b>Cabinet Member for Performance and Resources</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Greg Maw, Head of Finance and Resources</b>		
	<b>Email: greg.maw@gloucester.gov.uk</b>	<b>Tel:</b>	<b>396422</b>
<b>Appendices:</b>	<b>None</b>		

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To report to Cabinet on the Council’s use of its powers under the Regulation of Investigatory Powers Act 2000 (RIPA).

**2.0 Recommendations**

2.1 Cabinet is asked to **RESOLVE** that the annual update on the use of RIPA powers be noted.

**3.0 Background and Key Issues**

3.1 The Regulation of Investigatory Powers Act 2000 (RIPA) came into force in 2000. Both the legislation and Home Office Codes of Practice strictly prescribe the situations in which and the conditions under which councils can use their RIPA powers. All authorities are required to have a RIPA policy and procedure that they adhere to in using their RIPA powers.

3.2 The Council reviews and updates its RIPA policy annually. There have been no changes to the procedural guide for the Council. The procedure requires the use of RIPA powers to be reported to Cabinet.

3.3 Since the last report to Cabinet, the Council has not used its RIPA powers and there are no further actions to report at this stage.

**4.0 Alternative Options Considered**

4.1 The Council still has and can make use of other investigatory powers, such as overt surveillance, when investigating potential criminal offences, but must comply with RIPA when it carries out Directed Surveillance or CHIS. There are therefore no real alternative options relevant to the Council’s use of its RIPA powers.

## **5.0 Reasons for Recommendations**

5.1 No action is required and the recommendation is therefore for Cabinet to note the Council's use of its RIPA powers.

## **6.0 Future Work and Conclusions**

6.1 Revisions to the Procedural Guide may be required, depending on any changes to the legislation or statutory Home Office Guidance.

## **7.0 Social Value Implications**

7.1 There are no social value implications arising out of this report.

## **8.0 Financial Implications**

8.1 There are no financial implications arising out of this report.

## **9.0 Legal Implications**

9.1 The legal implications are set out in the main body of the report.

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

10.1 Reporting on the Council's use of its RIPA policy and procedure helps to ensure that the Council's use of its powers remain appropriate.

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

11.1 The RIPA legislation requires the Council to give substantial consideration to the people impact of using its RIPA powers each and every time a RIPA application is authorised.

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

## **12.0 Other Corporate Implications**

### Community Safety

12.1 The use of RIPA powers by the Council can contribute to ensuring community safety.

### Sustainability

12.2 There are no sustainability implications arising out of this report.

### Staffing & Trade Union

12.3 There are no staffing implications arising out of this report.

**Background Documents:**

Investigatory Powers Act 2016

Protection of Freedoms Act 2012

Gloucester City Council Regulation of Investigatory Powers Act 2000 Procedural Guide

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