



Gloucester City Council

Cabinet

Meeting: Wednesday, 6th March 2024 at 6.00 pm in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP

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

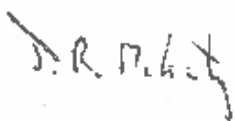
AGENDA

1.	APOLOGIES To receive any apologies for absence.
2.	DECLARATIONS OF INTEREST To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
3.	MINUTES (Pages 7 - 14) To approve as a correct record the minutes of the meeting held on 7 th February 2024.
4.	PUBLIC QUESTION TIME (15 MINUTES) The opportunity is given to members of the public to put questions to Cabinet Members provided that questions do not contravene the provisions set out Council Procedure Rule 10.01. To ask a question at this meeting, please submit it to democratic.services@gloucester.gov.uk by 12 noon on Friday 1st March 2024 or telephone 01452 396203 for support. Questions and responses will be published at least 24 hours before the meeting. Supplementary questions may be put and answered during the meeting, subject to the relevant time limit.
5.	PETITIONS AND DEPUTATIONS (15 MINUTES) The opportunity is given to members of the public to present a petition or deputation provided that any such petition or deputation does not contravene the provisions set out Council

	<p>Procedure Rule 11.01.</p> <p>To present a petition or deputation at this meeting, please provide the subject matter to democratic.services@gloucester.gov.uk by 12 noon on Friday 1st March 2024 or telephone 01452 396203 for support.</p>
6.	<p>LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)</p> <p>Any Member of the Council may ask the Leader of the Council or any Cabinet Member any question upon:</p> <ul style="list-style-type: none"> • Any matter relating to the Council's administration • Any matter relating to any report of the Cabinet appearing on the summons • A matter coming within their portfolio of responsibilities <p>Only one supplementary question is allowed per question.</p> <p>Questions must be submitted to democratic.services@gloucester.gov.uk by 12 noon on Friday 1st March 2024. Responses to questions will be published in an addendum to the agenda by 12 noon on the day of the Cabinet Meeting.</p>
7.	<p>BLACKFRIARS PRIORY 2023-2024 REPORT AND 2024-2025 FORWARD PLAN (Pages 15 - 26)</p> <p>To consider the report of the Cabinet Member for Culture and Leisure updating Members on activities at Blackfriars Priory in 2023 and providing an overview of activity proposed for the 2024-2025 financial period.</p>
8.	<p>GUILDHALL GALVANISED (Pages 27 - 54)</p> <p>To consider the report of the Cabinet Member for Culture and Leisure providing an overview of the Guildhall Galvanised project, its impact and how investment can transform a cultural venue.</p>
9.	<p>MUSEUM DEVELOPMENT PLAN UPDATE (Pages 55 - 92)</p> <p>To consider the report of the Cabinet Member for Culture and Leisure seeking to provide an overview of progress made to date against the Museum Development Plan 2021-2026.</p>
10.	<p>TOURISM & DESTINATION MARKETING – CHRISTMAS CAMPAIGN REPORT 2023 (Pages 93 - 106)</p> <p>To consider the report of the Cabinet Member for Culture and Leisure presenting an evaluation of the Tourism and Destination Marketing Christmas Campaign: 'Gloucester Believes.'</p>
11.	<p>LEISURE SERVICES UPDATE (Pages 107 - 136)</p> <p>To consider the report of the Cabinet Member for Culture and Leisure updating Members on the current position of leisure services and to demonstrate the procurement timeline for the future provision of leisure services.</p>
12.	<p>2022-2024 COUNCIL PLAN SIX MONTH UPDATE (Pages 137 - 158)</p> <p>To consider the report of the Leader of the Council seeking to update Members on the delivery of the activities as outlined in the Council Plan 2022-2024 to build a greener, fairer, better Gloucester.</p>
13.	<p>ELECTRIC VEHICLE CHARGING IN GLOUCESTER (Pages 159 - 164)</p>

	To consider the report of the Cabinet Member for Environment seeking Members to review and update the feasibility of installing electric vehicle (EV) charging points in Gloucester City Council owned assets.
14.	AIR QUALITY ACTION PLAN (Pages 165 - 176) To consider the report of the Cabinet Member for Environment seeking to update Members on the progress of the draft Air Quality Action Plan (AQAP) prior to a consultation exercise.
15.	FUTURE OPPORTUNITIES FOR THE FLEECE (Pages 177 - 186) To consider the report of the Cabinet Member for Environment seeking approval to enable officers to explore a potential development option for the Fleece Hotel site (including Longsmith Street Carpark) with the Phoenix Village Project.
16.	CONTRACT AWARD WHITEFRIARS PHASE TWO LAND REMEDIATION (Pages 187 - 190) To consider the report of the Cabinet Member for Environment seeking Cabinet approval to award a contract for site remediation works at Plot 3c Market Parare, Gloucester (referred to as Whitefriars Phase 2) following a successful grant award from the One Public Estate Brownfield Land Release Fund 2.
17.	CITY REGIONS BOARD (Pages 191 - 214) To consider the report of the Leader of the Council seeking Members to establish the emerging form and function of the Gloucestershire City Region Board (GCRB), the nature of its authority, terms of reference, membership and joint scrutiny arrangements.
18.	PRIVATE SECTOR STOCK CONDITION SURVEY (Pages 215 - 586) To consider the report of the Cabinet Member for Planning and Housing Strategy providing a summary of the Private Sector Stock Condition Survey that was undertaken for the Council in 2023 and presenting the options available to the Council to address the key conclusions set out in the survey report.
19.	REGULATING HOUSING STANDARDS POLICY (Pages 587 - 666) To consider the report of the Cabinet Member for Planning and Housing Strategy proposing a policy that sets out the guiding principles of the regulatory framework for the private sector housing service and the delivery of its statutory functions.
20.	CITY CENTRE CONSERVATION AREA (CCCA) APPRAISAL AND MANAGEMENT PLAN (Pages 667 - 766) To consider the report of the Cabinet Member for Planning and Housing Strategy seeking approval for the adoption of the updated draft of the City Centre Conservation Area Appraisal and Management Plan as a Supplementary Planning Document.
21.	COMMUNITY ENGAGEMENT REPORT 2023/24 (Pages 767 - 774) To consider the report of the Cabinet Member for Communities and Neighbourhoods updating Members on community engagement work carried out by the Community Wellbeing Team.
22.	SOCIAL VALUE POLICY REVIEW (Pages 775 - 790) To consider the report of the Cabinet Member for Performance and Resources providing an update on the review of the Social Value Policy which was adopted in October 2020 and proposing recommendations.
23.	CEMETERY RULES AND REGULATIONS REVIEW (Pages 791 - 830)

	To consider the report of the Cabinet Member for Performance and Resources seeking to amend the 2014 rules and regulations for Gloucester Cemeteries as a result of the motion agreed at the Council meeting in November 2023.
24.	FINANCIAL MONITORING QUARTER 3 REPORT (Pages 831 - 842) To consider the report of the Cabinet Member for Performance and Resources presenting the Council's current financial position against the agreed budgets for the 2023/24 financial year, performance of the Council against certain key financial performance indicators, year-end forecasts, and the financial pressures on the Council during the 3 rd quarter ended 31 December 2023.
25.	PAY POLICY STATEMENT 2024/25 (Pages 843 - 852) To consider the report of the Cabinet Member for Performance and Resources seeking Members to approve the Council's Pay Policy Statement for 2024/25.
26.	CAPITAL STRATEGY 2024/25 (Pages 853 - 864) To consider the report of the Cabinet Member for Performance and Resources seeking Members to recommend that Council approves the Capital Strategy 2024/225.
27.	TREASURY MANAGEMENT STRATEGY 2024/25 (Pages 865 - 902) To consider the report of the Cabinet Member for Performance and Resources seeking Members to recommend that Council approves the Treasury Management Strategy 2024/25, the prudential indicators and notes the Treasury activities.
28.	BUSINESS RATES - RETAIL, HOSPITALITY AND LEISURE RELIEF SCHEME 2024/25 (Pages 903 - 916) To consider the report of the Cabinet Member for Performance and Resources proposing a retail, hospitality, and leisure business rates relief scheme, in line with guidance published by the government setting out the eligibility criteria for the scheme.



Jon McGinty
Managing Director

Date of Publication: Tuesday, 27 February 2024

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NOTES

Disclosable Pecuniary Interests

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

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

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

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

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

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

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

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



CABINET

MEETING : Wednesday, 7th February 2024

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

Others in Attendance

Cllrs Hilton, Pullen, D. Brown, J. Brown, Conder, Field and Wilson
Managing Director
Director of Communities
Monitoring Officer
Head of Finance and Resources
Head of Place
Head of Transformation and Commissioning
Democratic and Electoral Services Officer

APOLOGIES : None.

76. DECLARATIONS OF INTEREST

There were no declarations of interest.

77. MINUTES

RESOLVED that the minutes of the meeting held on 10th January 2024 are confirmed as a correct record and signed by the Chair.

78. PUBLIC QUESTION TIME (15 MINUTES)

In respect of question 1 the member of the public enquired whether live railway information would be restored to the large screen. The Cabinet Member for Environment invited the Managing Director to respond. The Managing Director advised that the screen was owned by Gloucester Business Improvement District (BID) and that conversations were ongoing with them including over displaying railway information.

In respect of question 2 the member of the public sought clarification over when the contract for running the café would be marketed and which officer to contact about it. The Cabinet Member for Environment assured him that the details of the relevant officer would be supplied and the marketing would begin almost

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immediately. He however cautioned that in his experience such processes often take some months to complete.

In respect of question 3 the member of the public noted that although the County Council was responsible for the Bus Service Improvement Plan, the City Council owned the Transport Hub. He asked what consultation was being undertaken with bus passengers. The Cabinet Member for Environment advised that the question would be better addressed to the County Council as they have the responsibility, but he confirmed that he would attend any meetings to be set up.

79. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

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

In respect of question 1 Councillor Pullen gave examples of inappropriate advice given by the City Council to residents that he had been informed of. He sought reassurance that residents who telephone the Council will be given the correct advice to resolve their issues. The Cabinet Member for Environment advised that when installing the completely new system some teething difficulties had been discovered which were being taken forward. He invited the Head of Transformation and Commissioning to give more detail. The Head of Transformation and Commissioning confirmed that additional training sessions were taking place, and a revised letter was being sent to residents to meet the challenge of getting a consistent message across. He stated that all feedback to support the process was welcome.

In respect of question 2 Councillor Hilton noted that the Transport Hub had opened in October 2018 and asked what lessons had been learned during such a long process to get the window installed. The Cabinet Member for Environment stated that the COVID 19 pandemic had caused the most significant delay although time had been taken up by the manufacturers. He advised that now only the final installation agreement between the manufacturers and Stagecoach was outstanding.

In respect of question 3 Councillor Hilton referred to the £1.86m Revenue Support Grant (RSG) from central government in the 2016/17 Budget (Council 25th February 2016 Minute 66) and contrasted this with the £0.273m RSG for 2023/24 (Agenda Item 8 11.2). He enquired whether the Leader of the Council was disappointed with government. The Leader of the Council commented that it was always disappointing to have less money and that it was the situation across the whole local government sector.

In respect of question 4 Councillor Hilton asked whether more engagement with the owner of Spread Eagle Court would be considered to prevent the building decaying beside the soon to be completed Forum and Whitefriars development. The Cabinet Member for Environment confirmed that officers had made numerous attempts to contact the owner who appeared to be not prepared to engage.

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In respect of question 5 Councillor Hilton noted that the 15,582 square feet of vacant units represented a substantial loss of potential income. He enquired whether process of finding new tenants could be speeded up. The Cabinet Member for Performance and Resources advised that officers were working with external agents. She further commented that one successful let would act as a catalyst for others to follow and that the new University of Gloucestershire campus in the former Debenhams building would assist the process.

In respect of question 6 Councillor Hilton reminded Members that the New Homes Bonus had been £3.823m in 2016/17 (Council 25th February 2016 Minute 66). He queried whether the New Homes Bonus scheme should have been discontinued. The Cabinet Member for Planning and Housing Strategy confirmed that the scheme was for new homes but reassured Members that the incentive to build new homes in Gloucester remained.

In respect of questions 8 and 9 Councillor Wilson apprised Members that residents of Orchard Park had told him they had not known about the withdrawal of the green bin service. He enquired how they had been engaged before the change and why they had not been informed earlier. The Cabinet Member for Environment stated that he believed residents were aware of the access problem in advance. He apologised for any confusion to residents who had tried to renew the service before the decision was taken by UBICO Ltd on the 1st February after an investigation into the matter.

In respect of question 10 Councillor Wilson informed Members that he had spent some time assisting residents to pay for their green bin service by telephone. He queried the need for them to provide all their details when these were held on file for other uses such as council tax. The Cabinet Member for Environment invited the Head of Transformation and Commissioning to respond. The Head of Transformation and Commissioning made clear the complexity behind the scenes of integrating statutory and non-statutory systems.

In respect of question 12 Councillor D. Brown advised Members of his own difficulty in finding a city centre parking space in the morning. He sought clarification of when the Longsmith Street car park will reopen. The Cabinet Member for Performance and Resources confirmed that she was unable to provide a date as work was still needed. She further advised that the Parking Team were monitoring the utilisation of spaces in the city centre and reported that spare capacity remained in other car parks. The Cabinet Member for Performance and Resources commented that the closure of Longsmith Street car park had given an opportunity to actively promote the other car parks to residents.

In respect of question 14 Councillor D. Brown noted that although representing a very small proportion of residents, the number of responses had risen by 50% from last year's budget consultation. He asked what had been done differently to achieve this. The Cabinet Member for Performance and Resources advised that although this was the highest number of responses since for some time, a low response rate was common across all local authorities. She urged that all ward councillors encourage residents to participate in this and other consultations open on the Council website.

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In respect of question 16 Councillor J. Brown sought clarification of circumstances in which the flyposting rules would not be enforced. The Cabinet Member for Environment confirmed that action would only be taken if the sign owner failed to remove the offending material. He advised that he expected the rules to be enforced at every opportunity, as he did with those for dog fouling.

81. CLIMATE CHANGE STRATEGY AND ACTION PLAN

Cabinet considered the report of the Cabinet Member for Environment that sought Members to recommend the adoption of a Climate Change Strategy and Action Plan.

The Cabinet Member for Environment summarised the report. He detailed the key findings and actions (4.1-12), and drew Members' attention to the recommendations of the Overview and Scrutiny Committee (Addendum) and stated that he was happy to support them as recommendations to Council. The Cabinet Member for Environment thanked the consultants WSP, officers and Members for their effort.

The Cabinet Member for Planning and Housing Strategy advised that registered housing providers were already working hard to retrofit homes across the City for greater energy conservation. The Cabinet Member for Communities and Neighbourhoods reminded Members of the good work done by the Gloucestershire Warm and Well advice line and the importance of making everyone aware of its availability. He emphasised that it was crucial for residents to both understand climate change and be empowered to take action. The Cabinet Member for Culture and Leisure advised that within his portfolio measures were continually being sought to make the, mostly old, buildings more energy efficient. The Cabinet Member for Environment commented that the proposed Climate Change Action Plan would allow the Council to focus on areas where action can be taken quickly.

RECOMMENDED to Council that the Gloucester City Council Climate Change Strategy and Action Plan at Appendix 1 of the report be adopted and issued for public and key stakeholder consultation.

82. MONEY PLAN 2024-29 & FINAL BUDGET PROPOSALS 2024/29

Cabinet considered the report of the Leader of the Council, and the Cabinet Member for Performance and Resources that sought Members to review the Council's Money Plan for the period 2024 to 2029 and Budget Proposals for 2024 to 2025 for recommendation to Council.

The Leader of the Council outlined the key features of the report proposing what he believed to be a sustainable money plan and budget. He drew Members' attention to the public consultation (Appendix 7) and the findings of the Chief Finance Officer (Section 151 Officer) on the robustness of the estimates and adequacy of the financial reserves (3.2).

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The Cabinet Member for Performance and Resources placed the proposals in the context of high inflation and the cost-of-living crisis, and reassured Members that the plan represented the best estimates going forward in what are challenging times for local government. She highlighted the details of Local Government Finance Settlement (5.6) and advised Members that since the initial settlement announced in December, a further £41,000 has been provided, primarily from the funding guarantee and service grant. The Cabinet Member for Performance and Resources directed Members to the Money Plan (Appendix 1) and in particular the intended return of the General Fund balance to 10% of the revenue budget by 2028/29 and the importance of protecting the Business Rates Reserve fund to limit the impact of the expected business rate reset in 2026/27. She summarised the key budget pressures (appendix 2). The Cabinet Member for Performance and Resources further drew Members' attention to the budget savings for the coming year (Appendix 3) and highlighted some of the savings in her own portfolio including £85,000 from the relocation of Customer Services and £25,000 from in-sourcing parking enforcement. On behalf of Cabinet she thanked all staff who assisted in the creation of the proposed budget expressing particular gratitude to the Head of Finance and Resources for his excellent support to Members.

The Cabinet Member for Planning and Housing Strategy stressed the significance of the wider challenges, such as the cost-of-living crisis, not least for her own portfolio and the importance of making savings whilst protecting the most vulnerable residents. She reiterated the thanks for the Finance Team. The Cabinet Member for Culture and Leisure expressed confidence in the Head of Finance and Resources and added his own thanks to all officers and the Senior Management Team for preparing what was a balanced budget. The Cabinet Member for Communities and Neighbourhoods informed Members that he believed that the report proposed a good and responsive budget for communities.

RECOMMENDED to Council that:

- (1) the proposals for the 2024/25 budget included in this report be approved;
- (2) it be noted that consultation has been undertaken on budget proposals.

83. SUSPENSION OF 'PURCHASE IN RESERVE' GRAVE SPACES

Cabinet considered the report of the Cabinet Member for Performance and Resources that proposed that the ability to purchase in reserve grave spaces be suspended in view of limited space while plots already purchased will continue to be available for use.

The Cabinet Member for Performance and Resources reminded Members of the importance of making provision for residents of all faiths and beliefs. She outlined the background to the proposed short-term suspension (3.1-4), and the risks of not doing so (4.1). The Cabinet Member for Performance and Resources advised that additional burial land was expected to have been secured by December 2025.

The Cabinet Member for Culture and Leisure commented that the proposal was the most pragmatic way forward. The Cabinet Member for Environment stated that it

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was a common-sense solution as not suspending the facility would result in increased costs for residents.

RESOLVED that:

- (1) Gloucester City Council implement a suspension on the ability to purchase in reserve graves until an additional site for burial land is available;
- (2) authority is delegated to Head of Finance and Resources in consultation with the Cabinet Member for Performance and Resources to remove the suspension once additional burial land has been secured.

84. LEASE OF LAND AT HEMPSTED MEADOW

Cabinet considered the report of the Cabinet Member for Performance and Resources, and the Cabinet Member for Culture and Leisure that outlined options for the disposal of land at Hempsted Meadow by way of a lease for the provision of a dedicated event space to include a car boot sale, markets and associated amenities.

The Cabinet Member for Performance and Resources advised Members that the car boot sale licence they had previously authorised (Cabinet 8th February 2023 Minute 79) had produced a consistent income for the pilot period (3.6). She stated that granting a lease on robust commercial terms would continue generate income for the Council in the same way. The Cabinet Member for Culture and Leisure commented that the Meadow site remained a fantastic resource despite its fragility due to flooding and that the time was right to formalise the lease to ensure the continuation of the car boot sales. The Cabinet Member for Planning and Housing Strategy reminded Members of the great interest from residents in the car boot sales. She expressed confidence that residents would support the proposals.

RESOLVED that:

- (1) authority is given to the Investment Manager in consultation with the Cabinet Members for Policy & Resources and Culture & Leisure to undertake a competitive process to enter into a lease for a term of up to 15 years with 5 year breaks for the area identified at Appendix 1 of the report;
- (2) the site conditions are evaluated and recommendations made so that the site can operate all year round;
- (3) the existing operator is given a 9-month extension to their existing licence to enable the car boot sale to stay operational while the competitive process offering a lease of the area identified is undertaken.

85. CULTURAL STRATEGY UPDATE

Cabinet considered the report of the Cabinet Member for Culture and Leisure that provided an overview of progress made against the Cultural Strategy for the year January to December 2023.

The Cabinet Member for Culture and Leisure summarised the report and the successes of 2023 including the award of Arts Council England National Portfolio status to three organisations in the City (3.4) and the stability that brings. He reminded Members of the clear high social value generated by culture and noted that although 2023 had been busy for cultural activities in Gloucester, 2024 was expected to be busier. The Cabinet Member for Environment informed Members that he believed the large amounts of money being invested in the City from outside spoke volumes about Gloucester and its future. The Cabinet Member for Communities and Neighbourhoods highlighted the inclusiveness and flexibility of the Cultural Strategy. He hoped that it would generate even more investment not just in the centre but in all wards across the City. The Cabinet Member for Communities and Neighbourhoods recommended that a similar equality, diversity and inclusion (EDI) strategy be developed to remove barriers to inclusion for all residents. The Cabinet Member for Planning and Housing Strategy commented that it was great to see such a balance between people coming into the City with investment and their expertise, such as with the Hundred Heroines project, and residents setting up and running their own activities.

RESOLVED that the report is accepted and progress against the objectives and actions noted.

Time of commencement: 6.00 pm

Time of conclusion: 6.55 pm

Chair

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Gloucester City Council

Meeting:	Cabinet Briefing	Date:	14 Feb 24
	Cabinet		6 Mar 24
Subject:	Blackfriars Priory 2023 Progress Report & Plans for 2024-25		
Report Of:	Cabinet Member for Culture and Leisure		
Wards Affected:	All		
Key Decision:	No	Budget/ Policy Framework:	No
Contact Officer:	Louisa Davies, Cultural Development Manager		
	Email:	louisa.davies@gloucester.gov.uk	Tel: 39-6355
Appendices:	A. Review of Blackfriars Priory activity 2023		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To provide an update on activity taken place at Blackfriars in 2023 and to give a brief overview of proposed activity due to take place in the 2024-2025 financial period.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that
- (1) The report is accepted, and progress is noted.
 - (2) To support the planned activity for 2024-2025.

3.0 Background and Key Issues

- 3.1 The Blackfriars Business Plan 2023 – 2028 was welcomed and adopted by Cabinet on 14 June 2023. Blackfriars is reaching the end of Year 1 of the plan.

3.2 Overview of 2023

2023 was the busiest year of events that Blackfriars Priory has delivered since Gloucester City Council took on the lease in 2012. We had a successful wedding season with 35 weddings taking place, with recognition of our offer at regional awards. We developed our programme of cultural events to include theatre performances, a lively Q&A with King Henry VIII, storytelling, alongside festival and event hires like the popular Gloucester History Festival.

3.3 Performance against Business Plan 2023/24

The annual income target for 2023/24 was £149,000 with an internal stretch target of £183,000. The forecast to year end is showing income of £294,000. The success of this year can be attributed to several factors, including a boost to wedding bookings for 2023 that were made as the pandemic eased in 2021 and 2022. Buyer behaviour has also shifted, with an increasing trend in short notice bookings.

There has been an increase in clients spending more to make their events special, particularly for corporate bookings, with high spend bar tabs, welcome drinks, and elevated catering options for attendees, with over £100,000 of the forecast being attributed to catering commission and bar income.

3.4 Growth of Business

Blackfriars continues to seek opportunities for growth:

- Creating packages for small wedding ceremonies with 12 or fewer guests, which have become popular post-pandemic, with couples choosing to combine this with a party at home, instead of a full wedding ceremony and reception in venue.
- Completed catering tender in 2023 ensured that a wide selection of suppliers were appointed that could cover a diverse range of menus, to increase choice for a range of budgets.
- Developing the bar offer, with the team researching cocktail suppliers, elevated glassware, and wine options.
- Adopting a commission basis and buying our own equipment for events in the Scriptorium, such as the cocktail bar events, to ensure the event is profitable.

3.5 Team Development

The team has expanded to include a full-time wedding and events coordinator, which has improved the experience for couples with a dedicated resource to these relationships.

Training opportunities to improve staff skills and knowledge are of paramount importance. All team members have completed a visual impairment training course with Gloucestershire Sight Loss Council to enable staff to confidently assist visitors with visual impairments and understand how to make the site more accessible. Furthermore, a member of the team is part of the EDI focus group at GCC and topics and fed back to the team and implemented, such as the installation of high contrast toilet seats and inclusive signage.

The Blackfriars Priory programme of events is much busier than in pre-pandemic years. Additional staff resource in the cultural development and visitor experience teams will allow wider reach marketing, a more varied programme and smoother delivery.

3.7 Blackfriars Priory Activity 2024-25

We recognise the potential to grow on the success of the business to date in 2024/25, through a variety of commercial and cultural activity, including but not limited to:

- Increasing the schedule of Candlelight concerts throughout the year
- Creating packages to entice business, such as wedding party and corporate Christmas packages
- Scriptorium Cocktail bar
- Weddings
- History Festival
- Parties
- Meetings & corporate events
- Theatre
- Exploring new partnerships, for example with Storm Jar studio to create an immersive experience routed in the history of the site.
- Expanding the use of the Scriptorium (pending completion of structural works and lease renewal)
- Specialist fairs and markets

4.0 Social Value Considerations

4.1 Applicants for the catering tender needed to demonstrate how their company delivered on Social Value considerations. The companies chosen offer employment opportunities for local people as well as training opportunities.

4.2 When programming open days, Blackfriars Priory does its utmost to ensure that more local people, entertainers, contractors, services can be involved.

5.0 Environmental Implications

5.1 The environmental impact of Blackfriars Priory will become a key consideration of decision-making of how events are delivered at the venue. There is an aspiration for the city to be net carbon neutral and the events that place will need to work towards this common goal. The team are active within the Cultural Services sustainability working group and the topic is regularly occurring item on the weekly operational meeting agenda.

5.2 In order to hold other third-party suppliers accountable to these environmental sustainability targets, companies will be expected to demonstrate clear policies and procedures and commitment towards sustainability.

5.3 Internally steps are being taken to reduce the impact of events on the environment, with improved recycling procedures, appointing caterers who demonstrated strong commitments around sustainability in their tender application, encouraging clients to choose environmentally friendly options for their events through blogging and in our sustainability policy on the website. Site litter clearance and recycling and the use of low-carbon materials will be encouraged in all third-party events.

5.4 By the end of 23/24, several staff will be accredited as being Carbon Literate following training delivered by the Carbon Literacy Project.

6.0 Alternative Options Considered

6.1 None

7.0 Reasons for Recommendations

7.1 This approach builds on the strengths of the Blackfriars Priory programme, whilst introducing opportunities to raise the venue's profile in line with the ambitions of the Cultural Strategy.

8.0 Future Work and Conclusions

8.1 In 2024, Gloucester City Council is entering into a new lease with English Heritage for the next 20 years. Discussions have taken place around the use of the Scriptorium building to expand usage of the site and benefit visitors with accessing rare history. Long awaited works have been completed on a cob wall, with remaining works to the first floor due to take place in 2024. This will open potential to use the first floor and widen the event programme. The renewal of the lease is an exciting opportunity for GCC, as Blackfriars is setting itself as a landmark venue in Gloucestershire.

8.2 Securing the Scriptorium is a priority as this space not only has historical importance, but it is also a fantastic space to programme. This will be resolved as part of lease negotiations.

8.3 New partnerships for cultural programming are being explored for 2024/25, utilising Blackfriars for site-specific and immersive events.

8.4 We will review the programme of events on an annual basis.

9.0 Financial Implications

9.1 None received.

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

10.0 Legal Implications

10.1 Under s120 of the Local Government Act 1972, the Council may acquire land for any of its functions under the Local Government Act 1972 or for the benefit, improvement or development of its area, including by way of lease.

10.2 If the Council takes a new lease of the property for a period of 20 years, this means that the Council is committing to run and manage the site for that period. The Council may wish to consider the inclusion of one or more break clauses in the lease to enable it to terminate the lease early in the event that the business does not proceed as expected.

- 10.3 If the Council will be paying rent under the lease then it will be tied into doing so for a period of 20 years and therefore it should ensure that there are appropriate budgetary provisions in place for that period.

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

11.0 Risk & Opportunity Management Implications

- 11.1 Gloucester City Council are working with English Heritage to renew the lease. The previous 10-year lease has now ended, and the City Council are entering a longer lease period of 20 years. This will no doubt bring the City Council increased opportunities in utilising the spaces to maximise revenue. A longer lease will also attract funding from external sources.
- 11.2 Historical buildings, always come with the challenge of ongoing maintenance and development. Being a Grade 1 listed building, with areas not currently accessible to the public, there will no doubt be a continual need to work closely with English Heritage to ensure that any planned works are well managed with minimal disruption to the programme.
- 11.3 Blackfriars has recovered well since the pandemic. 23/24 was a bumper year for weddings due to the number of couples booking ahead once out of the pandemic. 24/25 onwards will require an increase in marketing to maintain the level of income it has seen in 23/24. There is risk that the service will generate less revenue in 24/25 due to several wedding cancellations, with couples citing the cost-of-living crisis, but early planning and budget monitoring will allow the service to address any reduction as early as possible.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 N/A – progress report only

13.0 Community Safety Implications

- 13.1 None

14.0 Staffing & Trade Union Implications

- 14.1 None

15.0 Background Documents:

[Gloucester's Cultural Vision and Strategy 2021-2026
gloucester-cultural-vision-and-strategy-gct-gcc-min.pdf](#)

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Appendix A - Review of Blackfriars Priory Activity 2023/24

Review of Blackfriars Priory Activity 2023/24

Author: Holly Gooch, Senior Officer Programme & Business Development, Gloucester City Council

Date: 18 January 2024

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2. Open Iftar
3. Gloucester History Festival Spring Weekend
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7. Gloucester History Festival, Blackfriars Talks
8. Aerial Arts Showcase
9. Candlelight Concerts
10. Seeta Patel's Rites of Spring
11. Don't Go Into the Cellar
12. Strange Tales from the Darker Side
13. There's a Tiger in the Garden
14. Awards

1. Context

In 2023/24, the Blackfriars Priory Team delivered their busiest programme of activity since Gloucester City Council signed the lease for the venue in 2012. This has included 35 weddings and 94 other events, including theatre shows, corporate events, parties, Festivals and more. This has generated income in excess of targets by approximately £100,000 for this financial year, enabling the team to reinvest in the site and develop the venue further to attract more visitors. Over 25,000 people have visited Blackfriars Priory to enjoy the space and its varied offer.

One of the biggest developments of the year was the undertaking of a catering tender, in which the team implemented partnerships with 6 caterers, covering a variety of services including Asian feasts, street food, plan based menus, high end formal dining and more. This has diversified the audience that Blackfriars Priory can serve and has benefitted local business with opportunities for work and employment for local people.

Appendix A - Review of Blackfriars Priory Activity 2023/24

2. Open Iftar - 17th April

Blackfriars Priory was host to Gloucester's first ever Open Iftar event in celebration of Ramadan. The team worked in collaboration with the Tent Project to deliver a event that utilized both Gloucester Guildhall for prayer and Blackfriars Priory for a community feast. The gathering provided the opportunity for local people from the Muslim community to volunteer for Tent Project, who delivered the Open Iftar as part of a tour including locations such as Leicester Square in London and Manchester.

Over 80 people attended the event which is set to return to Gloucester in 2024/25 in an even bigger capacity.



3. Gloucester History Festival Spring Weekend – 21st – 23rd April

Following the cancellation of Gloucester History Festival in September 2022 due to the sad passing of the Queen, Gloucester History Festival returned to Blackfriars for an additional set of talks to the September programme in April. The Spring Weekend was condensed into three days and proved to be so successful that it is now a regular part of the History Festival annual schedule of events.

Included in the 20 speakers were Professor Alice Roberts, Greg Jenner, Peter Frankopan, Tim Marshall and Kavita Puri. The team at Blackfriars work closely with Gloucester History Trust to deliver the Festival.



Appendix A - Review of Blackfriars Priory Activity 2023/24

4. Weddings

Weddings continue to be a crucial strand to Blackfriars Priory, providing income that allows for more cultural programming and adding to the rich tapestry of the site's history. The team worked with 35 couples to deliver their perfect day and the team have won awards and 5* reviews as a result of the outstanding service provided. Testimonials have included:

We had our wedding in Blackfriars in June 2023. It was one of the first wedding venues me and my Husband viewed, and we fell in love with it straight away, booking it 2 years in advance! We are both so happy that we made the decision to have our wedding in Blackfriars as it was everything we hoped for, and more!

The team at Blackfriars were so helpful and guided us through all the planning along the way and went above and beyond when we had an issue with our caterers early in our planning. All venue visits were relaxed and they answered any questions we had. Our wedding planner even managed to arrange for a local, alcohol-free IPA to be supplied on our day for our alcohol-free guests and ensured that all the alcohol in our drinks package was vegan for us!

The garden games went down so well with our guests to use in the sunny courtyard, and it was amazing to see all our family & friends having the best time. We loved all the extra touches that were provided like fairy lights, downlighters and candles and this made the venue look even more beautiful!

The staff were fabulous on the day and made us feel so well looked after. All of our guests continue to comment on how beautiful and unique Blackfriars is as a venue too (which is the reason we booked it!) and how they also found all the staff so helpful on the day. We can't praise Blackfriars highly enough and would highly recommend booking your wedding or event here!

S&S – June 2023

Blackfriars was the perfect venue for our wedding and the wedding co-ordinator and the team were a big part of making it happen. The venue sold itself but the team are amazing. The venue visits were not rushed and our questions were all answered easily taking the stress out of organising such an important day. The hard work before and on the day helped to make it amazing. Thank you Blackfriars ❤️👍

C&A – June 2023



Appendix A - Review of Blackfriars Priory Activity 2023/24

5. An Audience with King Henry VIII – Sun 11th June

This was the first time the team at Blackfriars Priory programmed a performance by Select Society, who are a small theatre company touring internationally with their lively Q&A audience participation performance. Despite this being a new addition to the venue's offer, the show was a sell out and extremely well received by the audience. Due to its success, a new show will be returning to Blackfriars in 2024.



6. 3 Choirs Festival Lunch - 22nd July

Blackfriars Priory was the chosen venue for the Mayor's Civic Lunch following a parade from Gloucester Guildhall to Gloucester Cathedral, for a service, followed by a parade from the Cathedral, which ended at Blackfriars Priory. The Civic event was well attended by the Mayors, Sheriffs, Consorts and ceremonial officers of the 3 host cities and our near neighbours. The mayor welcomed them to a Gloucester reminiscent of Dr Fosters' Day and everyone enjoyed the stunning backdrop of Blackfriars Priory. Local catering company, *Hey Pesto* provided a delicious lunch.



7. Gloucester History Festival, Blackfriars Talks – 9th – 17th September

Gloucester History Festival returned for its first full capacity festival since the pandemic in September 2023. The 9 days of talks was the busiest programme to date, with as many as five talks per day taking place in the North Range, with an incredible variety of high profile speakers, including Dr Janina Ramirez, ex-Prime Minister Theresa May and Michael Wood.

Blackfriars Priory teamed up with Gloucester History Trust, Unique Sound Systems, Bath PA, Gloucester Event Hire and DM Stages to deliver the event.



Appendix A - Review of Blackfriars Priory Activity 2023/24

8. Aerial Arts Showcase – 30th September

Blackfriars Priory has become the annual host venue for Momentum Pole Fit's Aerial Arts Showcase. The North Range provides a magnificent backdrop for the stage, which displays striking performances with silks, aerial hoops and pole.



9. Candlelight Concerts

On 5th October, Blackfriars hosted its first Candlelight classical concert, which have proved so successful that more dates have continued to be added, with several performances taking place since October and more booked until March. On average, each night welcomes between 400 and 600 people to the venue to experience an hour of their favourite music performed by string quartets. To date, themes have included Vivaldi, Hans Zimmer, Home Alone, Love Actually and Queen, with upcoming performances including Taylor Swift and Cold Play. The venue is decorated with 3000 LED candles, which makes for a breathtaking experience and many 5* reviews.



Fantastic evening you will not be disappointed !!!

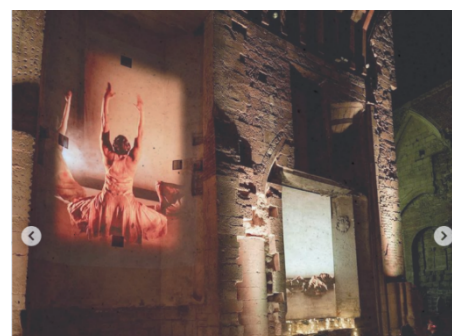
Candlelight: Hans Zimmer's Best Works at Blackfriars Priory. Superb evening experience for a Zimmer's music fans.

Everything about the evening was beautiful

Beautifully played, stunning venue.. Looking to book next ticket!

10. Seeta Patel's Rites of Spring – 3rd October

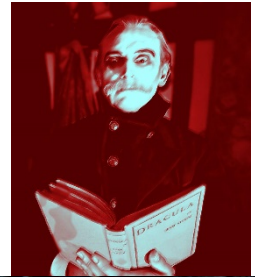
In October, Blackfriars collaborated with local Theatre Production Company Strike a Light, to provide the North Range as a canvas to project Seeta Patel's award winning dance piece, The Rites of Spring. The event was a sell out and reached a diverse audience from Gloucester's Community. To allow for an immersive experience, attendees wore headphones whilst watching the dance, which was successful and paved the way for more experimental projects in the future.



Appendix A - Review of Blackfriars Priory Activity 2023/24

11. Don't Go Into the Cellar

The Autumn welcomed the return of Don't Go Into the Cellar Theatre company, for one man performances of *Dracula* and *Ghost Stories for Christmas*. Both shows took place in the intimate East Range and were sold out. Due to its continued success, the touring theatre will be back at Blackfriars during Autumn 2024.



12. Strange Tales from the Darker Side – 2nd November

This was the first time Blackfriars collaborated with Dr Nicholas Grimoire to bring an evening of psychological thrills and horror. The magician/storyteller created a performance themed around the history of Blackfriars and was a successful sell-out.



13. There's a Tiger in the Garden – 2nd November

There's a Tiger in the Garden was the first professional children's show that the team at Blackfriars Priory programmed to be a part of their events offering. Performed by critically acclaimed Flock Theatre Makers, the show was a vibrant mix of acting, song, beautiful sets and puppetry. A new family demographic audience was reached and the show received wonderful feedback from parents:

Myself and my three and a half year old son came to the morning show at Gloucester Blackfriars today and it was truly magical. It was the first type of live show I have taken him to and he absolutely loved it, he was transfixed watching it and so animated. It was a real gift for me as a mum to watch him enjoy himself so much. Thank you so much!



14. Awards

In March, the Blackfriars Priory Team received Gold in the wedding venue category of the prestigious South West Tourism Awards. This award is among the most rigorous in the country, with several stages needing to be successfully completed before making it to the final round. This includes mystery shopping, an online audit, an initial application and an interview onsite with a member of the judging panel.

The feedback received following the process highlighted Blackfriars' excellent value for money, responsiveness to reviews, excellent social media channels, high quality website and incredible service provided for couples. The team have now entered for a second year and are eagerly awaiting the results.

Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Guildhall Galvanised		
Report Of:	Cabinet Member for Culture and Leisure		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Lucy Chilton, Visitor Experience Service Manager		
	Email: lucy.chilton@gloucester.gov.uk	Tel:	39-6570
Appendices:	A. Guildhall Galvanised – a visual story.		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To provide an overview of the works undertaken as part of the capital funding received as part of the Guildhall Galvanised project.
- 1.2 To note the impact of the project and how investment into a cultural venue can be transformational.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that
 - (1) The report is accepted and that the project is celebrated and noted.

3.0 Background and Key Issues

- 3.1 In 2021 Arts Council England announced their Capital Investment Programme, a funding scheme that supports arts organisations to adjust buildings and equipment so that they could operate safely post-pandemic and improve access, seize on technological opportunities, and reduce environmental impact. Arts organisations could apply from £100,000 up to £750,000, noting that the more that was bid for, the more match funding was required.
- 3.2 Previous investment to the Guildhall saw an upgrade to the public toilets in 2013 and the public balcony brought back into use in 2017. Both were positive interventions for the venue but focused on key spaces, rather than a collection of improvements and advancements that could transform the venue.
- 3.3 Gloucester is named as a 'Priority Place' by Arts Council England. *"Priority Place status recognises the need for increased development time from the Arts Council to grow cultural investment in the area and is intended to give more people the opportunity to participate in creative activities and enjoy excellent cultural*

experiences in their communities and neighbourhoods.” – Arts Council England. Being a priority place does improve the chances of success with funding applications.

3.4 Owing to the notable improvements needed within the Guildhall, an expression of interest was submitted to Arts Council England in October 2021 with an invitation to submit a full application by December 2021. The council received notification in April 2022 that its ‘Guildhall Galvanised’ bid for £230,702 was successful.

3.5 To enable the works to take place without interruption and to ensure safety of staff and the visiting public, Gloucester Guildhall closed to the public on Saturday 18th July 2022 and reopened on Saturday 1st October 2022, with much of the works completed during this period.

There were 7 strands of work taking place as part of the improvement works – detailed below.

3.6 **Hall Bar / Kitchen Upgrade**

3.6.1 The bar and kitchen upgrade were the most significant and disruptive parts of the Galvanised project. Previously, visibility and access to the bar in the main hall proved difficult as it was tucked away in the back corner of the hall. When the seating unit is used for events, the bar is concealed even further. The bar is one of the main income generators for the Guildhall and its visual presence was lacking. Allowing the bar to maximise its income potential could significantly impact on the financial sustainability of the venue. A more effective layout of the bar and the cellar area would be transformational.

3.6.2 Structural works were required to relocate the bar further into the main hall area, which would increase its opening, reshape and increase the size of the cellar area whilst ensuring that there was still a functional kitchen. Everything in the kitchen and bar were removed and the space was reconfigured to maximise serving potential and to create several new access points to the kitchen and cellar area.

3.6.3 The wall mounted cellar cooling system was upgraded during the works and the beverage supplier worked closely with the team to increase the number of serving stations for pouring drinks from the taps. Previously, there was only 2 serving stations with 2 sets of pumps. The new set up allows for 4 serving stations with 4 sets of pumps. This enables a quicker service to customers and the opportunity for an increase in income to the bar. This, matched with the improved Wi-Fi (further information below), and a functional cellar space providing cold beverages, allows for a positive experience for visitors attending events within the main hall.

3.6.4 As part of the bar improvements, the kitchen was reconfigured to enable the provision of hot and cold food. A new layout has enabled better productivity and a better set up for staff working in the space. The failing gas cooker was removed and replaced with an electric equivalent which contributes to the council’s ambitions to become carbon neutral by 2030.

3.7 **Installation of Super-Fast Wi-Fi**

- 3.7.1 The Guildhall has suffered with a lack of investment in good Wi-Fi. Previous Wi-Fi was a domestic solution that was unreliable and presented many challenges, including the inability to confidently hire spaces around the building to corporate clients, the inability to live stream any content in or out of the Guildhall and the inability to maximise sales income on the bar as card payment transactions took a long time to process or often failed. Good, reliable Wi-Fi is a basic 21st century expectation especially in public venues that hires out spaces for corporate meetings and events.
- 3.7.2 The capital investment presented an opportunity to make significant improvements. New super-fast Wi-Fi would be transformational for the business. A local broadband provider with a background in providing high speed internet to the events and culture industry was appointed to install a private line directly into the Guildhall with 1000Mbps download speed. The Guildhall now offers reliable, super-fast Wi-Fi – an unmatched level of connection, and is now one of the best Wi-Fi solutions in the county.
- 3.7.3 The new Wi-Fi has enabled the successful live streaming of several events from the main hall including a 3-hour session from the annual Cajun and Zydeco Festival and the Kids Breaking Championships UK Qualifiers that were recently held in October 2023. The super-fast Wi-Fi will enable further development in live streaming from and to Gloucester Guildhall.
- 3.7.4 From a commercial perspective, the new Wi-Fi has transformed the ability to sell the hireable spaces within the Guildhall. All hireable spaces are within reach of a wireless access point, with higher spec wireless access points in higher traffic areas. Transaction speeds have significantly improved within the Guildhall bar. This along with the bigger improvements to the bar set up has made the visitor experience more positive and is already delivering an increase in income.

3.8 Hall Floor Refurbishment

- 3.8.1 The hall within the Guildhall is the main performance space and has hosted numerous dance events in the past. As a multi-use space, the hall floor degraded over time. Visually, it looked worn, with deep scratches and discolouration. As part of the Galvanised works, the hall floor was refurbished, sanded back and three layers of lacquer were applied to stop the penetration of liquid into the wood beneath it. The hall floor is maintained under the advice of the flooring specialists, however due to its multi-purpose use, the floor will not remain in its current state, but regular maintenance and monitoring will allow it to perform well.

3.9 New Dance Studio

- 3.9.1 An existing studio (known as the Fisher Room) had standard office lighting, a small sound system and laminate flooring. This space was set up well as a hireable space for meetings but not as a dance space. To support the ambition in growing our audiences and supporting the work of our partners, there was an opportunity to transform this space.
- 3.9.2 The capital funds allowed for all existing flooring to be removed, and a Harlequin Sprung Dancefloor to be installed. Due to the increased height of the flooring, access ramps were installed at both entry points allowing for the space to be fully accessible to those with mobility issues.

3.9.3 Lighting and audio improvements were made to complete the space that now sees better flexibility and the ability to provide an atmospheric setting if required.

3.10 Projector Upgrade

3.10.1 The main projector was near end of life and no longer in circulation, therefore an upgrade of this projector was vital. AVIXA (an industry leader in audio visual technology) advised that the previous model fell below recommended contrast ratios for the size of the screen. The new projector meets AVIXA standards and includes an interchangeable lens to suits different size screens to allow better flexibility. Increased contrast ratio allows for better screen brightness and colour depth. The laser lighting is more uniform, vivid and provides a higher contrast image for longer than any lamp-based projector.

3.11 Stage Lighting Upgrade

3.11.1 The Guildhall stage lighting consists of 79 lights. An initial assessment to replace all stage lighting with LED equivalents would cost in the region of £90,000. £25,000 was allocated from the overall project budget to replace 38 of the older, more energy hungry lights with LED equivalents. Some of the historic lighting fixtures were running at 1000watts per lamps. The Venue Technician will continue to replace non-LED lights as they fail or as funding becomes available.

3.12 Amplifier Upgrade

3.12.1 Like the projector, the amplifier was old and with advancements in technology, there were better sound systems available that would enable better quality and projection of sound within the main hall. The new amplifier combines massive power and is quoted '*represents an unmatched advancement in amplifier technology*'. Linea Research who provided the new amplifiers are leaders in audio technology for the music and events industry.

3.13 The investment into the Guildhall has been transformational. Each of the 7 aspects detailed above, collectively puts the Guildhall in a strong position in developing its creative offer and to become more financially sustainable. This investment meets the expectations of touring bands, artists, and promoters, making Gloucester Guildhall the venue of choice, capable of delivering high quality activity – thereby meeting audience and artists expectations of experiencing culture.

3.14 The capital investment showed Arts Council England that the Guildhall is serious about making change. The investment provided the Guildhall with the infrastructure to develop its programme and the works that had taken place, opened a range of opportunities as highlighted in 3.7. A significant change within the past 12 months is that the Guildhall applied and was successfully awarded National Portfolio Organisation (NPO) status. Joining the national portfolio in April 2023 secured an additional £250,000 per year for 3 years to expand the Guildhall programme and to invest in Gloucester communities. The investment period from 2023-2026 demonstrates the importance of the Guildhall as a cultural venue and capital investment from the Galvanised supported the NPO application.

- 3.15 It is important to not only recognise the financial contribution made by Gloucester City Council and Arts Council England but also to thank departments within the authority, including finance, IT, and asset management as well as the culture team for their efforts during the closure and visitors for waiting patiently whilst the works were taking place.

4.0 Social Value Considerations

- 4.1 Gloucester's residents are made up of people from diverse range of backgrounds, ethnicity, cultures, and communities. Over the next few years, the extensive regeneration in the city means there will be even more city centre living and people looking to access culture after 5pm. Creating experiences for these audiences will be paramount to the prosperity of the city. A programme of co-curated events alongside a more mainstream offering will ensure that the Guildhall appeals to a wide range of audiences from residents to visitors.

5.0 Environmental Implications

- 5.1 Gloucester Guildhall will benefit from reduced operating costs and improvement to the carbon footprint through the installation of LED theatre and stage lighting. Lighting improvements, solar panels on the roof and other operational initiatives will support the Council's net zero targets.
- 5.2 Gloucester Guildhall is also committed to recording and reducing its environmental impact as part of their Arts Council England NPO reporting agreement and is required to submit environmental data through their Julies Bicycle partnership on an annual basis.

6.0 Alternative Options Considered

- 6.1 N/A.

7.0 Reasons for Recommendations

- 7.1 Update report.

8.0 Future Work and Conclusions

- 8.1 Further capital investment will be required to continue to improve the Guildhall as an accessible space. The Guildhall Business Plan is currently in production and will provide detail around the priorities for the next 5 years.

9.0 Financial Implications

- 9.1 In addition to the £230,702 grant from Arts Council England, the City Council contributed £78,309.98 in match funding from sources including the IT budget, the Contain Outbreak Management Fund and through the Guildhall core budget. Any unplanned overspend during the project was managed through savings from vacancies that were held during the closure period and there being no requirement for casual staff to support the running of the bar whilst closed.

The total project cost £309,011.98.

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

10.0 Legal Implications

10.1 Onsite works have been completed and One Legal are currently finalising the project by following-up completion of the contract, due to outstanding information. Although low-risk, a completed contract is required to mitigate any risk of uncertain terms should a dispute arise.

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

11.0 Risk & Opportunity Management Implications

11.1 The project was delivered successfully, with all areas of work delivered as expected. A full audit was undertaken by Gloucestershire County Councils Internal Auditors, whose role is to review the City Councils internal controls and procedures. Internal Audit gained '**Substantial Assurance**' that the condition of the grant offer had been met and that the project was managed well.

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.

Guildhall Galvanised

Gloucester City Council & Arts Council England
Funded Capital Project 2022



Supported using public funding by



**ARTS COUNCIL
ENGLAND**

Context

Gloucester City Council submitted a bid to the ACE Capital Investment Programme in December 2021 to invest in several infrastructure improvements at Gloucester Guildhall.

In April 2022, it was announced that the Guildhall was successful in its bid and was awarded the full amount of £230,702.

Gloucester Guildhall joined another 65 organisations who were awarded a share of £22.7 million across England, with only 8 of these being allocated in the South-West England.

Programme of Works

- Projector upgrade
- Amplifier upgrade
- LED lighting upgrade
- New dance studio floor & lighting
- Installation of super-fast Wi-Fi
- Main dance floor refurbishment
- Bar & kitchen refurbishment

Timeline

**Gloucester Guildhall closed
Saturday 18th July 2022**

**Gloucester Guildhall reopened
Saturday 1st October 2022**



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Dance Studio
(Before)



**Dance Studio
(During)**

Dance Studio (After)





Wi-Fi Installation





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Hall Floor
(Before)



Hall Floor
(After)



Bar
(Before)

Kitchen
(Before)





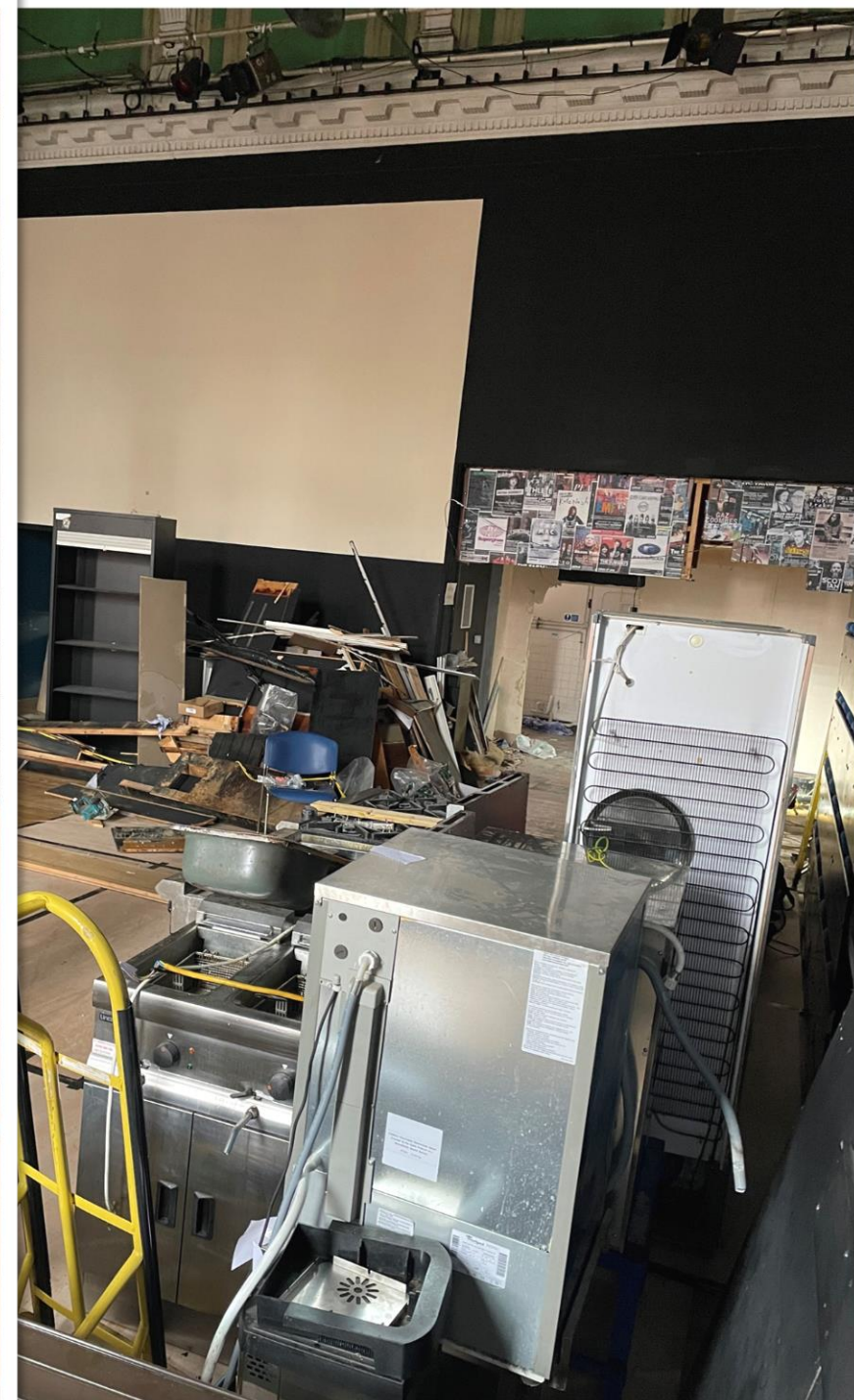
Bar/Kitchen
(During)





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Bar/Kitchen
(During)





Bar
(After)



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**Kitchen
(After)**



Cellar
(Before)

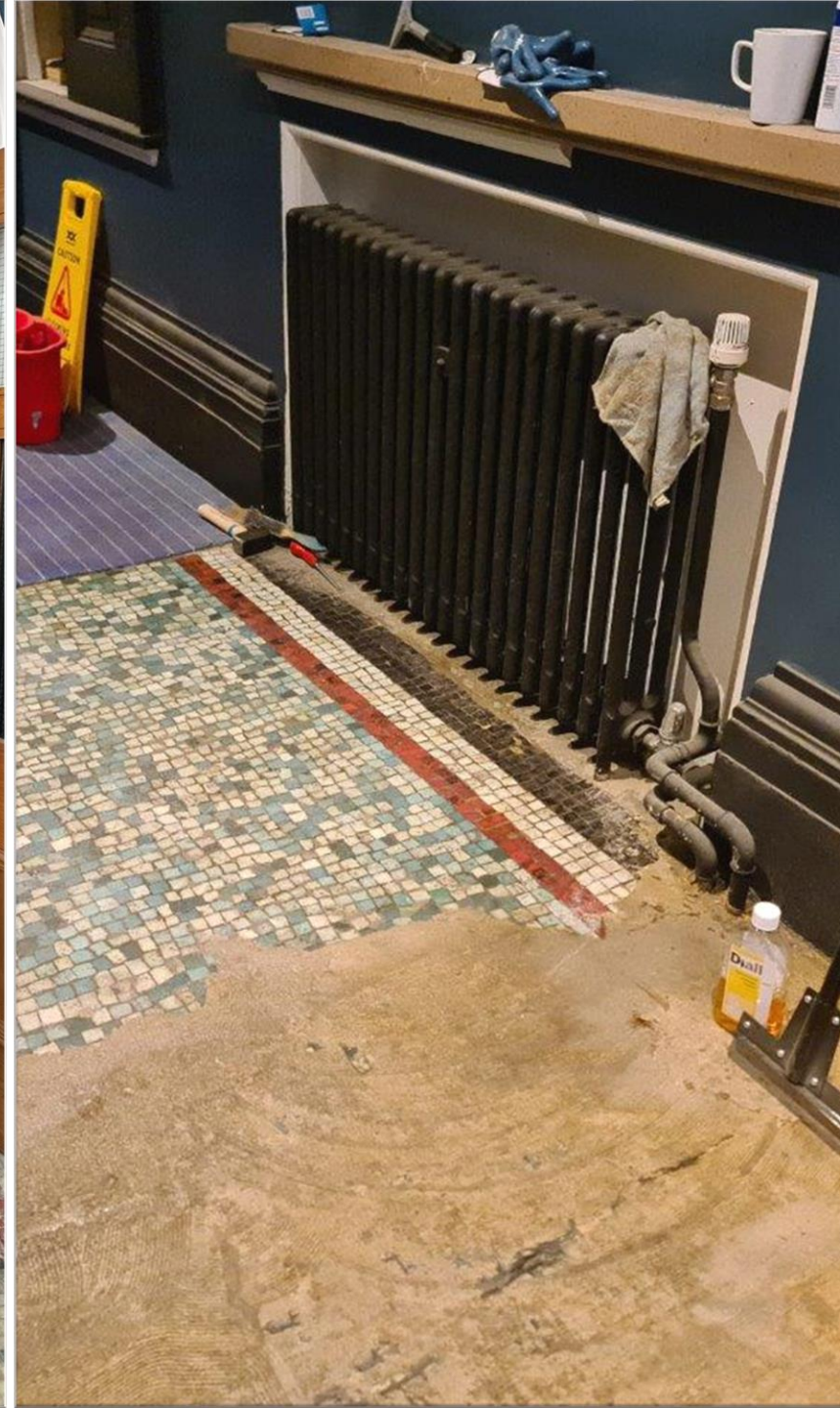


Cellar
(During)



Cellar (After)







**The Studio
(Before)**

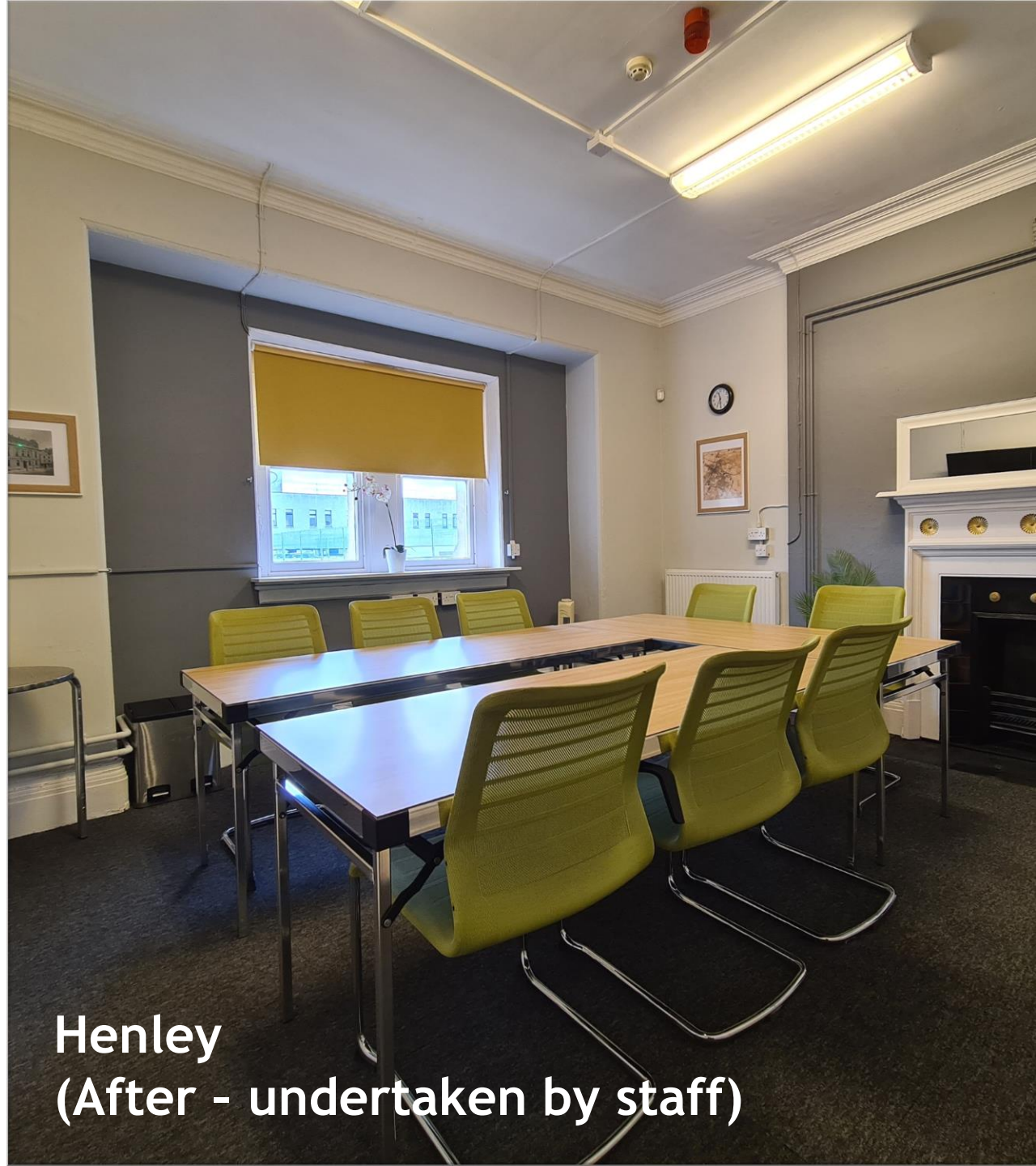


**The Studio
(After - undertaken by staff)**

**Henley
(Before)**



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**Henley
(After - undertaken by staff)**



Lighting Improvements

Thank you
Arts Council England
&
Gloucester City Council

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Meeting:	Cabinet	Date:	6 March 2024
Subject:	Museum Development Plan – Progress Update		
Report Of:	Cabinet Member for Culture and Leisure		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Lucy Chilton, Visitor Experience Service Manager		
	Email: lucy.chilton@gloucester.gov.uk	Tel:	39-6570
Appendices:	A. Museum Development Plan Progress Update B. Museum Development Plan 2021-2026		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide an overview of progress made to date against the Museum Development Plan 2021-2026.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that

- (1) The report is accepted and progress against the objectives and actions noted.

3.0 Background and Key Issues

3.1 The Museum of Gloucester Development Plan (from here-on known as MDP) 2021 to 2026 was welcomed and adopted by Cabinet on 10 March 2021. The Museum is currently in year 3 of the 5-year plan.

3.2 The MDP sets out four key priorities, that set the overarching development plan and actions of the duration of the plan:

- 1. **Collections** – we will prioritise our collection – using our team and resources effectively we will understand our objects, their relevance to the city and will build appropriate facilities for their preservation and interpretation to effectively engage with the public.
- 2. **Public Programming** – We commit to curating an engaging and stimulating programme that we will use to educate and entertain our audiences. We believe learning through creativity is key and will embed this in our work, particularly using our collection to inspire the activity delivered within the Museum and beyond.

3. **Audiences** - We will become a fully open and accessible organisation with collaboration and co-creation at the heart of everything we do. We are nothing without people. We commit to developing a sense of shared ownership, to ensure our community is valued, listened to and able to influence the way we engage audiences with our collection and wider activity.
 4. **Sustainability** - We will manage our budgets and fundraising efforts to ensure financial sustainability long-term, including identifying and implementing appropriate commercial opportunities.
- 3.4 Appendix A provides a more detailed update of some of the main highlights and progress made since the MDP was adopted in 2021. There are many different strands to the work of the Museum, all contributing to the priorities of the MDP.
 - 3.5 Collections – the council holds responsibility for the city’s historic collections. The city’s collection contains over 750,000 objects. To maintain, care for, conserve, interpret and develop and make these collections publicly accessible, staff with expertise and professional knowledge of museum practice is important. Suitable methods of storage, documentation and display are also key to the effective management of the museum collections. The Museum of Gloucester is an accredited museum, meaning that it meets the professional standards set by the sector and the accreditation process is awarded approximately every 5 years by the Arts Council England. The Museum of Gloucester was granted its accreditation renewal in 2018 and renewals generally take place every 5 years through the submission of data returns to provide evidence of collections standards. To retain accreditation status, the Museum will be required to provide the next return during 2024/25.
 - 3.6 A collections review is needed to fully understand the extent and contents of the Museum collection. A full review of all 750,000 objects will take time but the outcome of this will enable the service to make informed decisions, to be able to rationalize the number of objects held and to increase access to the Museum collection. In tandem, the decant of 25,000 objects are currently taking place at the former Folk Museum with a target date of 2027 to fully vacate the premises. Both areas of work, alongside other projects as listed in Appendix A will enable the Museum to understand its current and future storage needs. Once completed, this will be a significant moment for the Museum service as it can make better informed and more proactive decisions around the Collection and displays.
 - 3.6 Public Programming/Audiences - Pre-pandemic, visitor numbers saw 40,000 people through the Museum doors per year. At the start of 2021/2022, numbers into the Museum were low. Further into 2021, numbers started to increase with a notable difference in August where the Ladybird Exhibition attracted visitors back into the Museum. *History, Her Story, Their Story, Our Story* continued to draw visitors in towards the end of the year with the first exhibition in a three-year partnership with Royal Photographic Society *International Photography Exhibition (IPE162)* taking place in early 2022. In total there were 19,658 visitors to the Museum in 2021/22.
 - 3.7 In 2022/2023, the annual visitor figures total rose to 30,700. A touring exhibition Titanic Honour and Glory Exhibition arrived to inspire audiences during the peak season. A 1980s memorabilia exhibition took place late 2022 which also proved popular.

- 3.8 IPE163 continued into Spring 2023, with blockbuster *May The Toys Be With You* arriving to excite visitors over the summer period, followed by Buttons, Badges and Blazers in late 2023, the first exhibition since 2019 where the Museum collection was central to the exhibition. Forecasting to year-end, visitors number for 2023/2024 will be similar to those in 2022/2023 however, the noticeable difference for 2023/2024 is the increase in income generated through ticketed exhibitions. Income has also increased across the gift shop and café when comparing to previous financial years.
- 3.9 A programming consultant was appointed to review the entire Museum programme and create a Programming Framework to help place audiences and communities at the heart of the ethos of the Museum and its activities.
- 3.10 Sustainability – The Museum received £581,700 from external funders over the past 18 months. This funding has come from sources including the National Lottery Heritage Fund, Arts Council England and South West Museum Development. The City Council continues to subsidise the Museum, recognising the Museum as an important asset to Gloucester. Retaining Museum accreditation status and building relationships with funding partners is going to be essential in the continued development of the Museum.
- 3.11 The ongoing work of the Museum will ensure it meets the MDP 2026 goals (see page 2 of Appendix B).

4.0 Social Value Considerations

- 4.1 Museums play an important role in social value. *“Museums change lives. They educate, entertain, and inspire. They provide spaces for social interaction and reflection. And they make valuable contributions to their local communities. Some involve audiences in active participation; some play active roles in supporting social change. There’s no doubt that museums make a difference to the world.”* – www.museumnext.com
- 4.2 Cultural activity in the city can provide far-reaching benefits to citizens’ health, well-being, skills and help develop social cohesion and a sense of place. Cultural participation in activities such as visiting and engaging with Museum can bring disparate communities together to celebrate and collaborate.

5.0 Environmental Implications

- 5.1 Museum of Gloucester is implementing a programme of capital works that will result in reductions of energy consumption, through the Arts Council funded MEND project. This includes replacement of older heating systems, improved systems and equipment and replacement of lighting with LED throughout the museum. The impact of this investment will be realised from 2024 onwards.

6.0 Alternative Options Considered

- 6.1 N/A – update report.

7.0 Reasons for Recommendations

7.1 Update report.

8.0 Future Work and Conclusions

- 8.1 Retaining Museum Accreditation is critical. 2024/2025 will see the team updating several policies and evidence provided to Arts Council England. At this stage, a submission date is not known – Arts Council England provides 6 months' notice.
- 8.2 The former Folk Museum decant will continue to work towards the agreed decant deadline. This will enable the Civic Trust to maximise spaces within the building and will be a step closer in housing the Museum collection under one roof.
- 8.3 The Museum will continue to react to funding opportunities from external funding providers. Fundraising and grant applications will be important to enable future projects and any transformational plans. Further investment is needed in the Museum building and the team are already aware that a further round of MEND capital funding is due to be announced by Arts Council England in spring.
- 8.4 With the combination of the former Folk Museum decant, the collections review and rationalisation and the Archaeological project, the Museum will start to understand its future storage needs and can therefore start to outline its requirements to enable continuous collecting. Further discussions will take place with the county Library service to understand what opportunities are available with the space.
- 8.5 The Programming Framework project will be complete, and the Museum will start to adapt its programme to ensure that the Museum is meeting the needs of its audiences.
- 8.6 The Museum will be fully integrated into the new ticketing system in 2024 and will benefit from better audience insights and a better customer experience. A new retail system is due to be implemented late 2024.

9.0 Financial Implications

9.1 The report provides an update on the progress of the museum development plan. The report notes that external funding has been received and has been used to support the plan. There is no additional funding required from the Council as a result of this report.

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

10.0 Legal Implications

10.1 There are no legal implications arising from the content of the report. Officers will work together with colleagues in procurement and One Legal for advice on the delivery of the objectives detailed in the report to ensure that they comply with the provisions of the Councils Contract Rules and the procurement rules and regulations.

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

11.0 Risk & Opportunity Management Implications

- 11.1 The opportunity to expand the footprint of the Museum across the Brunswick Road building that is shared with county council should be explored. There is potential for bringing the collections together into the same building from a set of disconnected stores across the city. Discussions with the county council should be conducted in order to understand whether this is an option for the future expansion of the museum at this site.
- 11.2 The risks to the city is the limitation of the storage availability across the various museum stores. This makes collections care and management more complicated and time-consuming. The ability to continue to collect relevant material to represent recent, current, and future material that is important in telling the story of Gloucester and its communities could be missed if lack of suitable storage becomes the driving factor in future museum collecting policy.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 N/A

13.0 Community Safety Implications

- 13.1 None

14.0 Staffing & Trade Union Implications

- 14.1 None

Background Documents: See appendices.

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Museum of Gloucester, Museum Development Plan: 2021-2026 Years 2 and 3 Progress Update – FEB 2024

Author: Lucy Chilton, Visitor Service Manager

Date: 25 Jan 2024

Priority 1 - Collections

Collections Review & Rationalisation

There are over 750,000 objects in the Museum collections. A full review of the collections is needed to understand what is currently held by the Museum. This review is in progress and is working in tandem with the former Folk Museum decant and other Museum-related projects as described throughout the rest of this document. The Museum is following SPECTRUM standards which is an important aspect of retaining Museum Accreditation.

A full review of the Museum collection takes time. The process involves condition checking, documenting, repacking, and relocating whilst continually planning the future storage needs of the service. By following SPECTRUM standards, the Museum will fully understand what is in the collections and how to care and manage it in the future; this will enable it to become more accessible to the public.

The service has updated the rationalisation process.

Rationalisation of objects is important if a museum is to continue to collect in the future. Museum collections need to remain relevant to its vision and objectives which evolve over time as well as to its communities and visitors. This process will take place throughout the review.



Figure 1: Packaged objects in storage at the Museum of Gloucester



Figure 2- Collection stored in the Museum of Gloucester basement

As part of the ongoing review of the Museum collections, the team were successful in their 2023 bid for £160,000 from the National Lottery Heritage Fund. The project 'From Store to Store: Uncovering Gloucester's Archaeological Treasures' will see the archaeological stores opened, and the collection moved to a central unit where it can be sorted, reviewed, and repacked to ensure its long-term preservation, all alongside a co-created engagement programme.

During this project, all emptied stores will be cleaned and reconfigured. The collection will be rationalised therefore creating space to continue to collect archaeology into the future.

Former Folk Museum Decant

The former Folk Museum (now known as The Folk) still houses collections that are in the care of Gloucester City Council. August 2021 saw the lease signed, and the former Folk Museum handed over to Gloucester Historic Buildings Ltd, where Gloucester Civic Trust has now taken on the day-to-day operations of the building. It was agreed that the City Council would remove any collection in storage or not on loan by August 2026, giving the Museum service time to source additional storage and remove objects in their entirety, unless on loan to the Civic Trust.

Since 2020, the Collections team have been working to catalogue and move objects - to date, around 4,500 objects have been cleaned, catalogued, and moved to new locations, with a further 2,000 objects catalogued and repacked. The work has mostly focused on objects that were previously on display or in smaller stores. The primary focus going forward is on the stores which house the greatest number of objects (around about 18,000). The team has been working with a core group of volunteers to complete this work whilst also responding to several small emergency salvage situations.

The project was put on hold in 2021/2022, due to building work at the Folk that meant the team were unable to access the building for 9 months. The deadline for the full decant was pushed back to February 2027 to accommodate these works. There has also been a focus on staff training to ensure that collections are managed to SPECTRUM standards and to address longstanding collections' care issues and concerns.



Figure 3- Art Store at the former Folk Museum



Figure 4- Relocating artwork, Museum store, cleaning of Museum objects

Storage Assessment

Projects that are currently taking place or pending will help us understand the storage requirements for the immediate and longer-term future of Museum collecting.

The former Folk Museum decant, the Archaeology Centre project, the collections review, archaeological depositions review and update, along with the MEND capital works that are currently taking place, all contribute to understanding the current and future storage needs of the service. Once these projects are complete, the service will be clearer on its storage position.



Figure 5- Museum store

Accreditation

Museum Accreditation is a standard that increases a museum's credibility and value to funders, policy makers, insurers, the community, and peers. Accreditation demonstrates that a museum is meeting the professional standards set by the industry and is administered by the Arts Council of England. The Museum of Gloucester was granted its accreditation renewal in 2018 and renewals generally take place every 5 years through the submission of data returns to provide evidence of collections standards. Due to a national backlog, it is expected that a return will need to be submitted in 2024/2025. It is the intention to continue to ensure that the Museum of Gloucester maintains its status as an accredited Museum.

Collection Digitisation

The current Collections Management System used by the Museum of Gloucester is called Modes. Modes is widely known in the Museum sector for the management of Museum collections. For the Museum of Gloucester to enable the Museum collection to become more widely accessible, more notably via digital methods, a new Collections Management System will need to be sourced.

In conjunction with the City Council's IT department, the Museum team have been through a process to understand the different systems available that meet SPECTRUM standards and enable access to the collection via digital means. A preferred supplier has been identified to help allow better access, but implementation of this new system was delayed due to the 2021 cyber incident, where Modes became inaccessible for nearly 18 months. Since then, there have been several other priorities for the team as detailed within this progress report, however, a new Collections Management System is important and will be progressed in 2024/2025.



Figure 6 - Condition checking and cataloguing objects

Priority 2 – Public Programming

Education

Education in museums is important as it connects the community to the Museum and provides inspiration for adults and children of all ages. The Museum of Gloucester has built positive relationships with schools within Gloucester and the surrounding areas, and these relationships means that the Museum can respond to societal challenges, and educational programmes can provide opportunities for more isolated, vulnerable, and marginalized members of society, to take part in activities and gain experiences.

The Museum education offer has continually grown from a basic loans box offer to investment from the Cultural Recovery Fund in 2021 where new sessions were designed, and resources updated. In 2021/2022, the focus was about building relationships and therefore a smaller number of school sessions were delivered. In 2022/2023, 32 school sessions were delivered onsite which saw 1,686 school children visit the Museum.



Figure 7 - Students learning via loans box

During 2023, the Museum participated in a pilot project called 'Wild Escape' which was supported by Art Fund. This project saw the taxidermy collection travel outside of the Museum, visiting schools where students created comics that told of the escape from the Museum to a better environment. The nationally funded project saw a grant of £3,000 provided to the Museum to engage with school children across KS1 and KS2 in the lead up to Earth Day 2023. Examples of some of the work produced during this project can be seen here - [The Wild Escape — Museum of Gloucester](#)

The education programme is currently undergoing re-imagination to make it more memorable, engaging, inspiring and an immersive experience for school children of all ages. Audience research on the requirements of education providers has been conducted with ongoing consultation and relationship building continuing to be a priority. The Engagement Officer is in the process of recruiting a pool of casual facilitators called 'Museum Inspirers' to support the delivery of the new learning programme. The new programme will consist of sessions at the Museum, outreach, loans boxes, pre/post visit resources, online resources, and virtual sessions. This new programme will be launched in stages, with the initial launch taking place in April 2024 (start of the summer term) with sessions at the Museum. A priority piece of work due to be undertaken is the rationalising and cataloguing of the education and handling collections.



Figure 8 - Wild Escape project

Exhibitions & Events

The current exhibition programme structure will see three exhibitions take place annually in the main exhibition space on the first floor of the Museum.

A blockbuster touring Summer exhibition aims to attract a family audience, an audience and season that helps maximise footfall and income generation. The Autumn/Winter exhibition programme aims to showcase objects held within the Museum collection, with the New Year/early Spring exhibition currently showcasing photography as part of the Royal Photographic Society partnership.



Figure 9 - Ladybird Exhibition 2021

Exhibitions are the main driver of footfall and are essential in encouraging visitors to return to the Museum. A wraparound programme keeps visitors engaged and provides an opportunity to generate further vital funds through the Museum café and shop.

There have been many exhibition highlights since the MDP was adopted in 2021. Below is a list of exhibitions that have taken place, along with attendance numbers:

Exhibition	Visitor Numbers
2021 - Ladybird Book Artists	5,950 – Summer
2021 – History, Her Story, Their Story, Our Story	3,040
2022 – RPS IPE162	1,167
2022 – Titanic Honour and Glory	3,939 – Summer
2022 - 1980s – Britain Money Changes Everything	890
2023 – RPS IPE163	1,564
2023 - May The Toys Be With You	6,097 - Summer
2023 - Buttons, Badges, Blazers	3,426

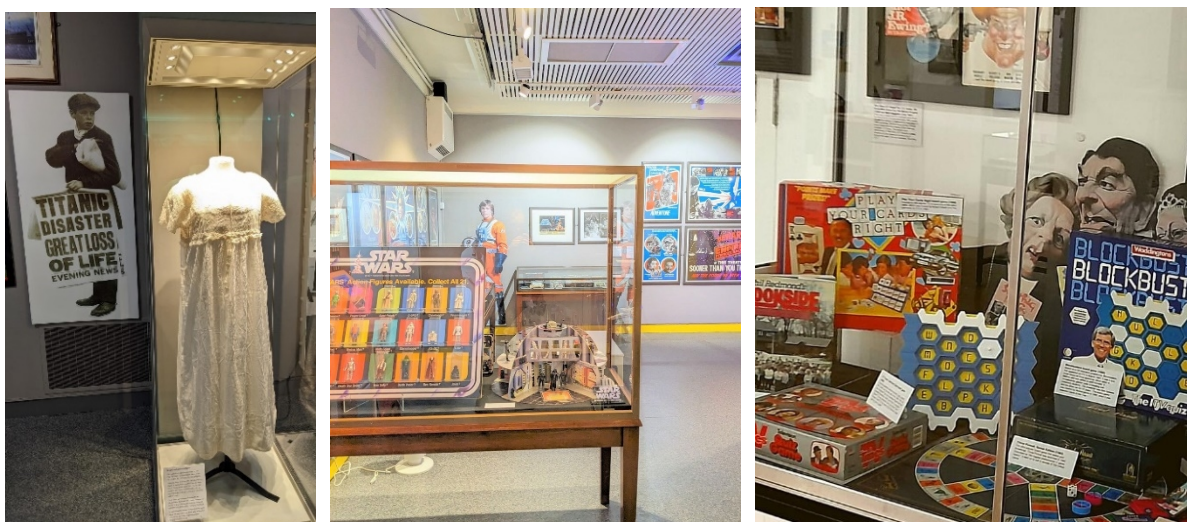


Figure 10 - Titanic Exhibition, 1980s Exhibition, 1980s Exhibition

Two of the listed exhibitions had a greater level of importance in telling the story of Gloucester and its communities.

History, Her Story, Their Story, Our Story showcased a diverse collection of work by artists inspired and mentored by renowned British photographer Vanley Burke. History, Her Story, Their Story, Our Story depicts creative responses to the question 'When was the first time you saw someone of different ethnicity to you?' This City Voices partnership project that included Gloucestershire Archives and Fresh Air Foundations, culminated in an exhibition of artwork at the Museum of Gloucester.



Figure 11 - History, Her Story, Their Story, Our Story



Figure 12 - Buttons, Badges and Blazers Exhibition

The Autumn 2023 exhibition was also notable as this was the first collections-based exhibition since late 2019. Buttons, Badges and Blazers showcased a selection of costumes from the Museum's collection of 4,500 costumes. Costumes on display came from as early as the 16th to the 20th century. Prominent pieces on display included 16th century judicial robes, robes worn by the first female magistrate as well as uniforms of police officer, prison wardens, water bailiffs and midwives. There were also several high-profile loans on display from members of Gloucester's community such as the uniform of the first openly transgender

police woman in Gloucestershire and the uniform of the first female World Cup Rugby Referee. Two young artists were commissioned to produce two contemporary pieces in response to the exhibition. You can view some behind the scenes footage from one of the contemporary artists here - <https://youtu.be/InyOWKPyWuk>



Figure 13 - Costume designed by Katie Taylor, workshop, costume designed by Sam Bates

This exhibition was funded by an Arts Council England Project Grant. The Museum received £21,500. In addition to this, South-West Museum Development provided a £1,000 grant for the conservation of 2 rugby caps dating back to 1887 and 1928, enabling them to be put on display as part of the exhibition.

In late 2023, South-West Museum Development awarded the Museum £7,200 as part of their Small Grants, Big Improvements funding programming. These funds were used to appoint a consultant, Rob Bowman, to review the entire engagement, events and exhibitions programme and help place audiences and communities at the heart of our ethos and activities. The outcomes of this piece of work will include:

- Increased and more diverse engagement across programming.
- Improved understanding of how to respond to the needs of audiences.
- Greater coherence across programming, rather than standalone events and activity.
- Greater confidence in exploring radical ideas and themes that resonate with audiences through our programme
- Improved connectivity with other strands in the cultural service.

This work continues to take place at the point of writing this progress report, but the new Programme Framework the consultant is writing will be critical in ensuring that the Museum continues to grow commercially and remain relevant.

Community Gallery

The Community Gallery, which is located on the ground floor of the Museum, is a space where community groups and artists can showcase their work. Led by the Museum Engagement Officer, there has been a series of exhibitions within this space, including:

- The Rush Brothers, identical twins who have found different mediums through ceramics and sculptures to explore who they are and how they feel
- 'Women at the Well' – artwork that enters into a journey of reflection, faith, hope and action – encountering various stories of 'Women at the well'. This community-led group were formed in 2021, all women who read stories about women at wells in the Bible and the Qur'an.

Further information about the Community Gallery exhibitions can be seen here - [Community Gallery — Museum of Gloucester](#)



Figure 14 - Exhibition by Rizpah Amadasun, exhibition by The Rush Brothers

Priority 3 – Audiences

Audience Development

This will be an area for growth as the MDP progresses into its 4th year. The audience relationship framework includes:

- Acquire – We seek out our audiences and get them to pay attention to us.
- Engage – We help them connect to us through entertaining content and a relevant offer.
- Convert – We make it easy and desirable for them to visit and buy from us.
- Retain – We make them want to visit and buy from us again.

In 2023, the Tourism and Destination Marketing team took on the responsibility of Museum marketing. A dedicated part-time Marketing Officer was appointed, and work is to start in building out the marketing strategy, so that it delivers a simple marketing system, deliverable with the resources available, focusing on the above framework.



Figure 15 - History line up outside the Museum of Gloucester - credit Paul Nicholls.

Decolonisation Project

As part of the Museum's commitment to decolonisation, collections staff started to research and investigate the records to see what objects connected to the Transatlantic Slave Trade were in the collections. It quickly transpired that due to incomplete and poor record management in the past that this was turning into a much bigger project than originally expected. This contributed to the decision to carry out a major inventory and cataloguing project across all of the collections, highlighting and amending problematic language and flagging objects with difficult and controversial histories as a part of that process – essentially bringing the decolonisation process into our everyday practice.

The Museum had made a previous commitment to hold a temporary exhibition at the Museum, but through this process the project team including the City Archaeologist (lead for the Historic Monuments Review) decided that instead of discussing the results of the Review, that it would be an interesting approach to look at one key figure in Gloucester's history. George Whitefield (1714-1770), an Anglican cleric and evangelist was selected. The Museum presented both sides of his story, including the things that he is praised and commemorated for, but also highlighting his links to slavery. The public were then asked a series of questions about this approach and encouraged to leave feedback. Most of the public agreed that this was a good approach – sharing all parts of a person's or place's

history and not just highlighting the positive. This approach is now being built into the collections management processes, as well as in any interpretation and displays done by the Museum team.

Partnerships

New partnerships are being formed regularly. Below are just a small handful of partnerships that that have been developed:

In 2021 the Museum of Gloucester announced a 3-year partnership with the Royal Photographic Society, committing to a series of International Photography Exhibitions in 2022, 2023 and 2024. The International Photography Exhibition is the world's largest running photographic exhibition. Now in its 165th edition, the IPE portfolio is a powerful presentation that demonstrates the breadth of contemporary image making and storytelling today. Themes of identity, cultural heritage, global societal issues, gender politics, mental health, the natural world, and the human condition can all be seen on display.

VOICES Gloucester (previously City Voices) partnered with several Gloucester based organisations, including the Museum of Gloucester, on a project called 'Threads'. 'A Costume for Gloucester' was a community project that brought together over 100 stitchers to showcase Gloucester's unique heritage, history, and culture. The final costume went on display at the Museum of Gloucester as part of the Buttons, Badges, and Blazers exhibition and has been accessioned into the Museum's permanent collections.

In 2023, Young Gloucestershire were approached as part of the Museum's commitment to working with young people. Young Gloucestershire were consulted about two projects as a springboard for future engagement – the Buttons, Badges & Blazers Costume Project and the Archaeological archives project. The Museum Project Officer and Engagement Officer joined meetings of the Young Gloucestershire Youth Board – a group made up of 12 young people aged 16-24. The Youth Board advised on the format of the engagement and events programme, giving ideas and advice on what type of events would attract young people and also about what would attract a young person to volunteer. They have expressed an interest in helping us with some of the physical decorations works behind the scenes and in the stores as well. This is an important partnership that will continue to build in the future.

The Museum, as part of the wider cultural services team, have continued to work closely with Gloucestershire Sight-Loss Council to ensure that the Museum is accessible to visitors who may have a level of visual impairment. Museum staff have received visual impairment training, whilst the Museum continues to engage with the Sight-Loss Council on day-to-day aspects of the Museum to ensure we are inclusive of the broadest possible audience. This includes advice on:

- exhibition and event planning,
- use of colour in the décor and exhibits
- new partnerships

South-West Museum Development have provided several opportunities for peer networking and staff development through various projects. Rebuilding Foundations saw 10 Gloucestershire Museums develop skills and knowledge around volunteer management, safeguarding and ED&I. More recently, the Travelling Together project saw 8 Museums from across the South West region come together to further develop skills and knowledge to ensure that museums are accessible to all.

Volunteer Development

Volunteers play an important role in the Museum of Gloucester, especially supporting the decant of the former Folk Museum and in supporting the collections review. The Museum has always attracted volunteers because it is seen as an entry point for those wanting to gain experience in working with Museum collections.

From April to December 2023, Museum volunteers provided 1,185 hours of support to this service. These hours have predominantly supported the former Folk Museum decant but have also contributed to the set-up of exhibitions and events.

Volunteers will continue to play an important role as we move into 2024/2025. The collections review will continue but the 10-month Archaeology Centre project will be reliant upon the support from volunteers, with a recruitment drive supported by the appointed archaeology contractor. If successful, we are expecting in excess of 4,000 volunteer hours contributing towards this project alone.



Figure 16 - Volunteers working on the costume collection

Priority 4 - Sustainability

Entrance Relocation

When writing the MDP, the intention was to act on previous conversations held with the Library service about creating a shared entrance to both the Museum and the Library, as there is a redundant entrance that sits between both venues. If progressed, both services would benefit considerably due to footfall and different types of audiences moving between services. Since then, the Library service has announced that it will be relocating to the former Debenhams unit, therefore, these plans are now on hold until the City Council understands the plans for the former Library building.

Museum Transformation

The MDP identified that in order for the Museum of Gloucester to remain relevant, it would need to identify and deliver a 'transformation project'. At the time of writing the plan, the specifics were not detailed - it was clear that the Museum needed change across the board.



In planning for future transformation, the Museum building needs to be fit for purpose. In 2021, £2m worth of investment was identified as being needed to bring the Museum building up to standard. At the same time, Arts Council England announced its 'Museum Estates Development Fund' – a capital fund targeted at non-national accredited museums and local authorities based in England. These funds were to undertake vital infrastructure and urgent maintenance backlogs which may be beyond scope of day-to-day maintenance budgets. A bid was submitted and accepted with Arts Council England awarding the Museum £387,500 of a total project budget of £470,350. Works include upgrading the distribution boards, upgrading lighting to LED, lift repairs, drainage improvements, dehumidification improvements, roof recovering, as well as improving the air handling in both exhibition spaces therefore improving

environmental conditions, enabling the Museum to attract loans of national importance. These works have started and will be complete by the end of March 2024.

Museum Website

The Museum website was upgraded in 2022 after receiving funding as part of the final round of Cultural Recovery Funding. During the last 12 months, there has been changes to enable better navigation in finding events, exhibitions, and items for sale. A new online store has been launched to enable customers to purchase Gift Shop products from home, and new donation options have been launched, including Adopt an Object. Work is ongoing to further streamline the sitemap of the website, to better integrate the new ticketing system and to update out of date information and images.

Carbon Neutral by 2030

The Museum has taken steps to support the Council's ambition to become carbon neutral by 2030. The MEND capital works are significant in that lighting changes will reduce energy consumption and changes to boilers and radiators will mean that spaces/rooms can be temperature controlled independently, rather than having to heat the whole building at once. New TRVs allow for even better temperature control.

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Development Plan 2021-2026



**MUSEUM OF
GLOUCESTER**

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Introduction

The Museum of Gloucester is on a journey.

Gloucester is changing, and with it, so are the ambitions of organisations and residents - and the Museum needs to keep up with this pace of change. Our audiences have high expectations, and we need to be ready to deliver. Over the past 2 years we have integrated the Tourist Information Centre with the Museum to create a welcoming, informative cohesive team. We have established a Collections Team and introduced Engagement Officer to sit alongside our Events & Marketing team – we are ready to take the next step.

During the next 5 years, we want to deliver fundamental transformations in our service that will ensure we are able to be the quality museum an important city like Gloucester deserves.

This plan outlines the projects to be delivered over a 5-year period and gives more detail on the specific objectives for the next 12 months, Year 1 of the plan. The scale of work to be delivered cannot be underestimated, so it is important to hold a shared ambition that GCC and stakeholders can buy-into and support – the adoption of this plan gives buy-in across GCC, which will allow us to hold creative conversations and to reimagine the museum in an open forum alongside wider organisations and stakeholders.

We value and appreciate the input from the heritage sector in the city and believe a shared vision will deliver success, so we commit to engage our existing partners such as Gloucester Heritage Forum, SWMD, Arts Council, Gloucestershire Libraries Service, Gloucestershire Archives, Gloucester Civic Trust, amongst many others in the wider community and voluntary sector, along our journey.

The Museum of Gloucester by 2026...

- Having reviewed and considered the needs of a 21st Century museum – including storage, access, display, carbon footprint, exhibitions and income generation - we have developed a plan for the best use of the existing building(s) against a purpose built development, and committed to a plan of action, and are now well underway in fundraising and implementing the agreed plan.
- The Museum is inclusive and diverse, reflecting the community and people of Gloucester.
- Our infrastructure and practice are resilient and fit for purpose, with sufficient space and resources for the Collections, visitors, staff and activities.
- We are committed to tackling climate change and set an example for the community on green initiatives to reduce long term costs and be more sustainable.
- We are a museum beyond walls – our Collections are visible, valued and endure to inspire both present and future generations, embodying and representing the energy, history and passion of Gloucester and its diverse communities.
- Working with a variety of local and regional partners, our exhibitions, events and educational experiences represent the diverse nature of Gloucestershire. We provide the resources and means to enable the community to access and share their stories, both within and externally to the museum.
- Our education offer is externally accredited as amongst the best in the country and we work with local schools to shape an offer that is relevant to the curriculum. We offer blended learning, meaning our

education programme is accessible both in the classroom and in the museum. Learning is always inclusive and considers different learning styles.

- Accessibility of the museum, education and engagement programmes sits at the heart of our offer. We have an unyielding dedication to ensure that every single person who visits, both the museum and online, has the same enjoyable, engaging and educational experience that captures their imagination and interest, so they return time and again.
- We are the number one ticket agent service in Gloucester for local, regional and national events as well as for some of the nation's favourite attractions Using knowledge acquired over many years, we offer outstanding customer service both in person and online.
- The Museum of Gloucester Shop is the premier Gift shop in the area, where visitors, tourists and locals can discover a range of unique and bespoke gifts, both museum and exhibition related as well as locally produced arts and crafts. The online shop is also popular with repeat customers and purchases.
- The Café is a community hub, giving people an inspiring and unique place to gather with friends whilst enjoying locally produced food and drinks.
- We are well known for our fundraising expertise and successes. The entire team understand the part they play in this. Everyone is trained and eager to encourage and explain the benefits of making donations as well as in fostering and building relationships with corporate sponsors and grant-making bodies.
- As a service, the Museum is financially sustainable and always looking at ways to increase income and reduce expenditure. Fundraising is an important part of this strategy and we actively look to increase grants and donations income year on year to implement our many projects, as well as providing resources and paid work placements for our community.
- We have state of the art technology and equipment, which supports a seamless and effortless experience across the digital offer and interpretation within the museum. This includes the front and back office systems, such as ticketing and till systems and online shop, as well as gathering real-time analytics and feedback that we use to shape future activity. We know who our audience are and who they are not and are able to target specific communities to encourage engagement and interaction. Visitors engage with us regularly across digital platforms including social media and our website and we use these interactions to further share and develop the collections and engagement offer.
- The museum and its events and activities contribute to the wider Tourism and Destination Marketing Plan to amplify the marketing for the city.

Parts of Year 1 outcomes in this plan are supported by



Supported using public funding by
**ARTS COUNCIL
ENGLAND**



Art Fund



Wider Context

In creating the Museum of Gloucester Development Plan, consideration has been given to the wider national, regional, and local context. Below are summaries of key strategic documents that inform direction of travel and priorities contained within this plan.

Arts Council Strategy: Let's Create 2020-2030

- Creative People
- Cultural Communities
- A Creative & Cultural Country

Achieved through:

- Ambition & Quality
- Dynamism
- Inclusivity & Relevance
- Environmental Responsibility

Gloucester Heritage Strategy 2019-2029

- Overarching Ambition - To achieve effective and sustainable conservation, regeneration and management of Gloucester's heritage, to realise fully its economic, community and cultural potential.
- 2.9 Museum & Collections
- 2.10 Education & Skills
- 2.11 Community-led Development & Volunteering

Gloucester Cultural Strategy 2021-2026

- Put Culture at the heart of the City's future plans
- Develop Artists & Arts Organisations so as to build the creative & cultural industries
- Broaden the Cultural Offer to support social & economic development
- Develop a vibrant city centre, full of cultural activity & things to do
- Develop audiences who enjoy new cultural opportunities being created
- Put Gloucester on the map by developing high profile events
- Make things happen & continue a momentum for change

Gloucester Destination and Tourism Marketing Strategy 2021

- Develop our online presence to a mixture of digital marketing campaigns and 'always on' activity
- To cultivate and grow our inbound audiences in 2021
- Strengthen audience development and community engagement initiatives to diversify audiences and address brand perceptual barriers
- Build a robust network of partners in the city from a variety of businesses operating to serve the visitor economy
- Lead the tourism recovery in the city by supporting partners in their activity

Audiences

Current Museum of Gloucester Audiences

From April 2019 to March 2020, the Museum of Gloucester attracted 84,079 visitors.

This was 50.85% increase on the previous year – the Tourist Information Centre relocated to the ground floor, and the museum became free in April 2019 which will have positively impacted on these figures and prior to Covid-19, we were actively working to maintain and build on these increased audience figures.

A recent online survey from 2020 identified, as part of a wider survey, several motivations to visit the museum and provided a general understanding of how people visit, or don't visit the museum.

- 84.36% had previously visited the museum
- 64% of visitors are likely to visit again
- 21% of visitors state that their primary motivation to visit is to learn something
- 18% for educating and stimulating their children
- 13% for spending time with family and friends
- 76% of visitors think that all the collections are equally interesting
- 70% of bookings for Museum events take place on the day or in the week before the event, translating to 90% of ticket sales

This insight is being further interrogated alongside the age, gender, and audience segmentation to form part of an action plan which informs a number of objectives held within this plan.

Online Audiences

Since July 2019, we have welcomed over 19,000 unique visitors to our website. A new website was launched in November 2020 to positive reviews and continues to grow in engagement. www.museumofgloucester.co.uk

At the end of January 2021, our current social media insights show that we have: 2,836 Facebook followers / 1,838 Twitter followers / 1,022 Instagram followers. Growth has been hugely exponential since January 2019.

We continue to engage across a variety of other digital platforms and engagement including newsletters, Google listings, TripAdvisor, heritage websites and many more.

Gloucester's Audiences

In 2019 a report was commissioned the South West Tourism Research Company to undertake an Economic Impact Study for the Visitor Economy of Gloucester which show that Gloucester:

- attracted 313,000 domestic visitors to the city spending £50m in the city
- had 50,000 inbound visitors to the city spending £23m in the city
- 76% of visitors were visiting for a holiday
- 11% were visiting for business
- 12% were visiting friends and relatives
- A total of 3,438,000m day visits to Gloucester were taken attracting £140,722,000 spend in the city
- May was the busiest month for both overnight stays and day visits and spend 194,000 trips were taken with a spend of £13

Future Audiences

As part of the audience development project and survey, we have identified several audience segments as growth areas which will be prioritised as part of this plan.

The top 3 are identified as:

Domestic Family Audiences

45% of these family-group visitors to the museum are a general family type audience who visit for as an excursion that benefits everyone in the party. They are the largest segment of visitors, yet visit the least frequently at an average of 1 a year. Many attend once and do not return. 20% of family group style visitors visit for the benefit of others rather than the benefit of themselves. They visit about 2 or 3 times a year and the Museum is seen as 'a place to take the kids or the parents-in-law'.

Young people - Under 25s

Half of the Museum's visitors are under the age of 25, 47% are under the age of 20, 41% are under the age of 15, and 30% are under the age of 12. Children and young people use spaces differently to adults needing to be 'handed' 'things to see and do' in overt ways, considering their short attention span, and limited ability and stamina to read.

Developmental Audiences (Non-Users)

Developmental audiences are visitors who for a variety of reasons do not visit the museum or do not feel it is for them. It important to understand and appreciate the barriers to access for each of these groups and how to tackle these.

Statement of Purpose

At the Museum of Gloucester, we connect people through shared experiences.

Through exceptional collections, research, and preservation, we record and interpret the ever-evolving development of the City of Gloucester and its people.

We co-create experiences that engage and inspire.

We will ensure our museum is fit for purpose, sustainable and addresses social and environmental challenges.

Vision and Values

As a key part of Gloucester City Council, we share and commit to deliver the organisation's Vision and Values, but we have used them to inspire and shape our specific ambitions at the Museum of Gloucester.

Gloucester City Council – A city that works for everyone

Our Values -

- Efficiency and value for money
- Forward thinking with innovation
- Making residents lives better
- Passionate about the city
- Working together to make it happen

The Museum of Gloucester – A Museum for Gloucester

Uncovering Gloucester's past and shaping our future...

We are -

- Welcoming**, inspiring and engaging
- Representing** and empowering our communities
- Sharing** and collecting powerful stories
- Innovative** and forward thinking
- Sustainable** with a social and environmental focus

Overarching Priorities

We have identified 4 key priorities, that will set the overarching development plan and actions over the next 5 years.

Collections

We will prioritise our collection – using our teams and resources effectively we will understand our objects, their relevance to the city and will build appropriate facilities for their preservation and interpretation to effectively engage with the public.

Public Programming

We commit to curating an engaging and stimulating programme that we will use to educate and entertain our audiences.

We believe learning through creativity is key and will embed this in our work, particularly using our collection to inspire the activity delivered within the Museum and beyond.

Audiences

We will become a fully open and accessible organisation with collaboration and co-creation at the heart of everything we do.

We are nothing without people. We commit to developing a sense of shared ownership, to ensure our community is valued, listened to and able to influence the way we engage audiences with our collection and wider activity.

Sustainability

We will manage our budgets and fundraising efforts to ensure financial sustainability long-term, including identifying and implementing appropriate commercial opportunities.

We will be carbon neutral by 2030 - We understand there is no future unless we address climate change urgently, so commit to do our part internally and externally.

We will openly review the needs of a 21st century museum against our existing facilities and commit to developing a roadmap that will address changing needs and digital advancements of the future. This will include a substantial project titled Museum Transformation Project – where all facets of the Museum will feed into this singular objective – what is the Museum, what should it look like and how should it deliver its objectives? All the projects within the plan feed into this project as they will inform the answer to the questions posed.

The Museum Transformation Project is a substantial piece of work that, by the end of the 5 year plan will have been outlined, approved and committed to by GCC and wider stakeholders, with the expectation that fundamental advancements towards its outcome will have begun.

5 Year Priorities 2021-2026

No.	Project	Year 1 2021-22	Year 2 2022-23	Year 3 2023-24	Year 4 2024-25	Year 5 2025-26
1	Accreditation Retention	█	█	█	█	█
2	Life Museum Decant	█	█	█	█	█
3	Collections Review and Rationalisation	█	█	█	█	█
4	Collections Management System Replacement	█	█	█	█	█
5	Decolonisation Review & Engagement	█	█	█	█	█
6	Collection Re-Interpretation	█	█	█	█	█
7	Museum Digitisation	█	█	█	█	█
8	Re-imagining Education	█	█	█	█	█
9	Commercialisation	█	█	█	█	█
10	Museum Building Needs Assessment & Design Plan	█	█	█	█	█
11	Phase 1 – Entrance Relocation	█	█	█	█	█
12	Museum Transformation Project	█	█	█	█	█
13	Public Programming Strategy & Implementation	█	█	█	█	█
14	Audience Development	█	█	█	█	█
15	Fundraising Development	█	█	█	█	█
16	Volunteer Engagement	█	█	█	█	█
17	Roadmap & deliverables to achieve carbon neutral status by 2030	█	█	█	█	█
18	Engagement & Partnership Working	█	█	█	█	█

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Project Delivery
 Background Project Activity/Delivery
 Completed or integrated into core activity

Year 1 Priorities – 2021/22

Collections

No.	Project	Detail	Budget	Owner
3	Collections Review & Rationalisation	<ul style="list-style-type: none"> Commission Collections expert to deliver rationalisation project. Scope of work – Using Collections Policy, carry out a review of previously identified objects for deaccession, and review the main Collection for other items that fall into this category. Follow deaccession and disposals process in line with Accreditation and national guidance. <i>Purpose of project – To focus the Collection in line with Collections Policy, so resource isn't spent housing, caring for and conserving objects that aren't relevant to the City's heritage. Required to identify space & resource requirements for main Collection long-term.</i> 	Existing Ring-fenced reserve	Collections Officer
2	Life Museum Decant	<ul style="list-style-type: none"> As per conditions within lease with GHB and Civic Trust, there is a 5-year decant period to remove objects from the Life Museum. <i>Approximately 30,000 objects located here, forcing a review of storage across the service/wider GCC to identify where these objects will be housed long-term.</i> 	Existing Budget	Collections Officer
12	Storage Assessment	<ul style="list-style-type: none"> Commissions Collections expert to deliver storage assessment. Scope of work - Review objects held across the Collection and their storage requirements against existing facilities. Identify where existing storage is appropriate/needs improvement/non-compliant and devise solution, including purpose-built storage and identify associated costs and timeline for delivery. To form basis of business case with funding options for presentation to Cabinet by Q4. 	TBC – potential link with Collections Review Budget	Collections Officer
1	Accreditation Preparation	<ul style="list-style-type: none"> Ongoing - to ensure national compliance with any collections work undertaken. Review of documentation in preparation for next submission. 	N/A	Collections Officer
7	Collection Digitisation	<ul style="list-style-type: none"> CRF investment in digital camera equipment. While undertaking Collection Review and Life Museum Decant - record the collection in high quality digital images for use in Condition Reports, monitoring, and in preparation for future investment in a Collections Management System that can incorporate images, and link to a website for public engagement and access purposes. 	Equipment purchased through Cultural Recovery Fund	Collections Officer

Year 1 Priorities – 2021/22

Public Programming

No.	Project	Detail	Budget	Owner
8	Re-Imagining Education	<ul style="list-style-type: none"> Redesign of 3 of the most popular loans boxes and educations sessions to create a blended learning programme: <ul style="list-style-type: none"> Victorian, Romans and Anglo-Saxons 2x redesigned loans boxes, video recorded session, new learning materials. Redesign of Blackfriars education programme in-line with new Museum framework. If successful with CRF2 – develop a further 2 education sessions in the same framework. Engage schools in new programme (already collaborated during development stage) to re-establish Museum/Schools relationships and generate income. 	Culture Recovery Fund & existing budget	Engagement Officer & Events & Marketing Officer
13	Engagement	<ul style="list-style-type: none"> Develop framework for engaging with older adults, care homes and families – in-person visits and blended/virtual. Develop a Youth Forum building on links with Jolt to engage young people in programme development and encourage ownership of activities. Identify income streams against this 	Existing budget	Engagement Officer
13	Exhibitions	<ul style="list-style-type: none"> Establish annual programming framework – working with external curator, focused around quality, engagement opportunities, linking with city/national anniversaries where relevant, income generation and profile raising. Develop 3-year programme to establish long-term thinking to deliver against framework objectives. 	Cultural Recovery Fund Delivery from existing budget or external funding / sponsorship	Events & Marketing Officer
13	Community Gallery	<ul style="list-style-type: none"> Refresh physical gallery space to improve quality of exhibitions. Establish programming framework for Community Gallery – focus on quality & effective engagement with community. 	Existing budget	Events & Marketing Officer

Year 1 Priorities – 2021/22

Audiences

No.	Project	Detail	Budget	Owner
14	Audience Development	<ul style="list-style-type: none"> Complete brand identity, marketing strategy, social media plan and establish evaluation framework for regular data collection against our activity. Setup fixed questionnaires for iPads – reception/exhibition gallery and education to collect regular data for evaluation. 	SWMD/Cultural Recovery Fund	Events & Marketing Officer
5	Decolonisation Project	<ul style="list-style-type: none"> Review the collection for objects linked to slavery to feed into the Cabinet commitment, in line with the Race Equality Commission recommendations. Work with community to carry out research into the objects held by the Museum and across the city in the form of statues or other references to create an archive. Use the archive to co-create a temporary exhibition (proposed Autumn 2022/Spring 2023) that will potentially contribute to a permanent display at the Museum (<i>as part of long-term redesign in Museum Transformation Project</i>). Exhibition/Display will sit alongside engagement and education materials which will form part of the permanent Museum learning and engagement offer. 	Core budget & external funding potential	Collections Officer & Engagement Officer
13	Engagement – Partnerships & Networking	<ul style="list-style-type: none"> Build on partnerships with AgeUk, Gloucester Community Building Collective, VCS, Culture Trust, Civic Trust, GMG, Heritage Forum, Gloucestershire Archives, to develop an active forum for project development across the city. Develop internal framework for partnership working to ensure projects undertaken are in-line with overarching objectives, and resources are allocated appropriately for delivery. 	Cultural Recovery Fund & existing budget	Engagement Officer Museum Project Officer
16	Volunteer Development	<ul style="list-style-type: none"> Address how volunteering has changed since covid-19 and what ‘new normal’ will be, so MOG can continue to engage volunteers and use them in a way that benefits both the Museum and Individual. Review processes/procedures and projects volunteers engage with. Review and re-invigorate our Engage in Gloucester Portal. 	Cultural Recovery Fund	Visitor Experience Team Leader

Year 1 Priorities – 2021/22

Sustainability

No.	Project	Detail	Budget	Owner
11	Entrance Relocation	<ul style="list-style-type: none"> Engage Library in conversation about development of a shared entrance. If Library are open to this proposal, work up designs, costs and project plan together and establish how it will be funded. Key to this project is for Museum and Library to share long-term ambitions for use of building so developments can complement each other. If Library not able to be part of this, project will end and focus will turn to wider Museum Transformation project on areas of the building within GCC control. 	Planning and Design – Internal Budget Business case to address implementation if progressed	Cultural Development Manager
Page 89 12	Museum Transformation	<ul style="list-style-type: none"> Establish an outline plan, based on Collections Review, Rationalisation Project and interest in entrance relocation, to address Museum of the 21st Century – outline Collections, Programme, Education and commercial offer, space usage and options for repurposing building or relocating long-term. 	Existing budget	Cultural Development Manager
9	Website	<ul style="list-style-type: none"> Improve appearance and functionality of website – particularly integration with Box Office system & enhanced retail opportunities as part of Commercialisation project. 	CRF/Box Office Replacement Budget	Events & Marketing Officer
17	Carbon Neutral by 2030	<ul style="list-style-type: none"> Audit of energy use and single-use materials. Create action plan in conjunction with Climate Change & Environment Manager 	Existing budget	Visitor Experience Team Leader
	Commercialisation	<ul style="list-style-type: none"> Retail – Develop an identify for the retail offer, with a clear brand and product line. Retail – Establish products to integrate in online shop as part of Box Office Upgrade. Café – review catering offer and benchmark against Covid Recovery activity in other organisations to create options for operating models – ties into outcomes from Entrance Relocation – will affect timeline and scale of project. 	Cultural Recovery Fund & existing budget	Visitor Experience Officer

Financial Considerations

This is an ambitious 5-Year Development Plan. This plan will run parallel and closely interlink with the day-to-day management and delivery obligations of the Museums Service and this level of work cannot be underestimated.

Alongside Officer time and resource, there is a need for financial investment to ensure this plan is a success. One of the key identified projects within the plan is addressing commercial opportunities and implementing a fundraising strategy so all avenues for income generation can be addressed and prioritised to ensure all is being done internally to support the Development Plan, in both short term implementation and longer term in establishing a sustainable model.

However, there is still likely to be a potential gap in the funding to be achieved without a certain level of match funding from the core organisation. Some of this can be mitigated by the bequest held in reserves, however, as part of a 5-year plan, this will not cover all the investments required, and as part of this Development Plan, a costed proposal of what is potentially required will be drawn up for review.

Year 1 of the Development Plan has been supported through initial funding from South West Museum Development and Arts Council Cultural Recovery Funds, which have funded an audience development project and key recovery activities that will stimulate the delivery of the identified priorities during this period. This support, dove-tailed with the development of this plan will enable good progress to be made in the early stages of this plan, which we hope will continue as the plan is implemented further.

Risk Assessment

Risk	Mitigation	Risk	Comments
Staff Capacity	The 5-Year Plan is ambitious but divided into smaller projects spread across the team ensures it sets appropriate delivery expectations.		Rated as medium risk due to Covid-19 influences – there may be requirements for Museums team to support wider GCC services in Covid Recovery, which will change capacity to deliver against the plan.
Financial: Internal budget commitments / budget reduction	Sign-off of this plan and programme of work. Regular meetings with Finance, Head of Service and Service Managers will ensure monitoring is in place.		This plan will ensure projects are allocated in a timely manner that uses staffing and budgetary resource appropriately. Where Museum Transformation may require some up-front commitment, this is a risk.
Financial: External fundraising effort failure	Fundraising strategy to be developed as part of this plan to engage funders and build relationships to ensure a shared vision. Smaller funding streams to be accessed to develop positive track record of delivery against funding objectives.		Covid may increase competition for funds, and internal budgets may not provide appropriate level of match funding.
COVID-19 impact on ability to progress	Government roadmap yet to be communicated, so Development Plan objective based on best estimates from information available. There is a great deal of the unknown in this area that may influence the delivery of the plan.		
In-house Skills	Using training opportunities, against plan objectives to upskill and use partner/mentors to support where required. Acknowledge need for specialist skills when required.		Use of wider GCC officers to support projects may be required, so resource will be requested/allocated appropriately.
Maintaining priorities	This Development Plan, linking with Service Plans and Individual Annual Objectives will keep projects on track.		
External Stakeholders buy-in / commitment	Open dialogue, sharing aspirations with all stakeholders through regular meetings. Transformation plans are kept purposefully vague at this stage of development, as they will be shaped by stakeholder engagement i.e. capital works to MOG/library will need shared vision and ambition.		To deliver this plan, particularly the Museum Transformation and potential capital works, relies on stakeholder/partner buy-in and commitment that will inform how the plans are shaped, but also how feasible they are to deliver. With Covid and external priorities, it is imperative to keep the project on track if it is to be delivered.

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Meeting:	Cabinet	Date:	6 March 2024
Subject:	Tourism & Destination Marketing - Christmas Evaluation Report 2023		
Report Of:	Cabinet Member for Culture and Leisure		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Jack Fayter, Tourism & Destination Marketing Manager		
	Email: jack.fayter@gloucester.gov.uk	Tel:	01452 396975
Appendices:	1. Gloucester Believes Evaluation		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To present the Evaluation Report (Appendix 1) on the Tourism & Destination Marketing Christmas Campaign, ‘Gloucester Believes’, to Cabinet for information/comment.

2.0 Recommendations

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

- (1) The Tourism & Destination Marketing Christmas campaign evaluation be noted.

3.0 Summary of the Tourism & Destination Marketing Christmas Campaign 2023

3.1 The Tourism & Destination Marketing Campaign was developed and implemented ahead of Gloucester’s annual festive celebrations, which commenced with the Lantern Procession and the Christmas Light Switch-on on 18 November 2023, and continued until early January.

The Aims and Objectives of the campaign were:

- 1. To raise awareness of all key Christmas-related/festive events and activities available in Gloucester, across all consumer-facing business sectors, within a campaign budget of £10k.
- 2. To work collaboratively and include key partners and stakeholders, including the 300+ businesses who are members of Visit Gloucester, Gloucester BID, Gloucester Quays, and others, to communicate a single concept, that ‘Gloucester Believes’ (in Christmas).
- 3. To provide a digital ‘one-stop shop’, where all activity information could be easily accessed by users.

4. To promote a local civic pride by highlighting that Gloucester is an amazing place to visit to experience all things festive.
5. To drive visitors and residents into the city during the festive period, through promoting experiential events and activity, retail, food and drink, and staycations.
6. To promote a 'feel good' Festive Feeling, that Gloucester not only believes in Christmas, but in how brilliant its people are too.
7. To drive visitors to the Lantern Procession and Christmas Lights Switch-on.
8. To present two key campaign creatives, a graphical skyline and short video 'a Christmas thanks to Gloucester', capturing events across the season in the city, and that were easily identifiable as representing the city of Gloucester.

4.0 Tourism and Destination Christmas Campaign Evaluation Report 2023

The Evaluation Report provides information on the performance of the Christmas campaign, Gloucester Believes, delivered by the Tourism and Destination Team. The campaign was successful in achieving its aims, with growth observable against each of them.

Specifically, the report highlights:

- 4.1 The total Organic Reach of the campaign was 297k people.
- 4.2 The Winter Markets was the most viewed Festive Event on Visit Gloucester website.
- 4.3 The Visit Gloucester B2C Festive Newsletter had an open rate of 97.5%, which is exceptionally high.
- 4.4 Organic Engagement Rate on Visit Gloucester's social media channels were between 2 and 7% higher than the industry average for Travel, Hospitality and Leisure.
- 4.5 Visit Gloucester's festive film, 'a Christmas thanks', launched on 24 December 2023, had over 7,700 views.
- 4.6 Over 100k people were reached via our Paid Advertising Campaign for Gloucester Believes with SoGlos.
- 4.7 The Display Advertising with SoGlos achieved a 0.52% Click Through Rate, which is well above the SoGlos average of 0.14% for campaigns.
- 4.8 The lantern procession was the standout piece of Content Marketing via SoGlos, achieving high viewing numbers.
- 4.9 The Christmas Campaign landing pages on the Visit Gloucester website saw a 134% year on year increase in the number of views compared to 2022, and a 124% increased in the number of users. Between 1 Nov 2023 and 31 Jan 2024, 69,000 people used the Visit Gloucester website to find out about Christmas-related events.
- 4.10 Both Gloucester Quays and Gloucester Cathedral saw increases in footfall numbers in Nov and Dec 2023 compared with 2022.

5.0 Social Value Considerations

5.1 The total value added created by the Christmas campaign is difficult to quantify economically, however all marketing data reported, along with footfall, saw an increase when compared with the 2022 data. However, this campaign was also designed to raise pride in the community of Gloucester, where the city demonstrated its belief as the place to visit and encouraging both visitors and residents to believe in themselves. Tourism can be a catalyst for strengthening a local community by raising pride in their place and this was visibly apparent at the Lantern Procession and the Christmas Light Switch-On and activities in Kings Square, which launched the start of the Festive Celebrations. The turn-out at these events was significantly higher than in previous years, and the 'Gloucester Believes' campaign was a key part of that.

6.0 Environmental Implications

6.1 The campaign promoted all aspects of the city's festive offering as well as encouraging green forms of travel, and within the overall context of Visit Gloucester's Environmental objectives. The Christmas campaign was predominantly a digital campaign, including digital postering, and as such, had a low environmental impact.

7.0 Alternative Options Considered

N/A

8.0 Reasons for Recommendations

8.1 The report shows the impact of the Christmas Campaign in promoting the city and supporting our visitor economy businesses in November and December 2023.

9.0 Future Work and Conclusions

9.1 The success of the 'Gloucester Believes' campaign will be further developed in 2024, with expectation that it will generate an even greater reach and resulting positive impact on the city and its businesses. With the redevelopment of Visit Gloucester's website in the first half of 2024, we are hoping that the growth we see this year will be even higher.

10.0 Financial Implications

10.1 None directly arising from this report.

11.0 Legal Implications

11.1 None directly arising from this report.

12.0 Risk & Opportunity Management Implications

N/A

13.0 People Impact Assessment (PIA) and Safeguarding:

N/A

14.0 Community Safety Implications

14.1 None

15.0 Staffing & Trade Union Implications

15.1 None

VISIT GLOUCESTER

Gloucester Believes - Immediate Impact Report
18 November – 24 December



CAMPAIGN & CREATIVE

November 2023 saw Visit Gloucester launch the Gloucester Believes Christmas Campaign.

The campaign was created to celebrate all things Festive in the city, invoke that warm Festive Feeling, and provide both residents and visitors with all the information surrounding Festive Things to Do, See, Visit and Eat!

The creative was developed in-house, capturing landmarks & events that are easily identifiable as Gloucester, creating pride in our city, whilst promoting all Festive Activity.



VG AUDIENCES - RESULTS

3588

VG Christmas Newsletter Sent

3498

VG Christmas Newsletter
opened

728

Link Clicks from VG
Christmas Newsletter

5506

VG Gloucester Believes
landing page visits

7177

Visits to Winter Markets
Event Page, most viewed
VG Event Listing

297k

Total Organic Reach VG Social
Channels



ORGANIC SOCIAL ENGAGEMENT

Visit Gloucester achieved a total organic reach of 297k across its four social channels during the Gloucester Believes Campaign

During the campaign, Visit Gloucester's average engagement rates across all social media channels were well above the average engagements rates for Travel, Hospitality & Leisure

Instagram	Engagement	Reach	Impressions
Total	1,969	31,073	35,086

Facebook	Engagement	Reach	Impressions	Link Clicks
Total	11,999	251,340	257,090	1,850

Twitter/X	Engagement	Impressions	Link Clicks
Total	288	7,626	70

TikTok	Engagement	Views	Shares
Total	604	7,040	10

Reach – No. of individuals who see a post
Engagement – No. of users who like/share/comment

Engagement Rates	Industry Standard	Visit Gloucester (Nov & Dec)
Instagram	1.45%	5.92%
Facebook	0.85%	3.40%
X (Twitter)	1.20%	3.26%
TikTok	0.58%	7.34%



ORGANIC VIDEO ENGAGEMENT

Fluxx Films were commissioned to capture the Lantern Procession, Christmas Light Switch-on and other Festive Events and Activities – the film was shared on 24 Dec, and gained 7747 views. (Click to play the video on YouTube)



AD ENGAGEMENT

	Impressions	Clicks	CTR
Display Advertising	49,039	256	0.52



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Content Marketing	Views	Social Reach	Social Eng.
Hot List	2,311	5,436	351
Advertorial	745	2,813	96
Enhanced Event List	2,169	8,366	988
Editorial	8,320	23,115	1,673

We reached over 100k people via our Advertising Campaigns with SoGlos.

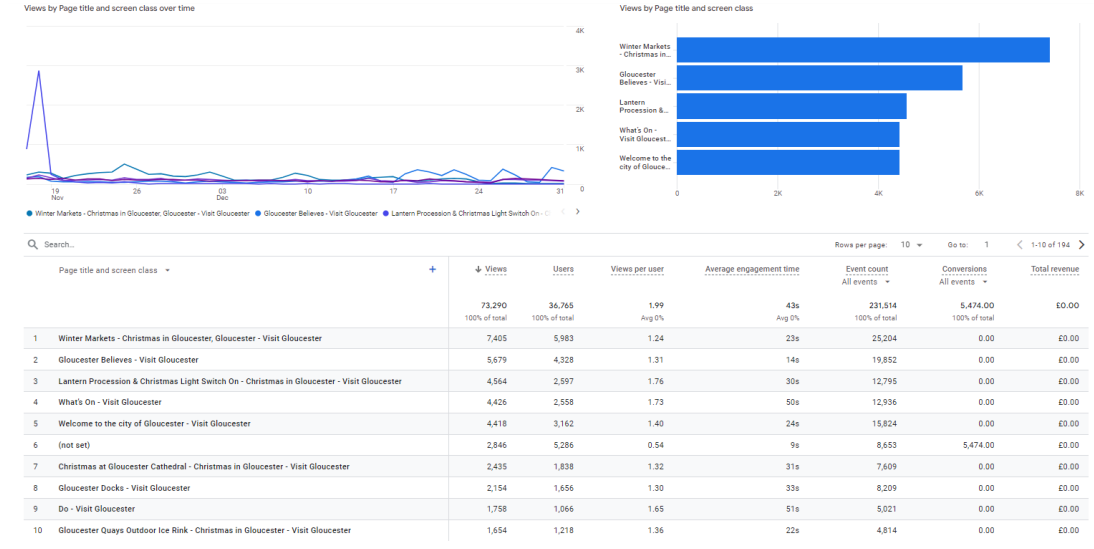
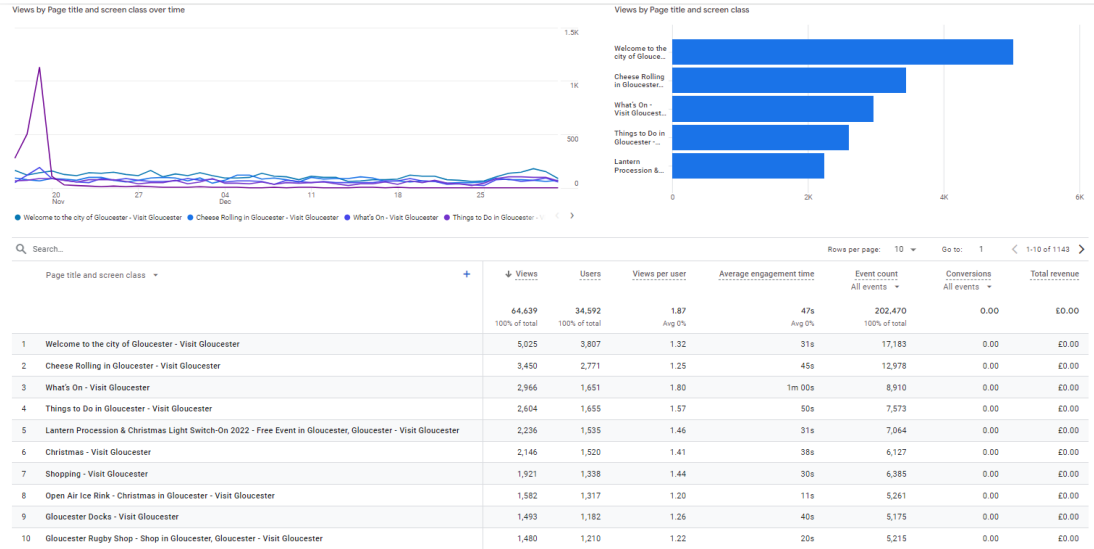
The display advertising performed exceptionally well, with a fantastic reach and engagement. In particular, the CTR being 0.52% which is well above the SoGlos average of 0.14% for campaigns.

The lantern procession was the stand out piece of content marketing – achieving really high views, whilst the Free Parking Editorial received a huge social reach/engagement



WEB ENGAGEMENT

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In Nov and Dec 2022 the Lantern Procession and Christmas Landing pages on Visit Gloucester ranked 5th and 6th in terms of page views, for the same period in 2023, the Winter Markets, Gloucester Believes and Lantern Procession pages ranked 1st, 2nd and 3rd.

In 2022, combined page views of the Lantern Procession and Christmas Landing page were 4,382, whilst in 2023 we saw a 134% increase on the like for like pages, with a total of 10,243 views, and a 124% increase in number of Users.



FOOTFALL DATA

Both Gloucester Quays and Gloucester Cathedral saw an increase in visitor numbers in both November and December 2023, compared with 2022. December footfall data for the city centre was unavailable at the time of writing this report. Gloucester Quays reported higher sales numbers in Nov than December 2023, demonstrating that in November, visitors were enjoying experiential visits, having done their shopping in November. This chimes with national data that highlighted shoppers spread the cost of Christmas in 2023, in the context of the Cost of Living Crisis.

Gloucester Quays Footfall:			
Nov-22	556,561	Dec-22	628,484
Nov-23	576,151	Dec-23	685,805
% Change	3.52%		9.12%

Gloucester Cathedral Footfall:			
Nov-22	26,380	Dec-22	39,992
Nov-23	26,859	Dec-23	42,635
% Change	1.82%		6.61%



VISITOR SURVEY RESULTS

The Gloucester Believes / Lantern Procession Visitor Survey was the subject of interference from bots, who submitted hundreds of entries with junk data. As such we are unable to report aggregated data from the survey. The survey will be re-built on an alternative platform and aggregated and trend data will be reported once collected and analysed.

The Destination Marketing team did manage to manually identified the below selection of comments linked to verifiable email addresses from survey submitters:

Any final thoughts or feedback about the Gloucester's Festive offerings as a whole?

The lights switch on was the best for a number of years, so much entertainment.

Free parking on Thursday's would encourage me to come to town, rather than only after 3pm.

Quite fragmented, different days and different times. Maybe group some together

Welcoming

Rich and colorful activities, fun and atmospheric.

No, I think it's pretty good

The lantern making workshop was a lot of fun and I hope to have another chance to participate in this activity







Meeting:	Cabinet	Date:	6 March 2024
Subject:	Provision of Leisure Services Update		
Report Of:	Cabinet Member for Culture and Leisure		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	Philip Walker, Head of Culture		
	Email:	philip.walker@gloucester.gov.uk	Tel: 396355
Appendices:	1. Freedom Leisure Operational Review February 2024 2. GCC Leisure Procurement timeline		

1.0 Purpose of Report

1.1 To update Cabinet on the current provision of leisure services and to demonstrate the procurement timeline for the future provision of leisure services.

2.0 Recommendations

2.1 Cabinet is asked to **NOTE**:

- (1) the provision of Leisure services since October 2023
- (2) the appointment of Freedom Leisure to deliver leisure services on behalf of the city council from 11 November 2023 to 1 January 2025

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

- (3) Authority is delegated to the Managing Director, in consultation with the Cabinet Member for Culture and Leisure and the Cabinet Member for Performance and Resources, to procure and award a contract for the longer-term provision of management of the facilities at GL1 and Oxstalls from 2 January 2025 following a full and robust tender process.

3.0 Background and Key Issues

3.1 Until September 2023 The Aspire Sports and Cultural Trust was contracted to provide sporting and leisure opportunities and to operate the Council-owned facilities at GL1 Leisure Centre and Oxstalls Sports Park. As noted in the council report in October 2023, Aspire Trust ceased to operate the facilities from 30th September. The Trust formally entered the liquidation process on 10 November 2023. Delegated authority to procure an interim provider was granted by council at an extraordinary meeting held on 19 October 2023.

- 3.2 Since 1 October 2023 the council took over the management of the council-owned leisure facilities and working with University of Gloucestershire, facilitated the temporary use of some of the pre-booked activities at Oxstalls Sports Park and the Arena. This enabled some of the regular clubs in the city to retain their training schedules with a minimal period of disruption. The council enabled one club access to the swimming pool for training at GL1. A regional swimming gala event took place over a weekend facilitated by the council events team and members of the club, with the support of contractors and partners. This ensured that a key event in the county's sporting calendar was honoured and the club was able to train in the lead up to the event.
- 3.3 Council officers and University colleagues were able to reopen their facilities to some of those regular clubs that required minimal external support to operate. Grass pitches at Oxstalls were reopened and made available to pre-booked clubs by the weekend 7 Oct 2023. 2G, 3G and 4G pitches were reopened by the following weekend to pre-existing bookings by regular clubs including hockey, football and rugby. The Council held meetings with representatives from many of the main sporting clubs using these facilities, including the swimming club, to identify ways in which those clubs could resume their use of the facilities (indoor and outdoors). The University was able to reopen its Arena facilities with immediate effect for its own internal teaching uses, to enable that educational provision to continue without disruption, and re-established some community usage of those facilities from 16 October 2023.
- 3.4 In parallel to this, Council Officers with the support of consultants The Sports Leisure Consultants (SLC), worked to appoint a leisure services provider on an interim basis, to bridge the 12–18 month gap until a longer-term provider is procured. Following an initial filtering stage, a small number of interested providers were invited to a tour of the facilities and then asked to submit written proposals. Their proposals were evaluated using the following criteria:
- The level of overhead and/or profit to be retained by the Operator
 - The level of service / customer offer the Operator proposes to provide within the Council's financial constraints
 - The speed, deliverability and robustness of the Operator's mobilisation plans
 - The Operator's track record of delivering high quality services
 - The Operator's overall capacity and resources to support with mobilisation and ongoing contract management
- 3.5 Following evaluation of the submissions Freedom Leisure was chosen to provide the interim management of the facilities from 11 November 2023. An agreement was drawn up and a letter of intent served as a guarantee to both parties until a contract could be agreed. The basis of the agreement was taken from the submission provided and the brief set by the council. The overall aim of the interim situation was to reopen the leisure facilities as soon as practicable and safe to do so in order to allow the public, clubs and users of the facilities to return.
- 3.6 An initial mobilisation meeting was held on Monday 30th October. This meeting identified a series of actions required and the council and the new operator, based upon their submission. Freedom Leisure mobilised extremely quickly. In line with the wishes of the council, within the first two weeks from the date of appointment their

team interviewed over 100 former Aspire staff, appointed 79 staff, provided training, inductions and contracts and were able to re-open the facilities to the public on Saturday 11th November for the majority of sports and leisure activities available. See Appendix 1 - Freedom Leisure Operational Review February 2024

- 3.7 To ensure that a strong working relationship was built between the council and the leisure provider, weekly meetings were established from 30th October. Since January, meetings have taken place on a fortnightly basis, alternating between a focus on Operational matters and Financial and Business performance. Monthly reports are presented and discussed and performance is monitored.
- 3.8 An interim contract has been drawn up based upon the Sport England standard contracts – based upon best practice for the leisure industry. This agrees the management fee that the council will pay to the operator and is capped at a level that is beneath the agreed budget approved by Cabinet.
- 3.9 Since operating the facilities Freedom Leisure have conducted visible marketing activity and offers. The town crier has been employed to promote and a series of public membership deals and offers have been issued, announced via the press and advertised using digital channels. Where possible, former members and regular users of the facilities have been contacted to encourage them to return.
- 3.10 The former Aspire Leisure Trust entered liquidation process on 10 November 2023 following a creditors agreement to formally appoint Crowe UK as the liquidators. The council as a creditor and is awaiting the outcome of the process to understand whether it will receive any recompense from this.
- 3.11 Appendix 2 shows the timeline for procurement of a longer-term leisure provider. An announcement was published in December to alert the leisure providers nationally that Gloucester is seeking a provider to take on the running of the leisure centres. The formal invitation to tender was issued in February 2024. A bidder's day on 5th March was conducted to allow interested operators to visit GL1 and Oxstalls and to better understand the opportunity to run the city's leisure facilities.
- 3.12 A funding bid to Sport England's Swimming Pool Support Fund (Phase II – Capital) was submitted in October with the announcement expected in Spring 2024.

4.0 Social Value Considerations

- 4.1 Sports and activity are closely linked to health and well-being. Due to the expedited procurement process necessary to reopen these leisure facilities as soon as possible, social value considerations were not evaluated as part of this procurement process for an interim provider. However, social value considerations does form part of the procurement process for the longer-term leisure services provider.
- 4.2 Council officers are working with the preferred interim service provider Freedom Leisure to ensure that as many social and well-being outcomes as possible can be re-established as part of that short-term contract, including the reinstatement of the Health Hub at GL1.

5.0 Environmental Implications

- 5.1 Leisure services are one of the Council's major contributors of greenhouse gas emissions. As such, reducing those emissions can play a significant role in the Council's climate emergency agenda. Coupled with rising energy prices there is a major incentive for both the Council and its leisure operator to invest in technology to reduce emissions.
- 5.2 The council will continue to seek innovative solutions to reduce and minimise the carbon emissions of its own facilities and encourage, through its partners, greater participation in active travel and physical activity to support its ambitions to become carbon neutral by 2030.
- 5.3 Should the bid to Swimming Pool Support Fund capital funding bid be approved measures to decrease the environmental impact of the GL1 Leisure Centre will be implemented.

6.0 Alternative Options Considered

- 6.1 None

7.0 Reasons for Recommendations

- 7.1 The procurement of an interim leisure provider to manage the Council's and University's leisure facilities for sports clubs, public and community use, was considered the best option to improve the social, physical, and mental well-being of the residents of Gloucester in the most economical way.
- 7.2 The procurement of a long-term leisure operator will deliver the best outcome for Gloucester residents in the current circumstances.

8.0 Future Work and Conclusions

- 8.1 Appendix 2 shows the timeline for procurement of a long-term leisure provider.
- 8.2 Subject to a successful outcome of the bid to Sport England for capital investment funds from the Swimming Pool Support Fund (Phase II), the council will invest into capital works on improvements to GL1 facilities to implement a series of energy saving measures. These will be delivered in 2024-25 with the benefits of these being seen in future years through reduction in operating costs and energy usage reductions. The measures will contribute towards the council's net-zero targets.
- 8.3 Discussions with swimming clubs and national sporting body Swim England will be held to consider upgrades to the swimming pool timing system to enable regional and national galas and competitions to be held in Gloucester at GL1.

9.0 Financial Implications

- 9.1 The creation of a leisure contingency fund of £260k was agreed at November council to finance the procurement of an interim leisure operator to reopen the facilities from November 2023 to end March 2024. This figure was provisionally earmarked as the additional sum that Aspire Trust indicated it needed to continue to trade beyond September to the end of the financial year. This has created an in-year financial pressure on the Council's finances that will be managed through other budgetary

corrective action or through the use of one-off reserves. The cost of this interim service provision into 2024/25 has been factored into budget proposals agreed by Council in February 2024.

- 9.2 As a creditor of the Aspire Leisure and Cultural Trust, the council can expect to be recompensed for some of the debt owing to the city council.
- 9.3 The council applied for funding from the Sport England Swimming Pool Support Fund 2 – Capital Phase. If successful, this will deliver funding into the city council to be spent on energy efficiency measures on GL1 over the course of 2024/25.
- 9.4 Some budget will be required to be spent on the facilities maintenance and monthly reconciliation with Freedom Leisure will be agreed at monthly financial performance meetings.

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

10.0 Legal Implications

- 10.1 There are a number of legal implications arising from matters in this report and the proposed course of action, including but not limited to:
- Finalising the contract between the council and the interim operator Freedom Leisure
 - Development of contract for long-term procurement of leisure provider
- 10.2 The council will need to consider any terms or conditions imposed by grant funders and seek advice where required.

(One Legal are providing ongoing support on the above)

11.0 Risk & Opportunity Management Implications

- 11.1 The risks are principally financial and legal and are covered in more detail above.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 The Council recognises that the provision of leisure facilities, including swimming and club activities, is an important aspect of wellbeing including mental health. Further, that such facilities do play an important role in the lives of some people with protected characteristics.
- 12.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact from implementing the recommendations in this report, therefore a full PIA was not required. If another provider were to be in place on an interim basis, there would be no adverse effect on those with protected characteristics as they would have the ability to access the facilities.
- 12.3 The Council when deciding about long-term provision, must ensure that they have had due regard to the Public Sector Equality Duty in assessing how such a provision should be provided for.

13.0 Community Safety Implications

13.1 None.

14.0 Staffing & Trade Union Implications

14.1 The interim provider Freedom Leisure guaranteed priority interviews for former members of staff of the Aspire Trust for equivalent roles in the new provision. Interviewed 100 staff and appointed 79 staff under their terms and conditions.

Background Documents:

1. [Sport and Physical Activity strategy 2023-2028](#)

Gloucester City Council

February 2024 Update

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“ improving lives
through leisure ”



www.freedom-leisure.co.uk

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Strategy



People
Passionate, bespoke and local



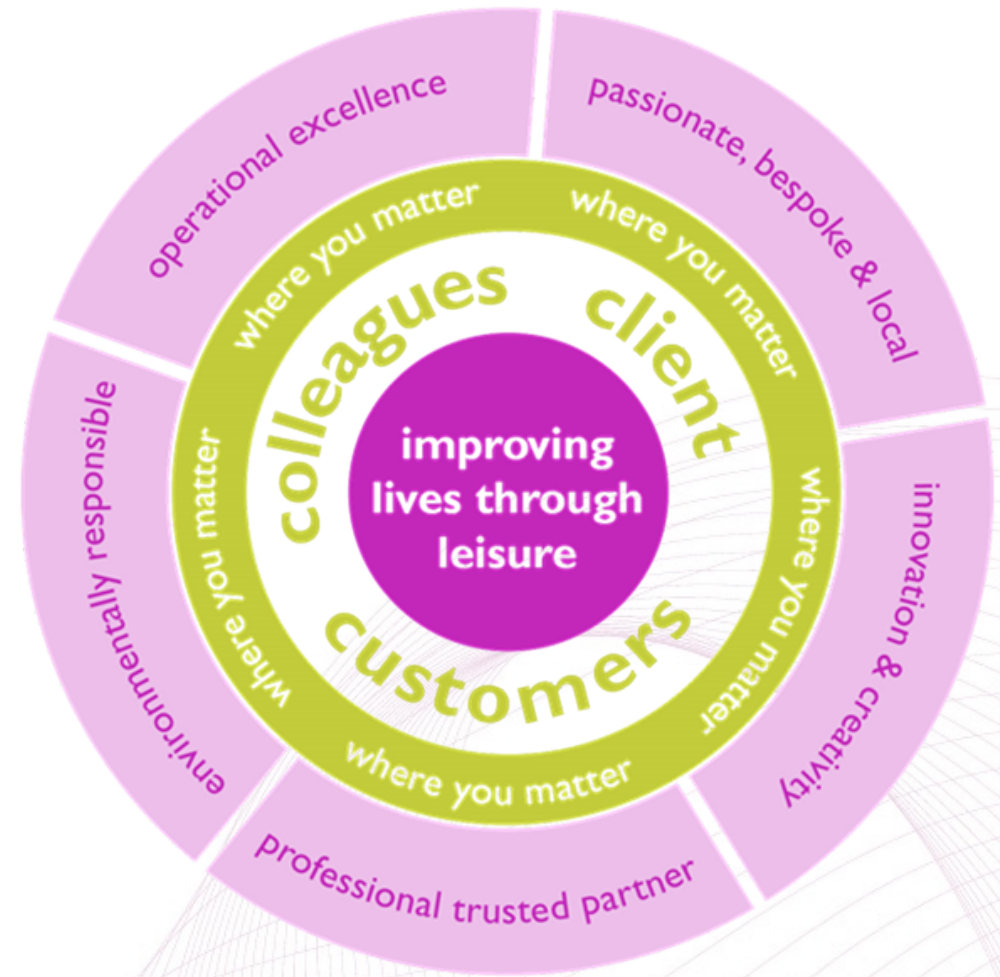
Process
Operational excellence / environmentally responsible



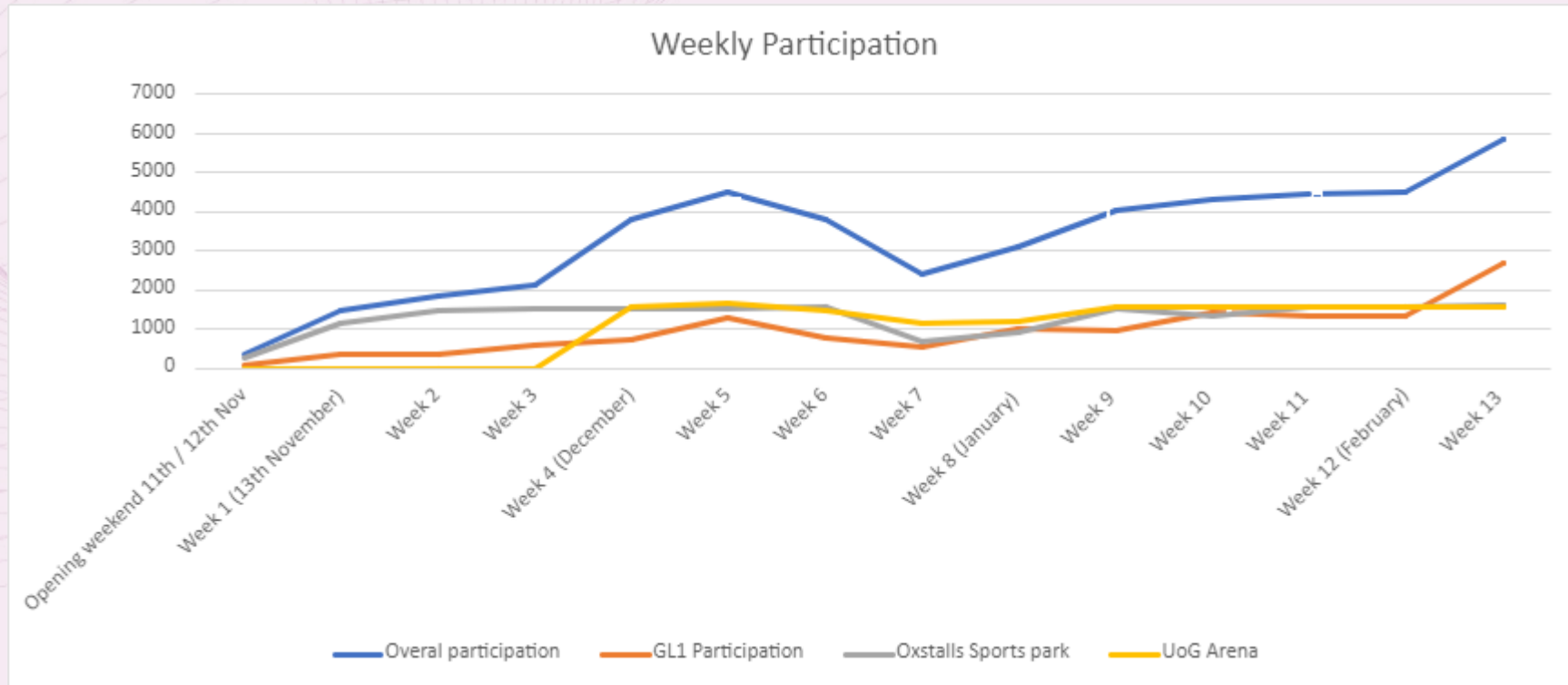
Customer
Professional trusted partner



Product
Innovation & creativity



Participation



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46,685 
Total visitors

6,585 
Swim visits

2,565 
Tennis visits

6,788 
Gym & Group
Exercise visits

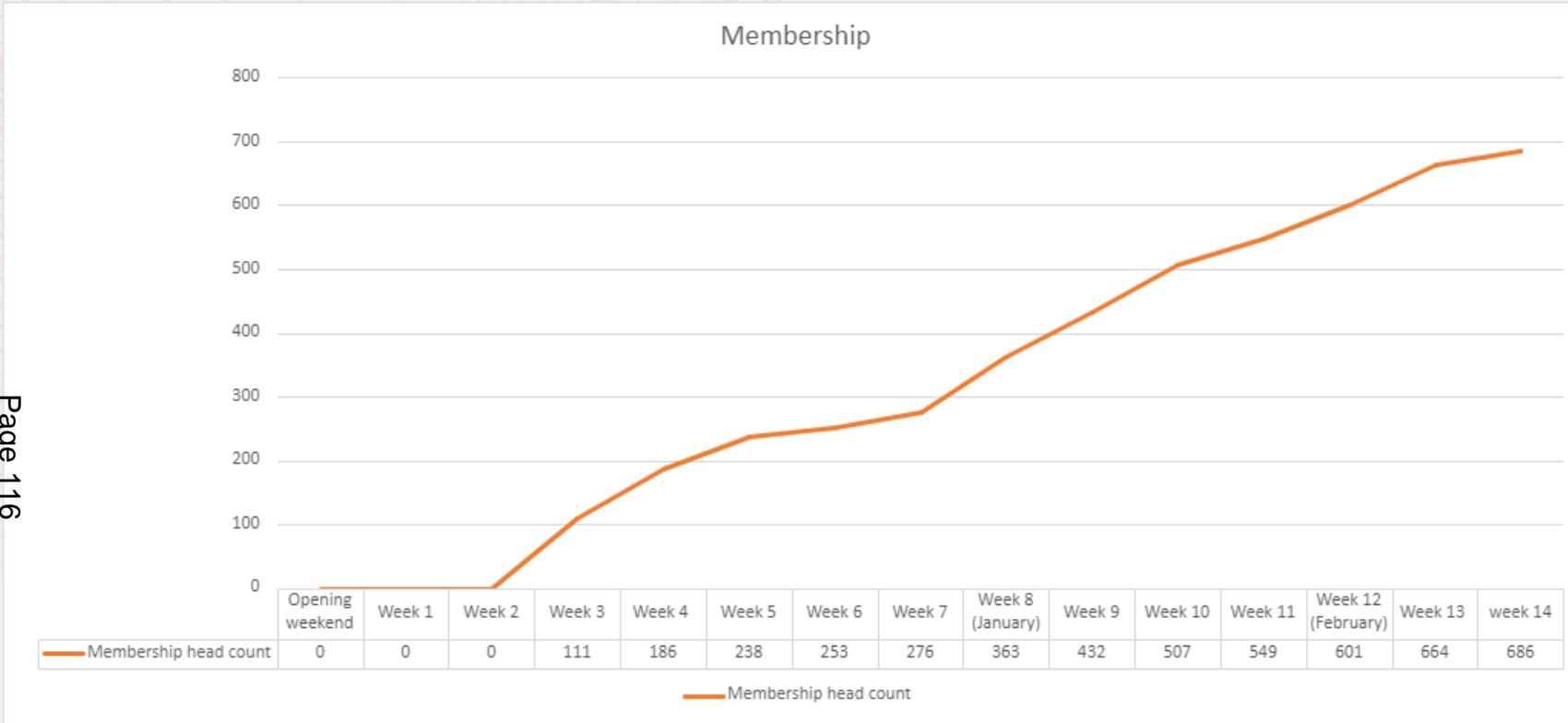


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Performance - Membership

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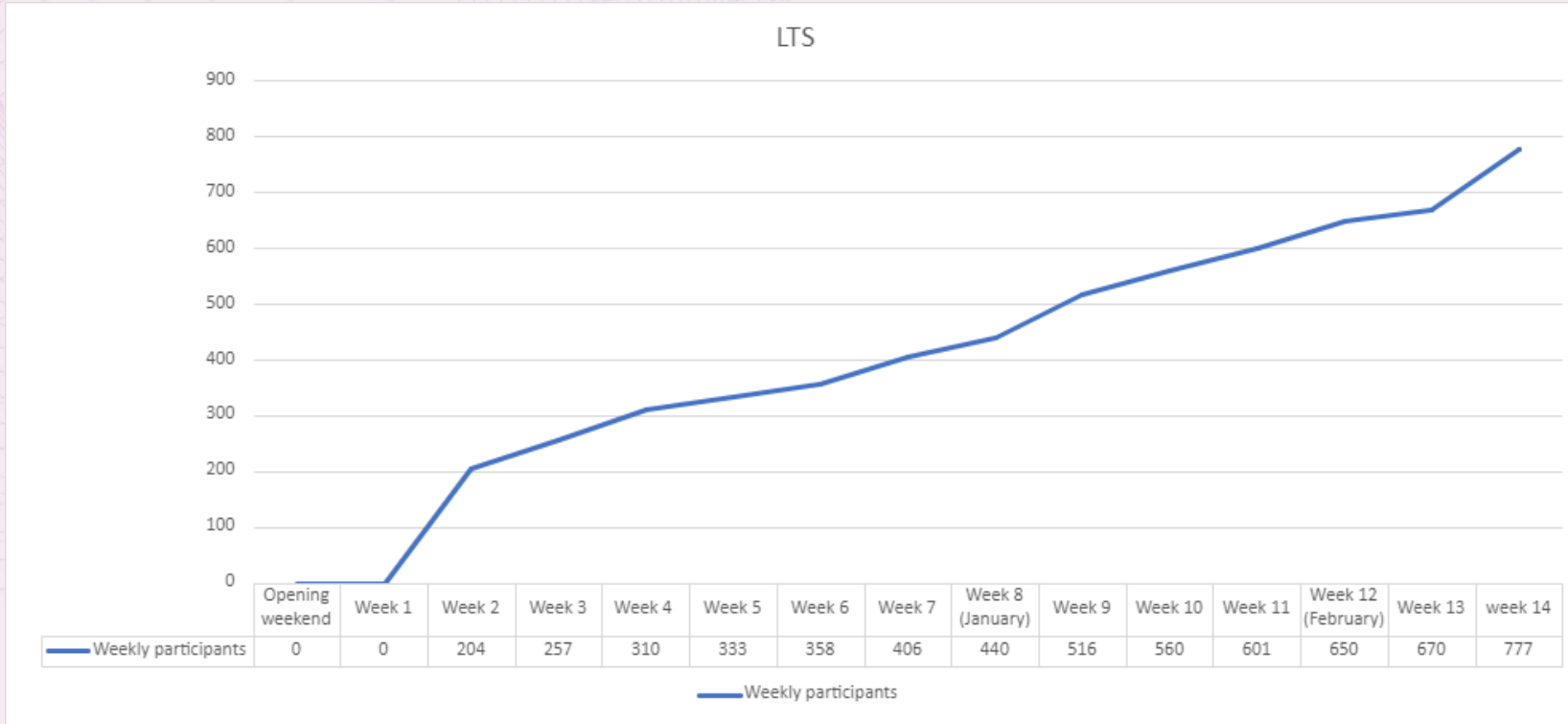


**Pre-closure:
1,032**



Performance - LTS

Page 117

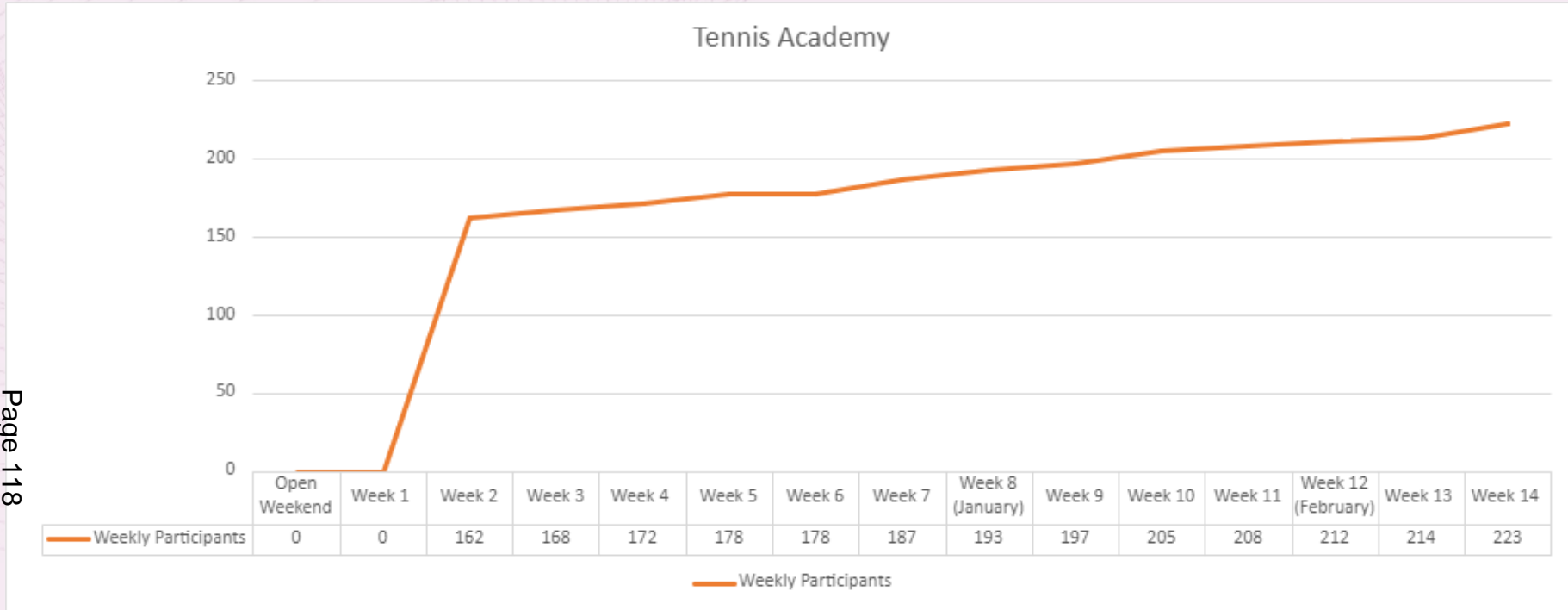


**Pre-closure:
1,313**



Performance – Tennis Academy

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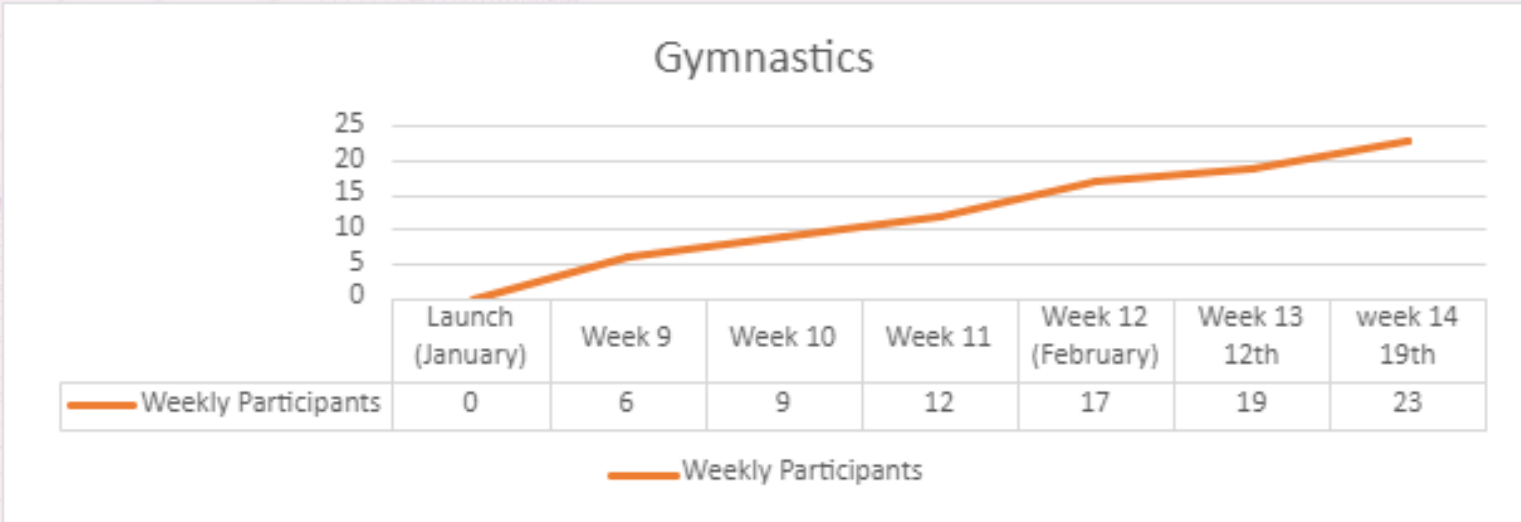


**Pre-closure:
251**



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**Pre-closure:
72**



Half term week headlines

5,864



Total visitors
24% increase

Page 120

1,699



Swim visits
61% Increase

263



Tennis visits
13% Increase



57%



Casual income
increase

1,008



Gym & Group
Exercise visits



“You said, We did”

“Can we have Adult swimming lessons?”

We introduced 2x adult swim lessons on Mondays, we currently have 14 on the programme.

“How can we stay up to date on new information about the leisure centre if we don't have access to social media?”

We have now launched a monthly customer newsletter (Next slide)

“Can the gym be opened earlier on weekends?”

Following a number of customer feedback, we will be opening the gym earlier, at 7am on a Sunday morning effective 2nd March

“There is a lack of access to hot drinks”

A hot drinks vending machine being introduced at GLI w/c 12th February. Additionally, new vending machines in Oxstalls and the Arena. Furthermore, The café will open on a Wednesday at Oxstalls.

“The new parking arrangement with ASDA is a great improvement on the car park at GLI. The app is easy to use and you don't have to go and feed the meter in between classes. Thank you Freedom!”

We will include this update within the latest customer newsletter



Welcome to GL1 Leisure Centre's Newsletter!

Welcome to the first newsletter from Freedom Leisure Gloucester, the new operator of GL1 and Oxstalls Sports Park. Freedom Leisure are excited and thrilled to have the opportunity to work with the people of Gloucester and support them in their pursuit of a healthy and active lifestyle.

Park for FREE at Asda

We've struck a great deal with Asda supermarket for our customers to use their car park absolutely free of charge and allows customers to park for in excess of two and a half hours enabling you to spend more time with us!

Simply visit reception to scan and download the parking QR code to your phone. At the time of parking, just open the QR code, enter your vehicle registration number and you're good to go.

The Freedom Leisure app is ready to download

Our app makes it quicker and easier than ever to book classes and activities, and keep up to date with your local centre news.

If you enable notifications you'll be the first to hear all the latest news and offers from your centre too.

[Find out more here](#) or [click here to download](#)



February offers for you and your friends

We're sharing the love in Valentine month!

Members, you can share the love too! - bring a friend or two, or three to any of our great exercise classes, **absolutely FREE of charge.**

PLUS . . . Refer membership to a friend and you BOTH get next month half price!

[Click here to refer your friend or family](#)



Learn to Swim at GL1!

Our LEARN TO SWIM programme is now fully operational and some spaces are still available. Plus the adult LEARN TO SWIM programme is also now open for bookings.

To book, please call 01452 396666 or register your interest by [clicking here](#).



Looking to try some new exercise classes?

You can view our great exercise class timetable by [clicking here](#)

For Aqua Fit lovers, in response to customer demand we've now added new classes: **Tuesday at 12:05pm and Wednesday at 7:15pm.**



Looking for Tennis lessons? Oxstalls can help!

We have lessons available for Adults and Children. Our lessons are always fun, great exercise and will develop your tennis skills!

All our lessons will be delivered by our team of experienced and highly trained coaches - hurry as spaces are limited.

Visit the website link for prices and lesson timetable [here](#)



Gymnastics is back at GL1 - first session FREE!

Our extensive gymnastics programme is the perfect addition to your child's development. Our highly trained instructors will lead fun, safe and engaging lessons designed to improve your child's balance, stability, mobility and flexibility.

Find out details including price and how to book by [clicking here](#)



Find out more about Freedom Leisure

Freedom Leisure is one of the UK's leading not-for-profit charitable leisure and cultural trusts.

We operate over 100 leisure, cultural and entertainment venues across the UK. Our mission is to 'improve lives through leisure'.

Want to find out more about Freedom Leisure? [Click here](#)



Are you following us on social media?

Our Facebook and Instagram pages are full of exciting news and the photos/videos of our fantastic customers enjoying their visits! Click the links below to follow our pages:

Facebook- [click here](#)

Instagram- [click here](#)



Thank you for your continued support and we hope you are enjoying using our facilities at GL1!



Site Graphics update



Full site re branding – W/C 19th February



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Site Graphics progress

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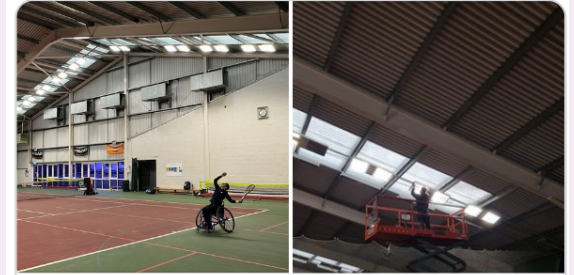
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Key investment and R&M

1. Re-lamping of Tennis courts - **Complete**
2. Pool inflatable – **Launched Saturday 10th February**
3. **Outdoor Tennis courts surface deep clean- Complete Friday 9th February**
4. **Pool grating GLI – Estimated delivery 19th March (8 week lead time)**
5. **Water Polo goals- National Age group championships Saturday 20th April**
6. **LTA License**

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 Oxstalls Sports Park
1 d · 🌐



 Oxstalls Sports Park
3 d · 🌐

The indoor court lights are being improved this week, Will is the first to experience court 1 😊🗨️

The rest to follow over the course of this week 😊

Watch out for some outdoor court updates too 😊🗨️

GoCardless Swim England Water Polo National Age Group Championships U17 & U19 2024

Sat 20 Apr 2024 - Sun 21 Apr 2024

 National, South West
Events and Competitions




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Colleagues

 GL1 Leisure Centre - Gloucester
1 d · 🌐

We love getting feedback about our amazing swim team.

Today it's Matt's turn! Matt is one of our swimming teachers who specialises in adults with anxiety in the water.

Andrea who had her first lesson with him on Monday said 🙌 ... See more



No of Employees

92

Regional manager Lee Thomas said the closure had a profound impact on staff and the community but clients had come back to the centre quickly.

"There's clearly a need for facilities like this to be open," he said.

"When it's the heart of a community, many people have social connections and emotional attachments to the site and being back open allows them to continue them, which you can't get everywhere."

- BBC News



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Gloucester City Council

- **Monthly performance meeting**
- **Monthly Operations meeting**
- **Quarterly presentation**

University of Gloucestershire

- **Daily check in with on site management team**
 - 8:30am
- **Weekly Operational planning meetings**
 - 8am every Monday
- **Monthly Operational Meeting**
 - 11am 3rd Friday of each month
- **Monthly sports facilities management board**
- **February – Community Committee Meeting**



Customers

GL1 Leisure Centre - Gloucester
4 January · 🌐

First Syngry class of 2024
So much fun this morning
[freedom-leisure.co.uk/centres/gl1](https://www.freedom-leisure.co.uk/centres/gl1)



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GL1 Leisure Centre - Gloucester
12 January at 10:11 · 🌐

Competition Winner 🥁 Drum Roll...🎵
The winner of our Annual Membership Competition was... Sarah Cox!
Congratulations from everyone at GL1 Leisure Centre!
Thank you to everyone who entered.



👍❤️ 34

2 comments 1 share

Social media analytics (January)	
Reach	27.3k
Profile visits	6,186
Followers	853
Posts	84

GL1 Leisure Centre - Gloucester
25 January at 16:19 · 🌐

Saturday 11AM come on down to Kings Square in town we have zumba, free guest passes and a chance to win a month's free membership! We have staff available for all the questions you have regarding the new changes we have to offer aswell as a tour of GL1 also running to show you all the amazing areas of our facility. 🥁🎵🎉
We hope to see you there!
Enquire here-
<https://www.freedom-leisure.co.uk/centres/gl1/enquire-now/>



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Local & National outreach

- **Swim England**
 - *Swim teacher campaign*
- **Active Gloucestershire event scheduled for 24th February**
 - *Glos Police*
 - *Glos City Council*
 - *Community Builders*
 - *Active Glos*
- **Cancer research & Marie Cure cancer charities**
 - *Swimathon 26th – 28th April*
- **Eastgate shopping centre**
 - *Active Work force week 4th-10th March*
- **Gloucester Rugby Club**
 - *150 year celebration April 2024, focus on Ladies rugby*
- **CIMSPA- Sport and Physical Activity Skills Board Gloucestershire**
 - *Skills survey audit*
- **Lawn Tennis Association (LTA)**
 - *Tennis plan development*



FREE ACCESS!

Active Workforce Week
In partnership with Eastgate Shopping Centre
Monday 4 - Sunday 10 March 2024
Use GL1 Leisure Centre and Oxstalls Sports Park for FREE - No strings attached!

KW KING'S WALK GLOUCESTER
@eastgate
Gloucester City Council Transforming Your City
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Successful PR %

100%

[GL1 leisure centre: 'It's amazing to be back where I belong' - BBC News](#)

[Gloucester flooding: Residents evacuated as water continues to rise - BBC News](#)



BBC Sign in LIVE Home News Sport Weather iPlay

NEWS

Home | Israel-Gaza war | Cost of Living | War in Ukraine | Climate | UK | World | Business | Politics | Culture

England | Local News | Regions | Gloucestershire

GL1 leisure centre: 'It's amazing to be back where I belong'

© 24 January

Simone Douglas was among 150 staff to lose their jobs when Aspire went into liquidation

Marketing campaigns



February Half Term Indoor Tennis camps

<p>For under 8yrs: Tuesday 13 February 10.30am - 12.30pm £20 per player</p>	<p>For 9yrs+: Wednesday 14 February 9.30 - 12.30pm £30 per player</p>
---	---

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We've got Gloucestershire covered!



Gloucestershire Connected Membership
Discover a healthier, happier you with Freedom Leisure

ENQUIRE NOW!

Gloucester City Council   




REFER A FRIEND
& get one month **HALF PRICE** each!

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Your NEW Freedom Leisure app is ready!

Download now from your chosen app store

Search 'Freedom Leisure' & choose YOUR centre!

Available on the App Store 

www.freedomleisure.co.uk

Gloucester City Council 

Full-size equipped Gymnastics Centre



Gymnastics at GL1 Leisure Centre

Mondays & Thursdays
4.15 - 5.15pm: 4 - 6yrs / 5.15 - 6.15pm: 6yrs+

British Gymnastics  

LOVE February Likeminded Peeps



JOIN TODAY!



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Why will we make it work?

- A genuine Not for Profit Trust with HMRC approved exempt charity status.
- We have no shareholders and as an exempt charity we re-invest all our surpluses back into the services we operate to provide our customers the best possible service we can.
- Significantly reduced central overhead costs whilst still adding additional corporate resources
- Dominant local presence geographically having resources in Forest of Dean, Worcester, Malvern, Tenbury, Cotswolds and South Somerset
- Internal Marketing team which removes the need to outsource the department
- Internal Direct debit collections process
- National preferred supplier and contractor rates – buying power
- Best in sector for Environmental & sustainability management
- Local and bespoke uniqueness to individual partnerships
- Early review of fees & charges to ensure the facilities are more accessible to all
- New bespoke membership product offering to improve retention
 - Concessionary rates
 - Swim Only membership
 - Gloucestershire Connected membership

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Gloucester City Council Procurement		 LINKED TO PROJECT PLAN						
File	Version 1.0	Dates Completed W/E	Start (week number)	End (week number)	Dates Actual W/C	Dates Actual W/E	Status	Comment
QA	Duncan Wood-Allum							
Date	27/02/24							
Activity								
STAGE 1: PROJECT INCEPTION								
1.1	Project inception meeting to establish information requirements, project scope and project plan via TEAMS	11/08/23	1	1	07/08/23	11/08/23	Completed	Completed on 15/08/23
SubTotal								
STAGE 2: PROCUREMENT STRATEGY								
2.1	Development of Procurement Strategy Key Considerations briefing paper. This includes contract length, risk allocation for R&M and utilities, strategic objectives and associated contract KPIs, approach to pricing and concessions, potential investment, evaluation criteria etc.	18/08/23	1	2	07/08/23	18/08/23	Completed	Draft issued on 17/08/23
2.2	Procurement Strategy Workshop with key senior stakeholders to explore and refine key considerations as set out in briefing paper. (On the same day as Spec Workshop)	25/08/23	3	3	21/08/23	25/08/23	Completed	Held on 24/08/23
2.4	Final Procurement Strategy Report with key decisions from Workshop for Cabinet approval.	01/09/23	4	4	28/08/23	01/09/23	Completed	Issued on 30/08
SubTotal								
STAGE 3: PROCURMENT DOCUMENTS								
3.1	Services Specification meeting to explore and refine key requirements to inform drafting of Services Specification document. (Same day as Procurement Strategy Workshop)	01/09/23	4	4	28/08/23	01/09/23	Completed	Held on 24/08/23
3.2	Draft Services Specification document.	22/12/23	5	20	04/09/23	22/12/23	In progress	Next action - SLC to revise draft to encompass any known amendments due to relaunch and reissue to PW - 10 Nov Secondary action: PW to review and return with amendments / actionable responses to comments - 15 Dec SLC to provide further draft iteration by 22 Dec
3.3	Draft ITT document including SSQ and evaluation criteria.	22/12/23	4	20	28/08/23	22/12/23	In progress	Next action - SLC to revise draft to encompass any known amendments due to relaunch and reissue to PW - 10 Nov Secondary action: PW to review and return with amendments / actionable responses to comments, in advance of sharing for discussion with UoG and BCCBS - 8 Dec Discussion with UOG /BCCBS w/c 11 Dec to inform further draft developed by SLC by 22 Dec
3.4	Input into Draft Risk Allocation Matrix and Contract to be produced by legal partners and input into draft contract documents.	08/09/23	5	5	04/09/23	08/09/23	In progress	Sessions held previously with Sharpe Pritchard Next action: SP to share draft for SLC and GCC review, identifying any outstanding areas
3.5	Final Services Specification, SSQ and ITT following client review and input.	26/01/24	23	25	08/01/24	26/01/24		Finalisation of documents following GCC / BCCBS / UoG review (between 22 Dec and 8 Jan)
3.6	Final ISFT document	21/06/24	46	46	17/06/24	21/06/24		
SubTotal								
STAGE 4: PROCURMENT PROCESS								
4.1	Draft FTS Notice - SLC input	09/02/24	27	27	05/02/24	09/02/24		
4.2	Publish FTS notice and commence procurement - 12th Feb 2024	16/02/24	28	28	12/02/24	16/02/24		
4.3	Market interest bidders day and site tours. SLC to attend and produce programme.	01/03/24	30	30	26/02/24	01/03/24		Date to be set for inclusion in ISIT

4.4	Hold evaluation training and preparation workshop via TEAMS	26/04/24	38	38	22/04/24	26/04/24		
4.5	Deadline for Initial Tender and SSQ Submissions - 10th April 2024	10/05/24	40	40	06/05/24	10/05/24		
4.6	Evaluate ISIT quality section submissions (assume 3 Bids). Includes evaluation panel meeting.	07/06/24	41	44	13/05/24	07/06/24		
4.7	Undertake negotiation meetings with bidders.	14/06/24	45	45	10/06/24	14/06/24		
4.8	Commence Invitation to Submit Final Tender in Final Tender Instructions - 24th June 2024	28/06/24	47	47	24/06/24	28/06/24		
4.9	Deadline for Final Tender submissions - 2nd Aug 2024	02/08/24	52	52	29/07/24	02/08/24		
4.10	Evaluation of ISFT submissions (assume 3 bids) including attendance at evaluation panel.	16/08/24	53	54	05/08/24	16/08/24		
4.11	Final evaluation panel meeting.	23/08/24	55	55	19/08/24	23/08/24		
4.12	Preparation of procurement outcome report for internal scrutiny and GCC approval.	30/08/24	56	56	26/08/24	30/08/24		
4.13	COUNCIL GATEWAY Approval of Preferred Partner - Sept 2024	13/09/24	58	58	09/09/24	13/09/24		
4.14	Send letter notifications to bidders - incl. scores and commentary - SLC input.	20/09/24	59	59	16/09/24	20/09/24		
4.15	Standstill period - Sept / Oct 2024	04/10/24	60	61	23/09/24	04/10/24		
SubTotal								
STAGE 5: PROJECT MANAGEMENT AND MOBILISATION								
5.1	Support dataroom with bidder clarifications.	19/07/24	28	50	12/02/24	19/07/24		
5.2	Support with contract mobilisation.	06/12/24	62	70	07/10/24	06/12/24		
5.3	Project management and contingency.	03/01/25	1	74	07/08/23	03/01/25		
5.4	CONTRACT COMMENCES - 2 Jan 2025	03/01/25	74	74	30/12/24	03/01/25		
SubTotal								
ADDITIONAL WORK FOR UNIVERSITY OF GLOUCESTER								
6.1	Hold meeting with University to develop Specification and agree University Specific method statements.	01/12/23	3	17	21/08/23	01/12/23	In progress	Next Action: Meet with UoG regarding proposed changes to specification (based on mark up of documents previously provided to UoG for discussion) Secondary action: Meeting with UoG, GCC and BCCBS re method statements and evaluation.
6.2	Draft University Specification.	22/12/23	15	20	13/11/23	22/12/23		Next Action: Implement agreed approach to specification drafting and issue for UoG review
6.3	Final Services Specification.	26/01/24	23	25	08/01/24	26/01/24		
6.4	Input into University specific contract.	26/01/24	16	25	20/11/23	26/01/24		
SubTotal								
ADDITIONAL WORK TO INCLUDE BLACKBRIDGE COMMUNITY SPORTS HUB								
7.1	Hold meeting with Blackbridge Charitable Community Benefit Society Trust to develop Specification and agree University Specific method statements.	01/12/23	3	17	21/08/23	01/12/23	In progress	Next Action: Meeting with UoG, GCC and BCCBS re method statements and evaluation
7.2	Draft Blackbridge Specification.	22/12/23	15	20	13/11/23	22/12/23		Next Action: Review and implement feedback on specification and reissue secondary draft for BCCBS review.
7.3	Final Services Specification.	26/01/24	23	25	08/01/24	26/01/24		
7.4	Input into Blackbridge specific contract.	26/01/24	16	25	20/11/23	26/01/24		
SubTotal								
Total								



Meeting:	Cabinet	Date:	6 March 2024
Subject:	2022-2024 Council Plan Six Month Update		
Report Of:	Leader of the Council		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Lauren Richards, Democratic and Electoral Services Officer		
	Email: Lauren.Richards@gloucester.gov.uk Tel: 396735		
Appendices:	1. Biannual Progress Report on Council Plan Actions and Projects 2022-2024 2. Recommendations of the Overview and Scrutiny Committee		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide an update on the delivery of the activities as outlined in the Council Plan 2022-2024, to build a greener, fairer, better Gloucester.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that progress on delivery of the Council Plan 2022-2024 be noted.

3.1 Background and Key Issues

3.2 The Council Plan was approved unanimously by Council in January 2022. It set out the vision for the Council, its partners, and residents to “build a greener, fairer, better Gloucester”. The Plan details the Council’s planned projects and activities between 2022 and 2024, to achieve its ambition of improving the lives of everyone who lives in, works in and visits Gloucester.

3.3 There are three priorities that set out how we will achieve our vision:

- Building greener, healthier, and more inclusive communities
- Building a sustainable city of diverse culture and opportunity
- Building a socially responsible and empowering Council

3.4 The Plan set out 45 actions, split equally across three priorities, with 15 actions in each priority area. It should be noted that some of the actions represent activity that will become business as usual, but for the purposes of the action tracking will have a completion date of the end of the Plan period.

3.5 Delivery of the Council Plan continues to be encouraging across all priorities. Of the 45 actions that are listed in the Council Plan:

- 35 actions (77.8%) are completed or currently expected to complete on time
- 9 actions (20%) are currently delayed
- 1 action (2.2%) is not expected to be completed

3.6 Appendix 1 provides an update on each action. Attention is drawn to the following significant achievements:

- Work at the Forum has been progressing as planned on site. All buildings are now largely constructed with cladding nearing completion and first fitout underway. IHG has been selected as the hotel operator, Q-Park have been selected as the carpark operator and Reef (the Council's development partner) have taken a lease on 1.5 floors of the office space. Reef and Officers continue negotiations with a number of potential office occupiers, who will be announced in due course.
- The model of a Skills Academy based in the city centre has been successfully delivered by Kier at The Forum. As of November, 2023 the Learning Hub reported, through Kier and its subcontractors that it had provided:
 - 12 FTE jobs for local people
 - 152 hours of careers support to young people (16-24)
 - 2456 formal training hours
 - 9 apprenticeships.

The Council is discussing with Kier Construction how it might continue to sustain the Learning Hub beyond the project in order to support other projects in the city.

- The Council and its partners have submitted several successful funding bids to the Arts Council England, including bids from a number of city-based organisations to become National Portfolio Organisations (NPOs). The number of National Portfolio Organisations in the city has increased from 1 to 4. The total annual investment into these 4 organisations is c.£900k per annum, totalling £2.7m for the period 2023-2026 and represents a 1,039% increase in investment into the city.
- The Council continues to make progress against the objectives set out in the Open Spaces Strategy. Notable activity includes a new Orchard at Hempsted, £100k spent on local playground repairs, £100k in grant funding for sports clubs for grass pitch improvements and the retention of Green flags for existing sites. The Council applied for green flag status for Gloucester Park in January 2024 and judging will take place in May 2024.
- Throughout 2023/24, the Council continued to promote, monitor and improve the self-service and online channels available to residents. Many services can now be accessed online including fly-tipping, missed bins, street scene service, extra waste containers etc. During 2023/24, an online booking facility for bulky waste collections was created which was well received, and we also worked with Ubico to implement a real time system for waste collections, which provides enhanced visibility on collections.

- The total number of customer service interactions has decreased by 15% (comparing 01/04/2022 – 31/12/2022 and 01/04/2023 – 31/12/2023), indicating that the Council's focus on improving the customer journey is moving in the right direction. With more residents choosing to use Report It and Contact Us, instead of telephoning the Council, we have remained stable with our average wait time for calls to be answered, thereby providing an improved standard of service to those who prefer to speak to us about more complex queries.
- The Gloucester Climate Change Strategy has now been completed and is currently being taken through the Council's governance procedures.

4.0 Social Value Considerations

- 4.1 Several actions relate directly to the Council's objective of generating social value from its activities.

5.0 Environmental Implications

- 5.1 Tackling climate change is one of the key themes embedded throughout the Council Plan and actions have been developed with this in mind.

6.0 Alternative Options Considered

- 6.1 This is a progress report therefore alternative options are not applicable.

7.0 Reasons for Recommendations

- 7.1 This update on the delivery of the Council Plan 2022-2024 enables Members, partners, and residents to hold the Council to account for the delivery of its planned actions.

8.0 Future Work and Conclusions

- 8.1 Work will continue towards achieving the actions, with activity built into 2023-24 Service Plans. Monitoring is continuous and the next progress report will come forward in six months.

9.0 Financial Implications

- 9.1 None arising directly from this report.

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

10.0 Legal Implications

- 10.1 Officers will continue to work together with One Legal to implement the delivery of the activities as outlined in the Council Plan 2022-2024.

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

11.0 Risk & Opportunity Management Implications

11.1 Management of risk and opportunity is overseen by those with responsibility for leading on each action.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 This is an update report for information only and there are no safeguarding matters to consider. Therefore, a PIA is not applicable.

13.0 Community Safety Implications

13.1 One of the Council Plan priorities is 'Building greener, healthier, and more inclusive communities' and actions within this priority have been developed with the aim of having a positive impact on community safety.

14.0 Staffing & Trade Union Implications

14.1 None arising directly from this report.

Background Documents: None.

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Bi-Annual Progress Report on Council Plan Actions and Projects 2022-2024			
Council Plan Key Action/Project	Action Deadline	Comment/Update	Expected Outcome
Building greener, healthier, and more inclusive communities			
Leading A Healthy Lifestyle			
1. Recruit and manage a Food Inclusion Officer for Gloucester for two years and report on the outcomes of that work.	March 2022	The Lead Officer has successfully worked in collaboration with the Gateway Trust to develop the Nourishing Gloucester – A Food Strategy for All , the primary aim of this strategy is to ensure that in future, everyone in Gloucester has access to nutritious food and no one goes hungry, whilst also acknowledging that there are broader issues affecting our neighbourhoods which are closely interlinked with food insecurity.	Completed
2. Ensure delivery of a quality leisure offer for residents through conducting an options appraisal for seeking the best operational model for the city.	September 2023	Following the unexpected closure of the Leisure facilities, the Council contracted an interim leisure provider to manage the city’s facilities at GL1 and Oxstalls. The interim provider will operate the facilities until 1 Jan 2025. This has impacted the procurement timeline for securing a long-term management arrangement. Work has progressed and a new timeline set for the procurement process to commence in mid-Feb 2024 with a plan to secure an operator on track for a contract that will commence from 2 Jan 2025.	Delayed
3. Provide a grant of £10k per year to ‘We Can Move’, as part of the partnership delivery of the project.	Annual commitment	The City Council is committed to support Active Gloucestershire that coordinates ‘ We Can Move ’ Inspiring people to unite behind a common vision to increase physical activity. Connecting individuals and organisations to build strong collaborative partnerships. Enabling the growth and impact of We Can Move, through providing a range of resources, training, and support.	Completed
Tackling Inequalities			
4. Deliver the Barton and Tredworth Task Force, reporting on and embedding learning from this work.	March 2023	The Enviro-Crime Team resource reduced in August 2023 due to an Environmental Crime Officer leaving Council employment. In order to pick up the daily inspections duties, remaining team members are undertaking a minimum of 4 street inspections weekly, working alongside colleagues from the Waste & Recycling Team in the Barton and Tredworth area as a starting point with a view of expanding to other wards. Their focus is direct engagement with more door-knocking and visiting businesses to resolve, at an early stage, ‘bin on highway’ issues and possible trade waste matters, in addition to the usual flytip and other investigations.	Completed
5. Review and update the People Impact Assessment process to ensure equality is	March 2023 and moving	People Impact Assessments (PIA’s) are embedded in the policy and procedures of the City Council, the process is dynamic and will be continuously reviewed and updated in accordance with the Council’s ED & I Policy.	On time completion expected

	reflected in council decision-making and ensure that the Equalities Working Group action plan is delivered across our teams by integrating into team service plans each year.	into business as usual	Managers will be asked to indicate how the work of their team will contribute tackling inequalities.	
	6. Support the Commission to Review Race Relations and formally consider any recommendations that are relevant to the council – reporting on progress and further activity in 2023.	March 2023	The Council has continued to engage with the organisation that is emerging from the Race Commission work. GREAG (Gloucestershire Race Equality Action Group) has been supported through its start-up phase by the VCS alliance who are acting as a host-organisation. GREAG is in the process of re-branding and shaping its priorities going forward.	Delayed
Keeping Our Streets Safe				
Page 144	7. Develop policy to increase the use of Community Protection Notices by January 2023. <i>(Going forward, this action will focus on the 'appropriate' use of CPNs alongside the other tools available for tackling antisocial behaviour.)</i>	January 2023	The use of CPNs now forms part of the tools used by officers to tackle ASB cases within the city. 'Putting Victims First' includes measures which are designed to give victims and communities a say in the way anti-social behaviour is dealt with the ASB Case Review and the community remedy. ASB Case Review gives victims the ability to demand action, starting with a review of their case, where the locally defined threshold is met. The Community Remedy is intended to give victims a say in the out-of-court punishment of offenders for low-level crime and ASB.	Completed
	8. Secure the continuation of Solace, our antisocial behaviour service, as a partnership with the Police and Crime Commissioner and Cheltenham Borough Council by December 2022, and monitor interventions.	January 2023 moving into business as usual	The Solace structure is now permanently embedded and hosted by the Council and is comprised of a collaborative team of professionals across two urban districts (Cheltenham & Gloucester) and the Constabulary. Typical examples of interventions are as follows: <ul style="list-style-type: none"> - drugs/alcohol - crime, intimidation and abuse - noise and general ASB/estate management The service aims to ensure risk assessments are completed within 3 days of the report being received. Complainants were contacted within 3 days of the report being received (decrease is due to some cases having no complainant) Where necessary cases are being investigated jointly or with a multi-agency aspect	On time completion expected

9. Deliver Annual Asset Based Community Development training to staff, building on the learning from COVID-19 and community recovery.	Annual commitment	ABCD is now embedded on the ethos of the City Council, Officers schedule regular updates and training to all staff and councillors through online forums such as MS Teams.	On time completion expected
Reducing Homelessness			
10. Develop Wessex House.	March 2024	The site is being used as a compound for The Forum development until the end of 2024. Officers are working to procure an architect so that a planning application can be submitted in the Autumn of 2024.	Delayed
11. Reduce the use of Bed & Breakfast accommodation for temporary accommodation by 20%.	March 2024	<p>The Council was on track to meet the target of reducing the use of Bed and Breakfast accommodation for temporary accommodation in 2022-23, however since then, the demand on homelessness services has continued to rise through the economic climate, shrinkage of the private rented sector, rising private rent levels and the impact of refugees leaving Home Office accommodation.</p> <p>At the end of Q3 the number of B&B placements exceeded that for the whole of 2022/23 and consequently the challenging target to reduce B&B use by 20% will not be met this financial year.</p> <p>The Temporary Accommodation Acquisition Programme that will deliver new units of temporary accommodation towards the end of Q4 will support the reduction in B&B use in 2024/25 providing demand for temporary accommodation does not continue to increase.</p>	Completion not expected
12. Set up an in-house Home Improvement Agency to support vulnerable and disabled residents to remain in their homes.	March 2023	Preparatory work has been undertaken to review processes and procedures in preparation for setting up the Home Improvement Agency. A new Housing assistance policy has been drafted and is due for consultation. Recruitment to new posts is expected to commence in Q4.	Delayed
Combatting Environmental Crime			
13. Reduce reported incidences of flytipping by 30% by March 2024.	March 2024	<p>Although our data shows that we will not meet our target of reducing reported fly-tipping incidents by 30% by March 2024, nevertheless, we are heading in the right direction and if we maintain our level of success, the 30% target may be achieved 2024/2025.</p> <p>We recorded 595 of fly-tipping incidents in Quarter 1, followed by an expected increase to 644 in quarter 2. This increase can be explained by the fact that in summer months, due to obvious reasons, there is always an upward trend in fly-tipping incidents. However, we have seen a positive turnaround with reported incidents dropping to 522</p>	On time completion expected

		in Quarter 3. As it stands, we have recorded 227 of flytipping incidents thus far in quarter 4 (40 days). From Quarter 1 to Quarter 3, there has been a decrease of 12%. If the trend is maintained in Quarter 4 (over 90 days), the reported fly-tipping incidents should be around 510. Therefore, the dropped from Quarter 1 to Quarter 4 would be 14%. This decrease confirms the effectiveness of our 3 Es (Education, Empowerment and Enforcement) strategy, which includes increased community engagement, stronger enforcement measures, and educational campaigns.	
14. Continue to tackle littering through the use of Fixed Penalty Notices (FPNs) – stabilise in year 2022-23 and reduce FPNs in 2023-24.	March 2024	<p>Despite staff retention challenges over the past two years, 3GS have seen progress in their efforts to address littering through Fixed Penalty Notices (FPNs). In October, 3GS Enforcement Officers issued 146 FPNs, followed by a decrease to 136 in November and a further reduction to 129 in December.</p> <p>While these figures indicate a downward trend in FPN issued, it is important to acknowledge that staffing levels have significantly influenced the enforcement capacity of 3GS in the City Centre and therefore, the number of FPNs issued on a monthly basis. Given the ongoing challenges caused by 3GS inability to recruit and retain their Enforcement Officers, it would be better for us to reassess our current objective at reducing the number of Fixed Penalty Notices (FPNs) issued for now. A more practical approach might entail adjusting the target to concentrate on stabilising staffing levels and enhancing enforcement capacity before establishing specific reduction goals for FPNs.</p>	On time completion expected
15. Report on the actions and learnings from taking a place-based task force approach in September 2022, with recommendations to embed within business as usual.	March 2024	<p>A Report and outcomes summary has been circulated to project leads and COMF funding co-ordinator.</p> <p>Multi agency framework delivery has been embedded in Waste, City Centre Improvement and Private Sector Housing teams, and is now delivered as business as usual. An escalation model is also in place for key initiatives.</p>	Completed
Building A Sustainable City of Diverse Culture and Opportunity			
Advancing Regeneration Schemes			
16. Complete construction of the Forum with Hotel open and offices 50% occupied or pre-let by December 2024.	December 2024	<p>Work has been largely progressing as planned on site. All buildings are now largely 'constructed' with cladding nearing completion and first fit fitout underway.</p> <p>In terms of tenancies, to date we have entered into agreements with Hotel Indigo for the new hotel, Q-Park for the new car park and Reef Group for c.30,000sqft of commercial space within the office element of the development. This is approximately 71% of the development let, before construction has completed.</p>	On time completion expected

		We are in advanced discussions with a number of other interested parties for other elements of the office space, but for commercial reasons we are unable to share information about these discussions at this time. The remaining office space is being actively marketed.	
17. Deliver and complete the Kings Square regeneration project by Spring 2022.	30 June 2022	The square is open, and works are complete.	Completed
18. Continue to work with Gloucester City Homes to achieve the regeneration of Matson and Podsmead. <i>(Reporting on this action will focus on the Podsmead scheme as the regeneration of Matson is now likely to extend beyond the period of this plan.)</i>	March 2023	<p>Cabinet agreed in January 2024 to transfer 5 sites in Podsmead to Gloucester City Homes (GCH) in order to kickstart the wider regeneration of the estate.</p> <p>We expect to receive a planning application from GCH by the end of March 2024. Subject to securing planning permission and additional funding from Homes England, the development would see the construction of up to 177 new affordable homes as well as new retail, recreation and community facilities built along with enhanced areas of open space including a park and play area.</p> <p>Among the benefits for residents are a revamped shopping area on Podsmead Road and a clearer pedestrian route linking Tuffley and Bristol Road to make it safer for people walking to school and accessing local sports pitches and parks.</p> <p>The development will honour the council’s commitment to the environment and to addressing climate change by minimising energy usage in the construction methods and in the energy efficiency of the new homes. It will also have a Sustainable Urban Drainage System (SUDS) that takes account of biodiversity, water quality and flooding.</p>	<p>On time completion expected for Podsmead regeneration</p> <p>Matson regeneration delayed</p>
Growing Gloucester’s Economy			
19. Further develop the model of Skills Academy at the Forum using the Social Value model to provide appropriate	November 2024	<p>The model of a Skills Academy based in the city centre has been successfully delivered by Kier at The Forum. As of November, 2023 the Learning Hub has reported, through Kier and its subcontractors that it had provided:</p> <ul style="list-style-type: none"> • 12 FTE jobs for local people 	On time completion expected

placements/skills for Gloucester residents.		<ul style="list-style-type: none"> • 152 hours of careers support to young people (16-24) • 2456 formal training hours • 9 apprenticeships. <p>As the construction of the Forum nears completion, the Council is discussing with Kier Construction how it might continue to sustain the Learning Hub beyond the project in order to support other projects in the city.</p> <p>The Council continues to secure Employment & Skills Plans within Planning consents for large housing developments, encouraging local residents to take employment and learning opportunities within the development industry.</p>	
20. Actively support the BID re-ballot in 2022.	July 2022	The BID second term ballot was carried out in June 2022 and was successful, with the BID being elected for a further 5 year term.	Completed
21. Promote the City as a place for businesses to invest using the Invest in Gloucester channel with messaging consistent with the Tourism and Destination Marketing Plan and emerging new City branding.	Business as usual	<p>The GFirst LEP continues to promote the County to investors, and officers work closely with the other districts and the LEP accordingly, receiving occasional visits from overseas prospective investors.</p> <p>The Cotswolds Plus Local Visitor Economy Partnership (LVEP) has been formed, of which Visit Gloucester is a core partner, to strengthen our visitor economy regionally, as well as provide a stronger link between the region, the DMOs and Visit England/ Visit Britain. Part of the LVEP's work is promotion of the partner destinations as great places to work, live and invest.</p> <p>A revamped Visit Gloucester website in 2024 will incorporate Invest in Gloucester's website and platform content about reasons to invest more clearly, and with enhanced search engine optimisation.</p>	On time completion expected
Strengthening Our Cultural Offerings			
22. Implement Years 1, 2 & 3 of the Museum Development Plan by the end of 2023, secure Blackfriars Priory future management with Historic England by 2023 and secure funding to implement improvements (ie. bar expansion, dance floor refurb, live-streaming	December 2024	Museum of Gloucester <ul style="list-style-type: none"> ▪ Museum Development Plan continues into Year 3 of the 5-year plan. ▪ Meeting commercial income targets in the shop, cafe and exhibition. ▪ Successful achievement of 2 separate funding bids to support the autumn 2023 – Buttons Badges, Blazers exhibition (delivered) and an archaeological engagement and archiving project due to commence in the next 6-month period. ▪ Appointment of Museum Engagement Officer. ▪ Appointment of a museum advisor to provide future direction on museum programme – report by Feb 2024. 	On time completion expected

<p>performances) at Gloucester Guildhall by the end of 2024.</p>		<ul style="list-style-type: none"> ▪ MEND – Arts Council England funded programme – capital improvements to Museum of Gloucester commenced in Sept 2023 and continue to be delivered until Spring 2024. Reporting due by end 2024/5. ▪ Former Folk Museum decant of museum collections continues after a 6-month delay caused by works taking place at the Folk. <p>Blackfriars</p> <ul style="list-style-type: none"> ▪ Ongoing discussions taking place with English Heritage over the length of term of the new lease. <p>Gloucester Guildhall</p> <ul style="list-style-type: none"> ▪ Guildhall Galvanised capital development project has completed, with report submitted to Arts Council England and all funding drawn down. Project closed. Report due at March 2024 Cabinet. 	
<p>23. Work in partnership with Gloucester Culture Trust and others to ensure that the Cultural Strategy action plan is delivered to ensure that culture is accessible to all, reporting progress to council on an annual basis.</p>	<p>Business as usual</p>	<p>The Cultural Strategy annual update report submitted in February 2024 demonstrated progress across all of the objectives and to deliver the overarching vision of ‘Putting culture at the heart of Gloucester, for the good of all.’</p>	<p>On time completion expected</p>
<p>24. Using the opportunity offered by Gloucester being identified as a Priority Place by Arts Council England, encourage our cultural partners to be ambitious, demonstrate best practice and seek national recognition from the arts, heritage and cultural sectors. Increase the number of National Portfolio Organisations in the city and retain accreditation status for the Museum of Gloucester. Encourage co-creation with our communities and ensure</p>	<p>Business as usual</p>	<p>Using the opportunity of being identified as a Priority Place, the city council and its partners have submitted a number of successful funding bids to the Arts Council England. This includes bids to become National Portfolio Organisations (NPOs) from a number of city-based orgs. The number of National Portfolio Organisations in the city has increased from 1 to 4. The total annual investment into these 4 organisations is c.£900k per annum = £2.7m for the period 2023-2026 and represents a 1,039% increase in investment into the city.</p> <p>A co-ordinated city council supported Place Partnership bid has been submitted. Co-creation is a key theme within the Place Partnership bid to Arts Council</p> <p>Museum of Gloucester has retained accreditation status during this period.</p>	<p>Completed</p>

that culture is embedded in the city's future plans, policies and strategies.			
Promoting Our City			
25. Working with our partners to support the Festivals and Events sector we will provide advice, guidance and funding to ensure a quality and engaging programme of events across the city including Kings Square, with an annual report on activity and planned future activity.	Business as usual	<p>An annual festivals and events report was approved by Cabinet on 10 Jan 2024. This report highlighted the success of events and festivals delivered in the city in 2023 – including Coronation celebrations, the Tour of Britain, Gloucester Goes Retro and the Bright Nights Lantern parade which attracted 1,000s into Kings Square. The council continues to provide support for the sector through providing advice and guidance, production delivery and also funding.</p> <p>Outdoor Events and Festivals Fund contributions have been confirmed for 2024-25: Pride in Gloucestershire, Voices Gloucester, Strike a Light, Chispa and GASP.</p>	On time completion expected
26. Deliver the city's Tourism and Destination marketing plan to increase the number of visitors into the city on an annual basis, with increased emphasis on digital channels to attract identified priority visitors and reduce carbon impact.	March 2024	<p>The council continues to promote the city, across not only Visit Gloucester channels, but across renewed Festivals & Events channels to better drive visitors and residents to our stand-out moments in the Tourism calendar. This includes a new Gloucester Goes Retro website and social channels, new Bright Nights website, new Tall Ships website and social channels, as well as incorporating Film, Meet and Invest channels into Visit Gloucester.</p> <p>In 2023/24 we delivered nine campaigns, driving an average of 28,000 website visitors per month to Visit Gloucester's website.</p> <p>As of November 2023, our footfall growth rate stood at 6.27% year-on-year compared with the previous year. This trajectory means we will return to pre-pandemic levels by January 2026 (Place Informatics Data).</p> <p>Social channels have been particularly successful 2023/24, with Visit Gloucester's following in January standing at 48,411 and rising – 8% higher than in 2022/23. Our content achieves well above average engagement compared with industry norms.</p> <p>Our largely digital Christmas 2023 campaign, Gloucester Believes, helped deliver a record turn-out for the Lantern Procession and Christmas Lights Switch-On, as well as reaching 297,000 people with a positive message about Gloucester being an incredible destination at Christmas. It delivered increased footfall at both Gloucester Quays and Gloucester Cathedral compared with the previous year.</p>	On time completion expected

<p>27. Brand, capture and promote the rich and diverse story of Gloucester in order to attract national and international audiences to the city. Encourage responsible tourism through providing information and advice on our website and through targeting eco-travellers by the end of 2023. Work with partners to use and embed the new city branding by the end of 2022.</p>	<p>Business as usual</p>	<p>Emphasis on promotion of greener travel continues and collaboration with GWR and Visit Gloucestershire. Gloucester contributes to the LVEP region-wide plans in relation to the green strand of its strategic objectives.</p> <p>There will be a redevelopment of the Visit Gloucester website in 2024 rooted in the city branding and the launch of a kitemarking system for businesses who interact with Visit Gloucester. Our big sustainability push in 2024 will be on Tall Ships Festival 2024, focusing on encouraging sustainable transportation options when visiting the event, the city and its businesses.</p> <p>We are working on developing a new wayfinding signage toolkit for the council and our development partners to use, working alongside the County Council's cycle spine project. This will help project the city's branding into the built environment as well as help us communicate how to navigate the city in a planet-friendly and accessibly way.</p>	<p>On time completion expected</p>
<p>Enhancing Our Green Spaces</p>			
<p>28. Report on the progress of the Open Space strategy.</p>	<p>March 2024/ Business as usual</p>	<p>The Council continues to make progress against the objectives set out in the Open Spaces Strategy. Notable activity includes:</p> <ul style="list-style-type: none"> ▪ A new orchard at Hempsted. ▪ New trees have been planted to replace those lost during the drought last year. ▪ A further £100,000 has been spent on playground repairs, in addition to the two additional outdoor gyms provided at Milton Avenue and Armscroft Park. ▪ Habitat creation schemes and management plans have been introduced on 25 sites. ▪ Grant funding of £100,000 has been made available to sports clubs for grass pitch improvement works. ▪ Additional support in the form of training and insurance cover has been given to Friends groups. 	<p>On time completion expected</p>
<p>29. Increase the number of Green Flag parks to 4 by 2024.</p>	<p>March 2024</p>	<p>Green flags for Barnwood Arboretum, Saintbridge Pond and Robinswood Hill have been retained. This is testament to the dedication of the communities and officers involved. Work has now been completed on the green flag application for Gloucester Park, Judging will take place in May. A number of improvement works have been identified to both the infrastructure within the park and its maintenance regime to maximise our chances of being successful and gaining this prestigious award.</p>	<p>On time completion expected</p>
<p>30. Develop a Green Infrastructure Plan.</p>	<p>March 2023</p>	<p>This continues to be a work in progress and will be discussed as one of the outcomes of a Cabinet-approved Gloucester Climate Change Strategy.</p>	<p>Delayed</p>
<p>Building A Socially Responsible and Empowering Council</p>			
<p>Our Promises Becoming A Smart City</p>			

<p>31. Agree a suite of projects that will comprise the second phase of the Gloucester Digital Strategy by summer 2022. The projects will be ambitious and collaborative, aiming to set the agenda for combined action over the next 5 years.</p>	<p>March 2024</p>	<p>In the light of the Council's cyber incident in December 2021, IT resources have been focused on the repair and replacement of essential IT systems and servers, instead of taking forward the Digital Strategy.</p>	<p>Delayed</p>
<p>32. Establish a Gloucester Digital Steering Group to comprise Gloucester organisations that are committed to driving forward the Digital Strategy and to put Gloucester on the map as a smart, digital city.</p>	<p>March 2024</p>	<p>In the light of the Council's cyber incident in December 2021, IT resources have been focused on the repair and replacement of essential IT systems and servers, instead of taking forward the Digital Strategy.</p>	<p>Delayed</p>
<p>33. Continuously improve and expand our end-to-end digital services in line with best practice, ensuring that they are as accessible as possible.</p>	<p>Business as usual</p>	<p>Throughout 2023/24 we have continued to promote, monitor and improve the self-service and online channels available to our customers. Many services can now be accessed online including fly-tipping, missed bins, street scene service, extra waste containers etc. During 2023/24 we created an online booking facility for bulky waste collections and this has been well received with good uptake. Since going live in September 2022, we have had 1586 customer use the online booking form.</p> <p>Throughout 2023, we have worked with our partner Ubico to implement a real time system for waste collections which give enhanced visibility on collections.</p> <p>The total number of customer service interactions has decreased by 15% (comparing 01/04/2022 – 31/12/2022 and 01/04/2023 – 31/12/2023), indicating that our focus on improving the customer journey is moving in the right direction. We have seen real channel shift this year, with a 25% decrease in emails and an 27% increase in the use of Report It. This has supported a reduction in phone calls of 15%. With more residents choosing to use Report It and Contact Us, instead of telephoning the Council, we have remained stable with our average wait time for calls to be answered, thereby providing an improved standard of service to those who prefer to speak to us about more complex queries.</p> <p>While many residents still choose to contact the Council by phone, we hope to see these channel shift trends continue as more online options become available.</p>	<p>On time completion expected</p>

Embedding Social Value			
34. Increase the social value generated through the Social Value Policy for the City by 2024.	March 2024	Review of Policy completed and report to Cabinet in February.	On time completion expected
35. Enhance the Social Value Policy to include wider purchasing by the Council.	March 2024	Review of Policy completed and report to Cabinet in February.	On time completion expected
36. Deliver the Social Value plan for the Forum.	Summer 2024	<p>As of November, 2023 the Learning Hub that supports The Forum has reported, through Kier and its subcontractors that it had provided:</p> <ul style="list-style-type: none"> • 12 FTE jobs for local people • 152 hours of careers support to young people (16-24) • 2456 formal training hours • 9 apprenticeships. <p>The centre engages actively with schools and other learning providers and acts as a brokerage to encourage local people to secure jobs in the construction industry, particularly in the development of The Forum.</p> <p>As the construction of the Forum nears completion the Council is discussing with Kier Construction how it might continue to sustain the Learning Hub beyond the project in order to support other projects in the city.</p>	On time completion expected
Delivering Quality Waste and Street Care Services			
37. Transition successfully to the new waste partnership by 1st April 2022.	April 2022	The contract was successfully migrated with a seamless transition for residents. The service remains reliable with the same collection days which caused minimal disruption to residents. In 23/24 we have introduced digital technology to the operation, which has further improved the service and cut down the number of complaints and missed collections.	Completed
38. Maintain a minimum recycling level of 45% and develop a waste strategy to enable an increase.	March 2024	The Gloucestershire Resources Waste Partnership interim strategy 2023-2026 has now been adopted and all District partners commit to the strategy in the spirit of partnership working. It is recognised that due to delay in new waste legislation from government, any major change to service would be fool hardy, however there is still desire to move things forward within our partnership to increase recycling, reduce residual waste with our climate agenda in mind. This interim strategy is flexible, and it is accepted it may need to change to adapt as new legislation becomes clear in the coming months.	Delayed

		The cost of living crisis is starting to affect tonnages across all waste streams, and it is expected that both residual waste and recycling tonnages will fall this year. The percentage of total waste recycled at the half year point was 45.37%, however percentages tend to be higher during the summer months when there are high tonnages of garden waste, it is expected that by year end that percentage will be closer to 42%. To achieve the target of 45% a step change will be necessary and will involve collecting less residual waste.	
39. Deliver a community consultation to get feedback on our plans to increase recycling and reduce waste.	March 2024	As part of work on the wider waste plan for the county, Gloucestershire County Council carried out a waste consultation. The results from this have been made available. The partnership then employed Frith consultancy and the GRWP interim strategy 2023 – 2026 has since been adopted by all partners. This strategy demonstrates our commitment to reduce residual waste and increase recycling by reducing the waste capacity available to residents gradually over a number of years. Gloucester will encourage this during 24/25 by having a smaller bin available for new build properties and on replacement. This will be free of charge.	Completed
Addressing Climate Change			
40. Work towards the delivery of net zero emissions across the City Council's functions by 2030 and district-wide net zero emissions by 2045.	March 2024/ Business as usual	The Gloucester Climate Change Strategy has now been completed and is currently being taken through the Council's governance procedures, with further scrutiny to be undertaken by Overview and Scrutiny Committee on 5 February 2024, Cabinet on 7 February 2024, and March 2024 Full Council, after which it will be put out to public consultation.	On time completion expected
41. Energy use in council properties will be continuously monitored and reported on annually, with a view to utilising available funding and grants to reduce consumption.	Business as usual	A report was delivered to Cabinet in January 2023. The report showed energy consumption (gas and electric) and gave an overview of the success of the ground source heat pump and solar panels at Plock Court and the bus station roof and the impact this has had on reducing our carbon output (and cost). We continue to work with our tenants to help secure possible climate sensitive retrofits, such as LED's, EV's and solar panels and investigate grant funding opportunities to deliver future projects. We are also moving towards improving 'green' provisions in our leases with a view of improving out tenanted buildings.	On time completion expected
42. All capital projects being funded by the Council to be net carbon zero in operation with the ambition to be net carbon zero in construction.	March 2024	The major capital project funded by the authority at present is The Forum development. This project started prior to this target, however there are a range of carbon initiatives built into that scheme. Examples of carbon reduction at The Forum include solar provision on the roof, a green wall on the carpark, electric parking provision, thermal efficiency and construction materials designed to reduce carbon footprint.	On time completion expected
Serving Our Residents			

<p>43. Increase online options and monitor customer feedback quarterly.</p>	<p>Business as usual</p>	<p>Throughout 2023/24 we have continued to promote, monitor and improve the self-service and online options available to our residents and customers. Our list of online services has increased considerably, and we now have 25 services that can be accessed online. In 2023/24 we have been able to implement the online bulky bookings, container requests, reinstate 'check your bin day', assisted collections, in addition to those we previously had implemented.</p> <p>Regarding to customer satisfaction, the vast majority of these come in via the online self-feedback forms. We still promote the surveys but the take up is much lower. In 22/23 the satisfaction levels were 88% and so far in 23/24 our average satisfaction level is 92%. Up to the end of December in 23/24 we have had a total of 740 complaints and for the same period 22/23 we had 865 so this is a reduction of 14%.</p> <p>Between April 23 and December 23, we have had 92 compliments across our services.</p>	<p>On time completion expected</p>
<p>44. Set a balanced budget each year and monitor income and expenditure to ensure value for money in the delivery of services, and report on this quarterly.</p>	<p>Business as usual</p>	<p>A balanced budget was set for 2023-24 and approved by Council in February 2023. Income and Expenditure is being monitored through 2023-24 with Quarterly Reports having been delivered quarterly to the relevant Council committees.</p> <p>A balanced budget has been set for the upcoming 2024-25 year. This has been presented to Overview & Scrutiny Committee in January 2024, and will be taken to Council for approval in February 2024.</p>	<p>On time completion expected</p>
<p>45. Benefits, council tax support and grants for local businesses will be delivered in a timely manner and reported on quarterly.</p>	<p>Business as usual</p>	<p>Following the cyber-attack, workload within the Revenues and Benefits Service is back to normal. Days to process new claims and change in circumstance are on track to outturn within target.</p>	<p>On time completion expected</p>

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Recommendations of the Overview & Scrutiny Committee
26th February 2024

RESOLVED that the Overview & Scrutiny Committee **RECOMMENDS** that:

- (1) The legacy institution which emerged from the Race Relations Commission's work be invited to attend a meeting of the Overview and Scrutiny Committee following the 2024 local elections, to provide an update on its current position and activities.

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Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Electric Vehicle Charging in Gloucester		
Report Of:	Leader of the Council and Cabinet Member for Environment		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Jon Burke – Climate Change and Decarbonisation Lead		
	Email: jon.burke@gloucester.gov.uk	Tel:	396170
Appendices:	None		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To review and update the feasibility of installing EV charging points in Gloucester City Council owned assets.
- 1.2 To investigate the finance and contractual options available to the authority.

2.0 Recommendations

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

- (1) Council officers continue to work closely with County Council officers on current and future phases of the County Council’s on-street electric vehicle charge point programme.
- (2) Council officers proceed to identify options for installation for of electric vehicle charge points to be located within Council-owned car parks on the basis set out within this report.
- (3) Authority be delegated to the Head of Finance and resources, in consultation with the Leader of the Council, the Cabinet Member for Performance and Resources, One Legal, and the Climate Change and Decarbonisation Lead officer to progress with the most suitable option.

3.0 Background and Key Issues

- 3.1 In 2019, against the backdrop of growing concern about the climate crisis, Gloucester City Council (GCC) declared a climate emergency. In doing so the council committed to reaching net zero emissions across its own functions by 2030 and, subsequently, to working towards net zero emissions across the wider district by 2045.
- 3.2 The UK Climate Change Committee (CCC) states that cars and vans, battery-electric vehicles are now widely available and are likely to become cost-saving by the late-2020s. For HGVs options include battery-electric vehicles, hydrogen fuel-cells and electric road systems. Electric vehicle (EV) technology is developing quickly and the

CCC expects uptake of Battery electric vehicles (BEVs) to grow to between 90-100% of new sales by 2030, although this may be subject to change given the Government's recent change of deadline for phasing out the production of new, wholly combustion engine vehicles from 2030 to 2035.

- 3.3 Achieving Gloucester District and GCC net zero targets requires a wholesale shift to transport with zero tailpipe emissions including private vehicles, public transport, and freight operations. Gloucestershire County Council is committed to the rollout and encouragement of electric vehicles in Gloucestershire, with the rollout of 1,000 electric vehicle (EV) charging points in Gloucestershire, including sites in Gloucester. This will provide on-street EV charging for those without access to increase EV uptake.
- 3.4 Following Highways Authority (Gloucestershire County Council) consultation with residents and Members in relevant wards, on-street electric vehicle charge points have recently been delivered in Gloucester – on Stroud Road and Churchill Rd – as part of Phase I of the programme. Charge points are operational and can be used by the public but await installation of signage and lane markings.
- 3.5 Electric vehicle charge points are planned for delivery at Massey Rd, Sybil Rd, and Worcester St in early 2024, as Part of Phase II of the County Council's on-street EV charging programme.
- 3.6 To supplement the programme being undertaken by the County Council, City Council officers are pursuing collaborative approach, focusing on the car parking resources at the Council's disposal, which is most likely to yield both an increase in charge points and raise revenue for the Council.
- 3.7 With this in mind, Council officers have spent several months undertaking a 'soft market testing' exercise with providers of EV charging units in order to gain insights into the feasibility and revenue generating potential of electric vehicle charge points on Council-owned land; specifically, car parks.
- 3.8 The soft market testing indicated that, having modelled the viability of EV charge points, the following sites are most appropriate for the delivery of this infrastructure:

Site Description	Address / Site Name	Postcode	Area
Westgate Street Coach & Car Park	Westgate Street	GL1 2TU	Gloucester
Southgate Street Car Park	Southgate Street	GL1 2DB	Gloucester
Saint Michael's Square Car Park	Saint Michael's Square	GL1 1HX	Gloucester
Station Road Car Park	Station Road	GL1 1QD	Gloucester
North Warehouse Car Park	Commercial Road	GL1 9EP	Gloucester
Ladybellegate Street Car Park	Ladybellegate Street	GL1 2HN	Gloucester
Hare Lane Car Park South	Hare Lane	GL1 2DA	Gloucester
Hare Lane Car Park North	Hare Lane	GL1 2DF	Gloucester
Hampden Way Car Park	Hampden Way	GL1 1SX	Gloucester
Great Western Road Car Park	Great Western Road	GL1 3NF	Gloucester
GL1 Leisure Centre car park	Bruton Way	GL1 1DT	Gloucester
Castlemeads Car Park	Castle Meads Way	GL1 2NH	Gloucester

- 3.9 On the advice of Asset Management colleagues, Longsmith, Kings Walk, and Eastgate car parks were removed from the soft market testing exercise, as multi-storey car parks require a separate approach to the installation of electric vehicle charge points. And the Council has recently appointed Q-Parks to deliver and manage the new car park at the Forum, in part because of that company's excellent record in provision and management of EV charging facilities.
- 3.10 Potential unit numbers vary between site and may be subject to change following any future procurement process. However, the 12 sites listed would be expected to accommodate 50-60 units in the first instance. However, this would be subject to infrastructure and site operational constraints.
- 3.11 Other assets may be suitable depending on their management arrangements such as multi storey car parks, managed properties, community centres etc. Negotiations will be entered into with these third parties that occupy our assets.
- 3.12 The soft market test has also indicated that to minimise financial and operational risk, the following broad stipulations should guide any procurement process:
- No capital investment from the council other than that achieved through an Office for Zero Emission Vehicles (OZEV) grant for On-Street Residential Chargepoint Scheme (ORCS) funding.
 - The Council should seek a profit-sharing arrangement approach commensurate with this no capital investment scenario.
 - Installations that maximise District Network Operator connection at the site.
 - Delivery of charging infrastructure with specifications that maximise the likelihood of grant funding for the project.
 - Ensuring enough charge points to support demand and reliability of achieving a charge.
 - Continuity of service guarantees.
 - Infrastructure upgrade guarantees.
 - Consumer safeguards against a charge point monopoly scenario at Gloucester City Council car parks.
 - How the contract will deliver social value.
 - Modelled lifetime CO2 equivalent (CO2e) savings arising from the project.
- 3.13 It is therefore recommended that officers commence a procurement for the delivery of electric vehicle charge points at the sites listed in 3.8 and on the basis set out above.

4.0 Social Value Considerations

- 4.1 By adhering the Council's Social Value Themes, Outcomes and Measures (TOMs) framework as part of any future procurement process, officers will be able to extract significant direct social value from any future installation, operation, and maintenance of electric vehicle charge points across the Council's car parking assets. This includes training and employment opportunities for Gloucester residents in the installation, testing, and maintenance of electric vehicle charging infrastructure; supply chain opportunities for Gloucester business; environmental education opportunities for the district's school children; and commercial opportunities in local automotive retail.

5.0 Environmental Implications

- 5.1 A significant proportion of the Climate Change Committee's 6th Carbon Budget modelled emissions reductions for surface transport relies on the rapid uptake of zero tailpipe emission vehicles, which the deployment of electric vehicle charging infrastructure will help to catalyse.
- 5.2 As electric vehicles tend to be heavier than internal combustion engine vehicles (due to the weight of the battery), they have the potential to generate higher levels of localised air pollution via increased road and tyre wear; a secondary effect of which is increased degradation of road surfaces. Consideration should be therefore be given to the deployment of electric vehicle charging infrastructure that does not actively encourage uptake of larger electric vehicles.

6.0 Alternative Options Considered

- 6.1 The City Council could choose to take no action and to allow the County Council and the market to lead on the rollout of electric vehicle charge points in the district.
- 6.2 It is the view of officers that a collaborative approach in which the Council uses the resources at its disposal – in this case car parks – to supplement the work of the County Council is most likely to yield both an increase in charge points, support the Council's net zero emissions reduction target and raise revenue for the Council.

7.0 Reasons for Recommendations

- 7.1 To ensure the timely and orderly rollout of electric vehicle charge points across the City Council's car parking assets.

8.0 Future Work and Conclusions

- 8.1 Subject to Cabinet, officers will draft and issue an Invitation to Tender in February 2024 and would expect to make a decision to award a contract by March/April 2024.

9.0 Financial Implications

- 9.1 The proposal is for a profit share agreement, as per the body of the report, no financial commitment is sought from the Council, subject to grant funding.

10.0 Legal Implications

- 10.1 Officers will work with Procurement and One Legal to ensure that the services are procured in accordance with internal contract rules and The Public Contracts Regulations 2015. Advice will also be sought from One Legal in relation to any amendments that may be required to current parking orders.

11.0 Risk & Opportunity Management Implications

- 11.1 As noted in sections 3.12 and 6.3, appropriate consideration has been given to management of financial risk and opportunities associated with the deployment of electric vehicle charging infrastructure across the Council's car parking assets.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 Supplied. Although there is some potential risk of disadvantage for disabled drivers and for those with visual impairments, this can be largely mitigated through procurement specifications and reasonable operational decisions.

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

Meeting:	Cabinet	Date:	6th March 2024
Subject:	Draft Air Quality Action Plan (AQAP)		
Report Of:	Cabinet Member for Environment		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Gupti Gosine		
	Email: Gupti.Gosine@Gloucester.gov.uk	Tel:	01452 (39)6288
Appendices:	1. Draft AQAP Measures		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To update Cabinet on the progress of the draft Air quality Action Plan (AQAP).

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** :

- a) To note the progress of the draft Air Quality Action plan.
- b) To endorse the Air Quality Action Plan going out for public consultation.

3.0 Background and Key Issue

3.1 The Council has a statutory duty to produce an Air Quality Action Plan under the Environment Act 1995. There is also a duty to consult with partners and the public on the proposed action plan.

3.2 The draft plan has been developed with stakeholders during 2023. It will go through a short (4 Week) consultation with our partners and the public.

3.3 The Air Quality Action Plan (AQAP) outlines the actions that Gloucester City Council will take to support delivery between 2024-2028 to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to the city of Gloucester.

3.4 The AQAP has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part, and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

3.5 This AQAP will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Gloucester City Council's air quality Annual Status Report (ASR) to DEFRA.

3.6 As a City Council, we are the monitoring authority and, due to the responsibilities held by the County Council in a two tier area, we rely on stakeholders / partners to implement many of the relevant measures. We do not hold the funding or ultimate decision making for these measures to be implemented, however the Joint Core Strategy and City plan contain policies relevant to air quality.

4.0 Social Value Considerations

4.1 The environment is a key consideration for delivering social value and air quality is a key component of that.

4.2 As there is no procurement directly related to this report there will be no direct social value delivery achieved or measurable as a result.

5.0 Environmental Implications

5.1 The AQAP seeks to improve the health of residents of Gloucester through ensuring that the emission levels within the city are below maximum levels as set by DEFRA.

6.0 Alternative Options Considered

6.1 None. It is a statutory requirement to have an Air Quality Action Plan.

7.0 Reasons for Recommendations

7.1 In accordance with part 4 of the Environmental Act 1995 as required by DEFRA.

8.0 Future Work and Conclusions

8.1 This AQAP will be subject to an annual review, appraisal of progress and reporting to DEFRA. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Gloucester City Council, as part of our statutory Local Air Quality Management duties.

8.2 The City Council will continue to support stakeholders as the monitoring authority.

9.0 Financial Implications

9.1 There are currently no additional financial impacts arising from this report other than those already included in the Council budget.

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

10.0 Legal Implications

10.1 As detailed in paragraph 3, above. The Plan has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

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

11.0 Risk & Opportunity Management Implications

11.1 There is a potential reputational risk if The Council choose to do nothing or discontinue our monitoring programme.

11.2 Through working in partnership, opportunities will arise to support the improvements to air quality in the City in the future and we will be able to support that.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 There are no negative impacts on people with protected characteristics resulting from this report.

13.0 Community Safety Implications

13.1 None

14.0 Staffing & Trade Union Implications

14.1 NONE

Background Documents: Draft AQAP – Shared Measures

APPENDIX 1

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
1	Continue to explore improvements within all AQMAs; highways infrastructure based. Feasibility to be completed in terms of options available.	Transport Planning and Infrastructure	Other	City Council / County Council	TBC	TBC	Less congestion and reduction in NO ₂ concentration in AQMAs.	-	Ongoing	TBC	Possible to present a number of options to the community to gain feedback. Improvements based upon; cycle lanes, one-way system, lane closure.
2	Vehicle restrictions to be enforced on the B4073	Traffic Management	Other	City Council / County Council	TBC	TBC	Reduction in NO ₂ concentration along Painswick Road.	-	Ongoing	TBC	Explore restricting the size of vehicles travelling down Barton Street. If this is used as a cut through rather than travelling on Metz Way it would stop larger, more polluting vehicles travelling through the AQMA.
3	Development of cycle lanes, both temporary and permanent.	Transport Planning and Infrastructure	Cycle network	City Council / County Council/ Cheltenham BC	Completed	Completed for London Road/ Cycle Spine ongoing	Number of users.	-	Ongoing	Completed/ TBC	Using the London road example identify additional areas where lane closure may be feasible. Running several trials to check feasibility and uptake. A permanent cycle route from Gloucester to Cheltenham is under construction.
4	Collaborating with bus operators (Stagecoach).	Transport Planning and Infrastructure	Other	City Council / County Council	Ongoing	Ongoing	Engagement with bus operators.	-	Ongoing	Ongoing	1) Upgrades to fleet; vehicle replacement and retrofitting. 2) Routing of buses; efficiency of service and least polluting vehicles in high NO ₂

											concentration areas. Also the option to apply to refuse fleet if the council believe this to be a viable option.
5	Develop and enforce a City wide anti-idling campaign.	Traffic Management	Anti-idling enforcement	City Council / County Council	TBC	TBC	Increased awareness.	-	Ongoing	TBC	Reducing vehicle idling at identified points within the city; taxi ranks, train station, bus stops and outside schools.
6	Implementation of a fleet recognition scheme.	Vehicle Fleet Efficiency	Fleet efficiency and recognition schemes	City Council / County Council	TBC	TBC	Number of users.	-	Ongoing	TBC	A scheme such as ECO Stars can be aimed at bus, coach, HGVs and taxis within the City. A scheme should raise awareness among operators of commercial vehicles of the important role they can play in helping to improve local air quality, through improved fleet environmental performance.
7	Procurement of low emission vehicles	Promoting Low Emission Transport	Company Vehicle Procurement - Prioritising uptake of low emission vehicles	City Council / County Council	Complete	In progress	Number of users.	-	Ongoing	On Hold	Inclusive of a salary sacrifice scheme to promote LEV take-up within council staff - tax breaks etc. In progress- Tusker soon to be launched.
8	Scooter/cycle rental.	Promoting Travel Alternatives	Prootion of cycling	City Council / County Council / Cheltenham Borough Council	Continued	Continued	Number of users.	-	Ongoing	Ongoing	Trial of e-scooters and E cargo bikes currently being undertaken within Gloucester and Cheltenham. Liaise with county upon results of trial and feasibility to develop into a permanent travel option. Understood that trial went well and there is the possibility of transferring to a cycle scheme.
9	Provide supplementary planning	Policy Guidance and Development	Air Quality Planning and Policy Guidance	City Council / County Council	TBC	TBC	Engagement between EHOs and developers.	-	Ongoing	Ongoing	Guidance to be refined from discussions around requirement for

	guidance to developers.	Control									baseline monitoring / modelling, etc. Appropriate planning guidance from County Council fed down to City Council requirements.
10	Installation of electric charging points within Council car parks throughout the city.	Promoting Low Emission Transport	Other	City Council / County Council / Office for Zero Emission Vehicles	Under Consideration	TBC	Number of charging points.	-	Ongoing	TBC	Draft policy in Local Plan - every household where it is feasible. Expand upon this to install within existing car parks, subsidise EV parking. Paper re EV Charging points going to March Cabinet 2024.
11	Travel planning / Behavioural Change Campaigns	Promoting Travel Alternatives	Intensive active travel campaign & infrastructure	City Council / County Council	Ongoing	TBC	Number of plans implemented.	-	Ongoing	Open Ended	The measures that have been discussed within 3 and 4 should be moulded into a suite of works that can be developed and implemented over a set timeline. Would include Travel Plans / Journey Planning Promotion of sustainable / active travel Cycle to work schemes Family cycling schemes Working from home. Travel plans can be tailored to: Schools Job seekers Businesses Specific to geographical areas
12	Public Awareness / Information Accessibility	Public Information	Via the Internet	City Council / County Council	TBC	TBC	Increased awareness.	-	Ongoing	TBC	Dovetailed with the measure above, the amount and the quality of information available to the general public should be increased. Emphasis on information on sustainable travel

											options. Air quality information database - central landing website that links to relevant information.
13	Schools Initiatives	Promoting Travel Alternatives	School Travel Plans	City Council / County Council	TBC	TBC	Number of schools involved.	-	Ongoing	TBC	Specifically related to the schools within Gloucester. Again, a list of sub-measures should be detailed that can be developed and implemented over a set timeline. To consider: Anti-idling School streets / street closures Ongoing educational events Cycle and walking route planning

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APPENDIX 1

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
1	Continue to explore improvements within all AQMAs; highways infrastructure based. Feasibility to be completed in terms of options available.	Transport Planning and Infrastructure	Other	City Council / County Council	TBC	TBC	Less congestion and reduction in NO ₂ concentration in AQMAs.	-	Ongoing	TBC	Possible to present a number of options to the community to gain feedback. Improvements based upon; cycle lanes, one-way system, lane closure.
2	Vehicle restrictions to be enforced on the B4073	Traffic Management	Other	City Council / County Council	TBC	TBC	Reduction in NO ₂ concentration along Painswick Road.	-	Ongoing	TBC	Explore restricting the size of vehicles travelling down Barton Street. If this is used as a cut through rather than travelling on Metz Way it would stop larger, more polluting vehicles travelling through the AQMA.
3	Development of cycle lanes, both temporary and permanent.	Transport Planning and Infrastructure	Cycle network	City Council / County Council/ Cheltenham BC	Completed	Completed for London Road/ Cycle Spine ongoing	Number of users.	-	Ongoing	Completed/ TBC	Using the London road example identify additional areas where lane closure may be feasible. Running several trials to check feasibility and uptake. A permanent cycle route from Gloucester to Cheltenham is under construction.
4	Collaborating with bus operators (Stagecoach).	Transport Planning and Infrastructure	Other	City Council / County Council	Ongoing	Ongoing	Engagement with bus operators.	-	Ongoing	Ongoing	1) Upgrades to fleet; vehicle replacement and retrofitting. 2) Routing of buses; efficiency of service and least polluting vehicles in high NO ₂ concentration areas.

											Also the option to apply to refuse fleet if the council believe this to be a viable option.
5	Develop and enforce a City wide anti-idling campaign.	Traffic Management	Anti-idling enforcement	City Council / County Council	TBC	TBC	Increased awareness.	-	Ongoing	TBC	Reducing vehicle idling at identified points within the city; taxi ranks, train station, bus stops and outside schools.
6	Implementation of a fleet recognition scheme.	Vehicle Fleet Efficiency	Fleet efficiency and recognition schemes	City Council / County Council	TBC	TBC	Number of users.	-	Ongoing	TBC	A scheme such as ECO Stars can be aimed at bus, coach, HGVs and taxis within the City. A scheme should raise awareness among operators of commercial vehicles of the important role they can play in helping to improve local air quality, through improved fleet environmental performance.
7	Procurement of low emission vehicles	Promoting Low Emission Transport	Company Vehicle Procurement - Prioritising uptake of low emission vehicles	City Council / County Council	Complete	In progress	Number of users.	-	Ongoing	On Hold	Inclusive of a salary sacrifice scheme to promote LEV take-up within council staff - tax breaks etc. In progress- Tusker soon to be launched.
8	Scooter/cycle rental.	Promoting Travel Alternatives	Prootion of cycling	City Council / County Council / Cheltenham Borough Council	Continued	Continued	Number of users.	-	Ongoing	Ongoing	Trial of e-scooters and E cargo bikes currently being undertaken within Gloucester and Cheltenham. Liaise with county upon results of trial and feasibility to develop into a permanent travel option. Understood that trial went well and there is the possibility of transferring to a cycle scheme.
9	Provide supplementary planning guidance to	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	City Council / County Council	TBC	TBC	Engagement between EHOs and developers.	-	Ongoing	Ongoing	Guidance to be refined from discussions around requirement for baseline monitoring /

	developers.										modelling, etc. Appropriate planning guidance from County Council fed down to City Council requirements.
10	Installation of electric charging points within Council car parks throughout the city.	Promoting Low Emission Transport	Other	City Council / County Council / Office for Zero Emission Vehicles	Under Consideration	TBC	Number of charging points.	-	Ongoing	TBC	Draft policy in Local Plan - every household where it is feasible. Expand upon this to install within existing car parks, subsidise EV parking.
11	Travel planning / Behavioural Change Campaigns	Promoting Travel Alternatives	Intensive active travel campaign & infrastructure	City Council / County Council	Ongoing	TBC	Number of plans implemented.	-	Ongoing	Open Ended	The measures that have been discussed within 3 and 4 should be moulded into a suite of works that can be developed and implemented over a set timeline. Would include Travel Plans / Journey Planning Promotion of sustainable / active travel Cycle to work schemes Family cycling schemes Working from home. Travel plans can be tailored to: Schools Job seekers Businesses Specific to geographical areas
12	Public Awareness / Information Accessibility	Public Information	Via the Internet	City Council / County Council	TBC	TBC	Increased awareness.	-	Ongoing	TBC	Dovetailed with the measure above, the amount and the quality of information available to the general public should be increased. Emphasis on information on sustainable travel options. Air quality information database - central landing website

											that links to relevant information.
13	Schools Initiatives	Promoting Travel Alternatives	School Travel Plans	City Council / County Council	TBC	TBC	Number of schools involved.	-	Ongoing	TBC	Specifically related to the schools within Gloucester. Again, a list of sub-measures should be detailed that can be developed and implemented over a set timeline. To consider: Anti-idling School streets / street closures Ongoing educational events Cycle and walking route planning

Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Fleece Hotel Site		
Report Of:	Leader of the Council and Cabinet Member for Environment		
Wards Affected:	Westgate		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	Claire Dovey-Evans, Cathedral Quarter Project Officer		
	David Oakhill, Head of Place		
	Email:		
	Claire.Dovey-Evans@gloucester.gov.uk	Tel:396344	
	David.Oakhill@gloucester.gov.uk		
Appendices:	A. Site Plan		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 This report seeks Cabinet approval to enable officers to explore a potential development option for the Fleece Hotel site (including Longsmith Street Carpark) with the Phoenix Village Project. It also seeks approval to enable officers to apply for grant funding to advance the development of the site.

2.0 Recommendations

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

1. The Head of Place, in consultation with the Cabinet Member for Environment, agrees a 'Statement of Intent' with the Phoenix Village Project to use as the basis to progress the project to agree Heads of Terms as set out in (2) below;
2. The Head of Place, in consultation with the Cabinet Member for the Environment, the Head of Finance and Resources, and the Council Solicitor, develops Heads of Terms with Phoenix Village Project to enable the redevelopment of the Fleece Hotel site (including Longsmith Street Carpark), and report these back to Cabinet in due course;
3. The Head of Place, in consultation with the Cabinet Member for the Environment, the Head of Finance and Resources, and the Council Solicitor, should pursue appropriate grant funding opportunities to enable the development of the Fleece Hotel Site. Should such grant funding require capital investment from the Council, appropriate authority will be sought.

3.0 Background and Key Issues

The Site

- 3.1 The site is shown at appendix A and incorporates:
- The former Fleece Hotel, outbuildings and rear yards
 - The former Gloucestershire Academy of Music building (brick built grade 2)
 - Longsmith Street Carpark

The Fleece

- 3.2 The former Fleece Hotel site is a centrally located site lying within the City Centre Conservation Area. The site includes nationally important designated heritage assets (in a varying state of condition and use), the most important of which is the Grade I listed 12th century vaulted undercroft, and Great Inn. Other parts of the complex are Grade II listed, and some buildings curtilage listed, but the Westgate range is currently under consideration for a rise to a grade I listing. The Fleece site is adjacent to the Longsmith Street multi-storey car park. The site is in the ownership of the City Council and is on the National Historic Buildings 'At Risk' register.
- 3.3 The Fleece Hotel was first opened in 1497 as one of the three major inns of Gloucester to house pilgrims visiting the tomb of Edward II of England. The 12th century undercroft, known as the "Monk's Retreat" was originally part of a merchant's house and was incorporated into the structure. By 1455, it was a property owned by Gloucester Abbey, and was developed into an inn by the Abbey during the 16th century. It was first recorded as the Golden Fleece Inn in 1673. The building was Grade I listed in January 1952, with other parts of the site listed Grade II in December 1998.
- 3.4 The site ceased to operate as a hotel in 2002 and was purchased by the South West Regional Development Agency (SWRDA). Limited physical works were undertaken by SWRDA during their ownership, although it is understood that the site was marketed by them on at least two occasions. The property passed to the City Council when SWRDA was disbanded in 2011. The Council almost immediately invested £350,000 in stabilisation works to protect the historic fabric of the buildings.
- 3.5 The site was taken to the market in 2014 but this was not successful in securing a development partner. The YMCA had expressed interest in converting the buildings into a hostel but did not have the funding to proceed.
- 3.6 It is believed that the unknown cost of restoration of the heritage assets was a significant factor in the lack of interest from potential development partners. In addition, the economy at that time was still in the fairly early stages of recovery from a long and deep recession and investor confidence in the city was low.
- 3.7 The Council then took the Fleece site to the open market to secure a partner to deliver a regeneration scheme in 2017. Dowdeswell Estates won that opportunity with a proposal to develop the site as a boutique hotel with retail. This proposal included the Longsmith Street carpark, and it was considered that inclusion of that site made the proposal financially viable.

- 3.8 The City Council secured first round Levelling Up funding for the development of the site as set out in the Dowdeswell proposal in 2021. Officers made positively received enquiries with the National Lottery Heritage Fund regarding match funding for the Fleece site at that time. Unfortunately, the Covid pandemic and the significant change in the local economy that ensued, made the boutique hotel with retail use of the site unrealistic, and the agreement between Dowdeswell and the City Council was reconsidered in 2023.
- 3.9 Several studies were undertaken as part of the work undertaken to find a development partner for the Fleece in 2017, the results of which helped to de-risk the site for potential investors. Funding from Historic England through the Cathedral Quarter High Street Heritage Action Zone has also been used over the last two years to open up the Great Inn and Westgate range on the site so that the buildings could be properly analysed, and costs of repair estimated more accurately. Further work is required for the other buildings on the site and an update of previous reports will be necessary as part of the process to develop detailed proposals and a costed business case for the site with the proposed new partner.

Longsmith Street carpark

- 3.10 This project proposes redevelopment and use of the the Longsmith Street carpark, following the same strategy as that taken in 2017. As previously referenced, the inclusion of this asset makes the overall proposal more financially viable. The car parking capacity at Longsmith Street may need to be provided elsewhere (subject to ongoing demand, the full utilisation of other carparks in the city and the opening of the new 400 space carpark at the Forum) and the Council will need to consider proposals to relocate this parking provision as part of the development of this project.

Former Gloucestershire Academy of Music building

- 3.11 A brick built Georgian Grade II listed building which forms the southern boundary of the site on Mercers Entry. This building would be part of the development and requires further survey and investigation.

The Phoenix Village Proposal

- 3.12 Officers have continued to seek interest in the site since this time. The Phoenix Village Project have expressed an interest in the wider Fleece site. The Phoenix Village Project's vision is to:

Create a state-of-the-art community hub with carefully curated independent professional businesses. Teach, train and mentor disenfranchised young adults, providing work opportunities and qualifications, as well as support and solutions for mental well-being and nutritional health.

To build a new and desirable destination quarter in the heart of the community. To create a thriving, lively, like-minded and enterprising collective of purposefully selected and carefully curated independent businesses. Teaching enterprising skills and building sound minds for practical, social, and personal regeneration.

- 3.13 The Phoenix Village Project are developing a business plan for use of the site as a one-stop, full-service provision for young adults who are unemployed, not in training or education (NEET) or have struggled with addiction and homelessness. By providing supported accommodation, multiple opportunities for skills training with accreditation, autonomous health, and advanced mental health provision, The Phoenix Village Project aims to break a cycle of social and economic exclusion and its long-term consequences. Their proposal for the site includes a mixture of supported accommodation, spaces for wellbeing and socialising, spaces for businesses to provide sales and training opportunities and the Phoenix Village have developed a business model which they believe will work on the wider Fleece site.
- 3.14 Whilst the Phoenix Village proposals require development into a costed business plan and considered building uses specific to the Fleece site, there is potential to deliver:
- a destination within the city centre which functions as a strategic link between the Cathedral and the Docks, taking advantage of its proximity to core retail on the gate streets, its built heritage, historic character and position as a key route linking the Cathedral with the Docks;
 - a vibrant mixed-use scheme which could include small scale retail, food and drink, leisure, and residential opportunities which collectively respects and complements the historic character of the area, its historic lanes, listed buildings and intimate open spaces;
 - a scheme which will bring back to life an important heritage asset which has a significant place in the story of Gloucester, as well as in a national context;
 - a scheme which tackles issues of homelessness, substance abuse, lack of skills, training and employment opportunities for local disadvantaged young people.
- 3.15 Subject to Cabinet approval, a Statement of Intent between the Council and Phoenix Village Project will be drafted and used as a basis for negotiations. That statement will include an overview of the development proposal, a timetable, the identification of potential funding sources and an identification of the roles and responsibilities of the parties.

Next Steps

- 3.16 Subject to Cabinet approval, officers will continue discussions with Phoenix Village, which will ultimately aim to transfer ownership of the site to Phoenix Village when the project has demonstrated that it can be successful on the site. The City Council will lead on the heritage led regeneration of the existing historic buildings in order to attract funding. Details of ownership (eg leasehold or freehold transfer), funding, fees, rents etc will be developed through Heads of Terms (HoT's). These HoT's will be presented to Cabinet in draft form once worked up, and Cabinet approval will then be sought to progress to disposal.
- 3.17 At the same time as HoT's are being developed, officers will seek out grant funding opportunities to support redevelopment works. Cabinet approval is required to enable officers to seek grant funding.

4.0 Social Value Considerations

- 4.1 The opportunity for local people to engage with developing proposals will have significant well-being outcomes. The site is important to, and its historic values highly appreciated, by local people.
- 4.2 The proposed end use, as a place where accommodation is provided on the same site as support services, training and employment opportunities, leisure and social opportunities will provide a rounded service for local young people in need.
- 4.3 Future build contracts will have social value outcomes added in.

5.0 Environmental Implications

- 5.1 This scheme would be a highly sustainable contribution towards the regeneration of Gloucester. It promotes the reuse of older buildings, where greater environmental savings are made than demolishing them and building new. New construction takes between 10 and 80 years to overcome its own impacts on carbon emissions and climate change. The embodied carbon in existing buildings, makes it far more sustainable to retain and re-use them.
- 5.2 The site is located on previously developed land and is in a city centre location enabling the end residents and commercial users to benefit from public transport and all the amenities of a city centre location.

6.0 Alternative Options Considered

- 6.1 Do nothing.
Doing nothing does not meet our requirement to safeguard and bring back into use buildings of historic importance.
- 6.2 Continue as we do now.
We could continue to leave the site mothballed, but there are annual maintenance costs incurred by the Council and it is likely that deterioration of the site will incur increased costs in the future.
- 6.3 It is not possible to simply offer the Fleece for sale, given the considerable conservation deficit on the site. The Council could act alone as the developer but doing so would involve a multi-million pound commitment as well as significant Officer resource. This would not bring the benefits of private sector capital or innovation. A community-led approach has been considered but the scale and complexity of the project is likely to be too great for this to happen within a reasonable timescale.

7.0 Reasons for Recommendations

- 7.1 There is a need to bring The Fleece site, which includes some highly significant heritage assets, back into active use. Pursuing the development of the site will preserve those assets for future generations and contribute to the vibrancy and vitality of the Cathedral Quarter and the city centre.
- 7.2 It is felt that with the detailed survey work on the Great Inn and Westgate range now complete, giving cost assurance on the most significant buildings, and with an interested party with a business case that fits with the Councils aspirations for the

site, the Council should take this opportunity to develop the proposals into firm plans. Officers should now be authorised to work with the Phoenix Village project, to secure external funding to achieve this.

8.0 Future Work and Conclusions

- 8.1 This approval, if given, will commence work around development of the proposals with Phoenix Village. A robust business plan and plans for the re-use of the site, led by the heritage value of the buildings will be drawn up.
- 8.2 Officers will draft application(s) for grant funding to develop the project plans. Such bids will include bids for 'seed' funding (to help develop the business plan for the site) and capital funding to undertake works.
- 8.3 Officers will prepare a report on final proposals for approval before any further funding is sought.

9.0 Financial Implications

- 9.1 There will be a requirement for the City Council and partners to demonstrate a sum of match funding when applying for 'seed' funding. The City Council financial commitment can include in-kind contributions, for example the provision officer time. Officer resource will need to be in addition to current resources available (including in the making of bids for funding), and such a resource could also help support the delivery of the Greyfriars Quarter Levelling Up scheme, where project management expertise with a deep understanding of 'heritage' will be required to advance the Addison Folly and Greyfriars elements of the proposal. The extent and duration of this resource will be dependent on securing 'seed' or other funding.
- 9.2 There may be a requirement for the City Council and partners to demonstrate a sum of match funding when applying for capital grant funding. The City Council financial commitment may include in-kind contributions, such as land and resource, but may require a financial commitment. Prior to accepting any grant funding that will result in capital expenditure by the council, appropriate authority will be sought.

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

10.0 Legal Implications

- 10.1 At this stage a simple Statement of Intent will be drafted to demonstrate commitment from both parties to the project. Legal Input will be required to develop HoT's and subsequent legal agreements as the project progresses, including possible transfer of ownership, or long-term lease at the appropriate point in the development of the proposals.
- 10.2 Under s123 of the Local Government Act 1972 the Council is required to obtain the best consideration reasonably obtainable for any disposal of land. Any disposal for less than best consideration requires Secretary of State consent.
- 10.3 The land has been assessed as having a negative value and therefore it is unlikely that the site will be disposed of for less than best consideration. However, a valuation will need to be undertaken prior to disposal to ascertain whether or not

this is still the case. The valuation should be undertaken following any works that the Council intends to carry out to the site as any works which put the property into a better condition are likely to increase its value.

- 10.4 The title to the site has been investigated previously and there were no adverse findings. However, a thorough review of the title should be undertaken prior to any disposal of the land to ensure that there is nothing to prevent the site from being disposed of and used as proposed.
- 10.5 Land transactions are exempt from the Public Contract Regulations 2015 but it does apply to land developments where the object includes the provision of works. Provided that the Council undertakes the works, or the Phoenix Village undertakes the works with little input from the Council other than through the Planning regime or (if a lease is granted) through landlord consent to alterations, then the PCR will not apply to the disposal. The Council will need to comply with the PCR and its contract rules when procuring contractors and the professional team to undertake works.
- 10.6 If the Council is awarded grant funding, it will be the Council's responsibility to deliver the works/project and comply with the terms of the grant funding. One Legal can advise on the terms of the grants when received.
- 10.7 If any funding is passed onto, or any financial assistance is given to, Phoenix Village, the Council must comply with the Subsidy Control Act 2022. One Legal can give advice to officers once further details are available.
- 10.8 Advice should be sought from One Legal on the statutory process to be followed should the council decide to close Longsmith Street Car Park.

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

11.0 Risk & Opportunity Management Implications

- 11.1 There is minimal risk to the Council in pursuing this opportunity with the Phoenix Village project at this time. Officer time and the small amount of match funding required for project development grant applications may be lost if the project fails to be found viable.

12.0 People Impact Assessment (PIA) and Safeguarding:

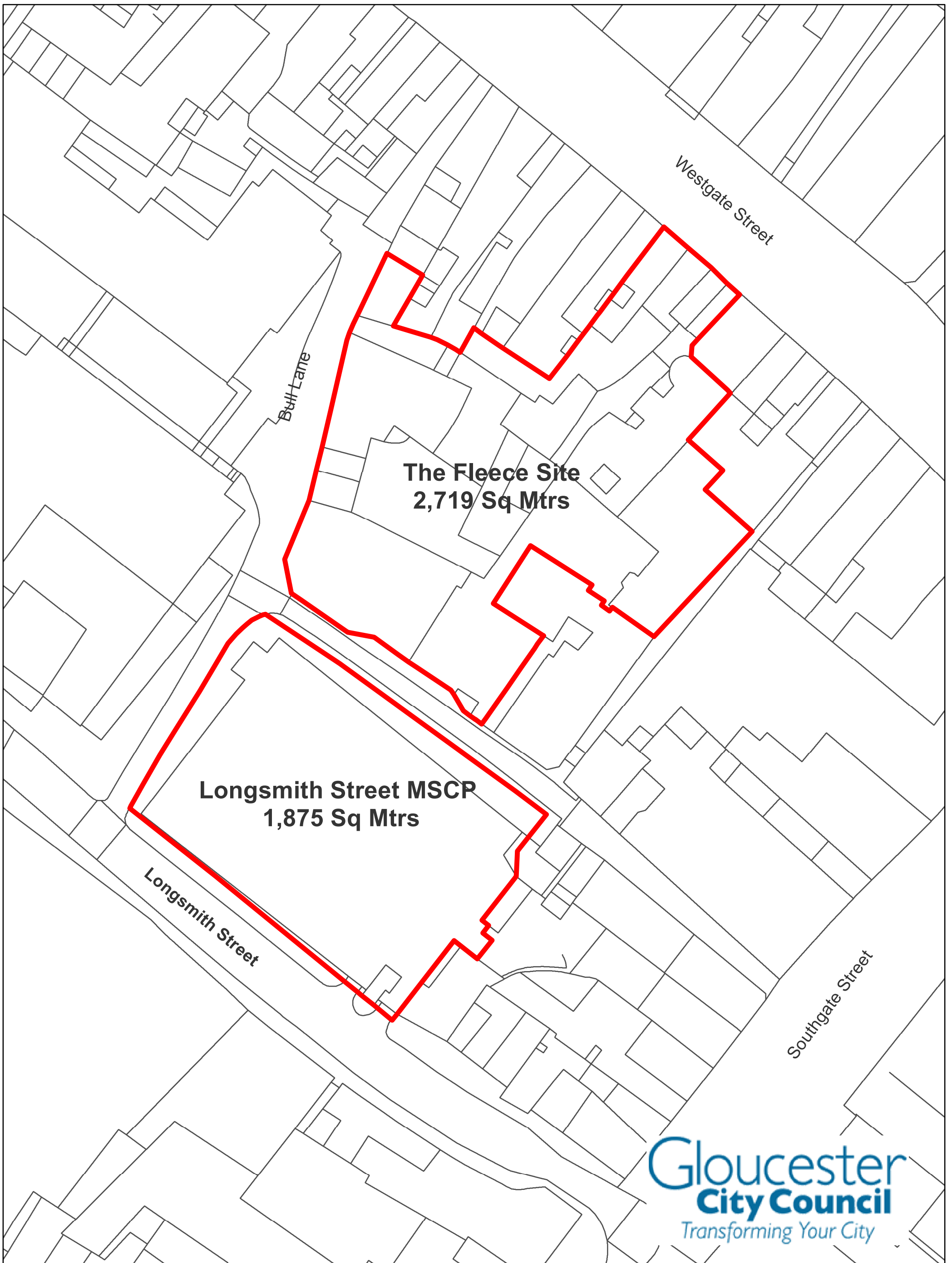
- 12.1 A PIA is not applicable at this stage.
- 12.2 A PIA will be undertaken should funding be secured to start development of the project and before any decision is taken about whether or not to close Longsmith Street Car Park.

13.0 Community Safety Implications

- 13.1 There are no community safety implications at this stage.

14.0 Staffing & Trade Union Implications

- 14.1 As above, additional resource will be required to advance this scheme. Such resource will also support the delivery of the Greyfriars Quarter Levelling Up scheme, where project management expertise with a deep understanding of 'heritage' will be required to advance the Addison Folly and Greyfriars elements of the proposal. The extent and duration of this resource will be dependent on securing 'seed' or other funding.



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Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Contract Award – Whitefriars Phase 2 Land Remediation		
Report Of:	Cabinet Member for Environment		
Wards Affected:	Westgate		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	Craig Cassely, Major Projects Officer		
	Email: craig.cassely@gloucester.gov.uk		
Appendices:	None		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 The purpose of this report is to seek Cabinet approval to award a contract for site remediation works at **Plot 3c** Market Parade, Gloucester (referred to as Whitefriars Phase 2) following the successful grant award of £477,903 from the One Public Estate Brownfield Land Release Fund 2 (BLRF2) announced in October 2023.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that:
- a. The grant funding of £477,903 from One Public Estate Brownfield Land Release Fund 2 (BLRF2) associated with Whitefriars Apartments Phase 2, Gloucester is accepted.
 - b. That the contract for works be awarded to Reef Estates through a contract variation to the Forum Development Agreement to enable Brownfield Land remediation to be undertaken at Whitefriars Phase 2.

3.0 Background and Key Issues

- 3.1 As part of the council's Forum Development, the council has acquired land at 8-11 Market Parade for residential use. This land has planning permission for 24 homes (apartments) and is referred to as Whitefriars Phase 2. The planning permission has been 'implemented' through the delivery of Whitefriars Phase 1, although construction on Whitefriars Phase 2 has yet to commence.
- 3.2 Council officers have been reviewing the plans for this land and believe that the site can accommodate 32 new homes (apartments). Concept plans have been drafted, but revised planning permission has not yet been sought.
- 3.3 In March 2023 officers made a One Public Estate Brownfield Land Release Fund 2 (BLRF2) bid for c.£477,000 to assist in the remediation of the land. In August 2023 grant funding was awarded. This is based on the development of 32 new homes.

- 3.4 In order to satisfy the grant funding conditions, the council is required to enter into a contract for land remediation by March 2024. Officers have sought legal advice on the award of a contract and have been advised that the most expedient way in which to award a contract and comply with the grant funding requirements is to vary the existing agreement with Reef Development to incorporate additional works.
- 3.5 As Cabinet will be aware, we have a Development Funding Agreement (DFA) with Reef Development for the development of the wider Forum development. This agreement provided Reef with first refusal of the construction of the Whitefriars Phase 2 project. Officers are working on a Deed of Variation to include the demolition and land remediation at Whitefriars within the wider Kings Quarter development contract. This will ensure that there is a contract in place by 31st March 2024 as required by the BLRF2 funding agreement timeline.
- 3.6 As previously stated this approach adheres to the wider Kings Quarter Reef DFA and allows us to proceed within the tight timeline for the acceptance of the funding. A Voluntary Ex-Ante Transparency notice or (VEAT) notice is being issued. This notice will publicise GCC's intentions and project procurement methodology. The Project legal team, Trowers & Hamblins have been consulted on this matter.
- 3.7 This approval does not commit the council to redevelopment of the site beyond remediation. A revised planning application will be made in due course to increase the number of apartments proposed from 24 to 32. Subject to that being granted, a full procurement process will be followed in order to identify a developer for the new apartment development.

4.0 Social Value Considerations

- 4.1 Social value has not been factored into this project as yet as the funding amount is already at the lower end of what is needed to complete the land remediation.

5.0 Environmental Implications

- 5.1 This scheme would continue the regeneration of the Kings Quarter regeneration area of Gloucester. The site is located on previously developed land and is in a city centre location enabling the end residents to benefit from public transport and all the amenities of a city centre location.
- 5.2 The proposal does include the demolition of existing buildings on site. Their retention has been considered, but their condition renders this unviable.

6.0 Alternative Options Considered

- 6.1 Do nothing. The council could do nothing and not award a contract for remediation. Doing so would require either a variation to the funding agreement with One Public Estate or the handing back of grant funding.

7.0 Reasons for Recommendations

7.1 The acceptance and spend of the BLRF grant funding will facilitate the redevelopment of the Whitefriars Phase 2 development, as part of the ongoing Kings Square redevelopment.

8.0 Future Work and Conclusions

8.1 Subject to Cabinet approval, the aforementioned contract will be awarded and remediation works will commence in spring 2024.

9.0 Financial Implications

9.1 The remediation works will be funded through the Brownfield Land Release Fund 2 grant received in October 2023 and there is no additional budgetary ask of the Council provided:

- a. The contract of works is signed by 31st March 2024.
- b. The Council ensures that 32 apartments are constructed by 31st March 2027.

A failure to achieve either of these requirements could result in the BLRF2 funding being required to be returned.

10.0 Legal Implications

10.1 This Cabinet Report has been reviewed by our external solicitors Trowers & Hamlins for accuracy.

11.0 Risk & Opportunity Management Implications

11.1 Key risks:

1. Financial contingency
2. Health and safety
3. Contract of works not being signed by the 31st of March
4. Not building out by 2027

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 The PIA Screening Stage was completed as part of the Kings Quarter development and did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

13.1 There are no community safety implications at this stage.

14.0 Staffing & Trade Union Implications

14.1 There are no staffing or trade union implications.

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Meeting:	Cabinet	Date:	6 March 2024
Subject:	Gloucestershire City Region Board		
Report Of:	Leader of the Council		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	David Evans: City Growth & Delivery Manager		
	Email: david.evans@gloucester.gov.uk		Tel: 01452 396621
Appendices:	Appendix 1 - Terms of Reference and Constitution for the Gloucestershire City Region Board		
	Appendix 2 - Principles for the administration of the SEDF Fund		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To consider the emerging form and function of the Gloucestershire City Region Board (GCRB), the nature of its authority, terms of reference, membership and joint scrutiny arrangements.

2.0 Recommendations

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

2.2 Agree to the establishment of the Gloucestershire City Region Board (GCRB)

2.3 Delegate authority to the Managing Director in consultation with The Leader to finalise and complete the Inter-Authority Agreement and other key documentation and to take all necessary steps to create the GCRB, including finalising the terms of reference for the GCRB.

2.4 Agree that the above recommendations will not be effective until all Gloucestershire Councils pass equivalent resolutions.

Furthermore, upon the establishment of the GCRB:

2.5 Delegate this Council's functions to the GCRB as are necessary for the delivery of the functions identified in the Terms of Reference at Appendix 1 to this report;

2.6 Confirm the appointment of the Gloucestershire County Council as the Administering Authority.

2.7 Agree to appoint the Cabinet Member for Environment to the GCRB as the nominated member of the Board. If the Cabinet Member for Environment is unable to attend, the

Leader will nominate an alternative member of the Cabinet to attend the Board as a substitute.

3.0 Background

3.1 Gloucestershire local authorities have worked jointly together through membership of several Boards (Severn Vale, Rural Ambitions and Central Gloucestershire City Region) together with the Gloucestershire Economic Growth Joint Committee (GEGJC) for several years. Following a review of the joint working arrangements, Leadership Gloucestershire agreed that the three boards and the Joint Committee should be merged into a single forum under the name of Gloucestershire City Region Board serving the whole of the county. This Council has remained an active member of the GEGJC since its formation in 2018, having been represented by the Leader of the Council.

4.0 The proposed Gloucestershire City Region Board

4.1 The overall aims of the new Board will be to develop and deliver a vision for the future growth of the economic success for the whole of the Gloucestershire economic area. The new City Region Board will also provide an opportunity to establish the City Region as a nationally defined area that is a single economic functional area. City Regions include urban and rural areas that have inter-related economic activities which have the potential for increased success through coordinated interventions which benefit the whole. Gloucestershire is a county with significant growth aspiration and ambition which integrate with and support the national and regional growth agendas.

4.2 The proposed terms of reference set out in Appendix 1 provide details of the Board's purpose, powers and administrative arrangements.

4.3 The following detailed matters explain the nature of the authority given to the Board which 'empowers' the Board to make binding decisions but subject to the following governance arrangements:

- Whilst the Board's remit is as wide as possible, partner Councils will not 'delegate' economic development or other functions to the Board.
- Representatives will still need to operate within the authority delegated to them by their own Councils when participating at the Board's meetings. Member representatives and officers will therefore need to work with their own Councils to secure the necessary authority to facilitate the Board's decisions.
- A partner Council will be free to undertake any economic activity it deems necessary within its own area. Notwithstanding this, it will be necessary for partner Councils to agree a protocol that they will not decide or unilaterally undertake any activity which is contrary to those decisions made by the Board.
- In order to protect the interest of partner Councils it will be necessary to agree a protocol that although the Board's decisions are by majority, the Board will not make a decision which impacts upon one council's area, without that council's agreement.

4.4 The following principles for the operation of the Gloucestershire City Region Board were developed, following consultation and engagement with Leadership Gloucestershire and all the Gloucestershire authorities:

- The proposed membership of the Board will be through elected representatives from each of the seven Gloucestershire Local Authorities. Each member will have an equal vote at the Board.
- The proposal is for the Chair of the Board to be a Gloucestershire County Council Cabinet Member. This supports the Government's arrangements through the levelling up agenda where the upper tier authority in a two-tier county, such as Gloucestershire, is given the lead role in negotiation of any county devolution deals. Therefore, Gloucestershire local authorities recognise the opportunity for a county deal is more about providing devolution from central government to Gloucestershire, rather than a mechanism for realigning and removing powers from an individual Gloucestershire local authority.
- Meetings will remain in public and external attendees will be invited to present and engage in the discussion about the economy and growth in Gloucestershire.
- The future development of the Board will be dependent on any County Deal that is negotiated and agreed with Central Government.
- The Senior Officer Group comprising of nominated senior officers from each of the seven Gloucestershire local authorities will continue to support the work of the Board.
- The County Council's GEGJC Scrutiny Committee will be re-constituted and reviewed to be re-focussed on having oversight of the activities of the GCRB. This will potentially include monitoring the delivery of projects that have received investment from the Strategic Economic Development Fund (SEDF) or making suggestions to the GCRB on potential areas of future investment of the fund.

4.5 The proposed Board's operational arrangements between the Gloucestershire Authorities will be the subject of an inter-authority agreement. The agreement will include (amongst other things):

- the establishment of the Board (as a Joint Committee),
- agreed terms of reference set out in Appendix 1,
- the operational arrangements mentioned above,
- the Board's resourcing, the role of the County Council as administering authority
- business plan formulation
- the arrangements should the Board want to widen its powers (which would require all the Gloucestershire authorities to agree such a change) and
- the overall constitutional arrangements for the Board

5. Strategic Economic Development Fund

- 5.1 The Gloucestershire local authorities established the Business Rates Pool, part of which forms the Strategic Economic Development Fund (SEDF). The former GEGJC administered the fund through an eligibility and project approval process, which was approved in November 2018.
- 5.2 At the GEGJC's final meeting in September 2023, members welcomed the reported growth of the Business Rates Pool and fund. The GEGJC asked whether a more strategic approach could be taken when considering and allocating SEDF funding. The fund operated under the GEGJC on an ad hoc approach – almost on a first come first served basis. GEGJC noted that projects are not always strategic in nature which risks funding being allocated to projects that may not maximise economic benefit and growth to the county.
- 5.3 The proposal is for the Board to administer the SEDF. This will enable the Board to approach the allocation of bids by developing a longer term vision and a portfolio approach to assessing funding bids in the pipeline. This will enable the Board to apply a more rigorous selection of projects that would deliver and add value in supporting the growth of the local economy through a more strategic approach.
- 5.4 The former GEGJC considered it was important to establish a new strategic process in advance of the inauguration of the City Region Board. It was suggested that this strategic approach could be lined up with the Economic Dashboard data and the emerging Gloucestershire Economic Strategy (GES).
- 5.5 Officers of the City Council and of the other District Councils have advised the County Council on the drafting of the GES, and it is likely that each District will be invited to adopt the GES prior to it being presented to the GCRB. If that is the case, a report will be prepared summarising the implications of the County-wide strategy on the City.
- 5.6 The former Joint Committee Senior Officer Group proposed an approach to the Board's administration of the SEDF Fund as set out in Appendix 2, which will be considered at the Board's inaugural meeting.

6. Scrutiny Arrangements

- 6.1 The activities of the previous GEGJC were scrutinised by the Gloucestershire Economic Growth Scrutiny Committee (GEGSC). This was a County Council scrutiny committee whose membership comprised seven County Councillors and 6 Co-opted District Councillors. Through consultation with all Gloucestershire Authorities, it has been agreed that a joint scrutiny function will continue to exist to scrutinise the work of the GCRB. As before each local authority will be invited to nominate a representative to that committee.
- 6.2 The creation of a new GCRB provides a timely opportunity to undertake an appropriate review of the scrutiny function for the new board to ensure that it aligns with the future activities of the GCRB.
- 6.3 The review of the scrutiny function is proposed to include (not an exhaustive list):
 - Scope of the scrutiny committee
 - Review of scrutiny's oversight and monitoring of SEDF Bids

- Development of devolution and the implementation of any agreed County Deals
- Monitoring outcomes and benefits delivered through the implementation of the Gloucestershire Economic Strategy

7.0 Social Value Considerations

7.1 There are no direct and specific implications in relation to establishing the Board. However, the Board will consider such implications in making its decisions and in administering the SEDF.

8.0 Environmental Implications

8.1 There are no direct and specific implications in relation to establishing the Board. However, the Board will consider such implications in making its decisions and in administering the SEDF.

9.0 Alternative Options Considered

9.1 As part of the development of the GCRB alternative options were discussed and discounted.

9.2 Retaining both a GCRB and a GEGJC would create significant duplication and would be unlikely to be effective.

9.3 Disbanding any joint governance for Gloucestershire authorities to operate individually was considered as an option and rejected. Without a collective decision-making forum to invest pooled business rates funding via the SEDF, Gloucestershire Authorities would be significantly financially worse off. In addition, disbanding a joint decision-making forum and not proceeding with the GCRB would likely limit Gloucestershire's ability to proceed with and secure further devolution of powers from Whitehall.

10.0 Reasons for Recommendations

10.1 To enable the Council to play an active part in the formalisation of a new Gloucestershire Regional Board, and to support the development of a vision for the future growth of the economy of Gloucestershire.

10.2 Reports with similar recommendations are being taken to decision-making meetings of each principal Local Authority in Gloucestershire.

11.0 Future Work and Conclusions

11.1 The establishment of the GCRB should strengthen the profile of the County to Government and other regional authorities in making the case for additional funding and powers that will support the growth of the economy.

11.2 Should Cabinet along with each of the other local authorities in the County agree to the establishment of the GCRB, officers will liaise with their counterparts to ensure that a robust and accountable partnership is established.

12.0 Financial Implications

- 12.1 The inter-authority agreements provides for a contribution towards the County Council’s Administering Authority role, which includes committee administrative support together with the statutory officer responsibilities.

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

13.0 Legal Implications

- 13.1 Section 101(5) of the Local Government Act 1972 enables two or more local authorities to discharge any of their functions jointly and arrange for the discharge of those functions by a Joint Committee.

- 13.2 Section 9EB of Part A Chapter 2 of the Local Government Act 2000 Act enables the Secretary of State to make Regulations permitting arrangements under Section 101 (5) where any of the functions are the responsibility of the executive of the authority. The relevant regulations are the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012/1019.

- 13.3 Regulation 11 makes provision for joint arrangements to involve a joint committee under Section 101 (5) of the 1972 Act and the Council’s constitution allow the decision to establish the Joint Committee and for Cabinet to delegate their Executive Functions to a Cabinet Member.

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

14.0 Risk & Opportunity Management Implications

Risk	Mitigation
Decisions are taken by the GCRB that may have positive outcomes for the County overall, but negative impacts on the city.	<p>The City Council will have direct representation on the GCRB, and each authority will have an equal vote.</p> <p>The City Council will be represented by the Cabinet Portfolio holder for Environment who will be advised by the relevant senior officer, who themselves will be represented on a Senior Officer Group.</p>
Decisions are taken by the GCRB, particularly in relation to the SEDF, which derive from the priorities within the County-wide Economic Strategy.	<p>The City Council will have direct representation on the GCRB, and each authority will have an equal vote.</p> <p>The City Council has been invited to adopt the Gloucestershire Economic Strategy, and a report will be presented to Cabinet outlining the relevance and implications on the city.</p>

15.0 People Impact Assessment (PIA) and Safeguarding:

15.1 There are no specific implications of the establishment of the GCRB, however, the Board will take individual decisions on a range of relevant matters, including the allocation of SEDF monies. The implications on people and safeguarding will be considered in the drafting of reports to the Board and on a case-by-case basis.

16.0 Community Safety Implications

16.1 There are no direct and specific implications in relation to establishing the Board. However, the Board will consider such implications in making its decisions and in administering the SEDF

17.0 Staffing and Trade Union Implications

17.1 There are no direct and specific implications in relation to establishing the Board. The Gloucestershire County Council will act as Administering Authority in the management of the Board.

Background Documents: None

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Appendix 1

Terms of Reference and Constitution for the Gloucestershire City Region Board

TERMS OF REFERENCE/CONSTITUTION

1. Governance

- 1.1 The Gloucestershire City Region Board ("**GCR Board**") is a Joint Committee under ss101(5), 102 Local Government Act 1972 and under Part1A Chapter 2 Section 9EB of the Local Government Act 2000 and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.
- 1.2 Political Proportionality rules will not apply to the GCR Board as so constituted.
- 1.3 The GCR Board will include all of the Partner Authorities.

2. Host Authority

- 2.1 The GCR Board will be hosted under local government arrangements by Gloucestershire County Council. The Host Authority will provide Secretary/Clerk, s151 and Monitoring Officer roles of the GCR Board.

3. Functions of the GCR Board

- 3.1 Each of the Partner Authorities empowers the GCR Board to:
 - 3.1.1 engage in strategic discussion and act as the primary consultative forum to set a dynamic vision for Gloucestershire and to present and discuss issues relating to the following:
 - (a) economy and growth;
 - (b) funding and bids;
 - (c) devolution; and
 - (d) skills and employment;

- 3.1.2 develop and support a shared vision for strategic growth and economic success for the County of Gloucestershire;
- 3.1.3 champion that shared vision and its delivery with a single voice inside and outside Gloucestershire, including with strategic partner organisations such as the Western Gateway Partnership.
- 3.1.4 lobby and bid for funding and support via government growth programmes and Western Gateway Partnership and other partners to support the delivery of the GCR Board's ambitions;
- 3.1.5 promote the success of the Gloucestershire City Region and its strengths to attract inward investment and growth;
- 3.1.6 work closely with all sections of the Gloucestershire City Region communities, businesses and agencies to engage them in the generation and delivery of the vision;
- 3.1.7 build upon the inter-related strengths of the communities of the Gloucestershire City Region to fulfil the ambitions of each place and maintain their identities;
- 3.1.8 create a positive vision for vibrant rural communities, businesses and infrastructure to maximise their contribution to Gloucestershire;
- 3.1.9 work with partners to ensure the Gloucestershire City Region Vision can guide and integrate with future strategic spatial and infrastructure plans;
- 3.1.10 ensure the development of a Gloucestershire Vision complements other visioning and strategic plans in the County of Gloucestershire;
- 3.1.11 aim to create, through the Gloucestershire City Region Vision, a special county which has uniquely attractive offers as a place to live and visit and a vibrant economy firmly based on modern commercial activity, built on the strengths of our communities;
- 3.1.12 discharge on behalf of Partner Authorities the power to do anything it considers likely to achieve the promotion or improvement of the economic wellbeing of the area of Gloucestershire together with such additional functions as the respective constituent Councils may determine from time to time;

- 3.1.13 facilitate and enable collaboration between the Partner Authorities on economic development, employment and skills, and associated activities;
 - 3.1.14 formulate and agree the GCE Strategy from time to time and other plans and strategies related to economic growth, and to work jointly to ensure their delivery;
 - 3.1.15 lobby and carry out other activities that help achieve the promotion or improvement of the economic wellbeing of the area of Gloucestershire;
 - 3.1.16 promote the vision contained in the GCE Strategy;
 - 3.1.17 seek the allocation of resources to achieve the promotion or improvement of the economic wellbeing of the area of Gloucestershire; and
 - 3.1.18 ensure a co-ordinated approach to and liaise with such relevant Groups/Boards as the Partner Authorities and/or the Senior Officer Group may determine from time to time.
- 3.2 To provide political and democratic accountability by:
- 3.2.1 monitoring the delivery of each priority, plan, project or programme included in the GCE Strategy and by ensuring that action is taken to review and prepare revised action plans as necessary;
 - 3.2.2 monitoring the Annual Budget;
 - 3.2.3 advising and making recommendations to the Partner Authorities;
 - 3.2.4 providing Leadership Gloucestershire with regular updates in respect of the work of the GCR Board and (where appropriate) the governance of the GCR Board.

4. Membership of the GCR Board and appointment of the Chair

- 4.1 The GCR Board shall be comprised of:
 - 4.1.1 One member from each of the District Authorities: each such member to be an appointed executive member (where executive

arrangements are in place) from the relevant District Authority (voting); and

- 4.1.2 One member from the Administering Authority, such member to be an appointed executive member (where executive arrangements are in place) from the Administering Authority (voting), who shall also act as the Chair.

The GCR Board may from time to time at its absolute discretion appoint one non-voting member to the GCR Board from Gloucestershire's business community. Each such appointment shall continue for a fixed term (to be determined by the GCR Board) unless removed earlier by the GCR Board.

- 4.2 Each District Authority shall appoint a substitute member (being an executive member of the relevant District Authority where executive arrangements are in place). The substitute member shall have the same rights of speaking and voting at meetings as the member for whom the substitution is made.
- 4.3 The Administering Authority shall appoint a substitute member (being an executive member of the Administering Authority where executive arrangements are in place). The substitute member shall have the same rights as the member for whom the substitution is made in respect of speaking, voting and acting as the Chair at meetings.
- 4.4 Each GCR Board member appointed by a Partner Authority shall remain in office until removed and replaced by his or her appointing Partner Authority, or in the case of an executive member, until he or she ceases to be a member of the Executive of the appointing Partner Authority.

5. **Voting**

- 5.1 One member one vote for each Partner Authority.
- 5.2 Normal rules as to declarations of interest to be applied in accordance with the Gloucestershire County Council Code of Conduct.
- 5.3 Except as otherwise provided by the Local Government Acts 1972 and 1985 and subject to the protocol in respect of the Chair's casting vote set out in **Error! Reference source not found.**, all matters shall be decided by a majority of the votes of the voting members present.

5.4 Subject to the protocol in respect of the Chair's casting vote set out in **Error! Reference source not found.**, in the event of an equality of votes the Chair shall have the casting vote in addition to their vote as a member of the GCR Board.

6. **Quorum**

6.1 The quorum for a meeting shall be the member from the Administering Authority together with 3 (three) other voting members. No business shall be transacted unless quorum is reached. If quorum is not reached within thirty (30) minutes of the start of the meeting (or if quorum ceases to be present during a meeting), the meeting shall be adjourned to the same time and venue to a date determined by the Chair.

7. **Meetings**

7.1 The Chair of the meeting shall be the member from the Administering Authority or their substitute, also from the Administering Authority.

7.2 Each member entitled to attend will send a substitute member as per paragraphs 4.2 and 4.3 in the event of his or her unavailability. The Secretary/Clerk for the GCR Board shall be informed prior to the commencement of the meeting of any substitute members attending.

7.3 A meeting of the GCR Board must be convened by the Chair within twenty-eight (28) days of the receipt of a requisition of any two voting members of the GCR Board addressed to the Secretary/Clerk to the GCR Board. All requisitions shall be in writing and no business other than that specified in the requisition shall be transacted at such a meeting.

8. **Constitution**

8.1 The Constitution of Gloucestershire County Council shall apply to the GCR Board.

9. **Attendance**

9.1 Members of the SOG, together with the Administering Authority's s151 Officer, Legal Advisor and the Clerk shall be entitled to attend meetings of the GCR Board to advise the GCR Board on matters relevant to the functions and activities of the GCR Board but shall have no voting rights.

9.2 Each Partner Authority may send any of its officers (as it considers to be appropriate) to meetings of the GCR Board, or any sub-committee thereof, to support its GCR Board Members or those invited to observe the meeting.

10. **Responsibilities of the Chair and (if applicable) their substitute**

10.1 The role of the Chair and (if applicable) their substitute, is to ensure that the meetings of the GCR Board are conducted efficiently and in accordance with the Standing Orders and Rules of Procedures.

10.2 The role of the Chair's substitute is to deputise for the Chair during any period of the Chair's absence or at other times as appropriate and his responsibilities shall be the same as those of the Chair.

10.3 Subject to the protocol in respect of the Chair's casting vote set out in **Error! Reference source not found.**, the Chair or (if applicable) their substitute shall have a second or casting vote in the event of an equality of votes when presiding at a meeting of the GCR Board.

11. **Meetings of the GCR Board**

11.1 Part I of Schedule 12 of the LGA 1972 shall apply to meetings of the GCR Board.

11.2 At its first meeting and at each Annual General Meeting thereafter the GCR Board shall:

11.2.1 adopt a Scheme of Delegation; and

11.2.2 approve the schedule of meetings for the remainder of the year.

11.3 Subject to paragraph 11.5 below, and the need exceptionally to call additional meetings, the GCR Board shall meet at least four times each year. The Chair shall decide the venue, date and time of all meetings of the GCR Board. Wherever practicable, at least ten (10) Business Days' notice of such meetings shall be given to each GCR Board Member, the Senior Manager, the Administering Authority's s151 Officer, the Legal Advisor and to each of the Partner Authorities by the Clerk.

11.4 Meetings of the GCR Board shall be open to the public and press except during consideration of items containing confidential or exempt information in accordance with the provisions of sections 100 to 100K of the LGA 1972; and

reports to and the minutes of the GCR Board shall (subject to the provisions of sections 100 to 100K of the LGA 1972) be available to the public and press as though they were the reports or minutes of a meeting of a Partner Authority.

- 11.5 Any GCR Board Member may requisition a meeting of the GCR Board by giving notice of such requisition to the Chair and to the Clerk. Immediately upon receipt of such requisition, the Chair shall call a meeting of the GCR Board in accordance with paragraph 11.3 which shall be no later than ten (10) Business Days after the receipt by the Clerk of the notice of requisition.
- 11.6 The Standing Orders and Rules of Procedure shall be applicable to meetings of the GCR Board. The Standing Orders and Rules of Procedure may only be amended or replaced if the amendment or replacement is agreed by not less than three-quarters of the GCR Board Members.
- 11.7 If a quorum is not present within thirty (30) minutes of the time set for the commencement of a meeting of the GCR Board (or a quorum ceases to be present during a meeting) the meeting shall be adjourned to the same time and venue five (5) Business Days later or to such other date, time and venue as the Chair (or other person who is chairing the meeting) shall determine.
- 11.8 The Chair shall normally preside at all meetings of the GCR Board. If the Chair is not present within fifteen (15) minutes of the time for the commencement of a meeting, or being present does not wish to preside or is unable to do so, then their substitute shall preside at that meeting. If (in the event of the absence or non-availability of the Chair) their substitute is not present within fifteen (15) minutes of the time for the commencement of the meeting or does not wish to preside or is unable to do so, the meeting shall be adjourned to the same time and venue five (5) Business Days later.

12. **DELEGATION TO SUB COMMITTEES AND OFFICERS**

- 12.1 The GCR Board may arrange for any of its functions to be discharged in accordance with the provisions of a Scheme of Delegation as approved by the GCR Board.
- 12.2 The GCR Board may appoint working groups consisting of GCR Board Members, officers from the Administering Authority (including of the SOG) and officers of any of the Partner Authorities to consider specific matters and report back to the GCR Board or any sub-committee with recommendations.

13. **Scrutiny Arrangements**

- 13.1 Subject as set out in this paragraph 13 the decisions made by the GCR Board shall for the time being be subject to the Scrutiny Arrangements of each Partner Authority and each Partner Authority acknowledges the requirements in paragraph 13.6 below for cooperation between the respective Scrutiny Committees of each Partner Authority and Stroud's Strategy and Resources Committee.
- 13.2 Any decision of the GCR Board, except those agreed as urgent in accordance with paragraph 13.3 shall not be implemented until the Scrutiny Arrangements of the Partner Authority whose membership has called in the decision or action has been completed.
- 13.3 Where the GCR Board decides that a decision must be implemented without delay and as a matter of urgency it shall record the reasons for such urgency in the minutes of the meeting and any subsequent 'call in' of that decision should normally relate only to the process leading to the decision and not to the decision itself and the chairmen of the Partner Authorities Scrutiny Committees and Stroud's Strategy and Resources Committee shall be advised immediately.
- 13.4 A summary record of decisions made by the GCR Board will be made available to the public via the website of the Administering Authority within two (2) Business Days of the decision being made. At the same time the Administering Authority will provide a copy of the summary record of decisions to all Partner Authorities for them to make available to their members as they see fit. The summary record will indicate which of the decisions are subject to the urgency provision and therefore are not available to be 'called in' prior to implementation.
- 13.5 All decisions of the GCR Board (unless urgency is specified in accordance with paragraph 13.3) to be subject to call-in processes of each Partner Authority. If not called in during that period any decision shall then be available for implementation.
- 13.6 The GCR Board Members and the relevant officers from each Partner Authority shall fully cooperate with the relevant Scrutiny Committee of any of the Partner Authorities or (as applicable) Stroud's Strategy and Resources Committee and attend as directed by the Scrutiny Committee/Stroud's

Strategy and Resources Committee. The GCR Board Chair may nominate the GCR Board Member(s).

- 13.7 Where a decision is called in by more than one Partner Authority, the Scrutiny Committee of each of the Partner Authorities or (as applicable) Stroud's Strategy and Resources Committee calling in the decision will be invited to request the County Council to convene a meeting of the Gloucestershire Economic Growth Scrutiny Committee (GEGSC) to hear evidence, views, options considered, reasons for decision and to ask questions of appropriate GCR Board Member(s) and officers of the Administering Authority (including of the SOG) and others invited to participate.
- 13.8 After these "hearings", each relevant Scrutiny Committee or (as applicable) Stroud's Strategy and Resources Committee will meet separately to decide on what comment, view or recommendations (if any) it wishes to make to the GCR Board.
- 13.9 Where the account to be given to the Scrutiny Committee or (as applicable) Stroud's Strategy and Resources Committee requires the production of a report, then the GCR Board Member or officer concerned will be given sufficient notice to prepare the documentation.
- 13.10 Once it has formed recommendations on a call-in (or proposals for development in accordance with paragraph 13.13) a Scrutiny Committee or (as applicable) Stroud's Strategy and Resources Committee shall prepare a formal report and submit it for consideration by the GCR Board.
- 13.11 The GCR Board shall consider the report of a Scrutiny Committee or (as applicable) Stroud's Strategy and Resources Committee at its next suitable meeting and shall issue a formal response to such a report.
- 13.12 The Clerk shall monitor the operation of the provisions relating to call-in and urgency annually, and submit a report to the GCR Board with proposals for review if necessary.
- 13.13 A Scrutiny Committee or (as applicable) Stroud's Strategy and Resources Committee should notify one of the GCR Board Members for its Partner Authority if it includes in its work programme any aspect of policy development or review relating to the work or functions of the GCR Board.

14. ANNUAL BUDGET

- 14.1 The GCR Board and the Partner Authorities will prepare the Annual Budget for future Financial Years in accordance with the following deadlines:
- 14.1.1 No later than 31 July in each Financial Year the Administering Authority or the Senior Manager (if appointed) shall submit a draft Annual Budget to the SOG in respect of the next Financial Year;
 - 14.1.2 The SOG shall within twenty (20) Business Days of receipt of the draft Annual Budget consider and provide comments on or suggest amendments to be included in a revised draft Annual Budget;
 - 14.1.3 No later than 30 September in each Financial Year the GCR Board will approve the draft Annual Budget;
 - 14.1.4 Each Partner Authority will consider, as part of its budget setting process the draft Annual Budget;
 - 14.1.5 No later than 30 November in each Financial Year each Partner Authority will provide any comments or proposed amendments to the draft Annual Budget to the GCR Board;
 - 14.1.6 No later than 15 January in each Financial Year the Administering Authority's s151 Officer will insert the actual costs to the GCR Board into the draft Annual Budget and circulate it to the s151 officer and to the GCR Board;
 - 14.1.7 No later than 18th February in each Financial Year each Partner Authority will approve any amendments to the draft Annual Budget; and
 - 14.1.8 The GCR Board will approve the Annual Budget by no later than 28 February in each Financial Year.
- 14.2 If the Partner Authorities or the GCR Board are unable to approve the draft Annual Budget for a Financial Year before 26 February in any year, the GCR Board shall perform its delegated functions and activities set out in paragraph 2 in conformity with the approved Annual Budget for the previous Financial Year, subject to an adjustment for inflation using indices determined by the Administering Authority's s151 Officer from time to time, until such time as an Annual Budget is approved in accordance with this paragraph 14.

- 14.3 At any time within a Financial Year the GCR Board may agree by a majority vote amendments to the Annual Budget for that Financial Year to accommodate any unforeseen change in circumstances and to assist the GCR Board in performance of its functions.
- 14.4 Where the GCR Board is to consider amendments in accordance with paragraph 14.3 above, the County Council or the Senior Manager (if appointed) shall forthwith notify the Chief Executive of each of the Partner Authorities of the proposed amendments to the Annual Budget. Each Partner Authority shall have a period of twenty (20) Business Days from receipt of the proposed amendments in which to consider them and to notify the County Council or the Senior Manager (if appointed) that such amendments require the approval of the Partner Authority.
- 14.5 Where no Partner Authorities serve notice (in accordance with paragraph 14.4) on the County Council or the Senior Manager (if appointed) the GCR Board may implement such proposed amendment.
- 14.6 Where one or more of the Partner Authorities has notified the County Council or the Senior Manager (if appointed) that it needs to approve the proposed amendments, the GCR Board shall not implement such proposed amendments unless and until the notifying Partner Authority has approved the proposed amendments and informed the County Council or the Senior Manager (if appointed) that it has approved such proposed amendments.
- 14.7 The Partner Authorities shall pay any due contribution of the Annual Budget to the Administering Authority in accordance with clause **Error! Reference source not found.** of the Agreement and any additional contributions which may arise as a result of the operation of paragraphs 14.3 to 14.6 above shall be paid in accordance with clause **Error! Reference source not found.** of the Agreement.

15. **GCR BOARD MEMBER CONDUCT**

- 15.1 GCR Board Members shall be subject to the code of conduct for elected members adopted by the Partner Authority that nominated them to be a GCR Board Member.

16. **LIABILITY OF GCR BOARD MEMBERS**

- 16.1 A GCR Board Member shall have the same responsibilities and liabilities as those that apply when sitting on other committees and bodies as an appointed representative of his nominating Partner Authority.

Appendix 1 (incorporated and referred to within the Inter Authority Agreement)

PROTOCOL IN RESPECT OF THE CHAIR'S CASTING VOTE

The GCR Board agrees the following Protocol in respect of the Chair's right to cast a second or casting vote in the event of an equality of votes at a GCR Board meeting:

Deferral Vote

In the event of an equality of votes the GCR Board Members agree to proceed as follows:

1. the Chair shall move to defer the agenda item ("**Deferral Vote**").
2. If the Deferral Vote is passed by a majority the item shall be deferred and the deferral process will be triggered.
3. If the Deferral Vote is tied, the Chair shall have a casting vote to decide whether to defer the item or not.
4. If the Deferral Vote is lost then the agenda item shall stand and be voted on, with the Chair having a casting vote.

Deferral Process

The deferral process shall be as follows:

1. The agenda item shall be deferred for a period of not less than five (5) Business Days ("**Deferral Period**") and the GCR Board meeting shall be adjourned to a date beyond the expiry of the Deferral Period as determined by the Chair. During the Deferral Period the GCR Board Members shall be able to consult their Partner Authorities and discuss the agenda item with other GCR Board Members.

2. At the adjourned GCR Board meeting the agenda item shall be discussed again and any written views received from Partner Authorities shall be reported to the GCR Board for consideration by the meeting.
3. If, at the adjourned meeting, there is an equality of votes in relation to that agenda item the Chair shall have a casting vote.

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Appendix 2

Principles for the administration of the Strategic Economic Development Fund (SEDF)

1. To establish two calls for funding bids in a financial year. For 2023/24 these are currently proposed as November 2023 and April 2024. This will enable the Senior Officer Group and City Region Board to have a pipeline of projects to consider at any time.
2. The Fund to remain open to other partners and organisations, as well as all the Local Authority Partners,. Any potential bids will still need to have a Local Authority project sponsor in order for it to be submitted and considered.
3. Strategic Alignment/Fit – important that any funding requests align with strategic priorities, as the basis for filtering those bids that can be considered and assessment through the SEDF process. SOG recommend using the strategic priorities in the emerging County Economic Strategy.
4. To maximise the impact of the funding, projects need to demonstrate their reach and benefit to as many districts/areas and local communities as possible.
5. Projects/bids will need be able to demonstrate clearly the leverage and impact that any SEDF funding would achieve in particular the economic & social benefits and outcomes. Projects/bids that identify/secure other direct match funding will be viewed favourably.
6. Financial sustainability is an important factor, and any projects or bids would need to provide details of an exit strategy, to show how they will be financially sustainable once any SEDF funding awarded has been spent.
7. For those more commercially focussed projects, to consider on a case by case basis, the potential to recover a proportion of any SEDF awarded – use of a super profits clause (as per Local Growth Deal funded contracts).
8. To establish a more robust monitoring regime to assist with the testing of the value for money, and demonstrating the added value and impacts against envisaged benefits and outcomes. This would also assist officers with spotting worthy proposals and bids for future consideration. The scale of monitoring required will also be commensurate to the value of the funding sought/awarded. We would expect more monitoring of a £200k project compared to a £20k project. Officers will amend the current Expression of Interest form, and add an evaluation

section for applicant to complete that identifies SMART measures such as amount of public/private sector leverage, job creation/retention, number of beneficiaries, geographic areas that have benefitted.

9. To retain the current eligibility criteria, and officers to review the current guidance on the nature and type of projects that could be eligible for funding, and review and revise the current assessment template including the criteria, which translates into a point system.

10. To investigate and put in place a light touch independent/external appraisal for any project that makes through the initial pipeline ? process, for consideration for funding by the SOG and City Region Board. This approach has been in place previously for the LEP Growth Deal and Get Britain Building Fund, as well as the GIFF loan funding.



Meeting:	Cabinet	Date:	6 March 2024
Subject:	Private Sector Stock Condition Survey		
Report Of:	Cabinet Member for Planning and Housing Strategy		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Neil Coles, Housing Innovation Manager		
	Email:	neil.coles@gloucester.gov.uk	Tel: 396534
Appendices:	<ol style="list-style-type: none"> 1. Comparison of key datasets from the 2023 and 2011 Stock Condition Surveys 2. Gloucester Private Sector Stock Condition Survey Report 2023 3. Gloucester Private Sector Stock Condition Survey Report 2011 4. Recommendations of the Overview and Scrutiny Committee 		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide a summary of the Private Sector Stock Condition survey that was undertaken for the Council in 2023 and discuss the options available to the Council to address the key conclusions set out in the survey report.

2.0 Recommendations

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

- (1) The contents of the Private Sector Stock Condition Survey are noted.
- (2) The overarching conclusion set out in the Private Sector Stock Condition Survey report that the condition of housing stock across Gloucester is generally good compared with the national picture, is noted.
- (3) Despite the positive feedback on housing conditions, there remain pockets of poor housing across the city that impact on the health and well-being of residents across all tenures.
- (4) The improvement of housing standards since the previous Private Sector Stock Condition Survey in 2011 is noted.
- (5) The following recommendations to address the key conclusions set out in the survey report are agreed:
 - a) The council will continue to target resources to maintain and improve housing standards and environmental issues in Barton and Tredworth.

- b) Officers continue to work to bring empty homes back into use with a focus on empty dwellings in Kingsholm and Wotton, and Barton and Tredworth.
 - c) The Planning Committee will determine whether there is a business case for an Article 4 Direction to be introduced to manage the conversion of existing dwellings to small HMOs in one or more areas of the city
 - d) The council continues to support the Warm and Well Partnership to deliver energy efficiency advice and improvements to residents across Gloucester.
 - e) Officers explore opportunities to partner with an ethical low-cost loan organisation to deliver home repair and improvement loans (including Sharia compliant finance) to residents.
- (6) The high level of support and co-operation of households that agreed to participate in the Private Sector Stock Condition Survey is acknowledged.

3.0 Background and Key Issues

- 3.1 Housing is a key determinant of health, and poor housing contributes to poor health.
- 3.2 The Council is obliged to review the housing conditions within the private sector housing stock in the city on a regular basis to inform its priorities in intervening to maintain and improve housing conditions.
- 3.3 The last private sector stock condition was undertaken in 2011 (Appendix 3) and housing conditions have improved significantly since then in line with the national picture with rates of non-decent homes reducing by 67% in Gloucester. Appendix 1 provides a comparison of the key datasets from the 2011 and 2023 Private Sector Stock Condition Surveys.
- 3.4 The Gloucester private sector stock condition survey was undertaken as part of a countywide programme of surveys that was procured jointly with Stroud District Council leading the procurement exercise. The surveys were funded using pooled health funding.
- 3.5 The survey involved surveying a statistically robust sample of 1,000 of the total 58,196 properties across the city with the data extrapolated to provide an accurate assessment of all homes across the city.
- 3.6 All surveys undertaken were chosen randomly from a full address list provided to the survey consultant and were completed anonymously. The council has no detail in respect of any of the inspections.
- 3.7 During the survey work only 73 households refused to participate in the survey which represents an exceptionally high participation rate from Gloucester residents.
- 3.8 To provide a greater level of detail in Barton and Tredworth, Kingsholm and Wotton, and Westgate wards, a greater number of surveys were undertaken in these wards to enable data to be extrapolated in these areas in addition to the remainder of the city.

- 3.9 The survey assessed homes for the 29 hazards detailed within the Housing Health and Safety Rating System (HHSRS) which is the accepted methodology for assessing housing conditions. Any hazards identified are assessed as either Category 1 or Category 2 hazards, with Category 1 hazards presenting the greater risk of harm to occupiers than Category 2 hazards.
- 3.10 The survey also assessed whether homes met the current Decent Homes Standard, and the level of thermal efficiency. Anonymous household questionnaires also identified socio-economic details for households including information relating to any illnesses and disabilities that were present.
- 3.11 The Private Sector Stock Condition Survey report is included at Appendix 2.

Key Headlines from the Stock Condition Survey

- 3.12 The key headlines detailed in the report are as follows:

Age of housing stock

- 3.12.1 The housing stock across the city predominantly dates from after the Second World War with just over a quarter of all homes built before 1945. Compared with the national average Gloucester has fewer pre-war homes and a considerably higher proportion of homes built after 1965.
- 3.12.2 The oldest housing stock is found within Barton and Tredworth where 58.1% of housing was built before 1919, with higher rates also found in Kingsholm and Wotton (26.9%) and Westgate (21.1%).

Housing typology and tenure

- 3.12.3 The housing across the city largely comprises houses (detached, semi-detached and terraced) and bungalows with only 13% of properties comprising purpose-built flats, and a further 2.5% of properties comprising flats in converted buildings.
- 3.12.4 There are a greater number of homes that are owner-occupied across Gloucester (70.6%) compared with nationally (68.2%) and similarly there are more homes rented through housing associations in Gloucester (12.1%) than nationally (10.8%). Conversely, there are fewer homes rented privately across Gloucester (17.1%) compared with nationally where 21.0% of homes are rented privately.
- 3.12.5 There are differences between the housing types that are found within each tenure group, with the owner-occupied sector having the fewest terraced homes and flats, and higher concentrations of flats and terraced homes being found in the private rented and housing association rented sectors.
- 3.12.6 The owner-occupied sector also shows a broad age range of housing stock, and interestingly the private rented sector shows a polarised age profile with 45.2% of homes constructed post-1980 and 24.9% of homes built pre-1919.

3.12.7 Patterns of housing tenure vary across the city. Private rented accommodation accounts for 17.1% of all housing across the city, however this is focussed within Barton and Tredworth where 38.9% of stock is private rented, Westgate (where 30.4% of stock is private rented), and Kingsholm and Wotton (where 26.8% of stock is private rented) compared with the remainder of the city where 12.4% of housing stock is private rented.

Vacant homes

3.12.8 The level of vacant homes across the city as a whole is comparable with the national picture, however 8.1% of homes in Kingsholm and Wotton have been long-term vacant (i.e. vacant over 6 months).

Houses in multiple occupation (HMOs)

3.12.9 The survey identified 485 properties (0.9% of the total stock of occupied dwellings) that are in multiple occupation (i.e. being occupied as a house in multiple occupation (HMO)).

3.12.10 The highest rates of multiple occupation are found in Barton and Tredworth where 4.3% of homes are occupied as HMOs followed by Kingsholm and Wotton where 1.9% of properties are HMOs.

Household size

3.12.11 Households across Gloucester are small in size, with two-thirds of households containing two or less individuals. Of the remaining households, only 6.0% have five or more persons.

Household demographics

3.12.12 Households across the city show an ageing demographic profile when considering the Household Representative Person (HRP)¹ with 46.5% of households having a HRP aged over 55 and 17.3% of HRPs being under 35 years of age.

3.12.13 The average age of HRPs is significantly lower in the private rented sector (42 years) compared with the owner-occupied sector (55 years) and the social housing sector (55 years).

3.12.14 There are significantly more private rented sector households (33.9%) who have a HRP aged under 35 compared with the owner-occupied sector (13.2%) and social housing sector (14.5%).

3.12.15 Conversely, only 8.5% of HRPs in private rented accommodation are aged 65 or over, compared with 31.2% in the social housing sector and 31.9% in the owner-occupied sector.

3.12.16 The majority of households (82.6%) are of white British or Irish ethnicity, with a further 6.2% being of other white ethnicity. The remaining 11.2% of

¹ HRP is defined as being the eldest economically active person in the household, then the eldest inactive person if there was no economically active person.

households (6,301 households) are distributed across the range of Black and other ethnic minorities.

Household occupancy and overcrowding

3.12.17 The majority of households across Gloucester (74.6%) are under-occupying their homes however 1,936 households (3.4%) are over-crowded. A smaller proportion of owner-occupied homes (1.9%) are over-crowded.

3.12.18 Levels of over-crowding are significantly higher in the social housing sector (7.0%) and private rented sector (6.7%).

3.12.19 Levels of over-crowding across all tenures are also significantly higher in Barton and Tredworth where 12.2% of households are over-crowded.

Housing mobility

3.12.20 As expected there is a marked difference in housing mobility between the different housing tenures with 54.2% of owner-occupiers and 40.3% of social housing tenants having lived in their homes for over 10 years. In contrast 13.7% of private rented sector tenants have lived in their home for the same period.

3.12.21 Conversely, only 2.3% of owner-occupiers and 4.6% of social housing tenants intend to move home in the next 12 months compared with 10.0% of private rented tenants.

3.12.22 The rates of housing mobility are higher in Westgate where 35.8% of households have been resident for under two years, in Kingsholm and Wotton (34.1%) and Barton and Tredworth (27.2%). Across the remainder of the city 14.7% of households have been resident for under two years.

3.12.23 This disparity reflects the increased levels of private rented accommodation in these three wards and is also reflected in higher rates for the intention to move home within the next 12 months.

Household economic activity

3.12.24 Almost two-thirds of households (65.3%) have a Household Representative Person who is in either full-time or part-time employment. Just over a quarter of households (26.8%) have a HRP who is retired, and 7.9% of households are either unemployed or otherwise economically inactive.

3.12.25 Just over 10,000 households (17.9%) have a household member in receipt of a means tested benefit, and 10% of households have disposable incomes lower than 60% of the median income across England (i.e. £19,380).

3.12.26 The information obtained during the survey suggests a median disposable income in Gloucester of £32,877, which compares with the median level for England of £32,200. The median disposable incomes in Gloucester are higher in the owner-occupied and private rented sectors than the social housing sector.

- 3.12.27 There are lower rates of economic activity in the social housing sector with 12.5% of Household Representative Persons registered unemployed, and 18.7% are unable to work due to sickness or disability.
- 3.12.28 There are higher rates of households receiving a means tested benefit in both the social housing and private rented sectors, with the highest rate found in the social housing sector where 60.6% of housing association households being in receipt of a means tested benefit.
- 3.12.29 Similarly, there are higher proportions of low-income households in the social housing and private rented sectors with 36.8% of housing association households on low incomes, and 10.4% of private rented households on low incomes.
- 3.12.30 Across the City, household economic activity is lower in Barton and Tredworth than other areas with lower levels of employment, higher unemployment, higher incidence of ill-health unemployment and disability, and lower levels of retirement.
- 3.12.31 There is a higher proportion of low-income households in Barton and Tredworth where 24.2% of households are on a low income compared with an average across the whole of the city of 10.0%.

Housing Conditions

- 3.12.32 The housing stock across the city is generally in good condition with 92.6% of dwellings meeting the decent homes standard. This compares with a national average of 85.3% of homes meeting the decent homes standard.
- 3.12.33 The remaining 4,120 dwellings (7.4%) failed the decent homes standard with 3.4% having Category 1 hazards as defined by the Housing Health and Rating System (HHSRS), and 4.3% being in other disrepair.
- 3.12.34 The cost of achieving the decent homes standard across the city's private sector housing is estimated at £26.19m or an average of £6,356 per dwelling. The cost of remedying all Category 1 hazards is estimated at £9.9m – an average cost of £5,307 per dwelling.
- 3.12.35 Unsurprisingly, the highest proportion of health and safety hazards were found in the oldest housing stock, with 26.6% of all dwellings built before 1919 having Category 1.
- 3.12.36 The highest proportion of hazards were found in the private rented sector, compared with the owner-occupied and social housing sectors with 7.7% of all dwellings in the private rented sector having Category 1 hazards compared with 2.7% of dwellings in the owner-occupied sector and 1.2% of social housing dwellings.
- 3.12.37 Across the City Category 1 hazards are more prevalent within Barton and Tredworth, Kingsholm and Wotton, and Westgate, with 29.3% of dwellings in Barton and Tredworth experiencing Category 1 hazards. Outside of these three areas a small proportion of dwellings (0.2%) have Category 1 hazards across the remainder of the City.

- 3.12.38 The most prevalent Category 1 hazard across Gloucester is the hazard associated with falling on stairs which represents 84.6% of Category 1 hazards. The other notable hazards are excess cold (19.7%), dampness and mould growth (2.5%), crowding and space (1.6%) and falling between levels (1.2%).
- 3.12.39 Less serious Category 2 hazards are more prevalent than Category 1 hazards with a total of 25.5% of all dwellings exhibiting a Category 2 hazard.
- 3.12.40 The most common Category 2 hazard related to the hazard associated with entry by intruders which represents 57.3% of all Category 2 hazards. The other notable category 2 hazards are falling in level surfaces (51.1%), falling on stairs (11.1%), dampness and mould growth (3.7%), and fire safety (2.9%).
- 3.12.41 Category 2 hazards, are also over-represented in Barton and Tredworth, Kingsholm and Wotton, and Westgate compared with the remainder of the city. Category 2 hazards are also focussed in dwellings built before 1919 as well as those dwellings in both the private rented and social housing sectors.
- 3.12.42 The survey also considered disrepair present in the private sector housing stock as disrepair impacts directly on living conditions as well as the longer-term deterioration of dwellings. When considering the potential for building failure and/or replacement within the next 10 years, 14.5% of all dwellings are projected to require replacement gutters and downpipes, 14.3% replacement windows, 12.6% replacement roof coverings, and 7.5% replacement external doors.
- 3.12.43 As with the other housing standards concerns, disrepair is focussed on dwellings built before 1919 with 21.3% of dwellings failing the decent homes standard due to disrepair, and 23.7% of dwellings in Barton and Tredworth also fail due to disrepair.

Energy Efficiency

- 3.12.44 The increases in energy costs over the last two years have highlighted the impact that home energy efficiency plays in household living standards. The survey considered dwelling SAP (Standard Assessment Procedure) ratings where the most energy efficient dwellings have the highest score on a scale of 1-100.
- 3.12.45 SAP ratings are most commonly seen on Energy Performance Certificates that are required to be provided when letting or marketing a dwelling for sale. The SAP ratings are presented in bands A- G on the certificate.
- 3.12.46 Across Gloucester almost two-thirds of dwellings (66.5%) fall in the top energy efficiency bands (A, B, and C) which is a higher proportion than is the case nationally where 47.5% of dwellings fall in these bands. Similarly, the proportion of dwellings in the lowest energy efficiency bands (E, F, and G) is lower than the national average.

- 3.12.47 Across the City there were limited variations in energy efficiency rating both in terms of tenure or location.
- 3.12.48 The key dwelling attributes influencing energy efficiency are that 98.5% of dwellings have central heating, 78.1% have 200mm or greater loft insulation (with 13.0% not requiring insulation due to being mid-storey flats with no roof space), 79.6% of dwellings with cavity walls have cavity wall insulation, and 98.8% of dwellings having double glazing to the majority of the dwelling.
- 3.12.49 Despite the generally high level of dwelling energy efficiency 1.5% of dwellings fail the decent homes standard due to poor thermal comfort. Higher levels of poor thermal comfort are found within the private rented and social housing sectors, as well as within older housing stock built before 1919.
- 3.12.50 The private rented sector sees a greater use of electric heating systems with 19.1% of dwellings in the sector having electric heating. This may be due to the higher proportion of flats in converted buildings found within the private rented sector. By comparison, only 2.5% of dwellings in the owner-occupied sector have electric heating systems.

Environmental conditions and liveability

- 3.12.51 The survey considered potential environmental concerns within the vicinity of the home using the surveyor's professional assessment. This assessment considered a range of factors, including litter and rubbish, vandalism and graffiti, nuisance from street parking, air quality, noise from traffic and other transportation, as well as dwelling condition.
- 3.12.52 Environmental issues were considered to generally present a minor impact, and the notable concerns are the impact of street parking, litter and rubbish, heavy traffic, and dog fouling.
- 3.12.53 Overall 7.5% of dwellings were assessed as being located in areas experiencing major liveability concerns. The concerns related to poor visual quality, upkeep, traffic, as well as the presence of other major problems.
- 3.12.54 Environmental conditions were found to be below average in areas characterised by private rented accommodation and social housing, as well as housing built before 1919 and early post-war housing, terraced housing, and properties converted into flats.
- 3.12.55 There is a correlation between environmental conditions and housing condition, with 52% of non-decent homes situated in areas with poor or below average visual quality. Only 7.7% of decent homes were situated in these areas.
- 3.12.56 Environmental conditions are significantly worse in Barton and Tredworth, Kingsholm and Wotton, and Westgate. In Barton and Tredworth 38.9% of dwellings are situated in areas with poor or below average visual quality, and both Westgate (14.0%) and Kingsholm and Wotton (11.9%) show higher than average impacts compared with the remainder of the City

where 8.0% of dwellings are similarly affected, or the city average of 11.3% of dwellings in areas with poor visual quality.

Housing conditions and household circumstances

- 3.12.57 Economically disadvantaged households (e.g., those on low incomes, or are in receipt of means tested benefits) are more likely to experience poor housing conditions with most cohorts of economically disadvantaged households being over-represented in those households living in non-decent homes.
- 3.12.58 Of particular note is the estimate that the 17.8% of all households who are in receipt of a means tested benefit account for 41.7% of household living in a non-decent home.
- 3.12.59 The exposure of vulnerable households to poor housing varies by tenure and area with almost one-third of vulnerable households living in the private rented sector (30.9%) living in a non-decent home. By comparison 22% of vulnerable households in the owner-occupied sector live in a non-decent home reducing to 7.2% in the social housing sector.
- 3.12.60 Just under half of vulnerable households living in Barton and Tredworth (47.0%) live in non-decent homes compared with 29.2% of those living in Kingsholm and Wotton, and 12.1% in Westgate. Across the rest of the city 7.1% of vulnerable households live in non-decent homes.

Fuel poverty

- 3.12.61 A household is considered to be in fuel poverty if the dwelling's energy efficiency rating is Band D or lower, and the household's disposable income (after housing and fuel costs) is below the poverty line.
- 3.12.62 Just over one-third of all households (33.6%) live in a dwelling with an energy rating of Band D or lower, and fuel poverty has a particular impact on younger households and families.
- 3.12.63 Across Gloucester 12.2% of households are considered to be fuel poor compared with 13.2% nationally, and 10.8% in Gloucestershire.
- 3.12.64 Fuel poor households are particularly over-represented in the private rented sector (where 23.4% of households are fuel poor) and in those living in pre-1919 housing (where 31.7% of households are fuel poor). Fuel poverty is also significant in the social housing sector with 16.0% of households being fuel poor. By comparison 8.6% of owner-occupied households are fuel poor.
- 3.12.65 Fuel poverty is also driven by location with 34.2% of Barton and Tredworth households being fuel poor, and 21.1% of households in Kingsholm and Wotton. Within Westgate 7.8% of households are fuel poor, which is lower than the remainder of the city where 9.5% of households are fuel poor.

Housing and health

- 3.12.66 Across Gloucester 15.5% of all households indicated that at least one member of the households was impacted by a long-term illness or disability.
- 3.12.67 The most common illness or disability resulted in mobility impairment in 57.2% of households affected by a long-term illness or disability. Three-quarters (75.5%) of all households affected by a long-term illness or disability stated they had a mobility problem with their dwelling.
- 3.12.68 Where households were affected by mobility problems the most common problems relate to climbing stairs, using bathroom facilities, and access to both the home and the garden.
- 3.12.69 The survey asked households for their views on the impact of the design and condition of their home on their health. A small proportion of households (2.6%) perceived a negative effect of their home on their health. Of those households, the proportion with negative perceptions increased where Category 1 hazards were present, or where the dwelling was non-decent.

Household's attitudes to their housing

- 3.12.70 The survey sought occupier's views in their satisfaction with their housing to broadly mirror the surveyor's assessment of environmental condition set out earlier.
- 3.12.71 Over two-thirds (68.6%) of households are very satisfied with their current accommodation and only 2.2% expressed dissatisfaction with their home.
- 3.12.72 Due to the small sample size for this element it is difficult to draw conclusions on any drivers for these perceptions, however the data suggests that higher levels of dissatisfaction are found in the private rented sector and within Barton and Tredworth.
- 3.12.73 Almost two-thirds (65.4%) of households are very satisfied with their local area in which they live, however 4.9% are dissatisfied.
- 3.12.74 The majority of households (87.7%) consider that their local area has largely not changed over the last 5 years, with 2.1% considering the area to have improved, and 4.9% considering the area to have declined.
- 3.12.75 The variations in area dissatisfaction mirror the patterns of housing dissatisfaction and reflect less positive views among private rented and social housing tenants, as well as those living in dwelling built before 1919. Dissatisfaction is also high in Barton and Tredworth where 25.5% of households are dissatisfied with their area as well as residents of Westgate where 17.1% of residents are dissatisfied.
- 3.12.76 Households were also asked if they perceived any issues in their neighbourhood, and 15.0% stated they did.

- 3.12.77 The greatest perceived issues related to litter and fly tipping, and drug abuse and drug dealing, with lesser concerns related to unsocial behaviour and traffic noise.
- 3.12.78 Across the city 2.4% were victims of crime during the preceding 12 months, and 12.0% feel unsafe in their local area at night, with 0.2% feeling unsafe in their home at night. Just over one-tenth of households (10.7%) expressed that they had directly encountered anti-social behaviour (ASB).
- 3.12.79 Anti-social behaviour was more prevalent in Westgate where 34.9% of households had directly encountered ASB. Both Barton and Tredworth and Kingsholm and Wotton provided lesser concerns regarding ASB than the level across the city.

Repairs in the owner-occupied sector

- 3.12.80 Less than one-tenth (9.6%) of owner-occupiers living in non-decent homes expressed dissatisfaction with their home. And 19.6% of owner-occupiers in non-decent homes intend to carry out major repairs or improvements in the next 5 years.
- 3.12.81 Where owner-occupiers intend to carry out repairs or improvements energy efficiency works (e.g., loft insulation, central heating renewal, replacement windows and doors) and external works are the most common works stated.
- 3.12.82 Perceive barriers to undertaking home improvement works included finding reliable contractors (19.9%) and accessing independent advice (15.8%). Only 6.4% of owner-occupiers stated that they would re-mortgage to fund works.
- 3.12.83 Almost half of owner-occupiers (46.1%) would be interested should the Council provide a list of building contractors, and 12.3% expressed an interest in affordable and low-cost loans for home repairs and improvements.

Views from the private rented sector

- 3.12.84 Overall 47.2% of private tenants regarded their home to be in very good condition, and 5.6% regarded their dwelling to be in poor repair.
- 3.12.85 Of those who were aware 56.6% of all private tenants engage directly with their landlord and 33.7% deal with a property agent.
- 3.12.86 Over two-thirds of private sector tenants (36.7%) have informed their landlord or agent of outstanding repairs. Of these cases in 28.7% repairs remained outstanding.

Conclusions

- 3.13 Housing conditions across Gloucester are generally good compared with the national picture, however this should not mask that there remain poor housing standards that impact on the health and well-being of residents across all tenures.

- 3.14 The findings of the stock condition survey are in the main unsurprising with the most concerning housing and environmental conditions associated with the oldest housing stock which is predominantly found in the wards closest to the city centre.
- 3.15 Many areas of the city where more modern housing stock is situated provides excellent housing conditions and high levels of satisfaction with both resident's housing and their local neighbourhoods.
- 3.16 Despite having the highest proportion of housing built after 1980, the private rented sector contains the poorest housing as a tenure. This is largely due to the high levels of older, terraced housing.
- 3.17 The social housing sector (when considered in its totality) contains the best housing conditions when comparing all tenures, however these homes are considered to have poorer visual environments and poorer environmental quality than both the private rented and owner-occupied tenures.
- 3.18 There are stark differences in housing conditions across the city both in terms of the age of housing stock and also the tenure profile. This is unsurprising given the historical focus on social housing development in satellite housing estates, and the attraction of lower-cost, older housing to private rented landlords.
- 3.19 These imbalances are being addressed by the market, as private landlords seek a higher-quality product to attract the cohort of private renters unable to access home ownership, while the continued development of social housing within new housing developments provides opportunities for new social housing to be located within mixed and balanced communities. The social housing sector is also investing in significant estate regeneration which will improve both housing conditions and resident perceptions of the local neighbourhood area.
- 3.20 The survey highlights a range of matters pertaining to the housing stock located within Barton and Tredworth. The council has committed significant resources to improve housing standards and environmental issues in Barton and Tredworth over the last two years through the work of the Barton and Tredworth taskforce. This work has become embedded into the day-to-day work of relevant services and this approach is to be continued.
- 3.21 The number of long-term empty homes has been identified as a particular concern within Kingsholm and Wotton and Barton and Tredworth. Officers have an active programme of investigating empty homes and this work will continue using the data from the survey to assist in targeting resources.
- 3.22 The private rented sector has contracted slightly since the 2011 Stock Condition Survey and Gloucester hasn't seen the same expansion in the private rented sector that has taken place across the country in the same period.
- 3.23 Since the last Stock Condition Survey, the proportion of dwellings in the private rented sector where Category 1 HHSRS hazards are found has halved.
- 3.24 Houses in multiple occupation (HMOs) are often perceived as a concern due to perceived proliferation in numbers and the potential impact that results from the loss of family homes in particular localities.

- 3.25 The Stock Condition Survey has determined the presence of HMOs across the city and within the three focus areas. The number of HMOs in the city is proportionately low with a total of 485 HMOs identified (0.9% of the total stock of occupied dwellings).
- 3.26 The highest rates of multiple occupation are found in Barton and Tredworth where 4.3% of homes are occupied as HMOs followed by Kingsholm and Wotton where 1.9% of properties are HMOs.
- 3.27 The low level of HMO incidence suggests that the perceived concerns associated with HMOs are more likely to relate to a small number of problems which may be creating anti-social behaviour in local neighbourhoods.
- 3.28 Where there are significant problems associated with the presence of large numbers of HMOs in an area the council has access to powers to seek to designate an area as an Additional HMO licensing area. Additional HMO Licensing enables councils to extend the application of licensing requirements on a wider range of HMOs than is the case through Mandatory HMO Licensing (which applies to larger HMOs occupied by 5 or more people).
- 3.29 Based on the evidence contained within the Stock Condition Survey, there is no evidence to suggest that the negative impacts from HMOs are sufficiently significant to warrant the direction of staffing resource to pursue a potential Additional HMO Licensing designation at the current time.
- 3.30 Despite the relatively small number of HMOs identified across the city, and the relatively low level of clustering within wards, there may be a case for the consideration of the introduction of an Article 4 Direction under planning legislation to withdraw permitted development rights for changes of use from dwelling houses (Use Class C3) to small HMOs (Use Class C4).
- 3.31 The incidence of fuel poverty across Gloucester has increased from 10.8% of households considered to be in fuel poverty in 2011 to 12.2% households today. While this is unsurprising given the sharp increases in energy costs over the last two years fuel poverty remains a priority challenge.
- 3.32 The council currently supports the delivery of energy efficiency advice and improvements through the Warm and Well Partnership² which utilises external funding to improve the energy efficiency of dwellings across the city targeted at the most vulnerable. The Stock Condition Survey data suggests that the council's continued support for the Warm and Well Partnership remains a high priority.
- 3.33 The proportion of households in Gloucester where at least one household member is affected by a limiting long-term illness or disability has reduced from 20.6% in 2011 to 15.5% today. However, this reduction is largely due to the 27% increase in occupied housing stock since 2011, and the number of households impacted has actually risen from 8,794 in 2011 to 9,094.

² The Warm and Well Partnership includes all Gloucestershire district councils as well as South Gloucestershire Council and advice and interventions are provided by Severn Wye Energy Agency Ltd

- 3.34 The council is responsible for administering mandatory Disabled Facilities Grant (DFG) funding to assist residents to live independently in their homes through the provision of aids and adaptations to homes. Officers are currently working on implementing a new model for the delivery of DFG funding through an in-house home improvement agency that will provide a one-stop shop for residents to access adaptations for their home, and once established may be able to expand to include further areas where the need for support and assistance has been identified, for example home repairs and improvements for vulnerable owner-occupiers.
- 3.35 One area identified in the survey is the perceived challenges owner-occupiers face when considering undertaking repairs and improvements to their home. One of these is the access to low-cost loans, as many owner-occupiers while having their home as an asset they may not have sufficient income or savings to fund works, and as detailed in the survey report may be unable or unwilling to re-mortgage.
- 3.36 There are ethical loans organisations who work with councils to assist their residents access low-cost loans for a range of purposes including home repairs and improvements, and the findings from the Stock Condition Survey suggest that the council may wish to explore whether this may be an option locally.

4.0 Social Value Considerations

- 4.1 This report details the conditions across the housing stock in Gloucester and sets out the linkages between housing and arrange of socio-economic characteristics. This analysis enables an understanding of the areas that the council may choose to focus its resources to improve further improve housing standards and as a consequence reduce health inequalities for residents.

5.0 Environmental Implications

- 5.1 There are no environmental implications.

6.0 Alternative Options Considered

- 6.1 The option not to respond to the Stock Condition Survey report was dismissed.

7.0 Reasons for Recommendations

- 7.1 The recommendations respond to the key outcomes identified in the Stock Condition Survey report and aim to provide the opportunity for better outcomes for residents.

8.0 Future Work and Conclusions

- 8.1 On completion of the countywide house condition survey programme, an independent countywide report will be presented, combining the survey data from all six Gloucestershire district authorities.
- 8.2 The condition of the housing stock across Gloucester has improved considerably between 2011 and 2023 with the rate of non-decent homes reducing by two-thirds. There remain key areas of concern that require continued focus.

8.2 Officers will focus on the recommendations set out in this report to respond to the outcomes of the Stock Condition Report.

9.0 Financial Implications

9.1 There are no financial implications associated with this report.

9.2 Any proposed changes to current council interventions will be subject to future agreement at which time any financial impact will be considered in full.

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

10.0 Legal Implications

10.1 There are no legal implications associated with this report. The survey assists Gloucester City Council to comply with the requirement under s3 of the Housing Act 2004 to keep the housing conditions in their area under review with a view to identifying any action that may need to be taken.

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

11.0 Risk & Opportunity Management Implications

11.1 The recommendations set out in this report offer the potential for the council to use the Stock Condition Survey report positively to improve resident's homes, and hence their health and well-being.

11.2 The environmental quality of local neighbourhoods is linked to housing repair and conditions, and improvements that can be made to housing will inherently impact positively on the local areas.

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:

Appendix 1. Comparison of key datasets from the 2023 and 2011 Stock Condition Surveys

Appendix 2. Gloucester Private Sector Stock Condition Survey Report 2023

Appendix 3. Gloucester Private Sector Stock Condition Survey Report 2011

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Appendix 1

1. Comparison of key datasets from the 2023 and 2011 Stock Condition Surveys

This table sets out comparisons of data to demonstrate the change in Gloucester's housing stock since the 2011 stock condition survey, as detailed in the 2023 stock condition survey. Some comparators are not available as the 2011 Survey did not specifically include social housing stock, or did not consider particular datasets.

Dataset		Stock condition survey data		Percentage point change since 2011	↑↓
		2023	2011		
Housing tenure					
1.	Percentage of owner-occupied homes	70.6%	80.1%	9.5%	↓
2.	Percentage of private rented homes	17.1%	17.7%	0.6%	↓
3.	Percentage of social rented homes	12.1%	N/A	N/A	N/A
Empty homes					
4.	Percentage of long-term empty homes	1.0%	0.2%	0.8%	↑
Houses in multiple occupation					
5.	Percentage of HMOs in total housing stock	0.9%	N/A	N/A	N/A
Household size					
6.	Percentage of households containing 2 people or less	66.6%	67.3%	0.7%	↓
7.	Percentage of households containing 5 people or more	6.0%	N/A	N/A	N/A
Household demographics					
8.	Percentage of household representative person aged over 55	46.5%	48.3%	1.8%	↓
9.	Percentage of household representative person aged under 35	17.3%	14.3%	3.0%	↑
10.	Percentage of households of White British or Irish ethnicity	82.6%	94.5%	11.9%	↓
11.	Percentage of households representing minority ethnic backgrounds	11.2%	5.5%	5.7%	↑
Household occupancy					
12.	Percentage of households under-occupying homes	74.6%	77.3%	2.7%	↓
13.	Percentage of households over-crowded	3.4%	4.1%	0.7%	↓
14.	Percentage of households over-crowded in the social housing sector	7.0%	N/A	N/A	N/A

15.	Percentage of households over-crowded in the private rented sector	6.7%	10.7%	4.0%	↓
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Household economic activity					
16.	Percentage of household representative persons in full-time or part-time employment	65.3%	58.0%	7.3%	↑
17.	Percentage of household representative persons who are retired	26.8%	32.7%	5.9%	↓
18.	Percentage of households where a member is in receipt of a means-tested benefit	17.9%	15.0%	2.9%	↑
19.	Households with a disposable income lower than 60% of the median income across England	10.0%	2.1%	7.9%	↑
Housing conditions					
20.	Percentage of decent homes	92.6%	76.0%	16.6%	↑
21.	Percentage of non-decent homes	7.4%	24.0%	16.6%	↓
22.	Percentage of homes without Category 1 Hazards	96.6%	93.3%	3.3%	↑
Energy efficiency and fuel poverty					
23.	Percentage of dwellings with an energy efficiency rating of A, B, or C	66.5%	44.7%	21.8%	↑
24.	Percentage of dwellings with an energy efficiency rating of D or below	33.6%	55.2%	21.6%	↑
25.	Percentage of dwellings with central heating	98.5%	89.4%	9.1%	↑
26.	Percentage of dwellings with cavities with cavity wall insulation	79.6%	62.5%	17.1%	↑
27.	Percentage of households considered to be fuel poor	12.2%	10.8%	1.4%	↑
Environmental conditions and liveability					
28.	Percentage of dwellings assessed as being located in areas experiencing major liveability concerns	7.5%	N/A	N/A	N/A
Housing and health					
29.	Percentage of households with one or more members impacted by a long-term illness or disability.	15.5%	20.6%	5.1%	↓
Household's attitudes to their housing					
30.	Percentage of households who are very satisfied with their current accommodation	68.6%	78.3%	9.7%	↓
31.	Percentage of households expressing dissatisfaction with their home	2.2%	3.2%	1.0%	↓
Repairs in the owner-occupied sector					
32.	Percentage of owner-occupiers living in non-decent homes expressed dissatisfaction with their home	9.6%	N/A	N/A	N/A
Views from the private rented sector					
33.	Percentage of private tenants perceiving their home to be in very good condition	47.2%	52.0%	4.8%	↓
34.	Percentage of private tenants perceiving their home to be in poor repair	5.6%	N/A	N/A	N/A

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GLOUCESTER CITY COUNCIL
CITY-WIDE HOUSE CONDITION SURVEY 2022/23

Gloucester City Council

REPORT OF SURVEY



Prepared on behalf of Gloucester City Council
by



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August 2023

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SECTION 1: SURVEY BACKGROUND AND METHODOLOGY

Chapter 1: Introduction and Background to the Study

Chapter 2: Survey Method and Response

Chapter 3: The Measurement of Housing Conditions

Chapter 4: Survey Analysis and Reporting Framework

1. INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 The 2022/23 house condition survey was commissioned by Stroud District Council as part of a County-wide review involving the six Gloucestershire local authorities. While part of the wider review, the City of Gloucester survey also stands alone as a guide to housing conditions across all tenures in the City. The current survey also provides an important opportunity to examine changes in the condition of private sector housing since the last comparable survey conducted in 2011.

1.2 The aim of this report is to provide a targeted review of the main findings of the survey programme as they relate to the City of Gloucester, and to review the issues emerging as they impact on housing strategy. The report is in six main sections and covers:

- *Section 1: Survey Background and Methodology.*
- *Section 2: Housing Stock and Resident Households.*
- *Section 3: Housing Conditions.*
- *Section 4: Housing Conditions and Household Circumstances.*
- *Section 5: Comparative Housing Conditions; and*
- *Section 6: Conclusions.*

The position of the City of Gloucester in a County-wide context will be presented in an independent report on completion of the full survey programme across the six participating Local Authorities.

1.3 Technical appendices to the report outline key housing standards, definitions, and issues associated with the interpretation of statistical data generated by sample survey approaches.

1.4 The views expressed in this report are those of the consultants and do not necessarily reflect the views of Gloucester City Council.

2. SURVEY METHOD AND RESPONSE

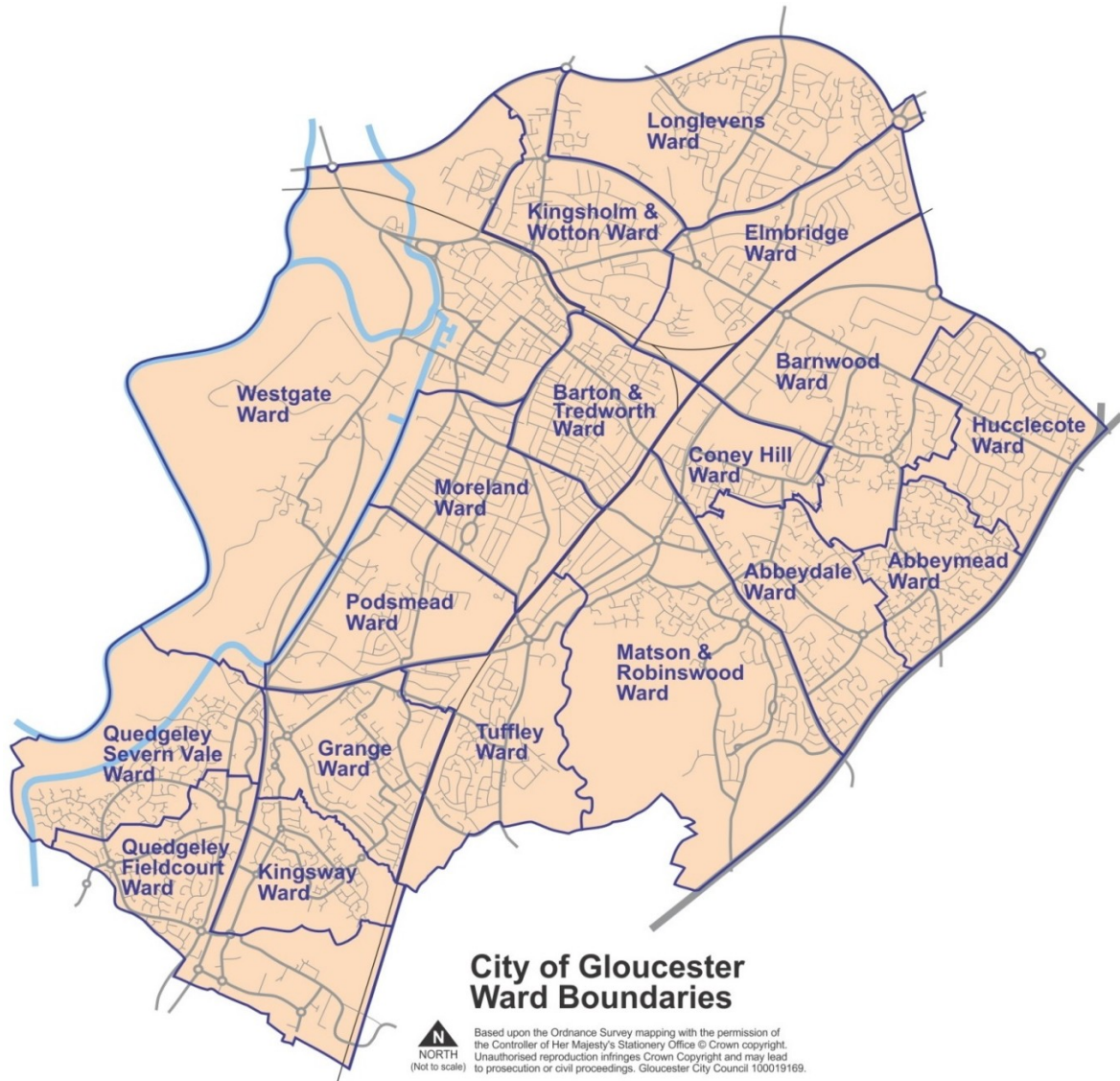
- 2.1 Local Authorities in England have a statutory requirement to periodically review housing conditions within their areas. Government guidance recommends the use of sample house condition survey techniques, normally applied at five yearly intervals. Gloucester City Council's last and previous house condition survey was completed in 2011. In moving forward, the current survey programme will allow Gloucester City Council to update historic stock condition data in line with changes taking place in the City's housing stock and household population since 2011. The study will support the update of Private Sector Housing Renewal Policies and will assist the Council to comply with its duties under the Housing Grants, Construction and Regeneration Act 1996, the Regulatory Reform (Housing Assistance) (England & Wales) Order 2002 and the Housing Act 2004. All tenure coverage within the survey will also permit a review of relative housing conditions across partner organisations in the Registered Social Landlord sector (RSLs).
- 2.2 The 2022/23 house condition survey was designed and implemented according to national guidelines. Housing stock address listings were provided by Gloucester City Council identifying residential properties across all tenures (Owner-Occupied, Private-Rented, RSL). Total housing stock at the time of survey was indicated at 58,196 dwellings.
- 2.3 To support sub-area reporting across the city a target sample size of 1,000 dwellings was agreed. Sample sizes were set to facilitate survey reporting both city-wide and for agreed sub-areas. Four sub-areas discussed in this report are:

- *Barton and Tredworth Ward.*
- *Kingsholm and Wotton Ward.*
- *Westgate Ward; and*
- *City Remainder.*

Sub-area selection better focused reporting across the city within the agreed survey sample size.

TABLE 1: SUB-AREA COMPOSITION BY ELECTORAL WARD		
SURVEY SUB-AREA	ELECTORAL WARD	HOUSING STOCK
BARTON & TREDWORTH	Barton & Tredworth	4920
KINGSHOLM & WOTTON	Kingsholm & Wotton	3425
WESTGATE	Westgate	5728
CITY REMAINDER	Abbeydale	2861
	Abbeymead	1560
	Barnwood	2799
	Coney Hill	1477
	Elmbridge	2693
	Grange	3159
	Hucclecote	4039
	Kingsway	2497
	Longlevens	4125
	Matson & Robinswood	4397
	Moreland	4383
	Podsmead	1538
	Quedgeley Fieldcourt	3332
Quedgeley Severn Vale	2643	
Tuffley	2620	
TOTAL ALL WARDS		58196

FIGURE 1: ELECTORAL WARD BOUNDARIES



2.4 To achieve the target sample size of 1,000 completed surveys a total sample of 2,000 addresses was issued representing a projected access rate of 50%. Against the target of 1,000 surveys, full condition, energy efficiency and household data was returned on 936 dwellings with full external condition information available on an additional 64 dwellings. Refusals were received from 73 households representing a refusal rate of 3.6%. The refusal rate is below typical response rates from a survey of this nature and is indicative of the high level of public cooperation with the survey programme. The completed sample size of 1,000 dwellings represents a large-scale and robust source of information on housing and household conditions both city-wide and at sub-area level. Completed sample distributions are illustrated in Table 2.

TABLE 2: EFFECTIVE SAMPLE DISTRIBUTIONS BY HOUSING SECTOR		
HOUSING SECTOR	HOUSING STOCK	COMPLETED SAMPLE
SUB-AREA	Dwellings	Dwellings
Barton & Tredworth	4920	215
Kingsholm and Wotton	3425	160
Westgate	5728	200
City Remainder	44123	425
TENURE		
Owner-Occupied	40361	593
Private-Rented	10682	251
Social-Rented	7074	156
DWELLING TYPE		
Detached House/Bungalow	11089	146
Semi-Det. House/Bungalow	23011	296
Terraced House/Bungalow	15105	286
Purpose-Built Flat	7531	228
Flat in Converted Building	1460	44
DATE OF CONSTRUCTION		
Pre-1919	7268	232
1919-1944	7660	98
1945-1964	8756	114
1965-1974	8405	114
1975-1980	3636	52
Post-1980	22471	390
ALL SECTORS	58196	1000

2.5 Information from surveyed dwellings and households has been extrapolated by statistical weights to represent total housing stock and households across the city. The use of these weights is essential to remove the disproportionate sample size bias towards the three selected wards and also to adjust for differential access and response rates. Weights are required for both dwelling and household data from the survey. In their simplest form dwelling weights are constructed as the inverse of the sampling fraction by dividing the total housing stock in each sample cell by the number of achieved full surveys. Thus, for a sample cell containing 1,500 dwellings and with a survey return of 125 surveys the weight applied would be $1,500/125 = 12.0$. Household weights while using the same principles are refined using additional data from the survey:

- *The removal of vacant dwellings to isolate the occupied housing stock.*

- *Conversion of occupied dwellings to households thus adjusting for multiple occupation; and*
- *The application of housing tenure, reflecting known differences in household composition across the main tenure groups.*

2.6 The survey generates a wide range of information on the condition of housing and on the circumstances and attitudes of its residents. Copies of the survey questionnaires are attached at Appendix C. The physical survey inspection has included general housing repair, the Decent Homes Standard, Housing Health and Safety Rating System (HHSRS) and domestic energy efficiency (RdSAP). Household interviews have included information on the socio-economic characteristics of households, special needs regarding illness and/or disability and household attitudes to housing and local community.

3. THE MEASUREMENT OF HOUSING CONDITIONS

3.1 The measurement of housing conditions has been conducted within the framework of the Decent Homes Standard. The Government's objective with this standard was to ensure that everyone has the opportunity of a Decent Home, promoting social cohesion, wellbeing, and self-dependence. A Decent Home is one that satisfies all the following four criteria:

- *It meets the current statutory minimum standard for housing.*
- *It is in a reasonable state of repair.*
- *It has reasonably modern facilities and services; and*
- *It provides a reasonable degree of thermal comfort.*

A full definition of this standard is attached in Appendix E.

3.2 MINIMUM STATUTORY STANDARDS. The Housing Act 2004 (Chapter 34) introduced a system for assessing housing conditions and enforcing housing standards. This system operates by reference to the existence of Category 1 or Category 2 hazards in residential premises as assessed within the Housing Health and Safety Rating System (HHSRS). For the purposes of the current survey the presence of Category 1 hazards has been assumed to represent statutory failure. These are hazards falling within HHSRS bands A, B or C and accruing hazard scores of 1,000 points or more.

3.3 DISREPAIR. Many homes while not exhibiting Category 1 hazards may present evidence of disrepair which can threaten the structural integrity of the building, its wind and weatherproofing and the health and safety of the occupants. Identification of such homes provides an important indicator of housing stock 'at risk' of future physical deterioration. Definitions of disrepair have varied nationally over time. For the purposes of this survey, homes in disrepair are defined as those failing to meet Decent Homes repair criteria. A home is in disrepair under this definition if:

- *One or more key building components are old, and because of their condition need replacement or major repair; or*
- *Two or more secondary building components are old, and because of their condition need replacement or major repair.*

A full definition of building components, life expectancies and condition defects under the Decent Homes Standard is included in Appendix E.

3.4 ENERGY EFFICIENCY. Information on home energy efficiency was collected against the thermal comfort requirements of the Decent Homes Standard. Surveyed properties were also subjected to an energy efficiency audit within the RdSAP system (RdSAP 2012 V9.94). Decent Homes thermal comfort requirements are outlined fully in Appendix E. Key indicators available from the energy efficiency audit include:

- *EER (Energy efficiency rating).*
- *Carbon dioxide emissions (CO2).*
- *Energy running costs.*
- *EPC Bands; and*
- *Recommended energy improvements.*

Linkages between energy costs and household economic circumstances also permit the estimation of fuel poverty using current Low Income/Low Energy Efficiency (LILEE) definitions.

3.5 REPAIR AND IMPROVEMENT COSTS. Automated schedules of rates have been applied to condition data generated by the survey to assess potential investment needs within the housing stock. Key cost outputs include:

- | | |
|---------------------------------|---|
| a) <i>Patch Repair:</i> | <i>Costs to address visible disrepair. Costs are based on a patch and mend approach, using like-for-like materials and with no guarantee of medium to long-term building integrity.</i> |
| b) <i>Comprehensive Repair:</i> | <i>Patch repair costs together with any additional works a prudent owner or landlord would complete to ensure a sound condition over a 10-year period.</i> |
| c) <i>Category 1 hazards:</i> | <i>Costs to address Category 1 hazards within the HHSRS.</i> |
| d) <i>Decent Homes:</i> | <i>Costs to improve non-Decent homes.</i> |

Survey costs are at Fourth quarter 2022 and are presented net of fees, preliminaries, and VAT. These will typically add up to 30% to net cost outputs.

4. SURVEY ANALYSIS AND REPORTING FRAMEWORK

4.1 The sample target of 1,000 completed surveys was designed to provide a hierarchy of reporting across the City of Gloucester including:

- *Survey reporting city-wide.*
- *Independent reporting for the selected sub areas including the 3 electoral wards (Barton & Tredworth, Kingsholm & Wotton, Westgate) and the city remainder; and*
- *Independent reporting for the main tenure groups including the owner-occupied, private-rented, and social-rented sectors.*

Guidance on the interpretation of statistical data from the survey and on associated sampling errors is provided in Appendices A and B.

4.2 The City of Gloucester is one of six local Authorities participating in the County-wide house condition survey programme. On completion of this programme an independent County report will be presented, combining the survey data from all six authorities.

SECTION 2: HOUSING STOCK AND RESIDENT HOUSEHOLDS

Chapter 5: The Characteristics and Distribution of City Housing Stock

Chapter 6: The Characteristics and Circumstances of Resident Households

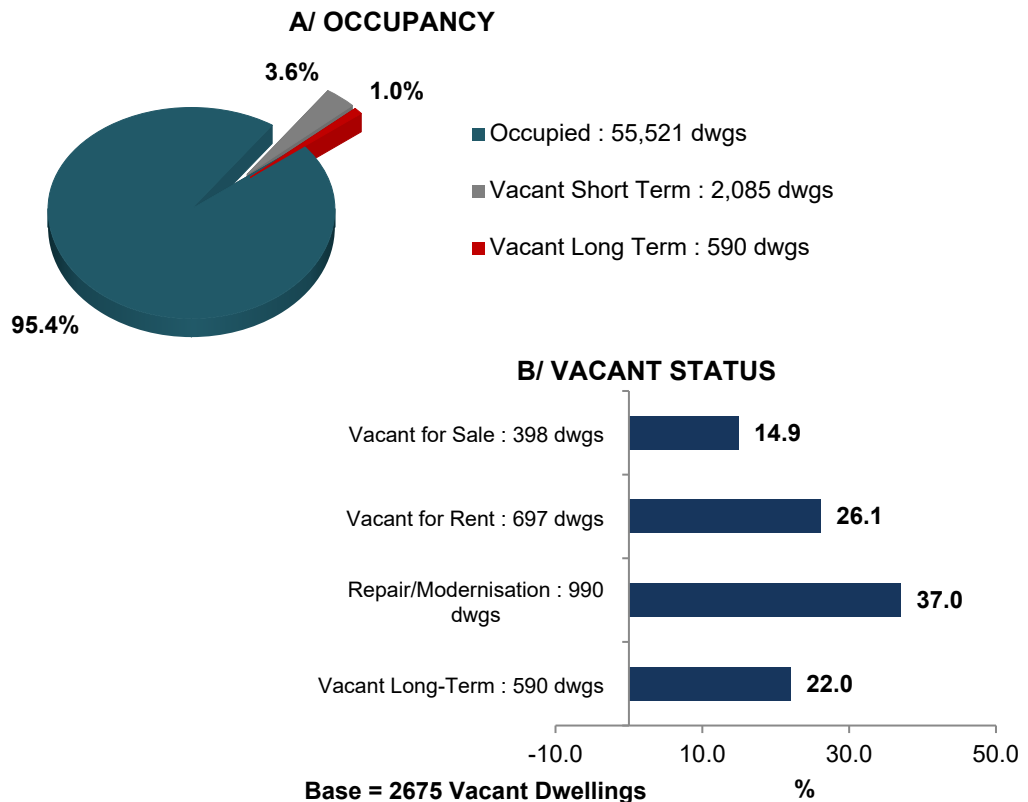
5. THE CHARACTERISTICS AND DISTRIBUTION OF CITY HOUSING STOCK

5.1 Using address lists provided by the Council the City of Gloucester housing stock (all tenures) was indicated at 58,196 dwellings.

HOUSING OCCUPANCY

5.2 At the time of survey, 55,521 dwellings (95.4%) were occupied, the remaining 2,675 dwellings (4.6%) were vacant. Within the vacant housing stock, 2,085 dwellings (78%) have been vacant for under six months and are expected to return to occupancy in the short-term. These include dwellings for sale or rent (1,095 dwellings) and those undergoing major repair or modernisation (990 dwellings). 590 vacant dwellings (1.0%) were assessed as vacant for over six months and are generally regarded as problematic in future occupancy terms.

FIGURE 2: HOUSING OCCUPANCY



5.3 The distribution of vacant dwellings, as estimated by the survey data is illustrated in Table 3. Within the housing stock, highest rates of vacancy are associated with the pre-1919 (12.1%) housing sector, terraced housing (5.6%) and flats in converted buildings (27.7%). Geographically, rates of vacancy are significantly above average in Barton & Tredworth (7.9%) and Kingsholm & Wotton (13.7%). While short-term vacancy dominates Barton & Tredworth, Kingsholm & Wotton has a higher proportion of long-term vacant dwellings. Vacancy rates in the City Remainder at 3.5% are slightly below normal housing market turnover expectations.

TABLE 3: OCCUPANCY PATTERNS BY SUB-AREA, HOUSE TYPE AND DATE OF CONSTRUCTION

	Occupied		Housing Occupancy				All Dwellings	
	dwgs	%	Vacant-short term		Vacant-long term		dwgs	%
			dwgs	%	dwgs	%		
DATE OF CONSTRUCTION								
Pre - 1919	6390	87.9	835	11.5	43	0.6	7268	100.0
1919 - 1944	7363	96.1	298	3.9	0	0.0	7660	100.0
1945 - 1964	8416	96.1	0	0.0	339	3.9	8756	100.0
1965 - 1974	8049	95.8	252	3.0	104	1.2	8405	100.0
1975 - 1980	3562	98.0	74	2.0	0	0.0	3636	100.0
Post - 1980	21741	96.8	626	2.8	104	0.5	22471	100.0
MAIN HOUSE TYPE								
Detached House/Bungalow	10646	96.0	296	2.7	147	1.3	11089	100.0
Semi-Det. House/Bungalow	22504	97.8	403	1.8	104	0.5	23011	100.0
Terraced House/Bungalow	14261	94.4	718	4.8	125	0.8	15105	100.0
Purpose-Built Flat	7054	93.7	263	3.5	214	2.8	7531	100.0
Flat in Converted Building	1055	72.3	405	27.7	0	0.0	1460	100.0
SUB-AREA								
Barton & Tredworth	4531	92.1	389	7.9	0	0.0	4920	100.0
Kingsholm & Wotton	2954	86.3	193	5.6	278	8.1	3425	100.0
Westgate	5470	95.5	258	4.5	0	0.0	5728	100.0
City Remainder	42566	96.5	1246	2.8	311	0.7	44123	100.0
All Dwellings	55521	95.4	2085	3.6	590	1.0	58196	100.0

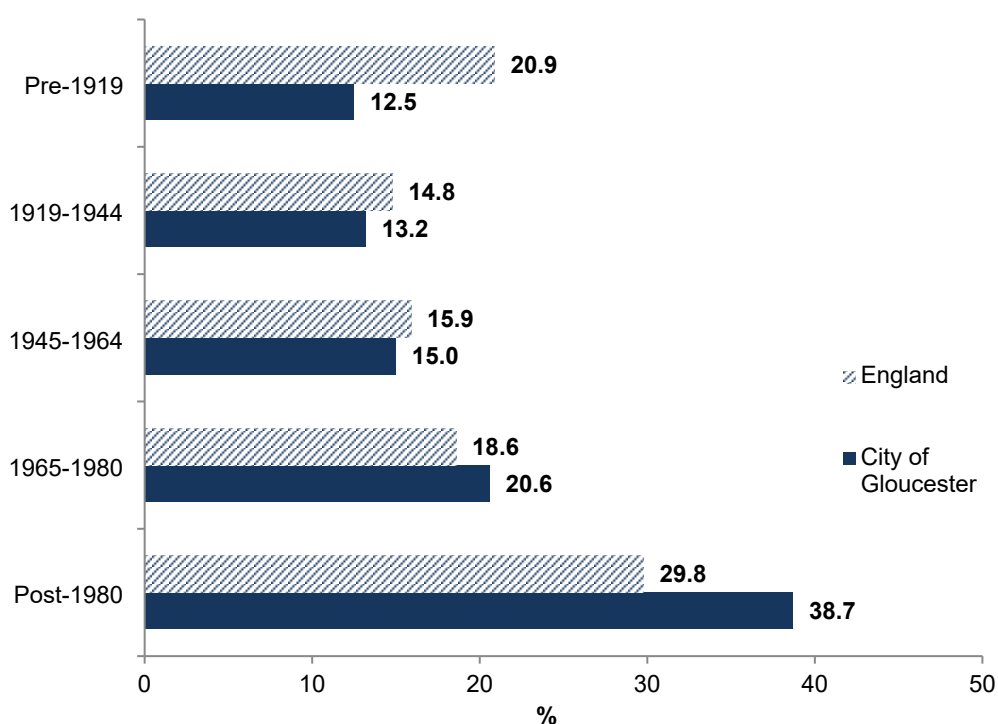
HOUSING AGE

5.4 The age of a home is strongly associated with its condition and energy performance. The oldest homes generally perform less well than newer homes. Housing in the City of

Gloucester is representative of all building eras but is predominantly of post Second World War construction. 43,268 dwellings (74.3%) were constructed post-1944. Of those dwellings, 22,471 dwellings or 51.9% were constructed post-1980. 14,928 dwellings (25.7%) were constructed pre-1945. 7,268 dwellings (12.5%) were constructed pre-1919 with a further 7,660 dwellings (13.2%) in the inter-war period.

5.5 The age of the City of Gloucester housing stock is different from the national profile for England. In this respect rates of pre-war housing in the city are below the national average; rates of post-1965 construction are significantly higher than the national average.

FIGURE 3: HOUSING AGE DISTRIBUTIONS – CITY OF GLOUCESTER AND ENGLAND



5.6 Housing age distributions vary across the housing stock and by area as illustrated in Table 4. In this respect the oldest housing age profiles are associated with vacant dwellings, terraced housing and flats in converted/mixed-use buildings:

- 878 vacant dwellings were constructed pre-1919, representing 32.8% of all vacant dwellings.
- 3,944 terraced houses were constructed pre-1919, representing 26.1% of all terraced houses.
- 1,305 flats in converted/mixed-use buildings were constructed pre-1919, representing 89.4% of all flats in converted/mixed-use buildings.

More modern construction post-1980 exhibits a broader house type mix but particularly focused on detached and semi-detached housing. 13,465 dwellings constructed post-1980

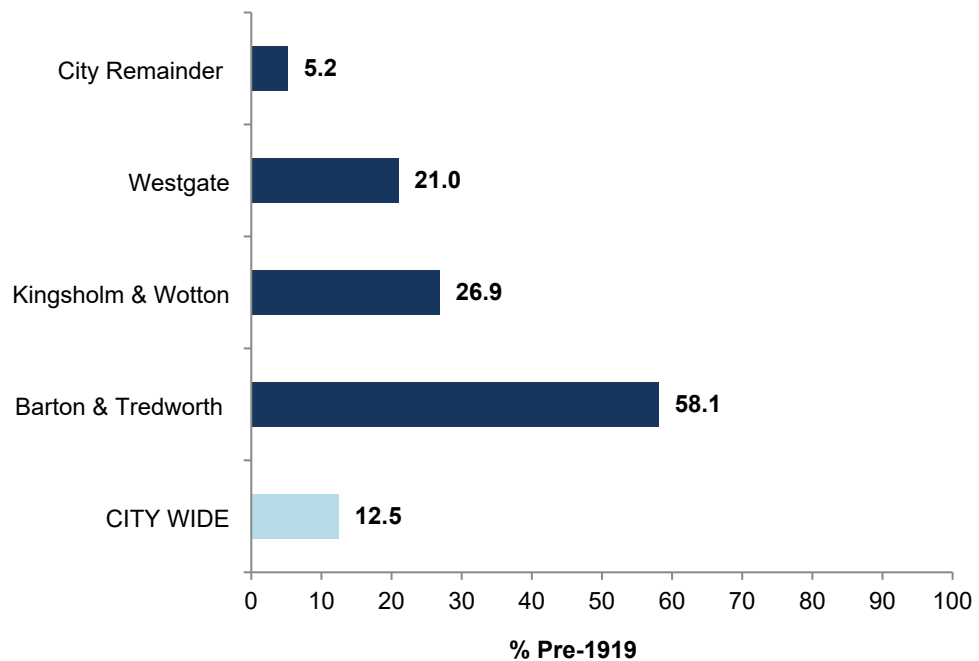
TABLE 4: HOUSING AGE DISTRIBUTIONS BY SUB-AREA, OCCUPANCY AND HOUSE TYPE

	DATE OF CONSTRUCTION													
	Pre - 1919		1919 - 1944		1945 - 1964		1965 - 1974		1975 - 1980		Post - 1980		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
MAIN HOUSE TYPE														
Detached House/Bungalow	339	3.1	1149	10.4	440	4.0	1700	15.3	487	4.4	6975	62.9	11089	100.0
Semi-Det. House/Bungalow	1427	6.2	5174	22.5	4458	19.4	4358	18.9	1104	4.8	6490	28.2	23011	100.0
Terraced House/Bungalow	3944	26.1	1107	7.3	2284	15.1	1771	11.7	1401	9.3	4597	30.4	15105	100.0
Purpose-Built Flat	253	3.4	104	1.4	1573	20.9	576	7.6	645	8.6	4380	58.2	7531	100.0
Flat in Converted Building	1305	89.4	127	8.7	0	0.0	0	0.0	0	0.0	29	2.0	1460	100.0
HOUSING OCCUPANCY														
Occupied	6390	11.5	7363	13.3	8416	15.2	8049	14.5	3562	6.4	21741	39.2	55521	100.0
Vacant-short term	835	40.0	298	14.3	0	0.0	252	12.1	74	3.6	626	30.0	2085	100.0
Vacant-long term	43	7.3	0	0.0	339	57.5	104	17.6	0	0.0	104	17.6	590	100.0
SUB-AREA														
Barton & Tredworth	2860	58.1	297	6.0	23	0.5	183	3.7	114	2.3	1442	29.3	4920	100.0
Kingsholm & Wotton	920	26.9	321	9.4	642	18.8	450	13.1	235	6.9	856	25.0	3425	100.0
Westgate	1203	21.0	86	1.5	200	3.5	401	7.0	172	3.0	3666	64.0	5728	100.0
City Remainder	2284	5.2	6956	15.8	7890	17.9	7371	16.7	3115	7.1	16507	37.4	44123	100.0
All Dwellings	7268	12.5	7660	13.2	8756	15.0	8405	14.4	3636	6.2	22471	38.6	58196	100.0

are semi-detached or detached houses/bungalows representing 60% of all dwellings constructed post-1980. 4,380 purpose-built flats were also constructed post-1980.

5.7 Geographically the oldest housing age profiles are associated with the three survey sub areas. 2,860 dwellings in Barton & Tredworth were constructed pre-1919 representing 58.1% of ward housing stock. Rates of pre-1919 housing are also above the City average in Kingsholm & Wotton (26.9%) and Westgate (21.1%). These wards also exhibit a polarised dwelling age pattern with significant evidence of post-1980 new build. This is highest in Westgate ward where 64.0% of dwellings were constructed post-1980.

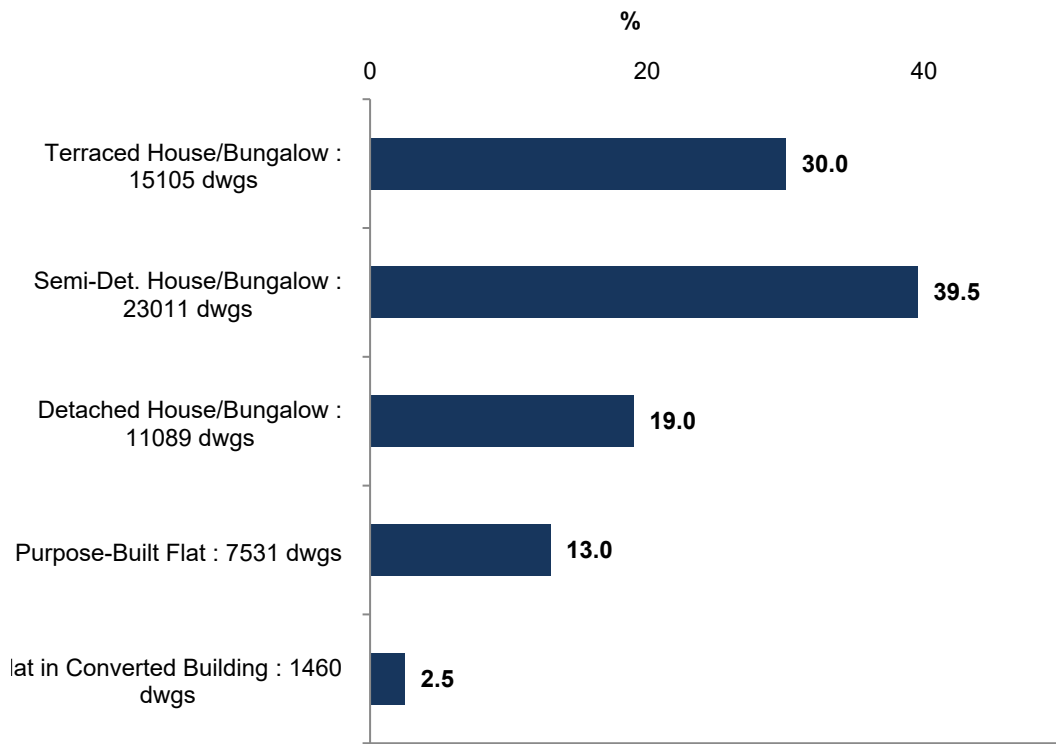
FIGURE 4: RATES OF PRE-1919 CONSTRUCTION BY SUB-AREA



HOUSE TYPE

5.8 The City of Gloucester housing stock is predominantly of two-storey detached, semi-detached and terraced configuration. Houses and bungalows comprise 49,205 dwellings (84.6%) with the remaining 8,811 dwellings (15.4%) in flats.

FIGURE 5: MAIN HOUSE TYPES



5.9 Terraced housing and flats in converted buildings exhibit the oldest age profiles. 3,944 terraced houses/bungalows were constructed pre-1919 representing 26.1% of all terraced housing and 54.2% of all dwellings constructed pre-1919. 1,305 flats in converted buildings were constructed pre-1919 representing 89.3% of all flats in converted buildings. The youngest housing age profiles are associated with detached housing and purpose-built flats. 62.9% of detached houses/bungalows were constructed post-1980; 58.2% of purpose-built flats were constructed in the same era. Geographically, house type profiles vary in line with the development and growth of the city. Barton and Tredworth Ward shows an over concentration of pre-1919 terraced and inter-war semi-detached housing; Kingsholm and Wotton Ward of post-1980 purpose-built flats and Westgate of both post-1980 purpose-built flats and pre-1919 flats in converted buildings. Outside of these areas the City Remainder exhibits the broadest house type mix.

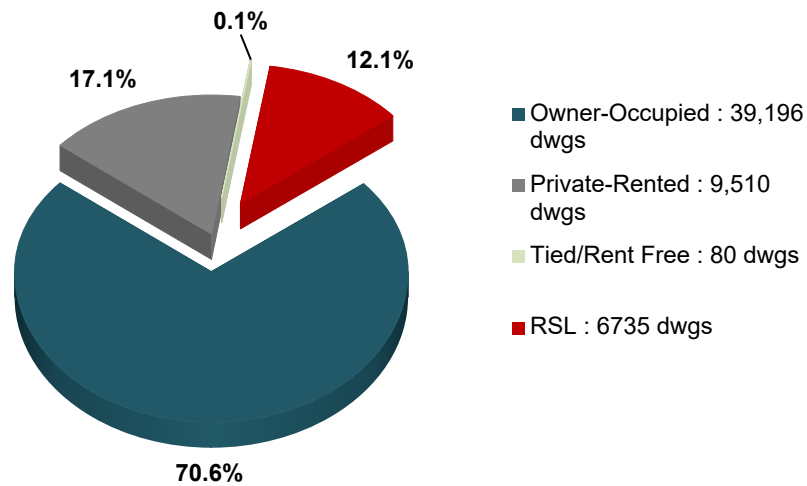
TABLE 5: HOUSE TYPE DISTRIBUTIONS BY DWELLING AGE, OCCUPANCY AND SUB-AREA												
	MAIN HOUSE TYPE											
	Detached House/Bungalow		Semi-detached House/Bungalow		Terraced House/Bungalow		Purpose-built Flat		Converted/Mixed use Flat		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
DATE OF CONSTRUCTION												
Pre - 1919	339	3.1	1427	6.2	3944	26.1	253	3.4	1305	89.4	7268	12.5
1919 - 1944	1149	10.4	5174	22.5	1107	7.3	104	1.4	127	8.7	7660	13.2
1945 - 1964	440	4.0	4458	19.4	2284	15.1	1573	20.9	0	0.0	8756	15.0
1965 - 1974	1700	15.3	4358	18.9	1771	11.7	576	7.6	0	0.0	8405	14.4
1975 - 1980	487	4.4	1104	4.8	1401	9.3	645	8.6	0	0.0	3636	6.2
Post - 1980	6975	62.9	6490	28.2	4597	30.4	4380	58.2	29	2.0	22471	38.6
HOUSING OCCUPANCY												
Occupied	10646	96.0	22504	97.8	14261	94.4	7054	93.7	1055	72.3	55521	95.4
Vacant-short term	296	2.7	403	1.8	718	4.8	263	3.5	405	27.7	2085	3.6
Vacant-long term	147	1.3	104	0.5	125	0.8	214	2.8	0	0.0	590	1.0
SUB-AREA												
Barton & Tredworth	114	1.0	1076	4.7	2677	17.7	824	10.9	229	15.7	4920	8.5
Kingsholm & Wotton	385	3.5	685	3.0	685	4.5	1541	20.5	128	8.8	3425	5.9
Westgate	831	7.5	487	2.1	945	6.3	2778	36.9	687	47.1	5728	9.8
City Remainder	9759	88.0	20764	90.2	10797	71.5	2388	31.7	415	28.4	44123	75.8
All Dwellings	11089	100.0	23011	100.0	15105	100.0	7531	100.0	1460	100.0	58196	100.0

HOUSING TENURE

5.10 Housing tenure was estimated during the survey by occupier confirmation in occupied dwellings but also through surveyor estimates on site of vacant dwellings. Using data for occupied dwellings only represents the most accurate estimate of housing tenure. The occupied housing stock is estimated at 55,521 dwellings.

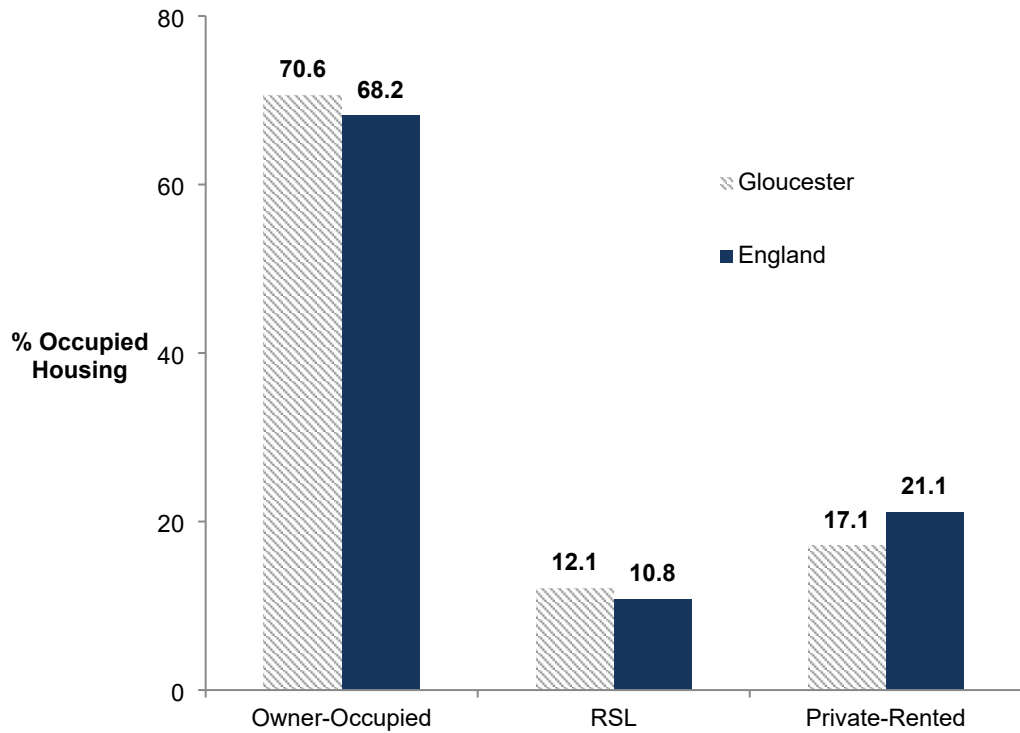
5.11 Owner-Occupation is the predominant form of tenure within the city accounting for 39,196 occupied dwellings or 70.6%. 9,510 occupied dwellings (17.1%) are private rented with 6,735 occupied dwellings (12.1%) rented by a Registered Social Landlord.

FIGURE 6: HOUSING TENURE 2022 - OCCUPIED HOUSING STOCK



5.12 Housing tenure patterns in the City of Gloucester vary from the national profile exhibiting higher rates of owner-occupation and RSL accommodation and lower rates of private rental. Comparisons are based on a common housing stock comprising owner-occupied, private-rented and RSL dwellings. Nationally in 2021, 68.2% of dwellings in England were owner-occupied compared to 70.6% in the City of Gloucester 2022; 21.0% of dwellings in England were private rented compared to 17.1% in the City of Gloucester and 10.8% of dwellings in England were rented by a Registered Social Landlord compared to 12.1% in the City of Gloucester.

FIGURE 7: HOUSING TENURE PATTERNS: ENGLAND 2021 AND GLOUCESTER 2022



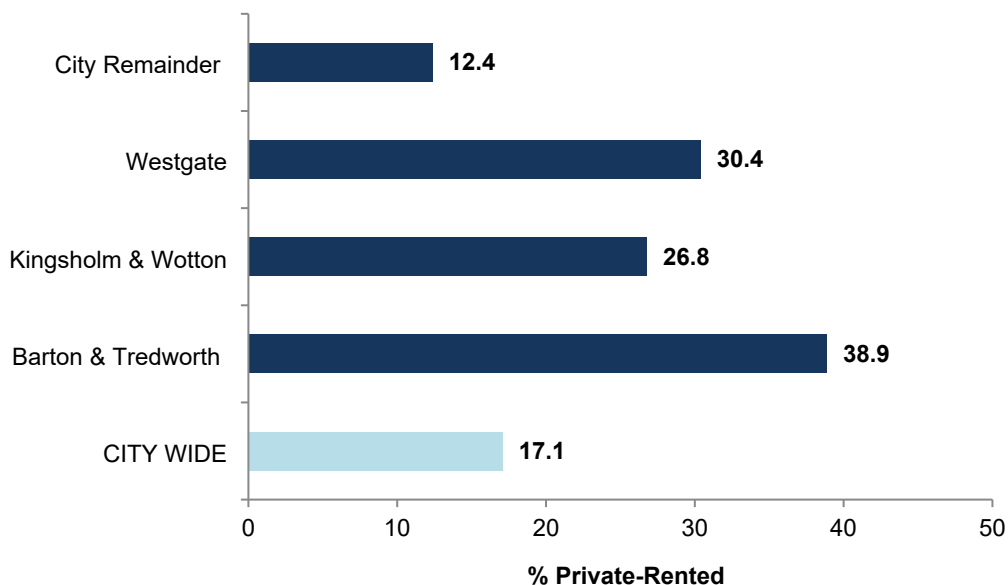
5.13 Significant differences in the composition of the housing stock exist between the main tenure groups. The owner-occupied sector exhibits the broadest house type base but typically comprising two-storey detached/semi-detached and terraced houses and bungalows. Both the private-rented and RSL sectors exhibit higher concentrations of terraced housing and purpose-built flats. Flats in converted/mixed-use buildings are heavily concentrated in the private-rented sector (82.3%).

The owner-occupied sector exhibits a broad age range but with significant post-1980 construction (38.7%). The private-rented sector has a polarised profile with 24.9% of dwellings constructed pre-1919 and 45.2% constructed post-1980. RSL housing is typically of early post-war construction (30.6%) and post-1980 construction (33.3%).

TABLE 6: HOUSING TENURE BY DATE OF CONSTRUCTION AND MAIN HOUSE TYPE										
DATE OF CONSTRUCTION	Owner occupied		Private rented		TENURE		RSL		All Dwellings	
	dwgs	%	dwgs	%	Tied/rent free		dwgs	%	dwgs	%
					dwgs	%				
Pre - 1919	3915	10.0	2367	24.9	0	0.0	109	1.6	6390	11.5
1919 - 1944	5694	14.5	527	5.5	0	0.0	1142	17.0	7363	13.3
1945 - 1964	5378	13.7	977	10.3	0	0.0	2061	30.6	8416	15.2
1965 - 1974	6576	16.8	730	7.7	57	71.5	686	10.2	8049	14.5
1975 - 1980	2462	6.3	608	6.4	0	0.0	492	7.3	3562	6.4
Post - 1980	15171	38.7	4302	45.2	23	28.5	2245	33.3	21741	39.2
MAIN HOUSE TYPE										
Detached House/Bungalow	9922	25.3	644	6.8	29	35.7	52	0.8	10646	19.2
Semi-detached House/Bungalow	18984	48.4	1999	21.0	0	0.0	1522	22.6	22504	40.5
Terraced House/Bungalow	8531	21.8	3726	39.2	23	28.5	1981	29.4	14261	25.7
Purpose-built Flat	1593	4.1	2273	23.9	29	35.7	3159	46.9	7054	12.7
Converted/mixed use Flat	166	0.4	867	9.1	0	0.0	21	0.3	1055	1.9
All Dwellings	39196	100.0	9510	100.0	80	100.0	6735	100.0	55521	100.0

5.14 Housing tenure patterns vary across the city with the City Remainder dominated by owner-occupation while the three selected wards offer significantly higher rates of private-rental. 38.9% of dwellings in Barton & Tredworth are private rented, 26.8% in Kingsholm & Wotton and 30.4% in Westgate.

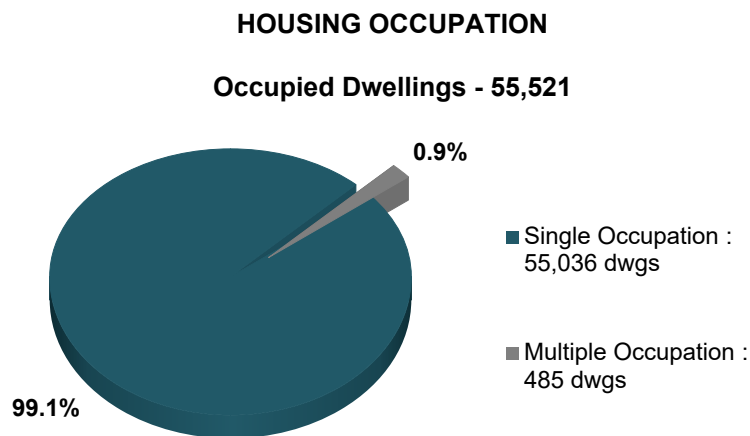
FIGURE 8: RATES OF PRIVATE RENTAL (OCCUPIED HOUSING STOCK) BY SUB-AREA



6. THE CHARACTERISTICS AND CIRCUMSTANCES OF RESIDENT HOUSEHOLDS

6.1 55,521 occupied dwellings contain 56,575 households and a resident population of 134,165 persons. Average household size is estimated at 2.37 persons per household. 55,036 occupied dwellings (99.1%) are occupied by a single household, the remaining 485 occupied dwellings (0.9%) are in multiple occupation. Houses in multiple occupation account for 1,539 households averaging 3.17 households per HMO. The highest rates of multiple occupation are found in Barton & Tredworth (5.3%) and Kingsholm & Wotton (1.9%) wards.

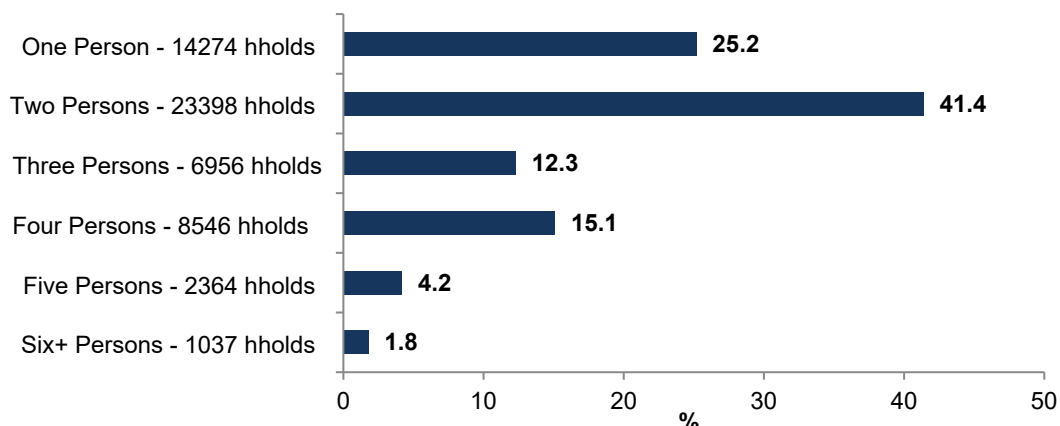
FIGURE 9: HOUSES IN MULTIPLE OCCUPATION



HOUSEHOLD SIZE

6.2 Households within the City are typically small in size. 14,274 households (25.2%) are single person in size; an additional 23,398 households (41.4%) contain two persons. Only 3,401 households (6.0%) contain five or more persons.

FIGURE 10: HOUSEHOLD SIZE



HOUSEHOLD DEMOGRAPHICS

6.3 Households in the City exhibit a broad but ageing demographic profile. 26,300 households (46.5%) have a household representative person (HRP) aged 55 years and over; 15,522 households (27.4%) have an HRP aged 65 years and over. The average recorded age of HRPs was 53 years. Demographic characteristics are reflected in the composition of households. 7,167 households (12.7%) contain a single person aged over 60 years, 7,699 households (13.6%) contain two persons with an HRP aged over 60 years.

TABLE 7: RESIDENT HOUSEHOLDS BY AGE OF HRP AND HOUSEHOLD TYPE

	Households	%
AGE OF HRP		
Under 25 years	1115	2.0
25-34 years	8642	15.3
35-44 years	10872	19.2
45-54 years	9646	17.0
55-65 years	10778	19.1
65 years and over	15522	27.4
HOUSEHOLD TYPE		
Single Person non-Pensioner	7501	13.3
Single Parent Family	2442	4.3
Two Person Adult non-Pensioner	14364	25.4
Small Family	10401	18.4
Large Family	2108	3.7
Large Adult	4804	8.5
Single Person Elderly	7167	12.7
Two Person Elderly	7699	13.6
Elderly with Family	90	0.2
TOTAL HOUSEHOLDS	56575	100.0

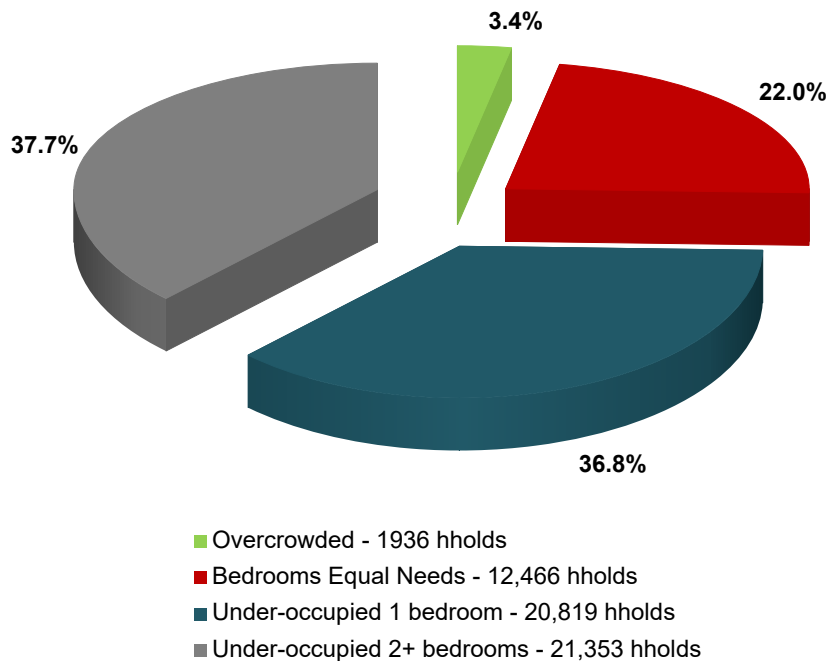
ETHNICITY

6.4 46,772 households (82.6%) are of white British or Irish origin. 3,502 households (6.2%) are of other (predominantly Eastern European) white origin. The remaining 6,301 households (11.2%) are distributed across a wide range of Black and Minority Ethnic groups.

HOUSEHOLD OCCUPANCY

6.5 Linking dwelling size (number of bedrooms) to household composition and demographics through the Bedroom Standard provides an indicator of household occupancy. 1,936 households (3.4%) have insufficient bedrooms to meet family needs and are over-crowded, 12,466 households (22.0%), 42,172 households (74.6%) have bedrooms above their family needs and are in under-occupation. Levels of under-occupation are confirmed through the comparison of household size with dwelling size. Average household size is 2.37 persons against average dwelling size of 2.77 bedrooms.

FIGURE 11: HOUSEHOLD OCCUPANCY



6.6 Levels of overcrowding within the City are significantly higher in the private-rented (6.7%) and RSL (7.0%) sectors and in the Barton & Tredworth Ward (12.2%).

TABLE 8: HOUSEHOLD OCCUPANCY BY HOUSING SECTOR

	BEDROOM STANDARD									
	Overcrowded		Bedrooms equal needs		Under-occupied one bedroom		Under-occupied two or more bedrooms		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
TENURE										
Owner occupied	750	1.9	4595	11.7	15385	39.3	18466	47.1	39196	100.0
Private rented	712	6.7	3995	37.8	4297	40.7	1559	14.8	10564	100.0
Tied/rent free	0	0.0	23	28.8	29	35.6	29	35.6	80	100.0
RSL	474	7.0	3853	57.2	1108	16.5	1299	19.3	6735	100.0
DATE OF CONSTRUCTION										
Pre - 1919	414	6.0	1960	28.5	2652	38.6	1844	26.8	6870	100.0
1919 - 1944	624	8.4	1137	15.3	1209	16.3	4451	60.0	7420	100.0
1945 - 1964	125	1.5	1970	23.3	3334	39.4	3024	35.8	8453	100.0
1965 - 1974	150	1.8	1300	16.0	3322	40.9	3348	41.2	8120	100.0
1975 - 1980	0	0.0	1023	28.4	1303	36.2	1277	35.4	3604	100.0
Post - 1980	624	2.8	5077	23.0	8999	40.7	7409	33.5	22109	100.0
MAIN HOUSE TYPE										
Detached House/Bungalow	259	2.4	927	8.7	2505	23.4	6993	65.4	10684	100.0
Semi-detached House/Bungalow	810	3.6	3054	13.5	9111	40.3	9611	42.6	22587	100.0
Terraced House/Bungalow	793	5.4	3147	21.4	6247	42.5	4496	30.6	14683	100.0
Purpose-built Flat	74	1.0	4658	62.5	2500	33.5	222	3.0	7453	100.0
Converted/mixed use Flat	0	0.0	680	58.3	456	39.1	31	2.7	1167	100.0
All Households	1936	3.4	12466	22.0	20819	36.8	21353	37.7	56575	100.0

RESIDENTIAL MOBILITY

6.7 Patterns of residential mobility within the City of Gloucester reflect a distinction between a mobile private-rented sector and more stable and established owner-occupied and RSL sectors. 21,253 owner-occupied households (54.2%) have been resident in their current dwelling over 10 years; 2,716 RSL tenants (40.3%) have also been resident in their current dwelling over 10 years. In contrast, only 1,452 private-rented households (13.7%) have been resident in their current dwelling over 10 years, with 4,625 private-rented households resident under 2 years. 2.3% of owner-occupied households and 4.6% of RSL households definitely intend to move in the next 12 months. This rises to 10.0% of private-rented households intending to move over the same period.

TABLE 9: LENGTH OF RESIDENCE AND INTENTION TO MOVE BY TENURE

	TENURE									
	Owner occupied		Private rented		Tied/rent free		RSL		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
LENGTH OF RESIDENCY										
Under 1 year	1566	4.0	1683	15.9	23	28.8	369	5.5	3642	6.4
1 - 2 years	3580	9.1	2942	27.9	29	35.6	578	8.6	7128	12.6
3 - 5 years	5972	15.2	3133	29.7	29	35.6	1594	23.7	10728	19.0
6 - 10 years	6825	17.4	1354	12.8	0	0.0	1478	21.9	9657	17.1
11 - 20 years	7256	18.5	1000	9.5	0	0.0	1308	19.4	9564	16.9
Over 20 years	13997	35.7	452	4.3	0	0.0	1408	20.9	15857	28.0
INTENTION TO MOVE										
Don't Know	1657	4.2	1023	9.7	29	35.6	343	5.1	3051	5.4
Yes - possibly	2376	6.1	1788	16.9	0	0.0	986	14.6	5149	9.1
Yes - definitely	916	2.3	1058	10.0	0	0.0	307	4.6	2282	4.0
No Intention	34248	87.4	6694	63.4	52	64.4	5099	75.7	46093	81.5
All Households	39196	100.0	10564	100.0	80	100.0	6735	100.0	56575	100.0

6.8 Across the City the three selected wards exhibit higher rates of residential mobility with the City Remainder offering a more stable household base. 27.2% of households in Barton & Tredworth have been resident under 2 years, rising to 34.1% in Kingsholm & Wotton and 35.8% in Westgate. This compares with only 14.7% of households resident under 2 years in the City Remainder. Additionally, only 1.5% of households in the City Remainder definitely intend to move in the next 12 months. This figure rises to 6.1% of households in Kingsholm & Wotton, 10.2% of households in Westgate and 17.4% of households in Barton & Tredworth. Higher rates of household mobility in these wards show an association with higher levels of private renting.

TABLE 10: LENGTH OF RESIDENCE AND INTENTION TO MOVE BY SUB-AREA										
	Sub-Area									
	Barton & Tredworth		Kingsholm & Wotton		Westgate		City Remainder		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
LENGTH OF RESIDENCY										
Under 1 year	643	12.7	511	15.3	719	12.8	1768	4.2	3642	6.4
1 - 2 years	734	14.5	628	18.8	1293	23.0	4474	10.5	7128	12.6
3 - 5 years	954	18.9	672	20.1	1404	25.0	7698	18.1	10728	19.0
6 - 10 years	1004	19.9	555	16.6	1020	18.2	7078	16.6	9657	17.1
11 - 20 years	705	13.9	385	11.5	461	8.2	8014	18.8	9564	16.9
Over 20 years	1018	20.1	588	17.6	716	12.8	13535	31.8	15857	28.0
INTENTION TO MOVE										
Don't Know	579	11.4	192	5.8	304	5.4	1977	4.6	3051	5.4
Yes - possibly	1153	22.8	564	16.9	624	11.1	2808	6.6	5149	9.1
Yes - definitely	880	17.4	203	6.1	574	10.2	624	1.5	2282	4.0
No Intention	2445	48.4	2380	71.3	4112	73.3	37156	87.3	46093	81.5
All Households	5057	100.0	3339	100.0	5613	100.0	42566	100.0	56575	100.0

HOUSEHOLD VARIATIONS BY TENURE

6.9 Demographic and social characteristics vary by tenure reflecting a younger private-rented sector compared to both the owner-occupied and RSL sectors:

- An average age of 42 years for private-rented HRPs (household representative persons) rises to 55 years for both owner-occupied and RSL households.
- 33.9% of households in the private-rented sector have an HRP (household representative person) aged under 35 years compared to 13.2% of owner-occupied households and 14.5% of RSL households.
- 27.0% of households in the private-rented sector are single person non-pensioner in type compared to 8.3% of households in the owner-occupied sector and 20.2% of households in the RSL sector.
- 7.5% of households in the private-rented sector are elderly in type compared to 30.8% of households in the owner-occupied sector and 29.7% of households in the RSL sector.

TABLE 11: DEMOGRAPHIC AND SOCIAL VARIATIONS BY TENURE

	TENURE									
	Owner occupied		Private rented		Tied/rent free		RSL		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
AGE HRP										
under 25 years	176	0.4	792	7.5	0	0.0	148	2.2	1115	2.0
25 - 34 years	5024	12.8	2792	26.4	0	0.0	827	12.3	8642	15.3
35 - 44 years	6535	16.7	3165	30.0	52	64.4	1120	16.6	10872	19.2
45 - 54 years	6341	16.2	1927	18.2	0	0.0	1378	20.5	9646	17.0
55 - 60 years	6409	16.4	670	6.3	0	0.0	815	12.1	7894	14.0
61 - 65 years	2190	5.6	321	3.0	29	35.6	345	5.1	2884	5.1
over 65 years	12522	31.9	898	8.5	0	0.0	2102	31.2	15522	27.4
HOUSEHOLD TYPE										
Single Person Non Pensioner	3263	8.3	2848	27.0	29	35.6	1362	20.2	7501	13.3
Single Parent Family	751	1.9	668	6.3	23	28.8	1000	14.8	2442	4.3
Two Person Adult Non Pensioner	10800	27.6	2895	27.4	0	0.0	669	9.9	14364	25.4
Small Family	7378	18.8	1932	18.3	29	35.6	1062	15.8	10401	18.4
Large Family	884	2.3	832	7.9	0	0.0	392	5.8	2108	3.7
Large Adult	3956	10.1	596	5.6	0	0.0	252	3.7	4804	8.5

TABLE 11: DEMOGRAPHIC AND SOCIAL VARIATIONS BY TENURE

	TENURE									
	Owner occupied		Private rented		Tied/rent free		RSL		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Single Person Elderly	5749	14.7	465	4.4	0	0.0	954	14.2	7167	12.7
Two Person Elderly	6325	16.1	329	3.1	0	0.0	1045	15.5	7699	13.6
Elderly With Family	90	0.2	0	0.0	0	0.0	0	0.0	90	0.2
HOUSEHOLD SIZE										
One person	8989	22.9	2941	27.8	29	35.6	2316	34.4	14274	25.2
Two persons	17623	45.0	3580	33.9	0	0.0	2195	32.6	23398	41.4
Three Persons	4774	12.2	1502	14.2	0	0.0	680	10.1	6956	12.3
Four persons	6081	15.5	1497	14.2	52	64.4	917	13.6	8546	15.1
Five persons	1332	3.4	612	5.8	0	0.0	420	6.2	2364	4.2
Six or more persons	397	1.0	432	4.1	0	0.0	208	3.1	1037	1.8
All Households	39196	100.0	10564	100.0	80	100.0	6735	100.0	56575	100.0

TABLE 12: DEMOGRAPHIC AND SOCIAL VARIATIONS BY SUB-AREA

	Sub-Area									
	Barton & Tredworth		Kingsholm & Wotton		Westgate		City Remainder		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
AGE HRP										
under 25 years	290	5.7	319	9.5	91	1.6	416	1.0	1115	2.0
25 - 34 years	725	14.3	618	18.5	1472	26.2	5827	13.7	8642	15.3
35 - 44 years	1269	25.1	426	12.8	1268	22.6	7908	18.6	10872	19.2
45 - 54 years	952	18.8	641	19.2	666	11.9	7387	17.4	9646	17.0
55 - 60 years	416	8.2	310	9.3	401	7.1	6766	15.9	7894	14.0
61 - 65 years	448	8.9	224	6.7	234	4.2	1978	4.6	2884	5.1
over 65 years	956	18.9	801	24.0	1480	26.4	12284	28.9	15522	27.4
HOUSEHOLD TYPE										
Single Person Non Pensioner	1121	22.2	905	27.1	1211	21.6	4264	10.0	7501	13.3
Single Parent Family	586	11.6	107	3.2	86	1.5	1663	3.9	2442	4.3
Two Person Adult Non Pensioner	828	16.4	927	27.8	1575	28.1	11034	25.9	14364	25.4
Small Family	668	13.2	331	9.9	972	17.3	8430	19.8	10401	18.4
Large Family	270	5.3	0	0.0	174	3.1	1663	3.9	2108	3.7
Large Adult	675	13.3	267	8.0	115	2.0	3747	8.8	4804	8.5

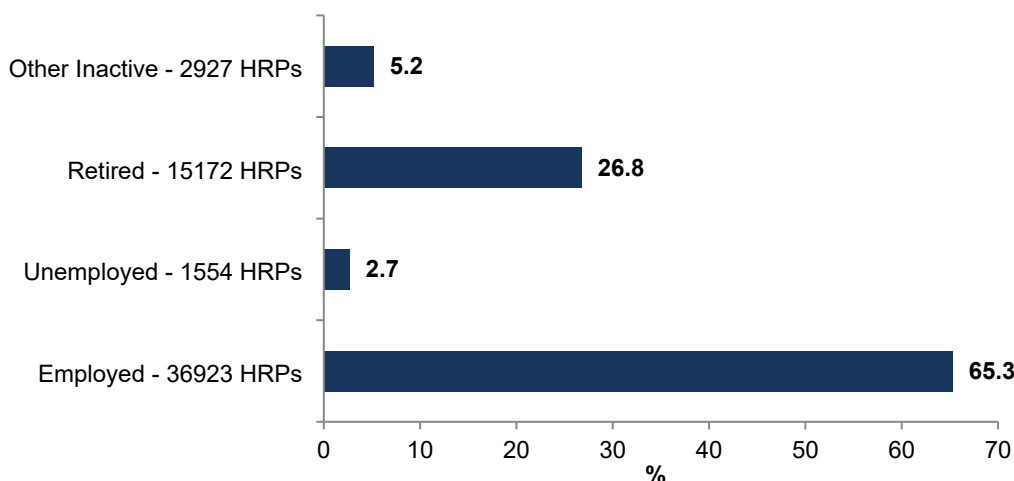
TABLE 12: DEMOGRAPHIC AND SOCIAL VARIATIONS BY SUB-AREA

	Sub-Area									
	Barton & Tredworth		Kingsholm & Wotton		Westgate		City Remainder		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Single Person Elderly	485	9.6	480	14.4	788	14.0	5414	12.7	7167	12.7
Two Person Elderly	357	7.1	300	9.0	692	12.3	6350	14.9	7699	13.6
Elderly With Family	69	1.4	21	0.6	0	0.0	0	0.0	90	0.2
HOUSEHOLD SIZE										
One person	1434	28.4	1162	34.8	1999	35.6	9678	22.7	14274	25.2
Two persons	1333	26.4	1270	38.0	2267	40.4	18528	43.5	23398	41.4
Three Persons	1015	20.1	352	10.6	593	10.6	4996	11.7	6956	12.3
Four persons	581	11.5	470	14.1	523	9.3	6972	16.4	8546	15.1
Five persons	444	8.8	53	1.6	203	3.6	1664	3.9	2364	4.2
Six or more persons	249	4.9	32	1.0	29	0.5	727	1.7	1037	1.8
All Households	5057	100.0	3339	100.0	5613	100.0	42566	100.0	56575	100.0

HOUSEHOLD ECONOMIC CHARACTERISTICS

6.10 36,923 HRPs (65.3%) are in full or part-time employment, 1,554 HRPs (2.7%) are registered unemployed and 15,172 HRPs (26.8%) are economically retired.

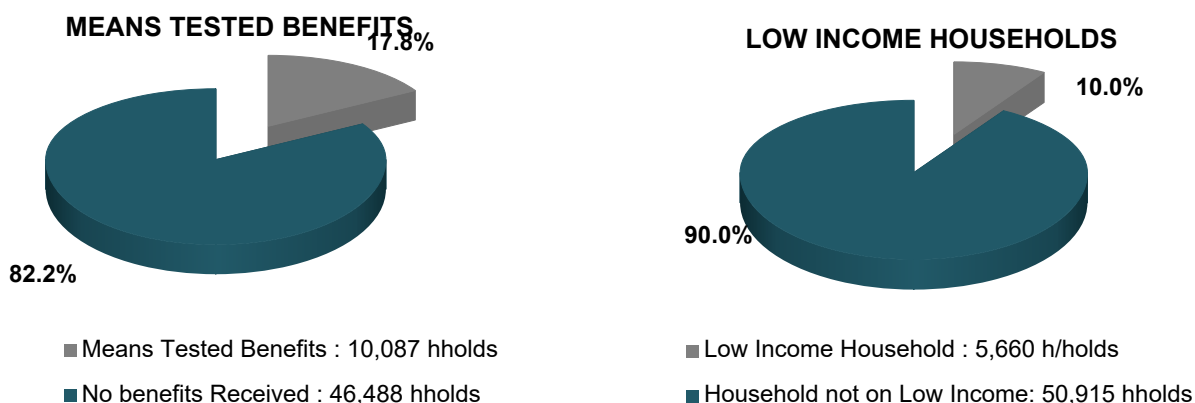
FIGURE 12: ECONOMIC STATUS OF HRP



6.11 10,087 households have a household member in receipt of a Means Tested Benefit (17.9%), 5,660 households (10.0%) have disposable incomes below 60% of the median U.K. disposable income. Data from ONS indicates median disposable income in England at

£32,300 with the 60% threshold indicating a required median disposable income of £19,380. The survey indicates a median disposable income in the City of Gloucester of £32,877, ranging from £20,644 for RSL tenants to £34,000 for households in both the owner-occupied and private-rented sectors.

FIGURE 13: MEANS TESTED BENEFITS AND LOW INCOMES



6.12 Economic variations are evident across the tenure groups with major differences including:

- Higher rates of economic retirement in the owner-occupied (31.7%) and RSL sectors (31.2%).
- Lower rates of economic activity in the RSL sector. 12.5% of HRPs in the RSL sector are registered unemployed, 18.7% are permanently sick or disabled.
- Higher rates of means tested benefit receipt in the private-rented and RSL sectors. 28.0% of private-rented households and 60.6% of RSL households are in receipt of means tested benefits.
- Higher proportion of low income households in the private-rented and RSL sectors. 10.4% of private-rented households and 36.8% of RSL households are on low incomes.

TABLE 13: HOUSEHOLD ECONOMIC STATUS BY TENURE

	TENURE									
	Owner occupied		Private rented		Tied/rent free		RSL		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
ECONOMIC STATUS - HRP										
Full time work (30hrs+)	25088	64.0	7913	74.9	29	35.6	2379	35.3	35408	62.6
Part time work (under 30 hours)	1137	2.9	239	2.3	29	35.6	110	1.6	1515	2.7
Registered unemployed	207	0.5	482	4.6	23	28.8	842	12.5	1554	2.7

TABLE 13: HOUSEHOLD ECONOMIC STATUS BY TENURE

	TENURE									
	Owner occupied		Private rented		Tied/rent free		RSL		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Permanently sick / disabled	277	0.7	504	4.8	0	0.0	1259	18.7	2041	3.6
Looking after home	44	0.1	223	2.1	0	0.0	43	0.6	310	0.5
Wholly retired	12442	31.7	627	5.9	0	0.0	2102	31.2	15172	26.8
Student	0	0.0	576	5.5	0	0.0	0	0.0	576	1.0
LOW INCOME										
Not on low income	37112	94.7	9468	89.6	80	100.0	4255	63.2	50915	90.0
Low income household	2084	5.3	1096	10.4	0	0.0	2480	36.8	5660	10.0
MEANS TESTED BENEFITS										
No benefit receipt	36173	92.3	7601	72.0	57	71.3	2657	39.4	46488	82.2
In receipt of benefits	3023	7.7	2963	28.0	23	28.8	4078	60.6	10087	17.8
All Households	39196	100.0	10564	100.0	80	100.0	6735	100.0	56575	100.0

6.13 Economic circumstances are significantly worse in the Barton & Tredworth Ward as illustrated by:

- 5.7% of HRPs unemployed;
- 24.2% of households on low income; and
- 47.4% of households in receipt of means tested benefit.

TABLE 14: HOUSEHOLD ECONOMIC STATUS BY SUB-AREA

	Sub-Area									
	Barton & Tredworth		Kingsholm & Wotton		Westgate		City Remainder		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
ECONOMIC STATUS HRP										
Full time work (30hrs+)	2877	56.9	2069	62.0	3610	64.3	26852	63.1	35408	62.6
Part time work (under 30 hours)	300	5.9	86	2.6	88	1.6	1041	2.4	1515	2.7
Registered unemployed	286	5.7	128	3.8	205	3.7	935	2.2	1554	2.7
Permanently sick / disabled	318	6.3	21	0.6	143	2.6	1558	3.7	2041	3.6
Looking after home	142	2.8	64	1.9	0	0.0	104	0.2	310	0.5
Wholly retired	956	18.9	812	24.3	1535	27.4	11868	27.9	15172	26.8
Student	178	3.5	159	4.8	31	0.6	208	0.5	576	1.0
LOW INCOME										

TABLE 14: HOUSEHOLD ECONOMIC STATUS BY SUB-AREA

	Sub-Area									
	Barton & Tredworth		Kingsholm & Wotton		Westgate		City Remainder		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Not on low income	3831	75.8	2955	88.5	4890	87.1	39240	92.2	50915	90.0
Low income household	1226	24.2	384	11.5	723	12.9	3326	7.8	5660	10.0
MEANS TESTED BENEFITS										
No benefit receipt	2660	52.6	2720	81.5	4362	77.7	36746	86.3	46488	82.2
In receipt of benefits	2397	47.4	619	18.5	1251	22.3	5820	13.7	10087	17.8
All Households	5057	100.0	3339	100.0	5613	100.0	42566	100.0	56575	100.0

SECTION 3: HOUSING CONDITIONS

Chapter 7: Housing Conditions - An Overview and National Perspective

Chapter 8: HHSRS – Category 1 and Category 2 Hazards

Chapter 9: Housing Repair

Chapter 10: Housing Amenities and Facilities

Chapter 11: Home Energy Efficiency

Chapter 12: Decent Homes Overall Performance

Chapter 13: Non-Decent Homes – Investment Needs

Chapter 14: Decent Places - Environmental Conditions and Liveability

7. HOUSING CONDITIONS - AN OVERVIEW AND NATIONAL PERSPECTIVE

7.1 Housing conditions within the private housing sector have been measured against the Decent Homes Standard. A Decent Home is one that satisfies all the following four criteria:

- *It meets the current minimum standard for housing in England (HHSRS).*
- *It is in a reasonable state of repair.*
- *It has reasonably modern facilities and services; and*
- *It provides a reasonable degree of thermal comfort.*

Analysis can only be conducted fully within the occupied housing stock.

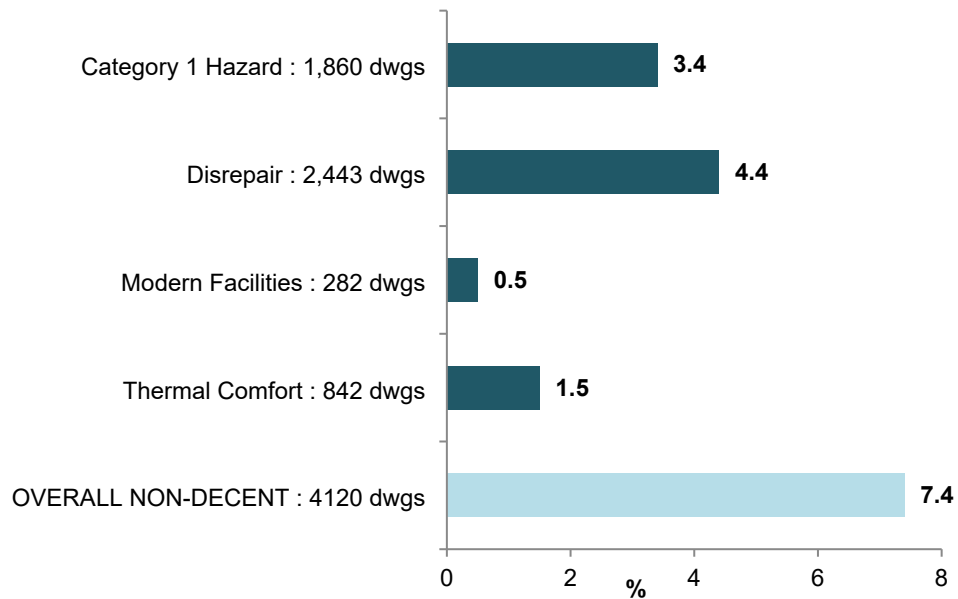
7.2 51,401 occupied dwellings (92.6%) meet the requirements of the Decent Homes Standard and can be regarded as satisfactory. The remaining 4,120 dwellings (7.4%) fail the requirements of the Decent Homes Standard and are non-Decent. Within the Decent Homes Standard itself the following pattern of failure emerges:

- *1,860 dwellings (3.4%) exhibit Category 1 hazards within the Housing Health and Safety Rating System (HHSRS).*
- *2,443 dwellings (4.34%) are in disrepair.*
- *282 dwellings (0.5%) lack modern facilities and services; and*
- *842 dwellings (1.5%) fail to provide a reasonable degree of thermal comfort.*

The majority of non-Decent homes fail on one item of the standard (2,968 dwellings – 72.0%); the remaining 1,152 non-Decent Homes exhibit multiple failures (28.0%).

7.3 Costs to achieve Decent Homes within the private-housing sector are estimated at £26.19M averaging £6,356 per non-Decent home.

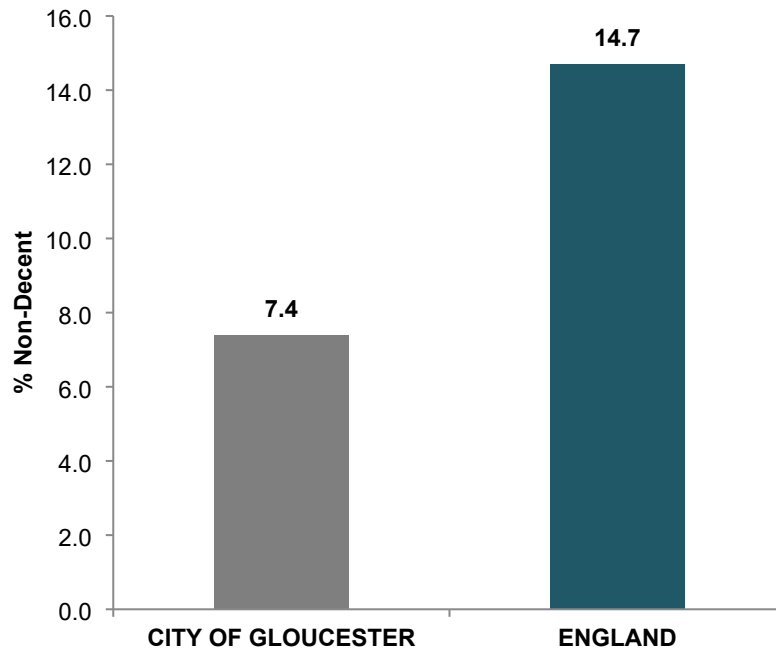
FIGURE 14: DWELLING PERFORMANCE AGAINST THE DECENT HOMES STANDARD



7.4 Information on overall Decent Homes performance in England is available annually from the English Housing Survey programme with the last available estimate for 2021. Due to the impact of Covid the 2021 national estimates have not involved a full internal survey of dwellings and have been modelled from 2018 and 2019 data. Additionally, since 2014 while Category 1 hazard data has been published, no further data has been published on the remaining components of the Decent Homes Standard.

7.5 Housing conditions locally with regard to the Decent Homes Standard are significantly better than the national average. Locally 7.4% of private sector and RSL housing fails the Decent Homes Standard compared to 14.7% of equivalent housing stock nationally. Local conditions with regard to Category 1 hazards are also significantly better than the national average. Locally 3.4% of dwellings exhibit Category 1 hazards compared to 9.8% of dwellings nationally.

FIGURE 15: NON-DECENT HOMES – CITY OF GLOUCESTER 2023, ENGLAND 2021



8. HHSRS – CATEGORY 1 AND CATEGORY 2 HAZARDS

8.1 The Housing Health and Safety Rating System (HHSRS) is the current approach to the evaluation of the potential risks to health and safety from any deficiencies identified in homes. The HHSRS, although not in itself a statutory standard, was introduced as a replacement for the Housing Fitness Standard (Housing Act 1985, Section 604, as amended).

8.2 Assessment of hazards is a two-stage process, addressing first the likelihood of an occurrence and secondly the range of probable harm outcomes. These two factors are combined using a standard prescribed method to give a score in respect of each hazard. There are 29 hazards, arranged in four main groups reflecting the basic health requirements. These are illustrated below and include:

- *Physiological requirements including hygro-thermal conditions and pollutants.*
- *Psychological requirements including space, security, light and noise.*
- *Protection against infection including hygiene, sanitation and water supply; and*
- *Protection against accidents including falls, electric shocks, burns/scalds and collision.*

8.3 Hazard scores are banded to reflect the relative severity of hazards and their potential outcomes. There are ten hazard bands ranging from Band 'J' (9 points or less) the safest, to Band 'A' (5,000 points or more) the most dangerous. Hazards can be grouped within these bandings as Category 1 and Category 2. A Category 1 hazard will fall within Bands 'A', 'B', 'C' i.e., 1,000 points or more.

HAZARD BANDINGS AND HAZARD CATEGORISATION		
HAZARD SCORE RANGE Points....	HAZARD BAND	HAZARD CATEGORY
5000 or more	A	CATEGORY 1
2000 - 4999	B	
1000 - 1999	C	
500 - 999	D	CATEGORY 2
200 - 499	E	
100 - 199	F	
50 - 99	G	
20 - 49	H	
10 - 19	I	
9 or less	J	

8.4 The Housing Act 2004 puts local authorities under a general duty to take appropriate action in relation to a Category 1 hazard. Such action can include:

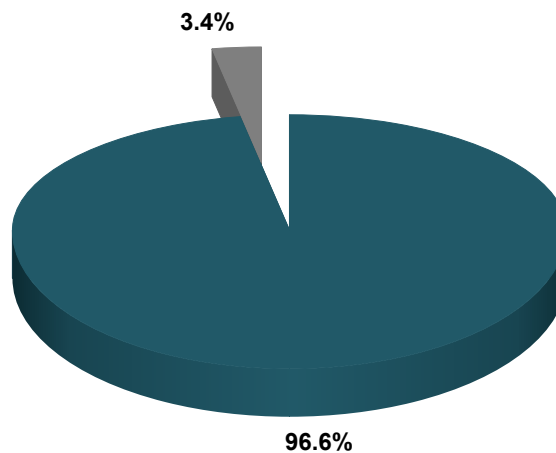
- *Improvement Notice (Section 11, Housing Act 2004).*
- *Prohibition Order (Section 20, Housing Act 2004).*
- *Hazard Awareness Notice (Section 28, Housing Act 2004).*
- *Emergency Remedial Action (Section 40, Housing Act 2004).*
- *Emergency Prohibition Order (Section 43, Housing Act 2004).*
- *Demolition Order (Section 265, Housing Act 1985); and*
- *Clearance Area Declaration (Section 289, Housing Act 1985).*

Similar powers exist to deal with Category 2 hazards but at the discretion of the local authority. Emergency measures cannot however be used, nor can clearance area or demolition powers. The presence of Category 1 hazards is integrated within the Decent Homes Standard and forms the main focus for our analyses. Category 2 hazards have been defined as Hazard Bands D and E.

CATEGORY 1 HAZARDS

8.5 1,860 occupied dwellings (3.4%) experience Category 1 hazards within the HHSRS and as a result fail the requirements of the Decent Homes Standard. Rates of Category 1 hazard failure are below the national average (9.8%).

FIGURE 16: CATEGORY 1 HAZARD FAILURE



■ No Category 1 Hazards : 53,661 dwgs
 ■ Category 1 Hazards Present : 1,860 dwgs

8.6 A range of Category 1 hazards was identified across the HHSRS, however the hazard profile is dominated by excess cold and risk of falls on steps and stairs. 1,573 dwellings experience a Category 1 hazard on risk of falls representing 84.6% of all Category 1 hazard dwellings. Excess cold affects 367 dwellings representing 19.7% of all dwellings experiencing a Category 1 hazard. Remaining hazards affect less than 5% of Category 1 dwellings and include Dampness/Mould and Overcrowding. Category 1 hazards identified comprise:

- **Dampness/Mould – 46 dwellings (0.1%)**
- **Excess Cold – 367 dwellings (0.7%)**
- **Crowding and Space – 29 dwellings (0.1%)**
- **Falls on Steps/Stairs – 1573 dwellings (2.8%)**
- **Falls between Levels – 23 dwellings (0.1%)**

HAZARD DISTRIBUTIONS

8.7 Rates of Category 1 hazard failure show significant variation by tenure, property age and property type. In this respect rates of Category 1 hazard failure are above average for:

- The private-rented sector (7.7%).
- Dwellings constructed pre-1919 (26.2%).
- Flats in converted buildings (12.3%); and
- Terraced houses (9.4%).

FIGURE 17: CATEGORY 1 HAZARD FAILURE BY TENURE, BUILDING TYPE AND DATE OF CONSTRUCTION

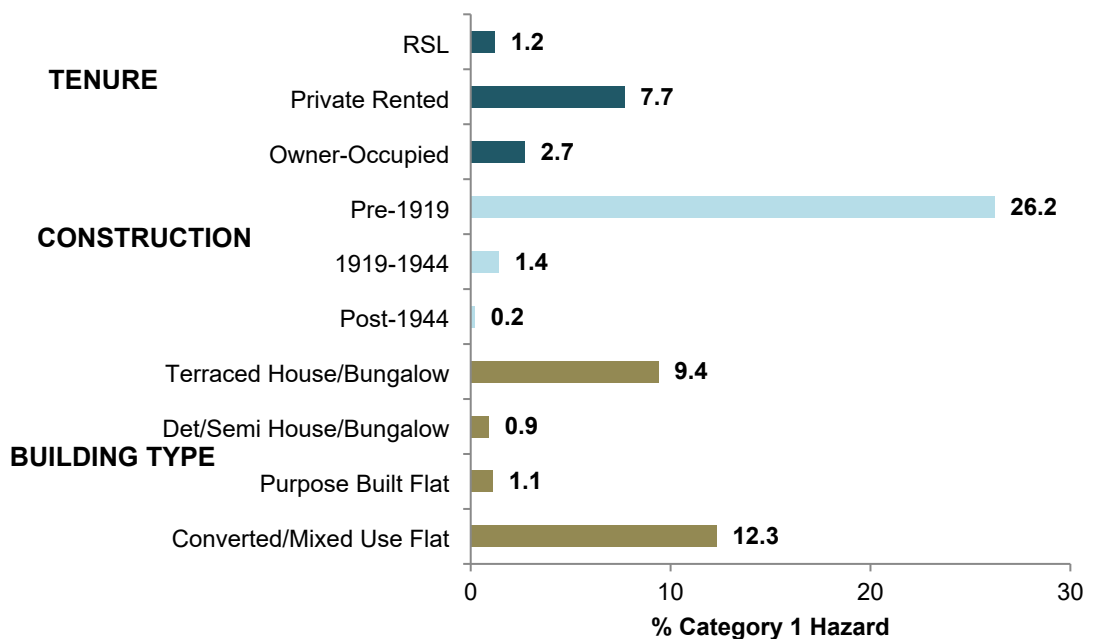
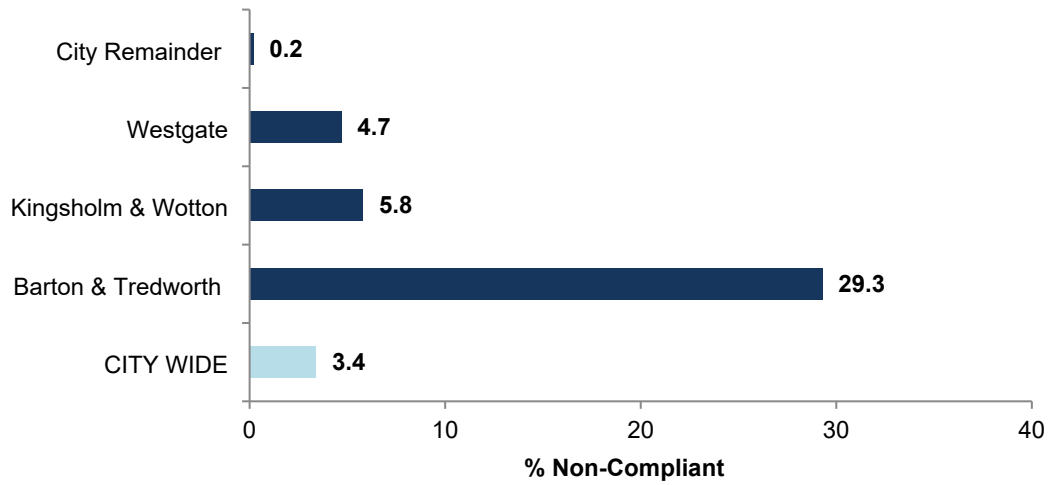


TABLE 15: CATEGORY 1 HAZARD DISTRIBUTIONS BY SUB-AREA AND HOUSING SECTOR						
	HHSRS CATEGORY 1 RISK					
	No category 1 risks		Category 1 risks present		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	38153	97.3	1043	2.7	39196	100.0
Private rented	8773	92.3	737	7.7	9510	100.0
Tied/rent free	80	100.0	0	0.0	80	100.0
RSL	6654	98.8	80	1.2	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	4714	73.8	1676	26.2	6390	100.0
1919 - 1944	7259	98.6	104	1.4	7363	100.0
1945 - 1964	8416	100.0	0	0.0	8416	100.0
1965 - 1974	8020	99.6	29	0.4	8049	100.0
1975 - 1980	3562	100.0	0	0.0	3562	100.0
Post - 1980	21689	99.8	52	0.2	21741	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10595	99.5	52	0.5	10646	100.0
Semi-detached House/Bungalow	22246	98.9	258	1.1	22504	100.0
Terraced House/Bungalow	12921	90.6	1340	9.4	14261	100.0
Purpose-built flat	6974	98.9	80	1.1	7054	100.0
Converted/mixed use flat	925	87.7	130	12.3	1055	100.0
SUB-AREA						
Barton & Tredworth	3204	70.7	1327	29.3	4531	100.0
Kingsholm & Wotton	2783	94.2	171	5.8	2954	100.0
Westgate	5212	95.3	258	4.7	5470	100.0
City Remainder	42462	99.8	104	0.2	42566	100.0
All Occupied Dwellings	53661	96.6	1860	3.4	55521	100.0

8.8 Geographically rates of Category 1 hazard failure are significantly above average in three of the sub-areas but particularly in Barton & Tredworth where 29.3% of all dwellings experience Category 1 hazards. Category 1 hazard rates are also above average in Kingsholm & Wotton (5.8%) and Westgate (4.7%). Under 1% of dwellings in the City Remainder exhibit Category 1 hazards.

FIGURE 18: CATEGORY 1 HAZARD FAILURE BY SUB-AREA



CATEGORY 1 HAZARD IMPROVEMENT COSTS

8.9 Costs purely to address Category 1 hazard defects are estimated at £9.87M averaging £5,307 per defective dwelling. Costs are net of fees, preliminaries and VAT.

CATEGORY 2 HAZARDS

8.10 While the Council has no statutory obligation to address Category 2 hazards, the presence of such hazards may be indicative of properties at risk of future deterioration. Overall, 14,181 dwellings (25.5%) exhibit hazards within hazard bands D and E i.e. Category 2. Category 2 hazards emerging include:

- Falls on Level Surfaces : 7,249 dwellings – 13.1%
- Falls on Stairs etc : 1,573 dwellings – 2.8%
- Entry by Intruders : 8,132 dwellings – 14.6%
- Dampness/Mould : 527 dwellings – 1.0%
- Fire : 407 dwellings – 0.7%

8.11 Category 2 hazards are again over-represented in the private-rented sector, pre-1919 housing and in three of the sub-areas.

TABLE 16: CATEGORY 2 HAZARD DISTRIBUTIONS BY SUB-AREA AND HOUSING SECTOR						
	HHSRS CATEGORY 2 RISK					
	No category 2 risks		Category 2 risks present		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	32932	84.0	6264	16.0	39196	100.0
Private rented	4846	51.0	4664	49.0	9510	100.0
Tied/rent free	52	64.3	29	35.7	80	100.0
RSL	3510	52.1	3224	47.9	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	0	0.0	6390	100.0	6390	100.0
1919 - 1944	6799	92.3	563	7.7	7363	100.0
1945 - 1964	7029	83.5	1388	16.5	8416	100.0
1965 - 1974	7029	87.3	1020	12.7	8049	100.0
1975 - 1980	2940	82.5	622	17.5	3562	100.0
Post - 1980	17543	80.7	4198	19.3	21741	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10241	96.2	406	3.8	10646	100.0
Semi-detached House/Bungalow	20762	92.3	1743	7.7	22504	100.0
Terraced House/Bungalow	10338	72.5	3923	27.5	14261	100.0
Purpose-built flat	0	0.0	7054	100.0	7054	100.0
Converted/mixed use flat	0	0.0	1055	100.0	1055	100.0
SUB-AREA						
Barton & Tredworth	1144	25.3	3387	74.7	4531	100.0
Kingsholm & Wotton	942	31.9	2012	68.1	2954	100.0
Westgate	1776	32.5	3695	67.5	5470	100.0
City Remainder	37479	88.0	5087	12.0	42566	100.0
All Occupied Dwellings	41340	74.5	14181	25.5	55521	100.0

9. HOUSING REPAIR

DECENT HOMES REPAIR STANDARD

9.1 To meet the Decent Homes Standard, dwellings are required to be in a reasonable state of repair. Dwellings which fail to meet this criterion are those where either:

- *One or more of the key building components are old and because of their condition, need replacing or major repair; or*
- *Two or more of the other building components are old and because of their condition, need replacing or major repair.*

Key building components are those which are essential to the future integrity of the home and its continued occupancy. These include:

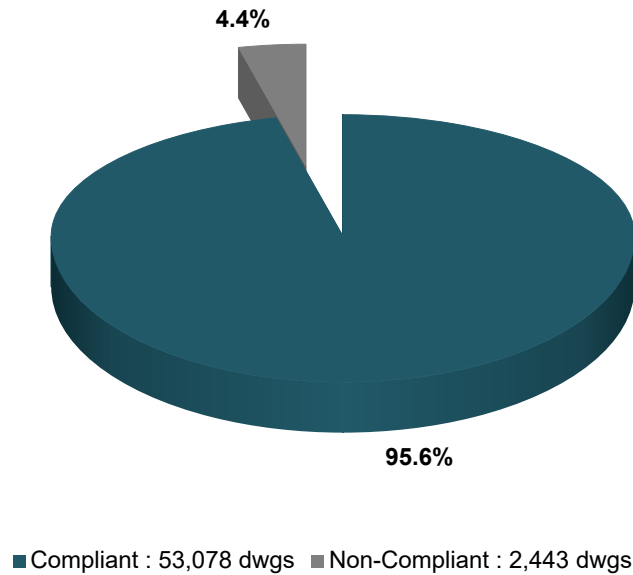
- *External walls.*
- *Roof structure and covering.*
- *Windows and doors.*
- *Chimneys.*
- *Central heating boilers.*
- *Gas fires.*
- *Storage heaters; and*
- *Electrics.*

Full details of the standard of repair required within the Decent Homes Standard are attached at Appendix E.

DECENT HOMES REPAIR COMPLIANCE

9.2 Overall, 2,493 dwellings (4.4%) fail the repair requirements of the Decent Homes Standard. These properties are at risk of future deterioration. While dwelling disrepair is symptomatic of the natural deterioration of building elements over time it is also reflective of household activity within the housing market - namely housing transactions and home improvement.

FIGURE 19: DECENT HOMES REPAIR PERFORMANCE – OCCUPIED DWELLINGS



9.3 The majority of dwellings non-compliant on repair experience major repairs to primary building elements – 2,293 dwellings (93.0%). 493 dwellings failing Decent Homes repair (20.2%) exhibit secondary element disrepair. External repairs affecting the wind and weatherproofing of a building are dominated by works to chimneys, roof structure and coverings, external pointing, rainwear and flashings. Levels of secondary repair within the Decent Homes standard are reduced by the need for two or more secondary elements to be defective.

9.4 Evidence of structural failure is apparent from the survey but of limited impact in dwelling performance within the HHSRS.

9.5 Dwelling disrepair not only impacts on current living conditions but can result in longer term deterioration within the housing stock affecting household comfort, health and safety. During the course of the survey, surveyors were asked to assess potential building element failure and potential replacement needs within a 10-year period. These needs include the projected replacement within 10 years of:

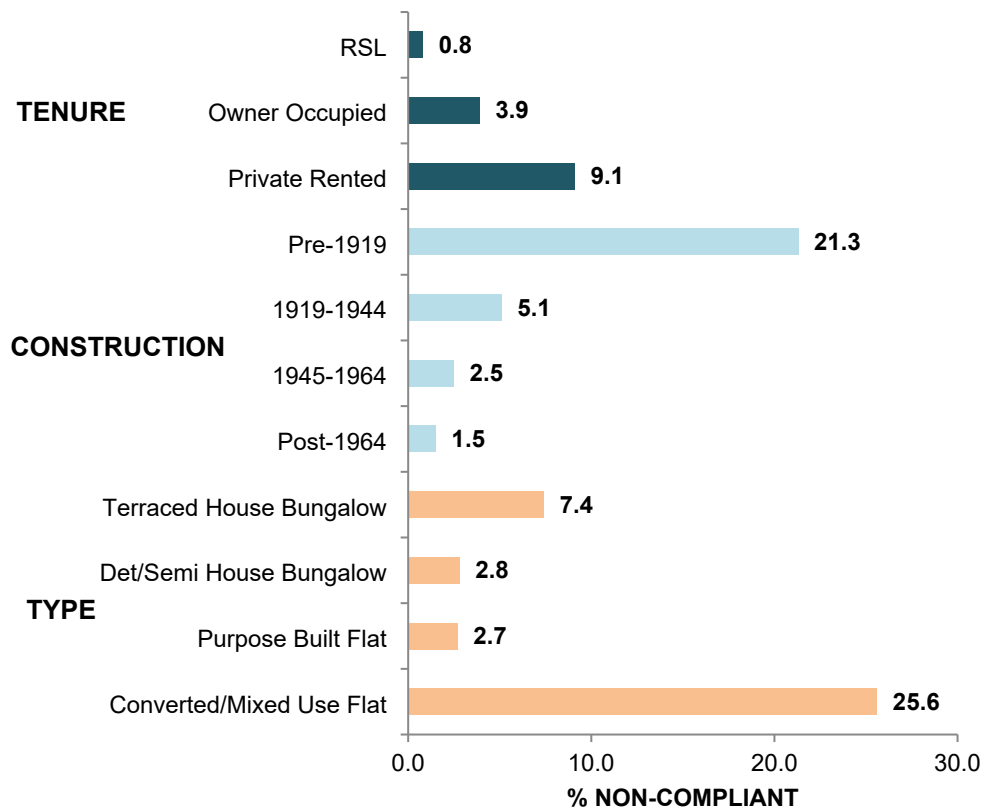
- 6,998 roof coverings (12.6%).
- 968 chimneys (1.9%).
- 8,030 gutters and downpipes (14.5%).
- 2,718 external pointing (4.9%).
- 7,925 windows (14.3%); and
- 4,148 access doors (7.5%).

9.6 Costs to address disrepair within the Decent Homes Standard are estimated at £6,903M. These costs reflect a minimum patch repair approach with no guarantee of future dwelling integrity or maintenance of decent homes standards. To ensure longer-term dwelling repair conditions which will include action against existing disrepair and required element replacement within 10 years to prevent deterioration into non-Decency will incur costs of £29.34M.

DISREPAIR BY SECTOR

9.7 As might be expected, disrepair is strongly related to dwelling age with rates of disrepair significantly higher within the pre-1919 housing stock. 21.3% of dwellings constructed pre-1919 are defective on repair as are 5.1% of dwellings constructed 1919-1944. In contrast only 0.9% of dwellings constructed post-1980 fail the repair requirements of the Decent Homes standard. Rates of disrepair are also above average for terraced housing and flats in converted buildings, and within the private-rented sector.

FIGURE 20: DECENT HOMES REPAIR PERFORMANCE BY TENURE, DWELLING AGE AND DWELLING TYPE



9.9 Patterns of Decent Homes repair failure geographically indicate greater concentrations of disrepair in the Barton & Tredworth Ward. 23.7% of dwellings within this Ward are non-compliant on repair compared to 4.4% of dwellings city-wide.

FIGURE 21: DECENT HOMES REPAIR PERFORMANCE BY SURVEY AREA

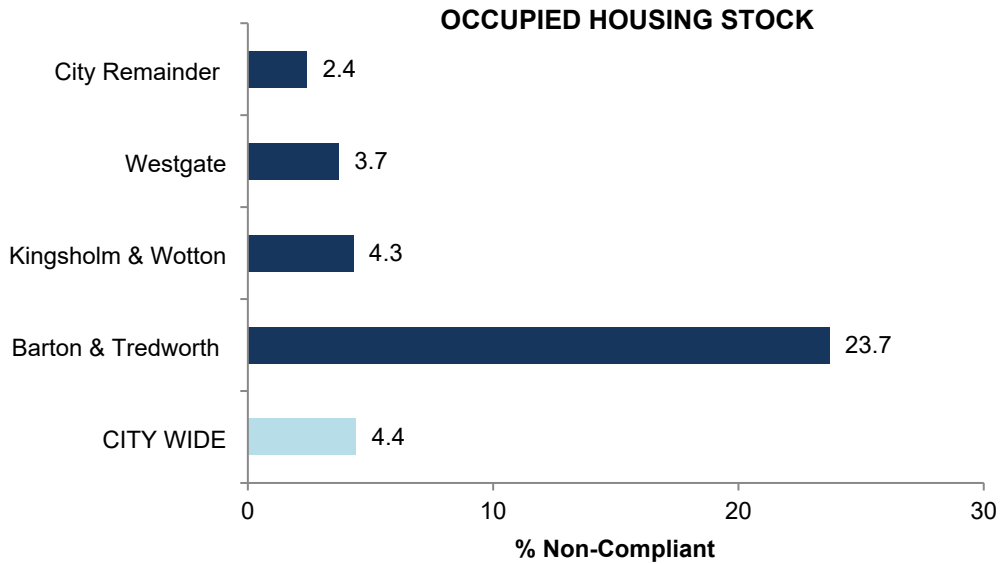


TABLE 17: DECENT HOMES REPAIR PERFORMANCE BY SUB-AREA AND HOUSING SECTOR

	DECENT HOMES REPAIR					
	Compliant		Non-compliant		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	37674	96.1	1523	3.9	39196	100.0
Private rented	8642	90.9	868	9.1	9510	100.0
Tied/rent free	80	100.0	0	0.0	80	100.0
RSL	6683	99.2	52	0.8	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	5030	78.7	1361	21.3	6390	100.0
1919 - 1944	6987	94.9	376	5.1	7363	100.0
1945 - 1964	8209	97.5	208	2.5	8416	100.0
1965 - 1974	7709	95.8	340	4.2	8049	100.0
1975 - 1980	3562	100.0	0	0.0	3562	100.0
Post - 1980	21582	99.3	159	0.7	21741	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10602	99.6	44	0.4	10646	100.0
Semi-detached House/Bungalow	21622	96.1	882	3.9	22504	100.0

TABLE 17: DECENT HOMES REPAIR PERFORMANCE BY SUB-AREA AND HOUSING SECTOR						
	DECENT HOMES REPAIR					
	Compliant		Non-compliant		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
Terraced House/Bungalow	13204	92.6	1057	7.4	14261	100.0
Purpose-built flat	6865	97.3	189	2.7	7054	100.0
Converted/mixed use flat	785	74.4	270	25.6	1055	100.0
SUB-AREA						
Barton & Tredworth	3455	76.3	1076	23.7	4531	100.0
Kingsholm & Wotton	2826	95.7	128	4.3	2954	100.0
Westgate	5270	96.3	200	3.7	5470	100.0
City Remainder	41528	97.6	1038	2.4	42566	100.0
All Occupied Dwellings	53078	95.6	2443	4.4	55521	100.0

10. HOUSING AMENITIES AND FACILITIES

10.1 The survey has examined the amenities and facilities offered by private sector housing in City of Gloucester. Three areas have been examined:

- a) *The amenity/modern facilities requirements of the Decent Homes Standard.*
- b) *Home security arrangements; and*
- c) *Smoke Detection.*

DECENT HOMES

10.2 For a dwelling to comply with the Decent Homes Standard it must possess reasonably modern amenities. A dwelling is considered not to meet this criterion if it lacks three or more of the following facilities:

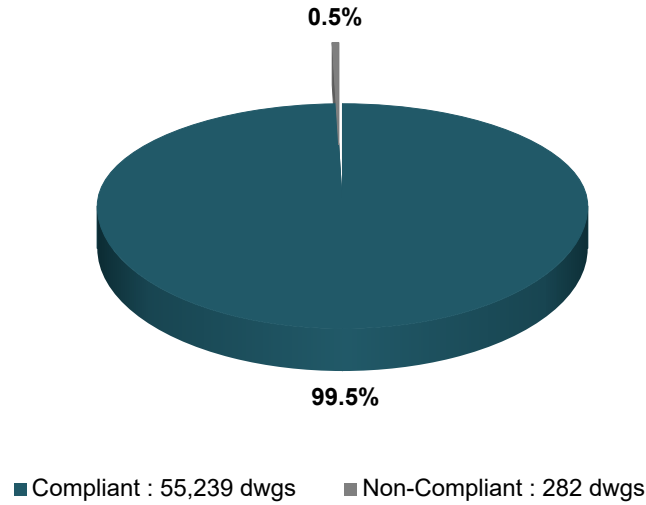
- *A kitchen which is 20 years old or less.*
- *A kitchen with adequate space and layout.*
- *A bathroom which is 30 years old or less.*
- *An appropriately located bathroom and WC.*
- *Adequate sound insulation; and*
- *Adequate size and layout of common entrance areas for flats.*

10.3 Kitchen and bathroom amenities exhibit a modern age profile. 47,889 dwellings (86.3%) offer kitchens under 20 years old. 50,981 dwellings (91.8%) offer bathrooms under 30 years old. Linked to this modern age profile, additional amenity defects are recorded in under 2% of the housing stock:

- *816 dwellings (1.5%) offer inadequate space and layout in the kitchen.*
- *155 dwellings (0.3%) offer an unsatisfactory bathroom location; and*
- *144 dwellings (0.3%) offer an unsatisfactory WC location.*

In addition to amenities, minimal defects were recorded on noise or on the size and layout of common access areas in flats. To fail the Decent Homes Standard a dwelling must be deficient on three or more amenity requirements. This results in a limited pattern of failure within the standard. Only 282 dwellings (0.5%) fail the Decent Homes amenity criteria.

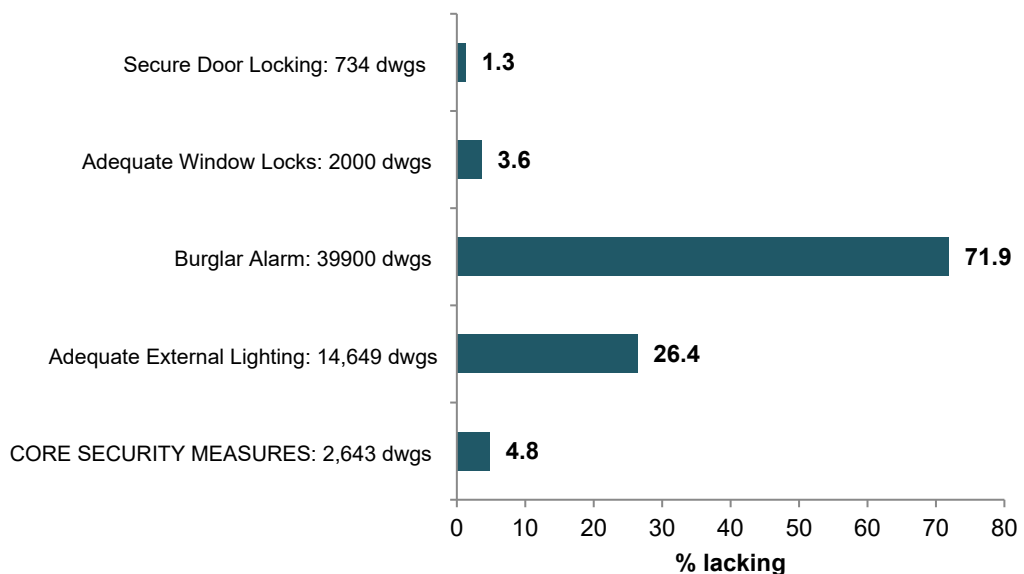
FIGURE 22: DECENT HOMES AMENITY PERFORMANCE



HOME SECURITY

10.4 8,132 private sector dwellings (14.6%) were assessed as exhibiting Category 2 risks (HHSRS) on intruder entry. Rising public awareness of, and exposure to crime have placed an increasing emphasis on home security. Core security measures within the home are typically considered to include secure access door locking and window locking to ground floor windows and accessible upper floor windows where appropriate. Overall, core security measures are present in 52,878 dwellings (95.2%) but absent in 2,643 dwellings (4.8%). Adequate window locking represents a particular issue. In addition to the core measures 39,900 dwellings (71.9%) have no burglar alarm provision, 14,649 dwellings (26.4%) offer inadequate external curtilage lighting.

FIGURE 23: HOME SECURITY MEASURES

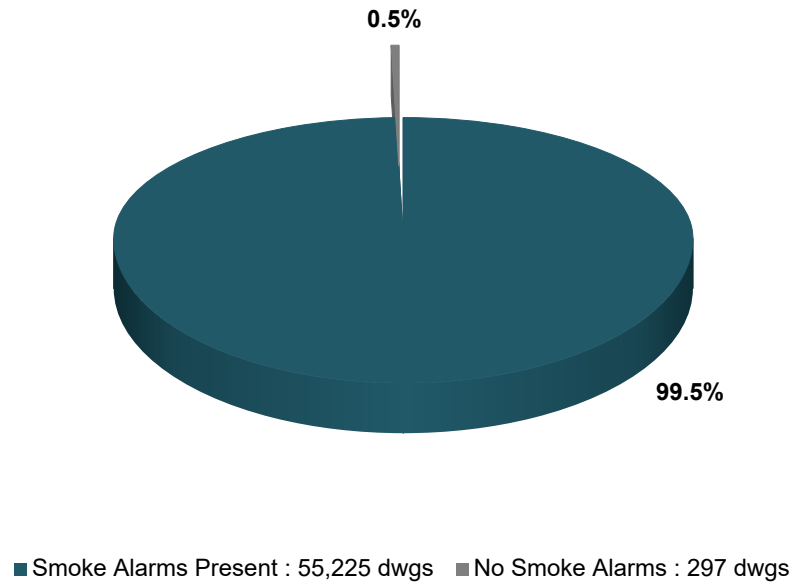


- 10.5 The absence of core security measures is higher within the private-rented sector, pre-1919 housing and flats in converted buildings. Geographically the absence of core security measures is higher in Westgate and Barton & Tredworth Wards.

TABLE 18: CORE SECURITY MEASURES BY SUB-AREA AND HOUSING SECTOR						
	CORE SECURITY MEASURES					
	Core measures present		Core measures absent		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	37578	95.9	1619	4.1	39196	100.0
Private rented	8603	90.5	907	9.5	9510	100.0
Tied/rent free	80	100.0	0	0.0	80	100.0
RSL	6617	98.3	117	1.7	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	5753	90.0	638	10.0	6390	100.0
1919 - 1944	6740	91.5	623	8.5	7363	100.0
1945 - 1964	8209	97.5	208	2.5	8416	100.0
1965 - 1974	7709	95.8	340	4.2	8049	100.0
1975 - 1980	3458	97.1	104	2.9	3562	100.0
Post - 1980	21010	96.6	731	3.4	21741	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10335	97.1	311	2.9	10646	100.0
Semi-detached House/Bungalow	21427	95.2	1077	4.8	22504	100.0
Terraced House/Bungalow	13657	95.8	604	4.2	14261	100.0
Purpose-built flat	6770	96.0	284	4.0	7054	100.0
Converted/mixed use flat	689	65.3	366	34.7	1055	100.0
SUB-AREA						
Barton & Tredworth	4279	94.4	252	5.6	4531	100.0
Kingsholm & Wotton	2890	97.8	64	2.2	2954	100.0
Westgate	5012	91.6	458	8.4	5470	100.0
City Remainder	40697	95.6	1869	4.4	42566	100.0
All Occupied Dwellings	52878	95.2	2643	4.8	55521	100.0

10.6 55,225 dwellings (99.5%) have internal smoke alarms fitted to at least one storey; 297 dwellings have no internal smoke alarm provision (0.5%).

FIGURE 24: SMOKE ALARM PROVISION



11. HOME ENERGY EFFICIENCY

HOME ENERGY INFORMATION

11.1 Information on home energy efficiency was collected within the RdSAP (Sap 2012) framework in addition to the assessment of thermal comfort performance within the Decent Homes Standard. This is available for occupied homes only where internal access was permitted by the resident.

11.2 Key indicators used from the energy efficiency audit include:

- *SAP Rating (Standard Assessment Procedure).*
- *Carbon Dioxide Emissions (CO₂).*
- *Energy Costs; and*
- *Energy Efficiency Rating (EER).*

The SAP Rating is based on each dwelling's energy costs per square metre and is calculated using a simplified form of the Standard Assessment Procedure. The energy costs take into account the costs of space and water heating, ventilation and lighting, less any cost savings from energy generation technologies. The rating is expressed on a scale of 1-100 where a dwelling with a rating of 1 has poor energy efficiency (high costs) and a dwelling with a rating of 100 represents a completely energy efficient dwelling (zero net energy costs per year).

Carbon Dioxide (CO₂) emissions are derived from space heating, water heating, ventilation, lighting, less any emissions saved by energy generation and are measured in tonnes per year.

Energy costs represent the total energy cost from space heating, water heating, ventilation and lighting, less the costs saved by energy generation as derived from SAP calculations and assumptions. Costs are expressed in £'s per year using constant prices based on average fuel prices. Energy costs for each dwelling are based on a standard occupancy and a standard heating regime.

The Energy Efficiency Rating (EER) is presented in bands from A-G for an Energy Performance Certificate, where a Band A rating represents low energy costs (the most efficient band) and a Band G rating represents high energy costs (the least efficient band). The break points in SAP used for the EER bands are:

Band A: 92-100

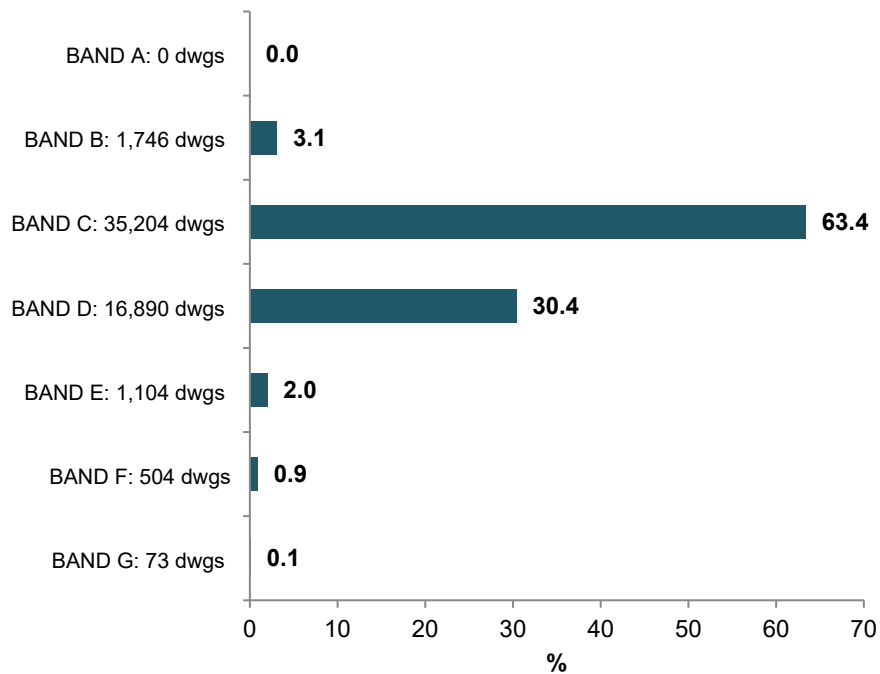
Band B: 81-91

Band C: 69-80

- Band D: 55-68
- Band E: 39-54
- Band F: 21-38
- Band G: 1-20

11.3 The current average SAP rating for dwellings in the City of Gloucester is 69.7, above the all tenure average for England of 66.3 (2021). Average ratings are above the English average for all tenure groups. CO₂ emissions in the City of Gloucester average 3.06 tonnes per annum per dwelling.

FIGURE 25: ENERGY EFFICIENCY RATING DISTRIBUTION



11.4 36,950 occupied dwellings (66.5%) in the City of Gloucester fall within the highest EER bands (A, B and C) compared to 47.5% of housing nationally. Conversely the proportion of dwellings in the lowest EER bands (E, F and G) is significantly below the national average, 3.0% of dwellings (1,681 dwellings) fall within EER bands E, F and G compared to 9.8% of dwellings nationally.

TABLE 19: ENERGY EFFICIENCY RATINGS (EER) – CITY OF GLOUCESTER, ENGLAND			
EER BANDING	CITY OF GLOUCESTER 2022/23		ENGLAND 2021/22
	dwgs	%	%
Band A (SAP 92 - 100)	0	0.0	0.0
Band B (SAP 81 - 91)	1746	3.1	3.0
Band C (SAP 69 - 80)	35204	63.4	44.5
Band D (SAP 55 - 68)	16890	30.4	42.7
Band E (SAP 39 - 54)	1104	2.0	7.1
Band F (SAP 21 - 38)	504	0.9	2.2
Band G (SAP 1 - 20)	73	0.1	0.5

11.5 Energy Efficiency Ratings show limited variation geographically or by housing sector. Where differences exist, these reflect generally lower SAP ratings for pre-1919 housing. Geographically the lowest energy efficiency ratings are recorded in Barton & Tredworth Ward. The highest energy ratings are associated with the RSL sector.

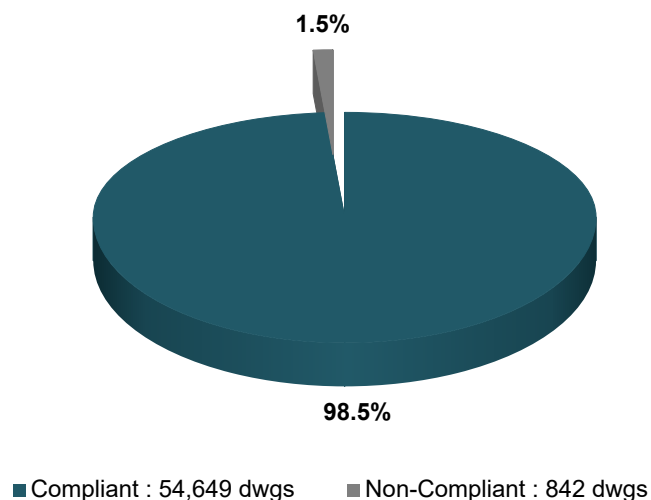
11.6 Underlying the energy efficiency of the housing stock the following attributes apply:

- 54,699 dwellings (98.5%) offer full central heating with the primary fuel sources being mains gas (93.8%) and electricity (6.0%). Including storage heating 97.1% of dwellings in England offer some form of central heating.
- 43,356 dwellings (78.1%) offer 200mm or more of loft insulation; 7,219 dwellings (13.0%) do not require loft insulation due to other uses over (ground and mid floor flats). 39.0% of dwellings in England offer equivalent levels of loft insulation.
- 36,923 dwellings offer cavity insulation representing 79.6% of all dwellings with cavities. 52.5% of dwellings in England have cavity insulation where this is appropriate.
- 54,868 dwellings (98.8%) in the City of Gloucester offer some form of double glazing, the majority of which is whole house. In England, 87.5% of dwellings are double glazed.

DECENT HOMES THERMAL COMFORT

11.7 To meet the requirements of the Decent Homes Standard dwellings must offer efficient heating and effective insulation. In the City of Gloucester 841 occupied dwellings (1.5%) fail to meet these requirements and are non-Decent.

FIGURE 26: DECENT HOMES THERMAL COMFORT PERFORMANCE – OCCUPIED DWELLINGS



11.8 Variations in Decent Homes thermal comfort performance are apparent across the housing stock by tenure, dwelling age and type. These reflect higher rates of non-compliance in the private-rented sector and for flats. Fuel types vary significantly between tenures with a greater use of less efficient electric heating in the private rented sector. 1,821 occupied private-rented dwellings are heated electrically representing 19.1% of the sector. Only 2.5% of occupied owner-occupied homes are electrically heated.

TABLE 20: DECENT HOMES THERMAL COMFORT PERFORMANCE BY SUB-AREA AND HOUSING SECTOR

	DECENT HOMES THERMAL COMFORT					
	Compliant		Non-compliant		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	38991	99.5%	205	0.5%	39196	100.0%
Private rented	9113	95.8%	397	4.2%	9510	100.0%
Tied/rent free	80	100.0%	0	0.0%	80	100.0%
RSL	6495	96.4%	239	3.6%	6735	100.0%
DATE OF CONSTRUCTION						
Pre - 1919	6264	98.0%	126	2.0%	6390	100.0%
1919 - 1944	7340	99.7%	23	0.3%	7363	100.0%
1945 - 1964	8248	98.0%	168	2.0%	8416	100.0%
1965 - 1974	7935	98.6%	114	1.4%	8049	100.0%
1975 - 1980	3519	98.8%	43	1.2%	3562	100.0%
Post - 1980	21373	98.3%	368	1.7%	21741	100.0%
MAIN HOUSE TYPE						

TABLE 20: DECENT HOMES THERMAL COMFORT PERFORMANCE BY SUB-AREA AND HOUSING SECTOR						
	DECENT HOMES THERMAL COMFORT					
	Compliant		Non-compliant		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
Detached House/Bungalow	10439	98.0%	208	2.0%	10646	100.0%
Semi-detached House/Bungalow	22459	99.8%	46	0.2%	22504	100.0%
Terraced House/Bungalow	14188	99.5%	73	0.5%	14261	100.0%
Purpose-built flat	6568	93.1%	487	6.9%	7054	100.0%
Converted/mixed use flat	1026	97.3%	29	2.7%	1055	100.0%
SUB-AREA						
Barton & Tredworth	4394	97.0%	137	3.0%	4531	100.0%
Kingsholm & Wotton	2676	90.6%	278	9.4%	2954	100.0%
Westgate	5356	97.9%	115	2.1%	5470	100.0%
City Remainder	42254	99.3%	311	0.7%	42566	100.0%
All Occupied Dwellings	54679	98.5%	842	1.5%	55521	100.0%

12. DECENT HOMES OVERALL PERFORMANCE

12.1 51,401 occupied dwellings (92.6%) meet the requirements of the Decent Homes standard and can be regarded as satisfactory. The remaining 4,120 dwellings (7.4%) are non-Decent. Rates of non-Decency are significantly better than the national average for England where 14.7% of dwellings were non-Decent in 2021. The majority of non-Decent homes (2,968 dwellings – 72.0%) are defective on one item of the standard; the remaining 1,152 non-Decent dwellings (28.0%) are defective on multiple items.

FIGURE 27: OVERALL DECENT HOMES PERFORMANCE

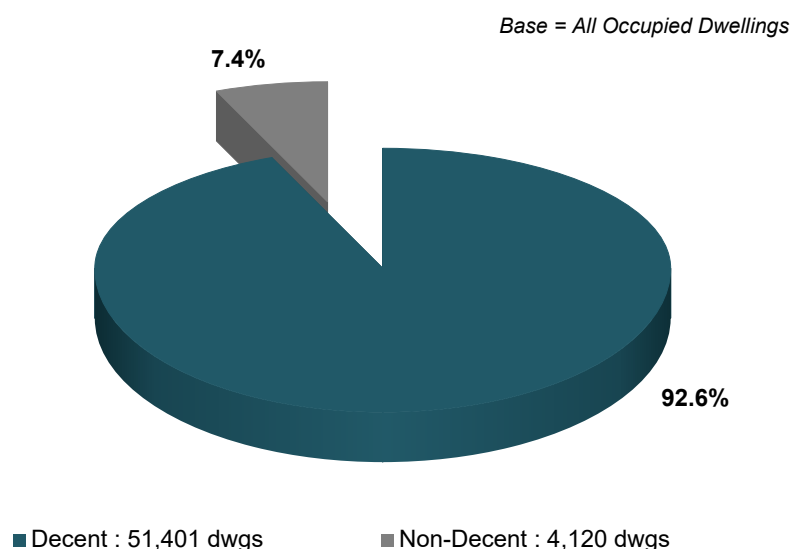


TABLE 21: DECENT HOMES DEFECT CLASSIFICATION			
		Dwellings	%
DECENT HOMES DEFECT CLASSIFICATION	HHSRS only	858	20.8
	Repair only	1395	33.9
	Amenities only	29	0.5
	Thermal Comfort only	687	16.7
	HHSRS and Repair	744	18.1
	HHSRS and amenities	104	2.5
	Repair and amenity	104	2.5
	Repair and Thermal Comfort	46	1.1
	HHSRS, Repair and Amenity	46	1.1
	HHSRS, Repair and Thermal Comfort	109	2.6
All Dwellings Non-Decent		4120	100.0

12.2 Levels of non-Decent housing vary significantly across the City and across the housing stock. In this respect highest rates of non-Decency are associated with:

- The private-rented sector where 16.0% of all private-rented dwellings are non-Decent.
- The older housing stock where 35.1% of all dwellings constructed pre-1919 are non-Decent; and
- Terraced housing and flats in converted buildings where 12.3% and 29.8% of dwellings respectively are non-Decent.

12.3 Geographically the highest rates of non-Decency are associated with the 3 selected Wards. 37.9% of dwellings in Barton & Tredworth are non-Decent; 19.6% of dwellings in Kingsholm & Wotton & Wotton and 6.8% of dwellings in Westgate. Only 3.4% of dwellings are non-Decent across the remainder of the City.

FIGURE 28: RATES OF NON-DECENCY BY SURVEY AREA

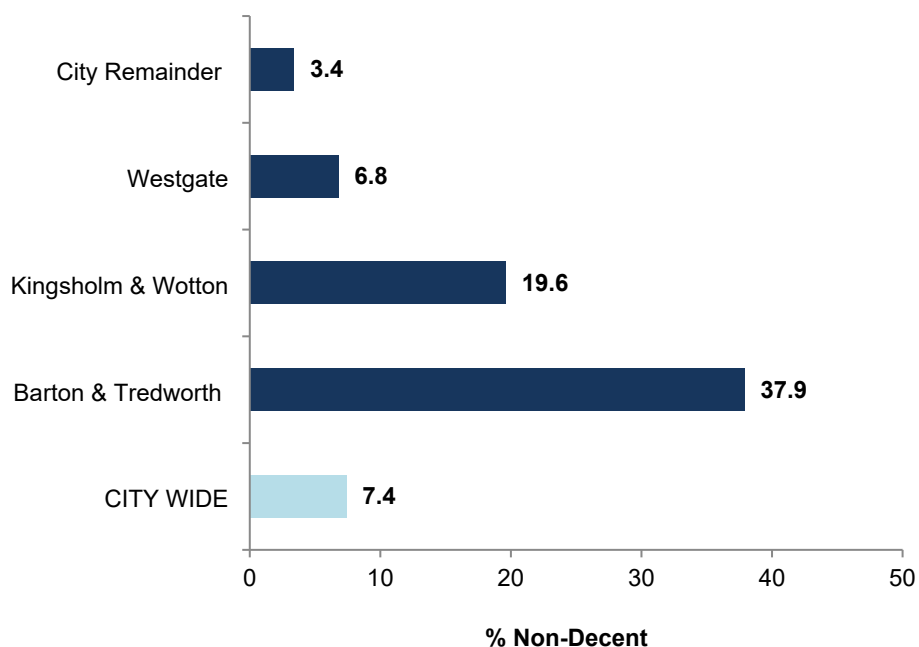


TABLE 22: NON-DECENT HOMES BY SUB-AREA AND HOUSING SECTOR						
	DECENT HOMES OVERALL PERFORMANCE					
	Compliant		Non-compliant		All Occupied Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	36911	94.2	2285	5.8	39196	100.0
Private rented	7989	84.0	1521	16.0	9510	100.0
Tied/rent free	80	100.0	0	0.0	80	100.0
RSL	6421	95.3	314	4.7	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	4149	64.9	2241	35.1	6390	100.0

1919 - 1944	6860	93.2	502	6.8	7363	100.0
1945 - 1964	8041	95.5	376	4.5	8416	100.0
1965 - 1974	7623	94.7	426	5.3	8049	100.0
1975 - 1980	3519	98.8	43	1.2	3562	100.0
Post - 1980	21209	97.6	532	2.4	21741	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10366	97.4	281	2.6	10646	100.0
Semi-detached House/Bungalow	21364	94.9	1141	5.1	22504	100.0
Terraced House/Bungalow	12506	87.7	1755	12.3	14261	100.0
Purpose-built flat	6425	91.1	630	8.9	7054	100.0
Converted/mixed use flat	741	70.2	314	29.8	1055	100.0
SUB-AREA						
Barton & Tredworth	2815	62.1	1716	37.9	4531	100.0
Kingsholm & Wotton	2376	80.4	578	19.6	2954	100.0
Westgate	5098	93.2	372	6.8	5470	100.0
City Remainder	41112	96.6	1453	3.4	42566	100.0
All Occupied Dwellings	51401	92.6	4120	7.4	55521	100.0

13. NON-DECENT HOMES: INVESTMENT NEEDS

COSTS TO ACHIEVE DECENTY

- 13.1 Costs to address non-decency are estimated at £26.19M net averaging £6,356 per dwelling across all non-decent dwellings. Individual costs range from £675 for individual item failure to £26,843 linked to comprehensive failure across the standard. The most significant cost elements relate to disrepair and to Category 1 hazards.

	COST TO ACHIEVE DECENTY		
	Average Cost (£)	Total Cost (£M)	
	Hhrs Only	2267	1.945
	Repair Only	5654	7.886
	Amenity Only	4725	0.135
	Thermal Comfort Only	2836	1.948
DECENT HOMES DEFECT CLASSIFICATION	Hhrs And Repair	11564	8.601
	Hhrs And Amenity	8505	0.883
	Repair And Amenity	16093	1.671
	Repair And Thermal Comfort	6210	0.284
	Hhrs, Repair and Amenity	22682	1.038
	Hhrs, Repair and Thermal Comfort	16516	1.797
	All Non-Decent Dwellings	6356	26.189

COST DISTRIBUTION BY SECTOR

- 13.2 Allowing for variations in sector size the majority of required expenditure is targeted towards the owner-occupied sector (£16.419M), and pre-1919 housing (£17.093M). Expenditure needs are also dominated by the Barton & Tredworth Ward (£13.308M).

HOUSING SECTOR	COST TO ACHIEVE DECENTY	% OF TOTAL DECENT HOMES COSTS
SUB-AREA	£M	%
Barton & Tredworth	13.308	50.8

Kingsholm and Wotton	1.758	6.7
Westgate	2.534	9.7
City Remainder	8.589	32.8
TENURE		
Owner-Occupied	16.419	62.7
Private-Rented	8.352	31.9
Social-Rented	1.418	5.4
DATE OF CONSTRUCTION		
Pre-1919	17.093	65.3
1919-1944	3.948	15.1
1945-1964	1.203	4.6
1965-1974	2.020	7.7
1975-1980	0.144	0.5
Post-1980	1.781	6.8
ALL SECTORS	26.189	100.0

14. DECENT PLACES – ENVIRONMENTAL CONDITIONS AND LIVEABILITY

DECENT PLACES AND LIVEABILITY

14.1 Environmental conditions and liveability problems were based on the professional assessment by surveyors of problems in the immediate vicinity of the home. In all, 16 environmental issues were assessed individually but also grouped together into 3 categories related to:

UPKEEP - The upkeep, management or misuse of private and public space and buildings. Specifically, the presence of: untidy or neglected buildings, poor condition housing, graffiti, untidy gardens or landscaping; rubbish or dumping, vandalism, dog or other excrement and the nuisance from street parking.

UTILISATION - Abandonment or non-residential use of property. Specifically, vacant sites, vacant or boarded-up buildings and intrusive industry.

TRAFFIC - Road traffic and other forms of transport. Specifically, the presence of: intrusive main roads and motorways, railway or aircraft noise, heavy traffic and poor ambient air quality.

Environmental indicators were collected for all dwellings and not just for the occupied housing stock.

ENVIRONMENTAL ISSUES

14.2 Environmental issues are apparent but are generally of minor impact. Impact problems where identified are predominantly minor and related to traffic, parking, litter and rubbish and dog fouling:

- **Street Parking** : 15,799 dwellings (25.2%).
- **Heavy Traffic** : 9,388 dwellings (16.1%).
- **Litter/Rubbish** : 14,292 dwellings (24.5%); and
- **Dog Fouling** : 5,224 dwellings (9.0%)

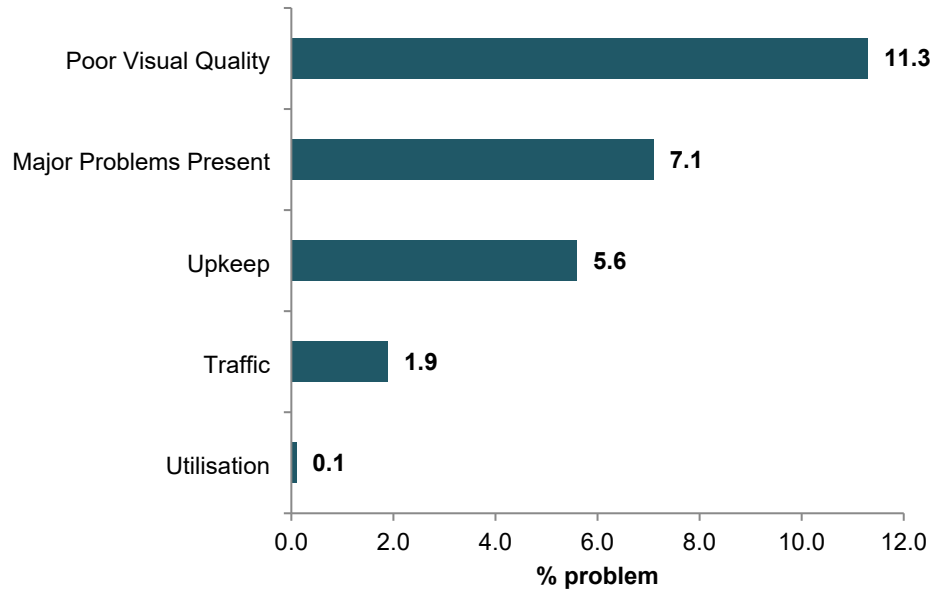
TABLE 25: ENVIRONMENTAL CONDITIONS

	Not a Problem		Minor Problem		Major Problem		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
LITTER AND RUBBISH	43905	75.4	12808	22.0	1484	2.5	58196	100.0
SCRUFFY GARDENS	53544	92.0	4502	7.7	150	0.3	58196	100.0
GRAFFITI	57900	99.5	296	0.5	0	0.0	58196	100.0
VANDALISM	57727	99.2	469	0.8	0	0.0	58196	100.0
SCRUFFY/NEGLECTED BUILDINGS	54464	93.6	3689	6.3	43	0.1	58196	100.0
DOG FOULING	52972	91.0	5224	9.0	0	0.0	58196	100.0
CONDITION OF DWELLINGS	54756	94.1	3352	5.8	89	0.2	58196	100.0
NUISANCE FROM STREET PARKING	43549	74.8	12491	21.5	2156	3.7	58196	100.0
AMBIENT AIR QUALITY	56090	96.4	2061	3.5	46	0.1	58196	100.0
HEAVY TRAFFIC	48808	83.9	8780	15.1	608	1.0	58196	100.0
RAILWAY/AIRCRAFT NOISE	56675	97.4	1267	2.2	253	0.4	58196	100.0
INTRUSION FROM MOTORWAYS	55017	94.5	2950	5.1	229	0.4	58196	100.0
VACANT SITES	57619	99.0	577	1.0	0	0.0	58196	100.0
INTRUSIVE INDUSTRY	57760	99.3	436	0.7	0	0.0	58196	100.0
NON-CONFORMING USES	57115	98.1	1081	1.9	0	0.0	58196	100.0
VACANT/BOARDED UP BUILDINGS	57182	98.3	1014	1.7	0	0.0	58196	100.0

LIVEABILITY

- 14.3 Overall, 4,125 dwellings (7.1%) are located in residential environments experiencing major liveability problems. Problems with upkeep affect 3,263 dwellings (5.6%), traffic problems affect 1,091 dwellings (1.9%) while no major utilisation issues were identified.
- 14.4 As an overall assessment, surveyors were asked to grade the visual quality of the residential environment within the context of underlying neighbourhood characteristics and housing composition. Visual quality was assessed as poor or below average in 6,546 dwellings (11.3%), as average in 42,911 dwellings (73.7%) and as above average in 8,739 dwellings (15.0%).

FIGURE 29: ENVIRONMENTAL PROBLEMS



14.5 Environmental conditions including visual environmental quality are below average in areas of private-rented and RSL housing, pre-1919 and early post-war housing, terraced housing and converted flats. A relationship would also appear to exist between environmental conditions and housing conditions. 2,252 non-Decent homes are located in areas of poor or below average visual quality representing 52.0% of all non-Decent homes. Only 7.7% of Decent homes are similarly affected.

14.6 Environmental conditions are significantly worse across the target wards. In this respect 1,762 occupied dwellings (38.9%) in Barton & Tredworth Ward are located in areas of poor or below average visual quality. This figure remains above average in Kingsholm & Wotton (11.9%) and in Westgate Ward (14.0%). In the remainder of the City 8.0% of dwellings are in areas of poor or below average visual quality.

FIGURE 30: ENVIRONMENTAL CONDITIONS CITY-WIDE AND BY AREA

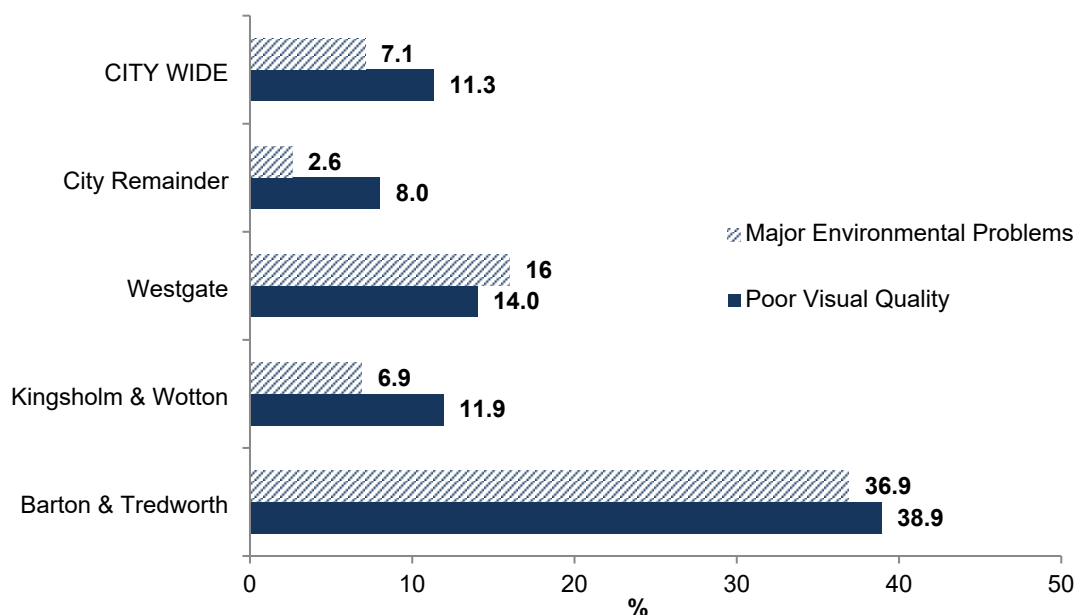


TABLE 26: ENVIRONMENTAL GRADING BY SUB-AREA AND HOUSING SECTOR

	OVERALL ENVIRONMENTAL GRADING					
	No environmental problems		Environmental problems present		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner occupied	38704	95.9	1656	4.1	40361	100.0
Private rented	9536	89.3	1145	10.7	10682	100.0
Tied/rent free	52	64.3	29	35.7	80	100.0
RSL	5779	81.7	1295	18.3	7074	100.0
DATE OF CONSTRUCTION						
Pre - 1919	5394	74.2	1874	25.8	7268	100.0
1919 - 1944	7453	97.3	208	2.7	7660	100.0
1945 - 1964	7736	88.4	1020	11.6	8756	100.0
1965 - 1974	8309	98.9	96	1.1	8405	100.0
1975 - 1980	3522	96.8	115	3.2	3636	100.0
Post - 1980	21658	96.4	813	3.6	22471	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	10929	98.6	160	1.4	11089	100.0
Semi-detached House/Bungalow	22597	98.2	414	1.8	23011	100.0
Terraced House/Bungalow	13185	87.3	1920	12.7	15105	100.0
Purpose-built flat	6165	81.9	1366	18.1	7531	100.0

TABLE 26: ENVIRONMENTAL GRADING BY SUB-AREA AND HOUSING SECTOR						
OVERALL ENVIRONMENTAL GRADING						
	No environmental problems		Environmental problems present		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
Converted/mixed use flat	1195	81.9	265	18.1	1460	100.0
SUB-AREA						
Barton & Tredworth	3089	62.8	1831	37.2	4920	100.0
Kingsholm & Wotton	3190	93.1	235	6.9	3425	100.0
Westgate	4812	84.0	916	16.0	5728	100.0
City Remainder	42981	97.4	1142	2.6	44123	100.0
All Dwellings	54071	92.9	4125	7.1	58196	100.0

TABLE 27: VISUAL ENVIRONMENTAL QUALITY BY SUB-AREA AND HOUSING SECTOR

	VISUAL QUALITY OF ENVIRONMENT											
	Poor		Below average		Average		Above average		Good		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
TENURE												
Owner occupied	160	0.4	2269	5.6	30082	74.5	7850	19.4	0	0.0	40361	100.0
Private rented	137	1.3	1819	17.0	8060	75.5	666	6.2	0	0.0	10682	100.0
Tied/rent free	0	0.0	0	0.0	80	100.0	0	0.0	0	0.0	80	100.0
RSL	23	0.3	2138	30.2	4689	66.3	223	3.2	0	0.0	7074	100.0
DATE OF CONSTRUCTION												
Pre - 1919	275	3.8	2053	28.2	4776	65.7	165	2.3	0	0.0	7268	100.0
1919 - 1944	0	0.0	956	12.5	5946	77.6	759	9.9	0	0.0	7660	100.0
1945 - 1964	0	0.0	2037	23.3	5785	66.1	934	10.7	0	0.0	8756	100.0
1965 - 1974	0	0.0	529	6.3	6899	82.1	977	11.6	0	0.0	8405	100.0
1975 - 1980	0	0.0	43	1.2	3336	91.7	258	7.1	0	0.0	3636	100.0
Post - 1980	46	0.2	609	2.7	16170	72.0	5646	25.1	0	0.0	22471	100.0
MAIN HOUSE TYPE												
Detached House/Bungalow	0	0.0	296	2.7	6444	58.1	4349	39.2	0	0.0	11089	100.0
Semi-detached House/Bungalow	0	0.0	847	3.7	19153	83.2	3012	13.1	0	0.0	23011	100.0
Terraced House/Bungalow	275	1.8	3345	22.1	11087	73.4	399	2.6	0	0.0	15105	100.0
Purpose-built flat	46	0.6	1428	19.0	5221	69.3	836	11.1	0	0.0	7531	100.0
Converted/mixed use flat	0	0.0	310	21.3	1006	68.9	143	9.8	0	0.0	1460	100.0
SUB-AREA												

TABLE 27: VISUAL ENVIRONMENTAL QUALITY BY SUB-AREA AND HOUSING SECTOR

	VISUAL QUALITY OF ENVIRONMENT											
	Poor		Below average		Average		Above average		Good		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Barton & Tredworth	320	6.5	1487	30.2	2975	60.5	137	2.8	0	0.0	4920	100.0
Kingsholm & Wotton	0	0.0	407	11.9	2719	79.4	300	8.8	0	0.0	3425	100.0
Westgate	0	0.0	802	14.0	3580	62.5	1346	23.5	0	0.0	5728	100.0
City Remainder	0	0.0	3530	8.0	33637	76.2	6956	15.8	0	0.0	44123	100.0
All Dwellings	320	0.6	6226	10.7	42911	73.7	8739	15.0	0	0.0	58196	100.0

SECTION 4: HOUSING CONDITIONS AND HOUSEHOLD CIRCUMSTANCES

Chapter 15: Housing Conditions and Household Circumstances

Chapter 16: Fuel Poverty

Chapter 17: Housing and Health

Chapter 18: Household Attitudes to Housing and Local Areas

15. HOUSING CONDITIONS AND HOUSEHOLD CIRCUMSTANCES

HOUSING AND HOUSEHOLD CONDITIONS

15.1 Relationships between housing conditions and household circumstances are summarised in Table 27 with regard to the Decent Homes standard. Poor housing conditions impact on all household types across the City, but economically disadvantaged households, in particular those on benefits and low incomes, are at greater risk of experiencing poor housing conditions.

- *Single person non-pensioner households account for 13.2% of all households but comprise 20.4% of all households living in non-Decent homes.*
- *Households with an HRP aged under 35 years account for 17.2% of all households but comprise 21.8% of all households living in non-Decent homes.*
- *Households in receipt of benefits account for 17.8% of all households but comprise 41.7% of all households living in non-Decent homes*
- *Households on low incomes account for 10.0% of all households but comprise 13.0% of all households in non-Decent homes.*

15.2 Elderly households while not over-represented across non-Decent homes are nevertheless impacted by poor housing conditions. 820 elderly households live in non-Decent homes representing 5.5% of all elderly households and 18.3% of all households in non-Decent housing.

DECENT HOMES AND VULNERABLE HOUSEHOLDS

15.3 The previous Public Service Agreement (PSA) Target 7 - Decent Homes implied that 65% of vulnerable households would live in decent homes by 2007, rising to 70% by 2011 and 75% by 2021. While the national target has been removed these previous thresholds can still provide a local yardstick for housing strategy.

15.4 The survey estimates that 10,087 households are vulnerable according to their benefit uptake representing 17.8% of all households. Currently 8,212 vulnerable households or 81.4% live in Decent Homes city-wide exceeding the previous 2021 PSA target.

15.5 The exposure of vulnerable households to non-Decent housing conditions varies by tenure and area. In this respect:

- 69.1% of vulnerable households in the private-rented sector live in Decent Homes; a figure rising however to 78.0% for owner-occupied households and 92.8% for RSL households.
- 53.0% of vulnerable households in Barton & Tredworth live in Decent Homes; a figure rising to 70.8% of households in Kingsholm & Wotton, 87.9% of vulnerable households in Westgate and 92.9% of vulnerable households in the remainder of the City.

TABLE 28: HOUSEHOLD CHARACTERISTICS AND DECENT HOMES						
DECENT HOMES OVERALL PERFORMANCE						
	Non-compliant		Compliant		All Households	
	hholds	%	hholds	%	hholds	%
AGE HRP						
under 25 years	174	15.6	941	84.4	1115	100.0
25 - 34 years	805	9.3	7837	90.7	8642	100.0
35 - 44 years	834	7.7	10038	92.3	10872	100.0
45 - 54 years	786	8.2	8860	91.8	9646	100.0
55 - 60 years	724	9.2	7170	90.8	7894	100.0
61 - 65 years	195	6.8	2689	93.2	2884	100.0
over 65 years	970	6.2	14552	93.8	15522	100.0
ECONOMIC STATUS HRP						
Full time work (30hrs+)	2372	6.7	33036	93.3	35408	100.0
Part time work (under 30 hours)	207	13.7	1308	86.3	1515	100.0
Registered unemployed	325	20.9	1229	79.1	1554	100.0
Permanently sick / disabled	319	15.6	1722	84.4	2041	100.0
Looking after home	53	17.0	257	83.0	310	100.0
Wholly retired	985	6.5	14186	93.5	15172	100.0
Student	227	39.4	349	60.6	576	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	917	12.2	6584	87.8	7501	100.0
Single Parent Family	526	21.6	1915	78.4	2442	100.0
Two Person Adult Non Pensioner	957	6.7	13407	93.3	14364	100.0
Small Family	584	5.6	9817	94.4	10401	100.0
Large Family	276	13.1	1832	86.9	2108	100.0
Large Adult	407	8.5	4397	91.5	4804	100.0
Single Person Elderly	345	4.8	6822	95.2	7167	100.0
Two Person Elderly	475	6.2	7224	93.8	7699	100.0
Elderly With Family	0	0.0	90	100.0	90	100.0

TABLE 28: HOUSEHOLD CHARACTERISTICS AND DECENT HOMES						
DECENT HOMES OVERALL PERFORMANCE						
	Non-compliant		Compliant		All Households	
	hholds	%	hholds	%	hholds	%
LOW INCOME						
Not on low income	3905	7.7	47010	92.3	50915	100.0
Low income household	583	10.3	5077	89.7	5660	100.0
MEANS TESTED BENEFITS						
No benefit receipt	2613	5.6	43875	94.4	46488	100.0
In receipt of benefits	1875	18.6	8212	81.4	10087	100.0
All Households	4488	7.9	52087	92.1	56575	100.0

16. FUEL POVERTY

FUEL POVERTY METHODOLOGY

16.1 In 2021 the Department for Business, Energy and Industrial Strategy changed the methodology for fuel poverty calculation from Low Income/High Cost (LIHC) to the Low Income Low Energy Efficiency (LILEE) metric. Under this approach a household is classed as being in fuel poverty if:

- The household's fuel poverty energy efficiency rating is Band D or below, and;
- Their disposable income (after housing and fuel costs) is below the poverty line.

16.2 Low energy efficiency as defined by EER Band D affects 19,113 households or 33.8% of all households in the City.

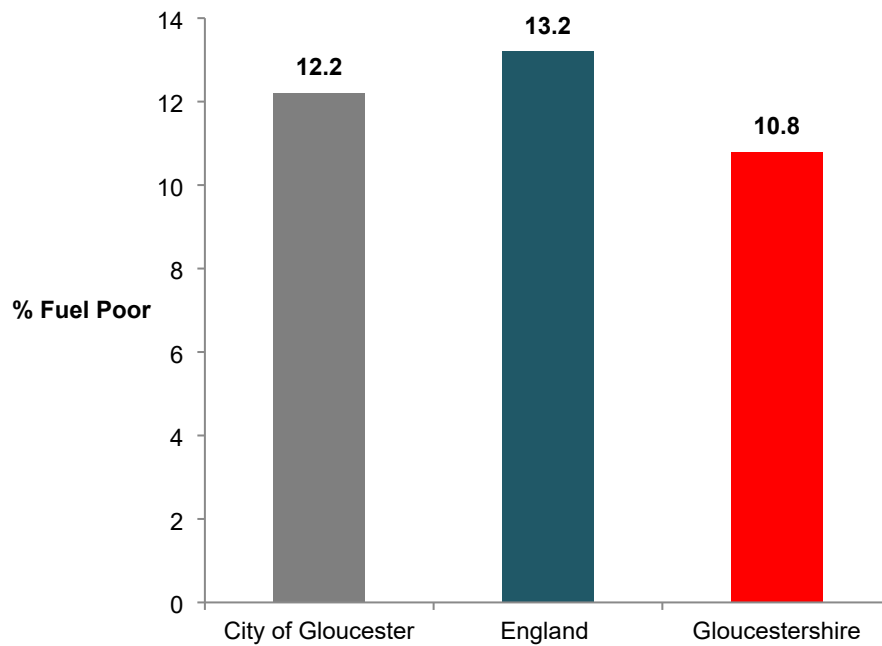
16.3 For Fuel poverty purposes household incomes (net) are adjusted for housing costs by subtracting household mortgage and rent payments. The resulting income is then equivalised to reflect the fact that different types of households have different spending requirements. Income equalisation factors are as follows:

<i>HOUSEHOLD MEMBER</i>	<i>EQUIVALISED FACTOR</i>
First adult in household	0.58
Each subsequent adult (including partners and children over 14 years)	0.42
Each child under 14 years	0.20

Equivalised incomes are further adjusted by the removal of fuel costs. If these incomes fall below 60% of the English median disposable income households are defined as Low Income. On this basis 23,182 households in the City of Gloucester are on Low Incomes.

16.4 Using the LILEE methodology 6,928 households in the City of Gloucester are in fuel poverty representing 12.2% of all households in the City. Rates of fuel poverty are slightly below the average for England (13.2% - 2020) but slightly above the average for Gloucestershire (10.8% - 2020).

FIGURE 31: FUEL POVERTY IN A NATIONAL CONTEXT



HOUSEHOLDS AFFECTED BY FUEL POVERTY

- 16.5 Demographically, fuel poverty impacts most strongly on younger households and families with children. 1,530 households with an HRP aged under 35 years are in fuel poverty representing 15.7% of such households and 22.1% of all households in fuel poverty. Households with children are also adversely affected. 3,456 households with children are in fuel poverty representing 23.1% of such households and 49.9% of all households in fuel poverty.
- 16.6 Economically, fuel poverty as might be expected impacts more strongly on households on low incomes and those on benefits. 30% of households on low income are in fuel poverty as are 33.2% of households in receipt of means tested benefits.
- 16.7 Within the housing stock rates of fuel poverty are above average for households in the private-rented (23.4%), and RSL (16.0%) sectors and for those living in pre-1919 housing (31.7%). Across the City rates of fuel poverty are significantly above average in Barton & Tredworth (34.2%) and Kingsholm & Wotton (21.1%) wards.

FIGURE 32: FUEL POVERTY BY AREA

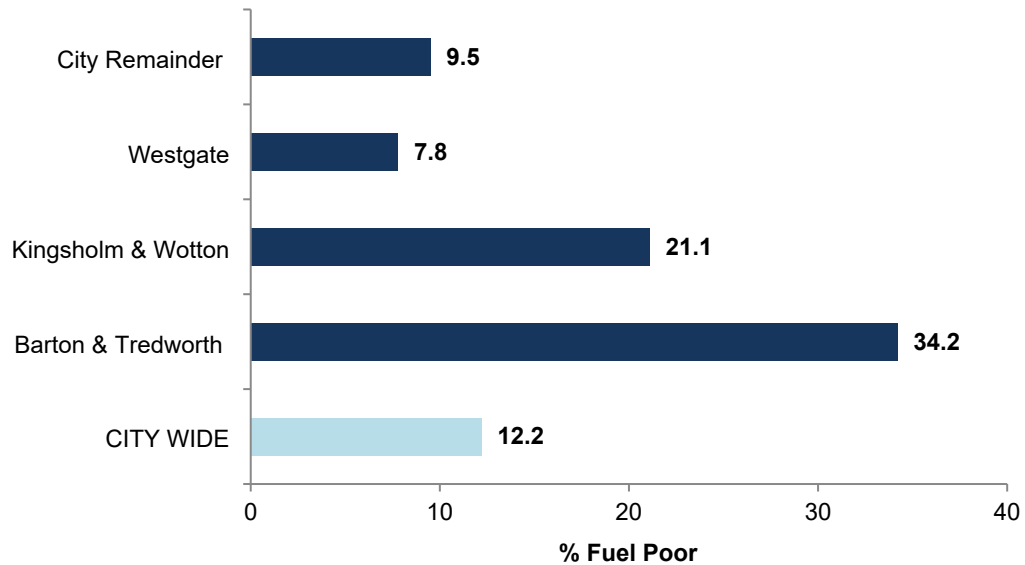


TABLE 29: FUEL POVERTY AND HOUSEHOLD CHARACTERISTICS

	Household in fuel poverty		FUEL POVERTY Household not in fuel poverty		All Households	
	hholds	%	hholds	%	hholds	%
AGE HRP						
under 25 years	418	37.5	697	62.5	1115	100.0
25 - 34 years	1112	12.9	7530	87.1	8642	100.0
35 - 44 years	2048	18.8	8824	81.2	10872	100.0
45 - 54 years	1450	15.0	8196	85.0	9646	100.0
55 - 60 years	488	6.2	7406	93.8	7894	100.0
61 - 65 years	67	2.3	2817	97.7	2884	100.0
over 65 years	1345	8.7	14177	91.3	15522	100.0
ECONOMIC STATUS HRP						
Full time work (30hrs+)	4332	12.2	31076	87.8	35408	100.0
Part time work (under 30 hours)	310	20.5	1205	79.5	1515	100.0
Registered unemployed	467	30.1	1087	69.9	1554	100.0
Permanently sick / disabled	295	14.4	1746	85.6	2041	100.0
Looking after home	82	26.6	227	73.4	310	100.0
Wholly retired	1105	7.3	14067	92.7	15172	100.0
Student	337	58.4	239	41.6	576	100.0
LOW INCOME HOUSEHOLDS						
On low income	6928	29.9	16254	70.1	23182	100.0
Not on low income	0	0.0	33393	100.0	33393	100.0

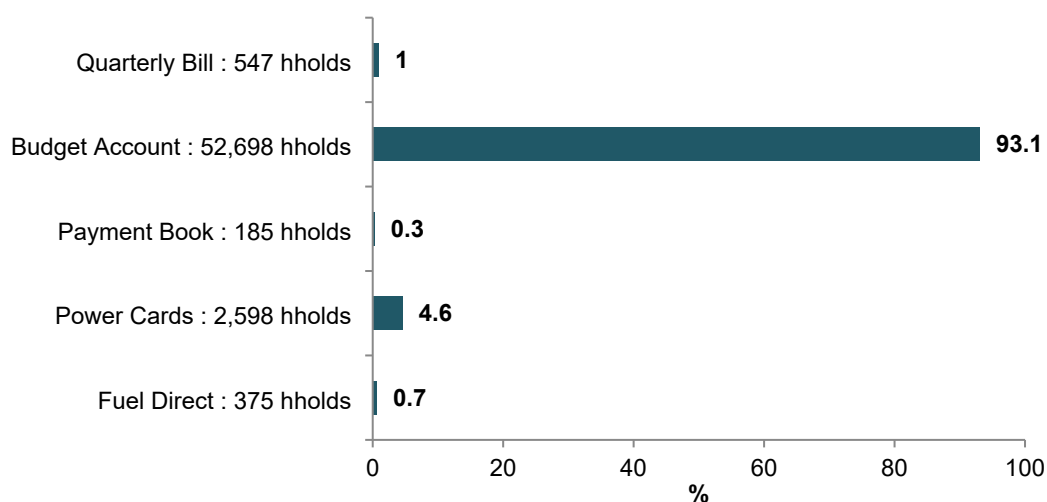
TABLE 29: FUEL POVERTY AND HOUSEHOLD CHARACTERISTICS						
HOUSEHOLD TYPE	FUEL POVERTY					
	Household in fuel poverty		Household not in fuel poverty		All Households	
	hholds	%	hholds	%	hholds	%
Single Person Non Pensioner	655	8.7	6845	91.3	7501	100.0
Single Parent Family	474	19.4	1968	80.6	2442	100.0
Two Person Adult Non Pensioner	789	5.5	13575	94.5	14364	100.0
Small Family	2446	23.5	7955	76.5	10401	100.0
Large Family	536	25.4	1572	74.6	2108	100.0
Large Adult	1123	23.4	3681	76.6	4804	100.0
Single Person Elderly	251	3.5	6916	96.5	7167	100.0
Two Person Elderly	587	7.6	7112	92.4	7699	100.0
Elderly With Family	67	74.6	23	25.4	90	100.0
MEANS TESTED BENEFITS						
No benefit receipt	3575	7.7	42913	92.3	46488	100.0
In receipt of benefits	3353	33.2	6734	66.8	10087	100.0
All Households	6928	12.2	49647	87.8	56575	100.0

TABLE 30: FUEL POVERTY BY HOUSING SECTOR AND SUB-AREA						
TENURE	FUEL POVERTY					
	Household in fuel poverty		Household not in fuel poverty		All Households	
	hholds	%	hholds	%	hholds	%
Owner occupied	3377	8.6	35819	91.4	39196	100.0
Private rented	2472	23.4	8092	76.6	10564	100.0
Tied/rent free	0	0.0	80	100.0	80	100.0
RSL	1080	16.0	5655	84.0	6735	100.0
DATE OF CONSTRUCTION						
Pre - 1919	2176	31.7	4694	68.3	6870	100.0
1919 - 1944	1586	21.4	5834	78.6	7420	100.0
1945 - 1964	1555	18.4	6898	81.6	8453	100.0
1965 - 1974	1003	12.3	7117	87.7	8120	100.0
1975 - 1980	251	7.0	3353	93.0	3604	100.0
Post - 1980	358	1.6	21751	98.4	22109	100.0
MAIN HOUSE TYPE						
Detached House/Bungalow	575	5.4	10109	94.6	10684	100.0

Semi-detached House/Bungalow	3144	13.9	19443	86.1	22587	100.0
Terraced House/Bungalow	2553	17.4	12130	82.6	14683	100.0
Purpose-built flat	573	7.7	6880	92.3	7453	100.0
Converted/mixed use flat	82	7.0	1084	93.0	1167	100.0
SUB-AREA						
Barton & Tredworth	1729	34.2	3328	65.8	5057	100.0
Kingsholm & Wotton	704	21.1	2635	78.9	3339	100.0
Westgate	439	7.8	5174	92.2	5613	100.0
City Remainder	4056	9.5	38510	90.5	42566	100.0
All Households	6928	12.2	49647	87.8	56575	100.0

16.8 Households were asked about their methods for fuel payment and their attitudes to and use of home heating. Households pay different prices for fuel, with the best tariffs for gas and electricity available for customers who shop around for on-line tariffs and pay by monthly direct debit. Such tariffs are often out of reach for some households and particularly those on low incomes and/or benefits. The most common method of fuel payment is by direct debit/budget account (52,689 households – 93.1%). A proportion of households do however use other payment methods with these payment methods reflecting the highest tariffs. 185 households (0.3%) use payment books, 2,598 households (4.6%) use power cards, 375 households (0.7%) use fuel direct and 547 households (1.0%) use quarterly bills. Households in fuel poverty exhibit a lower propensity to pay using debit/budget account approaches with a significantly higher number of fuel poor households using power cards.

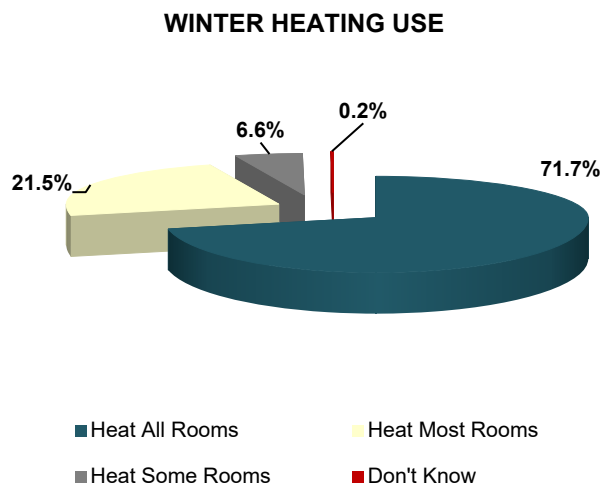
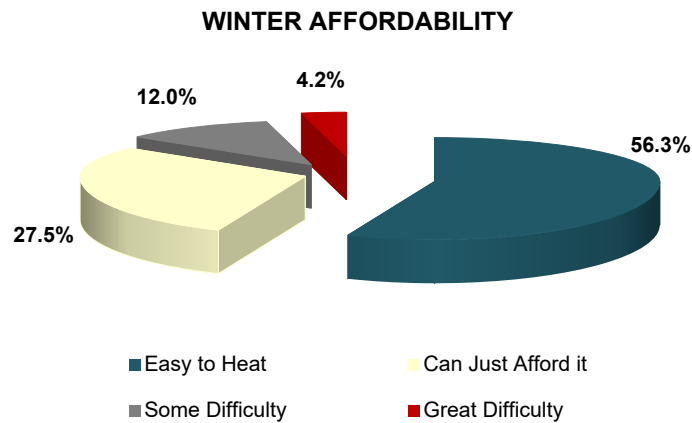
FIGURE 33: ENERGY PAYMENT METHODS



16.9 Households were asked how easy or difficult it was to meet the cost of heating their home to a comfortable level in winter, and what level of heating they could comfortably achieve. 31,849

households (56.2%) found it quite easy to heat their home; a further 15,582 households (27.5%) could just afford it. 9,144 households (16.2%) find difficulty in heating their home. Not surprisingly, households in fuel poverty experience the greatest difficulty in heating their home – 2,019 households (29.1%). High fuel costs and financial restrictions often lead to a reduction in heating within the home through selective heating of some rooms. 40,553 households (71.7%) stated that they heated all rooms in the winter; 12,191 households (21.5%) heated most rooms while 3,704 households (6.6%) heated only some rooms or one room. Selective heating is again significantly more common for those households experiencing fuel poverty – 885 households (12.8%).

FIGURE 34: HEATING AFFORDABILITY AND HEATING USE



17. HOUSING AND HEALTH

17.1 There is a substantial body of research into the relationship between poor housing and poor health, and a growing national interest in the cost of unhealthy housing to society and the potential health cost benefit of housing interventions. The current survey, in addition to quantifying current levels of unhealthy housing in the City of Gloucester through measurement of the Housing Health and Safety Rating System, has examined in more detail:

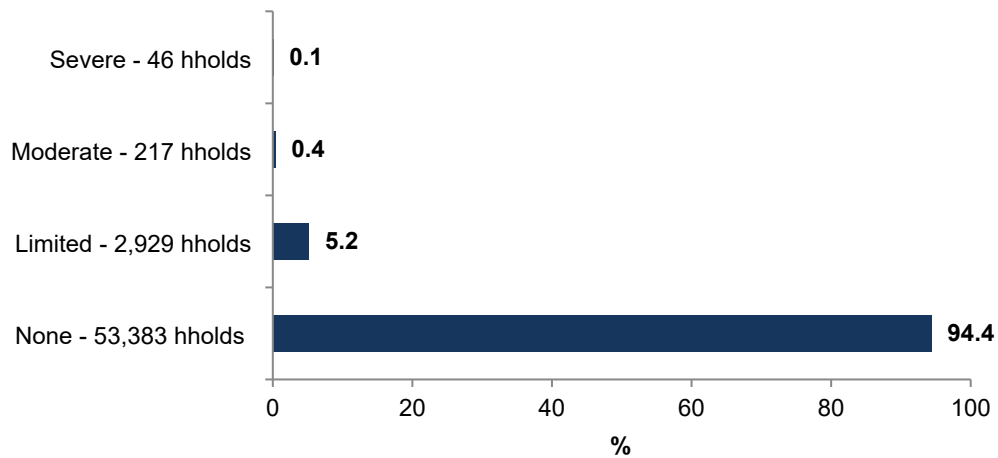
- The presence of dampness, mould and condensation; and
- The presence of long-term illness/disability, its impact on normal dwelling occupation and use, and its impact on health service resources.

DAMPNESS, MOULD AND CONDENSATION

17.2 Levels of dampness, mould and condensation identified during the survey were low, with limited potential impact on occupation:

- 855 households live in dwellings experiencing rising dampness representing 1.5% of all households in the City. In 809 households (94.6%) dampness was evident but limited its potential impact on occupation.
- 465 households live in dwellings experiencing penetrating dampness representing 0.8% of all households in the City. In the majority of households – 331 households, 71.2% - the extent of penetrating dampness was limited in its potential impact on occupation.
- 3,192 households live in dwellings experiencing mould/condensation. In 2,929 households (91.8%) the extent of mould/condensation was limited; in 263 households the extent was however moderate or severe with potential impacts on occupation. Evidence of mould/condensation is higher within the private-rented and Rsl sectors.

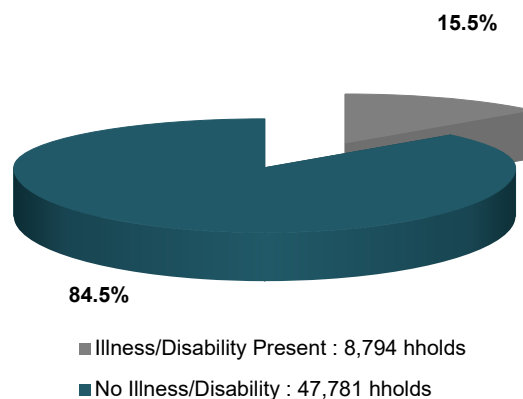
FIGURE 35: EVIDENCE OF MOULD/CONDENSATION



LONG-TERM ILLNESS/DISABILITY AND ADAPTATION

17.3 8,794 households in the City of Gloucester (15.5%) indicated that at least one member was affected by a limiting long-term illness or disability.

FIGURE 36: HOUSEHOLD ILLNESS/DISABILITY



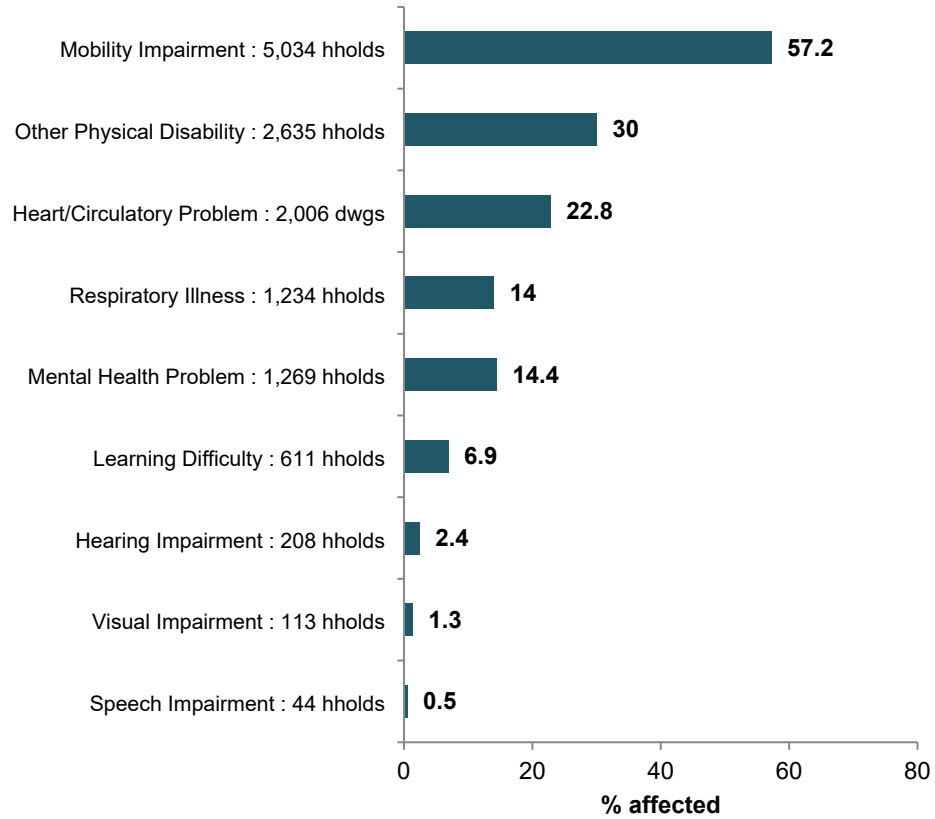
The incidence of illness/disability is strongly age related. 5,082 households with an HRP aged 65 years and over have an illness/disability representing 32.7% of such households and 57.8% of all households with an illness/disability.

17.4 Households affected by a long-term illness/disability were asked for the nature of that illness/disability. The most common complaints relate to:

- Mobility Impairment : 5,034 households – 57.2%
- Other Physical Disability : 2,635 households – 30.0%
- Heart/Circulatory Problems : 2,066 households – 22.8%
- Mental Health Problem : 1,269 households – 14.4%

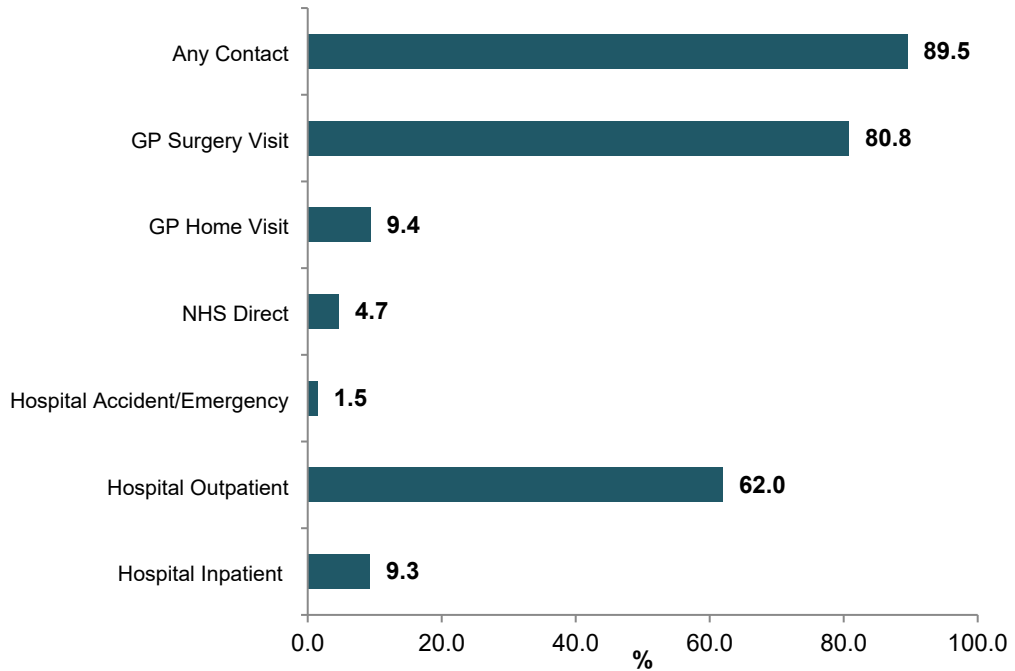
- Respiratory Illness : 1,234 households – 14.0%

FIGURE 37: HOUSEHOLDS WITH ILLNESS/DISABILITY – ILLNESS/DISABILITY TYPE



17.5 Households experiencing illness/disability were asked if this had resulted in the use of health service resources during the past year and additionally if the illness/disability affected their normal use of their home. Health Service contact in the past year is significant among households experiencing illness/disability. 7,104 households with an illness/disability (80.8%) have made a surgery visit to their GP, and 5,454 households (62.0%) have attended hospital in an outpatient capacity. Overall, 7,871 households with an illness/disability (89.5%) have had contact with local health services in the past year.

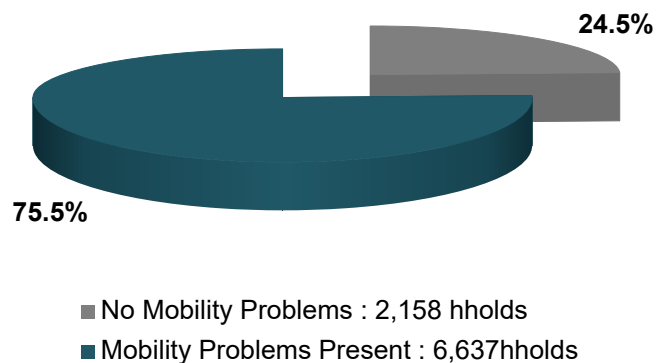
FIGURE 38: HOUSEHOLDS WITH ILLNESS/DISABILITY – HEALTH SERVICE CONTACT PAST YEAR



MOBILITY AND ADAPTATION

17.6 Of the 8,794 households affected by long-term illness/disability 6,637 households (75.5%) stated that they had a mobility problem within their dwelling. Normal use and occupation of the dwelling was unaffected for the remaining 2,158 households (24.5%).

FIGURE 39: HOUSEHOLDS WITH ILLNESS/DISABILITY – MOBILITY PROBLEMS

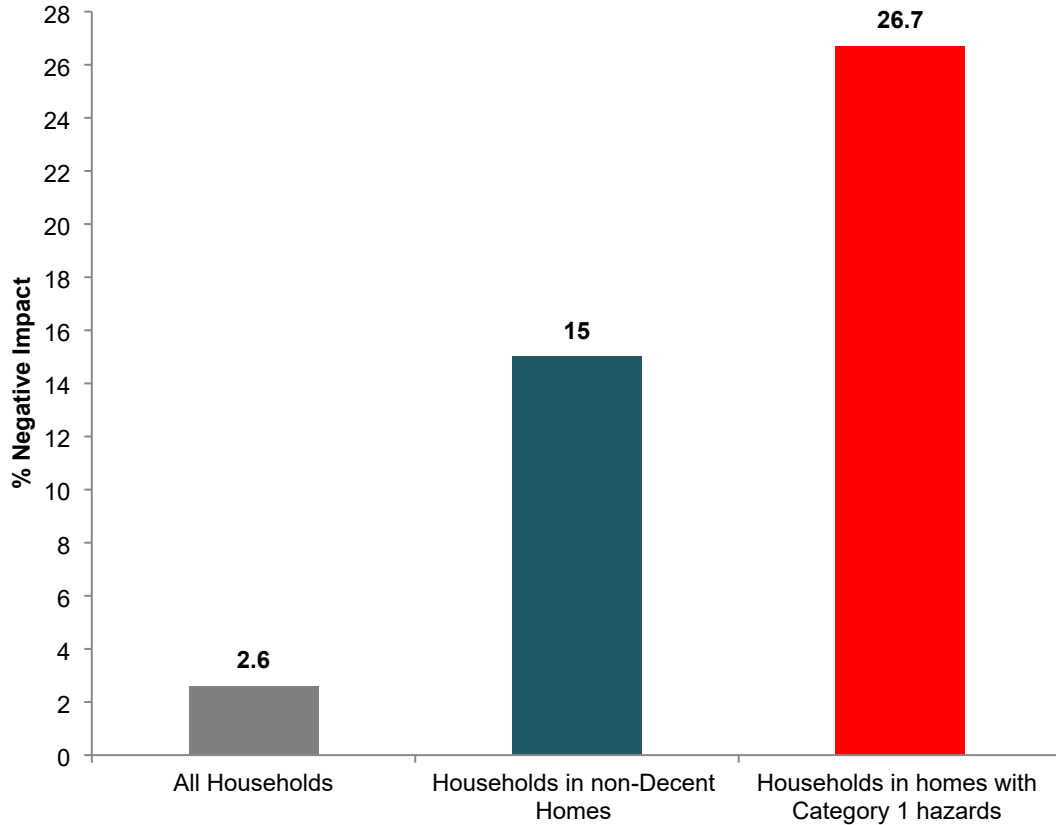


- 17.7 Among households where mobility is affected the most common problems relate to climbing steps/stairs, using bathroom amenities, access to and from the home and access to gardens.
- 17.8 Only 2,460 households with a mobility problem (37.1%) live in an adapted dwelling. For the remaining 4,176 households with a mobility problem (62.9%) no adaptations have been made to their current dwelling.

HOUSEHOLD VIEWS ON HOUSING AND HEALTH

- 17.9 Households were asked for their views on whether the design/condition of their home affected the health/well-being of their family. 22,394 households (39.6%) perceive no effect through condition with a further 23,496 households (41.5%) perceiving a positive effect through good quality/condition housing. 1,450 households (2.6%) thought that their current housing conditions impacted negatively on their family’s health while 9,236 households (16.3%) didn’t know. Negative attitudes to housing and health are higher for households living in properties experiencing a Category 1 hazard (26.7%) and in non-Decent homes (15.0%).

FIGURE 40: HOUSEHOLD PERCEPTION OF NEGATIVE IMPACT OF HOUSING CONDITIONS ON HOUSEHOLD HEALTH AND WELL-BEING



18. HOUSEHOLD ATTITUDES TO HOUSING AND LOCAL AREAS

18.1 Balancing surveyor views on housing and environmental conditions previously reported, household views were assessed with regard to:

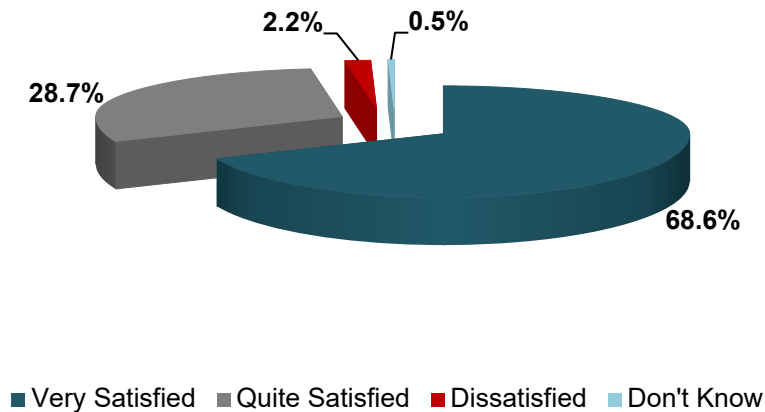
- *Satisfaction with housing circumstances.*
- *Satisfaction with the local area.*
- *Attitudes to area trends; and*
- *Problems within the local area.*

Owner-occupied and private-rented households were also asked additional questions on their housing circumstances and attitudes.

HOUSING SATISFACTION

18.2 Housing satisfaction levels are high. 38,789 households (68.6%) are very satisfied with their current accommodation, 16,223 households (28.7%) are quite satisfied. Only, 1,221 households (2.2%) expressed direct dissatisfaction with their home.

FIGURE 41: HOUSEHOLD SATISFACTION WITH CURRENT HOUSING



18.3 Variations in housing dissatisfaction are difficult to measure due to small sample sizes. Initial conclusions indicate higher levels of dissatisfaction in the private-rented and pre-1919 housing sectors and in the Barton & Tredworth Ward. While the majority of households living in non-Decent homes remain satisfied with their current accommodation levels of housing dissatisfaction are however higher than for households living in Decent homes. 14.1% of households living in non-Decent homes are dissatisfied with their current housing compared to 1.1% of households living in Decent homes.

TABLE 31: HOUSEHOLD SATISFACTION WITH CURRENT HOUSING

	SATISFACTION WITH CURRENT ACCOMMODATION											
	Very Satisfied		Quite satisfied		Quite dissatisfied		Very dissatisfied		Don't know		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
TENURE												
Owner occupied	28621	73.0	10253	26.2	277	0.7	46	0.1	0	0.0	39196	100.0
Private rented	5571	52.7	3983	37.7	609	5.8	59	0.6	341	3.2	10564	100.0
Tied/rent free	80	100.0	0	0.0	0	0.0	0	0.0	0	0.0	80	100.0
RSL	4517	67.1	1988	29.5	134	2.0	96	1.4	0	0.0	6735	100.0
DATE OF CONSTRUCTION												
Pre - 1919	2980	43.4	3226	47.0	433	6.3	97	1.4	134	1.9	6870	100.0
1919 - 1944	5406	72.9	2014	27.1	0	0.0	0	0.0	0	0.0	7420	100.0
1945 - 1964	5919	70.0	2534	30.0	0	0.0	0	0.0	0	0.0	8453	100.0
1965 - 1974	5662	69.7	2353	29.0	104	1.3	0	0.0	0	0.0	8120	100.0
1975 - 1980	2957	82.1	646	17.9	0	0.0	0	0.0	0	0.0	3604	100.0
Post - 1980	15865	71.8	5449	24.6	483	2.2	104	0.5	208	0.9	22109	100.0
DECENT HOMES OVERALL PERFORMANCE												
Compliant	37326	71.7	13936	26.8	544	1.0	44	0.1	237	0.5	52087	100.0
Non-compliant	1464	32.6	2287	51.0	476	10.6	157	3.5	104	2.3	4488	100.0
MAIN HOUSE TYPE												
Detached House/Bungalow	8667	81.1	1758	16.5	127	1.2	29	0.3	104	1.0	10684	100.0
Semi-detached House/Bungalow	15498	68.6	6805	30.1	261	1.2	23	0.1	0	0.0	22587	100.0
Terraced House/Bungalow	9193	62.6	4819	32.8	471	3.2	97	0.7	104	0.7	14683	100.0
Purpose-built flat	4831	64.8	2468	33.1	102	1.4	53	0.7	0	0.0	7453	100.0

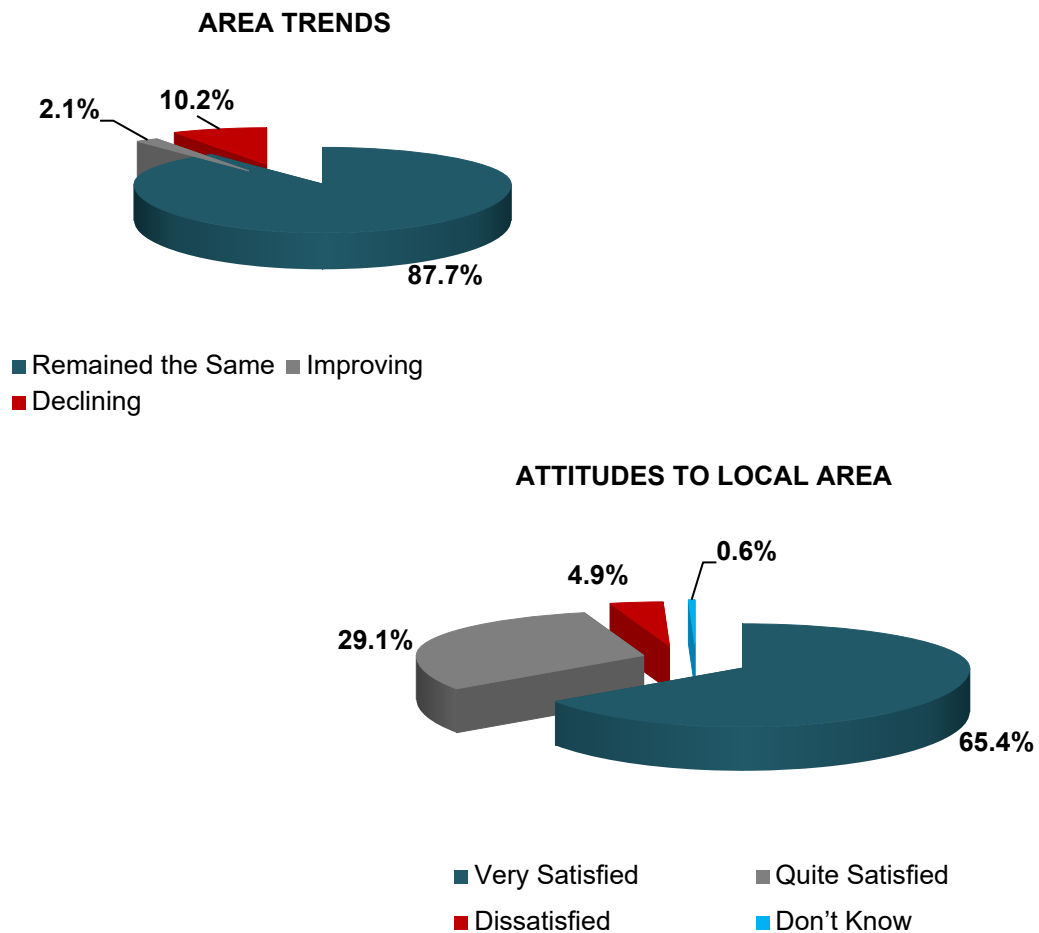
TABLE 31: HOUSEHOLD SATISFACTION WITH CURRENT HOUSING

	SATISFACTION WITH CURRENT ACCOMMODATION											
	Very Satisfied		Quite satisfied		Quite dissatisfied		Very dissatisfied		Don't know		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Converted/mixed use flat	601	51.5	373	31.9	59	5.1	0	0.0	134	11.4	1167	100.0
SUB-AREA												
Barton & Tredworth	1482	29.3	2937	58.1	457	9.0	151	3.0	30	0.6	5057	100.0
Kingsholm & Wotton	1536	46.0	1738	52.1	43	1.3	21	0.6	0	0.0	3339	100.0
Westgate	4547	81.0	1037	18.5	0	0.0	29	0.5	0	0.0	5613	100.0
City Remainder	31223	73.4	10512	24.7	520	1.2	0	0.0	311	0.7	42566	100.0
All Households	38789	68.6	16223	28.7	1020	1.8	201	0.4	341	0.6	56575	100.0

AREA SATISFACTION AND AREA TRENDS

18.4 Household satisfaction with their local areas is also high. 37,017 households (65.4%) are very satisfied with where they live; 16,450 households (29.1%) are quite satisfied. 2,766 households (4.9%) are dissatisfied with their local area. The majority of households (49,683 households – 87.7%) regard their local area as largely unchanging over the last five years; 1,183 households (2.1%) think their local area has improved; 5,760 households (10.2%) think it has declined.

FIGURE 42: HOUSEHOLD ATTITUDES TO LOCAL AREA AND AREA TRENDS



18.5 Variations in area dissatisfaction generally mirror patterns of housing dissatisfaction, reflecting less positive views among private-rented and RSL households, households in areas of pre-1919 housing and households in the Barton & Tredworth Ward. 25.5% of households in Barton & Tredworth are dissatisfied with their local area. Perceptions of area decline also follow this pattern although are highest for RSL tenants (23.4%) and also increase in Westgate Ward (17.1%).

FIGURE 43: AREA VARIATIONS IN HOUSEHOLD ATTITUDES

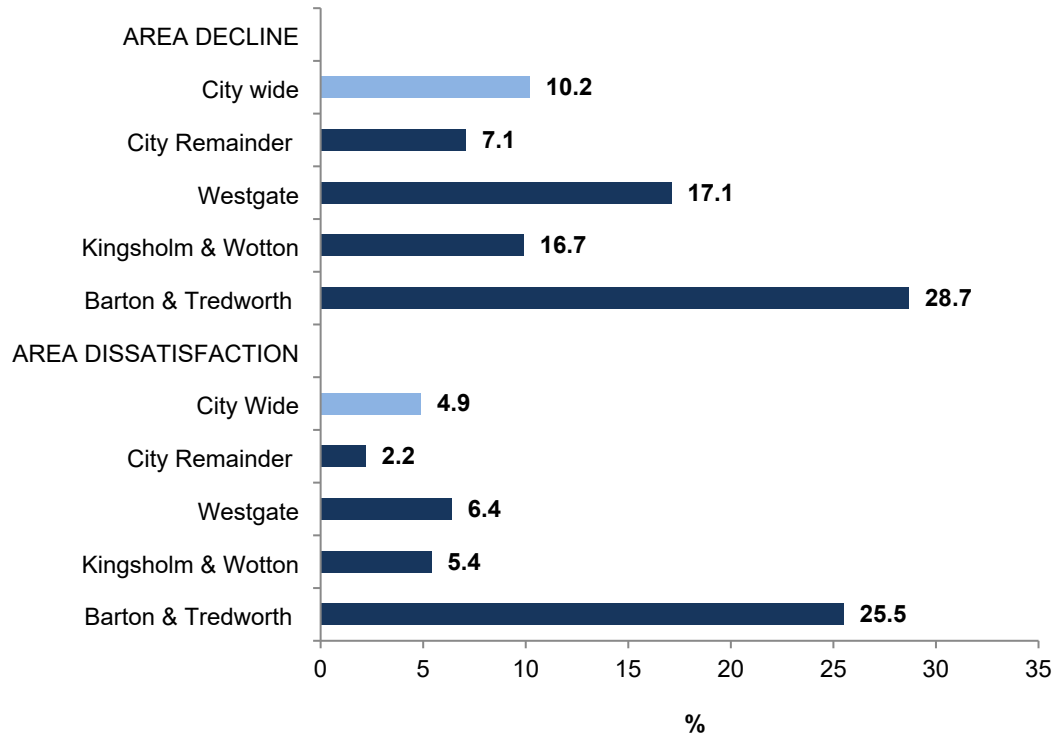


TABLE 32: HOUSEHOLD SATISFACTION WITH LOCAL AREA

	Satisfaction with the area in which you live:											
	Very Satisfied		Quite satisfied		Quite dissatisfied		Very dissatisfied		Don't know		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
TENURE												
Owner occupied	27924	71.2	9879	25.2	1303	3.3	90	0.2	0	0.0	39196	100.0
Private rented	5176	49.0	4310	40.8	646	6.1	91	0.9	341	3.2	10564	100.0
Tied/rent free	80	100.0	0	0.0	0	0.0	0	0.0	0	0.0	80	100.0
RSL	3837	57.0	2262	33.6	591	8.8	46	0.7	0	0.0	6735	100.0
DATE OF CONSTRUCTION												
Pre - 1919	2502	36.4	2982	43.4	1072	15.6	181	2.6	134	1.9	6870	100.0
1919 - 1944	5718	77.1	1672	22.5	30	0.4	0	0.0	0	0.0	7420	100.0
1945 - 1964	5191	61.4	2900	34.3	362	4.3	0	0.0	0	0.0	8453	100.0
1965 - 1974	5588	68.8	2145	26.4	387	4.8	0	0.0	0	0.0	8120	100.0
1975 - 1980	2825	78.4	779	21.6	0	0.0	0	0.0	0	0.0	3604	100.0
Post - 1980	15193	68.7	5972	27.0	690	3.1	46	0.2	208	0.9	22109	100.0
DECENT HOMES OVERALL PERFORMANCE												
Compliant	35913	68.9	14161	27.2	1685	3.2	90	0.2	237	0.5	52087	100.0
Non-compliant	1104	24.6	2289	51.0	855	19.0	136	3.0	104	2.3	4488	100.0
MAIN HOUSE TYPE												
Detached House/Bungalow	8378	78.4	1960	18.3	242	2.3	0	0.0	104	1.0	10684	100.0
Semi-detached House/Bungalow	15935	70.6	6218	27.5	411	1.8	23	0.1	0	0.0	22587	100.0
Terraced House/Bungalow	8079	55.0	5255	35.8	1096	7.5	149	1.0	104	0.7	14683	100.0
Purpose-built flat	4055	54.4	2677	35.9	699	9.4	23	0.3	0	0.0	7453	100.0

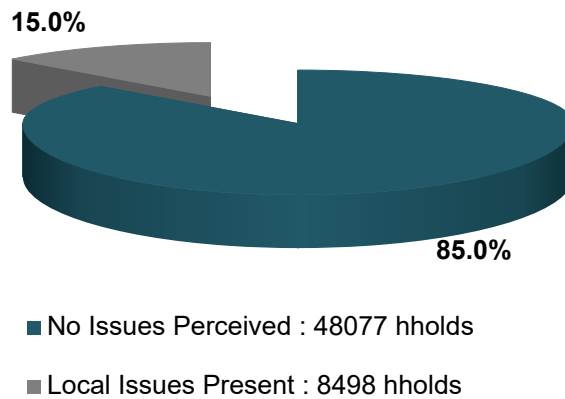
TABLE 32: HOUSEHOLD SATISFACTION WITH LOCAL AREA

	Satisfaction with the area in which you live:											
	Very Satisfied		Quite satisfied		Quite dissatisfied		Very dissatisfied		Don't know		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
Converted/mixed use flat	570	48.8	339	29.1	93	7.9	31	2.7	134	11.4	1167	100.0
SUB-AREA												
Barton & Tredworth	771	15.2	2964	58.6	1119	22.1	174	3.4	30	0.6	5057	100.0
Kingsholm & Wotton	1419	42.5	1738	52.1	160	4.8	21	0.6	0	0.0	3339	100.0
Westgate	4020	71.6	1237	22.0	325	5.8	31	0.6	0	0.0	5613	100.0
City Remainder	30808	72.4	10511	24.7	936	2.2	0	0.0	311	0.7	42566	100.0
All Households	37017	65.4	16450	29.1	2540	4.5	226	0.4	341	0.6	56575	100.0

TABLE 33: HOUSEHOLD PERCEPTIONS OF AREA CHANGE								
	OVER THE LAST 5 YEARS HAS YOUR AREA							
	Remained the same		Improved		Declined		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%
TENURE								
Owner occupied	35484	90.5	567	1.4	3145	8.0	39196	100.0
Private rented	9276	87.8	249	2.4	1039	9.8	10564	100.0
Tied/rent free	80	100.0	0	0.0	0	0.0	80	100.0
RSL	4792	71.2	367	5.5	1575	23.4	6735	100.0
DATE OF CONSTRUCTION								
Pre - 1919	5287	77.0	246	3.6	1336	19.5	6870	100.0
1919 - 1944	6559	88.4	208	2.8	653	8.8	7420	100.0
1945 - 1964	7253	85.8	0	0.0	1200	14.2	8453	100.0
1965 - 1974	7329	90.3	0	0.0	791	9.7	8120	100.0
1975 - 1980	3346	92.8	29	0.8	229	6.4	3604	100.0
Post - 1980	19859	89.8	700	3.2	1550	7.0	22109	100.0
DECENT HOMES OVERALL PERFORMANCE								
Compliant	46684	89.6	1087	2.1	4316	8.3	52087	100.0
Non-compliant	2948	65.7	96	2.1	1444	32.2	4488	100.0
MAIN HOUSE TYPE								
Detached House/Bungalow	9941	93.0	0	0.0	744	7.0	10684	100.0
Semi-detached House/Bungalow	21329	94.4	252	1.1	1006	4.5	22587	100.0
Terraced House/Bungalow	11960	81.5	200	1.4	2523	17.2	14683	100.0
Purpose-built flat	5449	73.1	610	8.2	1394	18.7	7453	100.0
Converted/mixed use flat	954	81.8	119	10.2	93	7.9	1167	100.0
SUB-AREA								
Barton & Tredworth	3444	68.1	160	3.2	1453	28.7	5057	100.0
Kingsholm & Wotton	2987	89.4	21	0.6	331	9.9	3339	100.0
Westgate	3860	68.8	793	14.1	960	17.1	5613	100.0
City Remainder	39342	92.4	208	0.5	3016	7.1	42566	100.0
All Households	49633	87.7	1183	2.1	5760	10.2	56575	100.0

18.6 Households were asked if they perceived any issues in their neighbourhood – 8,498 households (15.0%) stated that they did.

FIGURE 44: HOUSEHOLD PERCEPTIONS OF NEIGHBOURHOOD ISSUES



Among households perceiving local issues key areas of major concern include unsocial behaviour, drug abuse/dealing, litter/fly tipping and traffic noise.

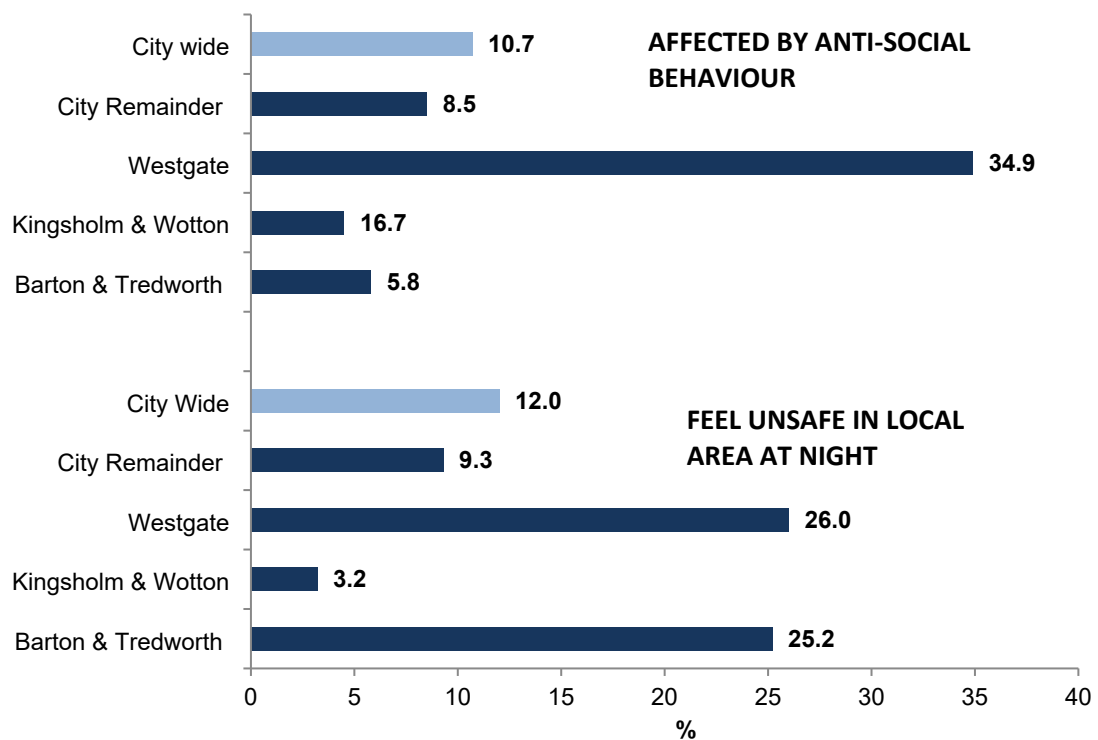
TABLE 34: HOUSEHOLDS PERCEIVING LOCAL ISSUES

	Not a problem		Minor problem		Major problem		All Households	
	Hholds	%	Hholds	%	Hholds	%	Hholds	%
Property crime	6933	81.6	1295	15.2	270	3.2	8498	100.0
Auto crime	7370	86.7	1053	12.4	75	0.9	8498	100.0
Personal assault/theft	8256	97.1	243	2.9	0	0.0	8498	100.0
Racial harassment	8430	99.2	69	0.8	0	0.0	8498	100.0
Unsocial behaviour	3751	44.1	4363	51.3	384	4.5	8498	100.0
Groups of youths causing annoyance	5958	70.1	2512	29.6	29	0.3	8498	100.0
Graffiti	8446	99.4	53	0.6	0	0.0	8498	100.0
Drug abuse/dealing	4984	58.6	2334	27.5	1180	13.9	8498	100.0
Empty properties	8066	94.9	411	4.8	21	0.3	8498	100.0
Public drinking/drunkenness	6913	81.3	1475	17.4	110	1.3	8498	100.0
Traffic noise	6325	74.4	1612	19.0	562	6.6	8498	100.0
Litter / fly tipping	5405	63.6	1735	20.4	1359	16.0	8498	100.0
Dog fouling	6528	76.8	1947	22.9	23	0.3	8498	100.0

18.7 Households were additionally questioned on any personal impact of crime and/or anti-social behaviour and on feelings of personal safety within their home and local area. Key findings include:

- 6,042 households (10.7%) have directly encountered anti-social behaviour.
- 1,342 households (2.4%) were victims of crime in the last 12 months.
- Only 82 households (0.2%) feel unsafe in their home at night; and
- 6,794 households (12.0%) feel unsafe in their local area at night.

FIGURE 45: AREA SAFETY AND ANTI-SOCIAL BEHAVIOUR



OWNER-OCCUPIED HOUSEHOLDS

18.8 Owner-occupied households were asked a range of additional questions during the survey including:

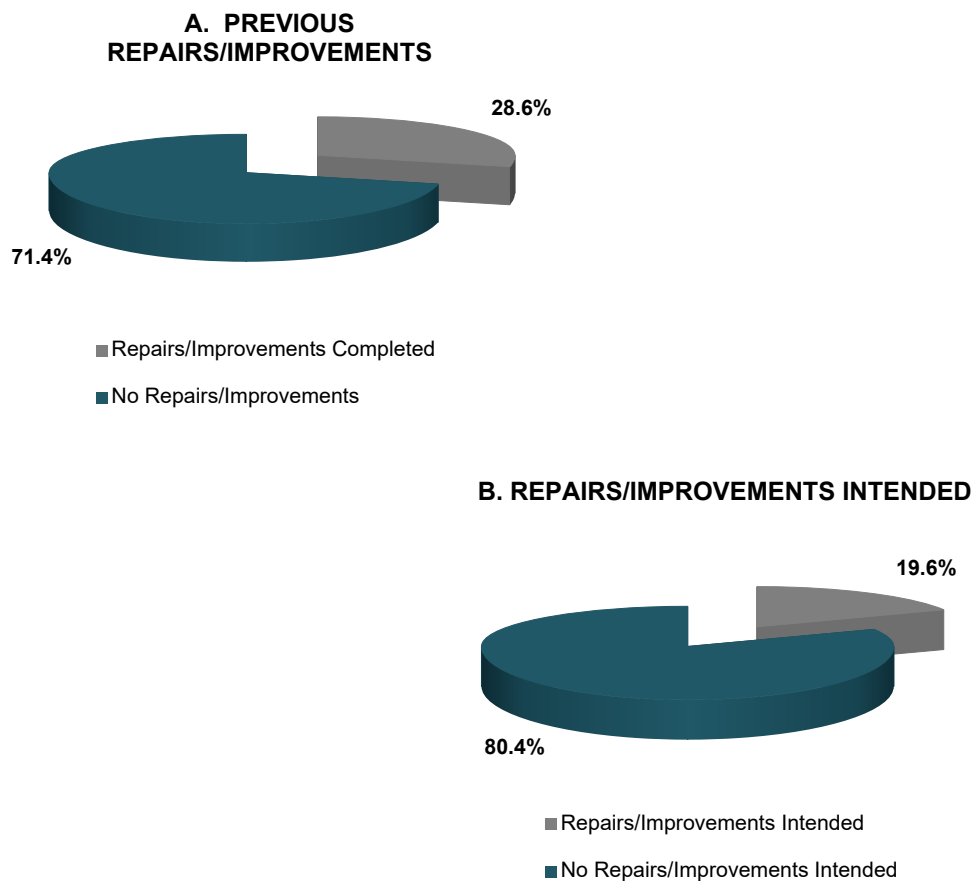
- Past improvement histories and improvement intentions; and
- Attitudes and barriers to the funding and completion of repairs/improvements.

18.9 While economic factors will influence the ability of owner-occupiers to improve and repair their homes, other factors will also impact. Housing satisfaction levels have been reported as high and these are retained among owner-occupiers in non-Decent homes. 2,070 owner-

occupiers living in non-Decent homes (90.4%) are satisfied with their current home; only 218 owner-occupiers in non-Decent homes (9.6%) expressed direct dissatisfaction with their home.

- 18.10 Against these attitudes to housing, previous and projected home improvement activity levels remain low for households in both Decent and non-Decent homes. Only 580 owner-occupiers in non-Decent homes (28.6%) have completed major repairs/improvements in the last 5 years. Only 447 owner-occupiers in non-Decent homes (19.6%) intend to carry out major repairs/improvements within the next 5 years.

FIGURE 46: OWNER-OCCUPIED HOUSEHOLDS IN NON-DECENT HOMES – REPAIR ACTIVITY



- 18.11 With respect to previous owner-occupied improvements these are dominated by energy related works (loft insulation, central heating renewal, new windows/doors) and external repairs. Future intended works are dominated by internal amenities (kitchens and bathrooms).

- 18.12 Owner-occupiers were questioned on perceived barriers to home improvement with the most common being access to independent advice (15.8%) and finding reliable contractors

(19.9%). Only 6.4% of owner-occupiers stated that they would re-mortgage to carry out repairs/improvements.

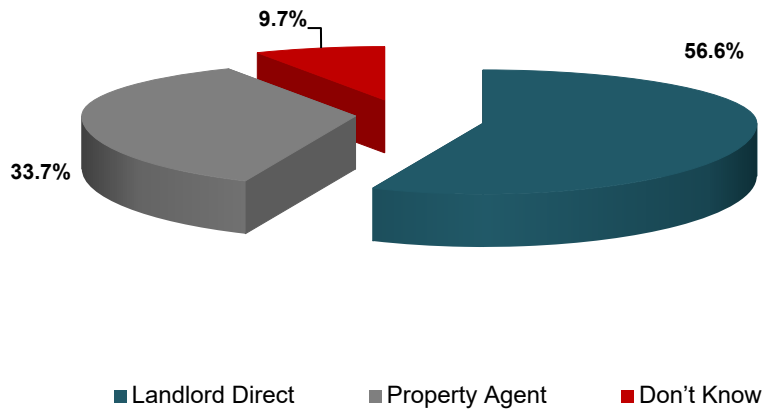
When asked if Council support for owner-occupied repair/improvement should be provided, 18,060 owner-occupiers (46.1%) would be interested if the Council provided a list of builders/contractors, 4,804 owner occupied households (12.3%) would be interested in affordable/low-cost loans.

PRIVATE-RENTED SECTOR HOUSEHOLDS

18.13 9,510 occupied dwellings (17.1%) are in private rental containing 10,564 households. Tenants within occupied private-rented dwellings were asked additional questions about their tenancy including source of tenancy dealings, reported issues and property repair.

18.14 The majority of private-rented households (5,981 households – 56.6%) deal directly through their landlord with a further 3,562 households (33.7%) dealing through a property agent. 1,021 households (9.7%) did not know their point of contact.

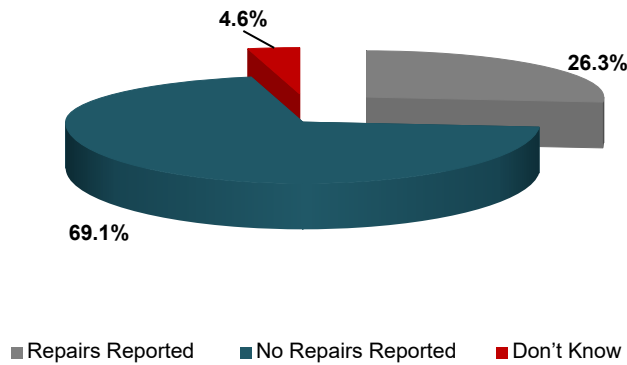
FIGURE 47: PRIVATE-RENTED TENANTS, POINT OF TENANCY CONTACT



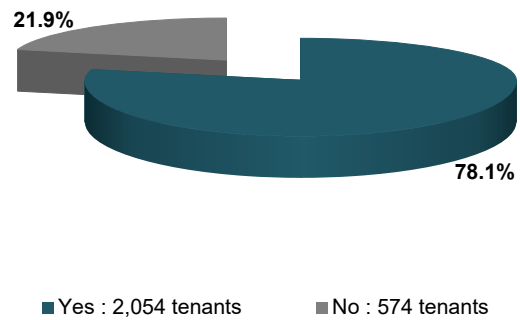
18.15 3,879 tenant households (36.7%) have informed their landlord or agent of outstanding repairs. In 2,766 households (71.3%) those issues were being addressed, however in 1,113 households (28.7%) repair issues remain outstanding.

FIGURE 48: LANDLORD REPAIR ISSUES

A/ REPAIRS REPORTED

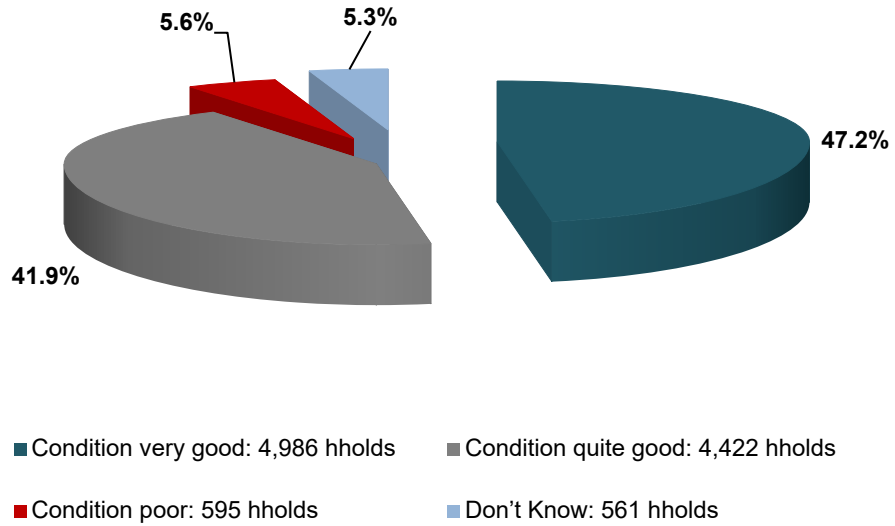


B/ REPAIRS BEING ADDRESSED



18.16 Overall 4,986 tenant households (47.2%) regard their rented home to be in very good condition, a further 4,422 households (41.9%) regard the repair condition of their rented home to be quite good. 598 tenant households (5.6%) regard repair conditions as poor.

FIGURE 49: TENANT HOUSEHOLDS – ATTITUDES TO CURRENT CONDITION



SECTION 5: COMPARATIVE HOUSING CONDITIONS

Chapter 19: Comparative Housing Conditions by Tenure

Chapter 20: Comparative Housing Conditions by Sub-Area

Chapter 21: Changes in Private Sector Housing Conditions 2011-2023

19. COMPARATIVE HOUSING CONDITIONS BY TENURE

HOUSING AND ENVIRONMENTAL ISSUES

HOUSING AND ENVIRONMENTAL INDICATORS	OWNER-OCCUPIED	PRIVATE-RENTED	RSL
% Vacant Dwellings	-	-	-
% Dwellings Pre-1919	10.0	27.0	1.6
% Dwellings Post-1980	38.5	44.8	33.3
% Dwellings Terraced	21.8	39.0	29.4
% Dwellings Detached/Semi-Detached	73.7	26.4	23.4
% Flats in Converted Buildings	0.4	9.3	0.3
% Dwellings Non-Decent HHSRS	2.7	7.7	1.2
% Dwellings Non-Decent Repair	3.9	9.1	0.8
% Dwellings Non-Decent Amenities	0.7	0.2	0.0
% Dwellings Non-Decent Thermal Comfort	0.5	4.2	3.5
% Dwellings Non-Decent Overall	5.8	16.0	4.7
Costs to achieve Decent Homes	£16.419m	£8.353m	£1.418m
Average Sap Rating	69	69	72
% Dwellings Poor Environmental Quality	4.0	12.9	18.9
% Dwellings Poor Visual Environment	5.8	19.0	31.7

20. COMPARATIVE HOUSING CONDITIONS BY SUB-AREA

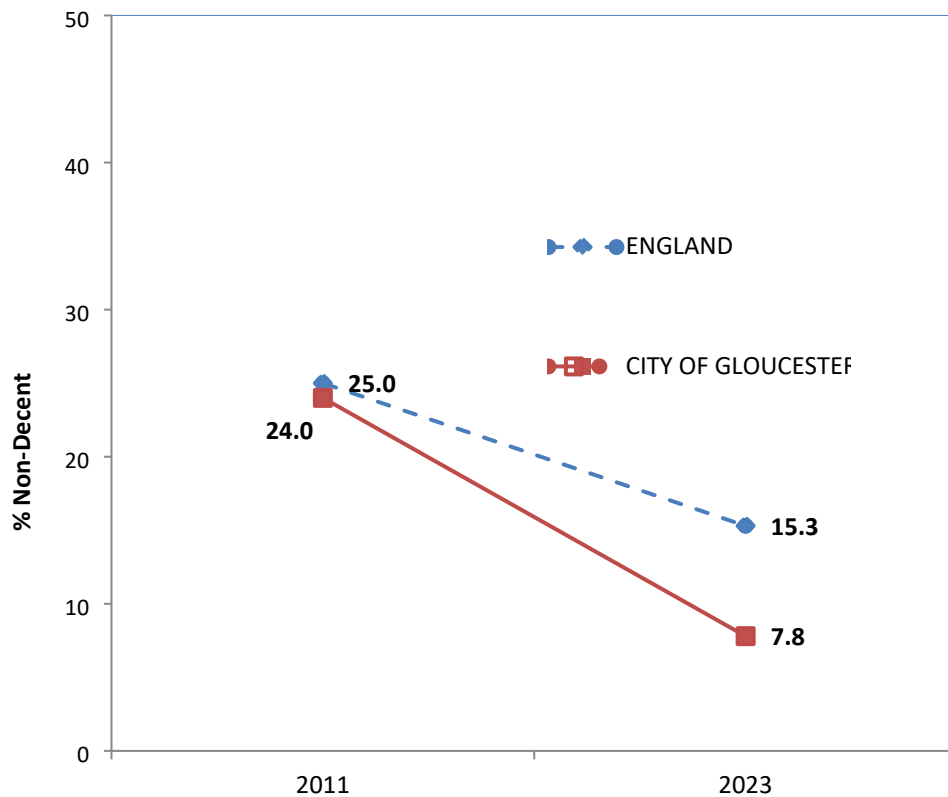
HOUSING AND ENVIRONMENTAL INDICATORS	BARTON & TREDWORTH	KINGSHOLM & WOTTON	WESTGATE	CITY REMAINDER
% Vacant Dwellings	7.9	13.7	4.5	3.5
% Dwellings Pre-1919	58.1	26.9	21.0	5.2
% Dwellings Post-1980	29.3	25.0	64.0	37.4
% Dwellings Terraced	54.4	20.0	16.5	24.5
% Dwellings Detached/Semi-Detached	24.2	31.2	23.0	69.2
% Flats in Converted Buildings	4.7	3.7	12.0	0.9
% Dwellings Owner-Occupied	42.9	53.6	46.6	77.8
% Dwellings Private-Rented	38.9	26.8	30.4	12.4
% Dwellings Rsl	17.7	19.6	22.0	12.1
% Dwellings Non-Decent HHSRS	29.3	5.8	4.7	0.2
% Dwellings Non-Decent Repair	23.7	4.3	3.7	2.4
% Dwellings Non-Decent Amenities	1.0	0.0	0.5	0.5
% Dwellings Non-Decent Thermal Comfort	3.0	9.4	2.1	0.7
% Dwellings Non-Decent Overall	37.9	19.6	6.8	3.4
Costs to achieve Decent Homes	£13.308m	£1.760m	£2.534m	£8.589m
Average Sap Rating	66	68	73	70
% Dwellings Poor Environmental Quality	37.2	6.9	16.0	2.6
% Dwellings Poor Visual Environment	36.7	11.9	14.0	8.0

21. CHANGES IN PRIVATE SECTOR HOUSING CONDITIONS 2011-2023

21.1 Changes in housing conditions are normally measured through the comparison of survey findings at different points in time. The City of Gloucester completed a previous survey of private sector housing conditions in 2011. Excluding RSL dwellings which were included in the current survey permits a review of changes in the condition of private sector housing in the City 2011-2023.

21.2 Housing conditions locally within the private housing sector have improved significantly since 2011 in line with national trends. Since 2011 overall rates of non-Decency in England have declined from 25.0% of private housing to 15.3% in 2021 representing a reduction of 39% (English Housing Survey). Over the period 2011-2023 rates of non-Decency in the private housing sector in the City of Gloucester have declined from 24.0% to 7.8% - a reduction of 67%.

FIGURE 50: CHANGES IN PRIVATE SECTOR HOUSING CONDITIONS SINCE 2011 – CITY OF GLOUCESTER AND ENGLAND



SECTION 6: CONCLUSIONS

Chapter 22: Conclusions

22. CONCLUSIONS

- 22.1 This report has presented the findings of a comprehensive survey of housing and household conditions in the City of Gloucester. The results presented in this report are based on 1,000 dwelling surveys and household interviews across the City from October 2022 - January 2023.
- 22.2 The survey has been conducted across a City housing stock of 58,196 dwellings containing 56,575 households and a household population of 134,165 persons. At the time of survey 55,521 dwellings (95.4%) were occupied, the remaining 2,085 dwellings (4.6%) were vacant. 55,036 occupied dwellings (99.1%) are occupied by a single household, the remaining 485 dwellings are in multiple occupation. The housing stock is dominated by the owner-occupied sector (39,196 occupied dwellings – 70.6%), 9,510 occupied dwellings (17.1%) are private-rented with 6,735 occupied dwellings (12.1%) rented by a Registered Social Landlord. Private sector housing stock is predominantly of post Second World War construction and in traditional low-rise terraced, semi-detached and detached configurations. 7,268 dwellings (12.5%) were constructed pre-1919 with a further 7,660 dwellings (13.2%) in the Inter-War period. The oldest housing stock is associated with vacant dwellings, the private-rented sector, terraced housing and flats in converted buildings. Across the City, the private-rented sector shows significant concentration in the three selected wards – Barton & Tredworth (38.9%), Kingsholm & Wotton (26.8%) and Westgate (30.4%).
- 22.3 51,401 occupied dwellings (92.6%) meet the requirements of the Decent Homes Standard and can be regarded as satisfactory. The remaining 4,120 occupied dwellings (7.4%) fail the requirements of the Decent Homes Standard and are non-Decent. Within the Decent Homes Standard itself the following pattern of failure emerges:
- *1,860 dwellings (3.4%) exhibit Category 1 hazards within the Housing Health and Safety Rating System (HHSRS);*
 - *2,443 dwellings (4.34%) are in disrepair;*
 - *282 dwellings (0.5%) lack modern facilities and services; and*
 - *842 dwellings (1.5%) fail to provide a reasonable degree of thermal comfort.*
- 22.4 Costs to achieve Decent Homes within the private-housing sector are estimated at £26.19M averaging £6,356 per non-Decent home.

- 22.5 Levels of non-Decent housing vary significantly across the City and across the housing stock. In this respect highest rates of non-Decency are associated with:
- The private-rented sector where 16.0% of all private-rented dwellings are non-Decent;
 - The older housing stock where 35.1% of all dwellings constructed pre-1919 are non-Decent; and
 - Terraced housing and flats in converted buildings where 12.3% and 29.8% of dwellings respectively are non-Decent.
- 22.6 Geographically the highest rates of non-Decency are associated with the 3 selected Wards. 37.9% of dwellings in Barton & Tredworth are non-Decent; 19.6% of dwellings in Kingsholm & Wotton and 6.8% of dwellings in Westgate. Only 3.4% of dwellings are non-Decent across the remainder of the City.
- 22.7 Poor housing conditions impact on all household types across the City, but economically disadvantaged households, in particular those on benefits and low incomes are at greater risk of experiencing poor housing conditions.
- Single person non-pensioner households account for 13.2% of all households but comprise 20.4% of all households living in non-Decent homes;
 - Households with an HRP aged under 35 years account for 17.2% of all households but comprise 21.8% of all households living in non-Decent homes;
 - Households in receipt of benefits account for 17.8% of all households but comprise 41.7% of all households living in non-Decent homes; and
 - Households on low incomes account for 10.0% of all households but comprise 13.0% of all households in non-Decent homes.
- 22.8 Using the LILEE methodology 6,928 households in the City of Gloucester are in fuel poverty representing 12.2% of all households in the City. Rates of fuel poverty are slightly below the average for England (13.2% - 2020) but slightly above the average for Gloucestershire (10.8% - 2020).
- 22.9 Demographically, fuel poverty impacts most strongly on younger households and families with children. 1,530 households with an HRP aged under 35 years are in fuel poverty representing 15.7% of such households and 22.1% of all households in fuel poverty. Households with children are also adversely affected. 3,456 households with children are in fuel poverty representing 23.1% of such households and 49.9% of all households in fuel poverty.

Economically, fuel poverty as might be expected impacts more strongly on households of low incomes and those on benefits. 30% of households on low income are in fuel poverty as are 33.2% of households in receipt of means tested benefits.

- 22.10 Within the housing stock rates of fuel poverty are above average for households in the private-rented (23.4%), and RSL (16.0%) sectors and for those living in pre-1919 housing (31.7%). Across the City rates of fuel poverty are significantly above average in Barton & Tredworth (34.2%) and Kingsholm & Wotton (21.1%) wards.
- 22.11 8,794 households in the City of Gloucester (15.5%) indicated that at least one member was affected by a limiting long-term illness or disability. The incidence of illness/disability is strongly age related. 5,082 households with an HRP aged 65 years and over have an illness/disability representing 32.7% of such households and 57.8% of all households with an illness/disability.
- 22.12 Households experiencing illness/disability were asked if this had resulted in the use of health service resources during the past year and additionally if the illness/disability affected their normal use of their home. Health Service contact in the past year is significant among households experiencing illness/disability. 7,104 households with an illness/disability (80.8%) have made a surgery visit to their GP, and 5,454 households (62.0%) have attended hospital in an outpatient capacity. Overall, 7,871 households with an illness/disability (89.5%) have had contact with local health services in the past year.
- 22.13 Of the 8,794 households affected by long-term illness/disability 6,637 households (75.5%) stated that they had a mobility problem within their dwelling. Normal use and occupation of the dwelling was unaffected for the remaining 2,158 households (24.5%). Only 2,460 households with a mobility problem (37.1%) live in an adapted dwelling. For the remaining 4,176 households with a mobility problem (62.9%) no adaptations have been made to their current dwelling.
- 22.14 This report and the associated survey data provide an up to date and detailed evidence base for housing strategy review and development in the City.

APPENDICES:

Appendix A: The Interpretation of Statistical Data

Appendix B: Sampling Errors

Appendix C: The Survey Forms

Appendix D: The Survey Method

Appendix E: The Decent Homes Standard

Appendix F: Glossary of Terms

APPENDIX A: THE INTERPRETATION OF STATISTICAL DATA

Survey data is based on sample survey investigation and the application of statistical grossing procedures to replicate housing stock totals. Interpretation of data must be conducted against this background and particularly with regard to the following constraints:

- (a) Data estimates are mid point estimates within a range of sampling error. The extent of sampling error is discussed in Appendix B but is dependant upon two factors – the sample size employed and the number or percentage of dwellings exhibiting the attribute in question.**

- (b) Data estimates are subject to rounding errors associated with statistical grossing. Table totals will therefore not necessarily remain consistent throughout the reports but will normally vary by under 1%.**

- (c) Survey returns from large scale house condition surveys invariably contain elements of missing data and not applicable data. The former may be due to surveyor error or to differential access within dwellings. The latter relates to individual elements which are not present in all dwellings. Consistently across the survey missing data represents under 5% of returns. An analysis of missing returns indicates a random distribution with no inherent bias evident across the main database.**

APPENDIX B: SAMPLING ERRORS

NON-TECHNICAL SUMMARY

In a sample survey part of the population is sampled in order to provide information which can be generalised to the population as a whole. While this provides a cost effective way of obtaining information, the consequence is a loss of precision in the estimates. The estimated values derived from the survey may differ from the “true” value for the population for two primary reasons.

Sampling Error

This results from the fact that the survey observes only a selection of the population. If a different sample had been drawn the survey would be likely to have produced a different estimate. Sampling errors get smaller as the sample size increases.

These errors result from biases in the survey design or in the response to the survey, for example because certain types of dwelling or household may prove more difficult to obtain information for. After analysing response to the survey, the results have been weighted to take account of the main sources of response bias.

Sampling Error Calculation

Statistical techniques provide a means of estimating the size of the sampling errors associated with a survey. This Appendix estimates the sampling errors of measures derived from the physical house condition survey and from the social survey for households. The formulae enable the standard error of estimates derived from the survey to be calculated. For any estimate derived from the survey there is a 95% chance that the “true” value lies within plus/minus twice (strictly 1.96 times) the standard error.

For example, the survey estimates that 7.4% of housing stock is non-decent. The standard error for this value is estimated to be $\pm 1.6\%$. This means that there is a 95% chance of the value lying in the range 5.8% – 9.0%. In terms of numbers this means that of the total occupied housing stock of 55,521 dwellings, the number of dwellings which are non-decent is likely to be between 3,320 and 4,997. However our best estimate is 4,120 dwellings.

The simplest type of survey design is simple random sampling. This involves drawing the sample at random with every member of the population having an equal probability of being included in the sample. The standard error of an estimated proportion derived from a simple random sample can be calculated approximately as:

$$S.E. (p)_{srs} = \sqrt{\frac{p(1-p)}{n}} \quad (\text{equation i})$$

Where: p = the estimated proportion
n = the sample size on which the proportion is based

The actual survey design used a sample based upon disproportionate stratification whereby sample sizes were varied across the area framework. To estimate the sampling error in a complex design such as this, the basic method is to estimate the extent to which the design increases or decreases the sampling error relative to a sample of the same size drawn using simple random sampling. This is measured using the **design effect** (deff), which is calculated as:

$$\text{deff}(p) = \frac{\text{Estimated variance (S.E.}^2\text{) of } p \text{ with complex design}}{\text{Estimated variance of } p \text{ based on simple random sample}}$$

As approximate estimate of the standard error of a proportion based on the complex design can then be obtained by multiplying the standard error assuming simple random sampling had been used (equation i above) by the square root of the design effect.

The formula for calculating the standard error for proportions of dwellings or households from the survey is given below:

$$S.E. (p) = \sqrt{\frac{1}{N^2} \sum \frac{N^2}{(n_i - 1)} P_i (1 - p_i)} \quad (\text{equation ii})$$

Where: p_i = the estimated proportion with the characteristics in stratum i
n_i = the number of households/dwellings sampled in stratum i
N_i = the total number of households/dwellings existing in stratum i
N = the total number of households in the City

The impact of the survey design on the sampling errors of estimates is generally fairly small.

To avoid the complex calculation of the design effect in every case, it is suggested that in most cases a multiplier of 1.05 be applied to the standard error calculated assuming simple random sampling (see equation i). The following table provides an overview of the sampling errors associated with a range of survey outcomes.

SAMPLING ERROR OVERVIEW - PRIVATE SECTOR HOUSING STOCK								
	SAMPLE SIZE	SURVEY PROPORTION (%)						
		5/95	10/90	15/85	20/80	30/70	40/60	50/50
		SAMPLING ERROR ± %						
AREA								
Barton & Tredworth	342	2.3	3.2	3.8	3.8	4.2	4.8	5.3
Moreland	313	2.4	3.3	3.9	3.9	6.4	7.4	8.0
Westgate	220	2.9	3.9	4.7	4.7	5.2	6.0	6.6
Remainder	134	3.7	5.1	5.1	6.0	6.8	7.7	8.5
TENURE								
Owner-occupied	608	1.7	2.4	2.8	3.2	3.6	3.7	3.9
Private-rented	361	2.2	3.1	3.7	4.1	4.7	5.1	5.2
HOUSE TYPE								
Terraced House/Bungalow	359	2.2	3.1	3.7	4.1	4.7	5.1	5.2
Semi-Det House/Bungalow	302	2.4	3.3	3.9	6.4	7.4	7.9	8.0
Detached House/Bungalow	61	5.5	6.2	6.8	7.3	7.8	7.8	8.3
Flat	287	2.5	3.5	4.1	4.6	5.3	5.7	5.8
DATE OF CONSTRUCTION								
Pre-1919	536	1.8	2.5	2.9	3.3	3.7	3.8	4.0
1919-1944	116	3.9	5.3	6.2	7.0	7.9	8.5	8.7
Post-1944	357	2.2	3.1	3.7	4.1	4.7	5.1	5.2
COUNCIL WIDE	1009	1.3	1.8	2.2	2.5	2.8	2.8	3.1

APPENDIX C: THE SURVEY FORMS

DWELLING REF

SURVEYOR NO

ADDRESS STATUS

- Effective permanent dwelling
- Non-permanent dwelling
- Major works underway
- Converted/non-residential
- Demolished/derelict
- Address unob./cannot locate

VACANT

- Occupied
- Vacant for sale
- Vacant for rent
- Vacant - repairs / maintenance
- Vacant-closed/bricked-up
- Vacant derelict
- Vacant - other long term

MULTIPLE OCCUPATION

- Single Occupation
- Multiple Households
- Vacant

TENURE

- Owner occupied
- Private rented
- Tied/rent free
- RSL

EXTENT OF SURVEY

- Full + interview
- Full only
- External only
- No survey

DWELLING TYPE

- House
- Bungalow
- Maisonette
- Purpose built flat
- Flat in converted building
- Non-res with flats
- House/mixed use

DWELLING CONFIGURATION

- Mid terrace
- End terrace
- Semi-detached
- Detached

CONSTRUCTION TYPE

- Traditional
- Non-traditional
- Park home

DATE OF CONSTRUCTION

- Pre - 1919 1965 - 1974
- 1919 - 1944 1975 - 1981
- 1945 - 1964 Post - 1981

NO HABITABLE FLOORS IN DWELLING

STOREY LEVEL OF FLAT

- Ground
- Mid
- Top

- Basement
- N/A

EXTERNAL WALL

- Solid 9" Solid 9"+
- Cavity 9-11" Timber frame
- Cavity 11"+ Other

BUILDING MATERIAL

- Brick Stone
- Block Wood/timber
- Concrete Other

WALL STRUCTURE REPAIR

- No Repair Medium Disrepair (26 - 60%)
- Localised Repair (1-5%) Major Disrepair (61-80%)
- Minor Disrepair (6 - 25%) Renew (81 - 100%)

WALL STRUCTURE REPLACEMENT

- Inside 10 years
- Outside 10 years

PRINCIPAL WALL FINISH

- Self-finish Tiles
 Render/dash Other Timber

EXTERNAL WALL FINISH REPAIR

- No Repair Medium Disrepair (26 - 60%) Localised
Repair (1-5%) Major Disrepair (61-80%)
 Minor Disrepair (6 - 25%) Renew (81 - 100%)

EXTERNAL WALL FINISH REPLACEMENT

- Inside 10 years
 Outside 10 years ROOF

FORM

- Pitched Flat
 Mixed

ROOF STRUCTURE REPAIR

- No Repair Medium Disrepair (26 - 60%) Localised
Repair (1-5%) Major Disrepair (61-80%)
 Minor Disrepair (6 - 25%) Renew (81 - 100%)

ROOF STRUCTURE REPLACEMENT

- Inside 10 years
 Outside 10 years ROOF

COVERING

- Natural slate Artificial slate
 Concrete tile Felt/asphalt
 Clay tile Other

ROOF COVER REPAIR

- No Repair Medium Disrepair (26 - 60%) Localised
Repair (1-5%) Major Disrepair (61-80%)
 Minor Disrepair (6 - 25%) Renew (81 - 100%)

ROOF COVER REPLACEMENT

- Inside 10 years
 Outside 10 years

CHIMNEYS

- Brickpointed Stone
 Brick/blockrender Other
 Concrete None

CHIMNEY REPAIR

- No Repair
- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- N/A

CHIMNEY REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

FLASHINGS

- Lead
- Zinc
- Cement fillet Other
- None FLASHINGS

REPAIR

- No Repair
- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- N/A

FLASHINGS REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

RAINWEAR

- UPVC
- Aluminium
- Steel
- Cast iron
- Asbestos
- Other
- Mixed
- None

RAINWEAR REPAIR

- No Repair
- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- N/A

RAINWEAR REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

LINTOL REPAIR

- No Repair
- Major Disrepair (61-80%)

- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Renew (81 - 100%)
- N/A

LINTOL REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

POINTING REPAIR

- No Repair
- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- N/A

POINTING REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

DWELLING WINDOW MATERIAL

- Softwood
- Hardwood
- Metal no thermal break
- Metal with thermal break
- UPVC
- Other

DWELLING WINDOW REPAIR

- No Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Medium Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- Localised

DWELLING WINDOW REPLACEMENT

- Inside 10 years
- Outside 10 years

DO WINDOWS HAVE LOCKS?

- Yes, where required
- No

DOOR MATERIAL

- Softwood complete glazed
- UPVC complete UPVC glazed
- Hardwood complete
- Hardwood glazed
- Softwood
- Metal

ACCESS DOOR REPAIR

- No Repair
 Medium Disrepair (26 - 60%) Localised
 Repair (1-5%) Major Disrepair (61-80%)
 Minor Disrepair (6 - 25%) Renew (81 - 100%)

ACCESS DOOR REPLACEMENT

- Inside 10 years
 Outside 10 years

DO DOORS HAVE SECURE LOCKS?

- Yes No

DOES DWELLING FRONT ON TO STREET?

- Yes No

DOES DWELLING HAVE A BURGLAR ALARM?

- Yes No

IS THERE EXTERNAL LIGHTING TO DWELLING?

- Yes No

DRAINAGE REPAIR

- No Repair
 Medium Disrepair (26 - 60%) Localised
 Repair (1-5%) Major Disrepair (61-80%)
 Minor Disrepair (6 - 25%) Renew (81 - 100%)

UNDERGROUND DRAINAGE REPLACEMENT

- Inside 10 years
 Outside 10 years FENCING

REPAIR

- No Repair Major Disrepair (61-80%)
 Localised Repair (1-5%) Renew (81 - 100%)
 Minor Disrepair (6 - 25%) No Fencing
 Medium Disrepair (26 - 60%)

FENCES/WALLS/GATES REPLACEMENT

- Inside 10 years
 Outside 10 years N/A

PATH REPAIR

- No Repair Major Disrepair (61-80%)
 Localised Repair (1-5%) Renew (81 - 100%)
 Minor Disrepair (6 - 25%) No Path
 Medium Disrepair (26 - 60%)

PATHS/PAVED AREAS REPLACEMENT

- Inside 10 years
- Outside 10 years N/A

OUTBUILDING REPAIR

- No Repair
- Localised Repair (1-5%)
- Minor Disrepair (6 - 25%)
- Disrepair (26 - 60%)
- Major Disrepair (61-80%)
- Renew (81 - 100%)
- No Outbuilding Medium

OUTBUILDING REPLACEMENT

- Inside 10 years
- Outside 10 years
- N/A

FOUNDATION FAILURE

- Yes No

ROOF SAG

- Yes No

ROOF SPREAD

- Yes No

WALL BULGE

- Yes No

WALL TIE FAILURE

- Yes No

CHIMNEY FAILURE

- Yes No N/A

LINTOL FAILURE

- Yes No

	Not a Problem	Minor Problem	Major Problem	Litter &
Rubbish	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Scruffy Gardens	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Graffiti	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Vandalism	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Scruffy/Neglected Buildings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Dog Fouling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	

Condition of Dwellings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Nuisance from Street Parking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ambient Air Quality	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Heavy Traffic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Railway / Aircraft Noise	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Intrusion from Motorways	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vacant Sites	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Intrusive Industry		<input type="radio"/>	<input type="radio"/>
Non Conforming Uses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vacant /Boarded up Buildings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

VISUAL QUALITY OF ENVIRONMENT

- Poor
- Below average Average
- Above average Good

NUMBER OF HABITABLE ROOMS

NUMBER OF BEDROOMS

WHAT REPAIRS ARE REQUIRED TO THE FOLLOWING ELEMENTS (WHOLE DWELLING ASSESSMENT)

	No Repair	Localised (1 - <5%)	Minor (5 - <25%)	Medium (25 - <40%)	Major (40 - <60%)	Renew (60 - 100%)	N/A
Floor Structure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Floor Finishes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Internal Wall Structures	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Wall Finishes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ceiling Finishes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Internal Doors / Frames	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fireplaces / Flues	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stairs/ Balustrades	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

STANDARD AMENITIES

- Yes - exclusive use
- Yes - shared use
- No

MAINS GAS SUPPLY

- Yes
- No

MAINS WATER SUPPLY

- Yes
- No

MAINS DRAINAGE

- Yes
- No

CENTRAL HEATING

- Yes - full C.H.
- Yes - partial C.H.
- No - none

HEATING / BOILERS / APPLIANCES REPAIR

- No Repair
- Localised (1 - <5%)
- Minor (5 - <25%)
- Medium (25 - <40%)
- Major (40 - <60%)
- Renew (60 - 100%)

REPLACEMENT PERIOD HEATING / BOILER / APPLIANCES

- Inside 10 years
- Outside 10 years

REPAIRS REQUIRED TO HEATING DISTRIBUTION

- No Repair
- Localised (1 - <5%)
- Minor (5 - <25%)
- Medium (25 - <40%)
- Major (40 - <60%)
- Renew (60 - 100%)
- N/A

REPLACEMENT PERIOD HEATING DISTRIBUTION

- Inside 10 years
- Outside 10 years
- N/A

KITCHEN FITTINGS

- Under 20 yrs old
- Over 20 yrs old

KITCHEN SPACE/LAYOUT

- Adequate

- Inadequate

REPAIRS REQUIRED TO KITCHEN FITTINGS

- None Medium (25 - <40%)
 Localised (1 - <5%) Major (40 - <60%)
 Minor (5 - <25%) Renew (60 - 100%)

REPLACEMENT PERIOD KITCHEN FITTINGS

- Inside 10 years
 Outside 10 years

AGE OF BATHROOM AMENITIES

- Under 30 yrs old
 Over 30 yrs old

BATHROOM LOCATION

- Satisfactory
 Unsatisfactory

W.C. LOCATION

- Satisfactory
 Unsatisfactory

REPAIRS REQUIRED TO BATHROOM AMENITIES

- None Medium (25 - <40%)
 Localised (1 - <5%) Major (40 - <60%)
 Minor (5 - <25%) Renew (60 - 100%)

REPLACEMENT PERIOD - BATHROOM AMENITIES

- Inside 10 years
 Outside 10 years

IS THE PROPERTY A FLAT / MAISONETTE?

- Yes
 No

COMMON AREA SIZE (Flats and Maisonettes only)

- Satisfactory
 Unsatisfactory
 N/A

COMMON AREA LAYOUT (Flats and Maisonettes only)

- Satisfactory
 Unsatisfactory
 N/A

REPAIRS REQUIRED TO - INTERNAL PLUMBING

- None Medium (25 - <40%)

- Localised (1 - <5%) Major (40 - <60%)
 Minor (5 - <25%) Renew (60 - 100%)

REPLACEMENT PERIOD - INTERNAL PLUMBING

- Inside 10 years
 Outside 10 years

REQUIRED REPAIRS - ELECTRICS

- None Medium (25 - <40%)
 Localised (1 - <5%) Major (40 - <60%)
 Minor (5 - <25%) Renew (60 - 100%)

REPLACEMENT PERIOD

- Inside 10 years
 Outside 10 years

SMOKE ALARMS PRESENT

- On each storey of the dwelling
 Yes - but not all stories of the dwelling
 None

CARBON MONOXIDE ALARMS

- In all rooms used as living accommodation and containing a solid fuel burning combustion appliance
 Elsewhere in dwelling (but dwelling HAS a solid fuel burning combustion appliance)
 Elsewhere in dwelling (but dwelling DOES NOT have a solid fuel burning appliance)
 None (but dwelling HAS a solid fuel burning combustion appliance)
 None (but dwelling DOES NOT t have a solid fuel burning combustion appliance)

HAS THE DWELLING BEEN ADAPTED FOR DISABLED USE?

- Yes
 No

WHICH ADAPTATIONS ARE PRESENT?

	Yes	No	N/A
Level / ramped access	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Chair/stairlift/through floor lift	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Adapted bathroom / WC	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Adapted kitchen	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Wheelchair accessible WC	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ground floor bedroom / bathroom	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Repositioned electrical controls	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

SAFE ACCESS TO THE FRONT GARDEN FOR A DISABLED PERSON

- No Front Garden
 Unsatisfactory Access
 Satisfactory Access

SAFE ACCESS TO THE REAR GARDEN FOR A DISABLED PERSON

- No Rear Garden
- Unsatisfactory Access
- Satisfactory Access

ARE THERE ANY HHSRS HAZARDS YOU CONSIDER TO BE WORSE THAN AVERAGE?

- Yes
- No

PLEASE INDICATE THE LEVEL OF THE FOLLOWING HAZARDS..

	Average (or better)	Worse than average	Serious (Possible Cat 1)
Damp & Mold		<input type="radio"/>	<input type="radio"/> <input type="radio"/>
Excess Cold	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Excess Heat			<input type="radio"/>
Asbestos	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Biocides	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Carbon Monoxide			<input type="radio"/>
Lead	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Radiation			<input type="radio"/>
Uncombusted Fuel	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Volatile Organic Compounds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Crowding & Space			<input type="radio"/>
Entry by Intruders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lighting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Noise			<input type="radio"/>
Domestic Hygiene Food	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Personal Hygiene/Sanitation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Falls associated with Baths			<input type="radio"/>
Falls associated with Steps	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Electrical Fire	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Hot Surfaces & Materials			<input type="radio"/>
Ergonomics Structural	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Failure			

PROPERTY TYPE

- House
- Bungalow
- Flat
- Maisonette

BUIIT FORM - DWELLING NOT BLOCK

- Detached
- Semi-detached
- End-terrace
- Enclosed End-terrace
- Mid-terrace
- Enclosed Mid-terrace

NUMBER OF STOREYS IN DWELLING - NOT BLOCK

NUMBER OF HABITABLE ROOMS

NUMBER OF HEATED HABITABLE ROOMS

MAIN DWELLING AGE

- | | | |
|--------------------------------------|--------------------------------------|---------------------------------------|
| <input type="checkbox"/> Pre -1900 | <input type="checkbox"/> 1967 - 1975 | <input type="checkbox"/> 1996 - 2002 |
| <input type="checkbox"/> 1900 - 1929 | <input type="checkbox"/> 1976 - 1982 | <input type="checkbox"/> 2003 - 2006 |
| <input type="checkbox"/> 1930 - 1949 | <input type="checkbox"/> 1983 - 1990 | <input type="checkbox"/> 2007 - 2011 |
| <input type="checkbox"/> 1950 - 1966 | <input type="checkbox"/> 1991 - 1995 | <input type="checkbox"/> 2012 onwards |

MAIN DWELLING ROOM IN ROOF AGE (if applicable)

- | | | |
|--------------------------------------|--------------------------------------|--|
| <input type="checkbox"/> Pre -1900 | <input type="checkbox"/> 1976 - 1982 | <input type="checkbox"/> 2007 - 2011 |
| <input type="checkbox"/> 1900 -1929 | <input type="checkbox"/> 1983 - 1990 | <input type="checkbox"/> 2012 onwards |
| <input type="checkbox"/> 1930 -1949 | <input type="checkbox"/> 1991 - 1995 | <input type="checkbox"/> No room in roof |
| <input type="checkbox"/> 1950 - 1966 | <input type="checkbox"/> 1996 – 2002 | |
| <input type="checkbox"/> 1967 - 1975 | <input type="checkbox"/> 2003 - 2006 | |

BASIS OF DIMENSIONS

- Internal
- External

LOWEST FLOOR AREA (m2)

LOWEST FLOOR ROOM HEIGHT (m)

LOWEST FLOOR HEAT LOSS WALL PERIMETER (m)

LOWEST FLOOR PARTY WALL LENGTH (m)

FIRST FLOOR AREA (m²)

FIRST FLOOR ROOM HEIGHT (m)

FIRST FLOOR HEAT LOSS WALL PERIMETER (m)

FIRST FLOOR PARTY WALL LENGTH (m)

SECOND FLOOR AREA (m²)

SECOND FLOOR ROOM HEIGHT (m)

SECOND FLOOR HEAT LOSS WALL PERIMETER (m)

SECOND FLOOR PARTY WALL LENGTH (m)

THIRD FLOOR AREA (m²)

THIRD FLOOR ROOM HEIGHT (m)

THIRD FLOOR HEAT LOSS WALL PERIMETER (m)

THIRD FLOOR PARTY WALL LENGTH (m)

REMAINING FLOOR AREA (m2)

REMAINING FLOOR ROOM HEIGHT (m)

REMAINING FLOOR HEAT LOSS WALL PERIMETER (m)

REMAINING FLOOR PARTY WALL LENGTH (m)

ROOM IN ROOF FLOOR AREA (m2)

IS THERE A CONSERVATORY?

- No
- Yes

IS CONSERVATORY THERMALLY SEPARATED?

- No
- Yes
- N/A

IF THERMALLY SEPARATED, DOES IT HAVE FIXED HEATERS?

- No
- Yes
- N/A

IS CONSERVATORY DOUBLE GLAZED?

- No
- Yes
- N/A

FLOOR AREA OF CONSERVATORY (m2)

GLAZED PERIMETER OF CONSERVATORY (m2)

ROOM HEIGHT OF CONSERVATORY

- 1 storey 2.5 storey
 1.5 storey
 2 storey 3 storey
 N/A

HEAT-LOSS CORRIDOR

- No corridor
 Unheated corridor
 Heated corridor
 N/A

LENGTH OF SHELTERED WALL (m) (Ensure this measurement is included in your overall HLP)

ON WHICH FLOOR IS FLAT LOCATED (0 = Ground floor)

POSITION OF FLAT IN BLOCK

- Ground floor
 Mid floor
 Top floor
 Basement
 N/A

MAIN CONSTRUCTION TYPE

- | | |
|---|--|
| <input type="radio"/> Cavity | <input type="radio"/> Solid brick |
| <input type="radio"/> Timber frame | <input type="radio"/> Cob |
| <input type="radio"/> Stone: Granite / Whinstone | <input type="radio"/> System build |
| <input type="radio"/> Stone: Sandstone/ Limestone | <input type="radio"/> Park Home Wall (if applicable) |

EXTERNAL WALL THICKNESS (mm)

WALL INSULATION TYPE

- | | |
|--|--|
| <input type="radio"/> As built | <input type="radio"/> Filled cavity & External |
| <input type="radio"/> Filled cavity | <input type="radio"/> Unfilled cavity & Internal |
| <input type="radio"/> External | <input type="radio"/> Unfilled cavity & External |
| <input type="radio"/> Internal | <input type="radio"/> Unknown |
| <input type="radio"/> Filled cavity & Internal | |

WALL INSULATION THICKNESS

- 50mm 200mm
- 100mm Unknown
- 150mm

DRY LINING (applicable to STONE/ SOLID BRICK/ CAVITY WALLS only)

- no
- yes
- N/A

PARTY WALL TYPE (if applicable)

- Solid Masonary / Timber/ System build
- Cavity masonry unfilled
- Cavity masonry filled
- Unable to determine
- N/A - Detached property

MAIN PROPERTY ALTERNATIVE WALL PRESENT
UNHEATED CORRIDORS MUST BE ENTERED AS A SHELTERED WALL HERE

- No
- Yes

IS THIS A SHELTERED WALL (Flats only)

- No
- Yes
- N/A

ALTERNATIVE WALL CONSTRUCTION TYPE

- Cavity
- Timber frame
- Stone: Granite/ Whinstone
- Stone: Sandstone/ Limestone
- Solid brick
- Cob
- System build
- N/A

ALTERNATIVE WALL AREA (m2)

ALTERNATIVE WALL THICKNESS (mm)

Don't Know

ALTERNATIVE WALL INSULATION TYPE

- As built
- Filled cavity
- External
- Internal
- Filled cavity & Internal

- 0 Filled cavity & External
- 0 Unfilled cavity & Internal
- 0 Unfilled cavity & External
- 0 **N/A**

ALTERNATIVE WALL INSULATION THICKNESS

- 50mm
- 100mm
- 150mm
- 200mm
- Unknown
- N/A

ALTERNATIVE WALL DRY LINING (applicable to Stone/ Solid brick/ Cavity walls only)

- No
- Yes
- Unknown
- N/A

ROOF CONSTRUCTION

- Pitched - Slate / Tiles (loft access)
- Pitched - Slate/ Tiles (no loft access)
- Pitched - sloping ceiling
- Pitched - thatch
- Flat
- Another dwelling above

ROOF INSULATION AT..

- None
- Joists
- Rafters
- As built
- Unknown
- N/A

INSULATION DEPTH (Pitched/ Thatched)

- 12mm 150mm 350mm
- 25mm 200mm 400+mm
- 50mm 250mm N/A
- 75mm 270mm
- 100mm 300mm

INSULATION DEPTH (Flat/ Sloping Ceiling)

- None
- As built
- 50mm
- 100mm
- 150+mm

- Unknown
- N/A

MAIN PROPERTY ROOM IN ROOF PRESENT

- No
- Yes

ROOM IN ROOF INSULATION

- Unknown
- As built
- Flat ceiling only
- All elements
- not applicable

ROOM IN ROOF INSULATION THICKNESS AT CEILING

- 12mm 150mm 350mm
- 25mm 200mm 400+mm
- 50mm 250mm N/A
- 75mm 270mm
- 100mm 300mm

ROOM IN ROOF INSULATION AT OTHER PARTS

- None
- As built
- 50mm
- 100mm
- 150mm (or more)
- Unknown
- N/A

IS ROOM IN ROOF CONNECTED TO ANOTHER BUILDING PART?

- No
- Yes
- N/A

MAIN PROPERTY FLOOR LOCATION

- Ground floor
- Above partially heated space
- Above unheated space
- To external air
- Same dwelling below
- Another dwelling below

MAIN PROPERTY FLOOR CONSTRUCTION

- Solid

- Suspended Timber
- Suspended not timber
- Unknown
- N/A

MAIN PROPERTY FLOOR INSULATION

- As built
- Retro-fitted
- Unknown
- N/A

MAIN PROPERTY FLOOR INSULATION THICKNESS (if retro-fitted)

- 50mm
- 100mm
- 150mm
- Unknown
- N/A

NUMBER OF DOORS

FLAT DOORS THAT OPEN ONTO A HEATED CORRIDOR SHOULD NOT BE INCLUDED - IN THESE CASES ZERO IS A POSSIBLE ANSWER

WINDOW AREA

- Typical
- Less than typical
- More than typical
- Much less than typical
- Much more than typical

PERCENTAGE OF WINDOWS DOUBLE/TRIPLE GLAZED

PERCENTAGE DRAUGHT PROOFING

GLAZING TYPE

- Single
- DG pre-2002
- DG during or post-2002
- DG date unknown
- Secondary glazing
- Triple glazing

FRAME TYPE (DG pre 2003 or unknown date only)

- PVCframe
- Non-PVC frame
- N/A

GLAZING GAP (PVC frame only)

- 6mm
- 12mm
- 16mm or more
- N/A

NUMBER OF LIGHT FITTINGS

NUMBER OF LOW ENERGY LIGHT FITTINGS

NUMBER OF OPEN FIREPLACES

MECHANICAL VENTILATION (whole house)

- No
- Yes
- N/A

SUPPLY & EXTRACT SYSTEM

- No
- Yes
- N/A

FIXED SPACE COOLING SYSTEM PRESENT

- No
- Yes
- N/A

MAIN HEATING 1 - MAKE & MODEL

MAIN HEATING 1 - HEATING CODE (3 letter Elmhurst Code. e.g BGV, SEB, etc.)

MAIN HEATING FUEL

- Mains Gas
- Electric
- Oil
- House Coal
- Bulk LPG
- Bottled Gas
- Dual Fuel
- Other

MAIN HEATING 1 - HIGH HEAT RETENTION STORAGE HEATERS

(E.G. Quantum)

- Yes
- No
- N/A

MAIN HEATING 1 - HEATING PUMP AGE

- 2012 or earlier
- 2013 or later
- Unknown
- N/A

MAIN HEATING 1 - HEAT EMITTER

- Radiators
- Underfloor
- N/A

MAIN HEATING 1 - FLUE TYPE

- Balanced
- Open
- N/A

MAIN HEATING 1 - FAN ASSISTED FLUE

- Yes
- No
- N/A

MAIN HEATING 1 - % OF HEAT

MAIN HEATING 1 - CONTROLS CODE (3 letter Elmhurst Code. e.g. CSE, CSA etc.)

SECONDARY HEATING CODE (3 letter Elmhurst Code, e.g. REA)

IS THERE A 2ND MAIN HEATING SYSTEM PRESENT

- No
- Yes

MAIN HEATING 2- MAKE & MODEL

SECOND HEATING SYSTEM CODE (3 letter Elmhurst Code)

MAIN HEATING 2- HIGH HEAT RETENTION STORAGE HEATERS

- Yes
- No
- N/A

MAIN HEATING 2- HEATING PUMP AGE

- 2012 or earlier
- 2013 or later
- Unknown
- N/A

MAIN HEATING 2 - HEAT EMITTER

- Radiators
- Underfloor
- N/A

MAIN HEATING 2 - FLUE TYPE

- Balanced
- Open
- N/A

MAIN HEATING 2 - FAN ASSISTED FLUE

- Yes
- No
- N/A

MAIN HEATING 2- % OF HEAT

SECOND MAIN HEATING SYSTEM CONTROL CODE (3 letter Elmhurst Code)

WATER HEATING DESCRIPTION (E.g. From Main or From Immersion)

WATER HEATING CONTROL CODE (3 letter Elmhurst Code. e.g. HWP if from main heating system, HEI from immersion)

HOT WATER CYLINDER SIZE

- No cylinder
- Normal (90 - 130 ltr)
- Medium (131 - 170 ltr)
- Large (> 170 ltr)
- No access
- N/A

HOT WATER CYLINDER INSULATION TYPE

- No insulation
- Spray foam
- Jacket
- N/A

JACKET OR FOAM INSULATION DEPTH

- 12mm
- 25mm
- 38mm
- 50mm
- 80mm
- 120mm
- 160mm
- N/A

IMMERSION HEATER

- Single
- Dual
- N/A

CYLINDER THERMOSTAT

- Yes
- No
- N/A

SOLAR WATER HEATING PRESENT

Yes

No

ARE DETAILS KNOWN

Yes

No

N/A

SOLAR WATER HEATING ELEVATION

Horizontal

30 degrees

45 degrees

60 degrees

Vertical

N/A

SOLAR WATER HEATING OVER-SHADING

None / Little

Modest

Significant

Heavy

N/A

SOLAR PUMP

PV powered

Electrically powered

Unknown power source

N/A

TYPE OF SHOWERS IN THE PROPERTY

Non-electric only

Electric only

Both electric and non-electric

No shower

TOTAL NUMBER OF ROOMS WITH A BATH AND/ OR SHOWER

NUMBER OF ROOMS WITH MIXER SHOWER AND NO BATH

NUMBER OF ROOMS WITH MIXER SHOWER AND BATH

IS WASTE WATER RECOVERY SYSTEM PRESENT

- No or unknown
- Yes - Instantaneous type
- Yes - storage
- Yes - both types

FLUE GAS HEAT RECOVERY SYSTEM PRESENT

- Yes
- No

PHOTOVOLTAIC PANEL PRESENT

- No
- Yes

% OF EXTERNAL ROOF COVERED

CONNECTED TO DWELLINGS ELECTRICITY METER

- Yes
- No

IS THERE A WIND TURBINE

- No
- Yes

ARE WIND TURBINE DETAILS KNOWN

- Yes
- No
- N/A

NUMBER OF TURBINES

ROTOR DIAMETER (m)

HEIGHT ABOVE RIDGE (m)

ELECTRICITY METER TYPE

- Single
- Dual
- 18 Hour
- 24 Hour
- Unknown

IS MAINS GAS AVAILABLE

- Yes
- No

LENGTH OF RESIDENCY

- Under 1 year
- 1 - 2 years
- 3 - 5 years
- 6 - 10 years
- 11 - 20 years
- Over 20 years

GIVEN A FREE CHOICE - WOULD YOU LIKE TO MOVE IN THE NEXT 12 MONTHS?

- No
- Don't Know
- Yes - possibly
- Yes - definitely

Very Satisfied Quite satisfied Quite dissatisfied Very dissatisfied Don't know

Satisfaction with current accommodation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Satisfaction with the area in which you live	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

OVER THE LAST 5 YEARS HAS YOUR AREA

- Remained the same
- Improved
- Declined

ARE THERE ANY ISSUES IN YOUR NEIGHBOURHOOD?

- No

Yes

NEIGHBOURHOOD ISSUES

	Not a problem	Minor problem	Major problem
Property crime	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Auto crime	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Personal assault/theft	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Racial harassment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Unsocial behaviour	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Groups of youths causing annoyance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Graffiti	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drug abuse/dealing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Empty properties	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Public drinking/drunkenness	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Traffic noise	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Litter/ fly tipping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog fouling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

NUMBER OF PERSONS NORMALLY RESIDENT AT THIS PROPERTY?

Person 1 - Gender

- Male
- Female Person

1 - Age in years

Person 1 - Economic Status

- Full time work(>= 30 hours)
- Looking after home
- Part time work(< 30 hours)
- Wholly retired
- Registered unemployed
- Student
- Permanently sick / disabled Person

1 - Ethnicity

- White British
- White & Black African
- Bangladeshi
- Chinese
- Irish
- White & Asian
- Asian background - other
- Any other
- White - other
- Mixed - other
- Caribbean
- Gypsy/Traveller
- Indian
- African
- White& Black Caribbean
- Pakistani

Person 2 - RELATIONSHIP TO PERSON 1

- Spouse / Partner
- Child
- Parent (including in-law)
- Other family member
- Friend / lodger
- Other
- Grandchild

Person 2 - Gender

- Male
- Female Person

2 - Age in Years

Person 3 - RELATIONSHIP TO PERSON 1

- Spouse / Partner
- Child
- Parent (including in-law)
- Grandchild
- Other family member
- Friend / lodger
- Other

Person 3 - Gender

- Male
- Female Person

3 - Age in Years

Person 4 - Relationship to Person 1

- Partner/Spouse
- Child
- Parent (including in-law)
- Grandchild
- Other family member
- Friend / lodger
- Other

Person 4 - Gender

- Male
- Female Person

4 - Age in Years

Person 5 - Relationship to Person 1

- 0 Other family member
- 0 Friend / lodger
- 0 Other

Person 5 - Gender

- Male
- Female Person

5 - Age in Years

Person 6 - Relationship to Person 1

- Spouse / Partner
- Child

- Parent (including in-law)
- Grandchild
- Other family member
- Friend / lodger
- Other

Person 6 - Gender

- Male
- Female Person

6 - Age in Years

Person 7 - Relationship to Person 1

- Spouse / Partner
- Child

- Parent (including in-law)
- Grandchild
- Other family member
- Friend / lodger
- Other

Person 7 - Gender

- Male
- Female

Person 7 - Age in
Years

Person 8 - Relationship to Person 1

- Spouse / partner
- Child

- Parent (including in-law)
- Grandchild
- Other family member
- Friend / lodger
- Other

Person 8 - Gender

- Male
- Female

DOES ANYONE IN THE HOUSEHOLD SUFFER FROM A LIMITING LONG-TERM ILLNESS OR DISABILITY?

- No
- Yes

WHICH ILLNESS/DISABILITY DO HOUSEHOLD MEMBERS SUFFER?

	No	Yes	N/A
Heart/Circulatory problems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Respiratory Illness	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mobility impairment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Visual impairment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Hearing impairment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Speech impairment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mental health problem	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Learning difficulty/disability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other physical disability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

HAS THE ILLNESS/ DISABILITY CAUSED YOU/FAMILY MEMBER TO..

	No	Yes	N/A
Visit GP at their surgery	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Had GP home visit	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Contact NHS Direct	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Attend A&E	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Attend hospital as outpatient	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Attend hospital as inpatient	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

DOES ANYONE IN THE HOUSEHOLD PROVIDE FULL TIME CARE FOR THE PERSON WITH A DISABILITY/ LIMITING LONG TERM ILLNESS?

- No
- Yes
- N/A

DURING THE PAST YEAR HAS ANY HOUSEHOLD MEMBER HAD AN ACCIDENT IN THE HOME?

- No
- Yes

DID THE ACCIDENT RESULT IN ANY OF THE FOLLOWING?

	No	Yes	N/A
Consult with GP	0	0	0
Attend A&E	0	0	0
Attend hospital as outpatient	0	0	0
Attend hospital as inpatient	0	0	0

DO ANY HOUSEHOLD MEMBERS HAVE DIFFICULTIES WITH ANY OF THE FOLLOWING?

	No	Yes
Climbing stairs		
Getting in/out of bath	0	0
Turning taps on/off	0	0
Cooking / preparing food	0	0
Using WC	0	0
Washing/ drying clothes	0	0
Access to / from home	0	0
Access to ground floor rooms	0	0
Access to from /rear gardens	0	0

DO YOU THINK THE DESIGN AND/ OR CONDITION OF YOUR HOME AFFECTS THE HEALTH AND WELL-BEING OF YOUR FAMILY?

- No
- Yes - positively
- Yes - negatively
- Don't Know

SOURCES OF INCOME DURING LAST MONTH

	No	Yes
No source of income	0	0
Earnings/ wages/ salary / bonuses	0	0
Income from self-employment	0	0
Interest from savings/investment	0	0
Other income (child maintenance, income from lodgers/ non-dependents)	0	0
State Pension	0	0
Private Pension	0	0

DID ANYONE IN THE HOUSEHOLD RECEIVE ANY BENEFITS DURING THE LAST MONTH

- No
- Yes

BENEFITS RECEIVED

- Income based jobseekers allowance (JSA)
- Income related Employment & Support Allowance (ESA) Working tax credit

Pension credit (including saving credit) Child tax credit

Child Benefit Income support

Housing benefit/ Local housing allowance Council tax support

Attendance allowance

Disability living allowance (DLA) Incapacity benefit

Carer's Allowance

Personal Independence Payments (PIP)

Universal Credit

Social Fund (Sure Start Maternity Grant, Cold Weather Payment or Funeral Payment)

Other

WHOLE HOUSEHOLD NET INCOME BAND (ie. after tax insurance etc.) Include income from all sources e.g employment, self-employment, benefits, interest from investments etc.)

- Up to £9 week, £42 month, £519 year
- £10 - £29, £43 - £129, £520 - £1,559
- £30 - £49, £130 - £216, £1,560 - £2,599
- £50 - £69, £217 - £302, £2,600 - £3,639
- £70 - £89, £303 - £389, £3,640 - £4,679
- £90 - £119, £390 - £519, £4,680 - £6,239
- £120 - £159, £520 - £692, £6,240 - £8,319
- £160 - £199, £693- £866, £8,320 - £10,399
- £200 - £239, £867 - £1,039, £10,400 - £12,479
- £240 - £279, £1,040 - £1,212, £12,480 - £14,559
- £280 - £319, £1,212 - £1,386, £14,560 - £16,639
- £320 - £359, £1,387 - £1,559, £16,640 - £18,719
- £360 - £399, £1,560 - £1,732, £18,720 - £20,799
- £400-£499, £1,733 -£2,166, £20,800 - £25,999
- £500 - £599, £2,167 - £2,599, £26,000 - £31,199
- £600 - £699, £2,600 - £3,032, £31,200 - £36,399
- £700 - £799, £3,033 - £3,466, £36,400 - £41,599
- £800 - £899, £3,467 - £3,899, £41,600 - £46,799
- £900 - £999, £3,900 - £4,332, £46,800 - £51,999
- £1,000 or more, £4,333 or more, £52,000 or more
- Refused
- Not applicable

DOES YOUR HOUSEHOLD HAVE ANY SAVINGS?

- | | | |
|---------------------------------------|---|---|
| <input type="radio"/> No - In debt | <input type="radio"/> £2,501 - £5,000 | <input type="radio"/> £20,001 - £25,000 |
| <input type="radio"/> None | <input type="radio"/> £5,001 - £10,000 | <input type="radio"/> £25,001 - £30,000 |
| <input type="radio"/> Under £1,000 | <input type="radio"/> £10,001 - £15,000 | <input type="radio"/> Over £30,000 |
| <input type="radio"/> £1,000 - £2,500 | <input type="radio"/> £15,001 - £20,000 | <input type="radio"/> Refused |

HOW MUCH TO YOU SPEND ON ELECTRICITY EACH YEAR?

- | | | |
|----------------------------------|-------------------------------------|---------------------------------------|
| <input type="radio"/> Under £200 | <input type="radio"/> £751 - £1,000 | <input type="radio"/> £1,501 - £2,000 |
|----------------------------------|-------------------------------------|---------------------------------------|

- £200 - £500 £1,001 - £1,250 Over £2,000
 £501 - £750 £1,251 - £1,500 Unobtainable

HOW MUCH TO YOU SPEND ON GAS EACH YEAR?

- Under£200 £1,001 - £1,250 Unobtainable
 £200-£500 £1,251 - £1,500 N/A
 £501 - £750 £1,501 - £2,000
 £751 - £1,000 Over £2,000

HOW MUCH TO YOU SPEND ON OTHER FUEL EACH YEAR?

- Under£200 £1,001 - £1,250 Unobtainable
 £200-£500 £1,251 - £1,500 N/A
 £501 - £750 £1,501 - £2,000
 £751 - £1,000 Over £2,000

BY WHAT MEANS DO YOU NORMALLY PAY FOR YOUR FUEL?

- | | Yes | No | Don't Know |
|------------------------------|-----------------------|-----------------------|-----------------------|
| Quarterly Bill | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Budget Account/ Direct Debit | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Payment Book | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Power Cards | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Fuel Direct | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

HOW EASY IS IT TO HEAT YOUR HOME TO A COMFORTABLE LEVEL IN WINTER?

- Quite easy
 Can just afford
 Some difficulty
 Great difficulty

IN WINTER WOULD YOU NORMALLY HEAT?

- All rooms
 Most rooms
 Some rooms
 Only one room
 Don't know

DO YOU HAVE ACCESS TO THE INTERNET?

- Yes
 No

HAVE YOU EVER SWITCHED ELECTRICITY/ GAS SUPPLIER?

- Yes
 No
 Don't know

WAS THIS WITHIN THE LAST 12 MONTHS?

- Yes
- No
- Don't know
- N/A

DO YOU FEEL SAFE IN YOUR HOME AT NIGHT?

- Safe
- Unsafe
- Don't Know

DO YOU FEEL SAFE IN YOUR LOCAL AREA AT NIGHT?

- Safe
- Unsafe
- Don't Know

HAS ANY MEMBER OF YOUR HOUSEHOLD BEEN A VICTIM OF CRIME IN THE LAST 12 MONTHS

- No
- Yes
- Don't Know

HAS ANYONE IN YOUR HOUSEHOLD ENCOUNTERED ANY ANTI-SOCIAL BEHAVIOUR IN THE IMMEDIATE AREA?

- No
- Yes
- Don't Know

TENURE

- Owner occupied
- Rented/ Rent free/ Tied
- RSL

DO YOU HAVE A MORTGAGE

- No
- Yes
- Don't know

OUTSTANDING MORTGAGE

- | | | | |
|---|--|---|---------------------------------------|
| <input type="radio"/> Less than £5,000 | <input type="radio"/> £45,000 - £60,000 | <input type="radio"/> £120,000 - £150,000 | <input type="radio"/> Over £240,000 |
| <input type="radio"/> £5,000 - £15,000 | <input type="radio"/> £60,000 - £75,000 | <input type="radio"/> £150,000 - £180,000 | <input type="radio"/> Don't know/ N/A |
| <input type="radio"/> £15,000 - £30,000 | <input type="radio"/> £75,000 - £90,000 | <input type="radio"/> £180,000 - £210,000 | |
| <input type="radio"/> £30,000 - £45,000 | <input type="radio"/> £90,000 - £120,000 | <input type="radio"/> £210,000 - £240,000 | |

REMAINING MORTGAGE LIFE

- | | |
|---|---------------------------------------|
| <input type="radio"/> Less than 5 years | <input type="radio"/> 15 - 20 years |
| <input type="radio"/> 5 -10 years | <input type="radio"/> Over 20 years |
| <input type="radio"/> 10 - 15 years | <input type="radio"/> Don't know/ N/A |

TO WHAT EXTENT DO THE FOLLOWING ACT AS A BARRIER TO YOU REPAIRING YOUR HOME?

	No	Yes	Don't Know
Getting independent advice on what is needed and likely cost	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Finding a reliable builder/ contractor/ tradesman	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Need DIY skills	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Access to money to do works	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

IF THE COUNCIL PROVIDED A LIST OF BUILDERS & CONTRACTORS WOULD YOU FIND THIS USEFUL?

- Yes
- No
- Don't Know

WOULD YOU CONSIDER RE-MORTGAGING, OR OTHERWISE USING THE VALUE OF YOUR HOME TO CARRY OUT NECESSARY REPAIRS

- Yes
- No
- Don't know

IF THE COUNCIL PROVIDED AFFORDABLE/ LOW COST LOANS TO REPAIR OR IMPROVE YOUR HOME WOULD YOU BE INTERESTED?

- Yes
- No
- Don't know

HAVE YOU COMPLETED ANY MAJOR REPAIRS/ IMPROVEMENTS IN LAST 5 YEARS?

- Yes
- No
- Don't know

IMPROVEMENTS COMPLETED

	Yes	No
Cavity wall insulation	<input type="radio"/>	<input type="radio"/>
Loft insulation	<input type="radio"/>	<input type="radio"/>
<input type="radio"/> Central heating for 1st time	<input type="radio"/>	<input type="radio"/>
Changed central heating system	<input type="radio"/>	<input type="radio"/>
Installed PVs	<input type="radio"/>	<input type="radio"/>
New windows / double glazing	<input type="radio"/>	<input type="radio"/>
New external doors	<input type="radio"/>	<input type="radio"/>
Rewired	<input type="radio"/>	<input type="radio"/>
Added extension/ conservatory	<input type="radio"/>	<input type="radio"/>
External repairs	<input type="radio"/>	<input type="radio"/>

HAVE ANY OF THE ENERGY EFFICIENCY MEASURES UNDERTAKEN BEEN EFFECTIVE?

- Yes
- No
- Don't know/ N/A

DO YOU INTEND TO CARRY OUT ANY REPAIRS IN THE NEXT 5 YEARS?

- Yes
- No
- Don't know

IMPROVEMENTS INTENDED

	Yes	No	N/A
Cavity wall insulation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Loft insulation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Central heating for 1st time	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Change existing central heating	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
New kitchen	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
New bathroom	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
New windows / double glazing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
New external doors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rewire	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Add extension/ conservatory	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
External repairs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

DO YOU DEAL WITH YOUR LANDLORD DIRECTLY OR THROUGH A PROPERTY AGENT?

- Landlord directly
- Property agent
- Don't know

WHAT IS YOUR TOTAL MONTHLY RENT - INCLUDE HOUSING BENEFIT

HAVE YOU INFORMED YOUR LANDLORD OR AGENT ABOUT ANY OUTSTANDING REPAIRS?

- Yes
- No
- Don't know

IF YES, ARE THESE ISSUES BEING ADDRESSED?

- Yes
- No
- N/A

DO YOU CONSIDER YOUR HOME TO BE IN A GOOD STATE OF REPAIR?

- Yes - Very good
- Yes - quite good
- No - poor

APPENDIX D: SURVEY METHOD

1. THE SURVEY FRAMEWORK

The survey was designed and implemented within the national guidelines recommended for local house condition surveys. This has involved the physical inspection of a sample of 1,000 dwellings and the completion of a short interview with the occupying households. To support sub-area reporting across the Council area a target sample size of 1,000 dwellings was agreed. Sample sizes were set to facilitate survey reporting both City-wide and for agreed sub-areas. Four sub areas were determined comprising:

- ♦ *Barton and Tredworth Ward*
- ♦ *Kingsholm and Wotton Ward*
- ♦ *Westgate Ward*
- ♦ *City Remainder*

Sub area selection was conducted in associated with Council staff with area selection based on known housing characteristics and conditions across the City. With the exception of 'City Remainder' the three key target areas offer known concentrations of older housing and private rental.

Survey data has been "grossed up" to represent total dwellings and households within the City. To do this estimates must be made of the total housing stock and resident households. While such estimates represent a bi-product of technical sampling processes they also form the critical base for all survey estimates and an important input to private sector housing planning.

Housing and household estimates are computed in a series of stages and by combining outputs from the Address Registers with actual survey data collected through visits to sampled addresses.

The stages involved in estimating housing stock are as follows:

STAGE 1: Conversion of Address Register addresses to effective housing stock. Initial addresses issued are each assumed to represent one dwelling. The actual situation recorded during survey is used to adjust this assumption in one of two ways:

- (a) **By removing ineffective addresses which do not form a part of the residential housing stock eg retail, commercial, closed, non-permanent dwellings.**
- (b) **By adjusting for the actual number of dwellings located at each address. This may be more than one where several self-contained flats are located at *one* building address,**

or less than one where several non self-contained units have individual addresses within the one building.

STAGE 2: Housing estimates are derived by applying the address/dwelling ratio to effective address counts. This is completed on an area basis together with estimates of occupancy status.

STAGE 3: Conversion of dwellings to Households. Household estimates are derived by examining levels of occupancy within the housing stock. The survey provides estimates of the number of households which are applied to the occupied housing stock.

2. FIELDWORK

Dwelling inspections were completed by experienced surveyors in our employ.

3. SURVEYOR VARIABILITY

The problem of surveyor variability in house condition surveys has received a considerable amount of attention in recent years. By surveyor variability we mean the extent to which the judgement of any individual surveyor varies from the standards established for the survey. It is impossible for complete uniformity to be achieved for many reasons including the work experience of the surveyors and the subjective nature of some of the assessment required. However, a number of steps can be introduced to minimise the potential bias that such variability introduces. The steps taken in the City of Gloucester include:

- ***A detailed briefing and training exercise prior to survey implementation and involving all surveyors engaged in survey duties.***
- ***A programme of regular monitoring involving the ongoing review of returns from surveyors and a 5% back check of completed inspections.***
- ***In built validation checks within the electronic data capture software including range violation and logic checks.***
- ***Computerised validation of surveyor returns***

5. COMPUTATION OF REPAIR COSTS

For repair cost dwellings were classified by type, number of storeys, number of rooms and date of construction. (Table D1).

TABLE D1: DWELLING CLASSIFICATION FOR COSTING PURPOSES

DWELLING TYPE	PRE-1919			1919-1939			POST-WAR		
	1Flr.	2Flrs.	3Flrs.	1Flr.	2Flrs.	3Flrs.	1Flr.	2Flrs.	3Flrs.
Detached House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Semi-D/End Terr House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Mid Terrace House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Purpose Built Flat	3rm	-	-	4rm	-	-	5rm	-	-
Tower/Slab Flat	-	-	-	6rm	-	-	4rm	-	-
Converted Flat	4rm	-	-	4rm	-	-	4rm	-	-

rm = Rooms

All costs are based on bespoke schedules of rates developed for the survey. Original pricing is based on the National Schedule of Rates published under the auspices of the Society of Chief Quantity Surveyors in Local Government and the Building Employers Confederation.

The costing process involves grouping dwellings into their appropriate classifications. The next step is to apply surveyor repair markings to the elemental renewal costs. This involves taking the set proportion of full renewal cost appropriate to the particular marking. Where the markings are on a five point scale by individual room they are converted to a per dwelling basis using weighting factors to reflect different room sizes. The surveyors markings generate elemental repair costs which range from 0% to 100% of full renewal cost. Finally, elemental repair costs are aggregated and, where appropriate, a scale reduction factor is applied to produce the total repair cost per dwelling, (costs over £5000). A number of refinements aimed at improving the accuracy of the cost estimating have been incorporated in the process.

- ***The elemental renewal costs reflect the average quality of each dwelling classification in terms of specification, ornateness of detailing, etc. Where a dwelling is identified as being of superior quality when built, enhancement factors are automatically applied to the repair costs of the appropriate elements.***
- ***Decoration within a dwelling does not feature as a repair element in its own right. However, where the scope of internal repairs is such that redecoration, in whole or in part, would be required, then the cost of this is automatically added in.***
- ***Where the repair requirement of elements is assessed on a five point scale, enhancement factors are applied to the lower readings to reflect the higher unit costs of small repairs.***
- ***Other refinements built into the system include a reflection of the differences in the cost of repairing pitched or flat roofs, full or partial central heating installations, etc.***

APPENDIX E: THE DECENT HOMES STANDARD

E.1 This appendix gives a detailed definition of the decent homes standard and explains the four criteria that a decent home is required to meet. These are:

- it meets the current statutory minimum standard for housing;
- it is in a reasonable state of repair;
- it has reasonably modern facilities and services;
- it provides a reasonable degree of thermal comfort.

E.2 The decent home definition provides a minimum standard. Landlords and owners doing work on their properties may well find it appropriate to take the dwellings above this minimum standard.

Criterion A: the dwelling meets the current statutory minimum standard for housing

E.3 MINIMUM STATUTORY STANDARDS : The Housing Act 2004 (Chapter 34) introduces a new system for assessing housing conditions and enforcing housing standards. The new system which replaces the former test of fitness for human habitation (Section 604, Housing Act 1985) operates by reference to the existence of Category 1 or Category 2 hazards on residential premises as assessed within the Housing Health and Safety Rating System (HHSRS - Version 2). For the purposes of the current survey the presence of Category 1 hazards has been assumed to represent statutory failure. These are hazards falling within HHSRS Bands A, B or C and accruing hazard scores in excess of 1000 points.

Criterion B: the dwelling is in a reasonable state of repair

E.4 A dwelling satisfies this criterion unless:

- one or more key building components are old and, because of their condition, need replacing or major repair; or
- two or more other building components are old and, because of their condition, need replacement or major repair.

BUILDING COMPONENTS

E.5 Building components are the structural parts of a dwelling (eg wall structure, roof structure), other external elements (eg roof covering, chimneys) and internal services and amenities (eg kitchens, heating systems).

E.6 Key building components are those which, if in poor condition, could have an *immediate* impact on the integrity of the building and cause further deterioration in other components.

They are the external components plus internal components that have potential safety implications and include:

- External Walls
- Roof structure and covering
- Windows/doors
- Chimneys
- Central heating boilers
- Gas fires
- Storage Heaters
- Electrics

E.7 If any of these components are old and need replacing, or require immediate major repair, then the dwelling is not in a reasonable state of repair and remedial action is required.

E.8 Other building components are those that have a less immediate impact on the integrity of the dwelling. Their combined effect is therefore considered, with a dwelling not in a reasonable state of repair if two or more are old and need replacing or require immediate major repair.

'OLD' AND IN 'POOR CONDITION'

E.9 A component is defined as 'old' if it is older than its expected or standard lifetime. The component lifetimes used are consistent with those used for resource allocation to local authorities and are listed at the end of this appendix.

E.10 Components are in 'poor condition' if they need major work, either full replacement or major repair. The definitions used for different components are at listed at the end of this appendix.

E.11 One or more key components, or two or more other components, must be both old and in poor condition to render the dwelling non-decent on grounds of disrepair. Components that are old but in good condition or in poor condition but not old would not, in themselves, cause the dwelling to fail the standard. Thus for example a bathroom with facilities which are old but still in good condition would not trigger failure on this criterion.

E.12 Where the disrepair is of a component affecting a block of flats, the flats that are classed as non-decent are those directly affected by the disrepair.

Criterion C: The dwelling has reasonably modern facilities and services

E.13 A dwelling is considered not to meet this criterion if it lacks three or more of the following facilities:

- a kitchen which is 20 years old or less;
- a kitchen with adequate space and layout;
- a bathroom which is 30 years old or less;
- an appropriately located bathroom and WC;
- adequate sound insulation;
- adequate size and layout of common entrance areas for blocks of flats.

E.14 The ages used to define the 'modern' kitchen and bathroom are less than those for the disrepair criterion. This is to take account of the modernity of kitchens and bathrooms, as well as their functionality and condition.

E.15 There is some flexibility inherent in this criterion, in that a dwelling has to fail on three criteria before failure of the decent homes standard itself. Such a dwelling does not have to be fully modernised for this criterion to be passed: it would be sufficient in many cases to deal with only one or two of the facilities that are contributing to the failure.

E.16 These standards are used to calculate the national standard and have been measured in the English House Condition Survey (EHCS) for many years. For example, in the EHCS:

- a kitchen failing on adequate space and layout would be one that was too small to contain all the required items (sink, cupboards, cooker space, worktops etc) appropriate to the size of the dwelling;
- an inappropriately located bathroom or WC is one where the main bathroom or WC is located in a bedroom or accessed through a bedroom (unless the bedroom is not used or the dwelling is for a single person). A dwelling would also fail if the main WC is external or located on a different floor to the nearest wash hand basin, or if a WC without a wash hand basin opens on to a kitchen in an inappropriate area, for example next to the food preparation area;

Decent homes – definition : inadequate insulation from external airborne noise would occur where there are problems with, for example, traffic (rail, road or aeroplanes) or factory noise. Reasonable insulation from these problems should be ensured through installation of double glazing; inadequate size and layout of common entrance areas for blocks of flats would occur where there is insufficient room to manoeuvre easily, for example where there are narrow access ways with awkward corners and turnings, steep staircases, inadequate landings, absence of handrails, low headroom etc.

Criterion D: the dwelling provides a reasonable degree of thermal comfort

E.17 The definition requires a dwelling to have both:

- efficient heating; and
- effective insulation.

E.18 Under this standard, efficient heating is defined as any gas or oil programmable central heating or electric storage heaters/programmable solid fuel or LPG central heating or similarly efficient heating systems. Heating sources which provide less energy efficient options fail the decent home standard.

E.19 Because of the differences in efficiency between gas/oil heating systems and the other heating systems listed, the level of insulation that is appropriate also differs:

- For dwellings with gas/oil programmable heating, cavity wall insulation (if there are cavity walls that can be insulated effectively) or at least 50mm loft insulation (if there is loft space) is an effective package of insulation under the minimum standard set by the Department of Health;
- For dwellings heated by electric storage heaters/programmable solid fuel or LPG central heating a higher specification of insulation is required to meet the same standard: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavity walls that can be insulated effectively).

Component lifetimes and definition of 'in poor condition' used in the national measurement of the disrepair criterion

COMPONENT LIFETIMES

E.20 Table E.1 shows the predicted lifetimes of various key building components within the disrepair criterion to assess whether the building components are 'old'. These are used to construct the national estimates of the number of dwellings that are decent and those that fail.

Table E.1: Component lifetimes used in the disrepair criterion

Building Components (key components marked *)	Houses and Bungalows	All flats in blocks of below 6 storeys	All flats in blocks of 6 or more storeys
LIFE EXPECTANCY			
Wall structure*	80	80	80
Lintels*	60	60	60
Brickwork (spalling)*	30	30	30
Wall finish*	60	60	30
Roof structure*	50	30	30
Chimney	50	50	N/A
Windows*	40	30	30
External doors*	40	30	30
Kitchen	30	30	30
Bathrooms	40	40	40
Heating – central heating gas boiler*	15	15	15
Heating – central heating distribution system	40	40	40
Heating – other*	30	30	30
Electrical systems*	30	30	30

IN POOR CONDITION

E.21 Table E.2 sets out the definitions used within the disrepair criterion to identify whether building components are 'in poor condition'. These are consistent with EHCS definitions and will be the standard used to monitor progress nationally through the EHCS. The general line used in the EHCS is that, where a component requires some work, repair should be prescribed rather than replacement unless:

- the component is sufficiently damaged that it is impossible to repair;
- the component is unsuitable, and would be even it were repaired, either because the material has deteriorated or because the component was never suitable; (for external components) even if the component were repaired now, it would still need to be replaced within 5 years.

Table E.2: Component Condition used in the disrepair criterion

Building Components (key components marked *)	Houses and Bungalows
Wall structure	Replace 10% or more or repair 30% or more
Wall finish	Replace/repoint/renew 50% or more
Chimneys	1 chimney needs partial rebuilding or more
Roof Structure	Replace 10% or more to strengthen 30% or more
Roof Covering	Replace or isolated repairs to 50% or more
Windows	Replace at least one window or repair/replace sash or member to at least two (excluding easing sashes, reglazing painting)
External doors	Replace at least one
Kitchen	Major repair or replace 3 or more items out of the 6 (cold water drinking supply, hot water, sink, cooking provision, cupboards)
Bathroom	Major repair or replace 2 or more items (bath, wash hand basin)
Electrical System	Replace or major repair to system
Central Heating Boiler	Replace or major repair
Central Heating Distribution	Replace or major repair
Storage Heating	Replace or major repair

APPENDIX F:

GLOSSARY OF TERMS

AGE/CONSTRUCTION DATE OF DWELLING

The age of the dwelling refers to the date of construction of the oldest part of the building.

ADAPTATION

The installation of an aid or alternation to building design or amenity to assist normal dwelling use by physically or mentally impaired persons.

BASIC AMENITIES

Dwellings lack basic amenities where they do not have all of the following:

- kitchen sink;
- bath or shower in a bathroom;
- a wash hand basin;
- hot and cold water to the above;
- inside WC.

BEDROOM STANDARD

The bedroom standard is the same as that used by the General Household Survey, and is calculated as follows:

- a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over,
- each pair of young persons aged 10-20 of the same sex,
- and each pair of children under 10 (regardless of sex);
- unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom;
- any remaining unpaired children under 10 are also allocated a separate bedroom.

The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by informants even though they may not be in use as such.

CATEGORY 1 HAZARD

A hazard rating score within the HHSRS accruing in excess of 1000 points and falling into Hazard Bands A, B or C.

DECENT HOMES

A decent home is one that satisfies all of the following four criteria:

- it meets the current statutory minimum standard for housing.
- it is in a reasonable state of repair;
- it has reasonably modern facilities and services;
- it provides a reasonable degree of thermal comfort.

See Appendix E for further details.

DOUBLE GLAZING

This covers factory made sealed window units only. It does not include windows with secondary glazing or external doors with double or secondary glazing (other than double glazed patio doors which count as 2 windows).

DWELLING

A dwelling is a self contained unit of accommodation where all rooms and facilities available for the use of the occupants are behind a front door. For the most part a dwelling will contain one household, but may contain none (vacant dwelling), or may contain more than one (HMO).

TYPE OF DWELLING

Dwellings are classified, on the basis of the surveyors' inspection, into the following categories:

small terraced house: a house less than 70m² forming part of a block where at least one house is attached to two or more other houses;

medium/large terraced house: a house 70m² or more forming part of a block where at least one house is attached to two or more other houses;

semi-detached house: a house that is attached to one other house;

detached house: a house where none of the habitable structure is joined to another building (other than garages, outhouses etc.);

bungalow: a house with all of the habitable accommodation on one floor. This excludes chalet bungalows and bungalows with habitable loft conversions, which are treated as houses;

purpose built flat, low rise: a flat in a purpose built block less than 6 storeys high. Includes cases where there is only one flat with independent access in a building which is also used for non-domestic purposes;

purpose built flat, high rise: a flat in a purpose built block of at least 6 storeys high;

converted flat: a flat resulting from the conversion of a house or former non-residential building. Includes buildings converted into a flat plus commercial premises (typically corner shops).

EMPLOYMENT STATUS OF HOH

full time employment: working at least 30 hours per week as an employee or as self-employed. It includes those on government-supported training schemes but excludes any unpaid work;

part-time employment: working less than 30 hours per week as an employee or as self-employed. It excludes any unpaid work;

retired: fully retired from work i.e. no longer working, even part time. Includes those who have retired early;

unemployed: includes those registered unemployed and those who are not registered but seeking work;

other inactive: includes people who have a long term illness or disability and those looking after family/home;

employed full or part time: as above.

HRP

Household representative person.

FITNESS

The Fitness Standard is defined by the 1989 Local Government and Housing Act: *section 604:* under Section 604 covering all the stock a dwelling is fit for human habitation unless in the opinion of the local housing authority it fails to meet one or more of the following requirements and by reason of that failure is not reasonably suitable for

occupation: it is free from disrepair; it is structurally stable; it is free from dampness prejudicial to the health of the occupants (if any); it has adequate provision for lighting, heating and ventilation; it has an adequate piped supply of wholesome water; it has an effective system for the draining of foul, waste and surface water; it has a suitably

located WC for the exclusive use of the occupants; it has for the exclusive use of the occupants (if any) a suitably located bath or shower and wash-hand basin, each of which is provided with a satisfactory supply of hot and cold water; and there are satisfactory facilities in the dwelling home for the preparation and cooking of food, including a sink with a satisfactory supply of hot and cold water.

HHSRS

The Housing Health and Safety Rating System (HHSRS) is the Government's new approach to the evaluation of the potential risks to health and safety from any deficiencies identified in dwellings. The HHSRS, although not in itself a standard, has been introduced as a replacement for the Housing Fitness Standard (Housing Act 1985, Section 604, as amended). Hazard scores are banded to reflect the relative severity of hazards and their potential outcomes. There are ten hazard bands ranging from Band J (9 points or less) the safest, to Band A (5000 points or more) the most dangerous. Using the above bands hazards can be grouped as Category 1 or Category 2. A Category 1 hazard will fall within

Bands A, B and C (1000 points or more); a Category 2 hazard will fall within Bands D or higher (under 1000 points).

HMO

As defined in Section 254 Housing Act 2004, which relates predominantly to bedsits and shared housing where there is some sharing of facilities by more than one household.

HOUSEHOLD

One person living alone or a group of people who have the address as their only or main residence and who either share one meal a day or share a living room.

HOUSEHOLD TYPES

The classification is based on the primary family unit within the household only. This means that households in the first 4 categories (couple based and lone parents) may include other people in other family units. For example, a couple with dependent children who also have an elderly parent or a grown up non-dependent child living with them are still classed as a couple with dependent children. The types are:

Single Person: Single person aged below pensionable age;

Single Parent: Single person aged below pensionable age together with one or more persons aged under 16 years;

Small Adult: Two persons aged below pensionable age;

Small Family: Two persons aged below pensionable age together with one or two persons aged under 16 years;

Large Family: Two persons aged below pensionable age together with three or more persons aged under 16 years;

Large Adult: Three or more persons aged below pensionable age;

Elderly: One or more persons aged over pensionable age

LONG TERM ILLNESS OR DISABILITY

Whether anybody in the household has a long-term illness or disability. The respondent assesses this and long-term is defined as anything that has troubled the person, or is likely to affect them, over a period of time.

MEANS TESTED BENEFITS (IN RECEIPT OF)

Households where the HOH or partner receives Income Support, income-based Job Seekers Allowance, Working Families Tax Credit, Disabled Persons Tax Credit or Housing Benefit. Note that Council Tax Benefit is excluded from this definition.

SAP

The main measure of energy efficiency used in the report is the energy cost rating as determined by the Government's Standard Assessment Procedure (SAP). This is an index based on calculated annual space and water heating costs for a standard heating regime and is expressed on a scale of 1 (highly energy inefficient) to 120 (highly energy efficient).

SECURE WINDOWS AND DOORS

Homes with secure windows and doors have both of the following:

- main entrance door is solid or double glazed; the frame is strong; it has an auto deadlock or standard Yale lock plus mortise lock;
- all accessible windows (ground floor windows or upper floor windows in reach of flat roofs) are double glazed, either with or without key locks.

TENURE

Three categories are used for most reporting purposes:

owner-occupied: includes all households who own their own homes outright or buying them with a mortgage/loan. Includes intermediate ownership models;

private rented or private tenants: includes all households living in privately owned property which they do not own. Includes households living rent free, or in tied homes. Includes un-registered housing associations tenants;

registered social landlord (RSL): includes all households living in the property of registered housing associations.

VACANT DWELLINGS

The assessment of whether or not a dwelling was vacant was made at the time of the interviewer's visit. Clarification of vacancy was sought from neighbours. Two types of vacant property are used:

transitional vacancies: are those which, under normal market conditions, might be expected to experience a relatively short period of vacancy before being bought or re-let;

problematic vacancies: are those which remain vacant for long periods or need work before they can be re-occupied.

Dwellings vacant for up to 1 month are classified as transitional vacancies and those unoccupied for at least 6 months are treated as problematic vacancies. Dwellings vacant for between 1 and 6 months can

be problematic or transitional depending on whether they are unfit for human habitation and therefore require repair work prior to being re-occupied.

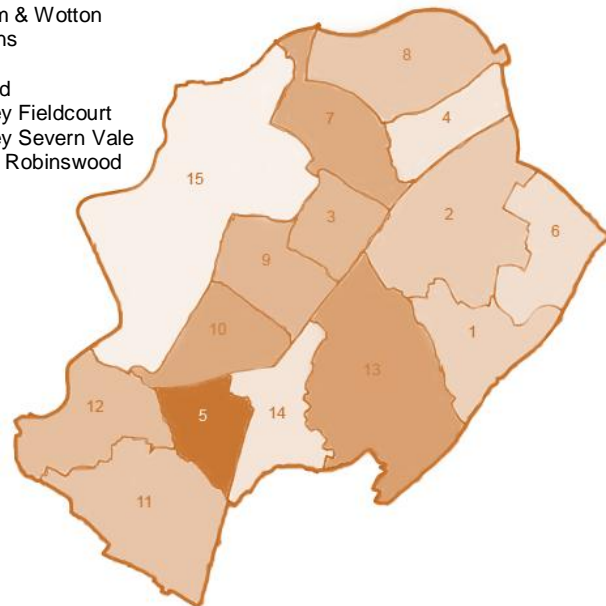
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Private Sector House Condition Survey 2011

REPORT OF SURVEY

1. Abbey
2. Barnwood
3. Barton & Tredworth
4. Elmbridge
5. Grange
6. Hucclecote
7. Kingsholm & Wotton
8. Longlevens
9. Moreland
10. Podsmead
11. Quedgeley Fieldcourt
12. Quedgeley Severn Vale
13. Matson & Robinswood
14. Tuffley
15. Westgate



Prepared on behalf of

Gloucester City Council
by



David Adamson & Partners Ltd.

November 2011

Ref : E2111

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- Appendix B : Sampling Errors
- Appendix C : The Survey Form
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- Appendix E : The Decent Homes Standard
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SUMMARY OF SURVEY FINDINGS

PRIVATE SECTOR HOUSING

- 1.0 46,492 private sector dwellings. 43,667 dwellings (93.9%) occupied; 2,825 dwellings (6.1%) vacant. 97% of vacant dwellings are transitional and expected to return to occupancy in the short-term.
- 2.0 Private sector housing in Gloucester is significantly more modern than the national profile. Nationally, 19.9% of private housing was constructed post-1981 compared to 32.1% in Gloucester. Conversely 24.6% of private housing nationally is of pre-1919 construction compared to 16.4% in Gloucester. The oldest housing age profiles are associated with the inner City.
- 3.0 Owner-occupation accounts for 37,242 dwellings (80.1%). Dwellings rented from a private landlord account for 8,250 dwellings (17.7%) while tenure was unobtainable in 1,000 dwellings (2.2%) due to vacancy. Rates of private rental at 17.7% are below the national average - 25% of all private dwellings in 2009.

PRIVATE SECTOR HOUSEHOLDS

- 4.0 Private sector housing contains 44,194 households and a household population of 103,347 persons.
- 5.0 Households are predominantly small in size - 12,476 households (28.2%) contain a single person, an additional 17,279 households (39.1%) contain two persons. Households exhibit a mature age profile - 21,372 households (48.3%) have a head of household aged 55 years or over; 14,591 households (33.0%) are elderly in type.
- 6.0 8,213 households (18.6%) have sufficient bedrooms to meet their family needs. 34,186 households (77.3%) have more bedrooms than required and are under-occupying while 1,795 households (4.1%) have insufficient bedrooms to meet their family needs and are overcrowded. Rates of overcrowding are above average in the private rented sector.
- 7.0 6,622 private sector households (15.0%) are economically vulnerable (in receipt of a qualifying means-tested or disability related benefit). Rates of economic vulnerability are marginally below the average for private households in England -16.3% in 2009.

- 8.0 Average annual net household income is estimated at £25,507 per household compared to a current UK average of £24,580. Using national definitions, 935 households in Gloucester (2.1) are on low incomes.

PRIVATE SECTOR HOUSING CONDITIONS

- 9.0 35,338 private sector dwellings (76.0%) meet the requirements of the Decent Homes Standard and are Decent. The remaining 11,154 private dwellings (24.0%) fail to meet the requirements of the Decent Homes Standard and are non-Decent.
- 10.0 Costs to address non-Decent homes in Gloucester are estimated at £70.692M (net) averaging £6,338 per non-Decent dwelling.
- 11.0 With the exception of disrepair, housing conditions in Gloucester are better than the national average for all private housing. The rate of Decent Homes failure in Gloucester of 24.0% compares with 34.4% of all private dwellings non-Decent in England. The level of Category 1 hazard failure (HHSRS) in Gloucester of 6.7% compares with 23.6% of all private dwellings in England exhibiting Category 1 hazards. Key indicators of housing condition in Gloucester include:
- 3,100 dwellings (6.7%) with Category 1 hazard.
 - 7,034 dwellings (15.1%) non compliant with Decent Homes repair criteria.
 - 73 dwellings (0.2%) non compliant with Decent Homes amenity criteria.
 - 5,786 dwellings (12.4%) non compliant with Decent Homes thermal comfort criteria.
- 12.0 House condition problems are above average for pre-1919 housing, for the private-rented sector, for flats in converted and mixed-use buildings and for terraced housing. Geographically, conditions are significantly worse in the Moreland and Westgate areas.
- 13.0 The current Standard Assessment Procedure (SAP - Energy) rating for private housing in Gloucester is measured at 65, significantly above the national average of 51 for all private housing in England. Average CO₂ emissions total 4.42 tonnes per annum per dwelling again significantly better than the national average of 6.0 tonnes for all private housing in England.

PRIVATE SECTOR HOUSEHOLDS AND HOUSING CONDITIONS

- 14.0 The survey estimates that there are 6,622 economically vulnerable households in Gloucester representing 15.0% of all private households. Currently, 3,128 economically vulnerable

households (47.2%) live in Decent Homes. This figure remains below the previous PSA Target 7 requirement for 2011 of 70%.

- 15.0 Costs to achieve Decency for vulnerable households are estimated at £22.004M (net) averaging £6.297 per vulnerable household.
- 16.0 4,759 private households in Gloucester, or 10.8% spend in excess of 10% of annual household income on fuel and are in fuel poverty. Highest levels of fuel poverty are associated with single parent families and elderly households and also with households with a younger head of household (under 25 years). Within the housing stock rates of fuel poverty are higher for households living in pre-war housing and in the Barton and Tredworth and Moreland Areas.
- 17.0 9,094 households (20.6%) indicated at least one household member affected by a long-term illness or disability. Relationships have been identified between poor health and poor housing conditions. One-off costs to address unhealthy housing (Category 1 HHSRS hazard) in Gloucester are estimated at £7.099M (occupied dwellings). These costs are estimated to attract NHS savings locally of £0.484M giving a payback period of 14.7 years. Total savings to society through completion of these works are estimated at £1.210M reducing the payback period to just over 5 years.

HOUSEHOLD ATTITUDES

- 18.0 Private sector household satisfaction with their current housing and areas in which they live is high. 34,611 households (78.3%) are very satisfied with their current accommodation; 34,549 households (78.2%) are very satisfied with where they live.
- 19.0 39,813 households (90.1%) perceive no change in their area; 1,144 households (2.6%) regard their area as improving and 3,237 households (7.3%) regard their area as declining. Perceptions of area decline are strongest within the Barton and Tredworth and Moreland areas and in the owner-occupied sector.

OWNER-OCCUPIED HOUSEHOLDS

- 20.0 16,852 owner-occupied households (46.5%) have existing mortgage or financial commitments against their home; the remaining 19,404 households (53.5%) are mortgage free. Owner-occupied equity potential is estimated at £5.221 billion and exists across all areas and sub sectors of the owner-occupied housing market. Among households living in non-Decent homes equity potential is estimated at £1.034 billion.

- 21.0 Among owner-occupiers living in non-Decent housing, 5.8% of households stated that they would re-mortgage their dwelling for home improvements; 11.9% were interested in a Council sponsored scheme for interest free loans.

ACKNOWLEDGEMENTS

David Adamson and Partners Ltd. wishes to thank the residents of the City of Gloucester Council area without whose cooperation this survey would not have been possible.



SECTION 1 :

SURVEY BACKGROUND AND METHODOLOGY

Chapter 1 : Introduction and Background to the Study

Chapter 2 : Survey Method and Response

Chapter 3 : The Measurement of Housing Conditions

Chapter 4 : Survey Analysis and Reporting Framework

1.0 INTRODUCTION

1.1 The 2011 house condition survey was designed and implemented to update information on private sector housing conditions across the Gloucester City Council area and in particular to provide an updated benchmark for private sector housing performance against the Decent Homes Standard. In total, a sample of 1,011 dwellings was surveyed representing approximately 2% of total private sector housing stock.

1.2 The aim of this report is to provide a targeted review of the main findings of the survey programme and to review the issues emerging as they impact on housing strategy. The report is in six main sections and covers:

- Section 1 : Survey Background and Methodology
- Section 2 : Private Sector Housing Stock and Households
- Section 3 : Private Sector Housing Conditions
- Section 4 : Housing Conditions and Household Circumstances in the Private Sector
- Section 5 : Sectoral Review
- Section 6 : Conclusions

Technical appendices to the report outline key housing standards, definitions and issues surrounding the interpretation of statistical data generated by sample survey approaches.

1.3 The views expressed in this report are those of the consultants and do not necessarily reflect the official views of Gloucester City Council.

2.0 SURVEY METHOD AND RESPONSE

2.1 Local authorities have a statutory requirement to periodically review housing conditions within the private housing sector. Guidance from the Department for Communities and Local Government recommends the use of sample house condition survey techniques and five yearly appraisal intervals. Gloucester City Council's previous private sector house condition survey, undertaken in 2005, has reached the end of its effective life. In moving forward, the 2011 house condition survey will allow Gloucester City Council to reconcile historic stock condition data in line with changes taking place in private sector housing. The study will support the Council's Housing Investment Programme submissions, assist the Council to comply with its duties under the Regulatory Reform Order 2002 and contribute toward the production of a baseline against which progress towards Decent Homes for vulnerable households can be measured.

2.2 The 2011 house condition survey was designed and implemented according to national guidelines recommended by the Department for Communities and Local Government. Housing stock address listings were provided by Gloucester City Council isolating private sector properties. Total private housing stock has been indicated at 46,492 dwellings. RSL housing stock was excluded from the survey programme. This stock is estimated at 3,069 dwellings.

2.3 To support sub-area reporting across the Council area a target sample size of 1,000 dwellings was agreed. Sample sizes were set to facilitate survey reporting both City-wide and for agreed sub-areas. Four sub areas were determined comprising:

- ♦ ***Barton and Tredworth Ward***
- ♦ ***Moreland Ward***
- ♦ ***Westgate Ward (non GL2 postcodes)***
- ♦ ***City Remainder***

Sub area selection was conducted in association with Council staff with area selection based on known housing characteristics and conditions across the City. With the exception of 'City Remainder' the three key target areas offer known concentrations of older housing and private rental.

TABLE 1 : SUB AREA COMPOSITION BY ELECTORAL WARD		
SUB-AREA	ELECTORAL WARD	PRIVATE SECTOR HOUSING STOCK dwgs
1. BARTON AND TREDWORTH	Barton and Tredworth	4309
	SUB-TOTAL	4309
2. MORELAND	Moreland	3713
	SUB-TOTAL	3713
3. WESTGATE	Westgate (Non GL2)	2699
	SUB TOTAL	2699
4. REMAINDER	Abbey	3843
	Barnwood	3582
	Elmbridge	2220
	Fieldcourt	3619
	Grange	2511
	Hucclecote	3854
	Kingsholm and Wotton	3175
	Longlevens	3993
	Matson and Robinswood	2844
	Podsmead	767
	Severn Vale	2742
	Tuffley	1846
	Westgate Remainder	776
	SUB-TOTAL	35771
	ALL AREAS	46492

FIGURE 1 : ELECTORAL WARD BOUNDARIES

1. Abbey
2. Barnwood
3. Barton & Tredworth
4. Elmbridge
5. Grange
6. Hucclecote
7. Kingsholm & Wotton
8. Longlevens
9. Moreland
10. Podsmead
11. Quedgeley Fieldcourt
12. Quedgeley Severn Vale
13. Matson & Robinswood
14. Tuffley
15. Westgate



- 2.4 To achieve the target sample size of 1,000 completed surveys a total sample of 1,955 addresses was issued representing an average access rate of 51%. Against the target of 1,000 surveys, full information was returned on 939 dwellings with external information available on an additional 70 dwellings. Refusals were received from 58 households representing a refusal rate of 2.9%. This is in line with typical response from a survey of this type and is indicative of the high level of public cooperation with the survey programme. The completed sample size of 1,011 surveys represents a large scale and robust source of information on housing conditions and households both Council-wide and at sub-area level. Sample data has been grossed up statistically to represent total housing stock. Issues on the interpretation of grossed statistical data are outlined in Appendix A while sampling errors associated with survey data are presented in Appendix B. Housing stock and sample distributions for key reporting cells are illustrated in Table 2.
- 2.5 The survey generates a wide range of information on the condition of housing and on the circumstances and attitudes of its residents. Copies of the survey questionnaire are attached at Appendix C. The physical survey inspection has included general housing repair, the Decent Homes Standard, Housing Health and Safety Rating System and Energy Efficiency. Household interviews have included information on the socio-economic characteristics of households, special needs with regard to illness and/or disability, household attitudes to housing and local community and owner-occupied interest in equity release.

TABLE 2 : HOUSING STOCK AND EFFECTIVE SAMPLE DISTRIBUTIONS			
HOUSING SECTOR	PRIVATE SECTOR HOUSING STOCK	EFFECTIVE SAMPLE	
	dwgs	dwgs	%
AREA			
Barton and Tredworth	4309	342	7.9
Moreland	3713	313	8.4
Westgate	2699	220	8.1
Remainder	35771	134	0.4
MAIN HOUSE TYPE			
Terraced House/Bungalow	10532	359	3.4
Semi-Det. House/Bungalow	17431	302	1.7
Detached House/Bungalow	11186	61	0.5
Purpose Built Flat	4860	126	2.6
Converted/Mixed use Flat	2482	161	6.5
MAIN TENURE GROUP			
Owner-occupied	37242	608	1.6
Private-rented	8250	361	4.4
Unrecorded (Vacant)	1000	40	0.4
DATE OF CONSTRUCTION			
Pre-1919	7613	536	7.0
1919-1944	5218	116	2.2
1945-1964	5236	54	1.0
1965-1974	6881	42	0.6
1975-1981	6639	43	0.6
Post-1981	14906	218	1.5
ALL SECTORS	46492	1009	2.2

3.0 THE MEASUREMENT OF HOUSING CONDITIONS

3.1 The measurement of housing conditions locally has been conducted within the Decent Homes framework. The Government's housing objective is to ensure that everyone has the opportunity of a decent home and so promote social cohesion, well being and self-dependence.

3.2 DECENT HOMES: A decent home is one that satisfies all of the following four criteria:

- ◆ *It meets the current statutory minimum standard for housing.*
- ◆ *It is in a reasonable state of repair.*
- ◆ *It has reasonably modern facilities and services.*
- ◆ *It provides a reasonable degree of thermal comfort.*

A full definition of this Standard is provided in Appendix E.

3.3 MINIMUM STATUTORY STANDARDS : The Housing Act 2004 (Chapter 34) introduced a system for assessing housing conditions and enforcing housing standards. This system which replaced the former test of fitness for human habitation (Section 604, Housing Act 1985) operates by reference to the existence of Category 1 or Category 2 hazards on residential premises as assessed within the Housing Health and Safety Rating System (HHSRS - Version 2). For the purposes of the current survey the presence of Category 1 hazards has been assumed to represent statutory failure. These are hazards falling within HHSRS Bands A, B or C and accruing hazard scores of 1,000 points or more.

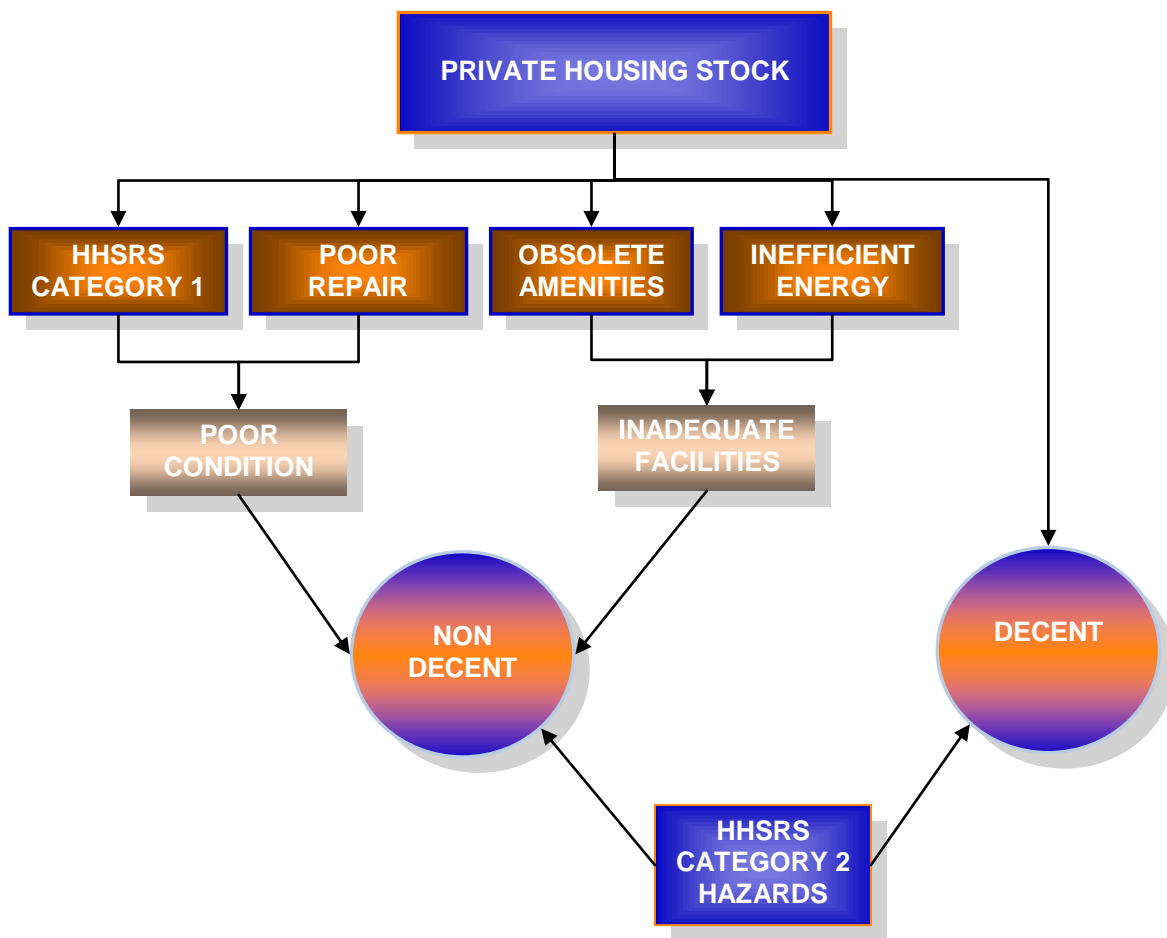
3.4 DISREPAIR: Many homes while not exhibiting Category 1 hazards may present evidence of disrepair which can threaten the structural integrity of the building, its wind and weatherproofing and the health and safety of the occupants. Identification of such homes provides an important indicator of housing stock 'at risk' of physical deterioration. Definitions of disrepair have varied nationally over time. For the purposes of this survey homes in disrepair are defined as those failing to meet the Decent Homes repair criteria. A home is in disrepair under this definition if :

- ◆ *One or more key building components are old, and because of their condition need replacement or major repair.*
- ◆ *Two or more secondary building components are old, and because of their condition need replacement or major repair.*

A full definition of building components, life expectancies and condition defects is provided in Appendix E.

3.5 In addition to non-Decency, homes identified as exhibiting Category 2 Hazards may be targeted for a range of action within the Housing Act 2004. Such homes are identified in the course of the survey and may be in Decent or non-Decent condition. For the purposes of the survey, homes exhibiting hazards in Bands D and E have been classified as Category 2.

FIGURE 2 : HOUSING CONDITION FRAMEWORK



4.0 SURVEY ANALYSIS AND REPORTING FRAMEWORK

- 4.1 The survey framework was designed to deliver a flexible reporting base permitting the analysis of survey findings not only Council-wide but differentiated by sub-area and tenure. At a sub-area level information is reported across the four defined sub-areas. For tenure purposes the main focus of this report is on private sector housing (owner-occupied and private-rented).



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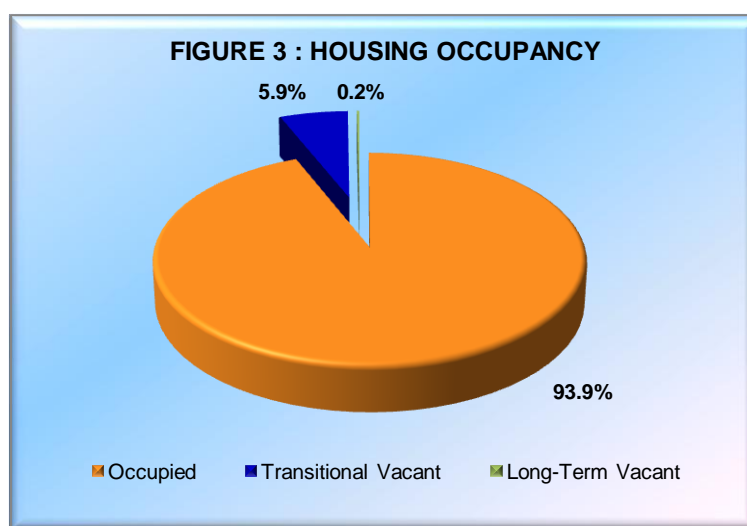
SECTION 2 :
PRIVATE SECTOR HOUSING STOCK AND
HOUSEHOLDS

Chapter 5 : The Characteristics and Distribution of Private Sector Housing

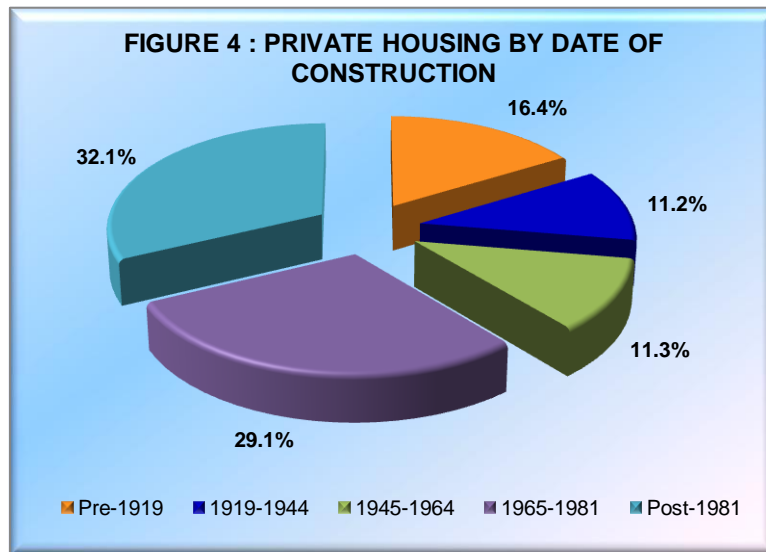
Chapter 6 : The Characteristics and Circumstances of Private Sector Households

5.0 THE CHARACTERISTICS AND DISTRIBUTION OF PRIVATE SECTOR HOUSING

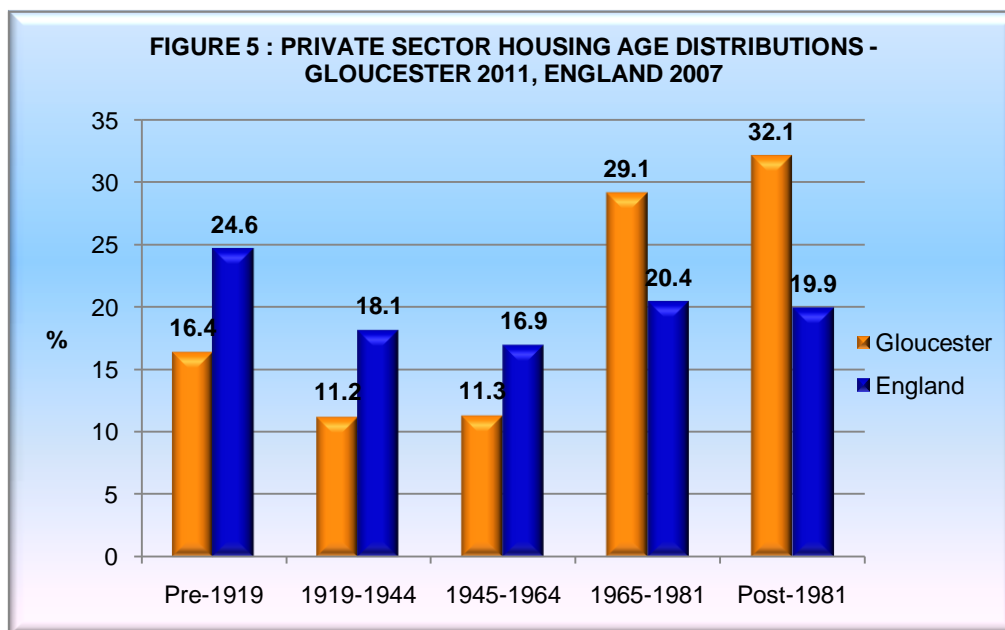
- 5.1 Gloucester City Council area contains 46,492 private sector dwellings. At the time of survey, 43,667 dwellings (93.9%) were occupied; the remaining 2,825 dwellings (6.1%) were vacant.



- 5.2 Within the vacant housing stock, 2,740 dwellings (5.9% were transitional in nature and expected to return to occupancy in the short-term. The remaining 85 vacant dwellings (0.2%) were assessed as long-term vacants due to closure or dereliction. Long-term vacants show a wide distribution across the City with no pattern of geographical concentration. Rates of long-term vacancy are however above average in the Moreland and Westgate sub-areas. Short-term vacancy rates are in line with normal housing market turnover expectations.
- 5.3 Private sector housing is representative of all building eras. 12,831 dwellings (27.6%) were constructed pre-1945. Within this group, 7,613 dwellings (16.4%) were constructed pre-1919; 5,218 dwellings (11.2%) in the inter-war period (1919-1944). 33,662 dwellings (72.4%) were constructed post-1944. Within this group, 14,906 dwellings (32.1%) are of post-1981 construction.

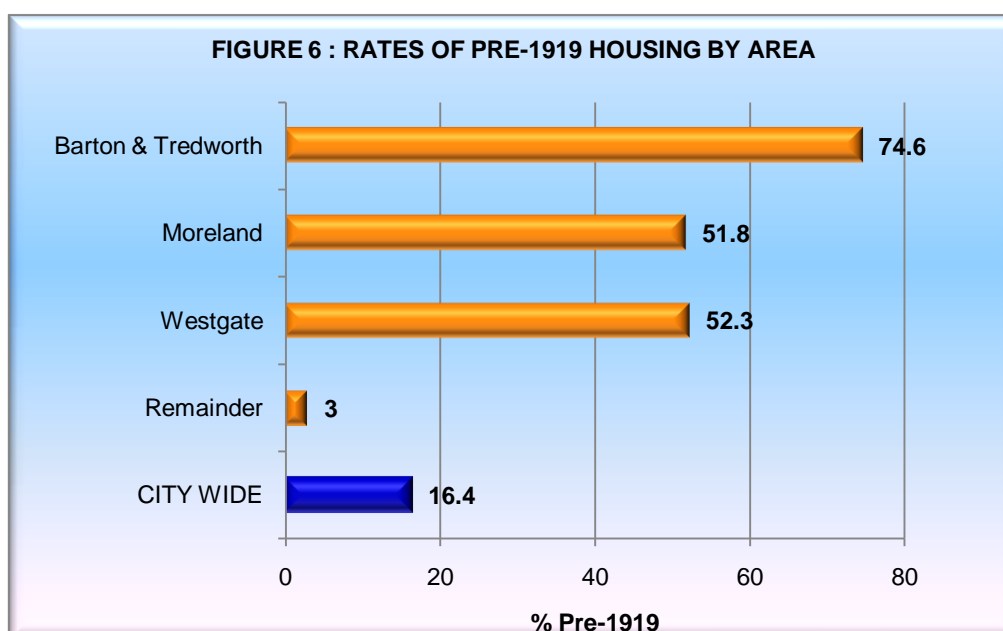


5.4 Private sector housing stock in the City of Gloucester is significantly younger than the national profile. Nationally, 19.9% of private housing was constructed post-1981 compared to 32.1% in Gloucester. Conversely 24.6% of private housing nationally is of pre-1919 construction compared to 16.4% in Gloucester.

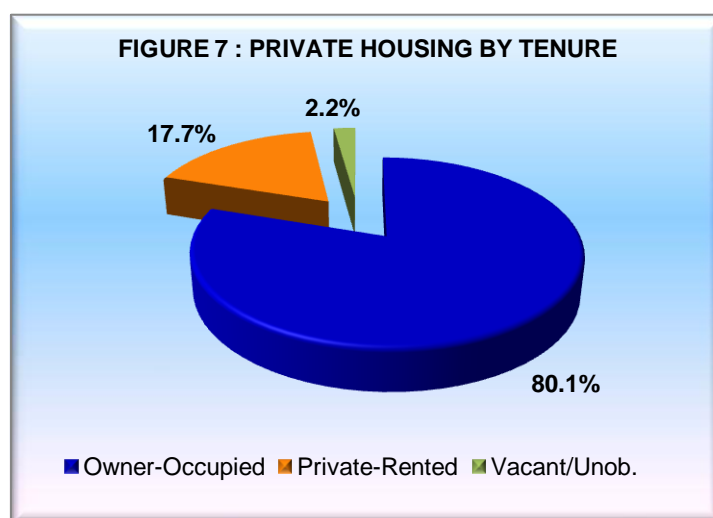


5.5 The oldest housing age profiles are associated with the survey target areas of Barton and Tredworth, Moreland and Westgate but particularly with Barton and Tredworth where 74.5% of private housing was constructed pre-1919.

TABLE 3: PRIVATE SECTOR HOUSING AGE DISTRIBUTIONS BY AREA										
	SURVEY AREA									
	Barton & Tredworth		Moreland		Westgate Target		Remainder		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
DATE OF CONSTRUCTION										
Pre-1919	3213	74.6	1922	51.8	1411	52.3	1068	3.0	7613	16.4
1919-1944	227	5.3	925	24.9	61	2.3	4004	11.2	5218	11.2
1945-1964	38	.9	356	9.6	37	1.4	4805	13.4	5236	11.3
1965-1974	63	1.5	83	2.2	61	2.3	6674	18.7	6881	14.8
1975-1981	76	1.8	95	2.6	61	2.3	6407	17.9	6639	14.3
Post-1981	693	16.1	332	8.9	1067	39.5	12813	35.8	14906	32.1
All Dwellings	4309	100.0	3713	100.0	2699	100.0	35771	100.0	46492	100.0



- 5.6 Owner-occupation is the predominant form of private tenure accounting for 37,242 dwellings (80.1%). Dwellings rented from a private landlord account for an additional 8,250 dwellings (17.7%) while tenure was unobtainable in 1,000 dwellings (2.2%) due to vacancy.

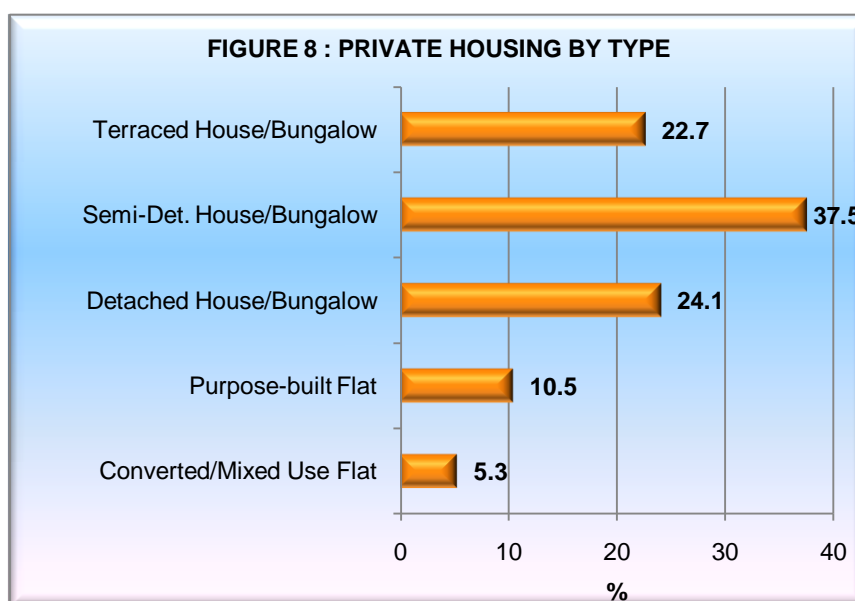


- 5.7 Rates of private rental in the City of Gloucester at 17.7% are below the national average - 25% of all private dwellings in 2009. Tenure trends within the City show a significant increase in private-rental since 2005, a pattern in line with national trends.
- 5.8 Rates of private rental are above average in the three target areas of Barton and Tredworth, Moreland and Westgate. In the former two areas rates of private rental exceed 30% of private sector housing stock; in Westgate the private rented sector accounts for almost 60% of private sector housing.

TABLE 4: PRIVATE SECTOR TENURE DISTRIBUTIONS BY AREA

SURVEY AREA	TENURE							
	Owner Occupied		Private Rented		Unrecorded		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Barton & Tredworth	2671	62.0	1512	35.1	126	2.9	4309	100.0
Moreland	2467	66.5	1139	30.7	107	2.9	3713	100.0
Westgate target	871	32.3	1595	59.1	233	8.6	2699	100.0
Remainder	31233	87.3	4004	11.2	534	1.5	35771	100.0
All Dwellings	37242	80.1	8250	17.7	1000	2.2	46492	100.0

- 5.9 Houses and bungalows comprise 39,149 dwellings (84.2%) with the remaining 7,342 dwellings (15.8%) in flats. Houses and bungalows offer a range of terraced, semi-detached and detached configurations with flats located in both purpose-built and converted blocks.



5.10 Housing characteristics vary significantly across the main tenure groups. In general the owner-occupied sector offers a more modern and varied housing profile. The private-rented sector exhibits a dual distribution within the pre-1919 terraced and converted flat sectors but also within the post-1981 purpose built flat sector.

TABLE 5: HOUSE TYPE AND AGE DISTRIBUTIONS BY TENURE								
	TENURE							
	Owner Occupied		Private Rented		unrecorded		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
DATE OF CONSTRUCTION								
Pre-1919	4008	10.8	3019	36.6	586	58.6	7613	16.4
1919-1944	3557	9.6	1611	19.5	49	4.9	5218	11.2
1945-1964	4885	13.1	350	4.2	0	.0	5236	11.3
1965-1974	6565	17.6	304	3.7	12	1.2	6881	14.8
1975-1981	6479	17.4	99	1.2	61	6.1	6639	14.3
Post-1981	11749	31.5	2866	34.7	291	29.2	14906	32.1
All Dwellings	37242	100.0	8250	100.0	1000	100.0	46492	100.0
MAIN HOUSE TYPE								
Terraced House/Bungalow	8304	22.3	2081	25.2	147	14.7	10532	22.7
Semi-Detached House/Bungalow	14893	40.0	2185	26.5	353	35.3	17431	37.5
Detached House/Bungalow	11137	29.9	49	.6	0	.0	11186	24.1
Purpose Built Flat	2750	7.4	1819	22.1	291	29.1	4860	10.5
Converted/Mixed Use Flat	159	.4	2114	25.6	209	20.9	2482	5.3
All Dwellings	37242	100.0	8250	100.0	1000	100.0	46492	100.0

6.0 THE CHARACTERISTICS AND CIRCUMSTANCES OF PRIVATE SECTOR HOUSEHOLDS

HOUSEHOLDS AND POPULATION

6.1 The private sector housing stock of 46,492 dwellings contains an estimated 44,194 households and a household population of 103,347 persons. Average household size is 2.34 persons.

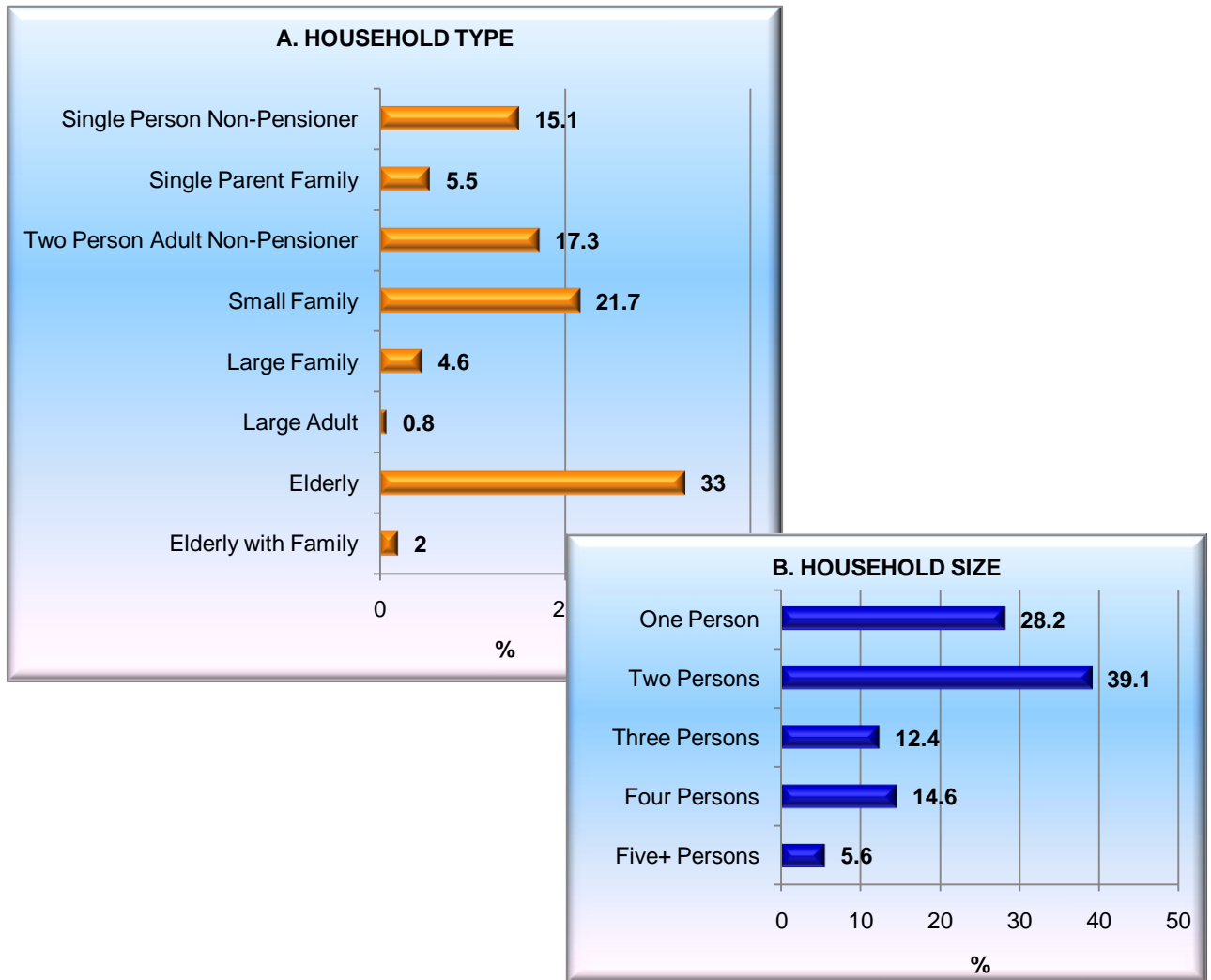
6.2 For the purposes of the survey households were classified into types based on their size and demographic composition. Seven main types are represented comprising:

- ◆ **SINGLE PERSON NON-PENSIONER:** One person aged 16 years to retirement age.
- ◆ **SINGLE PARENT FAMILY:** One person aged 16 years to retirement age together with one or more children aged under 16 years.
- ◆ **TWO PERSON ADULT NON PENSIONER:** Two persons of either sex aged 16 years to retirement age.
- ◆ **SMALL FAMILY:** Two persons aged 16 years to retirement age together with one or two children aged under 16 years.
- ◆ **LARGE FAMILY:** Two persons aged 16 years to retirement age together with three or more children aged under 16 years.
- ◆ **LARGE ADULT:** Three or more persons aged 16 years to retirement age.
- ◆ **ELDERLY :** One or more persons of retirement age.
- ◆ **ELDERLY WITH FAMILY:** One or more persons of retirement age together with one or more persons under retirement age.

Small households predominate. 12,476 households (28.2%) contain a single person, an additional 17,279 households (39.1%) contain two persons. The most common household types are:

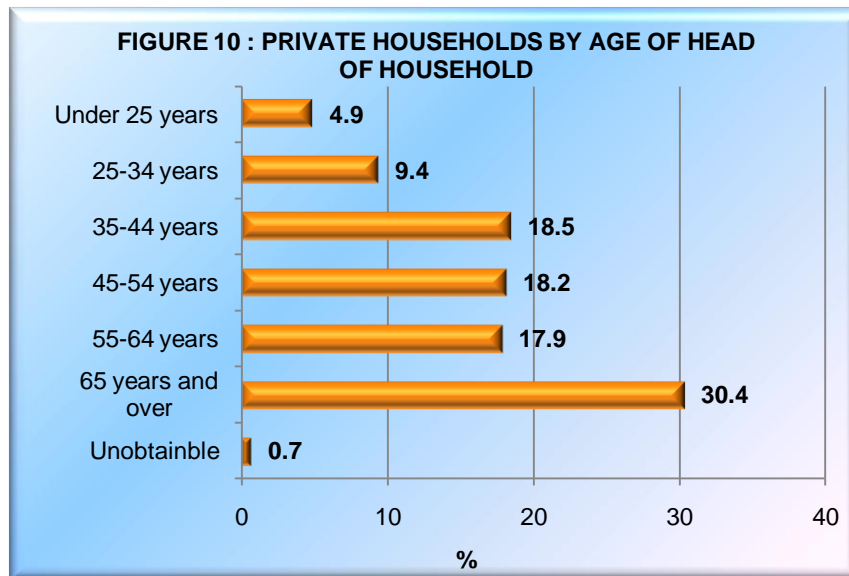
- ◆ **Single Person Non Pensioner** : 6,666 households (15.1%)
- ◆ **Elderly** : 14,591 households (33.0%)
- ◆ **Small Family** : 9,569 households (21.7%)
- ◆ **Two Person Adult Non Pensioner** : 7,650 households (17.3%)

FIGURE 9 : PRIVATE HOUSEHOLDS BY TYPE AND SIZE



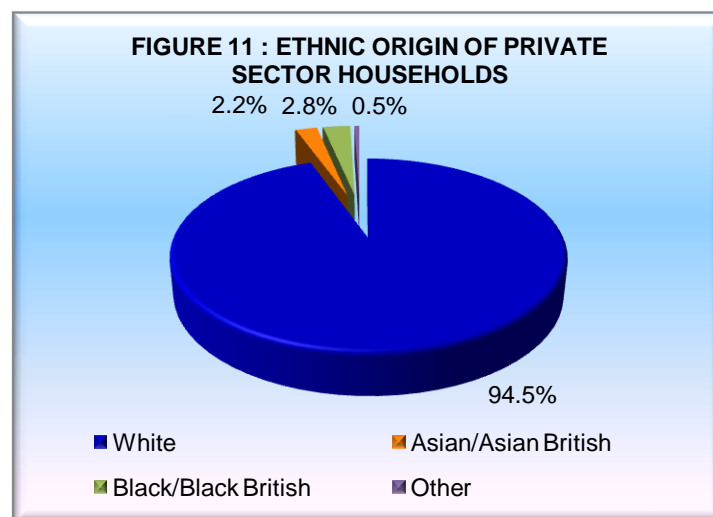
AGE OF HEAD OF HOUSEHOLD

6.3 Private households exhibit a mature age distribution. 21,372 households (48.3%) have a head of household aged 55 years or over; 13,449 households (30.4%) have a head of household aged 65 years or over.



ETHNIC COMPOSITION

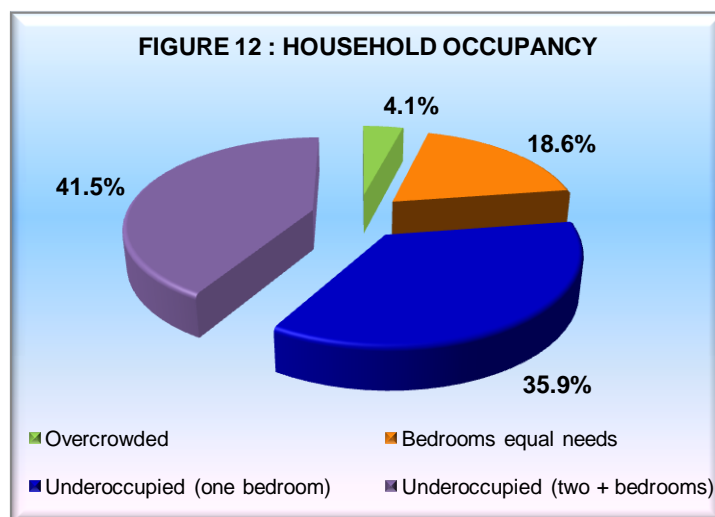
- 6.4 41,780 households (94.5%) are of white origin, the majority of these British. The remaining 2,414 households (5.5%) represent minority ethnic backgrounds. The largest of the minority ethnic groups are Asian/Asian British (968 households, 2.2%) and Black/Black British (1,216 households, 2.8%).



HOUSING OCCUPANCY

- 6.5 8,213 households (18.6%) have sufficient bedrooms to meet their family needs. 34,186 households (77.3%) have more bedrooms than required and are under-occupying while 1,795 households (4.1%) have insufficient bedrooms to meet their family needs and are

overcrowded. High levels of under occupancy are not surprising against generally small household sizes and a predominance of 3 bed+ housing.



- 6.6 Rates of overcrowding are above average in the private rented sector, for terraced and semi-detached housing and for converted flats. Geographically, overcrowding is higher within the Barton and Tredworth and Moreland areas. Demographically, rates of overcrowding are significantly higher for family households and for households of Asian/Asian British or Black/Black British origin. Elderly households exhibit significantly higher rates of under-occupancy.

TABLE 6: HOUSING OCCUPANCY BY AREA AND HOUSING SECTOR										
	BEDROOM STANDARD									
	Overcrowded		Bedrooms Equal Needs		Under Occupied (1 Bedroom)		Under Occupied (2+ Bedrooms)		All Hholds	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
TENURE										
Owner Occupied	947	2.6	4438	12.2	14010	38.6	16862	46.5	36256	100.0
Private Rented	849	10.7	3775	47.6	1844	23.2	1471	18.5	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0
DATE OF CONSTRUCTION										
Pre-1919	547	7.8	2340	33.5	1946	27.9	2151	30.8	6984	100.0
1919-1944	858	18.3	857	18.3	583	12.4	2394	51.0	4691	100.0
1945-1964	40	.7	338	6.3	2071	38.6	2913	54.3	5362	100.0
1965-1974	0	.0	1165	17.4	3594	53.6	1941	29.0	6700	100.0
1975-1981	26	.4	894	14.0	2459	38.4	3030	47.3	6409	100.0
Post-1981	325	2.3	2619	18.6	5201	37.0	5904	42.0	14049	100.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	422	4.1	2677	26.0	4885	47.5	2297	22.3	10281	100.0

TABLE 6: HOUSING OCCUPANCY BY AREA AND HOUSING SECTOR

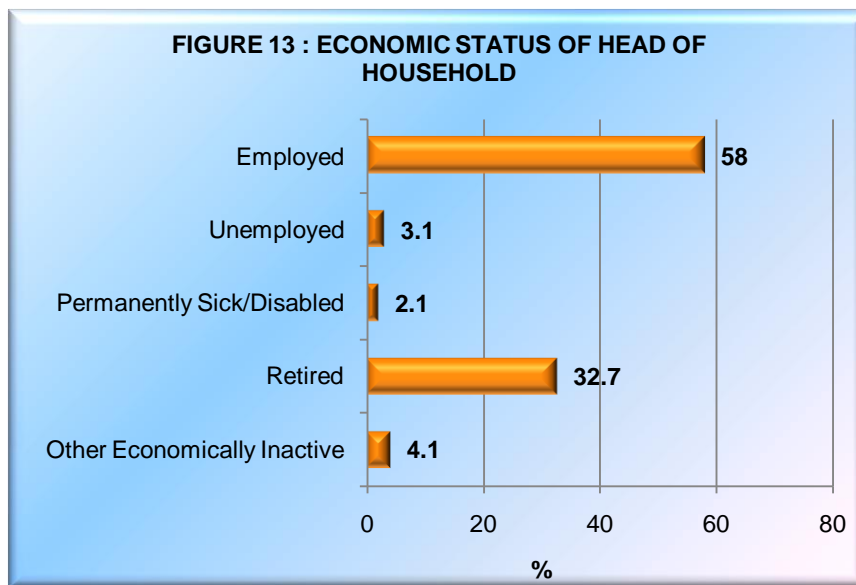
	BEDROOM STANDARD									
	Overcrowded		Bedrooms Equal Needs		Under Occupied (1 Bedroom)		Under Occupied (2+ Bedrooms)		All Hholds	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
Semi-Detached House/Bungalow	1235	7.2	1956	11.4	5163	30.2	8749	51.2	17103	100.0
Detached House/Bungalow	0	.0	557	5.4	2498	24.2	7248	70.4	10302	100.0
Purpose Built Flat	40	.9	1506	34.7	2783	64.1	14	.3	4343	100.0
Converted/Mixed Use Flat	98	4.5	1518	70.1	525	24.2	25	1.1	2165	100.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0
SURVEY AREA										
Barton & Tredworth	312	7.6	1290	31.4	1210	29.4	1300	31.6	4112	100.0
Moreland	279	7.4	984	26.1	1153	30.6	1348	35.8	3764	100.0
Westgate Target	127	5.2	1343	55.6	732	30.3	214	8.9	2416	100.0
Remainder	1077	3.2	4596	13.6	12758	37.6	15471	45.6	33902	100.0
All Households	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0

TABLE 7: HOUSING OCCUPANCY BY HOUSEHOLD TYPE, AGE OF HOH AND ETHNICITY

	BEDROOM STANDARD									
	Overcrowded		Bedrooms Equal Needs		Under Occupied (1 Bedroom)		Under Occupied (2+ Bedrooms)		All	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
AGE OF HEAD OF HOUSEHOLD										
Under 25 Years	80	3.7	707	33.0	662	30.9	695	32.4	2145	100.0
25 - 34 Years	151	3.6	1493	35.9	1941	46.7	575	13.8	4160	100.0
35 - 44 Years	1043	12.7	2145	26.2	3403	41.5	1605	19.6	8195	100.0
45 - 54 Years	483	6.0	2109	26.3	2131	26.6	3302	41.1	8025	100.0
55 - 64 Years	26	.3	1069	13.5	3181	40.1	3647	46.0	7923	100.0
65 Years And Over	13	.1	689	5.1	4523	33.6	8224	61.2	13449	100.0
Unrecorded	0	.0	0	.0	13	4.4	285	95.6	298	100.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0
ETHNICITY										
White	1201	2.9	7450	17.8	15499	37.1	17631	42.2	41780	100.0
Mixed	28	14.9	81	42.6	68	35.6	13	6.8	190	100.0
Asian/Asian British	247	25.5	394	40.7	143	14.8	183	18.9	968	100.0
Black Or Black/British	319	26.2	260	21.4	131	10.8	506	41.6	1216	100.0
Chinese/Other	0	.0	27	67.7	13	32.3	0	.0	40	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0
HOUSEHOLD TYPE										
Single Person Non Pensioner	0	.0	2101	31.5	2503	37.5	2063	30.9	6666	100.0
Single Parent Family	697	28.4	684	27.9	783	32.0	286	11.7	2449	100.0
Two Person Adult Non Pensioner	0	.0	302	4.0	1972	25.8	5375	70.3	7650	100.0
Small Family	93	1.0	2953	30.9	5510	57.6	1013	10.6	9569	100.0
Large Family	859	42.4	1051	51.8	92	4.5	25	1.2	2027	100.0
Large Adult	134	37.1	93	25.8	121	33.4	13	3.7	361	100.0
Elderly	0	.0	717	4.9	4588	31.4	9286	63.6	14591	100.0
Elderly With Family	13	1.5	312	35.4	285	32.3	272	30.8	881	100.0
Unobtainable	0	.0	0	.0	0	.0	0	.0	0	.0
All Hholds	1795	4.1	8213	18.6	15854	35.9	18332	41.5	44194	100.0

ECONOMIC STATUS

6.7 25,633 households (58.0%) have a head of household in full or part-time employment. In 1,381 households (3.1%) the head of household is unemployed, in 937 households (2.1%) the head of household is permanently sick/disabled and in 14,435 households (32.7%) the head of household is economically retired. The City also exhibits a significant student population - estimated at 750 households (1.7%).

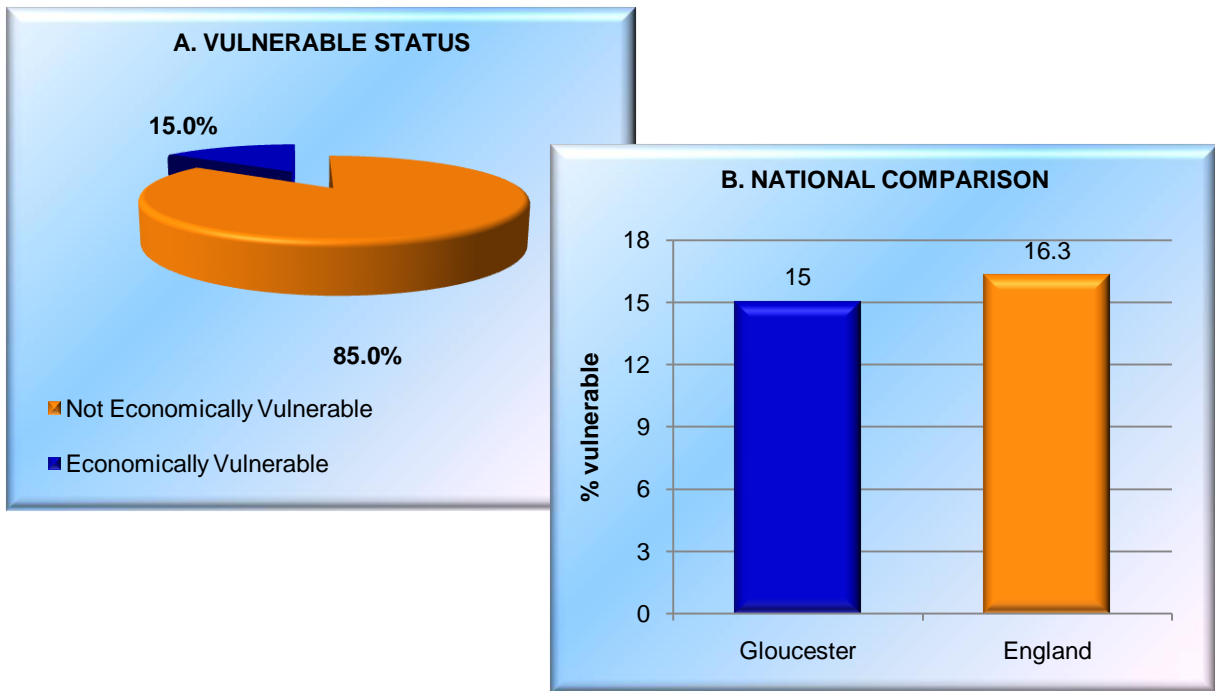


ECONOMIC VULNERABILITY

6.8 Within Decent Homes guidance households are classed as economically vulnerable if they are in receipt of at least one of the principal means tested or disability related benefits. Decent Homes guidance (June 2006) lists these benefits as: Income Support, Income-based Job Seekers Allowance, Housing Benefit, Council Tax Benefit, Working Families Tax Credit, Disabled Persons Tax Credit, Disability Living Allowance, Industrial Injuries Disabled Benefit, War Disablement Pension, Attendance Allowance, Child Tax Credit, Working Tax Credit and Pension Credit. For Child Tax Credit and Working Tax Credit the household is only considered vulnerable if the relevant income is less than the threshold amount (£16,040 for 2010).

6.9 Applying the above definition, 6,622 private sector households (15.0%) are economically vulnerable. Rates of economic vulnerability in the City of Gloucester at 15.0% are in line with the national average for private housing in England (16.3% - 2009).

FIGURE 14 : ECONOMIC VULNERABILITY



6.10 Rates of economic vulnerability are higher within the private-rented sector (37.0%) and for households living in pre-1919 housing (39.0%). Geographically, economic vulnerability is higher within the target areas of Barton and Tredworth (43.1%), Moreland (30.8%) and Westgate (29.8%).

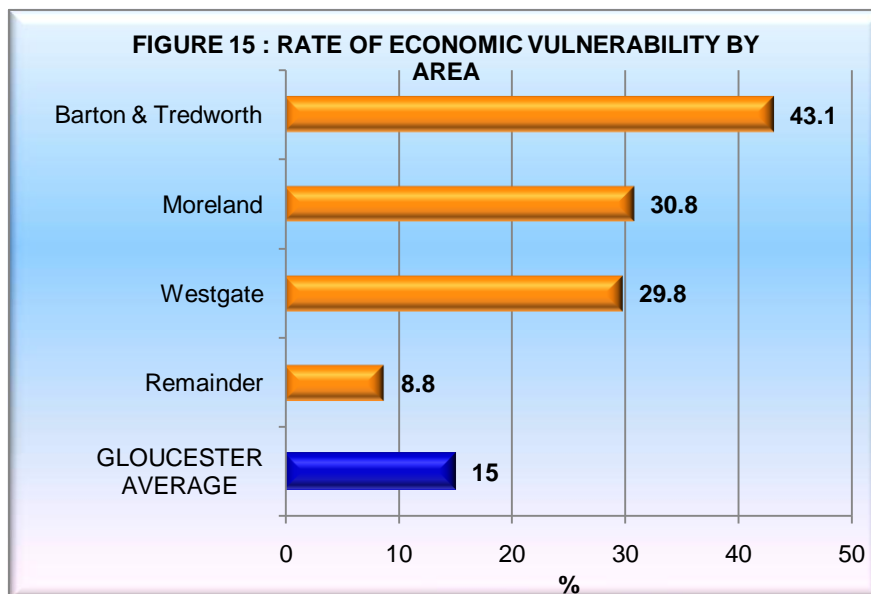


TABLE 8: ECONOMIC VULNERABILITY BY AREA AND HOUSING SECTOR						
	ECONOMIC VULNERABILITY					
	Not Economically Vulnerable		economically vulnerable		All Households	
	hholds	%	hholds	%	hholds	%
TENURE						
Owner Occupied	32568	89.8	3688	10.2	36256	100.0
Private Rented	5004	63.0	2934	37.0	7938	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	37572	85.0	6622	15.0	44194	100.0
DATE OF CONSTRUCTION						
Pre-1919	4261	61.0	2723	39.0	6984	100.0
1919-1944	3867	82.4	824	17.6	4691	100.0
1945-1964	4677	87.2	684	12.8	5362	100.0
1965-1974	6389	95.4	311	4.6	6700	100.0
1975-1981	5501	85.8	907	14.2	6409	100.0
Post-1981	12877	91.7	1172	8.3	14049	100.0
All Households	37572	85.0	6622	15.0	44194	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	8259	80.3	2022	19.7	10281	100.0
Semi-Detached House/Bungalow	15080	88.2	2023	11.8	17103	100.0
Detached House/Bungalow	9720	94.3	583	5.7	10302	100.0
Purpose Built Flat	3172	73.0	1171	27.0	4343	100.0
Converted/Mixed Use Flat	1342	62.0	823	38.0	2165	100.0
All Households	37572	85.0	6622	15.0	44194	100.0
SURVEY AREA						
Barton & Tredworth	2341	56.9	1771	43.1	4112	100.0
Moreland	2604	69.2	1160	30.8	3764	100.0
Westgate Target	1695	70.2	721	29.8	2416	100.0
Remainder	30932	91.2	2970	8.8	33902	100.0
All Households	37572	85.0	6622	15.0	44194	100.0

6.11 At a household level, rates of economic vulnerability are higher for younger single person households, single parent families, large families and large adult households

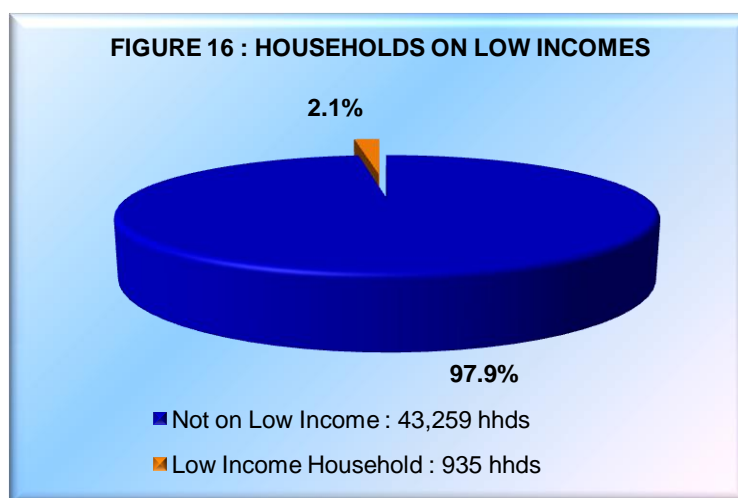
- ◆ **1,111 single person non-elderly households are economically vulnerable representing 16.7% of these households and 16.8% of all economically vulnerable households.**
- ◆ **1,527 single parent families are economically vulnerable representing 62.3% of all single parent families and 23.0% of all economically vulnerable households.**

Although rates of economic vulnerability are below average for elderly households, 1,975 elderly households are economically vulnerable representing 29.8% of all economically vulnerable households.

TABLE 9: ECONOMIC VULNERABILITY BY HOUSEHOLD TYPE AND AGE OF HEAD OF HOUSEHOLD						
	ECONOMIC VULNERABILITY					
	Not Economically Vulnerable		Economically Vulnerable		All Households	
	hhlds	%	hhlds	%	hhlds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	1793	83.6	352	16.4	2145	100.0
25 - 34 Years	3166	76.1	993	23.9	4160	100.0
35 - 44 Years	6723	82.0	1472	18.0	8195	100.0
45 - 54 Years	6724	83.8	1301	16.2	8025	100.0
55 - 64 Years	7054	89.0	868	11.0	7923	100.0
65 Years And Over	11826	87.9	1623	12.1	13449	100.0
Unrecorded	285	95.6	13	4.4	298	100.0
All Households	37572	85.0	6622	15.0	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	5555	83.3	1111	16.7	6666	100.0
Single Parent Family	922	37.7	1527	62.3	2449	100.0
Two Person Adult Non Pensioner	7195	94.1	455	5.9	7650	100.0
Small Family	8618	90.1	951	9.9	9569	100.0
Large Family	1543	76.1	484	23.9	2027	100.0
Large Adult	281	77.9	80	22.1	361	100.0
Elderly	12616	86.5	1975	13.5	14591	100.0
Elderly With Family	842	95.5	40	4.5	881	100.0
Unobtainable	0	.0	0	.0	0	.0
All Households	37572	85.0	6622	15.0	44194	100.0

HOUSEHOLD INCOME

- 6.12 Average annual net household income is estimated at £25,507 per household compared to a current UK average of £24,580, and a South West England Regional average of £20,954. Low income households in the UK are normally defined as having a net household income that is 60% or less of the average (median) British household income in that year. Using this definition, 935 households (2.1%) in Gloucester are on low incomes.



- 6.13 The proportion of low income households shows limited variation by area or housing sector. Demographically, rates of low income increase among younger and older households.

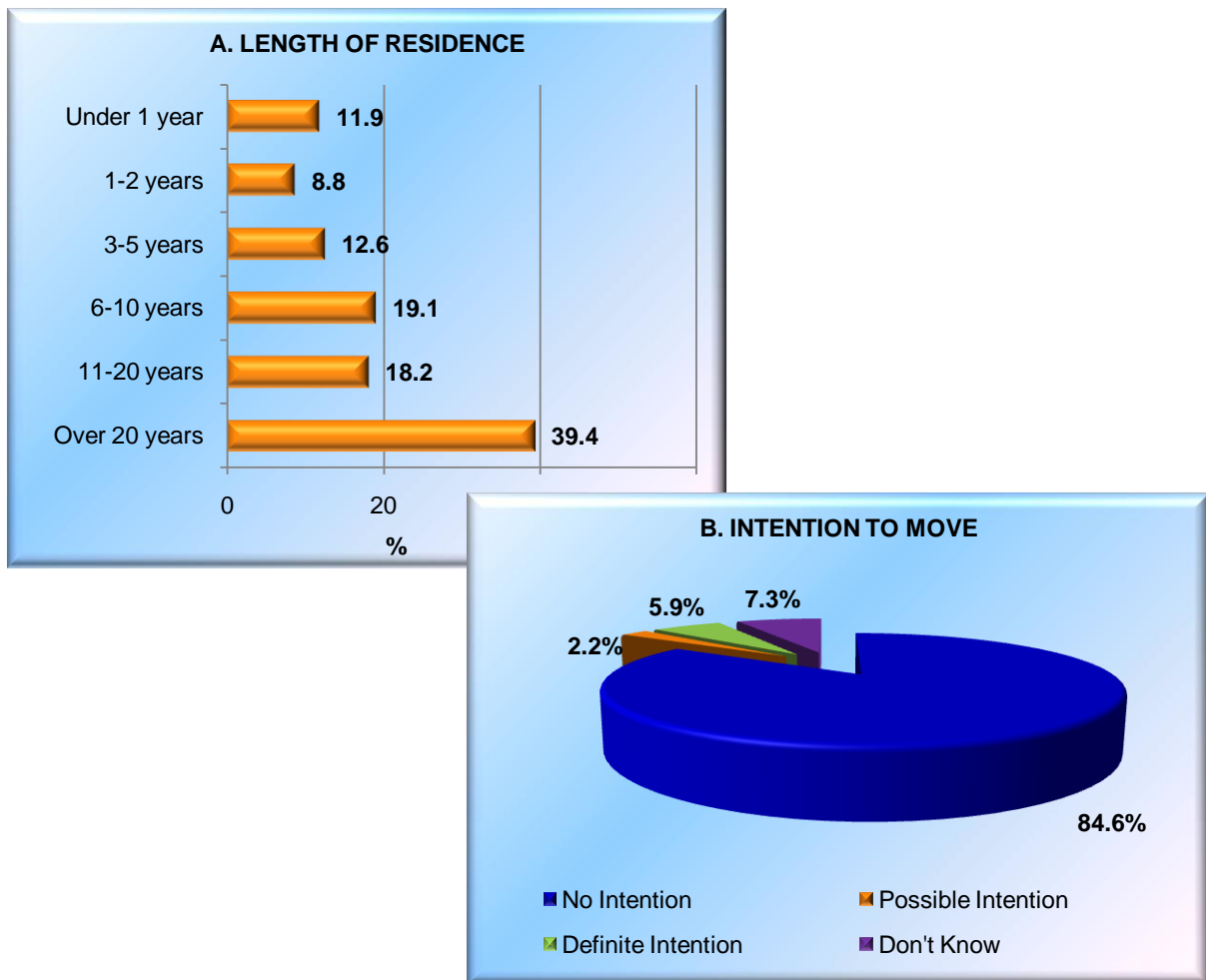
TABLE 10: LOW INCOME HOUSEHOLDS BY AREA AND HOUSING SECTOR						
	LOW INCOME HOUSEHOLDS					
	Not On Low Income		Low Income Household		All Households	
	hholds	%	hholds	%	hholds	%
TENURE						
Owner Occupied	35530	98.0	726	2.0	36256	100.0
Private Rented	7729	97.4	209	2.6	7938	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	43259	97.9	935	2.1	44194	100.0
DATE OF CONSTRUCTION						
Pre-1919	6674	95.6	310	4.4	6984	100.0
1919-1944	4393	93.6	299	6.4	4691	100.0
1945-1964	5321	99.2	41	.8	5362	100.0
1965-1974	6428	95.9	272	4.1	6700	100.0
1975-1981	6409	100.0	0	.0	6409	100.0
Post-1981	14035	99.9	14	.1	14049	100.0
All Households	43259	97.9	935	2.1	44194	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	10070	97.9	211	2.1	10281	100.0
Semi-Detached House/Bungalow	16722	97.8	381	2.2	17103	100.0
Detached House/Bungalow	10030	97.4	272	2.6	10302	100.0
Purpose Built Flat	4343	100.0	0	.0	4343	100.0
Converted/Mixed Use Flat	2094	96.7	71	3.3	2165	100.0
All Households	43259	97.9	935	2.1	44194	100.0
SURVEY AREA						
Barton & Tredworth	3995	97.2	117	2.8	4112	100.0
Moreland	3587	95.3	177	4.7	3764	100.0
Westgate Target	2318	96.0	98	4.0	2416	100.0
Remainder	33358	98.4	544	1.6	33902	100.0
All Households	43259	97.9	935	2.1	44194	100.0

TABLE 11: LOW INCOME HOUSEHOLDS BY AGE OF HEAD OF HOUSEHOLD AND HOUSEHOLD TYPE						
	LOW INCOME HOUSEHOLDS					
	Not On Low Income		Low Income Household		All Households	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	2076	96.8	69	3.2	2145	100.0
25 - 34 Years	4035	97.0	124	3.0	4160	100.0
35 - 44 Years	8128	99.2	67	.8	8195	100.0
45 - 54 Years	7985	99.5	40	.5	8025	100.0
55 - 64 Years	7884	99.5	39	.5	7923	100.0
65 Years And Over	12853	95.6	596	4.4	13449	100.0
Unrecorded	298	100.0	0	.0	298	100.0
All Households	43259	97.9	935	2.1	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	6623	99.4	43	.6	6666	100.0
Single Parent Family	2380	97.2	70	2.8	2449	100.0
Two Person Adult Non Pensioner	7637	99.8	13	.2	7650	100.0
Small Family	9475	99.0	94	1.0	9569	100.0
Large Family	1974	97.4	53	2.6	2027	100.0
Large Adult	294	81.5	67	18.5	361	100.0
Elderly	14565	99.8	26	.2	14591	100.0
Elderly With Family	312	35.4	570	64.6	881	100.0
Unobtainable	0	.0	0	.0	0	.0
All Households	43259	97.9	935	2.1	44194	100.0

RESIDENTIAL MOBILITY

- 6.14 Private households exhibit a high degree of residential stability. 21,053 households (57.6%) have been resident in their current dwelling over 10 years. Of these households, 14,267 households (39.4%) have been resident over 20 years. 37,379 households (84.6%) have no intention to move within the next year, 971 households (2.2%) might possibly consider moving while 2,608 households (5.9%) have a definite intention to move.

FIGURE 17 : RESIDENTIAL MOBILITY



6.15 Residential mobility has long been known as a catalyst for home improvement and repair not only reflecting lender requirements but differential household preferences in a new housing environment. In Gloucester, 9,136 households have been resident in their current dwellings for 2 years or less representing 20.7% of all private households. Highest rates of recent residential mobility are recorded within the Barton and Tredworth and Westgate areas. The most stable residential area is the Remainder. Higher rates of household mobility are also recorded for households in the private-rented sector where 67.6% of households have been resident in their current dwelling under 2 years. Rates of potential future household mobility are also higher in the private-rented sector.

TABLE 12: LENGTH OF HOUSEHOLD RESIDENCY BY AREA AND HOUSING SECTOR

	RESIDENCY															
	under 1 year		1-2 years		3-5 years		6-10 years		11-20 years		over 20 years		unob.		All Households	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
TENURE																
Owner Occupied	2056	5.7	1714	4.7	3952	10.9	7655	21.1	6594	18.2	14286	39.4	0	.0	36256	100.0
Private Rented	3185	40.1	2182	27.5	1608	20.3	790	10.0	92	1.2	81	1.0	0	.0	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0	0	.0	0	.0	0	.0
All Households	5241	11.9	3895	8.8	5560	12.6	8445	19.1	6686	15.1	14367	32.5	0	.0	44194	100.0
DATE OF CONSTRUCTION																
Pre-1919	1341	19.2	812	11.6	1219	17.5	878	12.6	523	7.5	2211	31.7	0	.0	6984	100.0
1919-1944	411	8.8	1196	25.5	146	3.1	1239	26.4	467	9.9	1231	26.2	0	.0	4691	100.0
1945-1964	96	1.8	286	5.3	566	10.5	1411	26.3	1152	21.5	1852	34.5	0	.0	5362	100.0
1965-1974	557	8.3	298	4.4	841	12.6	849	12.7	1139	17.0	3015	45.0	0	.0	6700	100.0
1975-1981	286	4.5	40	.6	854	13.3	1113	17.4	570	8.9	3546	55.3	0	.0	6409	100.0
Post-1981	2551	18.2	1264	9.0	1933	13.8	2954	21.0	2835	20.2	2511	17.9	0	.0	14049	100.0
All Households	5241	11.9	3895	8.8	5560	12.6	8445	19.1	6686	15.1	14367	32.5	0	.0	44194	100.0
MAIN HOUSE TYPE																
Terraced House/Bungalow	1496	14.5	859	8.4	1437	14.0	1469	14.3	2308	22.4	2712	26.4	0	.0	10281	100.0
Semi-Detached House/Bungalow	858	5.0	1491	8.7	2363	13.8	2664	15.6	2047	12.0	7680	44.9	0	.0	17103	100.0
Detached House/Bungalow	881	8.6	557	5.4	557	5.4	2756	26.7	1928	18.7	3624	35.2	0	.0	10302	100.0
Purpose Built Flat	1201	27.7	295	6.8	698	16.1	1474	33.9	376	8.7	298	6.9	0	.0	4343	100.0
Converted/Mixed Use Flat	805	37.2	694	32.0	505	23.3	83	3.8	27	1.2	53	2.4	0	.0	2165	100.0
All Households	5241	11.9	3895	8.8	5560	12.6	8445	19.1	6686	15.1	14367	32.5	0	.0	44194	100.0
SURVEY AREA																
Barton & Tredworth	782	19.0	561	13.6	573	13.9	650	15.8	390	9.5	1156	28.1	0	.0	4112	100.0
Moreland	529	14.1	464	12.3	619	16.5	549	14.6	455	12.1	1147	30.5	0	.0	3764	100.0
Westgate Target	1236	51.2	444	18.4	306	12.7	190	7.8	134	5.6	107	4.4	0	.0	2416	100.0
Remainder	2693	7.9	2426	7.2	4062	12.0	7056	20.8	5707	16.8	11957	35.3	0	.0	33902	100.0
All Households	5241	11.9	3895	8.8	5560	12.6	8445	19.1	6594	18.2	14286	39.4	0	.0	44194	100.0

TABLE 13: HOUSEHOLD INTENTIONS TO MOVE BY AREA AND HOUSING SECTOR

	INTENTION TO MOVE									
	No		D/K		Yes - Possible		Yes - Definitely		All Households	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
TENURE										
Owner Occupied	32029	88.3	1998	5.5	662	1.8	1567	4.3	36256	100.0
Private Rented	5350	67.4	1238	15.6	309	3.9	1041	13.1	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
All Households	37379	84.6	3236	7.3	971	2.2	2608	5.9	44194	100.0
DATE OF CONSTRUCTION										
Pre-1919	4733	67.8	1034	14.8	708	10.1	509	7.3	6984	100.0
1919-1944	4027	85.8	306	6.5	52	1.1	307	6.5	4691	100.0
1945-1964	4458	83.1	593	11.1	39	.7	272	5.1	5362	100.0
1965-1974	5812	86.7	557	8.3	52	.8	280	4.2	6700	100.0
1975-1981	5799	90.5	285	4.4	39	.6	286	4.5	6409	100.0

TABLE 13: HOUSEHOLD INTENTIONS TO MOVE BY AREA AND HOUSING SECTOR

	INTENTION TO MOVE									
	No		D/K		Yes - Possible		Yes - Definitely		All Households	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
Post-1981	12551	89.3	462	3.3	81	.6	955	6.8	14049	100.0
All Households	37379	84.6	3236	7.3	971	2.2	2608	5.9	44194	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	8952	87.1	801	7.8	289	2.8	239	2.3	10281	100.0
Semi-Detached House/Bungalow	14825	86.7	893	5.2	443	2.6	942	5.5	17103	100.0
Detached House/Bungalow	9137	88.7	272	2.6	52	.5	841	8.2	10302	100.0
Purpose Built Flat	3005	69.2	920	21.2	39	.9	379	8.7	4343	100.0
Converted/Mixed Use Flat	1459	67.4	349	16.1	149	6.9	208	9.6	2165	100.0
All Households	37379	84.6	3236	7.3	971	2.2	2608	5.9	44194	100.0
SURVEY AREA										
Barton & Tredworth	2979	72.5	481	11.7	430	10.4	222	5.4	4112	100.0
Moreland	2923	77.6	428	11.4	186	4.9	227	6.0	3764	100.0
Westgate Target	1632	67.6	434	18.0	83	3.5	267	11.0	2416	100.0
Remainder	29845	88.0	1893	5.6	272	.8	1893	5.6	33902	100.0
All Households	37379	84.6	3236	7.3	971	2.2	2608	5.9	44194	100.0

TENURE VARIATIONS

6.16 Significant variations in socio-economic conditions exist between the main tenure groups. In this respect the private-rented sector exhibits less favourable socio-economic conditions:

- ◆ *21.6% of heads of household aged under 25 years compared to 1.2% of owner-occupied households.*
- ◆ *44.8% single person non-pensioner households compared to 8.6% of owner-occupied households.*
- ◆ *14.7% single parent families compared to 3.5% of owner-occupied households.*
- ◆ *13.5% of heads of household unemployed compared to 0.9% of owner-occupied households.*
- ◆ *37.0% of households economically vulnerable compared to 10.2% of owner-occupied households.*
- ◆ *2.6% of households on low incomes compared to 2.0% of owner-occupied households.*
- ◆ *67.6% of households resident under 2 years compared to 10.4% of owner-occupied households.*
- ◆ *13.1% of households definitely intending to move compared to 4.3% of owner-occupied households.*

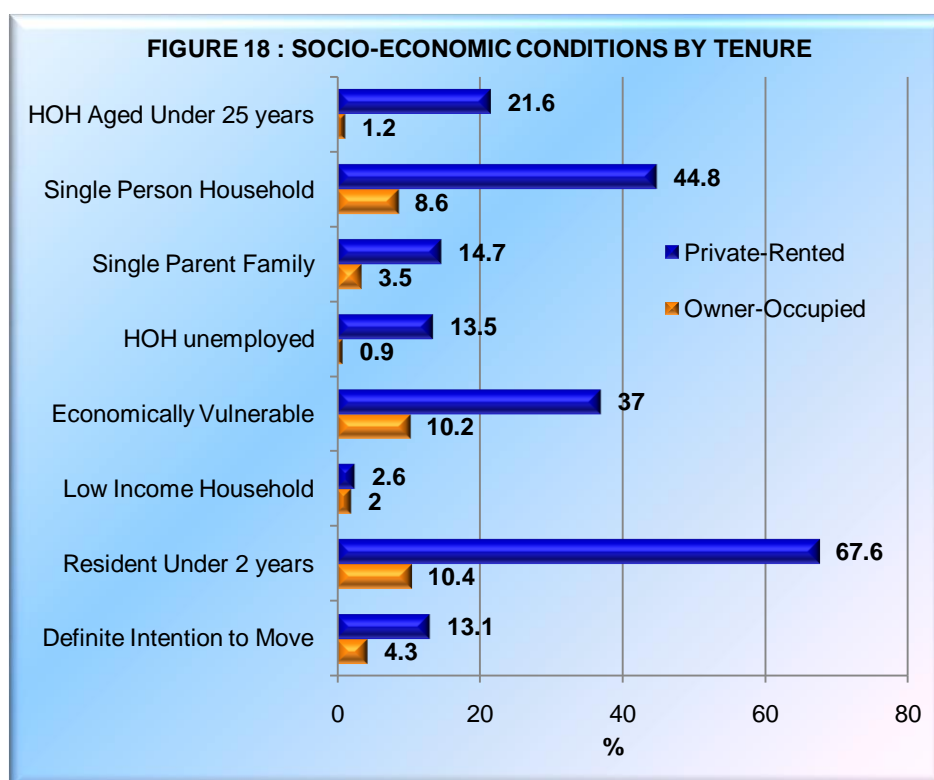


TABLE 14: HOUSEHOLD CHARACTERISTICS BY TENURE

	TENURE					
	Owner Occupied		Private Rented		All Households	
	hhds	%	hhds	%	hhds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	429	1.2	1716	21.6	2145	4.9
25 - 34 Years	2223	6.1	1937	24.4	4160	9.4
35 - 44 Years	5937	16.4	2258	28.4	8195	18.5
45 - 54 Years	7279	20.1	746	9.4	8025	18.2
55 - 64 Years	6787	18.7	1135	14.3	7923	17.9
65 Years And Over	13316	36.7	133	1.7	13449	30.4
Unrecorded	285	.8	13	.2	298	.7
All Households	36256	100.0	7938	100.0	44194	100.0
ECONOMIC STATUS HOH						
Full-Time Work	18910	52.2	4543	57.2	23453	53.1
Part-Time Work	1891	5.2	289	3.6	2180	4.9
Unemployed-Available For Work	311	.9	1070	13.5	1381	3.1
Permanently Sick/Disabled	455	1.3	483	6.1	937	2.1
Housewife	376	1.0	682	8.6	1058	2.4
Wholly Retired	14235	39.3	201	2.5	14435	32.7
Student	79	.2	671	8.5	750	1.7
Unob.	0	.0	0	.0	0	.0
All Households	36256	100.0	7938	100.0	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	3113	8.6	3553	44.8	6666	15.1

TABLE 14: HOUSEHOLD CHARACTERISTICS BY TENURE						
	TENURE					
	Owner Occupied		Private Rented		All Households	
	hhds	%	hhds	%	hhds	%
Single Parent Family	1282	3.5	1167	14.7	2449	5.5
Two Person Adult Non Pensioner	6207	17.1	1443	18.2	7650	17.3
Small Family	8319	22.9	1250	15.8	9569	21.7
Large Family	1907	5.3	121	1.5	2027	4.6
Large Adult	183	.5	178	2.2	361	.8
Elderly	14379	39.7	212	2.7	14591	33.0
Elderly With Family	868	2.4	14	.2	881	2.0
Unobtainable	0	.0	0	.0	0	.0
All Households	36256	100.0	7938	100.0	44194	100.0
LOW INCOME HOUSEHOLDS						
Not On Low Income	35530	98.0	7729	97.4	43259	97.9
Low Income Household	726	2.0	209	2.6	935	2.1
All Households	36256	100.0	7938	100.0	44194	100.0
ECONOMIC VULNERABILITY						
Not Economically Vulnerable	32568	89.8	5004	63.0	37572	85.0
Economically Vulnerable	3688	10.2	2934	37.0	6622	15.0
All Households	36256	100.0	7938	100.0	44194	100.0



GLOUCESTER
CITY COUNCIL

SECTION 3 : PRIVATE SECTOR HOUSING CONDITIONS

Chapter 7 : Housing Conditions - An Overview and National Perspective

Chapter 8 : HHSRS - Category 1 and Category 2 Hazards

Chapter 9 : Housing Disrepair

Chapter 10 : Housing Amenities and Facilities

Chapter 11 : Home Energy Efficiency

Chapter 12 : Decent Homes Overall Performance

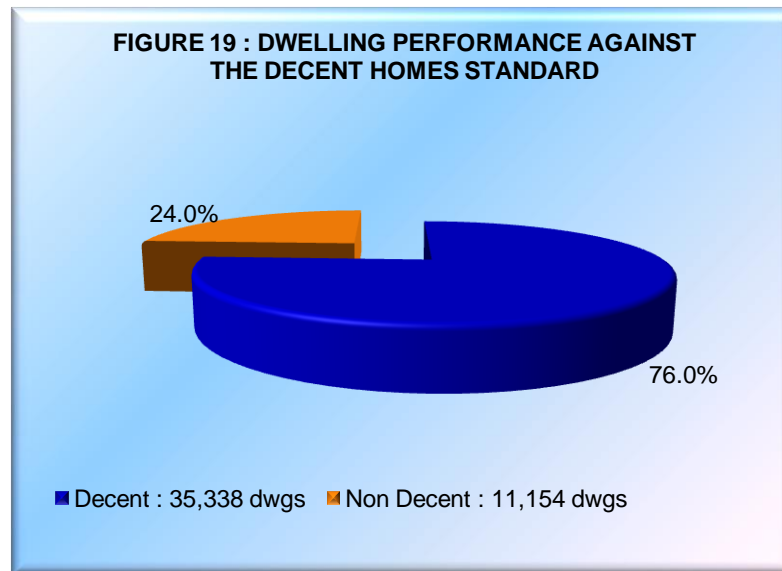
Chapter 13 : Non Decent Homes - Investment Needs

Chapter 14 : Decent Places - Environmental Conditions and Liveability

7.0 PRIVATE SECTOR HOUSING CONDITIONS - AN OVERVIEW AND NATIONAL PERSPECTIVE

LOCAL HOUSING CONDITIONS

7.1 35,338 dwellings (76.0%) meet the requirements of the Decent Homes standard and can be regarded as satisfactory. The remaining 11,154 dwellings (24.0%) are non-Decent.



7.2 The majority of non-Decent dwellings (7,435 dwellings - 66.7%) experience a single item failure with the primary areas of failure represented by disrepair (33.9%) and thermal comfort (24.5%). 3,719 non-Decent dwellings (33.3%) experience two or more defects on the Decent Homes Standard. The most common combined defects are linkages between Category 1 hazards, disrepair and thermal comfort.

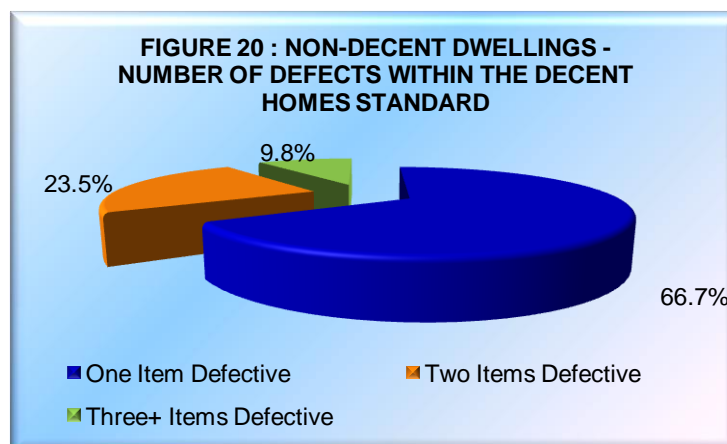


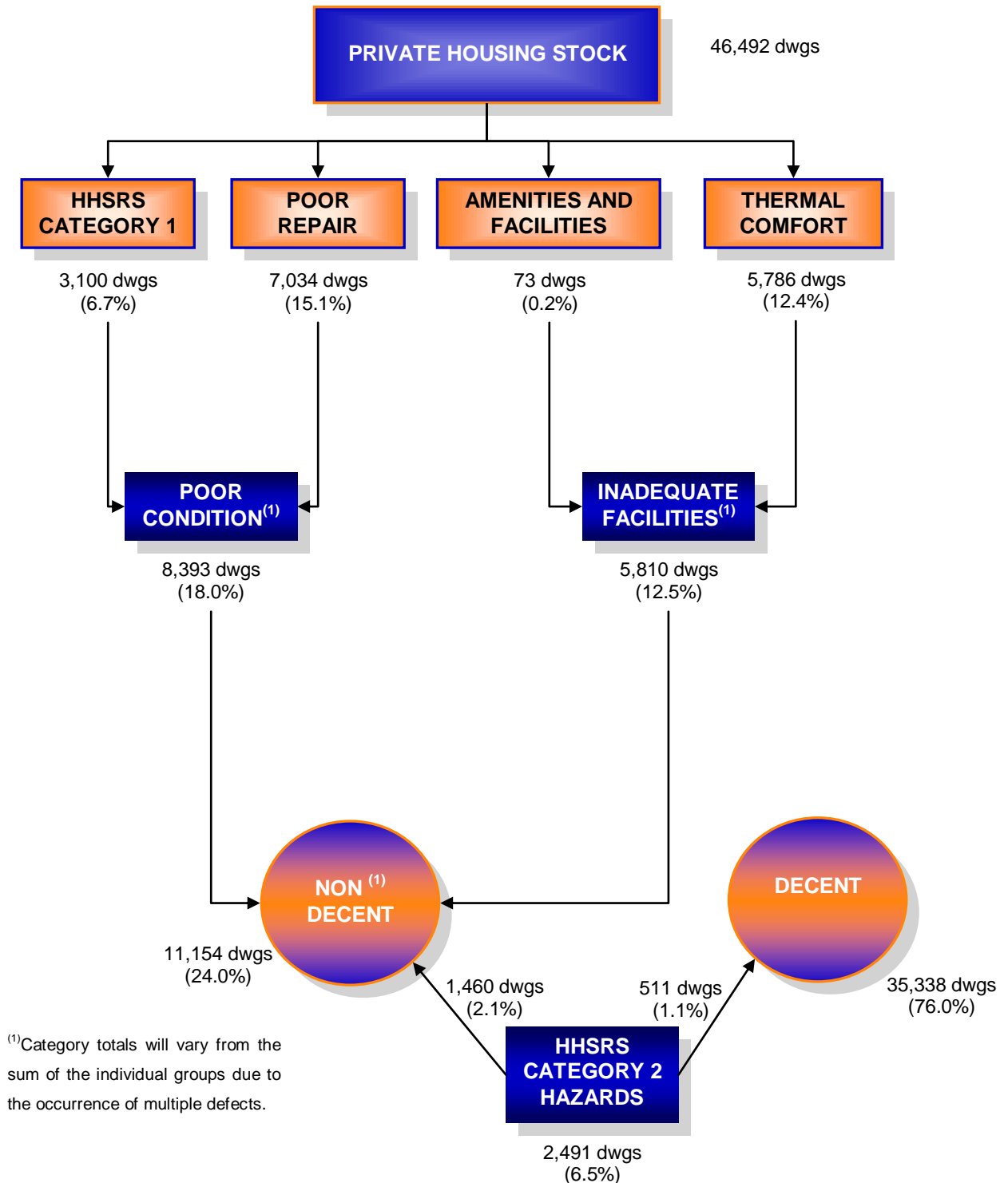
TABLE 15: NON DECENT DWELLINGS - DEFECT CLASSIFICATION		
	DECENT HOMES DEFECT CLASSIFICATION	
	 dwellings	%
HHSRS Only	921	8.3
Disrepair Only	3778	33.9
Amenities Only	0	.0
Energy Only	2736	24.5
HHSRS And Disrepair	645	5.8
HHSRS And Amenities	0	.0
HHSRS And Energy	438	3.9
Disrepair And Amenity	13	.1
Disrepair And Energy	1503	13.5
Amenity And Energy	24	.2
HHSRS, Disrepair And Amenity	12	.1
HHSRS, Disrepair And Energy	1061	9.5
HHSRS, Amenity And Energy	0	.0
Disrepair, Amenity And Energy	0	.0
HHSRS, Disrepair, Amenity And Energy	24	.2
No Defects	0	.0
ALL DWELLINGS NON-DECENT	11154	100.0

- 7.3 1,971 dwellings (4.1%) exhibit Category 2 hazards (Bands D and E) within the HHSRS. Of these dwellings, 1,460 dwellings (74.1%) are also non-Decent. The remaining 511 dwellings (25.9%) are otherwise Decent.

LOCAL CONDITION FRAMEWORK

- 7.4 The house condition framework emerging from Decent Homes is illustrated overleaf in Figure 21.

FIGURE 21 : LOCAL HOUSE CONDITION FRAMEWORK



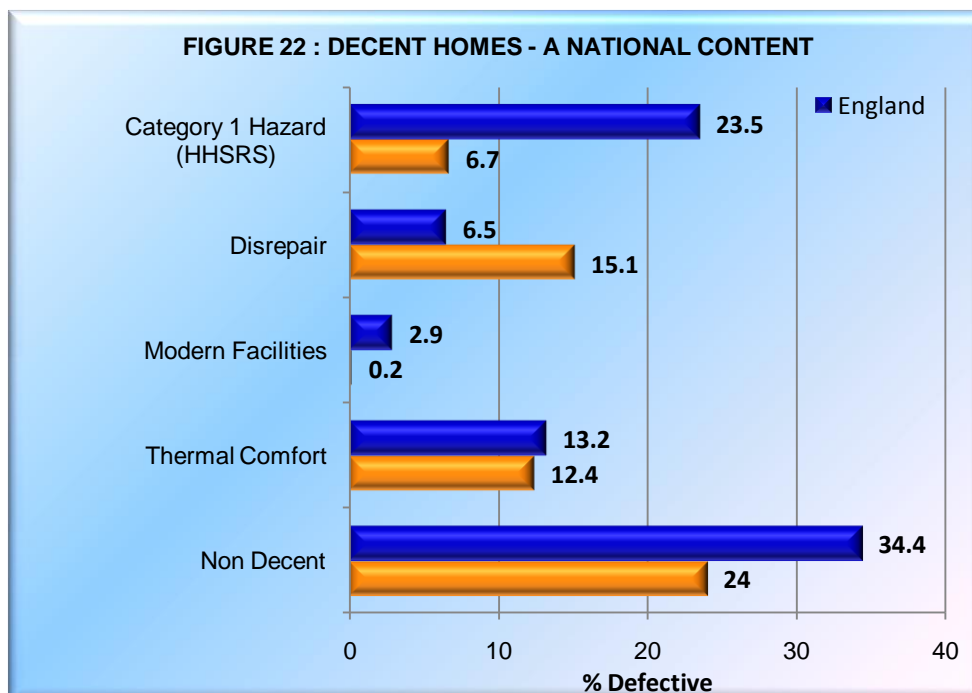
7.5 Costs to address non-Decent homes are estimated at £55.804M averaging £5,003 per non-Decent dwelling.

THE NATIONAL CONTEXT

7.6 Information available from the English Housing Survey 2008 enables housing conditions in the City of Gloucester to be placed in a national perspective. Although national data is 3 years out of date no movement in the main housing indicators has been recorded nationally since 2006.

CONDITION INDICATOR	ENGLAND 2008	GLOUCESTER 2011
	% Defective	% Defective
Category 1 Hazard HHSRS	23.6	6.7
Disrepair	6.5	15.1
Modern Facilities	2.9	0.2
Thermal Comfort	13.2	12.4
ALL NON-DECENT	34.4	24.0

7.7 With the exception of disrepair, housing conditions in the City of Gloucester are generally better than the national average for all private housing. The rate of Decent Homes failure in the City of Gloucester of 24.0% compares with 34.4% of all private dwellings non-Decent in England. The level of Category 1 hazard failure in the City of Gloucester of 6.7% compares with 23.6% of all private dwellings in England exhibiting Category 1 hazards. Rates of disrepair in the City of Gloucester at 15.1% are however higher than the national average of 6.5%. These have long-term implications for the condition and quality of private housing in the City.



8.0 HHSRS - CATEGORY 1 AND CATEGORY 2 HAZARDS

8.1 The Housing Health and Safety Rating System (HHSRS) is the current approach to the evaluation of the potential risks to health and safety from any deficiencies identified in homes. The HHSRS, although not in itself a standard, was introduced as a replacement for the Housing Fitness Standard (Housing Act 1985, Section 604, as amended).

HAZARD APPRAISAL

8.2 Assessment of hazards is a two-stage process, addressing first the likelihood of an occurrence and secondly the range of probable harm outcomes. These two factors are combined using a standard method to give a score in respect of each hazard. There are 29 hazards, arranged in four main groups reflecting the basic health requirements. These are illustrated in Table 17 and include:

- ◆ *Physiological Requirements including Hygrothermal conditions and pollutants.*
- ◆ *Psychological Requirements including - Space, Security, Light and Noise.*
- ◆ *Protection against infection including - Hygiene, Sanitation and Water Supply.*
- ◆ *Protection against Accidents including Falls, Electric Shocks, Burns/Scalds, Collision.*

TABLE 17 : HAZARD GROUPINGS		
HAZARD CATEGORY	SUB GROUPING	NATURE OF HAZARD
PHYSIOLOGICAL REQUIREMENTS	Hygrothermal Conditions	1. Dampness & Mould
		2. Excess Cold
		3. Excess Heat
	Pollutants	4. Asbestos
		5. Biocides
		6. CO2/Fuel Combustion
		7. Lead
		8. Radiation
		9. Un-combusted Fuel Gas
		10. Volatile Organic Compounds
PSYCHOLOGICAL REQUIREMENTS	Space, Security, Light and Noise	11. Crowding and Space
		12. Entry by Intruders
		13. Lighting
		14. Noise
PROTECTION AGAINST INFECTION	Hygiene, Sanitation and Water Supply	15. Hygiene, Pests, Refuse
		16. Food Safety
		17. Personal Hygiene, Sanitation, Drainage
		18. Water Supply
PROTECTION AGAINST ACCIDENTS	Falls	19. Baths
		20. Level surfaces

TABLE 17 : HAZARD GROUPINGS		
HAZARD CATEGORY	SUB GROUPING	NATURE OF HAZARD
	Shocks, Fires, Burns, Scalds	21. Stairs
		22. Between Levels
		23. Electrical Hazards
		24. Fire
		25. Flames, Hot Surfaces
	Collisions, Cuts and Strains	26. Collision and Entrapment
		27. Explosions
		28. Position of Amenities
		29. Structural Collapse

8.3 Hazard scores are banded to reflect the relative severity of hazards and their potential outcomes. There are ten hazard bands ranging from Band J (9 points or less) the safest, to Band A (5000 points or more) the most dangerous.

TABLE 18 : HHSRS HAZARD BANDS	
HHSRS BANDS	HAZARD SCORE RANGE
A	5000 or more
B	2000 to 4999
C	1000 to 1999
D	500 to 999
E	200 to 499
F	100 to 199
G	50 to 99
H	20 to 49
I	10 to 19
J	9 or less

8.4 Using the above bands hazards can be grouped as Category 1 or Category 2. A Category 1 hazard will fall within Bands A, B and C; a Category 2 hazard will fall within Bands D or higher (Bands D and E were selected for the purposes of this survey). The Housing Act 2004 puts Local Authorities under a general duty to take appropriate action in relation to a Category 1 hazard. Such action can include:

- ◆ **Improvement Notice (Section 11, Housing Act 2004).**
- ◆ **Prohibition Order (Section 20, Housing Act 2004).**
- ◆ **Hazard Awareness Notice (Section 28, Housing Act 2004).**
- ◆ **Emergency Remedial Action (Section 40, Housing Act 2004).**
- ◆ **Emergency Prohibition Order (Section 43, Housing Act 2004).**
- ◆ **Demolition Order (Section 265, Housing Act 1985).**
- ◆ **Clearance Area Declaration (Section 289, Housing Act 1985).**

Similar powers exist to deal with Category 2 hazards but at the discretion of the Local Authority. Emergency measures cannot however be used, nor can clearance area or demolition powers. The presence of Category 1 hazards is integrated within the Decent Homes Standard and forms the main focus for our analyses.

EMERGING HAZARDS

8.5 The distribution of hazard bandings and their allocation to risk categories is illustrated in Tables 19 and 20. The highest risks within the HHSRS (Category 1; exceeding 1000 points) are related to falls on steps/stairs, falls on the level and excess cold.

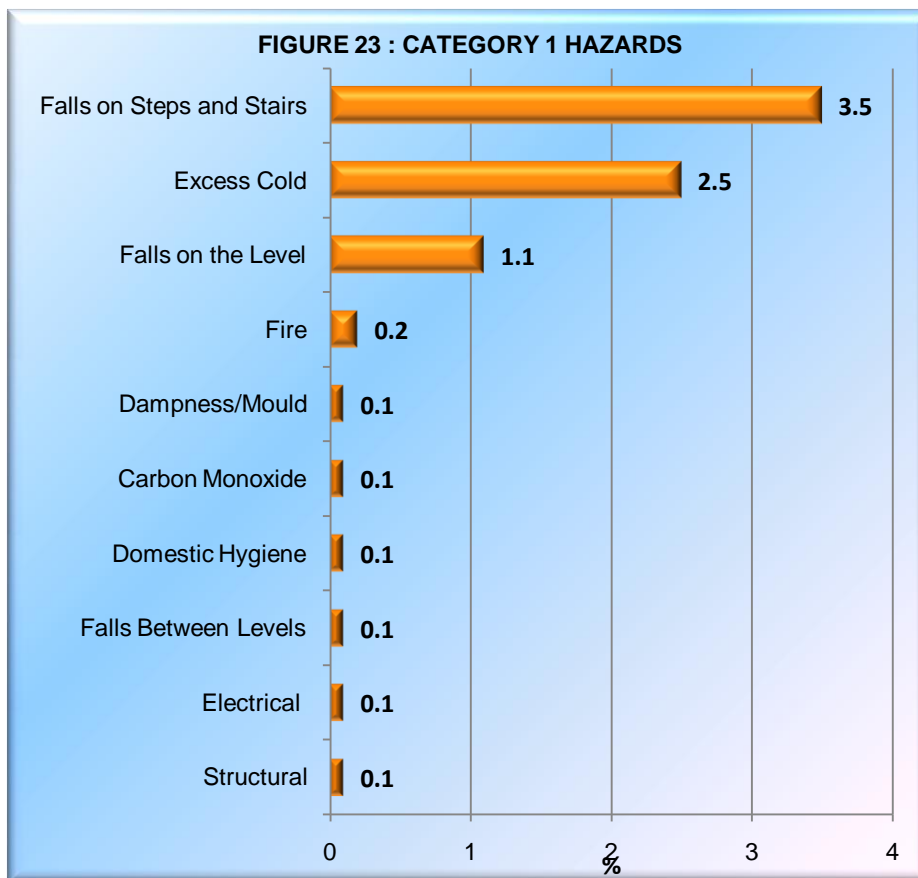


TABLE 19: HHSRS HAZARD BANDINGS BY HAZARD/RISK CATEGORY

	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Band I	Band J	ALL DWGS
	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs	dwgs
Dampness/Mould Hazard Band	13	0	38	0	122	0	0	0	0	46320	46492
Excess Cold Hazard Band	13	1011	60	0	645	0	0	0	0	44704	46492
Excess Heat Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Asbestos Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Biocides Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Carbon Monoxide Hazard Band	0	0	12	0	0	47	0	0	0	46432	46492
Lead Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Radiation Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Uncombusted Fuel Hazard Band	0	0	0	0	0	12	0	0	0	46480	46492
Volatile Organic Compounds Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Crowding And Space Hazard Band	0	0	0	0	74	0	0	7756	0	38663	46492
Intruder Entry Hazard Band	0	0	0	0	0	145	0	7646	0	38701	46492
Lighting Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Noise Hazard Band	0	0	0	0	0	0	12	0	207	46273	46492
Domestic Hygiene Hazard Band	0	0	12	0	0	0	24	0	0	46456	46492
Food Safety Hazard Band	0	0	0	0	12	0	0	108	0	46372	46492
Hygiene/Sanitation/Drainage Hazard Band	0	0	0	0	12	0	0	0	36	46444	46492
Domestic Water Hazard Band	0	0	0	0	0	0	0	0	0	46492	46492
Falls With Amenities Hazard Band	0	0	0	0	0	12	0	0	0	46480	46492
Falls On The Level Hazard Band	0	0	503	0	1234	0	0	0	0	37013	46492
Falls On Steps/Stairs Hazard Band	0	0	1646	0	0	0	0	0	0	44846	46492
Falls Between Levels Hazard Band	0	0	24	0	134	0	0	0	0	46333	46492
Electrical Hazard Band	12	0	37	0	0	0	0	0	0	46433	46492
Fire Hazard Band	0	0	98	0	0	0	0	8552	0	37842	46492
Hot Surface And Material Hazard Band	0	0	0	0	0	25	0	8093	0	38375	46492
Collision/Entrapment Hazard Band	0	0	0	0	73	0	8322	0	0	38097	46492
Explosion Hazard Band	0	0	0	25	0	0	0	0	7647	38821	46492
Ergonomics Hazard Band	0	0	0	0	0	0	0	0	74	46418	46492
Structural Failure Hazard Band	0	0	12	0	0	0	0	0	71	46409	46492

TABLE 20: HHSRS HAZARD CATEGORISATION BY HAZARD/RISK CATEGORY								
	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	50	0.1	122	0.3	46320	99.6	46492	100.0
Excess Cold Hazard Band	1143	2.5	645	1.4	44704	96.2	46492	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Asbestos Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Biocides Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Carbon Monoxide Hazard Band	12	0.1	0	0.0	46480	99.9	46492	100.0
Lead Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Radiation Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Crowding And Space Hazard Band	0	0.0	74	0.2	46418	99.8	46492	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Lighting Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Noise Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Domestic Hygiene Hazard Band	12	0.1	0	0.0	46480	99.9	46492	100.0
Food Safety Hazard Band	0	0.0	12	0.1	46480	99.9	46492	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	12	0.1	46480	99.9	46492	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Falls On The Level Hazard Band	503	1.1	1234	2.7	44755	96.3	46492	100.0
Falls On Steps/Stairs Hazard Band	1646	3.5	0	0.0	44846	96.5	46492	100.0
Falls Between Levels Hazard Band	24	0.1	134	0.3	46333	99.7	46492	100.0
Electrical Hazard Band	49	0.1	0	0.0	46443	99.9	46492	100.0
Fire Hazard Band	98	0.2	0	0.0	46394	99.8	46492	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Collision/Entrapment Hazard Band	0	0.0	73	0.2	46419	99.8	46492	100.0
Explosion Hazard Band	0	0.0	25	0.1	46467	99.9	46492	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	46492	100.0	46492	100.0
Structural Failure Hazard Band	12	0.1	0	0.0	46480	99.9	46492	100.0

8.6 Overall Category 1 hazard patterns are maintained across the main building types but with several interesting variations. These include:

- ◆ *A broader spread of hazards operating within the terraced housing market which is not only influenced by the risk of falls on steps/stairs and excess cold but problems of dampness/mould, fire hazard and electrical hazard.*
- ◆ *The dominance of excess cold and risk of falls as category 1 hazards within the semi-detached housing market. No Category 1 hazards were recorded for detached properties.*
- ◆ *The above average level of Category 1 hazard failure in converted and mixed use flats particularly influenced by excess cold and risk of falls.*

TABLE 20A: TERRACED HOUSES/BUNGALOWS - HHSRS HAZARD CATEGORISATION								
	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	13	0.1	72	0.7	10448	99.2	10532	100.0
Excess Cold Hazard Band	424	4.0	134	1.3	9975	94.7	10532	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Asbestos Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Biocides Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Carbon Monoxide Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Lead Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Radiation Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Crowding And Space Hazard Band	0	0.0	12	0.1	10520	99.9	10532	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Lighting Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Noise Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Domestic Hygiene Hazard Band	12	0.1	0	0.0	10521	99.9	10532	100.0
Food Safety Hazard Band	0	0.0	12	0.1	10521	99.9	10532	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	12	0.1	10521	99.9	10532	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Falls On The Level Hazard Band	123	1.2	522	5.0	9888	93.9	10532	100.0
Falls On Steps/Stairs Hazard Band	917	8.7	0	0.0	9615	91.3	10532	100.0
Falls Between Levels Hazard Band	12	0.1	48	0.5	10473	99.4	10532	100.0
Electrical Hazard Band	24	0.2	0	0.0	10508	99.8	10532	100.0
Fire Hazard Band	24	0.2	0	0.0	10508	99.8	10532	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Collision/Entrapment Hazard Band	0	0.0	25	0.2	10508	99.8	10532	100.0
Explosion Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	10532	100.0	10532	100.0
Structural Failure Hazard Band	12	0.1	0	0.0	10520	99.9	10532	100.0

TABLE 20B: SEMI-DETACHED HOUSES/BUNGALOWS - HHSRS HAZARD CATEGORISATION

	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	38	0.2	25	0.1	17368	99.6	17431	100.0
Excess Cold Hazard Band	110	0.6	351	2.0	16971	97.4	17431	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Asbestos Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Biocides Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Carbon Monoxide Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Lead Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Radiation Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Crowding And Space Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Lighting Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Noise Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Domestic Hygiene Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Food Safety Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Falls On The Level Hazard Band	0	0.0	570	33	16861	96.7	17431	100.0
Falls On Steps/Stairs Hazard Band	312	1.8	0	0.0	17119	98.2	17431	100.0
Falls Between Levels Hazard Band	13	0.1	13	0.1	17406	99.8	17431	100.0
Electrical Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Fire Hazard Band	12	0.1	0	0.0	17419	99.9	17431	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Collision/Entrapment Hazard Band	0	0.0	12	0.1	17419	99.9	17431	100.0
Explosion Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0
Structural Failure Hazard Band	0	0.0	0	0.0	17431	100.0	17431	100.0

TABLE 20C: DETACHED HOUSES/BUNGALOWS - HHSRS HAZARD CATEGORISATION								
	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Excess Cold Hazard Band	0	0.0	24	0.2	11162	99.8	11186	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Asbestos Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Biocides Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Carbon Monoxide Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Lead Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Radiation Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Crowding And Space Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Lighting Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Noise Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Domestic Hygiene Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Food Safety Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Falls On The Level Hazard Band	0	0.0	24	2.9	11162	99.8	11186	100.0
Falls On Steps/Stairs Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Falls Between Levels Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Electrical Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Fire Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Collision/Entrapment Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Explosion Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0
Structural Failure Hazard Band	0	0.0	0	0.0	11186	100.0	11186	100.0

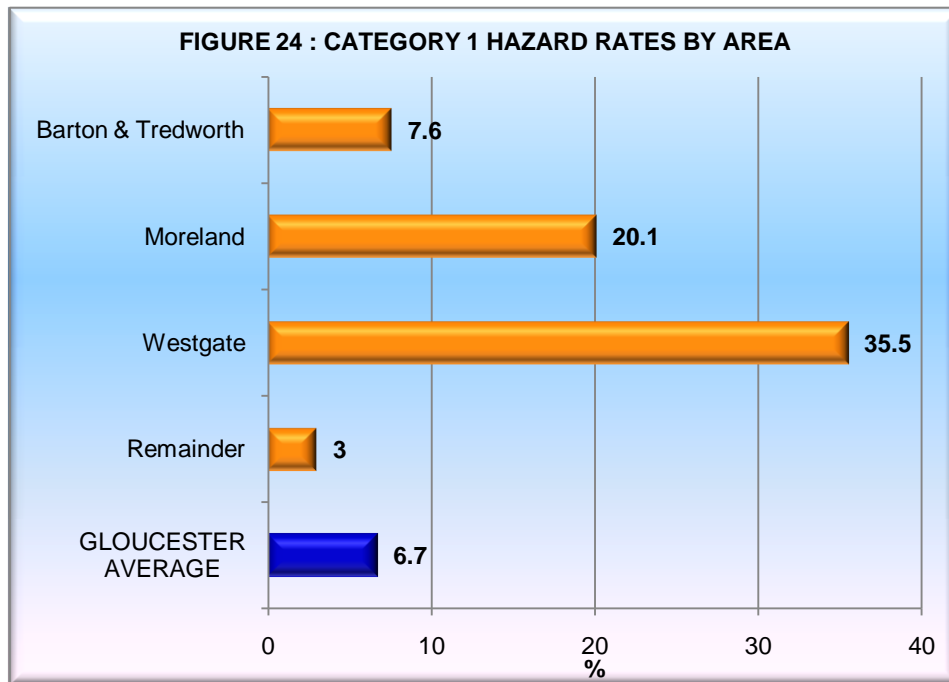
TABLE 20D: PURPOSE BUILT FLATS - HHSRS HAZARD CATEGORISATION								
	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Excess Cold Hazard Band	267	5.5	62	1.3	4531	93.2	4860	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Asbestos Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Biocides Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Carbon Monoxide Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Lead Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Radiation Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Crowding And Space Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Lighting Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Noise Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Domestic Hygiene Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Food Safety Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Falls On The Level Hazard Band	123	2.5	71	1.5	4666	96.0	4860	100.0
Falls On Steps/Stairs Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Falls Between Levels Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Electrical Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Fire Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Collision/Entrapment Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Explosion Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0
Structural Failure Hazard Band	0	0.0	0	0.0	4860	100.0	4860	100.0

TABLE 20E: CONVERTED/MIXED USE FLATS - HHSRS HAZARD CATEGORISATION

	Category 1		Category 2		Other		ALL DWELLINGS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	0	0.0	25	1.0	2458	99.0	2482	100.0
Excess Cold Hazard Band	343	13.8	75	3.0	2065	83.2	2482	100.0
Excess Heat Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Asbestos Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Biocides Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Carbon Monoxide Hazard Band	12	0.5	0	0.0	2470	99.5	2482	100.0
Lead Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Radiation Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Uncombusted Fuel Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Volatile Organic Compounds Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Crowding And Space Hazard Band	0	0.0	61	2.5	2421	97.5	2482	100.0
Intruder Entry Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Lighting Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Noise Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Domestic Hygiene Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Food Safety Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Domestic Water Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Falls With Amenities Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Falls On The Level Hazard Band	258	10.4	47	1.9	2177	87.7	2482	100.0
Falls On Steps/Stairs Hazard Band	416	16.8	0	0.0	2066	83.2	2482	100.0
Falls Between Levels Hazard Band	0	0.0	74	3.0	2409	97.0	2482	100.0
Electrical Hazard Band	25	1.0	0	0.0	2458	99.0	2482	100.0
Fire Hazard Band	62	2.5	0	0.0	2420	97.5	2482	100.0
Hot Surface And Material Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Collision/Entrapment Hazard Band	0	0.0	36	1.5	2446	98.5	2482	100.0
Explosion Hazard Band	0	0.0	25	1.0	2458	99.0	2482	100.0
Ergonomics Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0
Structural Failure Hazard Band	0	0.0	0	0.0	2482	100.0	2482	100.0

CATEGORY 1 HAZARD DISTRIBUTION

- 8.7 The survey estimates that 3,100 private sector dwellings exhibit Category 1 hazards representing 6.7% of all private dwellings in the City of Gloucester. Category 1 hazards are not evenly distributed but vary in their extent by area and housing sector.
- 8.8 Highest rates of Category 1 hazard failure are recorded for the Moreland and Westgate target areas. Rates of Category 1 hazard failure are also above average in Barton and Tredworth. The lowest rate of Category 1 failure is associated with the City remainder.



8.9 Category 1 hazard failures also vary within the housing stock. In this respect rates of Category 1 hazard failure are above average in pre-1919 homes, for the private-rented sector for terraced housing and for flats in mixed use or converted buildings.

- ◆ *1,787 dwellings constructed pre-1919 exhibit Category 1 hazards representing 24.8% of all dwellings built in this period and 57.6% of all private dwellings exhibiting Category 1 hazards.*
- ◆ *The largest number of Category 1 hazards are found within the owner-occupied sector (1,681 dwellings) although relative to its size, rates of failure are higher within the private-rented sector. 1,418 private rented dwellings exhibit Category 1 hazards representing 17.2% of all private rented dwellings.*
- ◆ *Rates of Category 1 failure are higher for flats in converted and mixed use buildings which have a strong association with the private-rented sector. 32.6% of these flats exhibit Category 1 hazards. Rates of Category 1 failure are also above average for terraced houses/bungalows (13.4%).*

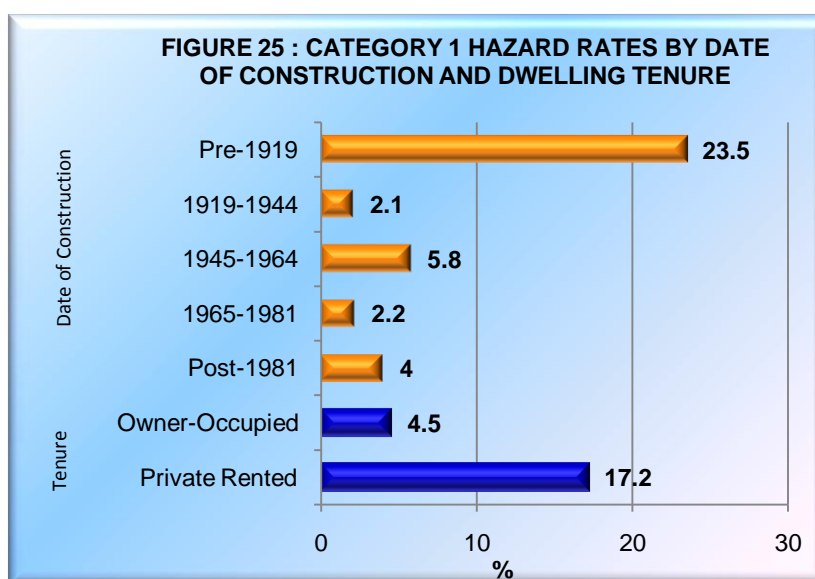


TABLE 21: THE DISTRIBUTION OF CATEGORY 1 HAZARDS BY AREA AND HOUSING SECTOR

	HHSRS CATEGORY 1 RISK					
	No Category 1 Risks		Category 1 Risks Present		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	35561	95.5	1681	4.5	37242	100.0
Private Rented	6832	82.8	1418	17.2	8250	100.0
Unrecorded	1000	100.0	0	.0	1000	100.0
All Dwellings	43392	93.3	3100	6.7	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	5826	76.5	1787	23.5	7613	100.0
1919-1944	5109	97.9	109	2.1	5218	100.0
1945-1964	4933	94.2	303	5.8	5236	100.0
1965-1974	6590	95.8	291	4.2	6881	100.0
1975-1981	6626	99.8	12	.2	6639	100.0
Post-1981	14308	96.0	598	4.0	14906	100.0
All Dwellings	43392	93.3	3100	6.7	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	9116	86.6	1416	13.4	10532	100.0
Semi-Detached House/Bungalow	16960	97.3	471	2.7	17431	100.0
Detached House/Bungalow	11186	100.0	0	.0	11186	100.0
Purpose Built Flat	4458	91.7	402	8.3	4860	100.0
Converted/Mixed Use Flat	1672	67.4	810	32.6	2482	100.0
All Dwellings	43392	93.3	3100	6.7	46492	100.0
SURVEY AREA						
Barton & Tredworth	3981	92.4	328	7.6	4309	100.0
Moreland	2966	79.9	747	20.1	3713	100.0
Westgate Target	1742	64.5	957	35.5	2699	100.0
Remainder	34703	97.0	1068	3.0	35771	100.0
All Dwellings	43392	93.3	3100	6.7	46492	100.0

CATEGORY 1 HAZARD COST

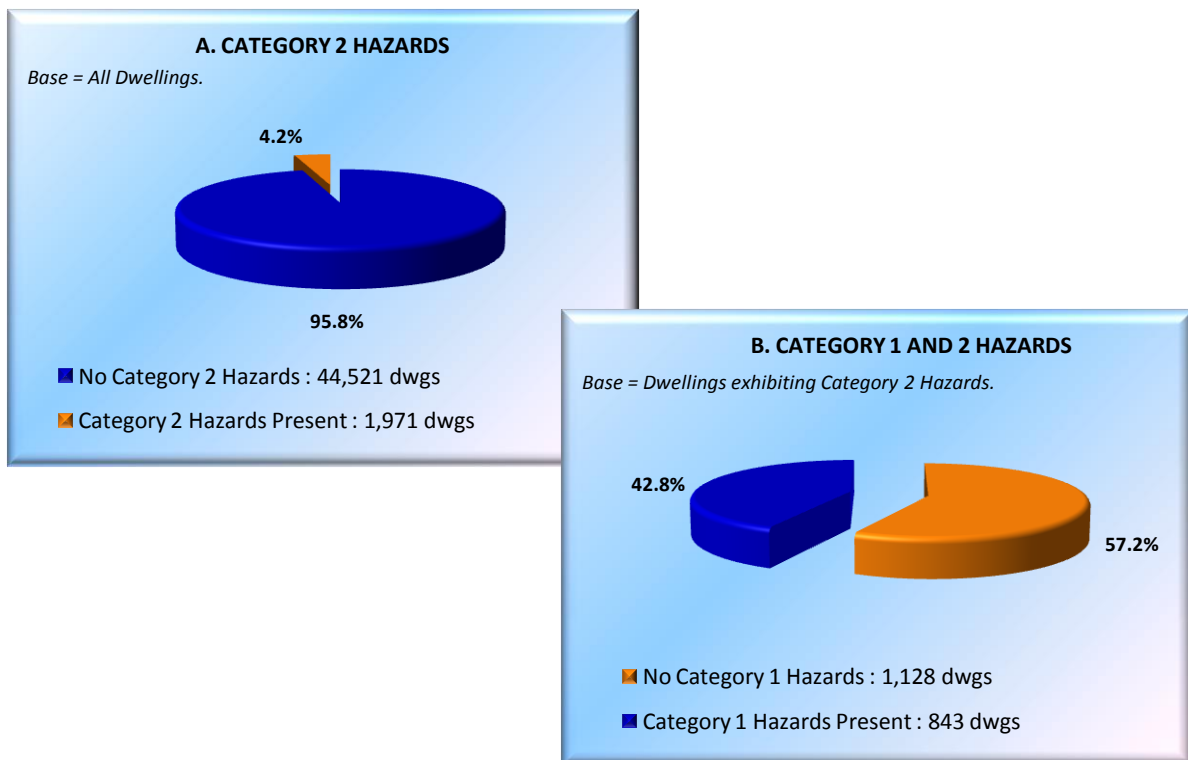
- 8.10 Costs to address Category 1 hazards within the unsatisfactory housing stock are estimated at £20.963M averaging £6,762 per defective dwelling. Individual costs range from £2,000 to just under £30,000 per dwelling.
- 8.11 Costs presented are net of VAT, fees, preliminaries and contingencies but in addition to HHSRS improvements allow for the completion of outstanding repairs to dwellings experiencing Category 1 hazards.

TABLE 22: COSTS TO ADDRESS CATEGORY 1 HAZARDS BY AREA AND HOUSING SECTOR				
	CATEGORY 1 HAZARD REPAIR AND IMPROVEMENT COST		DWELLINGS WITH CATEGORY 1 HAZARDS	
	Average Cost (£)	Total Cost (£)	dwgs	%
AREA				
Barton & Tredworth	8,324	2,730,309	328	7.6
Moreland	8,185	6,14,033	747	20.1
Westgate	5,631	5,388,546	957	35.5
Remainder	6,302	6,730,560	1068	3.0
TENURE				
Owner Occupied	6,745	11,339,210	1681	4.5
Private Rented	6,787	9,624,238	1418	17.2
MAIN HOUSE TYPE				
Terraced House/Bungalow	7,230	10,237,641	1416	13.4
Semi-Detached House/Bungalow	8,482	3,994,953	471	2.7
Detached House/Bungalow	0	0	0	0.0
Purpose Built Flat	5,864	2,357,549	402	8.3
Flat In Converted/Mixed Use Building	5,399	4,373,304	810	32.6
DATE OF CONSTRUCTION				
Pre-1919	7,253	12,961,205	1787	23.5
1919-1944	9,884	1,077,348	109	2.1
1945-1964	6,571	1,991,030	303	5.8
1965-1974	6,533	1,901,177	291	4.2
1975-1981	4,693	56,319	12	0.2
Post-1981	4,977	2,976,368	598	4.0
Total	6,762	20,963,448	3100	6.7

CATEGORY 2 HAZARDS

8.12 In addition to Category 1 hazards, 1,971 dwellings (4.2%) experience defects in hazard bands D and E and have been classified as Category 2 homes. Within the Category 2 hazard group, 843 dwellings (42.8%) also exhibit Category 1 hazards - the remaining 1,128 dwellings (57.2%) do not. Strategies to deal with Category 1 hazards might logically be expected to address associated Category 2 defects. Those dwellings experiencing Category 2 hazards only will remain at risk and may be capable of early and effective targeting through the use of Hazard Awareness Notices.

FIGURE 26 : CATEGORY 2 HAZARD OCCURRENCE



8.13 Within the group of dwellings experiencing Category 2 hazards only, hazards remain dominated by the risk of falls and excess cold.

TABLE 23: DWELLINGS EXPERIENCING CATEGORY 2 HAZARDS ONLY - HAZARD CLASSIFICATION						
	Category 2		Other		ALL DWGS	
	dwgs	%	dwgs	%	dwgs	%
Dampness/Mould Hazard Band	13	1.1	1115	98.9	1128	100.0
Excess Cold Hazard Band	451	40.0	677	60.0	1128	100.0
Excess Heat Hazard Band	0	0.0	1128	100.0	1128	100.0
Asbestos Hazard Band	0	0.0	1128	100.0	1128	100.0
Biocides Hazard Band	0	0.0	1128	100.0	1128	100.0
Carbon Monoxide Hazard Band	0	0.0	1128	100.0	1128	100.0
Lead Hazard Band	0	0.0	1128	100.0	1128	100.0
Radiation Hazard Band	0	0.0	1128	100.0	1128	100.0
Uncombusted Fuel Hazard Band	0	0.0	1128	100.0	1128	100.0
Volatile Organic Compounds Hazard Band	0	0.0	1128	100.0	1128	100.0
Crowding And Space Hazard Band	0	0.0	1128	100.0	1128	100.0
Intruder Entry Hazard Band	0	0.0	1128	100.0	1128	100.0
Lighting Hazard Band	0	0.0	1128	100.0	1128	100.0
Noise Hazard Band	0	0.0	1128	100.0	1128	100.0
Domestic Hygiene Hazard Band	0	0.0	1128	100.0	1128	100.0
Food Safety Hazard Band	0	0.0	1128	100.0	1128	100.0
Hygiene/Sanitation/Drainage Hazard Band	0	0.0	1128	100.0	1128	100.0
Domestic Water Hazard Band	0	0.0	1128	100.0	1128	100.0
Falls With Amenities Hazard Band	0	0.0	1128	100.0	1128	100.0
Falls On The Level Hazard Band	724	64.1	404	35.9	1128	100.0
Falls On Steps/Stairs Hazard Band	0	0.0	1128	100.0	1128	100.0
Falls Between Levels Hazard Band	0	0.0	1128	100.0	1128	100.0
Electrical Hazard Band	0	0.0	1128	100.0	1128	100.0
Fire Hazard Band	0	0.0	1128	100.0	1128	100.0
Hot Surface And Material Hazard Band	0	0.0	1128	100.0	1128	100.0
Collision/Entrapment Hazard Band	0	0.0	1128	100.0	1128	100.0
Explosion Hazard Band	0	0.0	1128	100.0	1128	100.0
Ergonomics Hazard Band	0	0.0	1128	100.0	1128	100.0
Structural Failure Hazard Band	0	0.0	1128	100.0	1128	100.0

STRATEGY GUIDELINES

3,100 private sector dwellings exhibit Category 1 hazards representing 6.7% of all private housing in the City. Key hazards emerging include the risk of falls and excess cold.

Category 1 hazard failure rates are above average for pre-1919 housing, the private-rented sector, terraced houses and flats in converted and mixed use buildings. Geographically the highest rates of Category 1 hazard failure are associated with the Moreland and Westgate areas. Rates of Category 1 hazard failure are particularly high in the Westgate area where 35.5% of private housing is defective.

Costs to address Category 1 hazards are estimated at £20.963M at an average of £6,762 per defective dwelling.

9.0 HOUSING DISREPAIR

REPAIR STANDARDS

9.1 To meet the Decent Homes Standard, dwellings are required to be in a reasonable state of repair. Dwellings which fail to meet this criterion are those where either:

- ◆ *One or more of the key building components are old and because of their condition, need replacing or major repair;*
- ◆ *Two or more of the other building components are old and, because of their condition need replacing or major repair.*

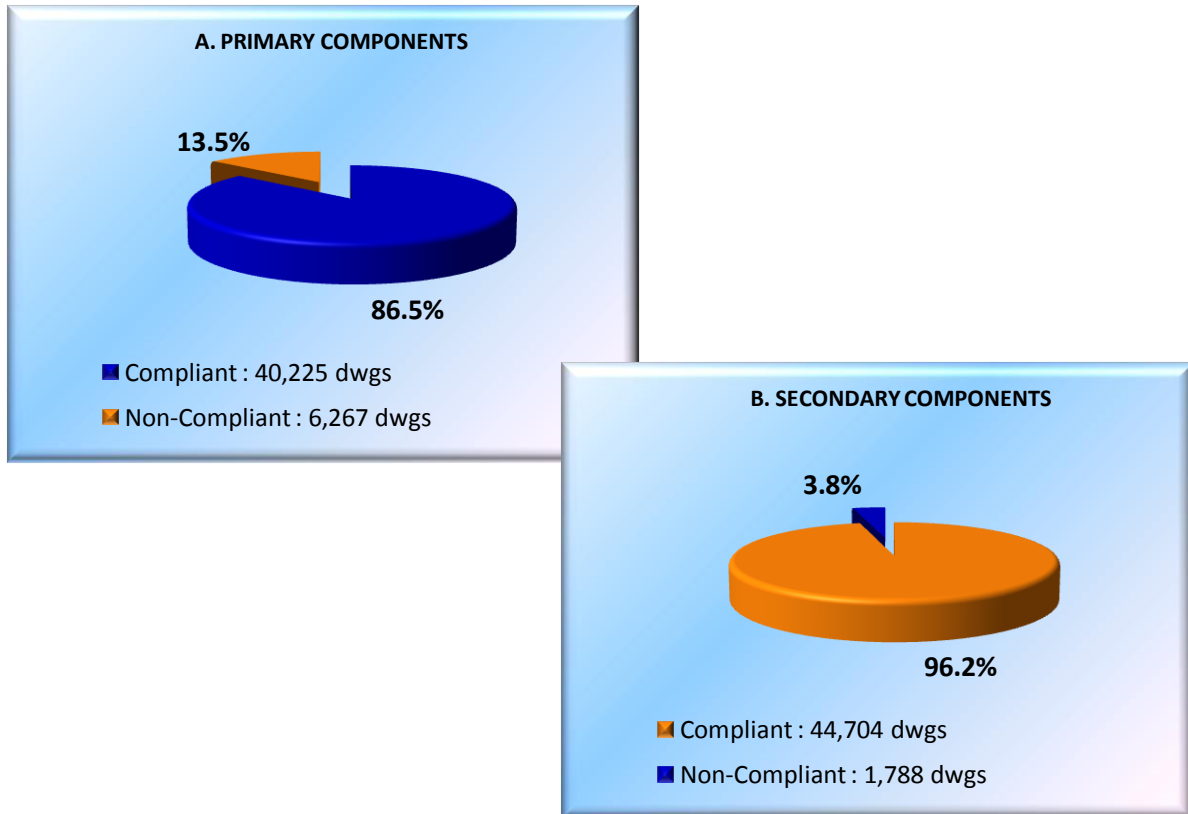
Key building components are those which are essential to the future integrity of the home and its continued occupancy. These include:

- ◆ *External Walls.*
- ◆ *Roof Structure and Covering.*
- ◆ *Windows and Doors.*
- ◆ *Chimneys.*
- ◆ *Central Heating Boilers.*
- ◆ *Gas Fires.*
- ◆ *Storage Heaters.*
- ◆ *Electrics.*

REPAIR PERFORMANCE

9.2 Overall, 7,034 dwellings (15.1%) fail the repair requirements of the Decent Homes Standard. Repair failures are recorded against both primary and secondary building elements. Rates of repair failure are above the national average.

FIGURE 27 : DECENT HOMES REPAIR PERFORMANCE



ELEMENTAL DEFECTS

9.3 Elemental repair defects for those dwellings requiring major repairs are illustrated in Table 24, with regard to external dwelling components and internal amenities/services. Externally the main areas of disrepair relate, to roofs, rainwear and pointing. Internal repairs are more substantial including in particular heating and electrics.

TABLE 24: DWELLINGS REQUIRING MAJOR REPAIRS - ELEMENTAL REPAIR PROFILE

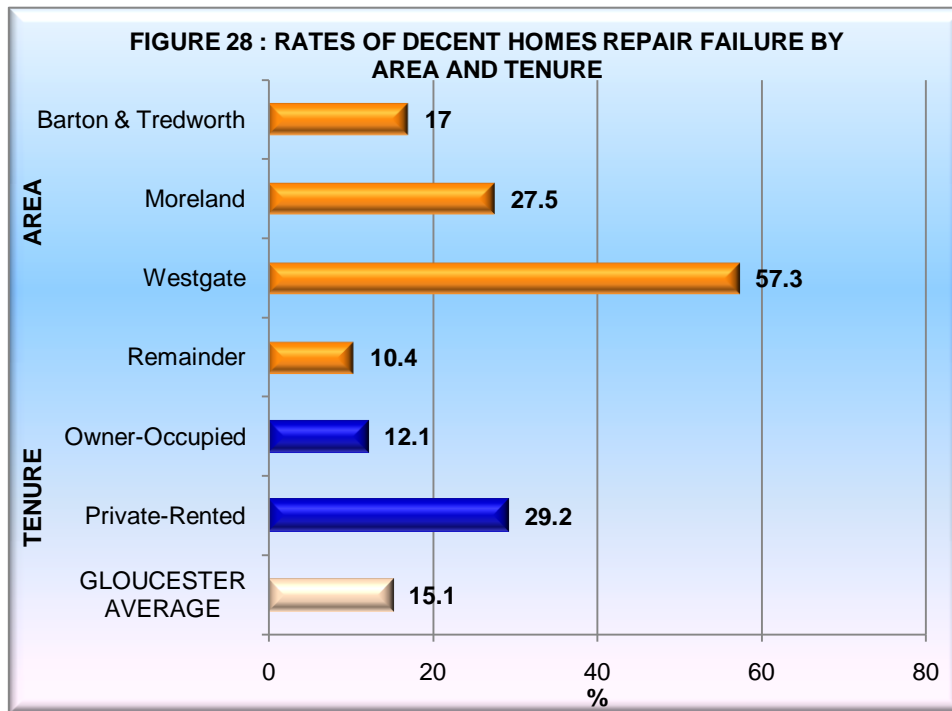
	no repair		localised repair 1-5%		minor repair 6-25%		medium repair 26 - 60%		major repair 61-80%		renew element 81-100%		n/a		DWELLINGS REQUIRING MAJOR REPAIRS	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Repairs To Roof Structure	5807	82.6	196	2.8	62	0.9	37	0.5	362	5.1	571	8.1	0	.0	7034	100.0
Repairs To Roof Cover	4760	67.7	1459	20.7	499	7.1	24	0.3	0	0.0	291	4.1	0	.0	7034	100.0
Repairs To Stacks	4418	62.8	1664	23.7	672	9.6	244	3.5	24	0.3	12	0.2	0	.0	7034	100.0
Repairs To Flashings	5816	82.7	805	11.4	74	1.1	36	0.5	0	0.0	303	4.3	0	.0	7034	100.0
Repairs To Rainwear	5406	76.9	1180	16.8	327	4.7	74	1.0	12	0.2	36	0.5	0	.0	7034	100.0
Repairs To External Wall Finishes	5573	79.2	355	5.1	729	10.4	110	1.6	0	0.0	267	3.8	0	.0	7034	100.0
Repairs To External Wall Pointing	5302	75.4	622	8.8	697	9.9	110	1.6	24	0.3	279	4.0	0	.0	7034	100.0
Repairs To Lintols	6779	96.4	147	2.1	85	1.2	24	0.3	0	0.0	0	0.0	0	.0	7034	100.0
Repairs To External Wall Structure	6116	87.0	515	7.3	378	5.4	13	0.2	0	0.0	12	0.2	0	.0	7034	100.0
Repairs To Windows	5411	76.9	414	5.9	576	8.2	451	6.4	49	0.7	134	1.9	0	.0	7034	100.0
Repairs To Access Doors	5015	71.3	1178	16.7	343	4.9	401	5.7	0	0.0	97	1.4	0	.0	7034	100.0
Repairs To Underground Drainage	6972	99.1	37	0.5	12	0.2	0	0.0	0	0.0	13	0.2	0	.0	7034	100.0
Repairs To Fences/Walls And Gates	3633	51.6	1856	26.4	928	13.2	509	7.2	48	0.7	61	0.9	0	.0	7034	100.0
Repairs To Paths And Paved Areas	4155	59.1	972	13.8	1289	18.3	532	7.6	60	0.9	25	0.4	0	.0	7034	100.0
Kitchen Fittings	2983	42.4	2071	29.4	1216	17.3	341	4.8	0	0.0	423	6.0	0	.0	7034	100.0
Bathroom Amenities	3999	56.9	2175	30.9	437	6.2	37	0.5	24	0.3	362	5.2	0	.0	7034	100.0
Internal Plumbing	6340	90.1	294	4.2	328	4.7	24	0.3	0	0.0	48	0.7	0	.0	7034	100.0
Electrics	3791	53.9	648	9.2	170	2.4	279	4.0	0	0.0	2147	30.5	0	.0	7034	100.0
Heating Boilers/ Appliances	5991	85.2	221	3.1	36	0.5	0	0.0	12	0.2	773	11.0	0	.0	7034	100.0
Heating Distribution	5298	75.3	158	2.2	48	0.7	25	0.4	0	0.0	107	1.5	1397	19.9	7034	100.0

9.4 Highest rates of disrepair are associated with the private-rented sector, pre-1919 housing and flats in converted and mixed-use buildings. Geographically, rates of disrepair are higher in the Westgate and Moreland Areas.

TABLE 25: DECENT HOMES REPAIR PERFORMANCE BY AREA AND HOUSING SECTOR						
	DECENT HOMES REPAIR					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	32737	87.9	4506	12.1	37242	100.0
Private Rented	5843	70.8	2407	29.2	8250	100.0
Unrecorded	878	87.9	121	12.1	1000	100.0
All Dwellings	39458	84.9	7034	15.1	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	5523	72.5	2090	27.5	7613	100.0
1919-1944	4226	81.0	992	19.0	5218	100.0
1945-1964	4534	86.6	702	13.4	5236	100.0
1965-1974	5523	80.3	1358	19.7	6881	100.0
1975-1981	6564	98.9	74	1.1	6639	100.0
Post-1981	13089	87.8	1817	12.2	14906	100.0
All Dwellings	39458	84.9	7034	15.1	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	8635	82.0	1897	18.0	10532	100.0
Semi-Detached House/Bungalow	14449	82.9	2982	17.1	17431	100.0
Detached House/Bungalow	10884	97.3	303	2.7	11186	100.0
Purpose Built Flat	4208	86.6	652	13.4	4860	100.0
Converted/Mixed Use Flat	1282	51.6	1200	48.4	2482	100.0
All Dwellings	39458	84.9	7034	15.1	46492	100.0
SURVEY AREA						
Barton & Tredworth	3578	83.0	731	17.0	4309	100.0
Moreland	2693	72.5	1020	27.5	3713	100.0
Westgate Target	1153	42.7	1546	57.3	2699	100.0
Remainder	32034	89.6	3737	10.4	35771	100.0
All Dwellings	39458	84.9	7034	15.1	46492	100.0

REPAIR COSTS

- 9.5 Costs to address repair defects within the Decent Homes Standard are estimated at £31.766M averaging £4,516 per defective dwelling.



STRATEGY GUIDELINES

7,034 dwellings (15.1%) fail the repair requirements of the Decent Homes Standard with rates of failure above the national average. Poor repair can threaten the structural integrity and wind/weatherproofing of a dwelling with ultimate implications for the health and safety of the occupants. Housing disrepair remains focussed on pre-war housing and the private rented sector and geographically within the Westgate and Moreland Areas.

Costs to address disrepair within the Decent Homes Standard are estimated at £31.766M net.

10.0 HOUSING AMENITIES AND FACILITIES

10.1 In addition to Category 1 hazards and disrepair the survey has examined aspects of the amenities and facilities offered by private sector housing in the City of Gloucester. Three areas have been examined including:

- a) The amenity requirements of decent homes.*
- b) Home security arrangements.*
- c) Adaptation.*

DECENT HOMES FACILITIES

10.2 For a dwelling to comply with the Decent Homes Standard it must possess reasonably modern amenities. A dwelling is considered not to meet this criterion if it lacks three or more of the following facilities:

- ◆ *A Kitchen which is 20 years old or less*
- ◆ *A kitchen with adequate space and layout*
- ◆ *A bathroom which is 30 years old or less*
- ◆ *An appropriately located bathroom and WC*
- ◆ *Adequate sound insulation*
- ◆ *Adequate size and layout of common entrance areas for flats*

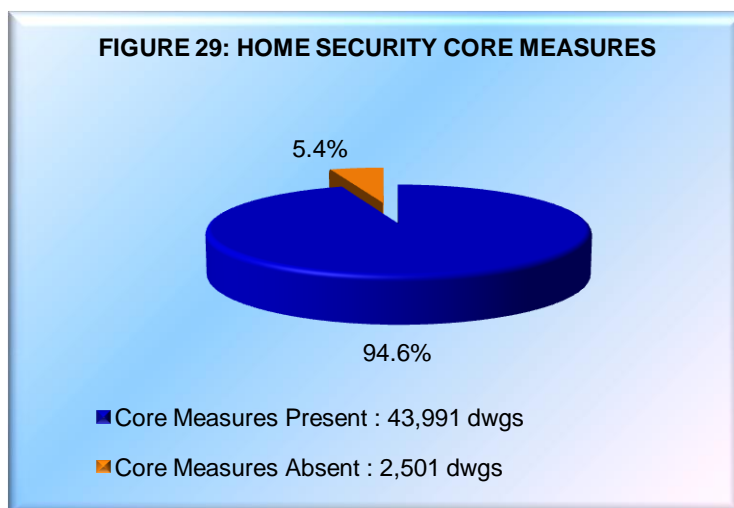
10.3 Kitchen and bathroom amenities exhibit a modern age profile. 37,504 dwellings or 80.7% offer kitchens under 20 years old; 41,596 dwellings or 89.5% offer bathrooms under 30 years old. Linked to this modern age profile additional amenity defects are recorded in under 1% of the housing stock:

- ◆ *73 dwellings (0.2%) offer inadequate kitchen space/layout.*
- ◆ *60 dwellings (0.1%) offer unsatisfactory WC location.*
- ◆ *60 dwellings (0.1%) offer unsatisfactory Bathroom location.*

10.4 To fail the decent homes standard a dwelling must be deficient on three or more amenity requirements. This results in a limited pattern of failure within the standard. Only 73 dwellings or 0.2% fail the Decent Homes amenity criteria.

HOME SECURITY

10.5 Rising public awareness of and exposure to crime have placed an increasing emphasis on home security. Levels of core dwelling security (secure door and window locking) are good, with secure window and door locking present in 43,991 homes or 94.6% of total housing stock. However, 2,501 dwellings (5.4%) lack core security.



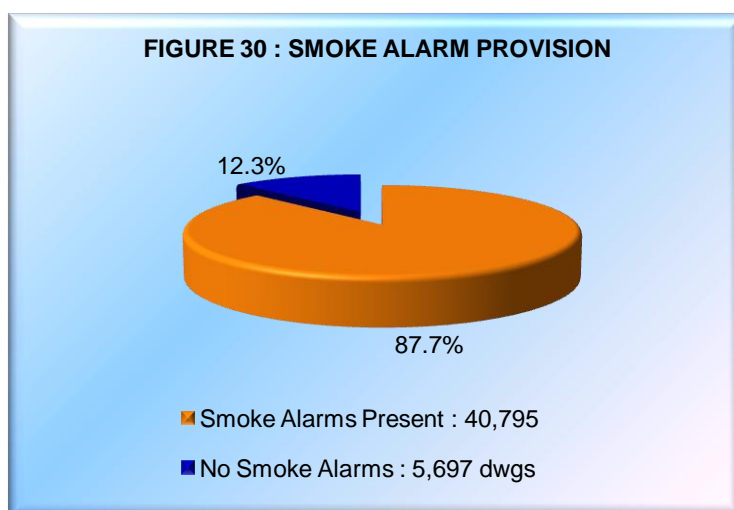
10.6 Variations in security provision across the City may be worthy of consideration by the Council in any home security initiatives. These include a greater absence of core measures in:

- ◆ *Private-Rented Sector (16.7%).*
- ◆ *Pre-1919 housing (15.9%).*
- ◆ *Converted/Mixed-use Flats (35.0%).*
- ◆ *Westgate Area (21.4%).*

TABLE 26: HOME SECURITY PROVISION BY AREA AND HOUSING SECTOR						
	CORE SECURITY MEASURES					
	Core Measures Present		Core Measures Absent		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	36122	97.0	1120	3.0	37242	100.0
Private Rented	6869	83.3	1381	16.7	8250	100.0
Unrecorded	1000	100.0	0	.0	1000	100.0
All Dwellings	43991	94.6	2501	5.4	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	6399	84.1	1214	15.9	7613	100.0
1919-1944	5181	99.3	36	.7	5218	100.0
1945-1964	5200	99.3	36	.7	5236	100.0

TABLE 26: HOME SECURITY PROVISION BY AREA AND HOUSING SECTOR						
	CORE SECURITY MEASURES					
	Core Measures Present		Core Measures Absent		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
1965-1974	6614	96.1	267	3.9	6881	100.0
1975-1981	6639	100.0	0	.0	6639	100.0
Post-1981	13958	93.6	948	6.4	14906	100.0
All Dwellings	43991	94.6	2501	5.4	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	9753	92.6	779	7.4	10532	100.0
Semi-Detached House/Bungalow	17235	98.9	196	1.1	17431	100.0
Detached House/Bungalow	10907	97.5	280	2.5	11186	100.0
Purpose Built Flat	4482	92.2	378	7.8	4860	100.0
Converted/Mixed Use Flat	1614	65.0	868	35.0	2482	100.0
All Dwellings	43991	94.6	2501	5.4	46492	100.0
SURVEY AREA						
Barton & Tredworth	3956	91.8	353	8.2	4309	100.0
Moreland	3476	93.6	237	6.4	3713	100.0
Westgate Target	2122	78.6	577	21.4	2699	100.0
Remainder	34436	96.3	1335	3.7	35771	100.0
All Dwellings	43991	94.6	2501	5.4	46492	100.0

- 10.7 In addition to dwelling security, home safety was assessed with regard to smoke detection. 40,795 dwellings (87.7%) had smoke alarms present, the remaining 5,697 dwellings (12.3%) do not.

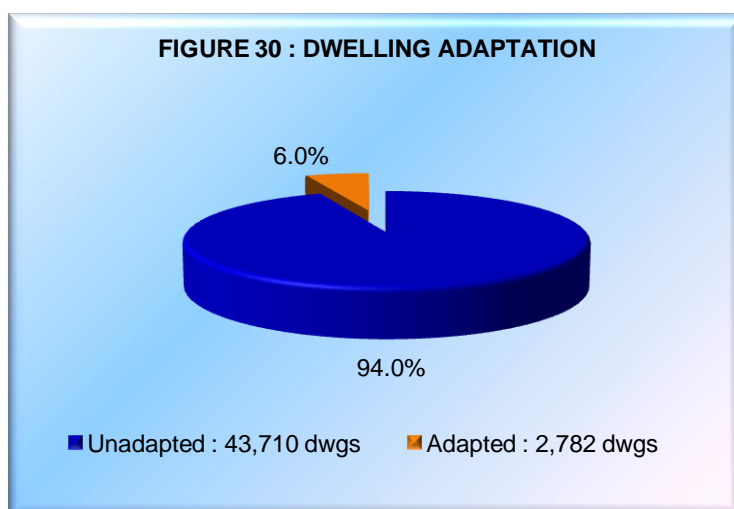


No significant variations in smoke alarm provision are apparent between tenures although lower rates of provision were recorded for pre-1919 housing and converted/mixed-use flats. Geographically the lowest rates of provision were recorded for the Westgate Area.

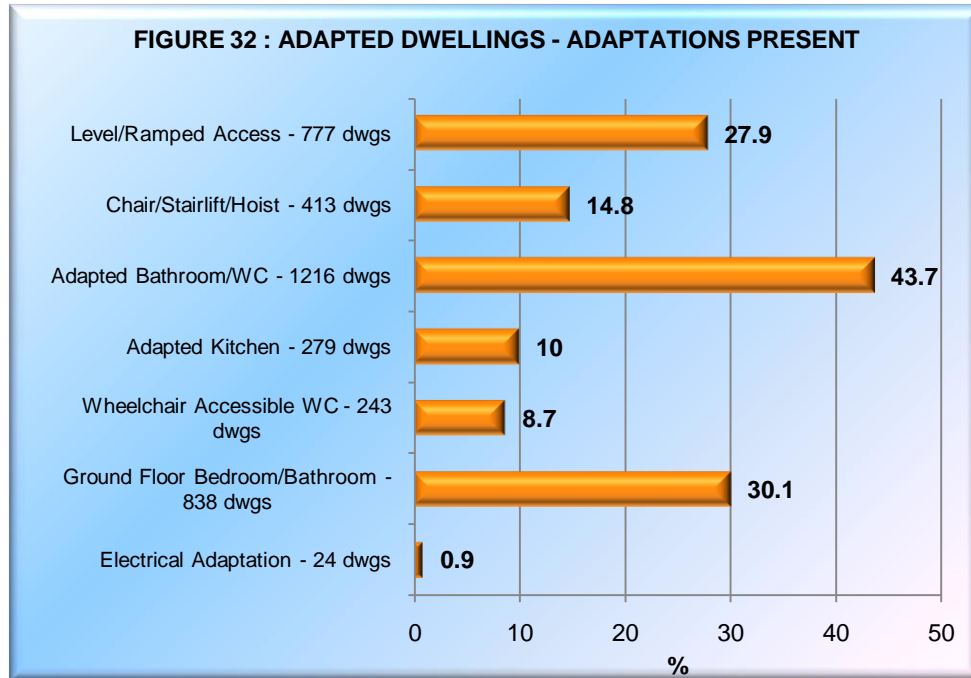
TABLE 27: SMOKE ALARM PROVISION BY AREA AND HOUSING SECTOR						
	SMOKE ALARMS					
	Yes		No		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	33351	89.6	3891	10.4	37242	100.0
Private Rented	7431	90.1	818	9.9	8250	100.0
Unrecorded	12	1.2	988	98.8	1000	100.0
All Dwellings	40795	87.7	5697	12.3	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	5813	76.3	1801	23.7	7613	100.0
1919-1944	4259	81.6	958	18.4	5218	100.0
1945-1964	4908	93.7	328	6.3	5236	100.0
1965-1974	6068	88.2	813	11.8	6881	100.0
1975-1981	5486	82.6	1152	17.4	6639	100.0
Post-1981	14261	95.7	645	4.3	14906	100.0
All Dwellings	40795	87.7	5697	12.3	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	9066	86.1	1467	13.9	10532	100.0
Semi-Detached House/Bungalow	15174	87.1	2257	12.9	17431	100.0
Detached House/Bungalow	10336	92.4	851	7.6	11186	100.0
Purpose Built Flat	4216	86.7	644	13.3	4860	100.0
Converted/Mixed Use Flat	2004	80.7	479	19.3	2482	100.0
All Dwellings	40795	87.7	5697	12.3	46492	100.0
SURVEY AREA						
Barton & Tredworth	3641	84.5	668	15.5	4309	100.0
Moreland	3203	86.3	510	13.7	3713	100.0
Westgate Target	2184	80.9	515	19.1	2699	100.0
Remainder	31767	88.8	4004	11.2	35771	100.0
All Dwellings	40795	87.7	5697	12.3	46492	100.0

DWELLING ADAPTATION

10.8 Levels of adaptation with the housing stock are low - 2,782 adapted dwellings (6.0%).



10.9 A range of adaptations are present in adapted dwellings with the most common relating to bathroom/WC amenity adaptation.



10.10 Relationships between dwelling adaptation and household illness/disability are examined in Chapter 17.

STRATEGY GUIDELINES

Amenity performance within the Decent Homes Standard is good against a modern amenity profile for private housing. Specific action on amenities is not recommended by the survey.

Home security deficiencies have been identified and are particularly associated with inadequate window locking. Highest levels of deficiency are recorded for the private-rented sector, for converted/mixed-use flats and for the Westgate Area. 5,697 dwellings (12.3%) lack smoke alarms with lowest levels of provision again associated with converted/mixed use flats and the Westgate Area. Levels of adaptation within the housing stock are low although these are discussed in more detail in Chapter 17 related to underlying needs within the population.

11.0 HOME ENERGY EFFICIENCY

ENERGY EFFICIENCY MEASUREMENT

11.1 Information on home energy efficiency was subjected to an energy efficiency audit at Enhanced Level '0' within the National Home Energy Rating (NHER) framework. Indicators from this system are not precise at individual dwelling level but can be used accurately for housing stock profiling. SAP ratings are subject to a potential variation around the true value of ± 5 SAP points.

11.2 Key indicators used from the energy efficiency audit include:

- ◆ *SAP Rating (Standard Assessment Procedure).*
- ◆ *Carbon Dioxide Emissions (CO₂).*
- ◆ *Energy Costs.*
- ◆ *Energy Efficiency Rating (EER).*

The SAP Rating is based on each dwelling's energy costs per square metre and is calculated using a simplified form of the Standard Assessment Procedure. The energy costs take into account the costs of space and water heating, ventilation and lighting, less any cost savings from energy generation technologies. The rating is expressed on a scale of 1 - 100 where a dwelling with a rating of 1 has poor energy efficiency (high costs) and a dwelling with a rating of 100 represents a completely energy efficient dwelling (zero net energy costs per year).

Carbon Dioxide (CO₂) emissions are derived from space heating, water heating, ventilation, lighting, less any emissions saved by energy generation and are measured in tonnes per year.

Energy costs represent the total energy cost from space heating, water heating, ventilation and lighting, less the costs saved by energy generation as derived from SAP calculations and assumptions. Costs are expressed in £'s per year using constant prices based on average fuel prices. Energy costs for each dwelling are based on a standard occupancy and a standard heating regime.

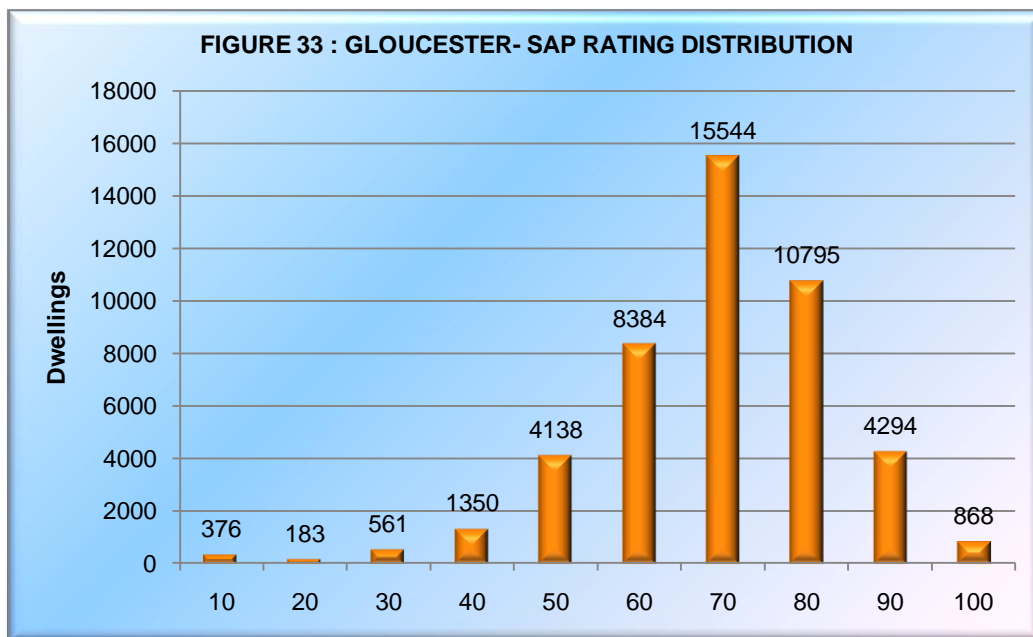
The Energy Efficiency Rating (EER) is presented in bands from A - G for an Energy Performance Certificate, where a Band A rating represents low energy costs (the most efficient band) and Band G rating represents high energy costs (the least efficient band). The break points in SAP used for the EER bands are:

Band A : 92-100

- Band B : 81-91**
- Band C : 69-80**
- Band D : 55-68**
- Band E : 39-54**
- Band F : 21-38**
- Band G : 1-20**

GENERAL ENERGY RATINGS

11.3 The current SAP rating for private housing in the City of Gloucester is measured at 65, significantly above the national average of 51 for all private housing in England. Average CO₂ emissions total 4.42 tonnes per annum again significantly better than the national average of 6.0 tonnes for all housing in England. Average annual energy costs are estimated at £1,009 per annum giving a total household energy bill for the City of Gloucester of £46.920M per annum. National figures are the latest available and relate to 2009. The lower quartile SAP rating for private housing in the City of Gloucester is 56; 1,217 private dwellings (2.6%) have a SAP Rating of under 35.



ENERGY EFFICIENCY RATINGS (EER)

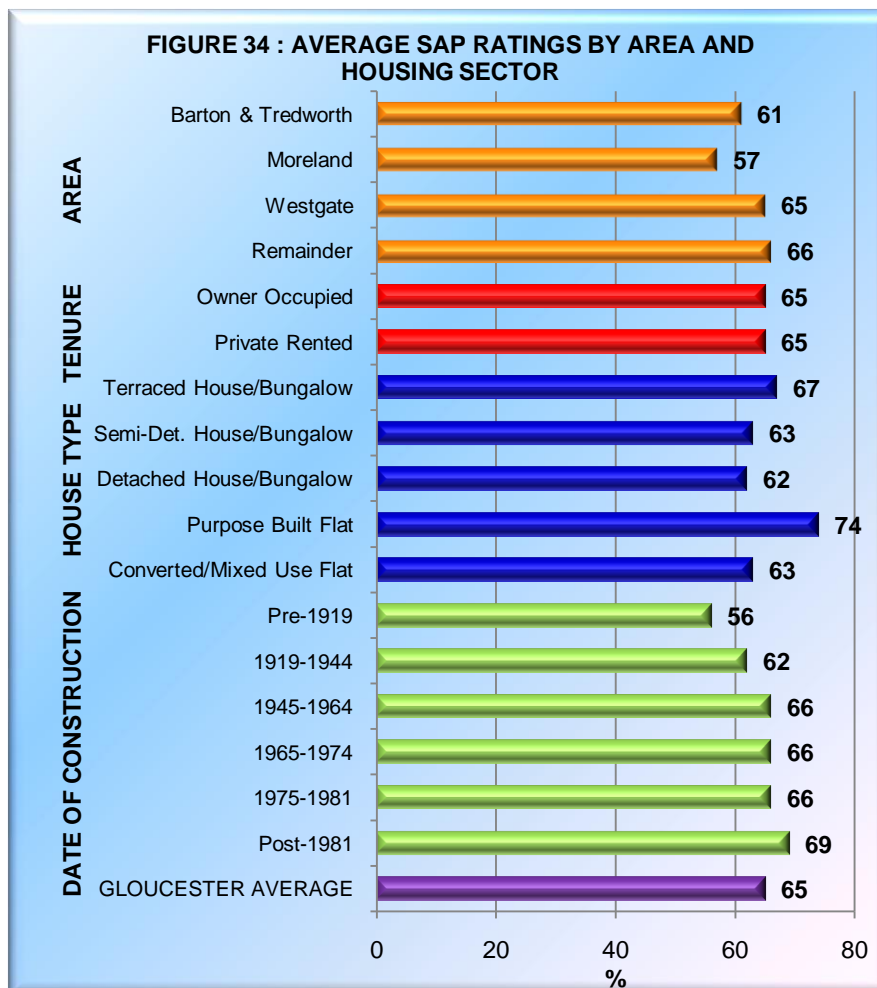
11.4 5,162 private dwellings (11.1%) in Gloucester fall within the highest EER bands (A and B) compared to under 1% of private housing nationally. Conversely the proportion of private dwellings in the lowest EER bands (F and G) is significantly below the national average.

3.3% of private dwellings in Gloucester (1,545) dwellings fall within bands F and G compared to 16.6% of private dwellings nationally.

TABLE 28 : ENERGY EFFICIENCY RATINGS (EER) - GLOUCESTER AND ENGLAND				
	GLOUCESTER (2011)			ENGLAND (2009)
	Dwgs	%		%
Band A (SAP 92-100)	819	1.8	11.1	0.4
Band B (SAP 81-91)	4343	9.3		10.0
Band C (SAP 69-80)	15634	33.6		36.0
Band D (SAP 55-68)	14984	32.2		37.0
Band E (SAP 39-54)	9167	19.7		12.7
Band F (SAP 21-38)	987	2.1		3.9
Band G (SAP 1-20)	558	1.2		

VARIATIONS IN ENERGY EFFICIENCY

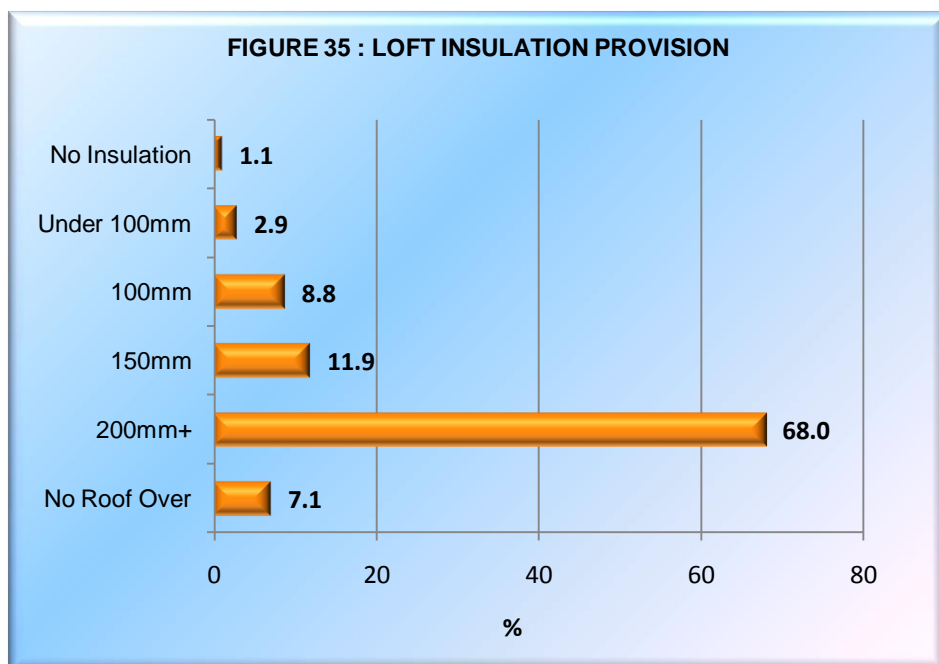
11.5 Variations in energy efficiency are apparent both geographically and by housing sector. In this respect the lowest energy efficiency ratings are recorded for the Moreland area, for detached and semi-detached houses, for converted/mixed-use flats and for pre-1919 housing.



HOME ENERGY ATTRIBUTES

11.6 Home energy efficiency is influenced by both heating and insulation characteristics. Underlying the energy efficiency of private housing the following attributes apply:

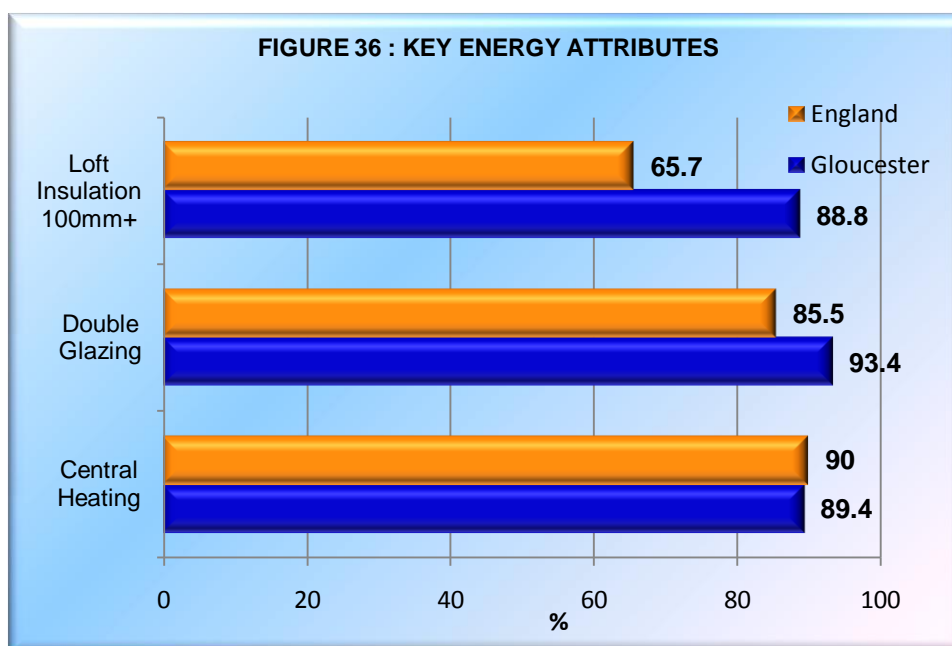
- ◆ *532 dwellings (1.1%) lack any form of appropriate loft insulation, an additional 1,361 dwellings (2.9%) contain loft insulation levels below 100mm. Evidence of enhanced insulation is however apparent. 4,113 dwellings (8.8%) offer loft insulation to 100mm, 5,548 dwellings (11.9%) to 150mm and 31,626 dwellings (68.0%) to 200mm or above. In 3,311 dwellings (7.1%) roof insulation is not appropriate due to other uses over. The loft insulation profile for Gloucester is better than the national average where 65.7% of homes are estimated to contain loft insulation to a minimum 100mm thickness. Locally, 88.8% of dwellings meet this target.*



- ◆ *Excluding dwellings of solid wall construction, 22,530 dwellings exhibit evidence of cavity wall insulation. This includes cavity insulation as built in more modern dwellings and insulation added since built. This represents 62.5% of dwellings with cavities and is above the national average for private housing of 32.3%.*
- ◆ *43,397 dwellings (93.4%) are double or triple glazed, the remaining 3,095 dwellings (6.7%) offer single glazing. Levels of double glazing within the stock are above the*

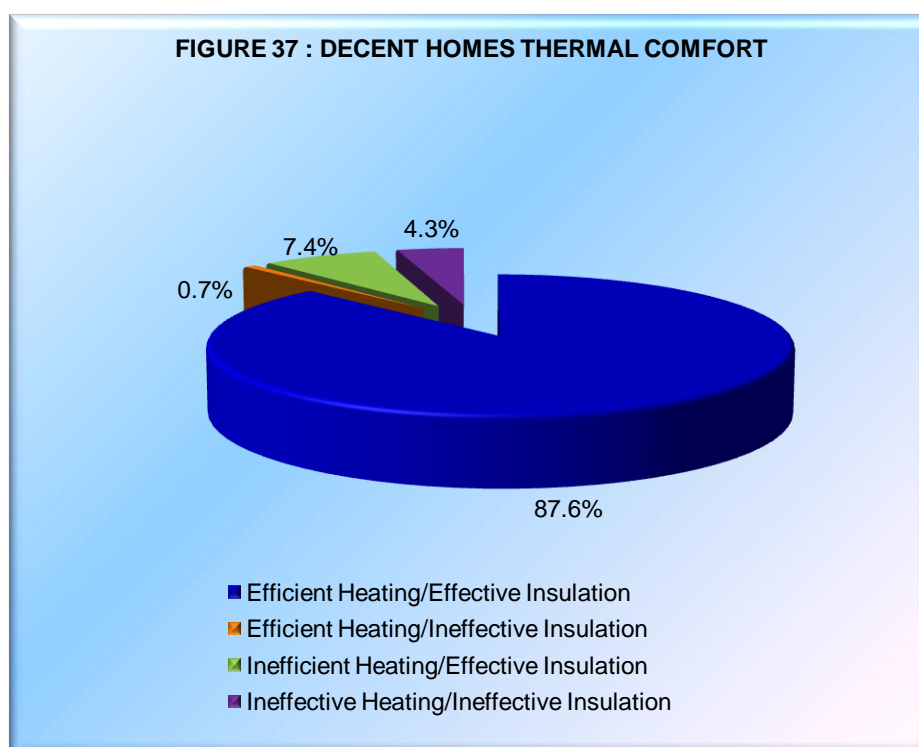
national average of 85.5%. 37,328 dwellings (80.3%) offer effective draught proofing to windows and doors.

- ◆ *41,543 dwellings (89.4%) offer full central heating, with an additional 1,060 dwellings (2.3%) offering partial heating systems. Levels of full central heating are in line with the national average which is currently estimated at 90%. Mains gas represents the primary heating fuel in 40,906 dwellings or 88.0%.*



DECENT HOMES THERMAL COMFORT

- 11.7 To meet the requirements of the Decent Homes standard dwellings must offer efficient heating and effective insulation. Overall, 41,032 dwellings (88.3%) meet these requirements and comply with the standard; the remaining 5,786 dwellings (12.4%) are non compliant. Among dwellings failing to meet the standard heating defects are predominant. 3,448 dwellings (7.4%) have inefficient heating but effective insulation, 326 dwellings (0.7%) have efficient heating but ineffective insulation while 2,012 dwellings (4.3%) offer both inefficient and ineffective insulation.



11.8 Variations in Decent Homes thermal comfort performance reflect higher rates of non-compliance in the private-rented sector (23.9%), for purpose-built flats (26.7%) and converted/mixed use flats (27.2%) and for the Westgate Area (31.8%).

TABLE 29: DECENT HOMES THERMAL COMFORT PERFORMANCE BY AREA AND HOUSING SECTOR

	DECENT HOMES THERMAL COMFORT					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	33428	89.8	3814	10.2	37242	100.0
Private Rented	6279	76.1	1971	23.9	8250	100.0
Unrecorded	1000	100.0	0	.0	1000	100.0
All Dwellings	40706	87.6	5786	12.4	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	6411	84.2	1202	15.8	7613	100.0
1919-1944	4843	92.8	374	7.2	5218	100.0
1945-1964	4885	93.3	351	6.7	5236	100.0
1965-1974	6045	87.8	836	12.2	6881	100.0
1975-1981	5521	83.2	1117	16.8	6639	100.0
Post-1981	13001	87.2	1905	12.8	14906	100.0
All Dwellings	40706	87.6	5786	12.4	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	8889	84.4	1643	15.6	10532	100.0
Semi-Detached House/Bungalow	15806	90.7	1625	9.3	17431	100.0

TABLE 29: DECENT HOMES THERMAL COMFORT PERFORMANCE BY AREA AND HOUSING SECTOR						
	DECENT HOMES THERMAL COMFORT					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
Detached House/Bungalow	10640	95.1	546	4.9	11186	100.0
Purpose Built Flat	3563	73.3	1297	26.7	4860	100.0
Converted/Mixed Use Flat	1808	72.8	675	27.2	2482	100.0
All Dwellings	40706	87.6	5786	12.4	46492	100.0
SURVEY AREA						
Barton & Tredworth	3641	84.5	668	15.5	4309	100.0
Moreland	3191	85.9	522	14.1	3713	100.0
Westgate Target	1840	68.2	859	31.8	2699	100.0
Remainder	32034	89.6	3737	10.4	35771	100.0
All Dwellings	40706	87.6	5786	12.4	46492	100.0

TABLE 30: DECENT HOMES HEATING AND INSULATION PERFORMANCE BY AREA AND HOUSING SECTOR										
	DECENT HOMES HEATING AND INSULATION									
	Efficient Heating/Effective Insulation		Inefficient Heating/Effective Insulation		Efficient Heating/Ineffective Insulation		Inefficient Heating/Ineffective Insulation		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
TENURE										
Owner Occupied	33428	89.8	2515	6.8	326	.9	973	2.6	37242	100.0
Private Rented	6279	76.1	932	11.3	0	.0	1039	12.6	8250	100.0
Unrecorded	1000	100.0	0	.0	0	.0	0	.0	1000	100.0
All Dwellings	40706	87.6	3448	7.4	326	.7	2012	4.3	46492	100.0
DATE OF CONSTRUCTION										
Pre-1919	6411	84.2	492	6.5	12	.2	698	9.2	7613	100.0
1919-1944	4843	92.8	314	6.0	24	.5	36	.7	5218	100.0
1945-1964	4885	93.3	36	.7	0	.0	315	6.0	5236	100.0
1965-1974	6045	87.8	534	7.8	24	.3	279	4.1	6881	100.0
1975-1981	5521	83.2	1093	16.5	0	.0	24	.4	6639	100.0
Post-1981	13001	87.2	978	6.6	267	1.8	659	4.4	14906	100.0
All Dwellings	40706	87.6	3448	7.4	326	.7	2012	4.3	46492	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	8889	84.4	657	6.2	24	.2	963	9.1	10532	100.0
Semi-Detached House/Bungalow	15806	90.7	947	5.4	291	1.7	387	2.2	17431	100.0
Detached House/Bungalow	10640	95.1	534	4.8	12	.1	0	.0	11186	100.0
Purpose Built Flat	3563	73.3	917	18.9	0	.0	379	7.8	4860	100.0
Converted/Mixed Use Flat	1808	72.8	393	15.8	0	.0	282	11.4	2482	100.0
All Dwellings	40706	87.6	3448	7.4	326	.7	2012	4.3	46492	100.0
SURVEY AREA										
Barton & Tredworth	3641	84.5	328	7.6	0	.0	340	7.9	4309	100.0
Moreland	3191	85.9	178	4.8	59	1.6	285	7.7	3713	100.0
Westgate Target	1840	68.2	540	20.0	0	.0	319	11.8	2699	100.0
Remainder	32034	89.6	2403	6.7	267	.7	1068	3.0	35771	100.0
All Dwellings	40706	87.6	3448	7.4	326	.7	2012	4.3	46492	100.0

- 11.9 Dwellings failing the thermal comfort requirements of the Decent Homes Standard exhibit significantly lower levels of loft and wall insulation and double glazing and exhibit a higher dependence on electricity as the primary heating fuel. Levels of central heating provision, at 14.5%, are also significantly below average. The average SAP rating for these properties is 47 compared to a whole stock average of 65.

TABLE 31: DECENT HOMES THERMAL COMFORT AND DWELLING ENERGY ATTRIBUTES						
	DECENT HOMES THERMAL COMFORT					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
CENTRAL HEATING						
Yes - Full C.H.	40706	100.0	837	14.5	41543	89.4
Yes - Partial C.H.	0	.0	1060	18.3	1060	2.3
No - None	0	.0	3890	67.2	3890	8.4
All Dwellings	40706	100.0	5786	100.0	46492	100.0
ROOF INSULATION						
None	108	.3	424	7.3	532	1.1
25mm	12	.0	0	.0	12	.0
50mm	559	1.4	219	3.8	778	1.7
75mm	535	1.3	36	.6	571	1.2
100mm	3563	8.8	551	9.5	4113	8.8
150mm	5074	12.5	474	8.2	5548	11.9
200mm	20765	51.0	1437	24.8	22202	47.8
250mm	7652	18.8	1371	23.7	9023	19.4
Over 250mm	111	.3	291	5.0	401	.9
No Roof Over	2328	5.7	983	17.0	3311	7.1
Unob.	0	.0	0	.0	0	.0
All Dwellings	40706	100.0	5786	100.0	46492	100.0
ADDED WALL INSULATION						
None	22233	54.6	4051	70.0	26284	56.5
25mm	36	.1	0	.0	36	.1
50mm	18425	45.3	1735	30.0	20160	43.4
75mm	0	.0	0	.0	0	.0
100mm	12	.0	0	.0	12	.0
150mm Or More	0	.0	0	.0	0	.0
N/A	0	.0	0	.0	0	.0
Unob.	0	.0	0	.0	0	.0
All Dwellings	40706	100.0	5786	100.0	46492	100.0
PRIMARY HEATING FUEL						
Gas(Mains)	38798	95.3	2109	36.4	40906	88.0
Bulk LPG	0	.0	13	.2	13	.0
Bottled Gas	0	.0	12	.2	12	.0
Oil (35 Sec)	0	.0	0	.0	0	.0
Oil (28 Sec)	0	.0	0	.0	0	.0
Housecoal/Pearls	0	.0	13	.2	13	.0
Smokeless (Processed)	0	.0	24	.4	24	.1
Anthracite Nuts	0	.0	0	.0	0	.0
Anthracite Grains	0	.0	0	.0	0	.0
Wood	0	.0	0	.0	0	.0
Domestic On Peak Electricity	12	.0	1158	20.0	1170	2.5
Economy 7 On-Peak	0	.0	159	2.7	159	.3
Economy 7 Off Peak	1761	4.3	2300	39.8	4061	8.7
Preserved Tariff	0	.0	0	.0	0	.0
Special Tariff (Storage)	0	.0	0	.0	0	.0

TABLE 31: DECENT HOMES THERMAL COMFORT AND DWELLING ENERGY ATTRIBUTES						
	DECENT HOMES THERMAL COMFORT					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
Special Tariff (Direct)	0	.0	0	.0	0	.0
Community Heating No CHP	98	.2	0	.0	98	.2
Community Heating With CHP	38	.1	0	.0	38	.1
All Dwellings	40706	100.0	5786	100.0	46492	100.0
PRIMARY HEATING TYPE						
Boiler System	38785	95.3	1410	24.4	40196	86.5
Warm Air System	12	.0	0	.0	12	.0
Room Heaters	0	.0	1989	34.4	1989	4.3
Storage Heaters	948	2.3	2387	41.2	3334	7.2
Other System	813	2.0	0	.0	813	1.7
Community Heating	148	.4	0	.0	148	.3
All Dwellings	40706	100.0	5786	100.0	46492	100.0
GLAZING TYPE						
Single	2241	5.5	854	14.8	3095	6.7
Double	38199	93.8	4931	85.2	43130	92.8
Triple	267	.7	0	.0	267	.6
All Dwellings	40706	100.0	5786	100.0	46492	100.0

11.10 Costs to address thermal comfort deficiencies within the Decent Homes Standard are estimated at £17.781M at an average of £3,073 per dwelling.

STRATEGY GUIDELINES

Energy efficiency levels in Gloucester are significantly better than the national average. Nevertheless, 5,786 dwellings or 12.9% fail to meet the thermal comfort requirements of the Decent Homes Standard. The sectors most greatly affected include:

- *Private-rented Sector.*
- *Purpose-built Flats.*
- *Converted/Mixed-use Flats.*

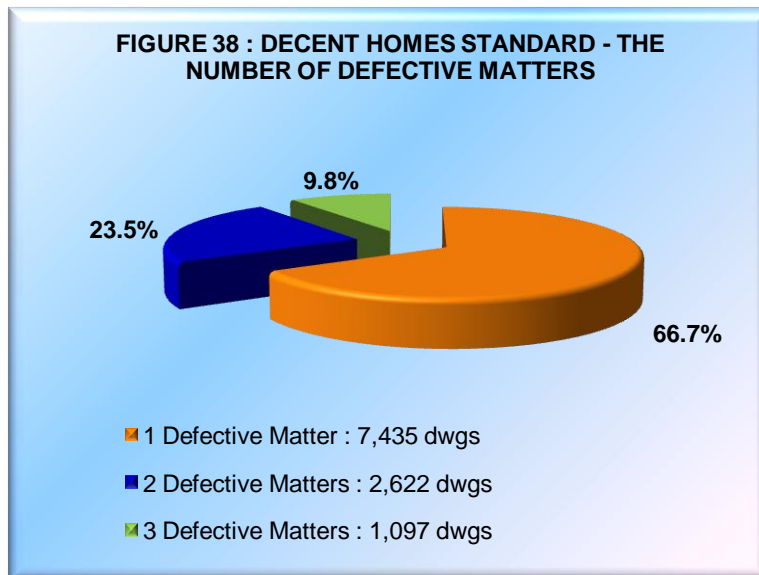
Geographically, key energy targets lie within the Westgate Area. Insulation standards are generally high across the City with the majority of defects related to inefficient heating. Dwellings failing Decent Homes thermal comfort exhibit low levels of central heating and a higher dependence on electricity as the primary heating fuel.

Costs to address thermal comfort deficiencies are estimated at £17.781M.

12.0 DECENT HOMES OVERALL PERFORMANCE

DECENT HOMES COMPLIANCE

- 12.1 Overall, 35,338 dwellings meet the requirements of the Decent Homes Standard and are Decent. These represent 76.0% of all private dwellings in Gloucester. 11,154 dwellings fail to meet the criteria of the Decent Homes Standard and are non Decent. This represents 24.0% of total private sector housing.
- 12.2 The majority of dwellings (7,435 dwellings - 66.7%) failing the Decent Homes Standard are deficient on one matter of the Standard, the remaining 3,719 dwellings or 33.3% are deficient on two or more matters.



DEFECT CLASSIFICATION

- 12.3 The pattern of category failure within the Standard is illustrated in Table 32. This stresses the individual influence of thermal comfort, and disrepair and confirms the minimal effect of amenities on non-decency. The most common combined defects are those associated with disrepair and thermal comfort, HHSRS, disrepair and thermal comfort and HHSRS and disrepair.

TABLE 32: NON DECENT DWELLINGS DEFECT CLASSIFICATION		
	DECENT HOMES DEFECT CLASSIFICATION	
	dwgs	%
HHSRS Only	921	8.3
Disrepair Only	3778	33.9
Amenities Only	0	.0
Energy Only	2736	24.5
HHSRS And Disrepair	645	5.8
HHSRS And Amenities	0	.0
HHSRS And Energy	438	3.9
Disrepair And Amenity	13	.1
Disrepair And Energy	1503	13.5
Amenity And Energy	24	.2
HHSRS, Disrepair And Amenity	12	.1
HHSRS , Disrepair And Energy	1061	9.5
HHSRS, Amenity And Energy	0	.0
Disrepair , Amenity And Energy	0	.0
HHSRS, Disrepair, Amenity And Energy	24	.2
No Defects	0	.0
ALL DWELLINGS NON DECENT	11154	100.0

PATTERNS OF DECENT HOMES FAILURES

12.4 Highest rates of non compliance are associated with the private-rented sector, with pre-1919 housing, with terraced houses and with flats both purpose built and in converted/mixed use buildings. Geographically highest rates of Decent Homes failure are associated with the Westgate and Moreland Areas.

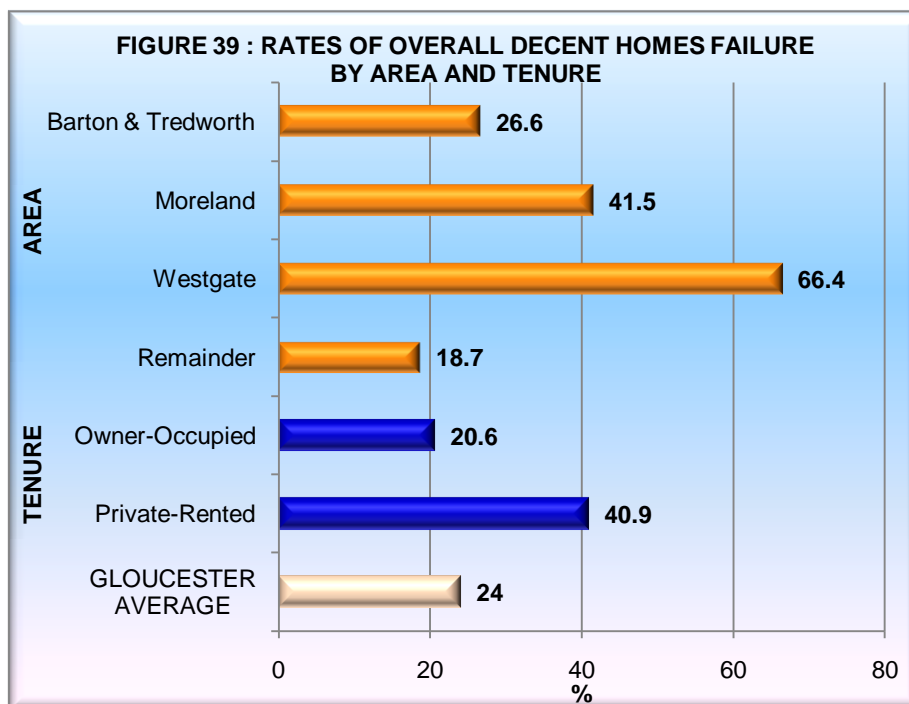


TABLE 33: DECENT HOMES OVERALL PERFORMANCE BY AREA AND HOUSING SECTOR						
	DECENT HOMES STANDARD (HHSRS)					
	Compliant		Non Compliant		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	29582	79.4	7660	20.6	37242	100.0
Private Rented	4878	59.1	3372	40.9	8250	100.0
Unrecorded	878	87.9	121	12.1	1000	100.0
All Dwellings	35338	76.0	11154	24.0	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	4464	58.6	3149	41.4	7613	100.0
1919-1944	4129	79.1	1088	20.9	5218	100.0
1945-1964	4243	81.0	992	19.0	5236	100.0
1965-1974	5232	76.0	1649	24.0	6881	100.0
1975-1981	5472	82.4	1167	17.6	6639	100.0
Post-1981	11798	79.1	3108	20.9	14906	100.0
All Dwellings	35338	76.0	11154	24.0	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	7092	67.3	3440	32.7	10532	100.0
Semi-Detached House/Bungalow	13517	77.5	3914	22.5	17431	100.0
Detached House/Bungalow	10338	92.4	848	7.6	11186	100.0
Purpose Built Flat	3258	67.0	1602	33.0	4860	100.0
Converted/Mixed Use Flat	1134	45.7	1348	54.3	2482	100.0
All Dwellings	35338	76.0	11154	24.0	46492	100.0
SURVEY AREA						
Barton & Tredworth	3162	73.4	1147	26.6	4309	100.0
Moreland	2171	58.5	1542	41.5	3713	100.0
Westgate Target	908	33.6	1791	66.4	2699	100.0
Remainder	29097	81.3	6674	18.7	35771	100.0
All Dwellings	35338	76.0	11154	24.0	46492	100.0

PROJECTED MOVEMENTS IN NON DECENCY 2012 - 2022

12.5 In planning intervention to achieve Decent Homes the Council will have to address not only existing non Decent Homes but those properties which while currently decent will deteriorate into non decency in the future. For the purpose of this survey forward projection of non Decency has been conducted over a 10 year period to 2022 and within the following framework focussing on dynamic attributes of the Decent Homes Standard:

a) HHSRS : Not all risks within the HHSRS will change or deteriorate over time e.g. asbestos if not current in the house will not be installed. The following risk categories have been selected as potentially dynamic:

- *Dampness/Mould (linked to repair deterioration).*
- *Excess cold (deterioration of heating systems).*

- *Electrical (linked to age and repair deterioration).*
- *Structural Failure (linked to repair deterioration).*

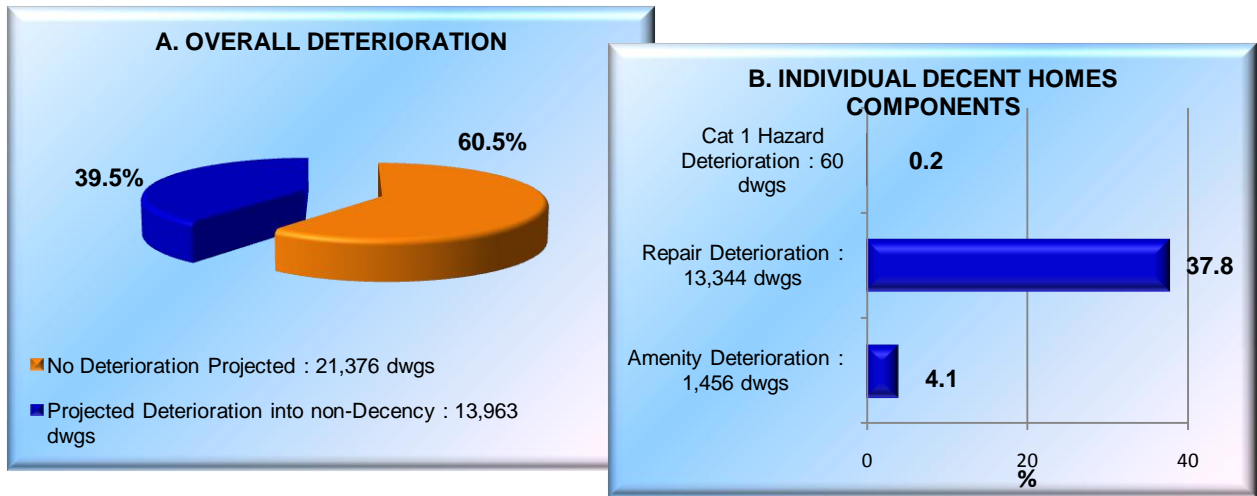
Dwellings currently experiencing Category 2 hazards in these areas have been assumed to deteriorate into non Decency by 2022.

- b) REPAIR : The repair condition of dwellings can deteriorate over time potentially influencing performance against Decent Homes requirements. Surveyor assessments of building element life expectancies have been used to predict major element repair failure to 2020.
- c) AMENITIES : While overall amenity standards within the Decent Homes Standard are good, a range of dwellings exhibit non-compliance on two amenity attributes representing a borderline pass on decency. These dwellings have been assumed to deteriorate into non-Decency by 2022.
- d) THERMAL COMFORT : No deterioration in existing thermal comfort performance within the Decent Homes Standard is projected as both heating and insulation attributes remain fixed and operational over time. Heating system deterioration has however been factored into projections of excess cold within the HHSRS.

12.6 Using these assumptions, 13,963 private dwellings currently compliant with the Decent Homes Standard are projected to deteriorate into non-Decency by 2022. These dwellings represent 30.3% of total occupied private housing stock, and 39.5% of all dwellings currently decent. Rates of deterioration are strongly influenced by disrepair with 13,344 dwellings currently decent (37.8%) projected to require major element replacement by 2022 resulting in Decent Homes repair failure. Amenity deterioration in Decent homes is projected to affect 1,456 dwellings while emerging category 1 hazards will affect 60 dwellings.

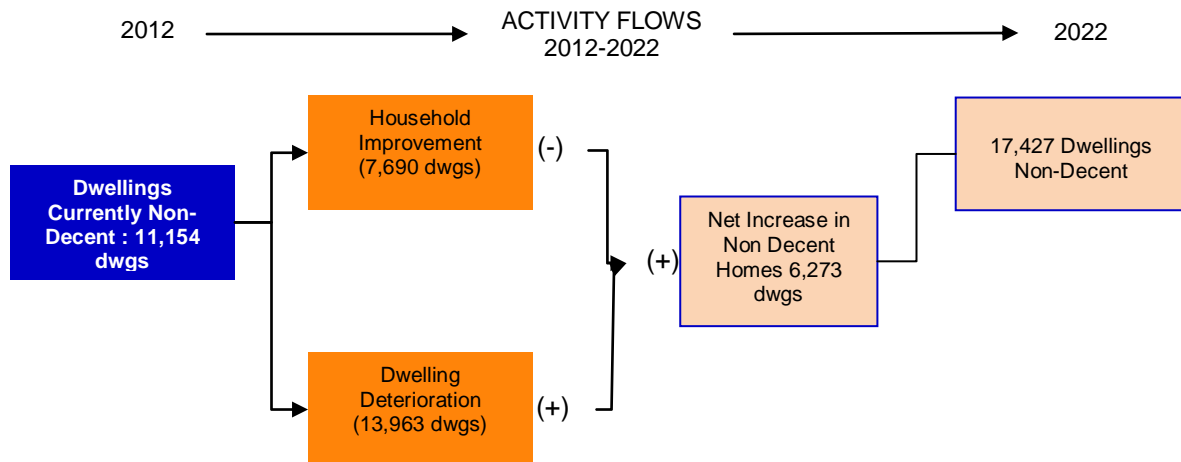
FIGURE 40 : DECENT HOMES DETERIORATION

Base = Decent Dwellings 2012



12.7 Information provided by households on likely future repairs indicates that 3,845 households living in non-Decent homes or those projected to deteriorate intend to carry out improvements/repairs to their dwellings within the next 5 years. Assuming that such improvements/repairs will remove dwellings from non-Decency and that estimates represent a five year average then 7,690 dwellings could be removed from or prevented from falling into non-Decency by household activity over the 10 year period to 2022. Balancing projected household activity against projected dwelling deterioration enables a more accurate estimate of likely levels of non-Decency in Gloucester by 2022. This assumes no direct activity or support from the Council and indicates 17,427 non-Decent dwellings or 37.5% of private housing stock non-Decent in 2022.

FIGURE 41 : DECENT HOMES FORECAST 2022



13.0 NON DECENT HOMES INVESTMENT NEEDS

13.1 Costs to address Decent Homes deficiencies are estimated at £70.692M at an average of £6,338 per non decent dwelling. Costs range from just over £3,000 per dwelling for thermal comfort deficiencies to over £29,000 per dwelling for combined defects across all categories.

TABLE 34 : COSTS TO MEET THE DECENT HOMES STANDARD			
DECENT HOMES DEFECT	NON DECENT DWELLINGS	COSTS TO MAKE DECENT	
		TOTAL	AVERAGE
	dwgs	£M	£
Category 1 Hazard Only	921	5.801	6,298
Disrepair Only	3778	21.581	5,712
Thermal Comfort Only	2736	8.592	3,140
Category 1 Hazard and Disrepair	645	4.770	7,395
Category 1 Hazard and Thermal Comfort	438	4.454	10,168
Disrepair and Modern Amenities	13	0.125	9,657
Disrepair and Thermal Comfort	1503	14.055	9,351
Modern Amenities and Thermal Comfort	24	0.142	5,902
Category 1 Hazard, Disrepair and Modern Amenities	12	0.214	17,846
Category 1 Hazard, Disrepair and Thermal Comfort	1061	10.249	9,659
Category 1 Hazard, Disrepairs, Modern Amenities and Thermal Comfort	24	0.709	29,539
ALL DWELLINGS NON-DECENT	11154	70.692	6,338

14.0 DECENT PLACES : ENVIRONMENTAL CONDITIONS AND LIVEABILITY

14.1 Environmental conditions and liveability problems were based on the professional assessment by surveyors of problems in the immediate environment of the home. In all, 16 specific environmental problems were assessed separately but also grouped together into 3 categories of 'liveability' problems related to:

UPKEEP - The upkeep, management or misuse of private and public space and buildings. Specifically, the presence of : scruffy or neglected buildings, poor condition housing, graffiti, scruffy gardens or landscaping, rubbish or dumping, vandalism, dog or other excrement, nuisance from street parking.

UTILISATION - Abandonment or non-residential use of property. Specifically: vacant sites, vacant or boarded up buildings, intrusive industry.

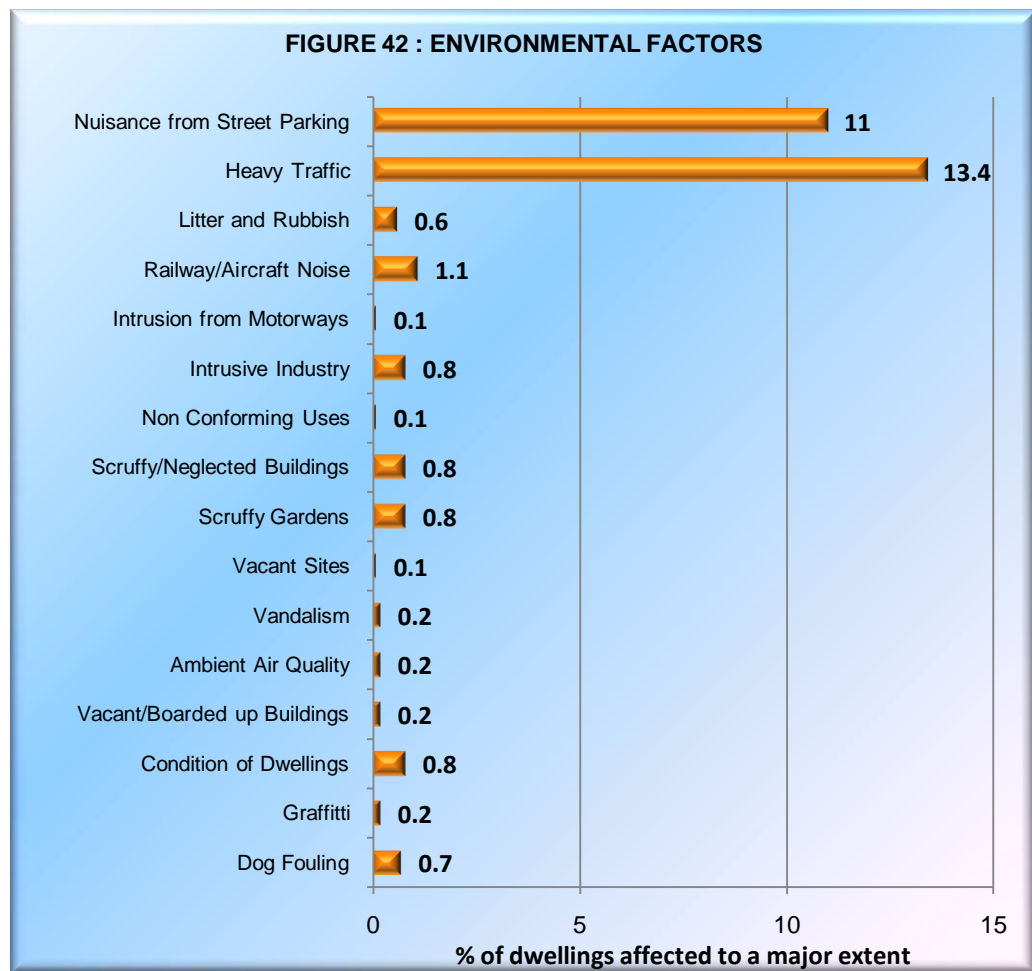
TRAFFIC - Road traffic and other forms of transport. Specifically the presence of: intrusive motorways and main roads, railway or aircraft noise, heavy traffic and poor ambient air quality.

ENVIRONMENTAL ISSUES

14.2 Environmental issues are apparent but are generally of minor impact, with the exception of heavy traffic and nuisance from street parking. Nuisance from street parking was assessed as a major problem in 11.0% of all dwellings surveyed and heavy traffic in 13.4% of all dwellings. The remaining environmental factors impacted in a major way on under 2% of private housing stock.

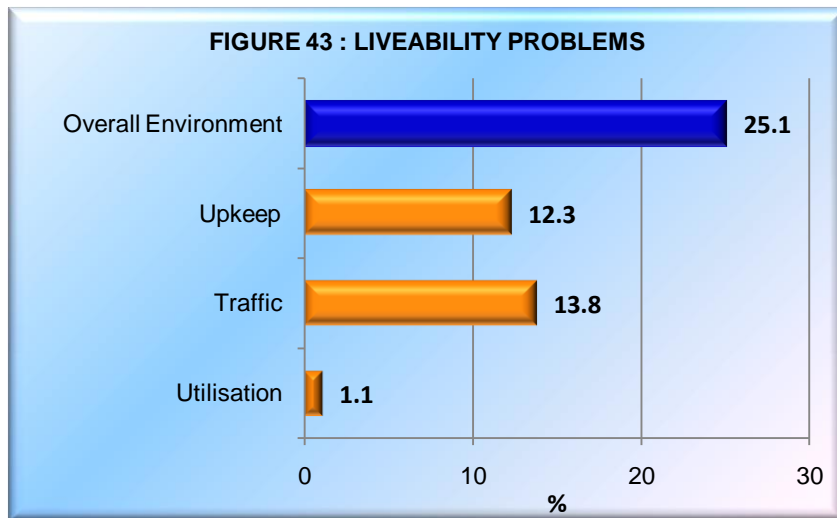
TABLE 35: ENVIRONMENTAL INDICATORS								
	Not A Problem At All		A Bit Of A Problem		A Big Problem		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Litter And Rubbish	41470	89.2	4740	10.2	282	.6	46492	100.0
Scruffy Gardens	41960	90.3	4141	8.9	391	.8	46492	100.0
Graffiti	45223	97.3	1181	2.5	88	.2	46492	100.0
Vandalism	44676	96.1	1704	3.7	112	.2	46492	100.0
Scruffy/Neglected Buildings	43306	93.1	2833	6.1	353	.8	46492	100.0
Dog Fouling	41808	89.9	4381	9.4	303	.7	46492	100.0
Condition Of Dwellings	43418	93.4	2698	5.8	377	.8	46492	100.0
Nuisance From Street Parking	32515	69.9	8848	19.0	5129	11.0	46492	100.0
Ambient Air Quality	46005	99.0	412	.9	75	.2	46492	100.0
Heavy Traffic	37869	81.5	2392	5.1	6230	13.4	46492	100.0

TABLE 35: ENVIRONMENTAL INDICATORS								
	Not A Problem At All		A Bit Of A Problem		A Big Problem		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Railway/Aircraft Noise	45556	98.0	446	1.0	489	1.1	46492	100.0
Intrusion From Motorways	45059	96.9	1408	3.0	25	.1	46492	100.0
Vacant Sites	45987	98.9	455	1.0	50	.1	46492	100.0
Intrusive Industry	45465	97.8	674	1.4	353	.8	46492	100.0
Non Conforming Uses	46162	99.3	282	.6	49	.1	46492	100.0
Vacant/Boarded Up Buildings	45461	97.8	919	2.0	112	.2	46492	100.0



LIVEABILITY

14.3 Overall, 11,685 dwellings (25.1%) are located in residential environments experiencing liveability problems. Problems with upkeep affect 5,713 dwellings (12.3%), traffic problems affect 6,416 dwellings (13.8%) and utilisation issues affect 488 dwellings (1.1%).



THE DISTRIBUTION OF ENVIRONMENTAL PROBLEMS

14.4 Environmental problems are more noted in areas of older terraced housing and converted/mixed use flats. Conditions are also significantly worse in the survey target areas including Barton and Tredworth, Moreland and Westgate. A strong relationship would also appear to exist between environmental conditions and housing conditions. 4,153 non-Decent homes (37.2%) are located in areas affected by environmental problems. Only 21.3% of Decent Homes are similarly affected.

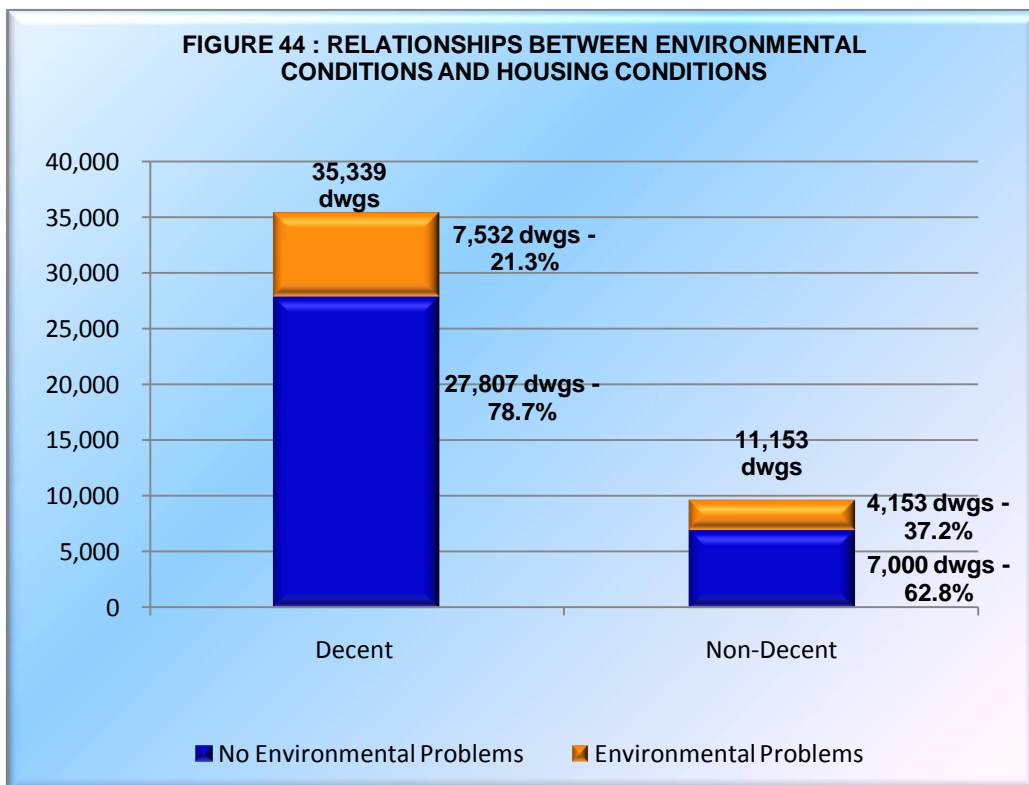


TABLE 36: ENVIRONMENTAL PROBLEMS BY AREA AND HOUSING SECTOR						
	OVERALL ENVIRONMENTAL GRADING					
	No Environmental Problems		Environmental Problems Present		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%
TENURE						
Owner Occupied	27975	75.1	9268	24.9	37242	100.0
Private Rented	5844	70.8	2405	29.2	8250	100.0
Unrecorded	988	98.8	12	1.2	1000	100.0
All Dwellings	34807	74.9	11685	25.1	46492	100.0
DATE OF CONSTRUCTION						
Pre-1919	4060	53.3	3554	46.7	7613	100.0
1919-1944	4133	79.2	1085	20.8	5218	100.0
1945-1964	3975	75.9	1260	24.1	5236	100.0
1965-1974	3604	52.4	3277	47.6	6881	100.0
1975-1981	5751	86.6	888	13.4	6639	100.0
Post-1981	13284	89.1	1622	10.9	14906	100.0
All Dwellings	34807	74.9	11685	25.1	46492	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	6480	61.5	4053	38.5	10532	100.0
Semi-Detached House/Bungalow	12327	70.7	5104	29.3	17431	100.0
Detached House/Bungalow	10252	91.6	934	8.4	11186	100.0
Purpose Built Flat	4270	87.9	590	12.1	4860	100.0
Converted/Mixed Use Flat	1478	59.6	1004	40.4	2482	100.0
All Dwellings	34807	74.9	11685	25.1	46492	100.0
SURVEY AREA						
Barton & Tredworth	2671	62.0	1638	38.0	4309	100.0
Moreland	1637	44.1	2076	55.9	3713	100.0
Westgate Target	1668	61.8	1031	38.2	2699	100.0
Remainder	28830	80.6	6941	19.4	35771	100.0
All Dwellings	34807	74.9	11685	25.1	46492	100.0



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SECTION 4 :
HOUSING CONDITIONS AND HOUSEHOLD
CIRCUMSTANCES IN THE PRIVATE SECTOR

Chapter 15 : Housing Conditions and Household Circumstances

Chapter 16 : Fuel Poverty

Chapter 17 : Housing and Health

Chapter 18 : Household Attitudes to Housing and Local Areas

15.0 HOUSING CONDITIONS AND HOUSEHOLD CIRCUMSTANCES

HOUSING AND HOUSEHOLD CONDITIONS

15.1 Relationships between housing conditions and household circumstances are outlined in Tables 37 and 38. While no disproportionate bias exists between housing conditions and household circumstances poor housing conditions are associated with households in social or economic disadvantage:

- ◆ *3,660 elderly households live in non-Decent dwellings representing 33.3% of all households in non-Decent dwellings. Elderly households also comprise 30.0% of all households living in dwellings with a Category 1 hazard.*

- ◆ *3,494 economically vulnerable households live in non-Decent dwellings representing 31.8% of all households in non-Decent dwellings. These households also comprise 29.5% of all households living in dwellings with a Category 1 hazard. Low income households are also over-represented in poor condition dwellings.*

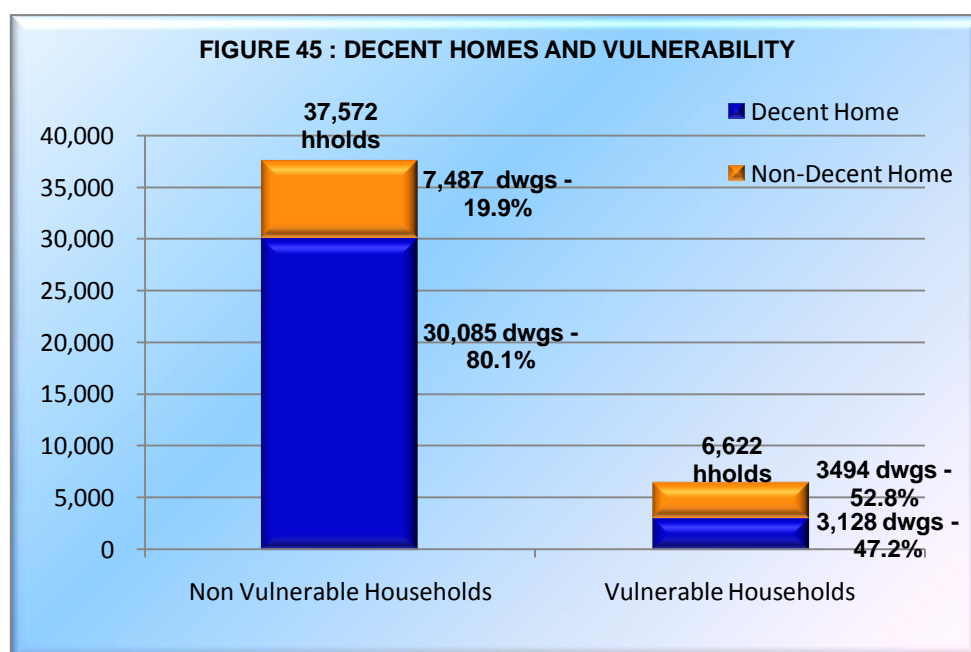
TABLE 37 : DECENT HOMES AND HOUSEHOLD CIRCUMSTANCES						
	DECENT HOMES STANDARD (HHSRS)					
	Compliant		Non Compliant		All Dwellings	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	1369	4.1	776	7.1	2145	4.9
25 - 34 Years	2622	7.9	1538	14.0	4160	9.4
35 - 44 Years	7202	21.7	993	9.0	8195	18.5
45 - 54 Years	6012	18.1	2013	18.3	8025	18.2
55 - 64 Years	6087	18.3	1835	16.7	7923	17.9
65 Years And Over	9908	29.8	3541	32.2	13449	30.4
Unrecorded	13	.0	285	2.6	298	.7
All Households	33213	100.0	10981	100.0	44194	100.0
ECONOMIC STATUS HOH						
Full-Time Work	18333	55.2	5120	46.6	23453	53.1
Part-Time Work	1893	5.7	287	2.6	2180	4.9
Unemployed-Available For Work	1007	3.0	373	3.4	1381	3.1
Permanently Sick/Disabled	371	1.1	566	5.2	937	2.1
Housewife	589	1.8	469	4.3	1058	2.4
Wholly Retired	10350	31.2	4085	37.2	14435	32.7
Student	669	2.0	81	.7	750	1.7
Unob.	0	.0	0	.0	0	.0
All Households	33213	100.0	10981	100.0	44194	100.0
ETHNICITY						
White	31667	95.3	10113	92.1	41780	94.5
Mixed	107	.3	83	.8	190	.4
Asian/Asian British	733	2.2	234	2.1	968	2.2
Black Or Black/British	693	2.1	523	4.8	1216	2.8
Chinese/Other	13	.0	27	.2	40	.1
Unrecorded	0	.0	0	.0	0	.0
All Households	33213	100.0	10981	100.0	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	4398	13.2	2268	20.7	6666	15.1
Single Parent Family	1885	5.7	564	5.1	2449	5.5
Two Person Adult Non Pensioner	6218	18.7	1432	13.0	7650	17.3
Small Family	7752	23.3	1817	16.5	9569	21.7
Large Family	1545	4.7	482	4.4	2027	4.6
Large Adult	185	.6	175	1.6	361	.8
Elderly	10931	32.9	3660	33.3	14591	33.0
Elderly With Family	298	.9	583	5.3	881	2.0
Unobtainable	0	.0	0	.0	0	.0
All Households	33213	100.0	10981	100.0	44194	100.0
LOW INCOME HOUSEHOLDS						
Not On Low Income	32754	98.6	10505	95.7	43259	97.9
Low Income Household	459	1.4	476	4.3	935	2.1
All Households	33213	100.0	10981	100.0	44194	100.0
ECONOMIC VULNERABILITY						
Not Economically Vulnerable	30085	90.6	7487	68.2	37572	85.0
Economically Vulnerable	3128	9.4	3494	31.8	6622	15.0
All Households	33213	100.0	10981	100.0	44194	100.0

TABLE 38 : CATEGORY 1 HAZARDS AND HOUSEHOLD CIRCUMSTANCES						
	HHSRS CATEGORY 1 RISK					
	No Category 1 Risks		Category 1 Risks Present		All Households	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	1787	4.4	357	11.0	2145	4.9
25 - 34 Years	3220	7.9	939	28.8	4160	9.4
35 - 44 Years	7844	19.2	351	10.8	8195	18.5
45 - 54 Years	7808	19.1	217	6.7	8025	18.2
55 - 64 Years	7478	18.3	445	13.7	7923	17.9
65 Years And Over	12500	30.5	949	29.1	13449	30.4
Unrecorded	298	.7	0	.0	298	.7
All Households	40936	100.0	3258	100.0	44194	100.0
ECONOMIC STATUS HOH						
Full-Time Work	21749	53.1	1705	52.3	23453	53.1
Part-Time Work	1987	4.9	193	5.9	2180	4.9
Unemployed-Available For Work	1213	3.0	168	5.2	1381	3.1
Permanently Sick/Disabled	829	2.0	108	3.3	937	2.1
Housewife	975	2.4	82	2.5	1058	2.4
Wholly Retired	13500	33.0	936	28.7	14435	32.7
Student	683	1.7	67	2.0	750	1.7
Unob.	0	.0	0	.0	0	.0
All Households	40936	100.0	3258	100.0	44194	100.0
ETHNICITY						
White	38821	94.8	2959	90.8	41780	94.5
Mixed	147	.4	43	1.3	190	.4
Asian/Asian British	889	2.2	78	2.4	968	2.2
Black Or Black/British	1053	2.6	163	5.0	1216	2.8
Chinese/Other	26	.1	14	.4	40	.1
Unrecorded	0	.0	0	.0	0	.0
All Households	40936	100.0	3258	100.0	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	5708	13.9	958	29.4	6666	15.1
Single Parent Family	2273	5.6	177	5.4	2449	5.5
Two Person Adult Non Pensioner	7376	18.0	273	8.4	7650	17.3
Small Family	8922	21.8	647	19.9	9569	21.7
Large Family	1934	4.7	93	2.9	2027	4.6
Large Adult	267	.7	94	2.9	361	.8
Elderly	13615	33.3	976	30.0	14591	33.0
Elderly With Family	842	2.1	40	1.2	881	2.0
Unobtainable	0	.0	0	.0	0	.0
All Households	40936	100.0	3258	100.0	44194	100.0
LOW INCOME HOUSEHOLDS						
Not On Low Income	40125	98.0	3135	96.2	43259	97.9
Low Income Household	812	2.0	123	3.8	935	2.1
All Households	40936	100.0	3258	100.0	44194	100.0
ECONOMIC VULNERABILITY						
Not Economically Vulnerable	35274	86.2	2298	70.5	37572	85.0
Economically Vulnerable	5662	13.8	960	29.5	6622	15.0
All Households	40936	100.0	3258	100.0	44194	100.0

DECENT HOMES AND VULNERABLE HOUSEHOLDS

15.2 The previous Public Service Agreement (PSA) Target 7 - Decent Homes implied that 65% of vulnerable households would live in Decent Homes by 2007, rising to 70% by 2011 and 75% by 2021. While the national target has been removed these previous thresholds can still provide a local yardstick for private sector renewal strategy.

15.3 The survey estimates 6,622 vulnerable households representing 15.0% of all private households. Currently 3,128 economically vulnerable households (47.2%) live in Decent Homes. This figure remains below previous PSA Target 7 requirements for 2011 and 2021.

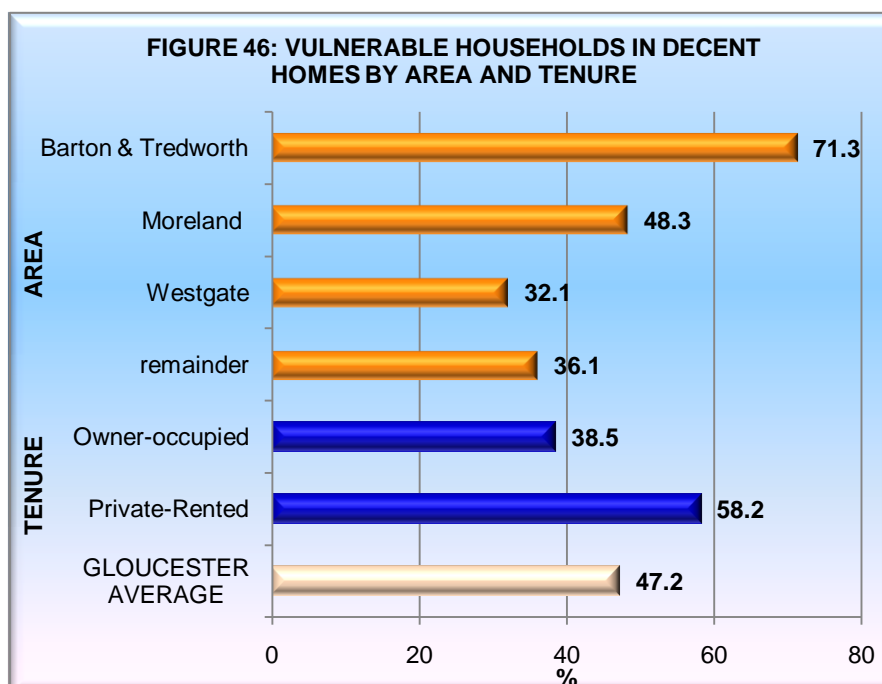


15.4 Variations in progress towards Decent Homes for vulnerable households exist both geographically and by housing sector. Key sectors remaining below the previous 2011 target threshold of 70% include:

- ◆ *Owner-occupied sector where 38.5% of vulnerable households live in Decent Homes.*
- ◆ *Post-war housing where 32.7% of vulnerable households live in Decent Homes.*
- ◆ *Purpose built flats where 34.4% of vulnerable households live in Decent Homes.*
- ◆ *Converted/mixed use flats where 45.5% of vulnerable households live in Decent Homes.*

At an area level, highest rates of non-Decency for vulnerable households are recorded in the Westgate and City Remainder areas.

TABLE 39: VULNERABLE HOUSEHOLDS - DECENT HOMES BY AREA AND HOUSING SECTOR						
	DECENT HOMES STANDARD (HHSRS)					
	Compliant		Non Compliant		All Households	
	hholds	%	hholds	%	hholds	%
TENURE						
Owner Occupied	1419	38.5	2269	61.5	3688	100.0
Private Rented	1709	58.2	1225	41.8	2934	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	3128	47.2	3494	52.8	6622	100.0
DATE OF CONSTRUCTION						
Pre - 1919	1685	61.9	1038	38.1	2723	100.0
Inter-War	438	53.2	386	46.8	824	100.0
Post-War	1004	32.7	2070	67.3	3075	100.0
All Households	3128	47.2	3494	52.8	6622	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	1195	59.1	828	40.9	2022	100.0
Semi-Detached House/Bungalow	845	41.8	1178	58.2	2023	100.0
Detached House/Bungalow	311	53.4	272	46.6	583	100.0
Purpose Built Flat	402	34.4	769	65.6	1171	100.0
Converted/Mixed Use Flat	375	45.5	448	54.5	823	100.0
All Households	3128	47.2	3494	52.8	6622	100.0
SURVEY AREA						
Barton & Tredworth	1263	71.3	508	28.7	1771	100.0
Moreland	561	48.3	600	51.7	1160	100.0
Westgate Target	232	32.1	489	67.9	721	100.0
Remainder	1073	36.1	1897	63.9	2970	100.0
All Households	3128	47.2	3494	52.8	6622	100.0



15.5 Vulnerable households living in non-Decent homes are affected by three key failure areas within the Decent Homes Standard:

- ◆ *Energy Efficiency Only : 1,257 households (36.0%).*
- ◆ *Disrepair alone : 660 households (18.9%).*
- ◆ *Disrepair and Energy Efficiency : 591 households (16.9%).*

Costs to achieve decency for these households are estimated at £22.004M averaging £6,297 per vulnerable household.

TABLE 40: ECONOMICALLY VULNERABLE HOUSEHOLDS IN NON DECENT HOMES - DECENT HOMES DEFECT PROFILE		
	DECENT HOMES DEFECT CLASSIFICATION	
	hholds	%
HHSRS Only	267	7.6
Disrepair Only	660	18.9
Amenities Only	0	.0
Energy Only	1257	36.0
HHSRS And Disrepair	366	10.5
HHSRS And Amenities	0	.0
HHSRS And Energy	52	1.5
Disrepair And Amenity	13	.4
Disrepair And Energy	591	16.9
Amenity And Energy	13	.4
HHSRS, Disrepair And Amenity	13	.4
HHSRS , Disrepair And Energy	248	7.1
HHSRS , Amenity And Energy	0	.0
Disrepair , Amenity And Energy	0	.0
HHSRS, Disrepair, Amenity And Energy	14	.4
No Defects	0	.0
ALL VULNERABLE HOUSEHOLDS IN NON DECENT HOMES	3494	100.0

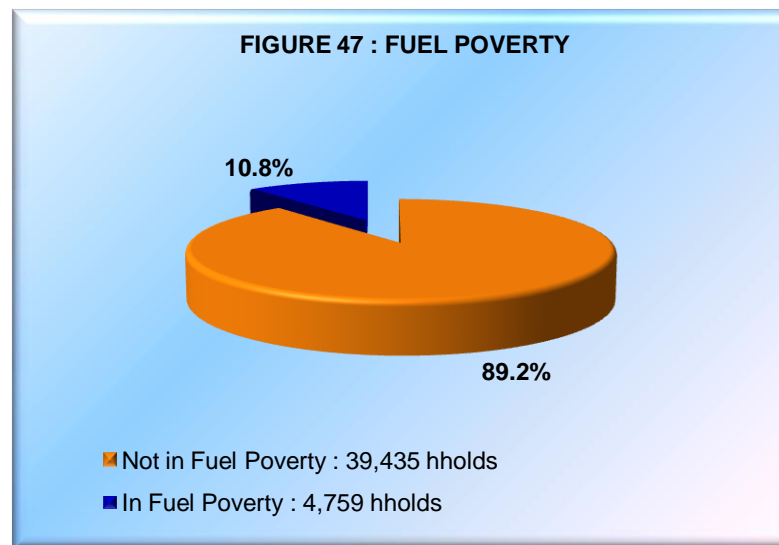
STRATEGY GUIDELINES

Private sector housing falls below previous PSA Target 7 2011 guidelines for vulnerable households in Decent Homes and sectoral variations remain. These include below average performance for pre-war housing, the owner-occupied sector, converted flats and the Westgate and City Remainder areas. Costs to achieve decency for vulnerable households are estimated at £22.004M. In addition to economically vulnerable households the elderly exhibit a strong association with poor housing conditions.

16.0 FUEL POVERTY

FUEL POVERTY LEVELS

- 16.1 Linking information on annual fuel costs from the energy survey to household income provides an indicative pattern of fuel poverty among private sector households. Fuel poverty is usually defined by an annual expenditure on fuel in excess of 10% of annual household income. By this definition, 4,759 households or 10.8% are in fuel poverty.



VARIATIONS IN FUEL POVERTY

- 16.2 Variations in fuel poverty show a bias towards households in the private-rented sector, in pre-war housing, in semi-detached housing and in converted/mixed-use flats. Geographically, highest rates of fuel poverty are recorded for the Barton and Tredworth and Moreland Areas. Rates of fuel poverty are also above average in the Westgate Area.

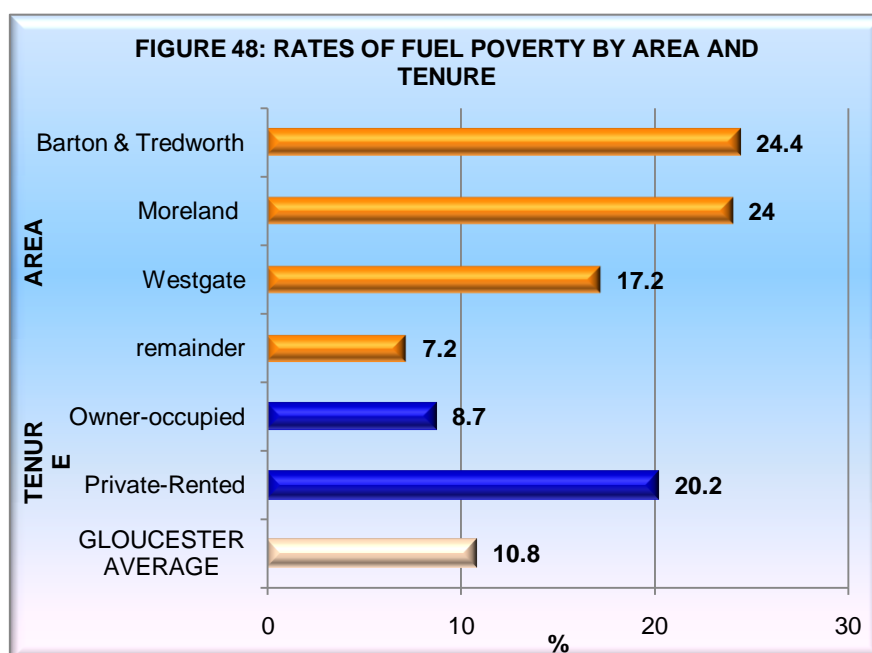


TABLE 41 : FUEL POVERTY BY AREA AND HOUSING SECTOR

	Fuel Poverty - Full Income Model					
	Not In Fuel Poverty		In Fuel Poverty		All Households	
	hholds	%	hholds	%	hholds	%
TENURE						
Owner Occupied	33104	91.3	3152	8.7	36256	100.0
Private Rented	6332	79.8	1606	20.2	7938	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	39435	89.2	4759	10.8	44194	100.0
DATE OF CONSTRUCTION						
Pre-1919	5165	74.0	1818	26.0	6984	100.0
1919-1944	3676	78.4	1016	21.6	4691	100.0
1945-1964	4778	89.1	584	10.9	5362	100.0
1965-1974	6130	91.5	570	8.5	6700	100.0
1975-1981	6382	99.6	27	.4	6409	100.0
Post-1981	13304	94.7	744	5.3	14049	100.0
All Households	39435	89.2	4759	10.8	44194	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	9319	90.6	962	9.4	10281	100.0
Semi-Detached House/Bungalow	14614	85.4	2489	14.6	17103	100.0
Detached House/Bungalow	9448	91.7	854	8.3	10302	100.0
Purpose Built Flat	4197	96.6	146	3.4	4343	100.0
Converted/Mixed Use Flat	1858	85.8	307	14.2	2165	100.0
All Households	39435	89.2	4759	10.8	44194	100.0
SURVEY AREA						
Barton & Tredworth	3110	75.6	1002	24.4	4112	100.0
Moreland	2860	76.0	904	24.0	3764	100.0
Westgate Target	1999	82.8	417	17.2	2416	100.0
Remainder	31466	92.8	2436	7.2	33902	100.0
All Households	39435	89.2	4759	10.8	44194	100.0

- 16.3 Excluding obvious relationships between household economic circumstances and the risk of fuel poverty households most affected include single parent, young single person and elderly households.

TABLE 42 : FUEL POVERTY BY HOUSEHOLD CHARACTERISTICS						
	Fuel Poverty - Full Income Model					
	Not In Fuel Poverty		In Fuel Poverty		All Households	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	1861	86.8	284	13.2	2145	100.0
25 - 34 Years	3805	91.5	355	8.5	4160	100.0
35 - 44 Years	7302	89.1	893	10.9	8195	100.0
45 - 54 Years	7295	90.9	730	9.1	8025	100.0
55 - 64 Years	7698	97.2	225	2.8	7923	100.0
65 Years And Over	11203	83.3	2246	16.7	13449	100.0
Unrecorded	272	91.3	26	8.7	298	100.0
All Households	39435	89.2	4759	10.8	44194	100.0
ECONOMIC STATUS HOH						
Full-Time Work	22848	97.4	605	2.6	23453	100.0
Part-Time Work	1705	78.2	475	21.8	2180	100.0
Unemployed-Available For Work	772	55.9	609	44.1	1381	100.0
Permanently Sick/Disabled	818	87.3	119	12.7	937	100.0
Housewife	525	49.6	533	50.4	1058	100.0
Wholly Retired	12110	83.9	2325	16.1	14435	100.0
Student	657	87.7	93	12.3	750	100.0
Unob.	0	.0	0	.0	0	.0
All Households	39435	89.2	4759	10.8	44194	100.0
ETHNICITY						
White	37870	90.6	3911	9.4	41780	100.0
Mixed	123	64.5	67	35.5	190	100.0
Asian/Asian British	758	78.3	210	21.7	968	100.0
Black Or Black/British	659	54.2	557	45.8	1216	100.0
Chinese/Other	26	64.7	14	35.3	40	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	39435	89.2	4759	10.8	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	5903	88.6	763	11.4	6666	100.0
Single Parent Family	1244	50.8	1206	49.2	2449	100.0
Two Person Adult Non Pensioner	7583	99.1	66	.9	7650	100.0
Small Family	9382	98.0	187	2.0	9569	100.0
Large Family	1909	94.2	118	5.8	2027	100.0
Large Adult	307	85.1	54	14.9	361	100.0
Elderly	12782	87.6	1809	12.4	14591	100.0
Elderly With Family	325	36.9	557	63.1	881	100.0
Unobtainable	0	.0	0	.0	0	.0
All Households	39435	89.2	4759	10.8	44194	100.0
LOW INCOME HOUSEHOLDS						
Not On Low Income	39315	90.9	3944	9.1	43259	100.0
Low Income Household	120	12.9	815	87.1	935	100.0
All Households	39435	89.2	4759	10.8	44194	100.0
ECONOMIC VULNERABILITY						
Not Economically Vulnerable	34977	93.1	2594	6.9	37572	100.0
Economically Vulnerable	4458	67.3	2164	32.7	6622	100.0
All Households	39435	89.2	4759	10.8	44194	100.0

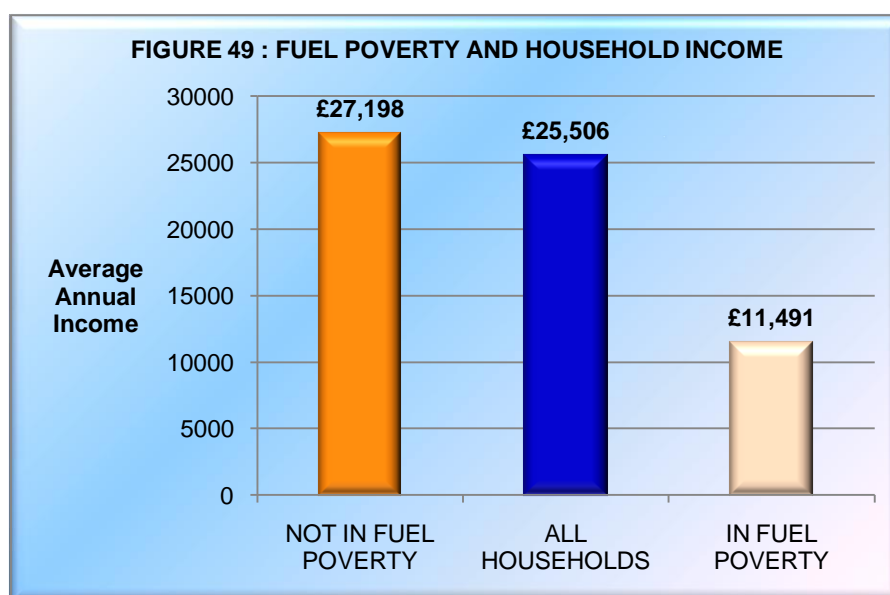
UNDERLYING REASONS FOR FUEL POVERTY

16.4 In explaining variations in fuel poverty cognisance needs to be given to both energy efficiency and household income factors. In terms of energy efficiency dwellings occupied by households in fuel poverty have an average SAP Rating of 53, compared to a private sector average of 65, and an average of 67 for households not in fuel poverty. The energy characteristics of dwellings occupied by households in fuel poverty are illustrated in Table 43 indicating lower levels of access to central heating and a higher dependency on electricity as the primary heating fuel.

TABLE 43 : FUEL POVERTY AND HOUSEHOLD ENERGY ATTRIBUTES						
	Fuel Poverty - Full Income Model					
	Not In Fuel Poverty		In Fuel Poverty		All Households	
	hholds	%	hholds	%	hholds	%
CENTRAL HEATING						
Yes - Full C.H.	35560	90.2	3871	81.3	39432	89.2
Yes - Partial C.H.	746	1.9	67	1.4	813	1.8
No - None	3129	7.9	820	17.2	3949	8.9
All Households	39435	100.0	4759	100.0	44194	100.0
ROOF INSULATION						
None	468	1.2	93	2.0	562	1.3
25mm	0	.0	0	.0	0	.0
50mm	365	.9	294	6.2	659	1.5
75mm	209	.5	321	6.7	530	1.2
100mm	3307	8.4	429	9.0	3736	8.5
150mm	4414	11.2	834	17.5	5248	11.9
200mm	19307	49.0	2158	45.3	21465	48.6
250mm	8263	21.0	386	8.1	8648	19.6
Over 250mm	399	1.0	13	.3	412	.9
No Roof Over	2702	6.9	232	4.9	2934	6.6
Unob.	0	.0	0	.0	0	.0
All Households	39435	100.0	4759	100.0	44194	100.0
PRIMARY HEATING FUEL						
Gas(Mains)	35278	89.5	3740	78.6	39018	88.3
Bulklpq	0	.0	13	.3	13	.0
Bottled Gas	0	.0	14	.3	14	.0
Oil (35 Sec)	0	.0	0	.0	0	.0
Oil (28 Sec)	0	.0	0	.0	0	.0
Housecoal/Pearls	0	.0	13	.3	13	.0
Smokeless (Processed)	14	.0	13	.3	27	.1
Anthracite Nuts	0	.0	0	.0	0	.0
Anthracite Grains	0	.0	0	.0	0	.0
Wood	0	.0	0	.0	0	.0
Domestic On Peak Electricity	985	2.5	250	5.2	1234	2.8
Economy 7 On-Peak	69	.2	39	.8	108	.2
Economy 7 Off Peak	2944	7.5	677	14.2	3621	8.2

TABLE 43 : FUEL POVERTY AND HOUSEHOLD ENERGY ATTRIBUTES						
	Fuel Poverty - Full Income Model					
	Not In Fuel Poverty		In Fuel Poverty		All Households	
	hholds	%	hholds	%	hholds	%
Preserved Tariff	0	.0	0	.0	0	.0
Special Tariff (Storage)	0	.0	0	.0	0	.0
Special Tariff (Direct)	0	.0	0	.0	0	.0
Community Heating No CHP	107	.3	0	.0	107	.2
Community Heating With CHP	39	.1	0	.0	39	.1
All Households	39435	100.0	4759	100.0	44194	100.0
PRIMARY HEATING TYPE						
Boiler System	34757	88.1	3518	73.9	38274	86.6
Warm Air System	13	.0	0	.0	13	.0
Room Heaters	1537	3.9	499	10.5	2036	4.6
Storage Heaters	2142	5.4	742	15.6	2884	6.5
Other System	828	2.1	0	.0	828	1.9
Community Heating	158	.4	0	.0	158	.4
All Households	39435	100.0	4759	100.0	44194	100.0
GLAZING TYPE						
Single	2556	6.5	351	7.4	2907	6.6
Double	36880	93.5	4408	92.6	41287	93.4
Triple	0	.0	0	.0	0	.0
All Households	39435	100.0	4759	100.0	44194	100.0

16.5 Households in fuel poverty have an average annual household income of £11,491 compared to an all household average of £25,506 and an average of £27,198 for households not in fuel poverty. Seventeen percent of households in fuel poverty in Gloucester are below the nationally defined low income threshold.



STRATEGY GUIDELINES

4,759 households in Gloucester are in fuel poverty with the greatest impact felt by younger and older households and single parent families. At a sectoral level highest rates of fuel poverty are recorded for households in the private-rented sector and for households resident in the Barton and Tredworth, and Moreland areas. Households in fuel poverty exhibit lower access to central heating and a higher dependence on electricity for heating purposes. They also exhibit significantly lower household incomes.

17.0 HOUSING AND HEALTH

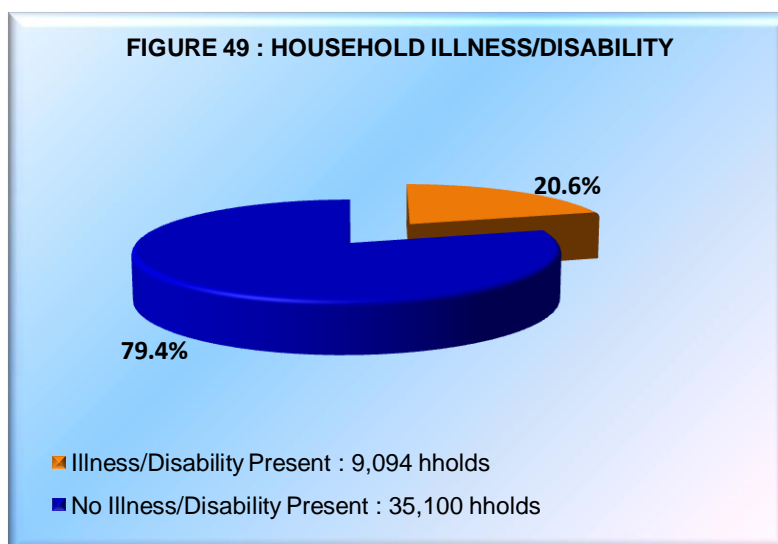
17.1 There is a long established relationship between poor housing and poor health and a growing national interest in the cost of unhealthy housing to society and the potential health cost benefit of housing interventions.

17.2 The current survey, in addition to quantifying current levels of unhealthy housing through measurement of the Housing Health and Safety Rating System, has examined a range of related household health issues. These have included:

- ◆ *The presence of long-term illness/disability, its impact on normal dwelling occupation and its impact on health service resources.*
- ◆ *The incidence of accidents within the home and their impact on health service resources.*

Using national case study data recently published for England¹ we have also attempted to quantify the economic cost of unhealthy housing in Gloucester.

17.3 9,094 households in Gloucester (20.6%) indicated at least one household member affected by a long-term illness or disability.



Illness/disability is strongly age-related. 4,553 households affected (49.0%) have a head of household aged 65 years and over; a further 2,253 households affected (24.8%) have a head of household aged over 55 years. 3,070 households affected (33.7%) are also economically vulnerable. The distribution of households affected by illness/disability shows limited

¹ Quantifying the economic cost of unhealthy housing - a case study from England. 2011 - Simon Nicol, Mike Roys, Maggie Davidson, David Ormandy, Peter Ambrose.

geographical variation across the City but rates of impact are significantly higher within the owner-occupied sector. This is in large part related to the household age profile of the owner-occupied sector (over one third of owner occupied households have a head of household aged 65 years and over).

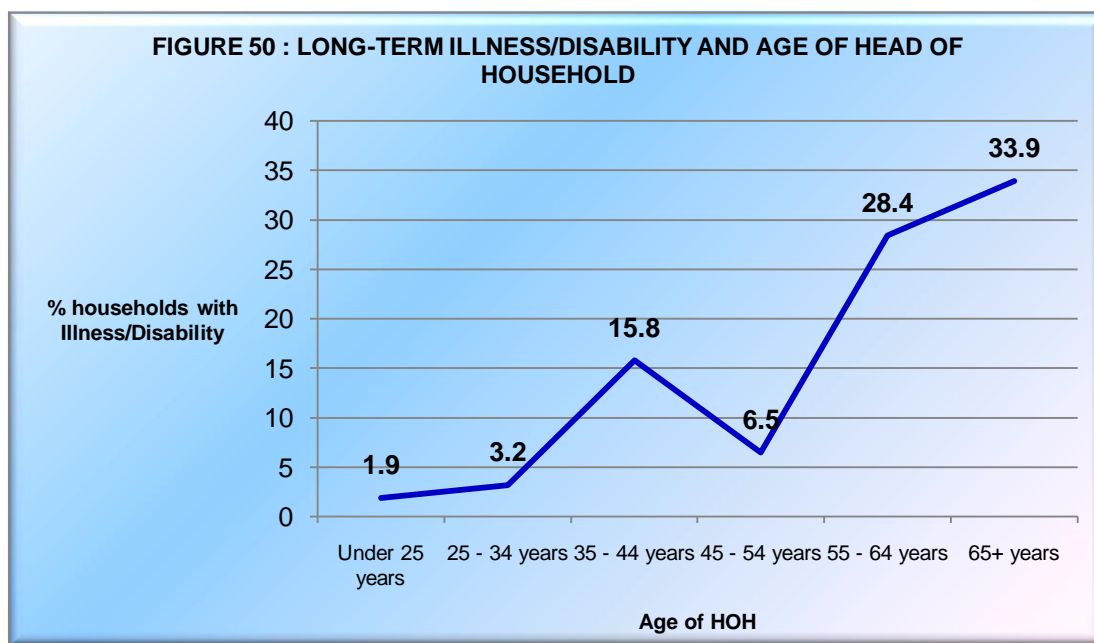


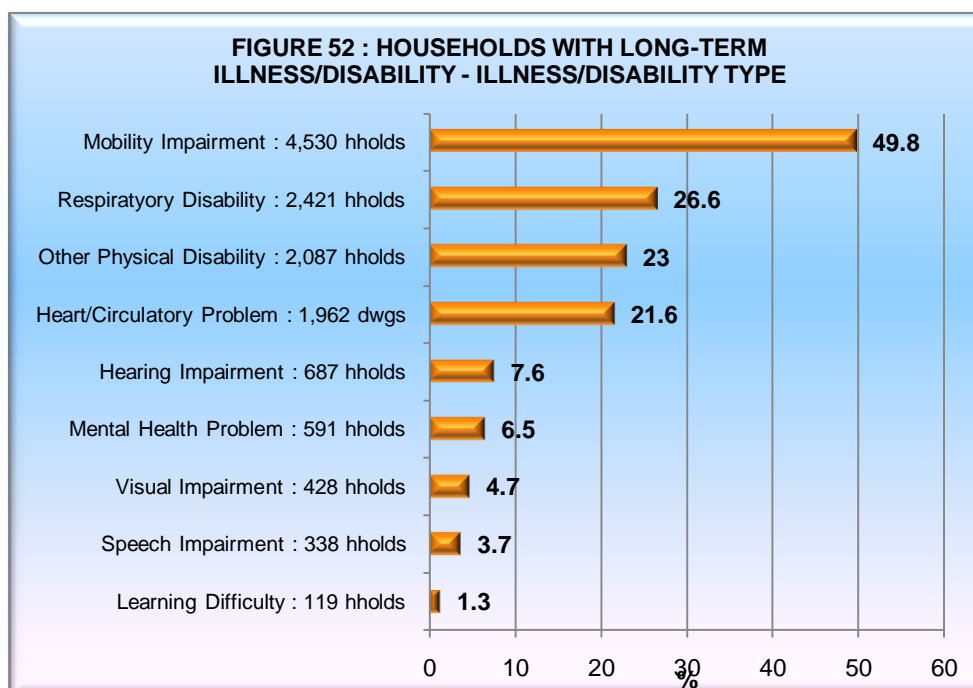
TABLE 44: HOUSEHOLDS WITH LONG TERM ILLNESS/DISABILITY BY AREA AND HOUSING SECTOR

	ILLNESS/DISABILITY					
	No		Yes		All Households	
	hholds	%	hholds	%	hholds	%
TENURE						
Owner Occupied	28207	77.8	8049	22.2	36256	100.0
Private Rented	6893	86.8	1045	13.2	7938	100.0
Unrecorded	0	.0	0	.0	0	.0
All Households	35100	79.4	9094	20.6	44194	100.0
DATE OF CONSTRUCTION						
Pre-1919	5747	82.3	1237	17.7	6984	100.0
1919-1944	3660	78.0	1031	22.0	4691	100.0
1945-1964	3899	72.7	1463	27.3	5362	100.0
1965-1974	5565	83.1	1135	16.9	6700	100.0
1975-1981	4958	77.4	1450	22.6	6409	100.0
Post-1981	11271	80.2	2777	19.8	14049	100.0
All Households	35100	79.4	9094	20.6	44194	100.0
MAIN HOUSE TYPE						
Terraced House/Bungalow	8910	86.7	1371	13.3	10281	100.0
Semi-Detached House/Bungalow	13714	80.2	3389	19.8	17103	100.0
Detached House/Bungalow	7778	75.5	2524	24.5	10302	100.0
Purpose Built Flat	2685	61.8	1658	38.2	4343	100.0
Converted/Mixed Use Flat	2013	93.0	153	7.0	2165	100.0
All Households	35100	79.4	9094	20.6	44194	100.0
SURVEY AREA						
Barton & Tredworth	3253	79.1	859	20.9	4112	100.0
Moreland	2938	78.1	826	21.9	3764	100.0
Westgate Target	2063	85.4	353	14.6	2416	100.0
Remainder	26846	79.2	7056	20.8	33902	100.0
All Households	35100	79.4	9094	20.6	44194	100.0

TABLE 45: HOUSEHOLDS WITH LONG TERM ILLNESS/DISABILITY BY HOUSEHOLD CHARACTERISTICS						
	ILLNESS/DISABILITY					
	No		Yes		All Households	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	2104	98.1	41	1.9	2145	100.0
25 - 34 Years	4026	96.8	133	3.2	4160	100.0
35 - 44 Years	6902	84.2	1293	15.8	8195	100.0
45 - 54 Years	7502	93.5	523	6.5	8025	100.0
55 - 64 Years	5670	71.6	2253	28.4	7923	100.0
65 Years And Over	8896	66.1	4553	33.9	13449	100.0
Unrecorded	0	.0	298	100.0	298	100.0
All Households	35100	79.4	9094	20.6	44194	100.0
ECONOMIC STATUS HOH						
Full-Time Work	21135	90.1	2318	9.9	23453	100.0
Part-Time Work	1556	71.4	624	28.6	2180	100.0
Unemployed-Available For Work	1273	92.2	108	7.8	1381	100.0
Permanently Sick/Disabled	334	35.6	603	64.4	937	100.0
Housewife	739	69.8	319	30.2	1058	100.0
Wholly Retired	9313	64.5	5122	35.5	14435	100.0
Student	750	100.0	0	.0	750	100.0
Unob.	0	.0	0	.0	0	.0
All Households	35100	79.4	9094	20.6	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	6209	93.1	457	6.9	6666	100.0
Single Parent Family	2090	85.3	359	14.7	2449	100.0
Two Person Adult Non Pensioner	6730	88.0	919	12.0	7650	100.0
Small Family	8273	86.5	1296	13.5	9569	100.0
Large Family	1843	90.9	184	9.1	2027	100.0
Large Adult	281	77.8	80	22.2	361	100.0
Elderly	8820	60.4	5771	39.6	14591	100.0
Elderly With Family	854	96.9	27	3.1	881	100.0
Unobtainable	0	.0	0	.0	0	.0
All Households	35100	79.4	9094	20.6	44194	100.0
LOW INCOME HOUSEHOLDS						
Not On Low Income	34245	79.2	9015	20.8	43259	100.0
Low Income Household	856	91.5	79	8.5	935	100.0
All Households	35100	79.4	9094	20.6	44194	100.0
ECONOMIC VULNERABILITY						
Not Economically Vulnerable	31548	84.0	6023	16.0	37572	100.0
Economically Vulnerable	3552	53.6	3070	46.4	6622	100.0
All Households	35100	79.4	9094	20.6	44194	100.0

17.4 Households affected by a long-term illness/disability were asked for the nature of that illness/disability. The most common complaints relate to:

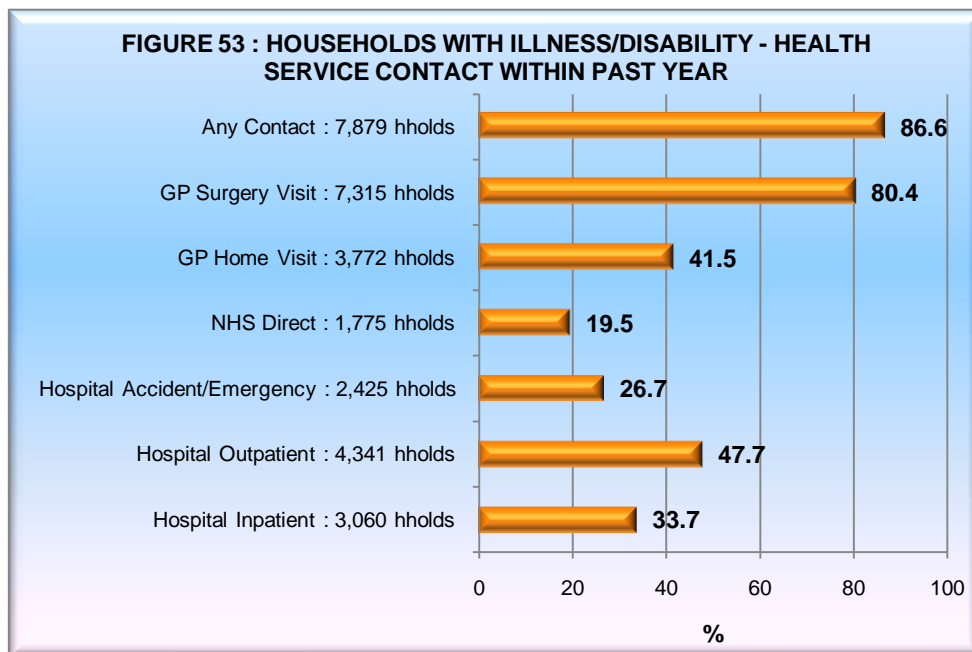
- ◆ **Mobility Impairment :** 4,530 hholds - 49.8%
- ◆ **Respiratory Illness :** 2,421 hholds - 26.6%
- ◆ **Other Physical Disability :** 2,087 hholds - 23.0%
- ◆ **Heart/Circulatory Problems :** 1,962 hholds - 21.6%



17.5 Households experiencing illness/disability were asked if this had resulted in the use of health service resources during the past year and additionally if the illness/disability affected their normal use of the dwelling signifying a potential need for adaptation. Health service contact in the past year is significant among households experiencing illness/disability. 86.6% of such households have made some form of contact with the health service compared to under 2% of households with no illness/disability. The most common form of contact has involved a surgery visit to the GP (7,315 households - 80.4%) although 3,772 households (41.5%) have received a home visit from the GP and 4,341 households (47.7%) have attended hospital as an outpatient.

TABLE 46: HOUSEHOLDS WITH ILLNESS/DISABILITY - HEALTH SERVICE ACTION WITHIN PAST YEAR

	No		Yes		All Households with Illness/ Disability	
	hholds	%	hholds	%	hholds	%
Consult GP Through Surgery Visit	1779	19.6	7315	80.4	9094	100.0
Consult GP Through Home Visit	5322	58.5	3772	41.5	9094	100.0
Consult NHS Direct	7319	80.5	1775	19.5	9094	100.0
Attend Hospital Accident/Emergency	6669	73.3	2425	26.7	9094	100.0
Attend Hospital As Outpatient	4752	52.3	4341	47.7	9094	100.0
Attend Hospital As Inpatient	6033	66.3	3060	33.7	9094	100.0



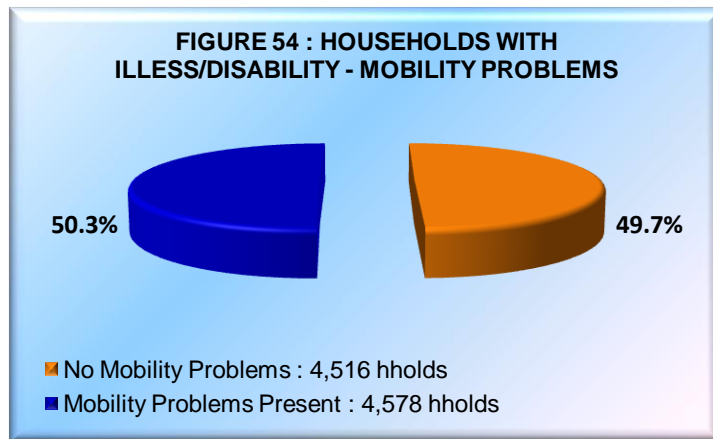
17.6 While the presence of illness/disability has resulted in a high level of contact with the health service this is not necessarily a direct result of poor housing conditions. To examine the presence or otherwise of a relationship between household health/health service contact and housing conditions a correlation analysis has been completed. This confirms a statistically significant correlation between housing conditions, household health and health service contact.

17.7 Of the 9,094 households affected by a long-term illness or disability, 4,578 households (50.3%) stated that they had a mobility problem within their dwelling. Normal use and occupation of the dwelling was unaffected for the remaining 4,516 households (49.7%).

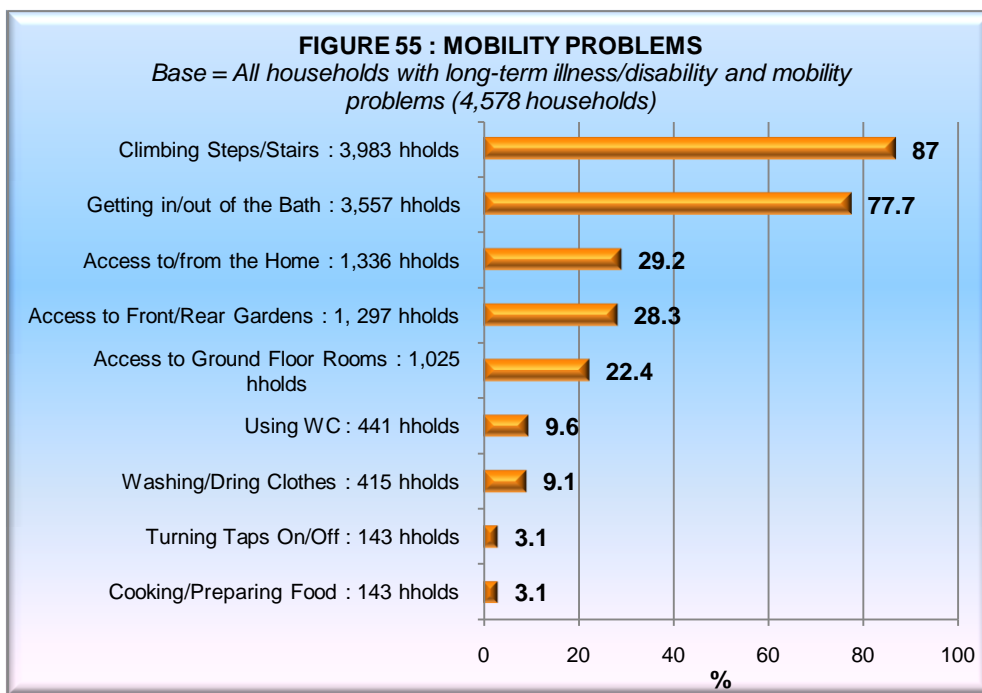
TABLE 47 : CORRELATION MATRIX - HOUSING CONDITIONS, HOUSEHOLD HEALTH AND HEALTH SERVICE CONTACT

	ILLNESS/ DISABILITY	HEALTH SERVICE CONTACT	CATEGORY 1 HAZARD	DECENT HOMES REPAIR	DECENT HOMES THERMAL	DECENT HOMES OVERALL
Illness/Disability	1.00	0.867**	0.018**	0.100**	0.181**	0.198**
Health Service Contact	0.867**	1.00	0.021**	0.078**	0.197**	0.185**
Category 1 Hazard	0.018**	0.021**	1.00	0.318**	0.306**	0.491**
Decent Homes Repair	0.100**	0.078**	0.318**	1.00	0.324**	0.756**
Decent Homes Thermal	0.181**	0.197**	0.306**	0.324**	1.00	0.665**
Decent Homes Overall	0.198**	0.185**	0.491**	0.756**	0.665**	1.00

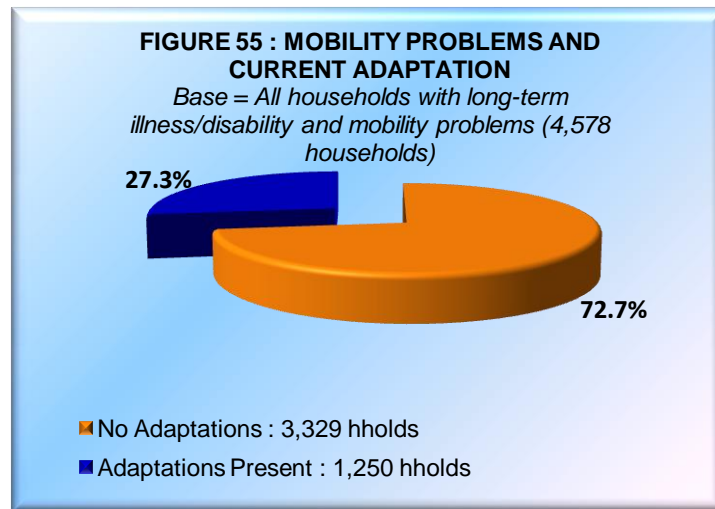
**Significant at 0.01 level (2-tailed)



Among households where mobility is affected the most common problems relate to climbing stairs, using bathroom amenities and general access to and around the dwelling including front and rear garden areas.



17.8 Dwelling adaptation has been previously discussed in Chapter 10 with regard to the housing stock in general. Only 1,250 households with a mobility problem (27.3%) live in an adapted dwelling. For the remaining 3,329 households with a mobility problem (72.7%) no adaptations have been made to their existing dwellings. These households represent the core short-term future demand for Disabled Facilities Grant support from Gloucester City Council.

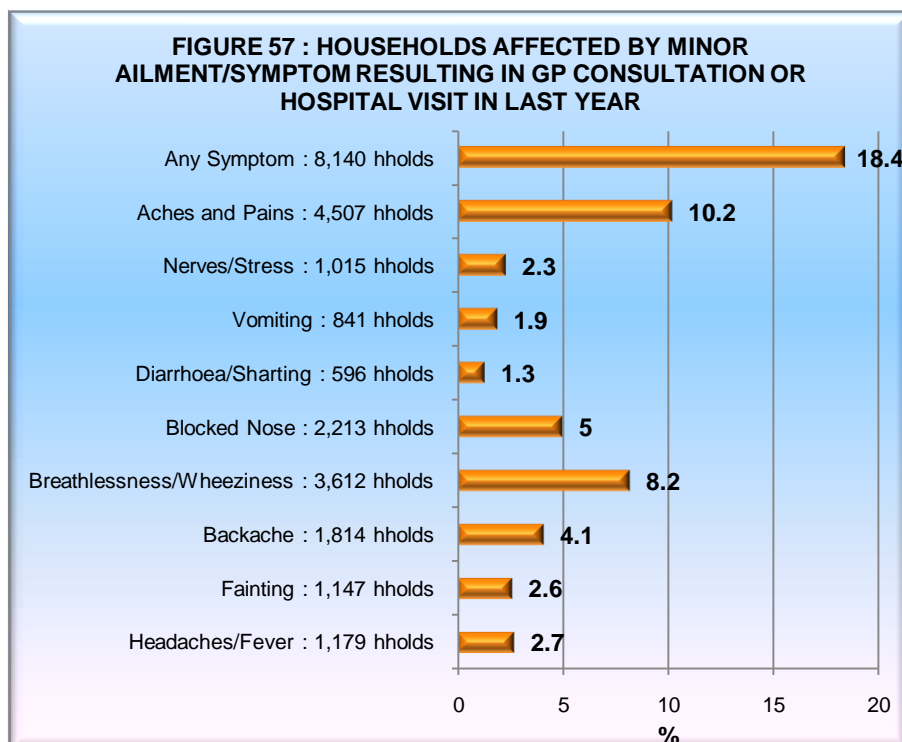


17.9 Additional health related issues were examined across the entire household population related to:

(a) Minor ailments/symptoms resulting in a GP or hospital consultation within the past year.

(b) Accidents within the home.

8,140 households (18.4%) stated that they had consulted their GP or visited hospital due to minor ailments/symptoms during the past year. Many of the symptoms tested are suspected to be house condition related. The most common symptoms quoted were aches and pains (10.2%), breathlessness/wheeziness (8.2%), blocked nose (5.0%) and backache (4.1%).

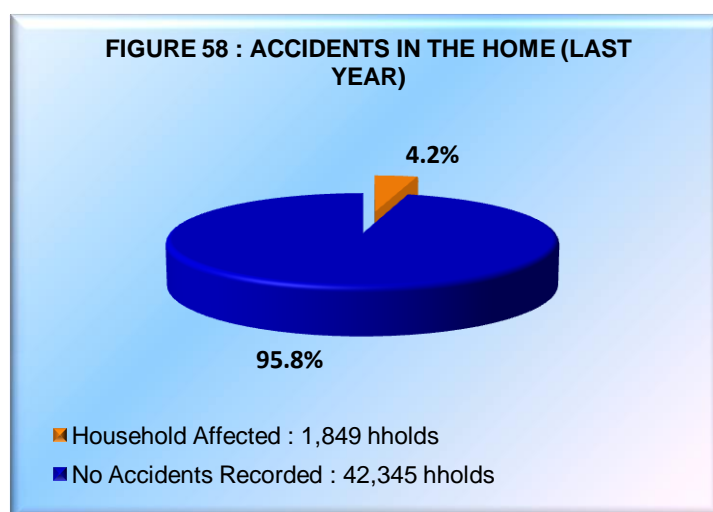


Households most affected by minor ailments/symptoms include the elderly and households with children.

TABLE 48: HOUSEHOLDS AFFECTED BY MINOR AILMENTS/SYMPTOMS REQUIRING A GP CONSULTATION OR HOSPITAL VISIT						
	MINOR AILMENTS					
	No Minor Ailments Past Year		Minor Ailments Present Last Year		All Households	
	hholds	%	hholds	%	hholds	%
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	2063	96.2	82	3.8	2145	100.0
25 - 34 Years	4093	98.4	66	1.6	4160	100.0
35 - 44 Years	6643	81.1	1552	18.9	8195	100.0
45 - 54 Years	6780	84.5	1245	15.5	8025	100.0
55 - 64 Years	5517	69.6	2406	30.4	7923	100.0
65 Years And Over	10958	81.5	2491	18.5	13449	100.0
Unrecorded	0	.0	298	100.0	298	100.0
All Households	36054	81.6	8140	18.4	44194	100.0
HOUSEHOLD TYPE						
Single Person Non Pensioner	6018	90.3	648	9.7	6666	100.0
Single Parent Family	1858	75.9	591	24.1	2449	100.0
Two Person Adult Non Pensioner	6703	87.6	947	12.4	7650	100.0
Small Family	7238	75.6	2331	24.4	9569	100.0
Large Family	1923	94.9	104	5.1	2027	100.0
Large Adult	281	77.8	80	22.2	361	100.0
Elderly	11192	76.7	3400	23.3	14591	100.0
Elderly With Family	842	95.5	39	4.5	881	100.0
Unobtainable	0	.0	0	.0	0	.0
All Households	36054	81.6	8140	18.4	44194	100.0

No significant statistical relationship exists between minor ailments and HHSRS Category 1 risk although relationships are statistically significant with non-Decent housing.

- 17.10 The risk of accidents in the home, including falls/shocks, burns, fires, scalds and collisions/cuts/strains is measured within the HHSRS and has been reported previously in Chapter 8 of the report. Households were asked if any member had an accident in the home during the past year. 1,849 households (4.2%) stated that a household member had been affected.



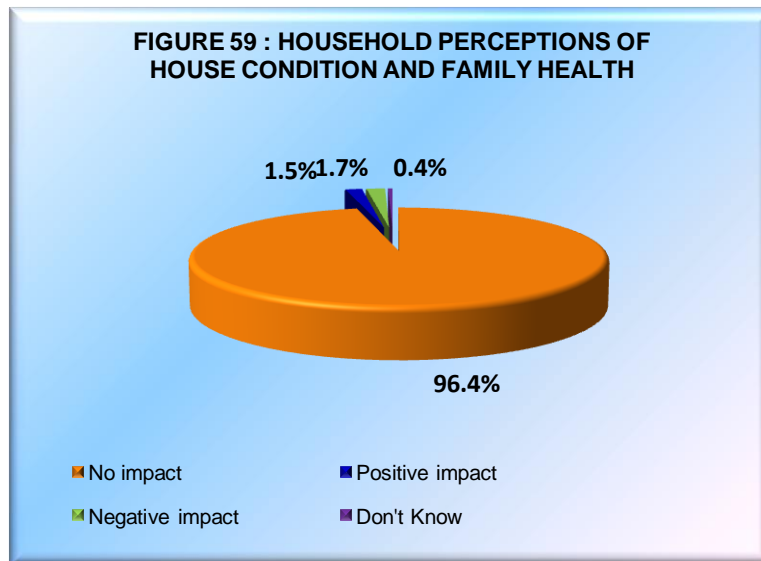
Accidents were predominantly related to trips or falls which affected 1,822 households or 98.5% of all households recording an accident. Accidents recorded by households rarely involved attending hospital as an in-patient although 293 households affected by accidents attended hospital as out-patients. In 617 households (33.4%) accidents involved consultation with a GP, in 565 households (30.5%) accidents involved attending hospital accident/emergency departments. Within the HHSRS the risk of falls on the level and on steps/stairs both exhibit a significant positive correlation with the actual incident of trip/fall accidents in the home.

TABLE 49 : CORRELATION MATRIX - RISK OF FALLS (HHSRS) AND HOME ACCIDENTS

	Accident Recorded at Home	Cat 1 Hazard - Falls on the Level	Cat 1 Hazard Falls on Steps and Stairs
Accident Recorded at Home	1.00	0.014**	0.018**
Cat 1 Hazard - Falls on the Level	0.014**	1.00	0.321**
Cat 1 Hazard - Falls on Steps/Stairs	0.018**	0.321**	1.00

** Correlation significant at the 0.01 level (2-tailed).

- 17.11 Households were asked if the design or condition of their dwelling impacted on family health. 96% of households (42,599 hholds) did not think that this was the case; 651 households (1.5%) thought that design and condition impacted positively on their family's health, 773 households (1.7%) thought that design and condition impacted negatively on family health.



Among households with a long-term illness or disability negative views on house condition and health are stronger, 6.8% of households with an illness/disability thought that design and condition impacted negatively on their health.

17.12 Recent research in England has examined and quantified the costs, and benefits to the NHS of reducing HHSRS Category 1 hazards to an acceptable level :- ‘Quantifying the economic cost of unhealthy housing - a case study from England’, 2011, Simon Nichol, Mike Roys, Maggie Davidson, David Ormandy, Peter Ambrose. Using conclusions from this research at a national level and data from the house condition survey enables a local analysis to be completed. This is represented in Table 50. 3,258 households in the City of Gloucester are affected by HHSRS Category 1 hazards. The spread of these hazards by risk type is illustrated in Column 1 of the table. Costs to address Category 1 hazards as a one-off programme were calculated during the house condition survey and are illustrated in Table 2 of the table. Columns 3 and 4 of the Table have applied national averages to local data to determine likely savings as a result of addressing Category 1 hazards. Savings fall into two groups : (a) Direct savings to the NHS, and (b) overall savings to society. The national research indicates that the annual cost to the NHS of treating health outcomes attributable to Category 1 HHSRS hazards in English housing accounts for a maximum of 40% of the total cost to society. Columns 5 and 6 of the Table indicate payback periods through savings of actions to address Category 1 HHSRS hazards. Payback periods have been computed against direct NHS savings but also based on total savings to society.

TABLE 50 : THE COSTS AND BENEFITS TO THE NHS IN GLOUCESTER OF ADDRESSING CATEGORY 1 HAZARDS

HHSRS HAZARD	TOTAL NUMBER OF CATEGORY 1 HAZARDS	TOTAL ONE OFF COST TO ADDRESS CATEGORY 1 HAZARD	ANNUAL SAVINGS TO NHS	TOTAL SOCIETY SAVINGS	PAYBACK PERIOD	
					NHS SAVINGS	TOTAL SAVINGS
	dwgs	£	£	£	years	years
Falls between levels	27	21,478	2,943	7,357	7.3	2.9
Excess Cold	1181	3,973,720	10,629	26,572	373.8	149.5
Dampness	52	104,288	4,680	11,700	22.2	8.9
Electrical	56	83,324	8,456	21,140	9.8	3.9
Fire	110	109,697	13,310	33,275	8.2	3.3
Falls on Level	536	160,860	75,040	187,600	2.1	0.8
Domestic Hygiene	14	12,471	1,344	3,360	9.3	3.7
Falls on Stairs	1729	2,593,470	364,819	912,047	7.1	2.8
Structural	12	33,309	1,512	3,780	22.0	8.8
Carbon Monoxide	14	7,093	1,134	2,835	6.2	2.5
ALL HAZARDS	3258	7,099,710	483,867	1,209,666	14.7	5.9

17.13 One-off costs to address Category 1 HHSRS hazards in occupied dwellings in Gloucester are estimated at £7.099M. These costs are estimated to attract NHS savings locally of £0.484M per annum giving a payback period of 14.7 years. Total savings to society are estimated at £1.210M per annum reducing this payback period to just over 5 years.

STRATEGY GUIDELINES

9,094 households (20.6%) have indicated at least one household member affected by a long-term illness or disability. Illness and/or disability remains strongly age-related with 74% of households affected having a head of household aged 55 years and over. The survey has established relationships between housing conditions and household health with potential implications for local NHS expenditure. One-off programmes to address Category 1 hazards in the City will cost an estimated £7.099M but with estimated annual savings to the NHS of £0.484M per annum and to overall society of £1.210M per annum.

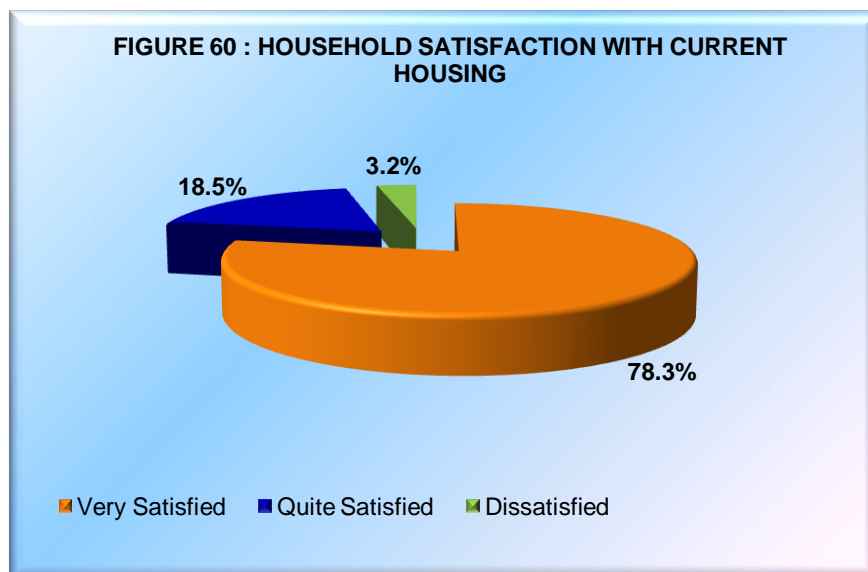
18.0 HOUSEHOLD ATTITUDES TO HOUSING AND LOCAL AREAS

18.1 Balancing surveyors' views on housing and environmental conditions previously reported, household views were assessed with regard to:

- ◆ *Satisfaction with housing circumstances.*
- ◆ *Satisfaction with the local area.*
- ◆ *Attitudes to area trends.*
- ◆ *Problems within their local area.*

HOUSING SATISFACTION

18.2 Housing satisfaction levels are good. 34,611 households (78.3%) are very satisfied with their current accommodation, 8,169 households (18.5%) are quite satisfied. Only 1,414 households (3.2%) expressed direct dissatisfaction with their home.



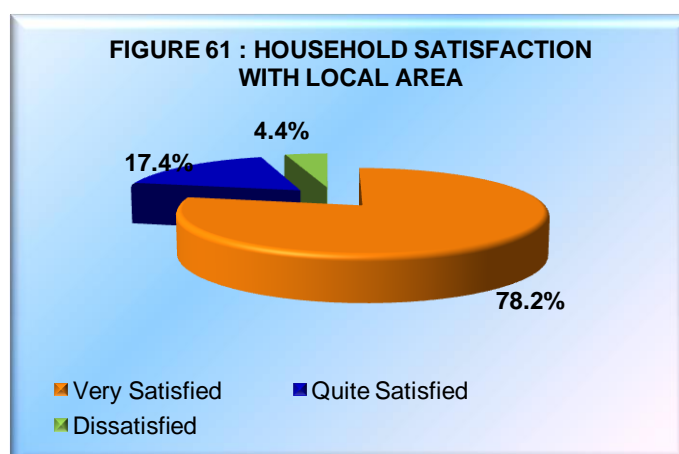
18.3 Levels of dissatisfaction vary geographically across the City and by housing sector. In this respect dissatisfaction levels with current housing circumstances are higher for:

- ◆ *Households within the Barton and Tredworth, Moreland and Westgate areas.*
- ◆ *Households in the private-rented sector.*
- ◆ *Households living in pre-war housing.*
- ◆ *Households living in flats in converted/mixed-use buildings.*

TABLE 51: HOUSING SATISFACTION BY AREA AND HOUSING SECTOR										
	SATISFACTION WITH ACCOMMODATION									
	Very Satisfied		Fairly Satisfied		Fairly Dissatisfied		Very Dissatisfied		All Households	
	hhlds	%	hhlds	%	hhlds	%	hhlds	%	hhlds	%
TENURE										
Owner Occupied	30482	84.1	5190	14.3	209	.6	376	1.0	36256	100.0
Private Rented	4129	52.0	2979	37.5	386	4.9	443	5.6	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
All Households	34611	78.3	8169	18.5	595	1.3	819	1.9	44194	100.0
DATE OF CONSTRUCTION										
Pre-1919	3661	52.4	2675	38.3	419	6.0	228	3.3	6984	100.0
1919-1944	2805	59.8	1553	33.1	53	1.1	280	6.0	4691	100.0
1945-1964	4572	85.3	764	14.3	26	.5	0	.0	5362	100.0
1965-1974	5216	77.9	1458	21.8	13	.2	13	.2	6700	100.0
1975-1981	5527	86.2	855	13.3	13	.2	13	.2	6409	100.0
Post-1981	12830	91.3	863	6.1	71	.5	285	2.0	14049	100.0
All Households	34611	78.3	8169	18.5	595	1.3	819	1.9	44194	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	8052	78.3	1936	18.8	201	2.0	93	.9	10281	100.0
Semi-Detached House/Bungalow	13443	78.6	3170	18.5	145	.8	345	2.0	17103	100.0
Detached House/Bungalow	9176	89.1	854	8.3	0	.0	272	2.6	10302	100.0
Purpose Built Flat	3011	69.3	1252	28.8	53	1.2	27	.6	4343	100.0
Converted/Mixed Use Flat	929	42.9	957	44.2	196	9.1	83	3.8	2165	100.0
All Households	34611	78.3	8169	18.5	595	1.3	819	1.9	44194	100.0
SURVEY AREA										
Barton & Tredworth	2394	58.2	1418	34.5	182	4.4	117	2.9	4112	100.0
Moreland	2333	62.0	1138	30.2	173	4.6	120	3.2	3764	100.0
Westgate Target	1384	57.3	750	31.1	239	9.9	43	1.8	2416	100.0
Remainder	28501	84.1	4863	14.3	0	.0	539	1.6	33902	100.0
All Households	34611	78.3	8169	18.5	595	1.3	819	1.9	44194	100.0

AREA SATISFACTION

- 18.4 Household satisfaction with their local area is also high. 34,549 households (78.2%) are very satisfied with where they live; 7,689 households (17.4%) are quite satisfied. 1,956 households (4.4%) expressed direct dissatisfaction with their local area.

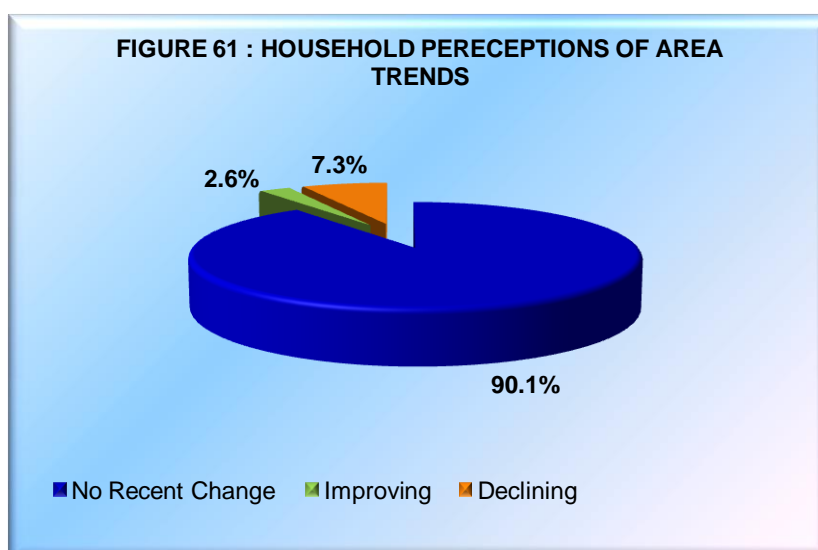


18.5 Variations in area views remain limited although rates of area dissatisfaction are above average for households living in converted and mixed-use flats and in the Barton and Tredworth, Moreland and Westgate areas.

TABLE 52: HOUSEHOLD SATISFACTION WITH LOCAL AREA										
	AREA SATISFACTION									
	Very Satisfied		Quite Satisfied		Quite Dissatisfied		Very Dissatisfied		All Households	
	hhds	%	hhds	%	hhds	%	hhds	%	hhds	%
TENURE										
Owner Occupied	29845	82.3	4866	13.4	1194	3.3	350	1.0	36256	100.0
Private Rented	4704	59.3	2823	35.6	371	4.7	40	.5	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
All Households	34549	78.2	7689	17.4	1566	3.5	390	.9	44194	100.0
DATE OF CONSTRUCTION										
Pre-1919	3429	49.1	2858	40.9	617	8.8	79	1.1	6984	100.0
1919-1944	2814	60.0	1825	38.9	39	.8	13	.3	4691	100.0
1945-1964	4353	81.2	724	13.5	272	5.1	13	.2	5362	100.0
1965-1974	6013	89.8	674	10.1	0	.0	13	.2	6700	100.0
1975-1981	5774	90.1	65	1.0	570	8.9	0	.0	6409	100.0
Post-1981	12166	86.6	1543	11.0	68	.5	272	1.9	14049	100.0
All Households	34549	78.2	7689	17.4	1566	3.5	390	.9	44194	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	8247	80.2	1677	16.3	291	2.8	66	.6	10281	100.0
Semi-Detached House/Bungalow	13078	76.5	3298	19.3	700	4.1	26	.2	17103	100.0
Detached House/Bungalow	9396	91.2	609	5.9	13	.1	285	2.8	10302	100.0
Purpose Built Flat	2914	67.1	1104	25.4	325	7.5	0	.0	4343	100.0
Converted/Mixed Use Flat	915	42.2	1002	46.3	236	10.9	13	.6	2165	100.0
All Households	34549	78.2	7689	17.4	1566	3.5	390	.9	44194	100.0
SURVEY AREA										
Barton & Tredworth	2199	53.5	1652	40.2	195	4.8	65	1.6	4112	100.0
Moreland	2285	60.7	1162	30.9	277	7.4	40	1.1	3764	100.0
Westgate Target	1302	53.9	823	34.1	278	11.5	13	.6	2416	100.0
Remainder	28763	84.8	4052	12.0	815	2.4	272	.8	33902	100.0
All Households	34549	78.2	7689	17.4	1566	3.5	390	.9	44194	100.0

AREA TRENDS

18.6 Household attitudes to trends within their local area are more mixed. 39,813 households (90.1%) perceive no recent change in their area, 1,144 households (2.6%) regard their area as improving and 3,237 households (7.3%) regard their area as declining.

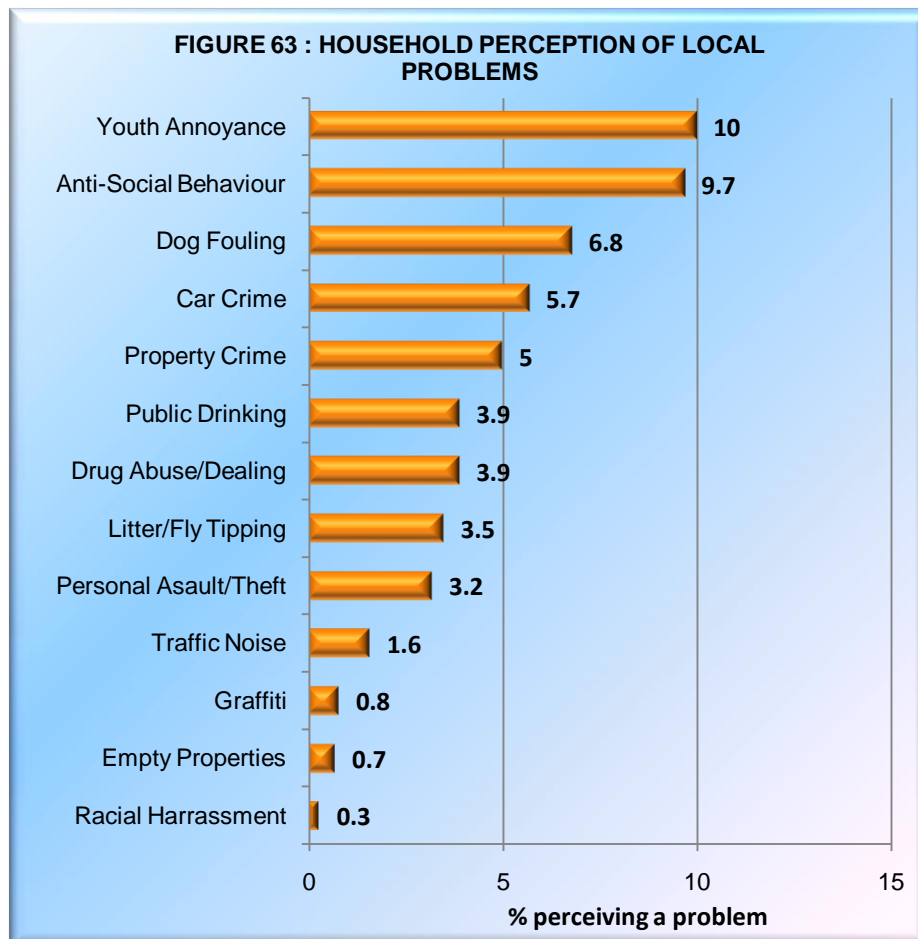


18.7 Perceptions of area decline are strongest within the Barton and Tredworth, and Moreland areas and in the owner-occupied sector.

TABLE 53: HOUSEHOLD ATTITUDES TO CHANGE IN THEIR LOCAL AREA								
	AREA TRENDS							
	Remained The Same		Improving		Declining		All Households	
	hholds	%	hholds	%	hholds	%	hholds	%
TENURE								
Owner Occupied	32133	88.6	1102	3.0	3022	8.3	36256	100.0
Private Rented	7680	96.8	42	.5	215	2.7	7938	100.0
Unrecorded	0	.0	0	.0	0	.0	0	.0
All Households	39813	90.1	1144	2.6	3237	7.3	44194	100.0
DATE OF CONSTRUCTION								
Pre-1919	5945	85.1	211	3.0	828	11.8	6984	100.0
1919-1944	4264	90.9	39	.8	389	8.3	4691	100.0
1945-1964	4726	88.2	325	6.1	311	5.8	5362	100.0
1965-1974	6661	99.4	13	.2	26	.4	6700	100.0
1975-1981	5308	82.8	272	4.2	829	12.9	6409	100.0
Post-1981	12908	91.9	285	2.0	856	6.1	14049	100.0
All Households	39813	90.1	1144	2.6	3237	7.3	44194	100.0
MAIN HOUSE TYPE								
Terraced House/Bungalow	9460	92.0	144	1.4	677	6.6	10281	100.0
Semi-Detached House/Bungalow	15143	88.5	403	2.4	1557	9.1	17103	100.0
Detached House/Bungalow	9176	89.1	557	5.4	570	5.5	10302	100.0
Purpose Built Flat	4031	92.8	13	.3	299	6.9	4343	100.0
Converted/Mixed Use Flat	2003	92.5	28	1.3	135	6.2	2165	100.0
All Households	39813	90.1	1144	2.6	3237	7.3	44194	100.0
SURVEY AREA								
Barton & Tredworth	3488	84.8	78	1.9	546	13.3	4112	100.0
Moreland	3214	85.4	196	5.2	354	9.4	3764	100.0
Westgate Target	2199	91.0	55	2.3	162	6.7	2416	100.0
Remainder	30913	91.2	815	2.4	2174	6.4	33902	100.0
All Households	39813	90.1	1144	2.6	3237	7.3	44194	100.0

HOUSEHOLD VIEWS ON LOCAL PROBLEMS

18.9 In addition to general area attitudes, households were prompted to comment on a range of issues which might represent problems within their areas. Key issues emerging as important include anti-social behaviour, and youth annoyance.



STRATEGY GUIDELINES

Levels of household satisfaction with their housing and local areas remain high. Local issues identified by households as important include anti-social behaviour, youth annoyance, property and auto crime.



GLOUCESTER
CITY COUNCIL

SECTION 5 : SECTORAL REVIEW

Chapter 19 : Owner-occupiers in non-Decent Housing

Chapter 20 : The Private Rented Sector

19.0 OWNER-OCCUPIERS IN NON DECENT HOUSING

19.1 Owner-occupied households were the focus of additional analyses during the house condition survey. Areas of special interest have included:

- a) Relationships between house condition and economic/social circumstances guiding intervention and support strategies within the sector.*
- b) Past improvement histories and improvement intentions.*
- c) Attitudes to the funding of repairs/improvements including methods of payment and interest in Council loans or equity release. A desktop valuation of private sector housing has also been completed providing indications of equity potential when linked with information on mortgage holdings.*

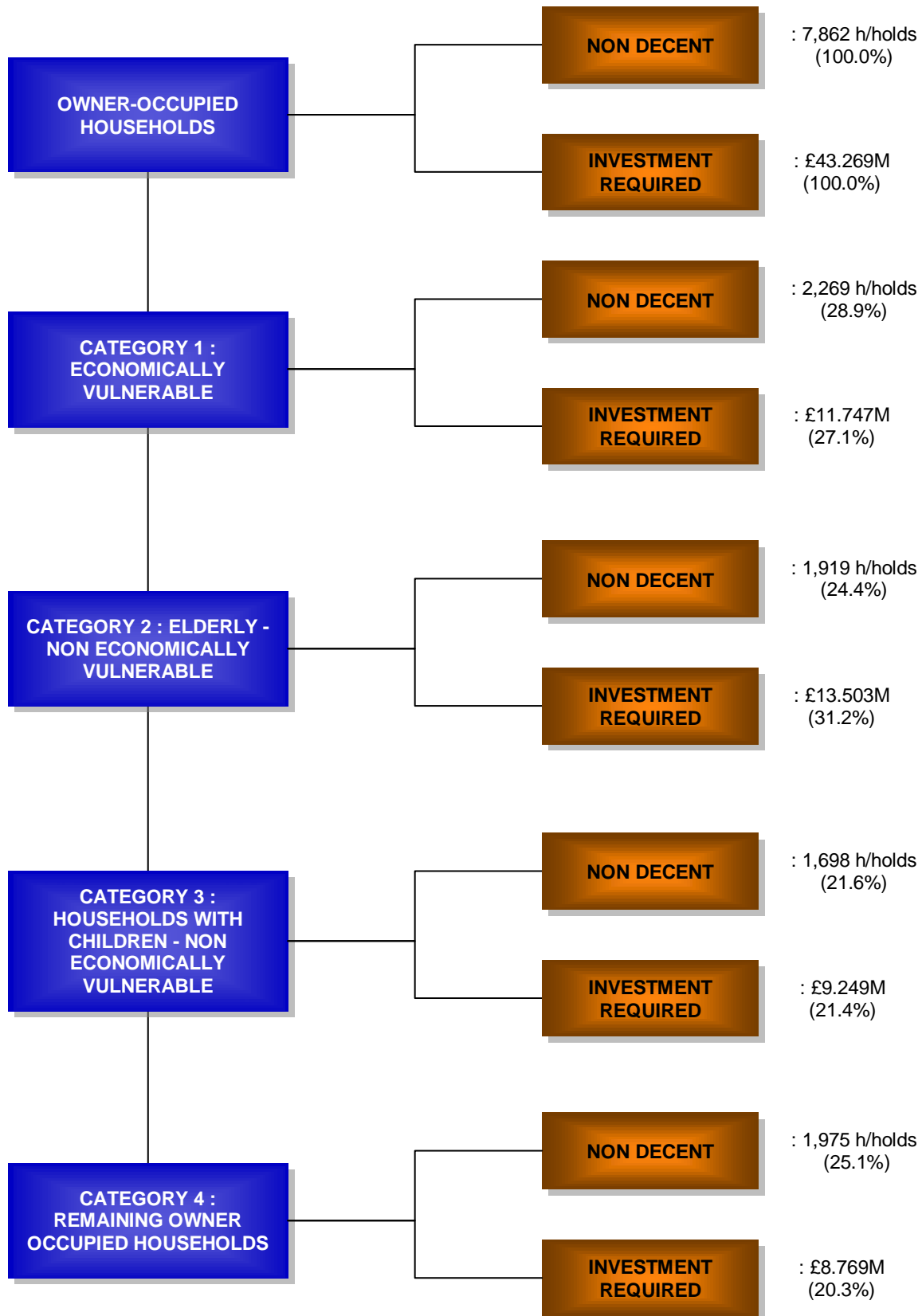
INTERVENTION AND SUPPORT REQUIREMENTS

19.2 A potential framework for intervention within the owner-occupied sector is illustrated in Figure 64. Three main targets for support have been identified within this framework including:

- ◆ *Economically Vulnerable households.*
- ◆ *Elderly households; non Economically Vulnerable.*
- ◆ *Families with Children; non Economically Vulnerable.*

19.3 7,862 owner-occupied households (21.7%) live in homes which are non-Decent with total outstanding expenditure on Decent Homes improvements of £43.269M. 2,269 households within this sector are economically vulnerable representing 28.9% of the total. Estimated improvement expenditure for these households is £11.747M.

FIGURE 64 : OWNER-OCCUPIED INTERVENTION FRAMEWORK
Base = Owner-occupied Households in Non Decent Homes



Among owner-occupied households living in non-Decent conditions; 1,919 households (24.4%) are elderly in composition but not economically vulnerable and 1,698 households (21.6%) contain children. These households are not economically vulnerable by definition but may be under pressure financially to improve and maintain their homes. Outstanding expenditure against these groups to achieve the decent homes standard is estimated at £22.752M.

TABLE 54: OWNER-OCCUPIED HOUSEHOLDS IN NON DECENT HOMES - TARGET SUPPORT GROUPS BY AREA AND HOUSING SECTOR										
	TARGET HOUSEHOLDS									
	Non-Target		Economically Vulnerable		Elderly - Non Economically Vulnerable		Family - Non Economically Vulnerable		Owner Occupied Households In Non Decent Homes	
	hholds	%	hholds	%	hholds	%	hholds	%	hholds	%
TENURE										
Owner Occupied	1975	100.0	2269	100.0	1919	100.0	1698	100.0	7862	100.0
Private Rented	0	.0	0	.0	0	.0	0	.0	0	.0
Unrecorded	0	.0	0	.0	0	.0	0	.0	0	.0
Owner Occupied Households In Non Decent Homes	1975	100.0	2269	100.0	1919	100.0	1698	100.0	7862	100.0
DATE OF CONSTRUCTION										
Pre-1919	340	17.2	378	16.7	390	20.3	441	26.0	1549	19.7
1919-1944	39	2.0	91	4.0	324	16.9	39	2.3	493	6.3
1945-1964	298	15.1	350	15.4	39	2.0	285	16.8	972	12.4
1965-1974	557	28.2	272	12.0	828	43.2	26	1.5	1683	21.4
1975-1981	0	.0	815	35.9	285	14.9	13	.8	1113	14.2
Post-1981	743	37.6	363	16.0	53	2.8	895	52.7	2054	26.1
Owner Occupied Households In Non Decent Homes	1975	100.0	2269	100.0	1919	100.0	1698	100.0	7862	100.0
MAIN HOUSE TYPE										
Terraced House/Bungalow	739	37.4	571	25.2	765	39.8	739	43.5	2815	35.8
Semi-Detached House/Bungalow	725	36.7	817	36.0	1062	55.3	622	36.6	3226	41.0
Detached House/Bungalow	285	14.4	272	12.0	13	.7	298	17.5	867	11.0
Purpose Built Flat	159	8.1	596	26.3	66	3.4	13	.8	835	10.6
Converted/Mixed Use Flat	67	3.4	13	.6	13	.7	27	1.6	120	1.5
Owner Occupied Households In Non Decent Homes	1975	100.0	2269	100.0	1919	100.0	1698	100.0	7862	100.0
SURVEY AREA										
Barton & Tredworth	143	7.2	195	8.6	195	10.2	78	4.6	611	7.8
Moreland	234	11.8	364	16.0	299	15.6	195	11.5	1092	13.9
Westgate Target	240	12.1	80	3.5	67	3.5	67	3.9	453	5.8
Remainder	1359	68.8	1631	71.9	1359	70.8	1359	80.0	5707	72.6
Owner Occupied Households In Non Decent Homes	1975	100.0	2269	100.0	1919	100.0	1698	100.0	7862	100.0

THE DISTRIBUTION OF TARGET GROUPS

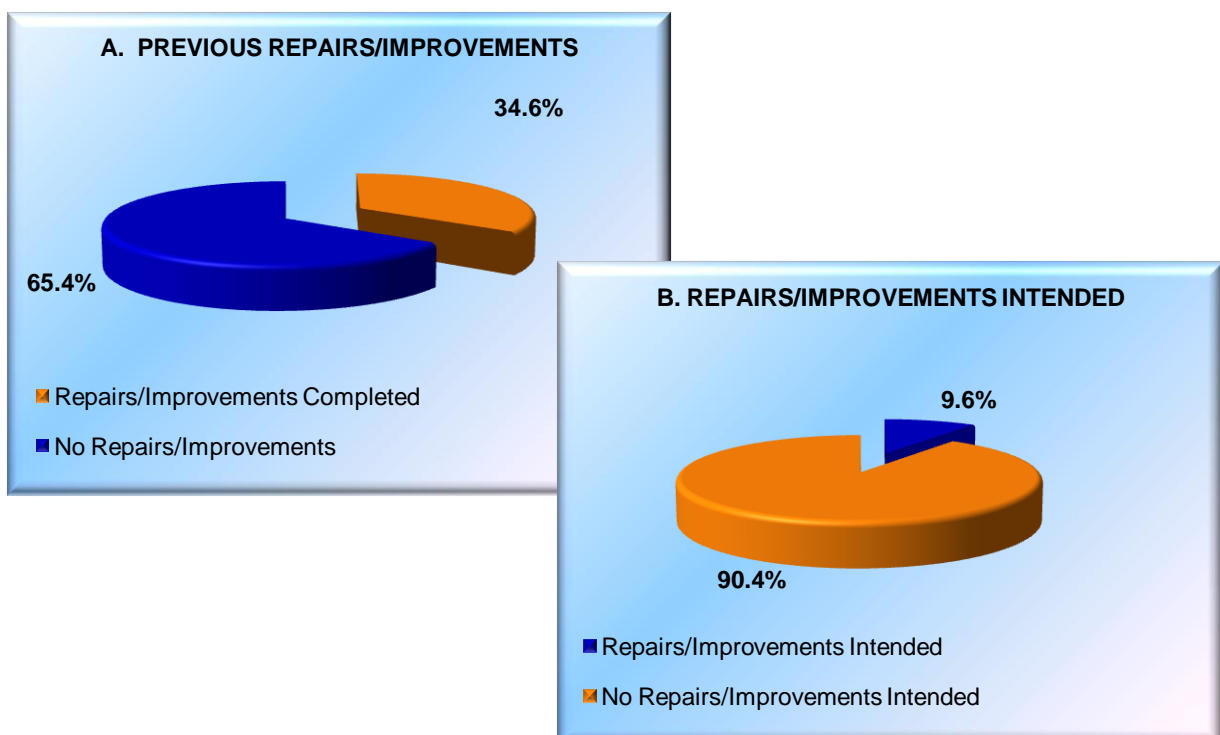
19.4 All target groups are heavily represented in the pre-1919 terraced housing and inter-war semi-detached housing markets. At an area level all target groups are heavily concentrated in the City Remainder.

OWNER OCCUPIED IMPROVEMENT HISTORY

19.5 While economic factors will influence the ability of owner-occupiers to improve and repair their homes, other factors will also impact. Housing satisfaction levels have been reported as high and these are retained among owner-occupiers in non-Decent housing. 6,213 owner-occupiers living in non-Decent housing (79.0%) are very satisfied with their current home, an additional 1,144 households (14.5%) are quite satisfied. Only 506 owner-occupiers in non-Decent homes (6.4%) expressed direct dissatisfaction with their current accommodation.

19.6 Against these attitudes to housing, previous and projected home improvement activity levels among owner-occupiers remain mixed. 5,142 owner-occupiers in non-Decent homes (65.4%) have completed no major repairs/improvements in the last 5 years, 7,111 households (90.4%) have no intentions to carry out major repairs/improvements, within the next 5 years.

**FIGURE 65 : OWNER-OCCUPIED REPAIR ACTIVITY :
OWNER OCCUPIED HOUSEHOLDS IN NON-DECENT HOMES**



PROPERTY VALUES AND HOUSEHOLD EQUITY

19.7 Equity release remains a Government recommendation to achieve an increase in owner-occupied funding for home improvement. The availability of equity and its use by owner-occupiers is dependent upon three key factors:

- a) *The value of owner-occupied housing assets.*
- b) *Existing owner-occupied mortgage holdings.*
- c) *Owner-occupied attitudes to the use of available equity for home improvement purposes.*

19.8 During the survey owner-occupiers were asked for information on their current mortgage position. In support of this information a desktop valuation of private occupied homes was completed from land registry sources. Property values less existing mortgage holdings provide an indicative value of equity potential.

MORTGAGE HOLDINGS

19.9 16,852 owner-occupied households (46.5%) have existing mortgage or financial commitments against their home. The remaining 19,404 households (53.5%) have no mortgage or financial commitments against their home. Among households with a mortgage, the average size of this mortgage is estimated at £51,132 per household giving total mortgage holdings of £861.688 million.

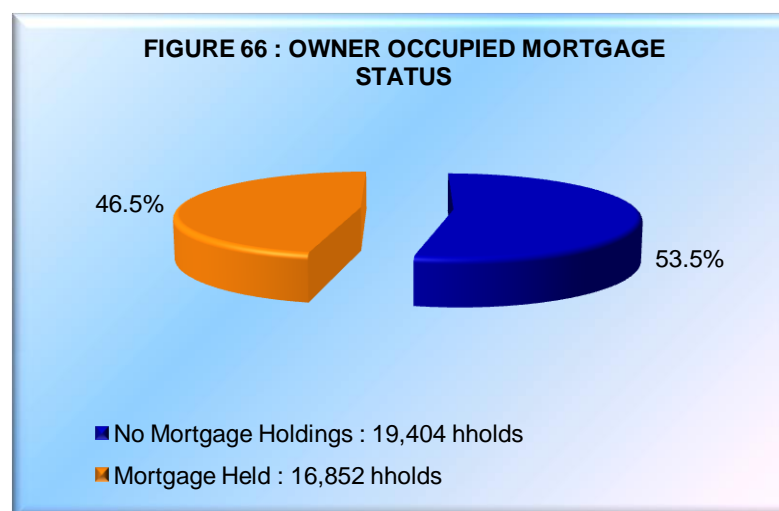
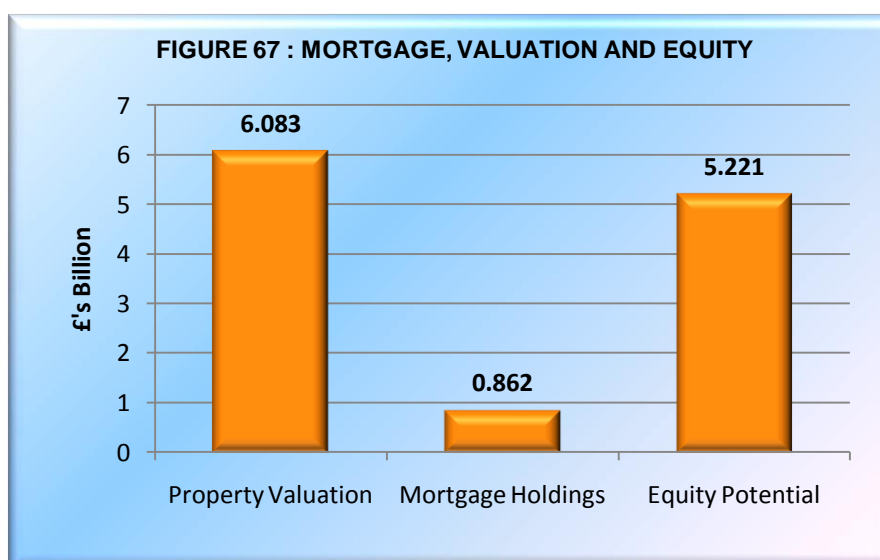


TABLE 55 : OWNER-OCCUPIED MORTGAGE HOLDINGS		
OUTSTANDING MORTGAGE	HOUSEHOLDS	%
£'s...		
No Mortgage Commitment	19404	53.5
5000	1697	4.7
10000	1903	5.2
22500	831	2.3
37500	3368	9.3
52500	3732	10.3
67500	1765	4.9
82500	1480	4.1
105000	1361	3.8
130000	79	0.2
155000	622	1.7
185000	13	0.1
ALL HOUSEHOLDS	36256	100.0

HOUSE PRICES AND HOUSEHOLD EQUITY

19.10 Average owner-occupied property prices are estimated at £167,776 from Land Registry sources producing a valuation of owner-occupied housing of £6.083 billion. Compared with mortgage holdings this provides an equity potential of £5.221 billion.



Given the significant difference between property values and mortgage holdings, equity potential exists across all areas and sub-sectors of the owner-occupied housing market. Of importance within the equity equation owner-occupied households living in non-Decent housing hold an equity potential of £1.034 billion.

VARIATIONS IN EQUITY POTENTIAL

19.11 Equity potential exhibits a strong relationship to household age and income status. In this respect equity levels are generally higher for older households and also for those on low incomes. This would tend to support the view that many elderly households are equity rich but cash poor.

19.12 Average equity levels for owner-occupied households living in non-Decent Homes are estimated at £131,554. Against this, average improvement expenditure required by owner-occupied households in non-Decent homes is £5,503.

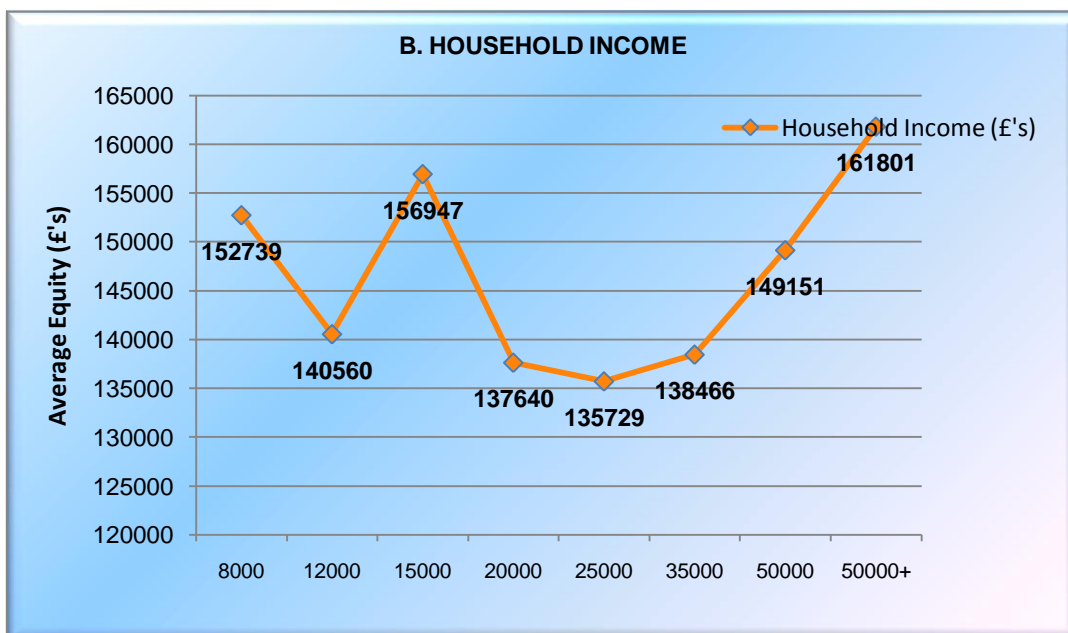
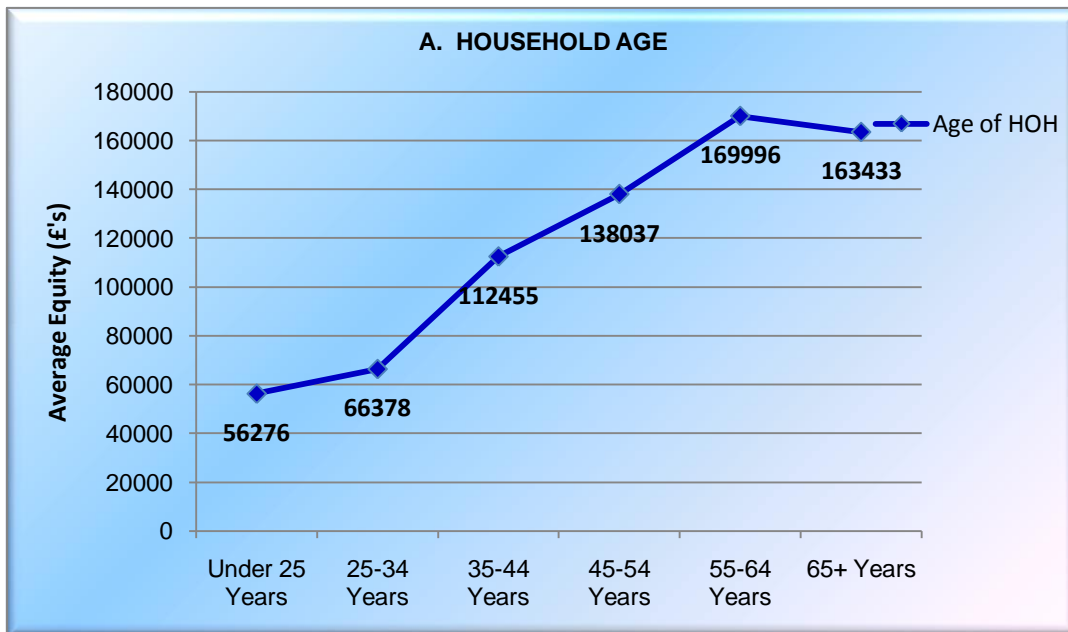
TABLE 56: OWNER OCCUPIED PROPERTY VALUES, MORTGAGE HOLDINGS AND INDICATIVE EQUITY BY AREA AND HOUSING SECTOR

	PROPERTY EQUITY		MORTGAGE HOLDINGS		INDICATIVE PROPERTY VALUE	
	Average (£)	Total (£)	Average (£)	Total (£)	Average (£)	Total (£)
DATE OF CONSTRUCTION						
Pre-1919	97639	389981171	23715	94720770	121354	484701941
1919-1944	136021	419481223	36617	112925290	172639	532406513
1945-1964	145344	726356215	14819	74055717	160163	800411932
1965-1974	138393	888482435	10707	68736556	149099	957218992
1975-1981	154728	977216267	15769	99590541	170496	1076806807
Post-1981	158999	1819700633	35969	411658971	194968	2231359605
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790
MAIN HOUSE TYPE						
Terraced House/Bungalow	82045	689497114	37375	314093341	119420	1003590455
Semi-Detached House/Bungalow	138674	2067036198	15698	233985014	154372	2301021212
Detached House/Bungalow	219441	2249270741	26013	266631464	245454	2515902204
Purpose Built Flat	80823	205065819	15943	40449497	96766	245515316
Converted/Mixed Use Flat	64990	10348073	41002	6528529	105992	16876602
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790
SURVEY AREA						
Barton & Tredworth	91128	235566568	28794	74432412	119922	309998981
Moreland	105075	273193895	28075	72995000	133150	346188895
Westgate Target	62734	56836764	44485	40303676	107219	97140441
Remainder	154338	4655620717	22342	673956757	176681	5329577473
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790

TABLE 57: OWNER OCCUPIED PROPERTY VALUES, MORTGAGE HOLDINGS AND INDICATIVE EQUITY BY AGE OF HOH, HOUSEHOLD TYPE AND HOUSEHOLD INCOME

	PROPERTY EQUITY		MORTGAGE HOLDINGS		INDICATIVE PROPERTY VALUE	
	average(£)	total(£)	average(£)	total(£)	average(£)	total(£)
AGE OF HEAD OF HOUSEHOLD						
Under 25 Years	56276	24144029	65712	28192388	121988	52336417
25 - 34 Years	66378	147535892	88894	197581911	155272	345117802
35 - 44 Years	112455	667637668	58454	347039519	170909	1014677188
45 - 54 Years	138037	1004770686	33021	240356912	171058	1245127599
55 - 64 Years	169996	1153836268	6026	40898558	176022	1194734825
65 Years And Over	163433	2176306053	572	7618558	164006	2183924610
Unrecorded	165009	46987349	0	0	165009	46987349
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790
HOUSEHOLD TYPE						
Single Person Non Pensioner	120251	374356956	32564	101376036	152815	475732992
Single Parent Family	154841	198494177	31094	39859753	185934	238353930
Two Person Adult Non Pensioner	139881	868232364	40482	251267563	180363	1119499927
Small Family	122311	1017458448	46891	390069787	169202	1407528235
Large Family	134691	256793721	33335	63554613	168026	320348334
Large Adult	91168	16646091	26814	4895883	117982	21541974
Elderly	163182	2346347447	703	10112137	163886	2356459584
Elderly With Family	164699	142888740	636	552073	165336	143440813
Unobtainable
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790
HOUSEHOLD INCOME						
Upto £8000	152739	154404660	0	0	152739	154404660
£8001 - £12000	140560	479381314	2245	7658244	142805	487039558
£12001 - £15000	156947	394390621	2943	7396622	159890	401787243
£15001 - £20000	137640	1038077089	21835	164680086	159475	1202757174
£20001 - £25000	135729	619477154	21739	99217423	157468	718694577
£25001 - £35000	138466	751721141	15099	81973108	153565	833694249
£35001 - £50000	149151	1454217741	42088	410359106	191240	1864576847
Over £50000	161801	329548226	44386	90403256	206187	419951482
All Owner Occupied Households	144010	5221217944	23767	861687845	167777	6082905790

**FIGURE 68 : RELATIONSHIPS BETWEEN HOUSEHOLD
AGE AND INCOME AND HOUSING EQUITY**

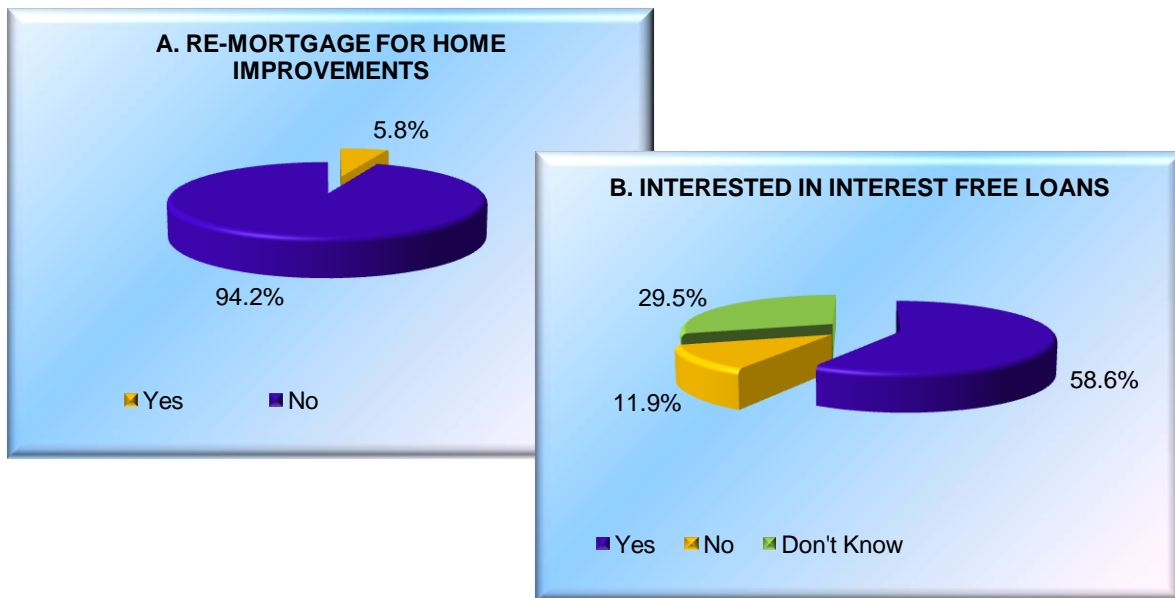


EQUITY RELEASE

19.13 A central issue locally is not the undoubted existence of owner-occupied property equity but the release of this equity for home improvement/repair activity. Households were questioned on their attitudes to such release. For the purposes of this analysis we have isolated owner-occupied households living in non-Decent homes (7,862 households). 457 households

(5.8%) stated that they would re-mortgage their dwelling for home improvements. A larger number of households - 937 households (11.9%) - were interested in interest free loans.

**FIGURE 69 : OWNER-OCCUPIERS IN NON-DECENT HOMES -
 INTEREST IN EQUITY RELEASE**



STRATEGY GUIDELINES

Economically vulnerable and elderly households comprise 53% of all owner-occupied households living in non-Decent homes indicating a need for continued support mechanisms for home repair and improvement. Equity levels within the owner-occupied sector are however substantial and represent a potential source of housing investment. Among owner-occupiers living in non-Decent housing 6% of households would be interested in re-mortgaging for home improvement/repair and 12% in Council sponsored interest free loans.

20.0 THE PRIVATE-RENTED SECTOR

20.1 The private rented sector is estimated to contain 8,250 dwellings or 17.7% of all private housing. Rates of private-rental within Gloucester are below the national average although the sector has increased significantly over the last 5 years. This section examines briefly the underlying distribution, structure and characteristics of the sector, patterns of occupancy within it and housing conditions relative to the private sector housing stock in general.

PRIVATE-RENTED DISTRIBUTION

20.2 The private-rented sector shows a broad distribution but is more concentrated than the owner-occupied sector. In this respect the private rented sector is strongly associated with the pre-1919 and post-1981 housing sectors and with the terraced, and flatted housing markets. Geographically it exhibits a more concentrated distribution in the inner city with rates of private rental exceeding 50% of total housing stock in the Westgate area and 30% of private housing in the Moreland and Barton and Tredworth areas.

TABLE 58: THE DISTRIBUTION OF PRIVATE RENTED DWELLINGS BY AREA, HOUSE TYPE AND DATE OF CONSTRUCTION								
	TENURE							
	Owner Occupied		Private Rented		Unrecorded		All Dwellings	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
DATE OF CONSTRUCTION								
Pre-1919	4008	10.8	3019	36.6	586	58.6	7613	16.4
1919-1944	3557	9.6	1611	19.5	49	4.9	5218	11.2
1945-1964	4885	13.1	350	4.2	0	.0	5236	11.3
1965-1974	6565	17.6	304	3.7	12	1.2	6881	14.8
1975-1981	6479	17.4	99	1.2	61	6.1	6639	14.3
Post-1981	11749	31.5	2866	34.7	291	29.2	14906	32.1
All Dwellings	37242	100.0	8250	100.0	1000	100.0	46492	100.0
MAIN HOUSE TYPE								
Terraced House/Bungalow	8304	22.3	2081	25.2	147	14.7	10532	22.7
Semi-Detached House/Bungalow	14893	40.0	2185	26.5	353	35.3	17431	37.5
Detached House/Bungalow	11137	29.9	49	.6	0	.0	11186	24.1
Purpose Built Flat	2750	7.4	1819	22.1	291	29.1	4860	10.5
Converted/Mixed Use Flat	159	.4	2114	25.6	209	20.9	2482	5.3
All Dwellings	37242	100.0	8250	100.0	1000	100.0	46492	100.0
SURVEY AREA								
Barton & Tredworth	2671	7.2	1512	18.3	126	12.6	4309	9.3
Moreland	2467	6.6	1139	13.8	107	10.7	3713	8.0
Westgate Target	871	2.3	1595	19.3	233	23.3	2699	5.8
Remainder	31233	83.9	4004	48.5	534	53.4	35771	76.9
All Dwellings	37242	100.0	8250	100.0	1000	100.0	46492	100.0

PRIVATE-RENTED HOUSEHOLDS

- 20.3 The private-rented sector contains 7,938 households. Households within the private rented sector exhibit evidence of socio-economic disadvantage as referenced previously (Chapter 5). They also exhibit a younger more mobile household structure.

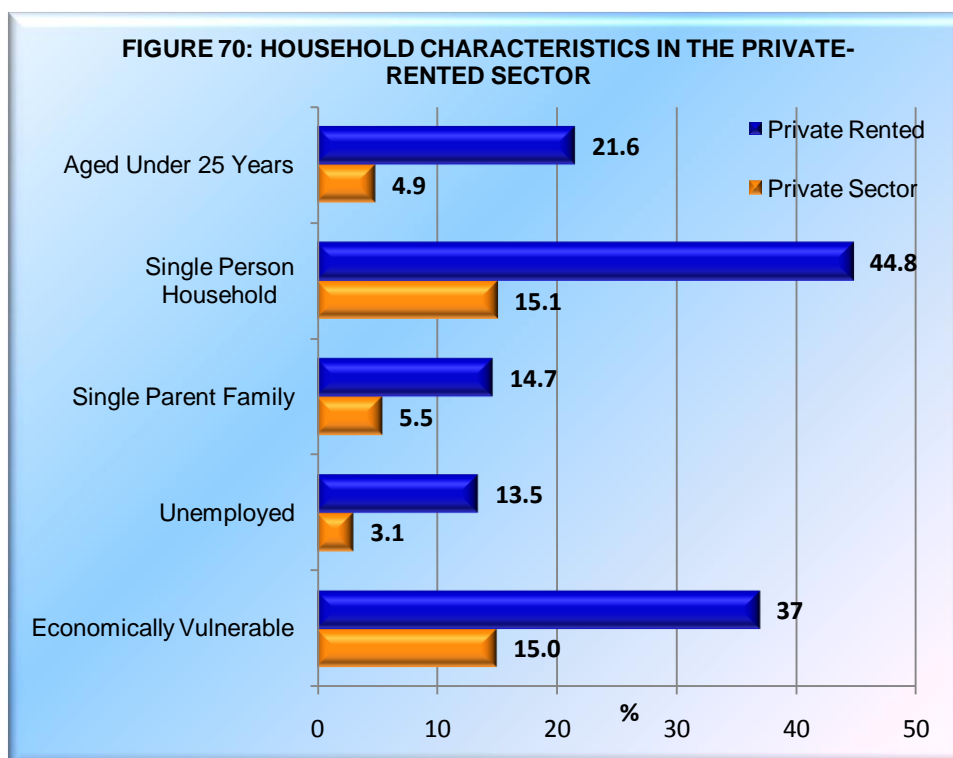


TABLE 59: THE CHARACTERISTICS OF PRIVATE RENTED HOUSEHOLDS

	TENURE							
	Owner Occupied		Private Rented		Unrecorded		All Households	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
AGE OF HEAD OF HOUSEHOLD								
Under 25 Years	429	1.2	1716	21.6	0	.0	2145	4.9
25 - 34 Years	2223	6.1	1937	24.4	0	.0	4160	9.4
35 - 44 Years	5937	16.4	2258	28.4	0	.0	8195	18.5
45 - 54 Years	7279	20.1	746	9.4	0	.0	8025	18.2
55 - 64 Years	6787	18.7	1135	14.3	0	.0	7923	17.9
65 Years And Over	13316	36.7	133	1.7	0	.0	13449	30.4
Unrecorded	285	.8	13	.2	0	.0	298	.7
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0
ECONOMIC STATUS HOH								
Full-Time Work	18910	52.2	4543	57.2	0	.0	23453	53.1
Part-Time Work	1891	5.2	289	3.6	0	.0	2180	4.9
Unemployed-Available For Work	311	.9	1070	13.5	0	.0	1381	3.1
Permanently Sick/Disabled	455	1.3	483	6.1	0	.0	937	2.1
Housewife	376	1.0	682	8.6	0	.0	1058	2.4

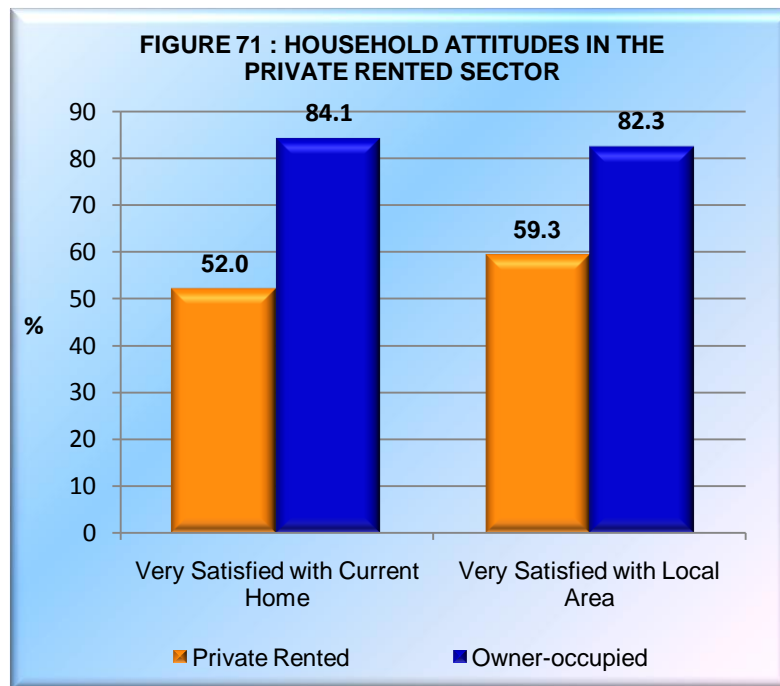
TABLE 59: THE CHARACTERISTICS OF PRIVATE RENTED HOUSEHOLDS								
	TENURE							
	Owner Occupied		Private Rented		Unrecorded		All Households	
	dwgs	%	dwgs	%	dwgs	%	dwgs	%
Wholly Retired	14235	39.3	201	2.5	0	.0	14435	32.7
Student	79	.2	671	8.5	0	.0	750	1.7
Unob.	0	.0	0	.0	0	.0	0	.0
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0
HOUSEHOLD TYPE								
Single Person Non Pensioner	3113	8.6	3553	44.8	0	.0	6666	15.1
Single Parent Family	1282	3.5	1167	14.7	0	.0	2449	5.5
Two Person Adult Non Pensioner	6207	17.1	1443	18.2	0	.0	7650	17.3
Small Family	8319	22.9	1250	15.8	0	.0	9569	21.7
Large Family	1907	5.3	121	1.5	0	.0	2027	4.6
Large Adult	183	.5	178	2.2	0	.0	361	.8
Elderly	14379	39.7	212	2.7	0	.0	14591	33.0
Elderly With Family	868	2.4	14	.2	0	.0	881	2.0
Unobtainable	0	.0	0	.0	0	.0	0	.0
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0
HOUSEHOLD INCOME								
Upto £8000	1011	2.8	252	3.2	0	.0	1263	2.9
£8001 - £12000	3411	9.4	2130	26.8	0	.0	5541	12.5
£12001 - £15000	2513	6.9	308	3.9	0	.0	2821	6.4
£15001 - £20000	7542	20.8	1780	22.4	0	.0	9322	21.1
£20001 - £25000	4564	12.6	2143	27.0	0	.0	6707	15.2
£25001 - £35000	5429	15.0	1118	14.1	0	.0	6547	14.8
£35001 - £50000	9750	26.9	125	1.6	0	.0	9875	22.3
Over £50000	2037	5.6	82	1.0	0	.0	2119	4.8
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0
LOW INCOME HOUSEHOLDS								
Not On Low Income	35530	98.0	7729	97.4	0	.0	43259	97.9
Low Income Household	726	2.0	209	2.6	0	.0	935	2.1
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0
ECONOMIC VULNERABILITY								
Not Economically Vulnerable	32568	89.8	5004	63.0	0	.0	37572	85.0
Economically Vulnerable	3688	10.2	2934	37.0	0	.0	6622	15.0
All Households	36256	100.0	7938	100.0	0	.0	44194	100.0

HOUSING OCCUPANCY

- 20.4 Levels of overcrowding within the private-rented sector at 10.7% are above the private sector average of 4.1%. The sector is also highly transitional. 40.1% of private rented households have been resident in their current dwelling under 1 year; 13.1% intend to move within the next year.

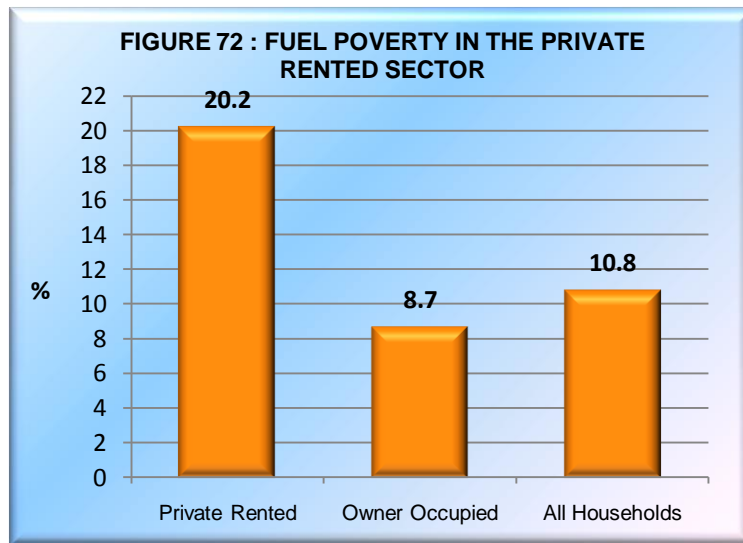
HOUSING ATTITUDES

20.5 Household attitudes to private-rented accommodation are positive although less positive than those held by owner-occupiers. 52.0% of private-rented tenants are very satisfied with their accommodation; 59.3% are very satisfied with the area in which they live.



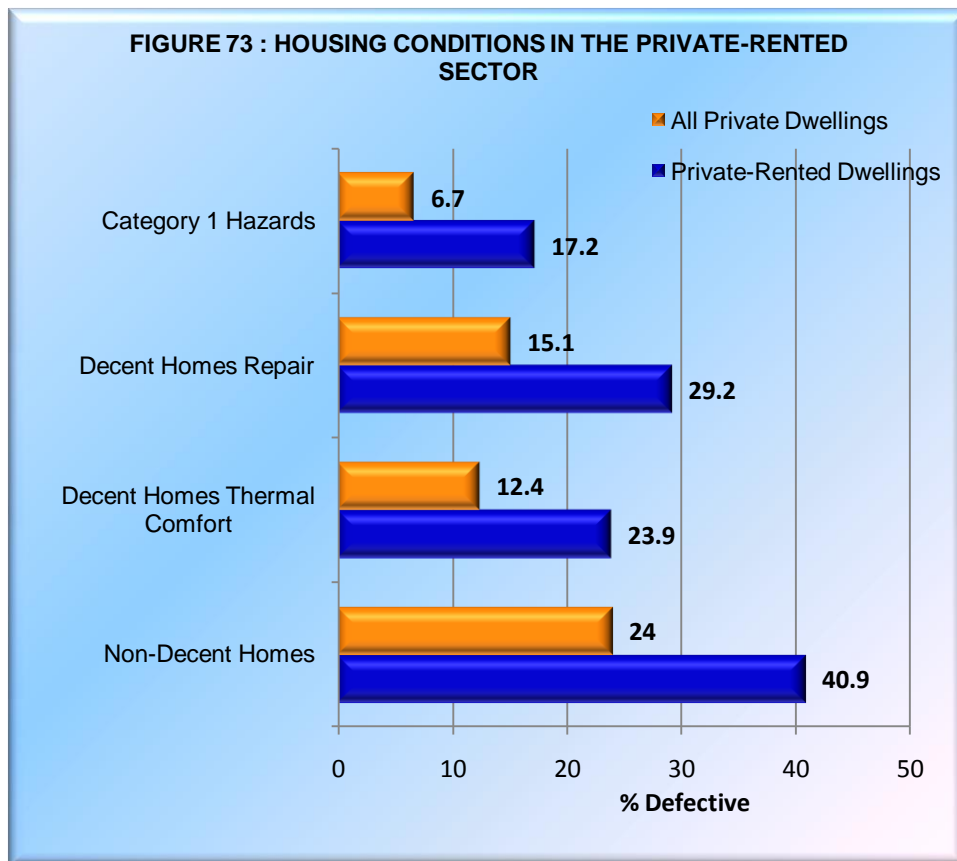
ENERGY EFFICIENCY AND FUEL POVERTY

20.6 Higher levels of socio-economic disadvantage in the private-rented sector contribute towards higher levels of fuel poverty even though variations in energy efficiency between tenures are minimal. 1,606 private-rented households are in fuel poverty representing 20.2% of all households in the private-rented sector. This compares with 8.7% of owner-occupied households in fuel poverty and 10.4% of all households. Income levels within the private-rented sector contribute strongly to fuel poverty. An average income for private-rented tenants of £18,904 compares to £26,952 for owner-occupiers.



HOUSING CONDITIONS

20.7 Housing conditions within the private-rented sector are generally worse on all main indicators. In particular rates of non-Decency in the private-rented sector are significantly higher at 40.9%.



20.8 Costs to address non-Decent homes in the private-rented sector are estimated at £28.022M averaging £8,310 per non-Decent home.

STRATEGY GUIDELINES

Housing conditions within the private-rented sector remain comparatively worse than the owner-occupied sector and the private housing sector as a whole. Households within the private-rented sector also exhibit higher levels of socio-economic disadvantage.



GLOUCESTER
CITY COUNCIL

SECTION 6 :
CONCLUSIONS

Chapter 21 : Conclusions

21.0 CONCLUSIONS

21.1 Across all private tenures the survey estimates that 11,154 dwellings (24.0%) fail the requirements of the Decent Homes Standard and are non-Decent. Within this profile, 3,100 dwellings (6.7%) experience Category 1 hazards within the Housing Health and Safety Rating System (HHSRS). To improve non-Decent housing owners and private landlords will require a minimum investment of £70.692M net.

21.2 With the exception of disrepair, housing conditions locally are better than the national average for private housing. Local problems however remain which impact on this investment framework and which can guide any strategic response by Gloucester City Council to the survey findings. These issues can be summarised under four main areas:

- ◆ ***Physical condition factors.***
- ◆ ***Energy efficiency and fuel poverty.***
- ◆ ***Household considerations.***
- ◆ ***Environmental factors.***

PHYSICAL CONDITIONS

21.3 Within the Decent Homes Standard key influences on performance include:

- *3,100 dwellings (6.7%) experiencing Category 1 hazards.*
- *7,034 dwellings (15.1%) in disrepair.*
- *5,786 dwellings (12.4%) with inefficient heating and ineffective insulation.*

Category 1 hazard rates are above average in the private-rented and pre-1919 terraced housing markets and for terraced housing and converted flats. Geographically rates of failure are higher in the Moreland and Westgate Areas. Patterns of disrepair follow a similar pattern both geographically and by housing sector.

ENERGY EFFICIENCY

21.4 Home energy efficiency levels in Gloucester are significantly better than the national average although local issues still remain.

- *5,786 dwellings (12.4%) fail to meet the thermal comfort requirements of the Decent Homes Standard.*
- *4,759 households (10.8%) are in fuel poverty.*

Energy deficiencies again impact most strongly on the private-rented and pre-war housing sectors. Geographically, lower rates of energy efficiency are recorded for the Westgate Area. Fuel poverty also impacts most strongly on these sectors and on younger and older households and single parent families. While less favourable energy efficiency levels are recorded for households in fuel poverty, household income differentials are the main driver of fuel poverty.

Action to address energy efficiency can have multiple benefits including reductions in fuel poverty and a positive impact on HHSRS and Decent Homes performance.

HOUSEHOLD CONSIDERATIONS

- 21.5 Poor housing conditions are associated with households in social or economic disadvantage. Elderly households, the economically vulnerable and those on low incomes are worst affected. Currently, 3,128 vulnerable households (47.2%) live in Decent Homes, a figure below the previous PSA 7 2011 target of 70%. Lowest rates of progress towards Decent Homes for vulnerable households are recorded for households living in the Westgate and City Remainder Areas and in the owner-occupied sector.
- 21.6 Equity potential among owner-occupied households is high - estimated at £5.221 billion. Highest levels of equity are recorded for older households and also those on lower incomes. 6% of owner-occupied households living in non-Decent homes would remortgage for home improvement; 12% would be interested in Council sponsored interest free loans.
- 21.7 9,094 households (20.6%) indicated at least one household member affected by long-term illness or disability. Relationships have been identified between poor health and poor housing conditions. One-off costs to address unhealthy housing (Category 1 HHSRS Hazard) in Gloucester are estimated at £7.099M (occupied dwellings). These costs are estimated to attract NHS savings locally of £0.484M giving a payback period of 14.7 years. Total savings to society through completion of these works are estimated at £1.210M reducing the payback period to just over 5 years.

ENVIRONMENTAL FACTORS

- 21.8 11,685 dwellings (25.1%) are located in residential environments suffering liveability problems with the greatest environmental impact coming from heavy traffic and street parking. Levels of household satisfaction with their housing circumstances and local area remain high although perceptions of area decline were held by 7.3% of households. Perceptions of area decline are

higher within the Barton and Tredworth and Moreland Areas and in the owner-occupied sector.

THE WAY FORWARD

- 21.9 Information from the house condition survey programme provides a detailed and up-to-date profile of private housing in Gloucester and a new benchmark for the monitoring and future development of private sector housing strategy.

APPENDIX A : THE INTERPRETATION OF STATISTICAL DATA

Survey data is based on sample survey investigation and the application of statistical grossing procedures to replicate housing stock totals. Interpretation of data must be conducted against this background and particularly with regard to the following constraints:

- (a) Data estimates are mid point estimates within a range of sampling error. The extent of sampling error is discussed in Appendix B but is dependant upon two factors – the sample size employed and the number or percentage of dwellings exhibiting the attribute in question.**
- (b) Data estimates are subject to rounding errors associated with statistical grossing. Table totals will therefore not necessarily remain consistent throughout the reports but will normally vary by under 1%.**
- (c) Survey returns from large scale house condition surveys invariably contain elements of missing data and not applicable data. The former may be due to surveyor error or to differential access within dwellings. The latter relates to individual elements which are not present in all dwellings. Consistently across the survey missing data represents under 5% of returns. An analysis of missing returns indicates a random distribution with no inherent bias evident across the main database.**

APPENDIX B : SAMPLING ERRORS

NON-TECHNICAL SUMMARY

In a sample survey part of the population is sampled in order to provide information which can be generalised to the population as a whole. While this provides a cost effective way of obtaining information, the consequence is a loss of precision in the estimates. The estimated values derived from the survey may differ from the “true” value for the population for two primary reasons.

Sampling Error

This results from the fact that the survey observes only a selection of the population. If a different sample had been drawn the survey would be likely to have produced a different estimate. Sampling errors get smaller as the sample size increases.

These errors result from biases in the survey design or in the response to the survey, for example because certain types of dwelling or household may prove more difficult to obtain information for. After analysing response to the survey, the results have been weighted to take account of the main sources of response bias.

Sampling Error Calculation

Statistical techniques provide a means of estimating the size of the sampling errors associated with a survey. This Appendix estimates the sampling errors of measures derived from the physical house condition survey and from the social survey for households. The formulae enable the standard error of estimates derived from the survey to be calculated. For any estimate derived from the survey there is a 95% chance that the “true” value lies within plus/minus twice (strictly 1.96 times) the standard error.

For example, the survey estimates that 24.0% of housing stock is non-decent. The standard error for this value is estimated to be $\pm 2.6\%$. This means that there is a 95% chance of the value lying in the range 21.4% – 26.6%. In terms of numbers this means that of the total housing stock of 46,492 dwellings, the number of dwellings which are non-decent is likely to be between 9,949 and 12,367. However our best estimate is 11,154 dwellings.

The simplest type of survey design is simple random sampling. This involves drawing the sample at random with every member of the population having an equal probability of being included in the sample. The standard error of an estimated proportion derived from a simple random sample can be calculated approximately as:

$$S.E. (p)_{SRS} = \sqrt{\frac{p(1-p)}{n}} \quad (\text{equation i})$$

Where: p = the estimated proportion
 n = the sample size on which the proportion is based

The actual survey design used a sample based upon disproportionate stratification whereby sample sizes were varied across the area framework. To estimate the sampling error in a complex design such as this, the basic method is to estimate the extent to which the design increases or decreases the sampling error relative to a sample of the same size drawn using simple random sampling. This is measured using the **design effect** (deff), which is calculated as:

$$\text{deff}(p) = \frac{\text{Estimated variance (S.E.}^2\text{) of } p \text{ with complex design}}{\text{Estimated variance of } p \text{ based on simple random sample}}$$

As approximate estimate of the standard error of a proportion based on the complex design can then be obtained by multiplying the standard error assuming simple random sampling had been used (equation i above) by the square root of the design effect.

The formula for calculating the standard error for proportions of dwellings or households from the survey is given below:

$$S.E. (p) = \sqrt{\frac{1}{N^2} \sum \frac{N^2}{(n_i - 1)} P_i (1 - p_i)} \quad (\text{equation ii})$$

Where: p_i = the estimated proportion with the characteristics in stratum i
 n_i = the number of households/dwellings sampled in stratum i
 N_i = the total number of households/dwellings existing in stratum i
 N = the total number of households in the City

The impact of the survey design on the sampling errors of estimates is generally fairly small.

To avoid the complex calculation of the design effect in every case, it is suggested that in most cases a multiplier of 1.05 be applied to the standard error calculated assuming simple random sampling (see equation i). The following table provides an overview of the sampling errors associated with a range of survey outcomes.

SAMPLING ERROR OVERVIEW - PRIVATE SECTOR HOUSING STOCK								
	SAMPLE SIZE	SURVEY PROPORTION (%)						
		5/95	10/90	15/85	20/80	30/70	40/60	50/50
		SAMPLING ERROR ± %						
AREA								
Barton & Tredworth	342	2.3	3.2	3.8	3.8	4.2	4.8	5.3
Moreland	313	2.4	3.3	3.9	3.9	6.4	7.4	8.0
Westgate	220	2.9	3.9	4.7	4.7	5.2	6.0	6.6
Remainder	134	3.7	5.1	5.1	6.0	6.8	7.7	8.5
TENURE								
Owner-occupied	608	1.7	2.4	2.8	3.2	3.6	3.7	3.9
Private-rented	361	2.2	3.1	3.7	4.1	4.7	5.1	5.2
HOUSE TYPE								
Terraced House/Bungalow	359	2.2	3.1	3.7	4.1	4.7	5.1	5.2
Semi-Det House/Bungalow	302	2.4	3.3	3.9	6.4	7.4	7.9	8.0
Detached House/Bungalow	61	5.5	6.2	6.8	7.3	7.8	7.8	8.3
Flat	287	2.5	3.5	4.1	4.6	5.3	5.7	5.8
DATE OF CONSTRUCTION								
Pre-1919	536	1.8	2.5	2.9	3.3	3.7	3.8	4.0
1919-1944	116	3.9	5.3	6.2	7.0	7.9	8.5	8.7
Post-1944	357	2.2	3.1	3.7	4.1	4.7	5.1	5.2
COUNCIL WIDE	1009	1.3	1.8	2.2	2.5	2.8	2.8	3.1

**APPENDIX C :
THE SURVEY FORM**

GLOUCESTER CITY COUNCIL

A. SURVEY RECORD

ADDRESS:	VISITS	1	2	3	DWELLING REF: [] [] [] []
	TIME				
	DATE				
	SURVEYORS SIGNATURE:				

A1. Status of address?	rs/ghc exclude 7	address untraceable 6	demolished/derelict 5	converted to non-residential 4	major works underway 3	non permanent dwelling 2	effective permanent dwelling 1	
A2. Extent of survey?				no survey 4	external survey only 3	full survey only 2	full survey/interview 1	
A3. Is the dwelling occupied or vacant?	vacant-other long-term 7	vacant-derelict 6	vacant-closed/bricked up 5	vacant-other temporary 4	vacant-repairs/modernisation 3	vacant for sale/rent 2	occupied 1	
A4. Dwelling tenure?				unob 9	tied/rent free 3	private rented 2	owner occupied 1	
A5. Is the dwelling in multiple Occupation?						Yes 2	No 1	

B. FIRST IMPRESSIONS

B1. Condition of dwelling?		requires major repairs/improvements 4	requires minor repairs 3	requires routine maintenance 2	good condition 1	
B2. General condition of surrounding dwellings?	poor condition 5	below average 4	average 3	above average 2	good condition 1	
B3. General appearance of neighbourhood?	poor 5	below average 4	average 3	above average 2	good 1	
B4. Evidence of environmental abuse?				significant 3	minor/isolated 2	none 1

C. DWELLING CHARACTERISTICS

C1. Dwelling type?	house/mixed use 7	non-res with flats 6	flat in converted building 5	purpose built flat 4	maisonette 3	bungalow 2	house 1	
C1a. Dwelling configuration?				detached 4	semi-detached 3	end terrace 2	mid terrace 1	
C1b. Dwelling construction type?				park home 3			non-traditional 2	traditional 1
C1c. If Flat : Storey level of flat? Specify level - Ground 0				n/a 99	specify no:			
C2. Date of construction?	post-1981	1975-1981 5	1965-1974 4	1945-1964 3	1919-1944 2	pre-1919 1		
C3. Number of habitable floors to dwelling?				n/a 99	specify no:			
C4. External wall construction?	unob. 9	other 6	timber frame 5	solid 9"+ 4	cavity 11"+ 3	cavity 9-11" 2	solid 9" 1	
C5. Predominant building material?	other 6		wood/ timber 5	stone 4	concrete 3	block 2	brick 1	
C6. Principal wall finish?			other 5	tiles 4	timber 3	render/dash 2	self finish 1	
C7. Main roof form?				mixed 3		flat 2	pitched 1	
C8. Roof covering?	unob. 9	other 6	felt or asphalt 5	artificial slate 4	clay tile 3	concrete tile 2	natural slate 1	
C9. Flashings?	unob. 9		none 5	other 4	cement fillet 3	zinc 2	lead 1	
C10. Chimneys?	unob. 9	none 6	other 5	stone 4	concrete 3	brick/ block render 2	brick pointed 1	

C. DWELLING CHARACTERISTICS.....(cont.)

C11. Rainwear?	unob. 9	mixed 7	other 6	asbestos 5	cast iron 4	steel 3	aluminium 2	Upvc 1	
C12. Predominant window material?		other 6	Upvc 5	metal with thermal break 4	metal no thermal break 3	hardwood 2	softwood 1		
C13. Dwelling entrance door material?	metal 7	hardwood glazed 6	hardwood complete 5	upvc glazed 4	upvc complete 3	softwood glazed 2	softwood complete 1		

D. EXTERNAL REPAIR/RENEWAL

VIEWPOINT

WHAT REPAIRS ARE REQUIRED TO THE FOLLOWING ELEMENTS?

	REPAIR – Viewpoint 1 front only – 1 front & side – A2 unob. - 9	REPAIR – Viewpoint 2 back only – 1 back & side – B” unob. - 9	PERIOD Replacement period for whole element
D1. Roof structure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D2. Roof covering	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D3. Chimney stacks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D4. Flashings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D5. Rainwear – gutters & downpipes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D6. External wall finish	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D7. External wall pointing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D8. Lintols	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D9. External wall structure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D10. Windows	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D11. Doors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D12. Underground drainage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D13. Fences/walls/gates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D14. Paths/paved areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D15. Outbuildings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

REPAIR

- 1- No repair
2. Localised disrepair 1- 5%
3. Minor disrepair 6-25%
4. Medium disrepair 26-60%
5. Major disrepair 61-80%
6. Renew 81-100%
8. na
9. Unob./does not exist

REPLACEMENT PERIOD

1. Urgent / immediate
2. Inside 5 years
3. 6-10 years
4. 11-15 years
5. 16-20 years
6. 21-25 years
7. 26-30 years
8. Over 30 years
9. Unob./does not exist

D16. Evidence of structural failure

a) Foundation failure	no 2	yes 1	<input type="checkbox"/>	e) Wall-tie failure	no 2	yes 1	<input type="checkbox"/>
b) Roof sag	no 2	yes 1	<input type="checkbox"/>	f) Chimney failure	no 2	yes 1	<input type="checkbox"/>
c) Roof spread	no 2	yes 1	<input type="checkbox"/>	g) Lintol failure	no 2	yes 1	<input type="checkbox"/>
d) Wall bulge	no 2	yes 1	<input type="checkbox"/>				

E. INTERNAL REPAIR/RENEWAL

E1. Number of rooms including kitchen and bathroom?

specify number.....

--	--

E2. Number of bedrooms?

specify number.....

--	--

REPAIR

WHAT REPAIRS ARE REQUIRED TO THE FOLLOWING ELEMENTS (WHOLE DWELLING ASSESSMENT)

REPAIR	N/A	RENEW 61<100	MAJOR 41<60	MEDIUM 26<40	MINOR 6<25	LOCALISED 1<5	NO REPAIR nil
E3. Floor Structure		6	5	4	3	2	1
E4. Floor Finishes		6	5	4	3	2	1
E5. Internal Wall Structures		6	5	4	3	2	1
E6. Wall Finishes		6	5	4	3	2	1
E7. Ceiling Finishes		6	5	4	3	2	1
E8. Doors/Frames		6	5	4	3	2	1
E9. Fireplaces/Flues	8	6	5	4	3	2	1
E10. Stairs/Balustrades	8	6	5	4	3	2	1

INTERNAL DEFECTS

WHAT INTERNAL DEFECTS ARE APPARENT (WHOLE DWELLING ASSESSMENT)

NONE - CODE 1 : No evident defect.	DEFECTS	SEVERE	MODERATE	MINOR	NONE
MINOR - CODE 2 : Defect present but of limited extent.	E11. Rising Damp	4	3	2	1
	E12. Penetrating Damp	4	3	2	1
MODERATE - CODE 3 : Defect present and easily visible. Potential impact on occupation and use of dwelling.	E13. Dry/Wet Rot	4	3	2	1
	E14. Heating	4	3	2	1
	E15. Ventilation	4	3	2	1
	E16. Natural Light	4	3	2	1
SEVERE - CODE 4 : Major defect present with significant impact on occupation and use of dwelling.	E17. Artificial Light	4	3	2	1
	E18. Mould/Condensation	4	3	2	1

F. AMENITIES AND SERVICES

F1. Does the dwelling possess the following...?

(a) Standard Amenities

no	yes - shared use	yes - exclusive use
3	2	1

(b) Mains Gas Supply

no	yes
2	1

(c) Mains Water Supply

no	yes
2	1

(d) Mains Drainage

no	yes
2	1

F2. Does the dwelling possess central heating?

no - none	yes - partial C.H.	yes - full C.H.
3	2	1

F3. Age of kitchen fittings?

over 20 yrs old	under 20 yrs old
2	1

F4. Kitchen space/layout?

inadequate	adequate
2	1

F5. Age of bathroom amenities?

over 30 yrs old	under 30 yrs old
2	1

F6. Bathroom location?

unsatisfactory	satisfactory
2	1

F7. W.C. location?

unsatisfactory	satisfactory
2	1

FLATS/MAISONNETTES ONLY

F7a. Are common areas of adequate size?

n/a	unsatis.	satisfactory
8	2	1

F7b. Is layout of common areas satisfactory?

n/a	unsatis.	satisfactory
8	2	1

WHAT REPAIRS ARE REQUIRED TO THE FOLLOWING ELEMENTS AND WHAT REPLACEMENT PERIOD APPLIES? REPAIR

REPAIR	N/A	RENEW 61<100	MAJOR 41<60	MEDIUM 26<40	MINOR 6<25	LOCALISED 1<5	NO REPAIR nil
F8. Kitchen Fittings		6	5	4	3	2	1
F9. Bathroom Amenities		6	5	4	3	2	1
F10. Internal Plumbing		6	5	4	3	2	1
F11. Electrics		6	5	4	3	2	1
F12. Heating/Boilers/Appliances		6	5	4	3	2	1
F13. Heating Distribution	8	6	5	4	3	2	1

REPLACEMENT PERIOD

REPLACEMENT PERIOD	N/A	OUTSIDE 30 YRS	26-30 YRS	21-25 YRS	16-20 YRS	11-15 YRS	6-10 YRS	INSIDE 5 YRS
F14. Kitchen Fittings					4	3	2	1
F15. Bathroom Amenities			6	5	4	3	2	1
F16. Internal Plumbing		7	6	5	4	3	2	1
F17. Electrics			6	5	4	3	2	1
F18. Heating/Boiler/Appliances						3	2	1
F19. Heating Distribution	8	7	6	5	4	3	2	1

G. SECURITY AND ADAPTATIONS

G1. Are the following security measures present?

MEASURES	N/A	NO	YES
a) Secure door locking	8	2	1
b) Window locks	8	2	1
c) Burglar alarm	8	2	1
d) External lighting	8	2	1
e) Smoke Alarms	8	2	1

G2. Has the dwelling been adapted for disabled use?

no	yes
2	1

G3. IF ADAPTED...Are any of the following adaptations present?

ADAPTATIONS	N/A	NO	YES
a) Level/ramped access	8	2	1
b) Chair/stairlift/through floor lift	8	2	1
c) Adapted bathroom/W.C.	8	2	1
d) Adapted kitchen	8	2	1
e) Wheelchair accessible W.C.	8	2	1
f) Ground floor bedroom/bathroom	8	2	1
g) Repositioned electrical controls	8	2	1

G4. Is there safe and unimpeded access to the front garden for a disabled person?

Satisfactory Access	Un-satisfactory Access.	No Front Garden
3	2	1

G5. Is there safe and unimpeded access to the rear garden for a disabled person?

Satisfactory Access	Un-satisfactory Access.	No rear Garden
3	2	1

H. ENERGY EFFICIENCY OF DWELLINGS

H1. Built form.

unob	maisonette	flat	mid terrace with passage	mid terrace	end of terrace	semi-detached	detached
9	7	6	5	4	3	2	1

H2. Dwelling Age

1900-1929	1930-1949	1950-1965	1966-1976	1977-1981	1982 - 1990	1991 - 1995	1996 - 2002	2003 and later
9	8	7	6	5	4	3	2	1
								pre-1900
								10

H3. Number of storeys in dwelling (excluding roof rooms, uninhabitable basement).

unob	specify no:
9	

H4. Number of rooms (including kitchen, bathroom & circulation).

unob	specify no:
99	

H5. Rooms in roof.

no	yes
2	1

H6. Flat or maisonette type (flats only).

n/a	tower block or 6+ storey	other type	divided house	above shops or offices	custom block up to 5 storeys
8	5	4	3	2	1

H7. Floor exposure (flats only).

n/a	un-exposed floor	partially exposed upper floor	exposed upper floor	exposed ground floor
8	4	3	2	1

H8. Roof exposure (flats only).

n/a	un-exposed roof	partially exposed flat roof	exposed flat roof	exposed pitch roof
8	4	3	2	1

H9. Wall exposure (flats only).

three to four walls exposed	three walls exposed	two to three walls exposed	two walls exposed	one to two walls exposed	one wall exposed
6	5	4	3	2	1

n/a	Four walls exposed
8	7

H. ENERGY EFFICIENCY OF DWELLINGS (cont...)

H10. Roof insulation.

150mm	100mm	75mm	50mm	25mm	none
6	5	4	3	2	1
unob		no roof over	over 250mm	250mm	200mm
99		10	9	8	7

H11. Insulation to external walls, since built?

150mm or more	100mm	75mm	50mm	25mm	none
6	5	4	3	2	1
				unob	n/a
				9	8

H11.a If no insulation added, does the dwelling already have external insulation?

unob.	internal	external applied	cavity	none
9	4	3	2	1

H12. Floor insulation since built.

100mm	75mm	50mm	37.5mm	25mm	none
6	5	4	3	2	1
unob		n/a	150mm or above		
9		8	7		

H13. Primary heating system fuel.

anthracite grains	anthracite nuts	smokeless processed	housecoal/ pearls	oil (28 sec)	oil (35 sec)	bottled gas	bulk LPG	gas (mains)
9	8	7	6	5	4	3	2	1
community heating with CHP	community heating no CHP	special tariff - direct	special tariff - storage	preserved tariff	Economy 7 (off-peak)	Economy 7 (on-peak)	domestic (on-peak) electric	wood
18	17	16	15	14	13	12	11	10

H14. Primary heating system type.

community heating	other system	storage heaters	room heaters	warm air system	boiler system
6	5	4	3	2	1

WITHIN THE CATEGORY SELECTED IN THE PREVIOUS QUESTION - INDICATE TYPE OF SYSTEM

1. BOILER SYSTEM										
OIL BOILER	Old oil boiler (pre 1985)	040	Standard oil boiler (1985-97)	041	Condensing oil boiler	042	New oil boiler (97+)	043		
GAS BOILER	Old gas boiler (pre 1979)	223	Old gas floor boiler (1979-97)	222	Standard gas or wall boiler (pre 1998+)	221	New boiler (1998+)	501	Combi boiler (pre 1998)	224
CONDENSING BOILER	Condensing gas boiler (pre 1998)	204	Condensing combi boiler (pre 1998)	206	Condensing boiler (1998+)	503	Condensing combi boiler (1998+)	507		
OTHER BOILER SYSTEMS	Electric boiler	100	Open solid fuel fire with rads	074	Closed solid fire with rads	075				
2. WARM AIR SYSTEM : USE BOILER SYSTEM CODES										
3. ROOM HEATERS										
OPEN SOLID FUEL	Open solid fuel room heater	080	Open solid fuel heater BB no rads	082						
CLOSED SOLID FUEL	Closed solid fuel room heater	083	Closed SF room heater BB no rads	084						
GAS ROOM HEATERS	Old pre 1960 gas room heater	301	Room heater with BB pre 1998	225	Modern gas room heater	302	New gas room heater with BB no rads	304	Condensing gas room heater	282
4. STORAGE HEATERS										
	Old large volume storage heater	132	New slimline storage heater	130	Fan assisted storage heater	133				
5. OTHER SYSTEM										
	Electric underfloor heating	134	Panel or fan heater	120						
6. COMMUNITY HEATING										
	High temp community heating	400	Low temp community heating	401	ENTER CODE.....					

H15. Hot water system fuel.

anthracite grains	anthracite nuts	smokeless processed	housecoal/ pearls	oil (28 sec)	oil (35 sec)	bottled gas	bulk LPG	gas (mains)
9	8	7	6	5	4	3	2	1
community heating with CHP	community heating no CHP	special tariff - direct	special tariff - storage	preserved tariff	Economy 7 (off-peak)	Economy 7 (on-peak)	domestic (on-peak) electric	wood
18	17	16	15	14	13	12	11	10

H16. Hot water system type.

gas fired kitchen range	gas instant (multi point)	gas instant (single point)	electric instant	single on-peak immersion	single off-peak immersion	dual immersion	from boiler
8	7	6	5	4	3	2	1
community heating with tank	community heating no tank	from CPSU	from oil fired warm air unit	from gas fired warm air unit	gas circulator	coal fired kitchen range	oil fired kitchen range
16	15	14	13	12	11	10	9
					from solid fuel back boiler	from gas back boiler	from combi boiler
					19	18	17

H. ENERGY EFFICIENCY OF DWELLINGS (cont...)

H17. Age of heating system.	unob	9	20+ years	5	15+ years	4	10+ years	3	5+ years	2	0-5 years	1							
H18. Secondary heating system	unob	9	none	6	electric fire	5	closed fire	4	open fire	3	other gas heater	2	gas coal effect fire	1					
H19. Additional information...	a) Roomstat											no	2	yes	1				
	b) Trv's											no	2	yes	1				
	c) Programmer/Timer											no	2	yes	1				
	d) Hot water tank insulation?											no insulation	4	foam	3	jacket	2	no tank	1
	e) Hot water tank thermostat?											no thermostat	3	thermostat	2	no tank	1		
H20. Predominant window frame type.	sash (wood)		5	UPVC		4	metal with thermal break		3	metal		2	wood (not sash)		1				
H21. Predominant window glazing type.				triple			3	double			2	single			1				
H21 a) Proportion of windows single glazed?												specify no:%							
H22. Draught proofing of windows/doors.				well sealed			3	minimal			2	none			1				
H23. is the dwelling suitable for Cavity Wall Insulation?												no	2	yes	1				
H24. Floor areas (m ²).																			

FLOOR	N/A	71+m ²	61-70m ²	51-60m ²	41-50m ²	31-40m ²	21-30m ²	11-20m ²	1-10m ²
a) Lowest floor	9	8	7	6	5	4	3	2	1
b) 1 st floor	9	8	7	6	5	4	3	2	1
c) 2 nd floor	9	8	7	6	5	4	3	2	1
d) 3 rd floor	9	8	7	6	5	4	3	2	1
e) 4 th floor	9	8	7	6	5	4	3	2	1

I. HEALTH AND SAFETY HAZARDS - INDICATIVE

WHAT LEVEL OF POTENTIAL RISK DO THE FOLLOWING HAZARDS PRESENT.....?

	UNOB.	SEVERE	MODERATE	SLIGHT	NONE
A. PHYSIOLOGICAL					
1. Damp & Mould	9	4	3	2	1
2. Excess Cold	9	4	3	2	1
3. Excess Heat	9	4	3	2	1
4. Asbestos	9	4	3	2	1
5. Biocides	9	4	3	2	1
6. Carbon Monoxide etc.	9	4	3	2	1
7. Lead	9	4	3	2	1
8. Radiation	9	4	3	2	1
9. Uncombusted Fuel	9	4	3	2	1
10. Volatile Organic Compounds	9	4	3	2	1

I. HEALTH AND SAFETY HAZARDS - INDICATIVE cont...

WHAT LEVEL OF POTENTIAL RISK DO THE FOLLOWING HAZARDS PRESENT.....?

B. PSYCHOLOGICAL					
11. Crowding & Space	9	4	3	2	1
12. Entry by Intruders	9	4	3	2	1
13. Lighting	9	4	3	2	1
14. Noise	9	4	3	2	1
C. INFECTION PROTECTION					
15. Domestic Hygiene	9	4	3	2	1
16. Food Safety	9	4	3	2	1
17. Personal Hygiene/Sanitation/Drainage	9	4	3	2	1
18. Domestic Water	9	4	3	2	1
D. ACCIDENT PROTECTION					
19. Falls Associated with Baths etc.	9	4	3	2	1
20. Falls on the Level	9	4	3	2	1
21. Falls Associated with Stairs/Steps	9	4	3	2	1
22. Falls between Levels	9	4	3	2	1
23. Electrical	9	4	3	2	1
24. Fire	9	4	3	2	1
25. Hot Surfaces & Materials	9	4	3	2	1
26. Collision/Entrapment	9	4	3	2	1
27. Explosion	9	4	3	2	1
28. Ergonomics	9	4	3	2	1
29. Structural Failure	9	4	3	2	1

J. HEALTH AND SAFETY HAZARDS - DETAILED

J1. Please complete a detailed appraisal below for all hazards exhibiting a moderate/severe occurrence.

Physiological	Psychological	Safety	
Cold	Crowding & Space	Falls in the bath etc.	19
Damp & Mould etc.	Entry by intruders	Falling on level surfaces	20
Heat	Lighting	Falling on stairs etc.	21
Asbestos (and MMFs)	Noise	Falling between levels	22
Biocides		Electrical hazards	23
Carbon Monoxide	Infection	Fire hazards	24
Lead	Domestic Hygiene etc.	Hot surfaces etc.	25
Radiation	Food Safety	Collision/entrapment	26
Uncombusted fuel	Personal Hygiene etc.	Position and operability of amenities	27
VOC's	Water Supply	Explosions	28
		Structural collapse	29

HAZARD NUMBER: HAZARD

LIKELIHOOD 5600 3200 1800 1000 560 320 180 100 56 32 18 10 6 3 2 1

<4200 2400 1300 750 420 240 130 75 42 24 13 7.5 4 2.5 1.5>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING A B C D E F G H I J Rating Score

<5000 2000 1000 500 200 100 50 20 10>

J. HEALTH AND SAFETY HAZARDS cont..

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

J. HEALTH AND SAFETY HAZARDS cont..

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

HAZARD NUMBER: HAZARD

LIKELIHOOD

5600	3200	1800	1000	560	320	180	100	56	32	18	10	6	3	2	1
<4200	2400	1300	750	420	240	130	75	42	24	13	7.5	4	2.5	1.5	>

Justification

OUTCOMES

Class I	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	Class IV
Class II	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	100-(I+II+III)
Class III	0	0.1	0.2	0.5	1.0	2.2	4.6	10.0	21.5	31.6	46.4	<input type="text"/>	<input type="text"/>

Justification

RATING

A	B	C	D	E	F	G	H	I	J
<5000	2000	1000	500	200	100	50	20	10	>

 Rating Score

K. ENVIRONMENTAL APPRAISAL

K1. Are problems apparent in the local area or neighbourhood...?

(Surveyor Assessment)

PROBLEMS	NOT A PROBLEM	MINOR	MAJOR
a) Litter and Rubbish	1	2	3
b) Scruffy Gardens	1	2	3
c) Graffiti	1	2	3
d) Vandalism	1	2	3
e) Scruffy/Neglected Buildings	1	2	3
f) Dog Fouling	1	2	3
g) Condition of Dwellings	1	2	3
h) Nuisance from Street Parking	1	2	3
i) Ambient Air Quality	1	2	3
j) Heavy Traffic	1	2	3
k) Railway/Aircraft Noise	1	2	3
l) Intrusion from Motorways	1	2	3
m) Vacant Sites	1	2	3
n) Intrusive Industry	1	2	3
o) Non conforming Uses	1	2	3
p) Vacant/Boarded-up Buildings	1	2	3

K2. Visual quality of local environment?
(Surveyor Assessment)

<i>good</i> 5	<i>above average</i> 4	<i>average</i> 3	<i>below average</i> 2	<i>poor</i> 1
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L. HOUSEHOLD INFORMATION

L1. How long has your household lived at this address?

<i>unob.</i> 9	<i>over 20 years</i> 6	<i>11-20 yrs</i> 5	<i>6-10 yrs</i> 4	<i>3-5 yrs</i> 3	<i>1-2 yrs</i> 2	<i>under 1 yr</i> 1
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L2. Would you like to move within the next 12 months if you had a free choice?

<i>yes - definitely</i> 4	<i>yes - possible</i> 3	<i>don't know</i> 2	<i>no</i> 1
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L3. How satisfied are you with your current accommodation?

<i>don't know</i> 5	<i>very dissatisfied</i> 4	<i>fairly dissatisfied</i> 3	<i>fairly satisfied</i> 2	<i>very satisfied</i> 1
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L4. How satisfied or otherwise are you with the area in which you live?

<i>don't know</i> 5	<i>very dissatisfied</i> 4	<i>quite dissatisfied</i> 3	<i>quite satisfied</i> 2	<i>very satisfied</i> 1
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L5. Over the past 5 years would you say your area has

<i>declined</i> 3	<i>improved</i> 2	<i>remained the same</i> 1
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L. HOUSEHOLD INFORMATION (Cont...)

L6. How much of a problem, if any, are the following in your neighbourhood? (*Household to answer*)

NEIGHBOURHOOD ISSUES	D/K	NOT A PROBLEM	MINOR	MAJOR
a) Property crime	8	1	2	3
b) Auto crime	8	1	2	3
c) Personal assault/theft	8	1	2	3
d) Racial harassment	8	1	2	3
e) Unsocial behaviour	8	1	2	3
f) Group of youths causing annoyance	8	1	2	3
g) Graffiti	8	1	2	3
h) Drug abuse/dealing	8	1	2	3
i) Empty properties	8	1	2	3
j) Public drinking/drunkenness	8	1	2	3
k) Traffic Noise	8	1	2	3
l) Litter/fly tipping	8	1	2	3
m) Dog Fouling	8	1	2	3

L7. Could you please supply me with some information on the head of the household and other members of the family living at this address?

RELATIONSHIP TO H.O.H.	PERSON	SEX	AGE	ECONOMIC STATUS	ETHNICITY
		Male = 1 Female = 2	record in yrs unob. = 99	see codes	see codes
H.O.H.	A				
	B				
	C				
	D				
	E				
	F				
	G				
	H				

ETHNICITY	Asian or Asian British
<u>White</u>	9. Indian
1. White British	10. Pakistani
2. Irish	11. Bangladeshi
3. White – other	12. Asian background - other
<u>Mixed</u>	<u>Black or Black British</u>
5. White & Black Caribbean	13. Caribbean
6. White & Black African	14. African
7. White & Asian	15. Black background - other
8. Mixed - other	<u>Chinese or Other ethnic group</u>
99. Refused/Unob.	16. Chinese
	17. Any other

OFFICE USE ONLY
ECONOMIC STATUS:
 1. Full-time work (>30 hrs)
 2. Part-time work (<30 hrs)
 3. Unemployed-registered
 4. Permanently sick/disabled
 5. Looking after home
 6. Wholly retired
 7. Student
 9. Unobtainable.

OFFICE USE ONLY: Confirm from the household grid...

L8a. Number of persons in hhold?

L8b. Type of Household

L8c. Number of Bedrooms Required?

L. HOUSEHOLD INFORMATION (Cont...)

L9. Does anyone in the household suffer from a limiting long-term illness or disability?

yes	no
2	1

L10. IF YES, what illness/disability do they suffer from?

ILLNESS/DISABILITY	N/A	YES	NO
a) Heart/circulatory problems e.g. angina/stroke	8	2	1
b) Respiratory illness e.g. asthma/bronchitis	8	2	1
c) Mobility impairment	8	2	1
d) Visual impairment	8	2	1
e) Hearing impairment	8	2	1
f) Speech impairment	8	2	1
g) Mental health problem	8	2	1
h) Learning difficulty/disability	8	2	1
i) Other physical disability	8	2	1

L11. IF YES, has your illness/disability caused you to do any of the following in the past year?

ACTION	N/A	YES	NO
a) Consult GP through visit to surgery	8	2	1
b) Consult GP through home visit	8	2	1
c) Contact NHS Direct	8	2	1
d) Attend hospital accident/emergency	8	2	1
e) Attend hospital as outpatient	8	2	1
f) Attend hospital as inpatient	8	2	1

L12. During the past year have any of the following symptoms caused you or a member of your household to consult your GP or visit hospital?

SYMPTOM	YES	NO
a) Aches and pains	2	1
b) Nerves/stress	2	1
c) Vomiting	2	1
d) Diarrhoea	2	1
e) Blocked nose	2	1
f) Breathlessness/wheeziness	2	1
g) Backache	2	1
h) Fainting	2	1
i) Headaches/fever	2	1

L13. During the past year have you or any member of your household had an accident in the home?

yes	no
2	1

L13a. IF YES - Did this accident involve any of the following?

ACCIDENT	N/A	YES	NO
a) Trip or fall	8	2	1
b) Electrical shock	8	2	1
c) Fire/explosion	8	2	1
d) Burns/scalds	8	2	1
e) Other	8	2	1

L. HOUSEHOLD INFORMATION (Cont...)

L13b. IF YES - Did you or any member of the household consult the GP or attend hospital?

ACTION	N/A	YES	NO
a) Consulted GP	8	2	1
b) Attended hospital accident/emergency	8	2	1
c) Attended hospital as outpatient	8	2	1
d) Attended hospital as inpatient	8	2	1

L14. Do you or any members of your household have difficulties with any of the following?

ACTIVITY	YES	NO
a) Climbing steps/stairs	2	1
b) Getting in/out of bath	2	1
c) Turning taps on/off	2	1
d) Cooking/preparing food	2	1
e) Using WC	2	1
f) Washing/drying clothes	2	1
g) Access to/from the home	2	1
h) Access to ground floor rooms	2	1
i) Access to front or rear gardens	2	1

L15. Are you bothered by noise from neighbours?

<i>frequently</i>	<i>sometimes - infrequently</i>	<i>never</i>
3	2	1

L15a. Have you ever made a noise complaint to your local Council?

<i>yes</i>	<i>no</i>
2	1

L16. Do you think the design and/or condition of your home affects the health and well-being of your family?

<i>don't know</i>	<i>yes - negatively</i>	<i>yes - positively</i>	<i>no - not really</i>
4	3	2	1

L17. During the last month did you, your partner/spouse or other members of your household receive an income from any of these sources...?

SOURCE	REFUSED/D/K	YES	NO
a) No Source of Income	9	2	1
b) Earnings, wages, salary, bonuses	9	2	1
c) Income from self employment	9	2	1
d) Interest from savings/investments	9	2	1
e) Other income (maintenance payments, grants, rent)	9	2	1
f) Pension from employment	9	2	1
g) Retirement or widows pension	9	2	1
h) Income based jobseekers allowance	9	2	1
i) Working tax credit	9	2	1
j) Pension credit	9	2	1
k) Child tax credit	9	2	1
l) Income support	9	2	1
m) Housing benefit	9	2	1
n) Council tax benefit	9	2	1
o) Attendance allowance	9	2	1
p) Disability working allowance	9	2	1

L. HOUSEHOLD INFORMATION (Cont...)

SOURCE	REFUSED/ D/K	YES	NO
q) Disability living allowance	9	2	1
r) Incapacity benefit	9	2	1
s) Severe disablement allowance	9	2	1
t) Disabled person tax credit	9	2	1
u) Industrial injuries disablement allowance	9	2	1
v) War disablement pension	9	2	1

L18. I would now like some information the income of the household? Please include income from all sources including employment, self-employment, pensions, benefits, interest from investments and other sources e.g. maintenance, grants and rent. Deduct any income tax, national insurance and pension contributions to give your NET income.

- a) What is the income (on the bands below) of the head of household?
- b) What is the income (on the bands below) of any partner
- c) What is the total combined income for the whole household (all members who receive an income)?

WEEKLY MONTHLY ANNUAL	MONTHLY	ANNUAL	CODE
Up to £9	Up to £42	Up to £519	1
£10 up to £19	£43 up to £85	£520 up to £1,039	2
£20 up to £29	£86 up to £129	£1,040 up to £1,559	3
£30 up to £39	£130 up to £172	£1,560 up to £2,079	4
£40 up to £49	£173 up to £216	£2,080 up to £2,599	5
£50 up to £59	£217 up to £259	£2,600 up to £3,119	6
£60 up to £69	£260 up to £302	£3,120 up to £3,639	7
£70 up to £79	£303 up to £346	£3,640 up to £4,159	8
£80 up to £89	£347 up to £389	£4,160 up to £4,679	9
£90 up to £99	£390 up to £432	£4,680 up to £5,199	10
£100 up to £119	£433 up to £519	£5,200 up to £6,239	11
£120 up to £139	£520 up to £606	£6,240 up to £7,279	12
£140 up to £159	£607 up to £692	£7,280 up to £8,319	13
£160 up to £179	£693 up to £779	£8,320 up to £9,359	14
£180 up to £199	£780 up to £866	£9,360 up to £10,399	15
£200 up to £219	£867 up to £952	£10,400 up to £11,439	16
£220 up to £239	£953 up to £1,039	£11,440 up to £12,479	17
£240 up to £259	£1,040 up to £1,126	£12,480 up to £13,519	18
£260 up to £279	£1,127 up to £1,212	£13,520 up to £14,559	19
£280 up to £299	£1,213 up to £1,299	£14,560 up to £15,599	20
£300 up to £319	£1,300 up to £1,386	£15,600 up to £16,639	21
£320 up to £339	£1,387 up to £1,472	£16,640 up to £17,679	22
£340 up to £359	£1,473 up to £1,559	£17,680 up to £18,719	23
£360 up to £379	£1,560 up to £1,646	£18,720 up to £19,759	24
£380 up to £399	£1,647 up to £1,732	£19,760 up to £20,799	25
£400 up to £449	£1,733 up to £1,949	£20,800 up to £23,399	26
£450 up to £499	£1,950 up to £2,166	£23,400 up to £25,999	27
£500 up to £549	£2,167 up to £2,382	£26,000 up to £28,599	28
£550 up to £599	£2,383 up to £2,599	£28,600 up to £31,199	29
£600 up to £649	£2,600 up to £2,816	£31,200 up to £33,799	30
£650 up to £699	£2,817 up to £3,032	£33,800 up to £36,399	31
£700 up to £749	£3,033 up to £3,249	£36,400 up to £38,999	32
£750 up to £799	£3,250 up to £3,466	£39,000 up to £41,599	33
£800 up to £849	£3,467 up to £3,685	£41,600 up to £44,199	34
£850 up to £899	£3,686 up to £3,899	£44,200 up to £46,799	35
£900 up to £949	£3,900 up to £4,116	£46,800 up to £49,399	36
£950 up to £999	£4,117 up to £4,332	£49,400 up to £51,999	37
£1000 or more	£4,333 or more	£52,000 or more	38
		Not Applicable	88
		Unobtainable	99

L. HOUSEHOLD INFORMATION (Cont...)

L19. If you receive housing benefit how much is that... **Weekly? (£)**

 (complete one only) **Monthly? (£)**

L20. If you receive Council Tax benefit how much is that... **Weekly? (£)**

 (complete one only) **Monthly? (£)**

L21. Does your household have any savings?

AMOUNT?	CODE
No - In Debt.	1
None	2
Under £1,000	3
£1,000 - £2,500	4
£2,501 - £5,000	5
£5,001 - £10,000	6
£10,001 - £15,000	7
£15,001 - £20,000	8
£20,001 - £25,000	9
£25,001 - £30,000	10
Over £30,000	11
Unobtainable	99

M. ADDITIONAL QUESTIONS - OWNER OCCUPIERS ONLY

M1. Do you have a mortgage or other loan secured against your property?

<i>don't know/unob</i> 9	<i>refused</i> 8	<i>yes</i> 2	<i>no</i> 1
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M2. IF YES... How much mortgage is outstanding?

£120,000 - £140,000 9	£90,000 - £120,000 8	£75,000 - £90,000 7	£60,000 - £75,000 6	£45,000 - £60,000 5	£30,000 - £45,000 4	£15,000 - £30,000 3	£5,000 - £15,000 2	less than £5000 1
<i>don't know/refused</i> 15		<i>over £225,000</i> 14	£200,000 - £225,000 13	£170,000 - £200,000 12	£140,000 - £170,000 11			

M3. IF YES... How many years remain on the term of the mortgage...?

<i>don't know/unob</i> 8	<i>over 20 yrs</i> 6	20 - 25 yrs 5	15-20 yrs 4	10 - 15 yrs 3	5 - 10 yrs 2	less than 5 yrs 1
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M4. Do any of the following issues make it difficult to repair or maintain your home?

SOURCE	REFUSED/D/K	YES	NO
a) Getting independent advice on what is needed & the cost	9	2	1
b) Finding a reliable builder/other contractor or tradesmen	9	2	1
c) Need DIY Skills	9	2	1
d) Access to money to do works	9	2	1

M5. If the council provided a list of builders & contractors would you find this useful?

<i>Don't know</i> 3	<i>no</i> 2	<i>yes</i> 1
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M6. Would you remortgage, or otherwise use the value of your home, to enable necessary improvements/repairs to be carried out?

<i>n/a</i> 8	<i>no</i> 2	<i>yes</i> 1
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M7. If the Council provided interest free loans, to repair or improve your home which are repayable would you be interested?

<i>Don't Know</i> 3	<i>no</i> 2	<i>yes</i> 1
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M8. Have you completed any major repairs/improvements to your home within the past 5 years? (costing £500+ and not including decoration)

<i>Don't Know</i> 3	<i>no</i> 2	<i>yes</i> 1
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IF YES... Have you completed any of the following...?

IMPROVEMENTS COMPLETED	N/A	NO	YES
a) Installed cavity wall insulation?	8	2	1
b) Installed loft insulation?	8	2	1
c) Installed central heating for first time?	8	2	1
d) Changed existing central heating system?	8	2	1
e) Installed new kitchen?	8	2	1
f) Installed new bathroom?	8	2	1

M. ADDITIONAL QUESTIONS - OWNER OCCUPIERS ONLY

<i>IMPROVEMENTS COMPLETED</i>	<i>N/A</i>	<i>NO</i>	<i>YES</i>
g) Installed new windows/double glazing?	8	2	1
h) Installed new external doors?	8	2	1
i) Rewired?	8	2	1
j) Added extension/conservatory?	8	2	1
k) Completed external repairs (e.g. roof, gutters)	8	2	1
l) Other	8	2	1

M9 Would you intend to carry out any major repairs/improvements to your home within the next 5 years? (costing £500+ and not including decoration?)

<i>Don't Know</i> 3	<i>no</i> 2	<i>yes</i> 1
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IF YES... Have you completed any of the following...?

<i>IMPROVEMENTS INTENDED</i>	<i>N/A</i>	<i>NO</i>	<i>YES</i>
a) Cavity wall insulation?	8	2	1
b) Loft insulation?	8	2	1
c) Install central heating for first time?	8	2	1
d) Change existing central heating system?	8	2	1
e) Install new kitchen?	8	2	1
f) Install new bathroom?	8	2	1
g) Install new windows/double glazing?	8	2	1
h) Install new external doors?	8	2	1
i) Rewire your property?	8	2	1
j) Add extension/conservatory?	8	2	1
k) Complete external repairs (e.g. roof, gutters)	8	2	1

N. ADDITIONAL QUESTIONS - PRIVATE TENANTS

N1. Have you informed your landlord about any outstanding repair issues?

<i>yes</i> 2	<i>no</i> 1
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N2. IF YES, Are these issues being addressed?

<i>don't know</i> 9	<i>no</i> 8	<i>being addressed</i> 2	<i>already addressed</i> 1
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O. HOUSES IN MULTIPLE OCCUPATION

COMPLETE THIS SECTION FOR ALL DWELLINGS IN MULTIPLE OCCUPATION i.e. occupied by 2 or more unrelated persons

O1. Total number of persons resident at the address...?

<i>n/a</i> 99	<i>specify no:</i>
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O2. Total number of households (i.e. unrelated persons) resident at the address?

<i>n/a</i> 99	<i>specify no:</i>
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O3. Number of occupied storeys in the dwelling?

<i>5 storey</i> 5	<i>4 storey</i> 4	<i>3 storey</i> 8	<i>2 storey</i> 2	<i>1 storey</i> 1
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O4. Is the property licensable under the Housing Act 2004?

<i>don't know</i> 3	<i>no</i> 2	<i>yes</i> 1
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O5. Means of escape from fire?

<i>fire doors not present</i>	<i>fire doors in poor condition no self closers</i>	<i>fire doors seats and self closers</i>	<i>fire doors with seals, closers and upgraded partitions</i>
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O: HOUSES IN MULTIPLE OCCUPATION

O5a	Fire Detection systems	No AFD or smoke detectors	Battery smoke detectors only	Afd in Moe only	Full AFD, with defects	Full working AFD	
		5	4	3	2	1	
O5b	Fire fighting equipment present	YES	No				
		1	2				
O6	Emergency Lighting	Not Present	Defective	Working			
		3	2	1			
Amenities		None	Shared worse than 1:5	Shared up to 1:5	Exclusive use to most lets	Exclusive use to all lets	Present in flat (conversion)
O7	Kitchens	6	5	4	3	2	1
Amenities (continued)		None	Shared worse than 1:5	Shared up to 1:5	Exclusive use to most lets	Exclusive use to all lets	Present in flat (conversion)
O8	Wash hand basins	6	5	4	3	2	1
O9	Baths/showers	6	5	4	3	2	1
O10	WC's	6	5	4	3	2	1
O11	Condition of Amenities	Repair/replace over 50% of amenities	Repair/replace up to 50% of amenities	Minor disrepair	Satisfactory		
		4	3	2	1		
O12	Management Regulations	Very Poor	Poor	Average	Good	Very Good	
		5	4	3	2	1	
O13	State of disrepair	Unfit	Urgent disrepair	Substantial disrepair	Minor disrepair	Satisfactory	
		5	4	3	2	1	
O14	Fitness for Multi-occupation (amenities, means of escape & other fire precautions)	Unfit amenities and fire	Unfit amenities	Unfit fire	Fit amenities and fire		
		4	3	2	1		

O15. Have the electrical installation(s) been tested by a competent person within the last 5 years

don't know	8	no	2	yes	1
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O16. Are there adequate Refuse Storage and Disposal Facilities

Poor	4	adequate	3	good	2	no facilities	1
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O17. Are the following Certificates available?

Certificate	d/k	No	Yes
a) Electrical Testing (IEE or Part P Building Regulations)	3	2	1
b) Fire Detection System	3	2	1
c) Emergency Lighting	3	2	1
d) Portable Appliance Testing	3	2	1
e) Fire Equipment Maintenance	3	2	1
f) CORGI Annual Gas Safety Certificate	3	2	1
g) OFTEC Annual Safety Certificate	3	2	1

APPENDIX D : SURVEY METHOD

1. THE SURVEY FRAMEWORK

The survey was designed and implemented within the national guidelines recommended by DCLG for local house condition surveys. This has involved the physical inspection of a sample of 1,000 dwellings and the completion of a short interview with the occupying households. To support sub-area reporting across the Council area a target sample size of 1,000 dwellings was agreed. Sample sizes were set to facilitate survey reporting both City-wide and for agreed sub-areas. Four sub areas were determined comprising:

- ♦ *Barton and Tredworth Ward*
- ♦ *Moreland Ward*
- ♦ *Westgate Ward (non GL2 postcodes)*
- ♦ *City Remainder*

Sub area selection was conducted in association with Council staff with area selection based on known housing characteristics and conditions across the City. With the exception of 'City Remainder' the three key target areas offer known concentrations of older housing and private rental.

Survey data has been "grossed up" to represent total private sector dwellings and households within the City. To do this estimates must be made of the total private sector housing stock and resident households. While such estimates represent a by-product of technical sampling processes they also form the critical base for all survey estimates and an important input to private sector housing planning.

Housing and household estimates are computed in a series of stages and by combining outputs from the Address Registers with actual survey data collected through visits to sampled addresses.

The stages involved in estimating private sector dwellings are as follows :

STAGE 1: Conversion of Address Register addresses to effective housing stock. Initial addresses issued are each assumed to represent one dwelling. The actual situation recorded during survey is used to adjust this assumption in one of two ways :

- (a) **By removing ineffective addresses which do not form a part of the private sector housing stock eg retail, commercial, closed, ineligible tenure.**

- (b) By adjusting for the actual number of dwellings located at each address. This may be more than one where several self-contained flats are located at *one* building address, or less than one where several non self-contained units have individual addresses within the *one* building.

STAGE 2: Estimation of private-sector housing stock. Private sector housing estimates are derived by applying the address/dwelling ratio to effective address counts. This is completed on an area basis together with estimates of occupancy status.

STAGE 3: Conversion of dwellings to Households. Household estimates are derived by examining levels of occupancy within the housing stock. The survey provides estimates of the number of households which are applied to the occupied housing stock.

2. FIELDWORK

Dwelling inspections were completed by experienced surveyors in our employ.

3. SURVEYOR VARIABILITY

The problem of surveyor variability in house condition surveys has received a considerable amount of attention in recent years. By surveyor variability we mean the extent to which the judgement of any individual surveyor varies from the standards established for the survey. It is impossible for complete uniformity to be achieved for many reasons including the work experience of the surveyors and the subjective nature of some of the assessment required. However, a number of steps can be introduced to minimise the potential bias that such variability introduces. The steps taken in Chorley include:

- *A detailed briefing and training exercise prior to survey implementation and involving all surveyors engaged in survey duties. The briefing included a full review of the techniques for completion of the physical survey form, the technical interpretation and application of the condition measures applied and a practical exercise involving the inspection of test dwellings chosen to be representative of a range of condition issues. Briefing also included instruction of the social interview.*
- *In addition to the briefing there was a programme of regular monitoring adopted. This involved, first, the appointment of a Technical Co-ordinator for the project. The Co-ordinator monitored ongoing returns from surveyors and conducted a 5% back check of completed inspections. Additional audit inspections were conducted by Council technical staff.*

- *All forms were inspected in detail for inconsistent and/or incomplete information as part of the normal survey administration process.*
- *Once the data had been prepared, and prior to the main analysis commencing, a detailed examination of the distribution of each surveyor's markings on key factors such as unfitness and repair scores was conducted. These distributions were examined in terms of dwelling age and location and were conducted with the view to identifying anomalies.*

5. COMPUTATION OF REPAIR COSTS

For repair cost dwellings were classified by type, number of storeys, number of rooms and date of construction. (Table D1).

TABLE D1: DWELLING CLASSIFICATION FOR COSTING PURPOSES									
DWELLING TYPE	PRE-1919			1919-1939			POST-WAR		
	1Flr.	2Flrs.	3Flrs.	1Flr	2Flrs.	3Flrs.	1Flr.	2Flrs.	3Flrs.
Detached House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Semi-D/End Terr House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Mid Terrace House	3rm	8rm	10rm	5rm	6rm	8rm	5rm	5rm	6rm
Purpose Built Flat	3rm	-	-	4rm	-	-	5rm	-	-
Tower/Slab Flat	-	-	-	6rm	-	-	4rm	-	-
Converted Flat	4rm	-	-	4rm	-	-	4rm	-	-

rm = Rooms

All costs are based on bespoke schedules of rates developed for the survey. Original pricing is based on the National Schedule of Rates published under the auspices of the Society of Chief Quantity Surveyors in Local Government and the Building Employers Confederation.

The costing process involves grouping dwellings into their appropriate classifications. The next step is to apply surveyor repair markings to the elemental renewal costs. This involves taking the set proportion of full renewal cost appropriate to the particular marking. Where the markings are on a five point scale by individual room they are converted to a per dwelling basis using weighting factors to reflect different room sizes. The surveyors markings generate elemental repair costs which range from 0% to 100% of full renewal cost. Finally, elemental repair costs are aggregated and, where appropriate, a scale reduction factor is applied to produce the total repair cost per dwelling, (costs over £5000). A number of refinements aimed at improving the accuracy of the cost estimating have been incorporated in the process.

- *The elemental renewal costs reflect the average quality of each dwelling classification in terms of specification, ornateness of detailing, etc. Where a dwelling is identified as being of superior quality when built, enhancement factors are automatically applied to the repair costs of the appropriate elements.*
- *Decoration within a dwelling does not feature as a repair element in its own right. However, where the scope of internal repairs is such that redecoration, in whole or in part, would be required, then the cost of this is automatically added in.*
- *Where the repair requirement of elements is assessed on a five point scale, enhancement factors are applied to the lower readings to reflect the higher unit costs of small repairs.*
- *Other refinements built into the system include a reflection of the differences in the cost of repairing pitched or flat roofs, full or partial central heating installations, etc.*

APPENDIX E : THE DECENT HOMES STANDARD

E.1 This appendix gives a detailed definition of the decent homes standard and explains the four criteria that a decent home is required to meet. These are:

- it meets the current statutory minimum standard for housing;
- it is in a reasonable state of repair;
- it has reasonably modern facilities and services;
- it provides a reasonable degree of thermal comfort.

E.2 The decent home definition provides a minimum standard. Landlords and owners doing work on their properties may well find it appropriate to take the dwellings above this minimum standard.

Criterion A: the dwelling meets the current statutory minimum standard for housing

E.3 **MINIMUM STATUTORY STANDARDS** : The Housing Act 2004 (Chapter 34) introduces a new system for assessing housing conditions and enforcing housing standards. The new system which replaces the former test of fitness for human habitation (Section 604, Housing Act 1985) operates by reference to the existence of Category 1 or Category 2 hazards on residential premises as assessed within the Housing Health and Safety Rating System (HHSRS - Version 2). For the purposes of the current survey the presence of Category 1 hazards has been assumed to represent statutory failure. These are hazards falling within HHSRS Bands A, B or C and accruing hazard scores in excess of 1000 points.

Criterion B: the dwelling is in a reasonable state of repair

E.4 A dwelling satisfies this criterion unless:

- one or more key building components are old and, because of their condition, need replacing or major repair; or
- two or more other building components are old and, because of their condition, need replacement or major repair.

BUILDING COMPONENTS

E.5 Building components are the structural parts of a dwelling (eg wall structure, roof structure), other external elements (eg roof covering, chimneys) and internal services and amenities (eg kitchens, heating systems).

E.6 Key building components are those which, if in poor condition, could have an *immediate* impact on the integrity of the building and cause further deterioration in other components.

They are the external components plus internal components that have potential safety implications and include:

- External Walls
- Roof structure and covering
- Windows/doors
- Chimneys
- Central heating boilers
- Gas fires
- Storage Heaters
- Electrics

E.7 If any of these components are old and need replacing, or require immediate major repair, then the dwelling is not in a reasonable state of repair and remedial action is required.

E.8 Other building components are those that have a less immediate impact on the integrity of the dwelling. Their combined effect is therefore considered, with a dwelling not in a reasonable state of repair if two or more are old and need replacing or require immediate major repair.

‘OLD’ AND IN ‘POOR CONDITION’

E.9 A component is defined as ‘old’ if it is older than its expected or standard lifetime. The component lifetimes used are consistent with those used for resource allocation to local authorities and are listed at the end of this appendix.

E.10 Components are in ‘poor condition’ if they need major work, either full replacement or major repair. The definitions used for different components are at listed at the end of this appendix.

E.11 One or more key components, or two or more other components, must be both old and in poor condition to render the dwelling non-decent on grounds of disrepair. Components that are old but in good condition or in poor condition but not old would not, in themselves, cause the dwelling to fail the standard. Thus for example a bathroom with facilities which are old but still in good condition would not trigger failure on this criterion.

E.12 Where the disrepair is of a component affecting a block of flats, the flats that are classed as non-decent are those directly affected by the disrepair.

Criterion C: The dwelling has reasonably modern facilities and services

E.13 A dwelling is considered not to meet this criterion if it lacks three or more of the following facilities:

- a kitchen which is 20 years old or less;
- a kitchen with adequate space and layout;
- a bathroom which is 30 years old or less;
- an appropriately located bathroom and WC;
- adequate sound insulation;
- adequate size and layout of common entrance areas for blocks of flats.

E.14 The ages used to define the 'modern' kitchen and bathroom are less than those for the disrepair criterion. This is to take account of the modernity of kitchens and bathrooms, as well as their functionality and condition.

E.15 There is some flexibility inherent in this criterion, in that a dwelling has to fail on three criteria before failure of the decent homes standard itself. Such a dwelling does not have to be fully modernised for this criterion to be passed: it would be sufficient in many cases to deal with only one or two of the facilities that are contributing to the failure.

E.16 These standards are used to calculate the national standard and have been measured in the English House Condition Survey (EHCS) for many years. For example, in the EHCS:

- a kitchen failing on adequate space and layout would be one that was too small to contain all the required items (sink, cupboards, cooker space, worktops etc) appropriate to the size of the dwelling;
- an inappropriately located bathroom or WC is one where the main bathroom or WC is located in a bedroom or accessed through a bedroom (unless the bedroom is not used or the dwelling is for a single person). A dwelling would also fail if the main WC is external or located on a different floor to the nearest wash hand basin, or if a WC without a wash hand basin opens on to a kitchen in an inappropriate area, for example next to the food preparation area;

Decent homes – definition : inadequate insulation from external airborne noise would occur where there are problems with, for example, traffic (rail, road or aeroplanes) or factory noise. Reasonable insulation from these problems should be ensured through installation of double glazing; inadequate size and layout of common entrance areas for blocks of flats would occur where there is insufficient room to manoeuvre easily, for example where there are narrow

access ways with awkward corners and turnings, steep staircases, inadequate landings, absence of handrails, low headroom etc.

Criterion D: the dwelling provides a reasonable degree of thermal comfort

E.17 The definition requires a dwelling to have both:

- efficient heating; and
- effective insulation.

E.18 Under this standard, efficient heating is defined as any gas or oil programmable central heating or electric storage heaters/programmable solid fuel or LPG central heating or similarly efficient heating systems. Heating sources which provide less energy efficient options fail the decent home standard.

E.19 Because of the differences in efficiency between gas/oil heating systems and the other heating systems listed, the level of insulation that is appropriate also differs:

- For dwellings with gas/oil programmable heating, cavity wall insulation (if there are cavity walls that can be insulated effectively) or at least 50mm loft insulation (if there is loft space) is an effective package of insulation under the minimum standard set by the Department of Health;
- For dwellings heated by electric storage heaters/programmable solid fuel or LPG central heating a higher specification of insulation is required to meet the same standard: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavity walls that can be insulated effectively).

Component lifetimes and definition of 'in poor condition' used in the national measurement of the disrepair criterion

COMPONENT LIFETIMES

E.20 Table E.1 shows the predicted lifetimes of various key building components within the disrepair criterion to assess whether the building components are 'old'. These are used to construct the national estimates of the number of dwellings that are decent and those that fail.

Table E.1: Component lifetimes used in the disrepair criterion

Building Components (key components marked *)	Houses and Bungalows	All flats in blocks of below 6 storeys	All flats in blocks of 6 or more storeys
LIFE EXPECTANCY			
Wall structure*	80	80	80
Lintels*	60	60	60
Brickwork (spalling)*	30	30	30
Wall finish*	60	60	30
Roof structure*	50	30	30
Chimney	50	50	N/A
Windows*	40	30	30
External doors*	40	30	30
Kitchen	30	30	30
Bathrooms	40	40	40
Heating – central heating gas boiler*	15	15	15
Heating – central heating distribution system	40	40	40
Heating – other*	30	30	30
Electrical systems*	30	30	30

IN POOR CONDITION

E.21 Table E.2 sets out the definitions used within the disrepair criterion to identify whether building components are 'in poor condition'. These are consistent with EHCS definitions and will be the standard used to monitor progress nationally through the EHCS. The general line used in the EHCS is that, where a component requires some work, repair should be prescribed rather than replacement unless:

- the component is sufficiently damaged that it is impossible to repair;
- the component is unsuitable, and would be even if it were repaired, either because the material has deteriorated or because the component was never suitable; (for external components) even if the component were repaired now, it would still need to be replaced within 5 years.

Table E.2: Component Condition used in the disrepair criterion

Building Components (key components marked *)	Houses and Bungalows
Wall structure	Replace 10% or more or repair 30% or more
Wall finish	Replace/repoint/renew 50% or more
Chimneys	1 chimney needs partial rebuilding or more
Roof Structure	Replace 10% or more to strengthen 30% or more
Roof Covering	Replace or isolated repairs to 50% or more
Windows	Replace at least one window or repair/replace sash or member to at least two (excluding easing sashes, reglazing painting)
External doors	Replace at least one
Kitchen	Major repair or replace 3 or more items out of the 6 (cold water drinking supply, hot water, sink, cooking provision, cupboards)
Bathroom	Major repair or replace 2 or more items (bath, wash hand basin)
Electrical System	Replace or major repair to system
Central Heating Boiler	Replace or major repair
Central Heating	Replace or major repair
Distribution	
Storage Heating	Replace or major repair

APPENDIX F :

GLOSSARY OF TERMS

AGE/CONSTRUCTION DATE OF DWELLING

The age of the dwelling refers to the date of construction of the oldest part of the building.

ADAPTATION

The installation of an aid or alternation to building design or amenity to assist normal dwelling use by physically or mentally impaired persons.

BASIC AMENITIES

Dwellings lack basic amenities where they do not have all of the following:

- kitchen sink;
- bath or shower in a bathroom;
- a wash hand basin;
- hot and cold water to the above;
- inside WC.

BEDROOM STANDARD

The bedroom standard is the same as that used by the General Household Survey, and is calculated as follows:

- a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over,
- each pair of young persons aged 10-20 of the same sex,
- and each pair of children under 10 (regardless of sex);
- unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom;
- any remaining unpaired children under 10 are also allocated a separate bedroom.

The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by informants even though they may not be in use as such.

CATEGORY 1 HAZARD

A hazard rating score within the HHSRS accruing in excess of 1000 points and falling into Hazard Bands A, B or C.

DECENT HOMES

A decent home is one that satisfies all of the following four criteria:

- it meets the current statutory minimum standard for housing.
- it is in a reasonable state of repair;
- it has reasonably modern facilities and services;
- it provides a reasonable degree of thermal comfort.

See Appendix E for further details.

DOUBLE GLAZING

This covers factory made sealed window units only. It does not include windows with secondary glazing or external doors with double or secondary glazing (other than double glazed patio doors which count as 2 windows).

DWELLING

A dwelling is a self contained unit of accommodation where all rooms and facilities available for the use of the occupants are behind a front door. For the most part a dwelling will contain one household, but may contain none (vacant dwelling), or may contain more than one (HMO).

TYPE OF DWELLING

Dwellings are classified, on the basis of the surveyors' inspection, into the following categories:

small terraced house: a house less than 70m² forming part of a block where at least one house is attached to two or more other houses;

medium/large terraced house: a house 70m² or more forming part of a block where at least one house is attached to two or more other houses;

semi-detached house: a house that is attached to one other house;

detached house: a house where none of the habitable structure is joined to another building (other than garages, outhouses etc.);

bungalow: a house with all of the habitable accommodation on one floor. This excludes chalet bungalows and bungalows with habitable loft conversions, which are treated as houses;

purpose built flat, low rise: a flat in a purpose built block less than 6 storeys high. Includes cases where there is only one flat with independent access in a building which is also used for non-domestic purposes;

purpose built flat, high rise: a flat in a purpose built block of at least 6 storeys high;

converted flat: a flat resulting from the conversion of a house or former non-residential building. Includes buildings converted into a flat plus commercial premises (typically corner shops).

EMPLOYMENT STATUS OF HOH

full time employment: working at least 30 hours per week as an employee or as self-employed. It includes those on government-supported training schemes but excludes any unpaid work;

part-time employment: working less than 30 hours per week as an employee or as self-employed. It excludes any unpaid work;

retired: fully retired from work i.e. no longer working, even part time. Includes those who have retired early;

unemployed: includes those registered unemployed and those who are not registered but seeking work;

other inactive: includes people who have a long term illness or disability and those looking after family/home;

employed full or part time: as above.

FITNESS

The Fitness Standard is defined by the 1989 Local Government and Housing Act: *section 604:* under Section 604 covering all the stock a dwelling is fit for human habitation unless in the opinion of the local housing authority it fails to meet one or more of the following requirements and by reason of that failure is not reasonably suitable for

occupation: it is free from disrepair; it is structurally stable; it is free from dampness prejudicial to the health of the occupants (if any); it has adequate provision for lighting, heating and ventilation; it has an adequate piped supply of wholesome water; it has an effective system for the draining of foul, waste and surface water; it has a suitably

located WC for the exclusive use of the occupants; it has for the exclusive use of the occupants (if any) a suitably located bath or shower and wash-hand basin, each of which is provided with a satisfactory supply of hot and cold water; and there are satisfactory facilities in the dwelling home for the preparation and cooking of food, including a sink with a satisfactory supply of hot and cold water.

HHSRS

The Housing Health and Safety Rating System (HHSRS) is the Government's new approach to the evaluation of the potential risks to health and safety from any deficiencies identified in dwellings. The HHSRS, although not in itself a standard, has been introduced as a replacement for the Housing Fitness Standard (Housing Act 1985, Section 604, as amended). Hazard scores are banded to reflect the relative severity of hazards and their potential outcomes. There are ten hazard bands ranging from Band J (9 points or less) the safest, to Band A (5000 points or more) the most dangerous. Using the above bands hazards can be grouped as Category 1 or Category 2. A Category 1 hazard will fall within Bands A, B and C (1000 points or more); a Category 2 hazard will fall within Bands D or higher (under 1000 points).

HMO

As defined in Section 254 Housing Act 2004, which relates predominantly to bedsits and shared housing where there is some sharing of facilities by more than one household.

HOUSEHOLD

One person living alone or a group of people who have the address as their only or main residence and who either share one meal a day or share a living room.

HOUSEHOLD TYPES

The classification is based on the primary family unit within the household only. This means that households in the first 4 categories (couple based and lone parents) may include other people in other family units. For example, a couple with dependent children who also have an elderly parent or a grown up non-dependent child living with them are still classed as a couple with dependent children. The types are:

Single Person: Single person aged below pensionable age;

Single Parent: Single person aged below pensionable age together with one or more persons aged under 16 years;

Small Adult: Two persons aged below pensionable age;

Small Family: Two persons aged below pensionable age together with one or two persons aged under 16 years;

Large Family: Two persons aged below pensionable age together with three or more persons aged under 16 years;

Large Adult: Three or more persons aged below pensionable age;

Elderly: One or more persons aged over pensionable age

LONG TERM ILLNESS OR DISABILITY

Whether anybody in the household has a long-term illness or disability. The respondent assesses this and long-term is defined as anything that has troubled the person, or is likely to affect them, over a period of time.

MEANS TESTED BENEFITS (IN RECEIPT OF)

Households where the HOH or partner receives Income Support, income-based Job Seekers Allowance, Working Families Tax Credit, Disabled Persons Tax Credit or Housing Benefit. Note that Council Tax Benefit is excluded from this definition.

SAP

The main measure of energy efficiency used in the report is the energy cost rating as determined by the Government's Standard Assessment Procedure (SAP). This is an index based on calculated annual space and water heating costs for a standard heating regime and is expressed on a scale of 1 (highly energy inefficient) to 120 (highly energy efficient).

SECURE WINDOWS AND DOORS

Homes with secure windows and doors have both of the following:

- main entrance door is solid or double glazed; the frame is strong; it has an auto deadlock or standard Yale lock plus mortise lock;
- all accessible windows (ground floor windows or upper floor windows in reach of flat roofs) are double glazed, either with or without key locks.

TENURE

Three categories are used for most reporting purposes:

owner-occupied: includes all households who own their own homes outright or buying them with a mortgage/loan. Includes intermediate ownership models;

private rented or private tenants: includes all households living in privately owned property which they do not own. Includes households living rent free, or in tied homes. Includes un-registered housing associations tenants;

registered social landlord (RSL): includes all households living in the property of registered housing associations.

RURAL/NON-RURAL

Survey data is available for areas classed as rural and non-rural as defined by Chorley Council at local Ward and Parish level.

VACANT DWELLINGS

The assessment of whether or not a dwelling was vacant was made at the time of the interviewer's visit. Clarification of vacancy was sought from neighbours. Two types of vacant property are used:

transitional vacancies: are those which, under normal market conditions, might be expected to experience a relatively short period of vacancy before being bought or re-let;

problematic vacancies: are those which remain vacant for long periods or need work before they can be re-occupied.

Dwellings vacant for up to 1 month are classified as transitional vacancies and those unoccupied for at least 6 months are treated as problematic vacancies. Dwellings vacant for between 1 and 6 months can be problematic or transitional depending on whether they are unfit for human habitation and therefore require repair work prior to being re-occupied.

VULNERABLE HOUSEHOLDS

Households who are in receipt of the following benefits: Income Support; Income-based Job Seeker's Allowance; Housing Benefit; Council Tax Benefit; Working Families Tax Credit; Disabled Person's Tax Credit; Disability Living Allowance; Industrial Injuries Disablement Benefit; War Disablement Pension, Attendance Allowance, Child Tax Credit, Working Tax Credit, Pension Credit.

Recommendations of the Overview & Scrutiny Committee
26th February 2024

RESOLVED that the Overview & Scrutiny Committee **RECOMMENDS** that:

- (1) A Member Briefing be offered to all Councillors on the Private Sector Stock Condition Survey following the 2024 local elections.
- (2) Members representing Barton and Tredworth, Kingsholm and Wotton, Westgate and Moreland be fully consulted on the issues and proposed actions for their respective areas.
- (3) Consideration be given to revisiting the proposals following the 2024 local elections, to take into account any new actions which are felt necessary by the new composition of the Council.

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Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Regulating Housing Standards		
Report Of:	Cabinet Member for Planning and Housing Strategy		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	James Dykes – Housing Regulation, Resettlement and Projects Manager		
	Email: james.dykes@gloucester.gov.uk		Tel: 396046
Appendices:	<ol style="list-style-type: none"> 1. Main report – Regulating Housing Standards Policy & Supplementary appendices 1-8 2. Environmental Health and Regulatory Services Enforcement Policy 2009 3. Printed decision for the introduction of Civil Penalties to tackle Poor Housing Conditions & Gloucestershire Civil Penalties Policy 2018 		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide a policy that sets out the guiding principles of the regulatory framework for the private sector housing service and the delivery of its statutory functions. The policy and supporting appendices serve to inform decision makers and investigating officers of the framework in which they operate, in addition to providing information to those individuals and businesses which are regulated and those protected by regulations. The policy compliments the Councils existing Enforcement Policy and is drawn up in line with the principles of good enforcement and better regulation.

2.0 Recommendations

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

- (1) Agree the adoption of the Regulating Housing Standards Policy, supporting appendices and statements of principles.
- (2) Agree the revision and minor amendments to the Gloucestershire Civil Penalties Policy 2018 through the adoption of the Gloucester City Council Civil Penalties Policy (Appendix 3 to the Regulating

- Housing Standards Policy).
- (3) Agree the removal of discretionary 'Early Payment' deductions for Civil and Financial Penalties. Recipients of financial penalties are already legally afforded a 2-stage process to review and appeal the amount of the penalty.
 - (4) Delegated authority be given to the Corporate Director to approve decisions to introduce new Statements of Principles to supplement the Regulating Standards Policy.
 - (5) Delegated authority be given to the Corporate Director to approve decisions to review and amend the existing Statements of Principles supplementing the Regulating Standards Policy.

3.0 Background and Key Issues

- 3.1 Housing is a key determinant of health and research shows that the condition of people's homes directly affects their health and wellbeing. The poorest quality housing is often found in the private sector, but this is not exclusive and housing issues are found across all tenures and some homeowners may struggle to maintain their homes, leading to hazardous conditions.
- 3.2 Gloucester City Councils Private Sector Housing service (PSH) aims to tackle health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords. The service aims to achieve this through promoting engagement and education in providing advice, information, assistance, and the signposting of support to our service users. Where this approach fails or there is a statutory function to meet its regulatory objectives, enforcement action will be taken.
- 3.3 The role of the private sector housing service in regulating housing standards is a statutory function and is governed by the delegated authorisations of the enacted statutes. The legislative framework that empowers the council to take enforcement action does so by enacting the powers and provisions of a large array of legislation, statutes and supporting guidance. The large amount of regulatory requirements placed on landlords, property managers and owners as well as officers of the council can often be confusing and challenging to implement. A number of the statutes require that the Council has adopted Policies and Statements of Principles in place as does the Regulators' Code. This is a statutory code of practice introduced under section 23 of the Legislative and Regulatory Reform Act 2006 and came into force on 6 April 2014. Regulators covered by the code should have an adopted enforcement policy in place that incorporates the requirements of the code.
- 3.4 The Council aims to support and ensure all landlords, businesses and residents are compliant with their regulatory requirements. To avoid unnecessary regulatory burdens, the Council expects landlords, agents, and businesses to comply with the law and proactively manage their properties and tenancies.

- 3.5 Currently the Council only has a historical enforcement policy that is non-service specific and other policies that require amending to reflect changes to legislative requirements and regulatory options available specifically to the Private Sector Housing Service. The council is currently not able to use the full suite of the regulatory 'Options' available as a result of not having a detailed regulatory policy and supporting statements of principles. In the absence of such a policy it would be difficult for the Council to effectively demonstrate compliance with the Regulators' Code (or its predecessors) and exposes us to legal challenges and appeals in the delivery of our statutory functions and duties.
- 3.6 The Private Sector Housing Service, along with our partnership agencies, will adopt the shared principals of Engagement, Education and Enforcement in a holistic multi- agency framework to ensure that resources are delivered through an effective and efficient model with supporting individuals, residents and businesses in Gloucester City at its core.
- 3.7 A significant review was carried out of the existing policies previously adopted by the Council and the policies of the other districts in Gloucestershire. Further consultation has also been sought of One Legal and Finance.

4.0 Social Value Considerations

- 4.1 The Council expects landlords, agents, individuals and businesses to comply with the law and proactively manage their properties and tenancies. This is to ensure that the health and welfare of tenants are protected, their properties, and activities at their properties, are not having a negative impact on the amenity of the neighbourhood and compliant businesses can operate fairly and grow economically. The proposed policy and regulatory resources will be applied proportionally based on the seriousness of the offence/s and focused toward seeking the highest penalties for the worst offenders. The council will not hesitate to take legal action where we detect serious or systematic breaches of housing, environmental and public health legislation, with a supportive 'light touch' approach for compliant individuals and businesses.

The social value considerations of this tenure neutral regulatory and enforcement framework are:

- Promoting the provision of safe, decent and well managed accommodation in the City to improve health outcomes.
- Provide housing assistance services to support residents with disabilities to remain independent and make shape their own outcomes.
- Seeking behaviour change and pursuing regulatory action against

those who flout the law and act unprofessionally in the housing sector.

- Making a fairer rented housing market by eliminating the financial gain or benefit from those who are non-compliant.
- Providing transparent and consistent regulation in the housing market.
- Promoting professionalism and resilience within the housing sector.
- Actively seek to reduce fuel poverty and carbon footprint impact through targeted assistance and intervention.
- Promoting economic growth and a thriving housing sector, whilst making best use of existing stock.
- Promote stronger communities to support people's feeling of safety, well-being and health.
- Empowering residents to make positive decisions about their housing options and shaping their own outcomes.

5.0 Environment Implications

- 5.1 The adoption of the policy and supplementary appendices will complement and enhance the existing regulatory framework and inform investigating officers and decision-makers to make robust decisions around when to take enforcement action. The enforcement options available to the private sector housing service can all have a positive environmental implication on the home environment and the surrounding community and neighbourhood. The minimum energy efficiency regulations will reduce carbon footprint and emissions from private rented housing.
- 5.2 Not being able to utilise the full breadth of regulatory tools available to officers will sometimes lead to an inability to take action without concern of legal challenge. This can lead to no action being taken which in turn has negative environmental implications.

6.0 Alternative Options Considered

- 6.1 The alternative option to retain the existing policies was considered. This was discounted as it is best practice to review policies to allow for changes in new and amended legislation. If not officers may be limited in the regulatory options available to improve housing standards.
- 6.2 The role of the private sector housing service is to deliver its statutory functions as set out by the Legislation. Other alternative options are not available.

7.0 Reasons for Recommendations

- 7.1 The recommendations respond to the changing statutory role of the private sector housing service and aim to provide the opportunity for better outcomes for residents.

- 7.2 The recommendations promote clear, consistent, and effective approaches to the practical application of enforcement to address health inequalities by improving housing conditions, wellbeing, and regulatory outcomes without imposing unnecessary burdens on compliant businesses.
- 7.3 The recommendations reduce the legal, financial, and reputational risk to the Council in the delivery of its regulatory functions.

8.0 Future Work and Conclusions

- 8.1 None.

9.0 Financial Implications

- 9.1 There are no financial consequences affecting the Council's budgeted position. Any charges being raised are based on statutory requirements and the receipts will be utilised in accordance with the statutory guidance.

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

10.0 Legal Implications

- 10.1 The Policies and associated appendices demonstrate compliance with the regulators code and enables Gloucester City Council to be able to approach enforcement in a consistent and fair manner that relevant to Private Sector Housing.

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

11.0 Risk & Opportunity Management Implications

- 11.1 The recommendations reduce the legal, financial and reputational risk the Council is exposed to.
- 11.2 The recommendations will allow officers to positively improve resident's homes, outcomes and their health and well-being.
- 11.3 The environmental quality of local neighbourhoods is linked to housing repair and conditions, and improvements made to housing and how housing is managed will inherently impact positively on the local areas.
- 11.4 The recommendations will allow officers to make a fairer rented housing market by eliminating the financial gain or benefit from those who are non-compliant.

12.0 People Impact Assessment (PIA) and Safeguarding

- 12.1 Legislation and its impacts are already screened and consulted on before

- coming into force. Full equality Impact assessments are completed.
- 12.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impacts; therefore, a full PIA was not required.

13.0 Community Safety Implications

- 13.1 None.

14.0 Staffing & Trade Union Implications

- 14.1 None.

Regulating Housing Standards Policy

Scope

This policy sets out the guiding principles of the regulatory framework for the private sector housing service and the delivery of its statutory functions. It promotes clear, consistent and effective approaches to the practical application of enforcement to address health inequalities by improving housing conditions, wellbeing, and regulatory outcomes without imposing unnecessary burdens on compliant businesses.

This policy does not apply in isolation and should be considered together with other related documents to form a comprehensive approach to improving homes and health outcomes in Gloucester.

Supporting Strategies and Policies

Housing and Homelessness Strategy 2024
Gloucester City Council – Council Plan 2022-2024
Gloucester City Council Civil Penalties Policy - 2018
Gloucester City Council ABCD Policy - 2020
Gloucester City Council Community Engagement & Regulatory Policy - 2020
Gloucester City Council Community Protection Notices Policy and Procedure.

Responsibility of

[Housing Regulation, Resettlement and Projects Manager](#)

Summary

Housing is a key determinant of health and research shows that the condition of people's homes directly affects their health and wellbeing. Every year, injuries, illnesses, and mental health issues arise because of hazards in homes. Sometimes, people don't realise that the condition of their home can negatively impact their health and wellbeing. The poorest quality housing is often found in the private sector, but this is not exclusive and housing issues are found across all tenures and some homeowners may struggle to maintain their homes, leading to hazardous conditions.

Gloucester City Councils Private Sector Housing service (PSH) aims to reduce health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords. The service aims to achieve this through promoting engagement and education in providing advice, information, assistance, and the signposting of support to our service users. Where this approach fails or there is a statutory function to meet its regulatory objectives, enforcement action will be taken.

This policy serves to inform investigating officers and decision-makers of the framework in which they operate, in addition to providing information to those individuals and businesses which are regulated and those protected by regulations.

The policy replaces the 2009 Enforcement Policy, compliments the Councils existing Enforcement Policies and is drawn up in line with the principles of good enforcement and better regulation. This policy and supporting appendices are specific to the enforcement action taken by the Private Sector Housing service supported by multi agency consultations and decisions (where applicable) and takes precedence.

The framework that empowers the Council to take enforcement action does so by enacting the powers and provisions of housing, environmental, and public health law, primarily the Housing Act 2004 ("the Act"), the Housing and Planning Act 2016 and other legislation (Appendix 2 - Delegated powers of Authorisation). The priorities for applying this tenure neutral regulatory and enforcement framework are:

- Promoting the provision of safe, decent and well managed accommodation in the City to improve health outcomes.
- Provide housing assistance services to support residents with disabilities to remain independent and make shape their own outcomes.
- Seeking behaviour change and pursuing regulatory action against those who flout the law and act unprofessionally in the housing sector.
- Making a fairer rented housing market by eliminating the financial gain or benefit from those who are non-compliant.
- Providing transparent and consistent regulation in the housing market.
- Promoting professionalism and resilience within the housing sector.
- Actively seek to reduce fuel poverty and carbon footprint impact through targeted assistance and intervention.
- Promoting economic growth and a thriving housing sector, whilst making best use of existing stock.
- Promote stronger communities to support people's feeling of safety, well-being and health.
- Empowering residents to make positive decisions about their housing options and shaping their own outcomes.

The Regulators' Code is a statutory code of practice introduced under section 23 of the Legislative and Regulatory Reform Act 2006 and came into force on 6 April 2014. Regulators covered by the code should have an adopted enforcement policy in place that incorporates the requirements of the code. Whilst this code is for guidance to support regulatory functions some legislation does not permit the full application of this code in that some offences are 'Strict liability offences' and as such informal options are not always available. Whenever a regulatory officer is carrying out an investigation they will be guided by the codes of practice of the Police and Criminal Evidence Act 1984 (PACE) and the Criminal Procedure and Investigations Act 1996.

While there is no explicit requirement to have a Housing focused enforcement policy, without one it would be difficult for the Council to effectively demonstrate compliance with the Regulators' Code (or its predecessors) and exposes us to legal challenges and appeals in the delivery of our statutory functions and duties. It also introduces a structure that protects individuals, businesses, and service users.

Gloucester City Council, along with our partnership agencies, will adopt the shared principals of Engagement, Education and Enforcement in a holistic multi-agency framework to ensure that resources are delivered through an effective and efficient model with supporting individuals, residents and businesses in Gloucester City at its core.

General Principles

Gloucester City Council aims to ensure all landlords, businesses and residents are compliant with their regulatory requirements. This includes, but is not exclusive to, the core functions of the licensing of houses in multiple occupation (HMOs), ensuring homes are safe and decent using the housing health and safety rating system (HHSRS), providing housing assistance, preventing homelessness and illegal evictions, reducing overcrowding, improving health outcomes resulting from poor quality homes, tackling damp and mould, hoarding care and support, bringing empty properties back into use and reducing anti-social behaviour associated with rented accommodation. It also includes a focus on improving the professionalism of residential landlords and managing agents.

To avoid unnecessary regulatory burdens, the Council expects landlords, agents, and businesses to comply with the law and proactively manage their properties and tenancies. This is to ensure that the health and welfare of tenants are protected, their properties, and activities at their properties, are not having a negative impact on the amenity of the neighbourhood and compliant businesses can operate fairly and grow economically. The person on whom a formal notice or order is served will be informed of the reason that this action is being taken, the timescale for completion of any works, the works that are legally required, representations that may be made, relevant appeal periods, details of any fees and charges and the consequences of noncompliance.

All enforcement action, whether informal or formal, will be carried out in accordance with the principles of good regulation set out in this Policy. Each case will be considered on its individual merits and in consultation with other agencies (where applicable). In deciding to take formal action and, if so, what type of action to take, Officers will use a risk and most appropriate course of action (MACA) impact-based approach.

Principles of Good Regulation	
Helpfulness, engagement and education Provision of advice and assistance on compliance in a courteous efficient and prompt manner.	
Standards Provide and publish clear standards setting out the level of service and performance provided by Gloucester City Council.	Openness Provision of information and advice in plain language about how we carry out our work, including consultation with stakeholders.
Transparency Access to information regarding regulatory procedures and decisions to be freely available.	Accountability Gloucester City Council will be accountable for the efficiency and effectiveness of its regulatory activities.
Consistency Duties to be carried out in a fair, equitable and consistent manner and with arrangements in place to promote consistency.	Confidentiality Gloucester City Council will ensure information provided in confidence is treated accordingly.
Proportionality When making a decision on appropriate enforcement action, Officers will, where discretion is allowed, consider both the circumstances of the case and history of the parties involved and will ensure that the remedial action required is proportionate to the risks and/or disadvantage created by the non-compliance, that it reflects any advice issued by Central Government or other co-ordinating bodies and takes into consideration relevant advice, Policy and the aims of Gloucester City Council.	Targeting Gloucester City Council accepts that its enforcement resources are limited and, where appropriate, they should be focused on those persons or companies whose activities give rise to the risks which are most serious. Enforcement is informed through intelligence arising from an investigation or complaints, planned projects, special surveys, enforcement initiatives or as a requirement from a Government Department.

Enforcement action and resources will be applied proportionally based on the seriousness of the offence/s and focused toward seeking the highest penalties for the worst offenders. The council will not hesitate to take legal action where we detect serious or systematic breaches of housing, environmental and public health legislation.

The PSH service will operate in a supportive 'light touch' manner for compliant landlords, owners, agents, and tenants. Where less significant breaches of the law are witnessed and/or the risk to health is lower, we will attempt to resolve cases informally through the signposting of support to service users, using lesser civil legal routes such as warnings and financial penalties and engagement and education to make it easier for recipients to understand and meet their regulatory obligations. This will enable economic growth for compliant businesses.

Regulatory activity is guided by three key principles:

Consistency: This means taking a similar approach in similar circumstances to achieve similar outcomes. It does not mean uniformity. Officers will consider many factors such as the level of risk, level of harm to individuals, the culpability of the offender, the history of compliance and the attitude and actions of those involved.

Openness: We will explain our actions clearly through engagement and education, in appropriate language and discuss compliance failures or problems. A clear distinction will be made between legal requirements and advice or guidance.

Proportionality: We will endeavour to balance the punishment of an offender against the direct risks to the persons effected, the effect on the wider community and severity of the breach of the law involved, to deter offenders from repeating the offence and discouraging others from committing similar offences.

In some cases, informal resolution cannot be achieved, or the matter being enforced is serious enough to warrant that the informal stage is not appropriate. Where property defects and evidence of poor management are likely to significantly impact on health, the PSH Team will take action. Certain breaches of legislation will require urgent and immediate regulatory responses, either because the time period for action is limited or because the effect of the activity causes significant harm to the public interest.

The Council has powers to make a requisition for information and documents. These powers will be used to assist with the Councils investigations and does not necessarily lead to the instigation of further enforcement action. Where a request for information or documents is not complied or misleading information is given or fraud is uncovered, this will be considered as aggravating factors in the investigation and further enforcement action may be appropriate.

A range of factors will be considered when considering enforcement action, including but not limited to:

- i) The severity of the offence.
- ii) The level of culpability of the offender.
- iii) The harm caused.
- iv) The costs of compliance and the financial benefit of failing to comply.
- v) The importance of deterring the offender from repeat offending and deterring others from committing similar offences, and;
- vi) The offender's assets and financial means.

Primary authority principles

The Council acknowledges that the primary authority principles as set out in the Regulatory and Sanctions Act 2008 and administered by the Better Regulation Delivery Officer (BRDO) apply to areas of housing standards enforcement. Where there is a primary authority in place the Council will comply with the appropriate primary authority requirements.

Scope and application of the policy

This policy is tenure neutral and is prioritised by the statutory functions of the PSH service. In the first instance service users are expected to take their own action to resolve the problem by contacting their landlord and allowing them adequate time to respond unless there is imminent risk to health where we will intervene immediately. If the landlord fails to take action in 14 days, the PSH service will investigate.

The majority of the PSH services' regulatory activity is generated by service users making a complaint (reactive). When a service request has been received, it will normally be triaged and responded to within 3 working days, no matter what the tenure or occupancy status, by an officer in the team unless the case requires immediate investigation. The case will be allocated a case officer and they will be responsible for keeping the complainant up to date with progress and contacting and engaging with all other interested parties (landlords, residential providers, etc). They will follow all reasonable lines of enquiry and investigation to obtain accurate and reliable information and evidence, to inform decision making and enable them to progress the case to conclusion.

The PSH service will usually serve a statutory Notice or Order where Category 1 and high Category 2 hazards are present and reasonable time will be given to complete the works. The reasons for taking a certain course of enforcement action to remedy Category 1 and 2 hazards will be set out in the statement of reasons included in the notice. The recipient(s) of a notice will be provided with opportunities to make representations regarding the deficiencies and hazards witnessed and the remedial works required to be taken.

Nuisances and other public health matters that are not abated before the Council witnesses the offence, will normally result in the relevant statutory notice being served.

Offences relating to HMO management regulations, failing to licence a HMO and/or breach of the conditions of a HMO licence will lead to enforcement action being taken as they are strict offences. Failure to comply with enforcement notices, will normally lead to further legal action being taken. Where legal action is necessary to address housing offences and crimes, financial penalties, where applicable, will normally be used as the primary enforcement tool (Appendix 1 and 3). The PSH service will use discretion in deciding whether to initiate a prosecution. Other approaches to enforcement can sometimes promote compliance with legislation

more effectively. However, a prosecution will be initiated where the circumstances warrant. (Appendix 4).

Residential Providers (RP) (Housing Associations) complaints. The PSH team will deal with, and enforce, Residential Providers (Housing Associations) complaints in the same way as any normal private sector housing disrepair complaints. Where the complaint is concerning the RP act or conduct outside of our delegated powers we will try to assist wherever possible. However, in these circumstances outside of PSH powers we would advise the complainant to contact the Housing Ombudsman Service (HOS) after using the RPs own internal complaints process. The HOS details are (<https://www.housing-ombudsman.org.uk/>) on 0300 111 3000 or email [to info@housing-ombudsman.org.uk](mailto:info@housing-ombudsman.org.uk) written enquires to Housing Ombudsman Service, Exchange Tower, Harbour Exchange Square, London E14 9GE.

Leaseholder/Freeholder complaints: The PSH Team is generally not able to respond to complaints by leaseholders requesting assistance in taking action against other leaseholders or freeholders for breach of contract or civil disputes (this includes all tenure types). We will only offer assistance in cases where there is a statutory nuisance or there are exceptional circumstances; this may include cases where there is imminent risk to health and a freeholder or leaseholder is impacting on another property or the public.

Leaseholders are advised to contact; The Leasehold Advisory Service - Fleetbank House, 2-6 Salisbury Square, London, EC4Y 8JX. Telephone: 020 7832 2500.
<http://www.lease-advice.org>

Owner Occupiers: The PSH Team is generally not able to respond to all complaints made about properties that are owner occupied unless they are requests for housing assistance (DFG'Ss), request for hoarding care and support in cases where there are safeguarding needs or there is a statutory nuisance or there are exceptional circumstances. We will offer owner occupiers advice, guidance and signposting to support where appropriate.

Not all enforcement interventions are reactive. There is often a need for proactive targeted interventions. This is often project based and multi-agency led. These are some examples of how we may target action – this is not an exhaustive list:

Property type or occupation: Examples such as unlicensed properties, poorly managed rented properties or those with anti-social behaviour linked to them, Properties with a low energy efficiency rating on their Energy Performance Certificate (EPC), Empty properties, Supported housing improvement programme and temporary accommodation, Asylum and resettlement accommodation and Hoarding Care and Support initiatives.

Geographical Areas: Where data and intelligence identifies that there are particular problems in a specific locality (heat mapping and hot spots). Where an area is identified as having adverse health inequalities or socioeconomic indicators.

Individuals: Where a landlord, managing agent, lettings professional, individual or organisation persistently fails to manage accommodation in accordance with legal requirements or repeatedly fails to comply with informal or formal requests to meet minimum legal requirements.

Where data and intelligence identifies that individuals and their activities are having a negative impact on the amenity of a neighbourhood or are having adverse health inequalities or socioeconomic indicators.

Where the individual is on the government database of rogue landlords and agents or has been convicted of a housing or relevant legislative offence, has a rent repayment order against them; or is subject to a banning order or a management order.

Retaliatory & Illegal Evictions, Harassment and Tenancy Relations

The Deregulation Act 2015 provides tenants protection from eviction in retaliation for making a complaint in relation to health and safety issues in their home. The circumstances to afford protection from retaliatory eviction require that a relevant legal notice has been served under the Housing Act 2004. Private Sector Housing will only serve the relevant legal notices in line with this policy and where it is clearly demonstrated that the landlord has failed to address the issues that have been reported to them or where emergency action has to be taken to make a home safe. The Housing Needs and Homeless team alongside PSH will inform people who rent properties from landlords or agents of their legal rights and obligations in relation to their occupation of a property. We may also advise residential occupiers of the legal action which they can take to enforce their legal rights, such as making claims for Rent Repayment Orders and Deposit Protection claims.

We will investigate all allegations of illegal eviction and harassment or failure to provide required information about a tenancy, in accordance with this policy. Where the Council believes it is appropriate it may take enforcement action using powers under the Prevention from Eviction Act 1977, Housing Act 1988 and other relevant housing laws.

Fees and Charging for Enforcement Action

The Housing Act 2004 allows councils to make a reasonable charge to recover administrative and other expenses for taking certain enforcement action. Legislation also allows us to recover costs in the case of works in default or works with agreement for the costs of the works and all associated costs.

The PSH Service will seek to recover all costs and fees when formal action is taken. The full costs of all officers' time, including overheads and any relevant expenses, will be charged. In some cases, we may seek to enforce the sale of a property to recover our costs, charges, fines and other financial debts owed to the council. Where remedial action has been undertaken the Council will incur a 30% charge to

be added to the costs with a minimum of a £300 charge being recovered from the landlord in line with the Council's Fees and Charges Policy. Each case will be based on its merits and if it is reasonable and proportionate to do so.

The notice charges and the costs of works and administrative costs will be raised as a charge against the property whilst repayment opportunities and debt recovery methods are exhausted.

The levels of fines determined for civil and financial penalties are set out in the supporting appendices and statements of principles.

Gloucester City Council also has the power to prosecute a wide range of offences under section 223 of the Local Government Act 1972 and make compensation claims to recover works in default and reasonable costs. Where there is a successful conviction in court and criminal lifestyle or benefit can be demonstrated, Gloucester City Council may make an application to use Proceeds of Crime Act 2002 legislation to recover money.

Work in Default and Works with Agreement

Where the Council has legally required someone to carry out remedial works to make a property safe, but they have failed to do so, the legislation affords powers to the Council to carry out works in default. This will enable the council to take action against property owners who continue to be negligent so we can be satisfied that no resident is left in a dangerous unsafe home. This action will be taken along with other legal action.

In most circumstances a person will be given notification of the Council's intention to carry out works in default unless emergency action is taken (see appendix 1 – Summary of Enforcement Options). Once we have started works it is an offence for a person to obstruct us or any of the contractors that have been employed to carry out the works.

The Council may also carry out works with agreement to comply with the requirements of an enforcement notice when the recipient consents to this and agrees a repayment of the costs and charges.

Consultation and Partners

Gloucester City Council is a member of a number of County Partnerships to ensure that we can support and deliver positive outcomes in a holistic multi-agency framework. We value the partners we work with and will engage and consult with them in relation to regulatory activity and procedures where the subject area is relevant and appropriate to do so. Such partners include, but is not exclusive to:

Gloucestershire Fire and Rescue Services.	Gloucestershire County Council and Social Care Services.
The Police, Safer Neighbourhood Partnerships and Solace.	Severn Wye Warm and Well Service.
NHS Partnerships and Health Boards.	The Department for Work and Pensions.

All information and data shared and obtained will be treated in confidence and in accordance with the Data Protection Act 2018 and the General Data Protection Regulations (GDPR). Gloucester City Council has adopted and is a signatory of the Gloucestershire Information Sharing Partnership Agreement (GISPA) and where appropriate will implement Specific Information Sharing Agreements (SISA) to support and assist with housing projects and initiatives. More details can be found here [What is the GISPA/what is it for? | Gloucestershire County Council](#). There will be circumstances where shared or complimentary enforcement action may be taken with other agencies to help target effective resources and activities and minimize duplication.

Information of allegations outside the remit of this Council may be referred to the appropriate enforcement authority to enable that agency to investigate the allegation. Gloucester City Council may also provide data to or obtain data from other enforcing authorities. When data sharing and referrals between authorities/agencies occurs, this will be done in accordance with all data protection legislation and regulations.

Delegations

Officers have a range of statutory powers delegated to them, under the relevant schemes of delegation, to undertake duties relating to Gloucester City Council. (Appendix 2) Officers will carry an identity badge; delegation documentation can be supplied if requested. In the event of any doubt about an Officer's powers, confirmation can be obtained by contacting the Officer's Line Manager who can provide any evidence describing their powers. It is an offence to obstruct an Authorised Officer who is conducting an investigation in line with their job role and statutory obligations, which could lead to prosecution.

Communications and Publicity

We will work with the Councils communications team and various media organisations and social media platforms to promote and inform people about our enforcement interventions and to deter 'Housing Crimes' and prevent exploitation of our residents. We will publish prosecutions and civil penalty charge notices on the Department of Levelling Up Housing and Communities (DLUHC) statutory database.

Media coverage will normally be sought where the offence/s are serious or have significant aggravating factors such as the risk to health of residents, the exploitation of tenants, anti-social behaviour or an issue that impacts the wider area or housing

sector and to ensure the rented housing market operates in a fair, equal and open way.

We will seek media coverage to assist in securing compliance by others or when it is in the public interest to demonstrate the Councils actions and to help improve awareness and to inform issues in the wider housing sector.

Enforcement case details and publicity will also be sought to support other local authorities and regulatory partners in their enforcement efforts, especially where the perpetrator/s operate across borough boundaries.

Appeals, Representations and Complaints

Gloucester City Council aims to provide an efficient and fair enforcement service. The recipient(s) of a notice will be provided with opportunities to make representations during the engagement process. When enforcement action is taken the correspondence, notices and supporting documentation will provide the recipient with information and guidance on how to appeal the enforcement notice (where applicable).

If a customer wishes to complain about the course of action an officer has taken it is expected that in the first instance, most problems can be resolved with the Officer dealing with the matter or with their Line Manager. If a person or business is not satisfied with the response received, they will be directed to Gloucester City Councils formal complaints procedure. [Complaints, compliments and comments - Gloucester City Council](#)

Please note that a complaint regarding a decision to prosecute cannot be progressed through the formal complaints procedure as this is a matter for the Administrative Court by way of an application for judicial review. If a person is still dissatisfied having exhausted Gloucester City Council's complaints procedure, a complaint can be made to the Local Government Ombudsman Service.

This policy has been assessed in accordance with the requirements of the Equality Act 2010 to ensure that the policy complies with the Public Sector Equality Duty.

In exercising any statutory powers, the Council needs to be aware of the human rights implications. The European Convention on Human Rights and Fundamental Freedoms was incorporated into British law by way of the Human Rights Act 1998. The convention protects certain rights. In the context of housing standards these are the right to private property (article 1 of the first protocol) and the right to respect for private home, life and correspondence (article 8 of the Convention). These rights are not absolute. They can be interfered with if a clear public interest case can be demonstrated, the action is proportionate, and the correct statutory procedure is followed. In each case officers should take into account the rights of the owner, occupier and anyone impacted by enforcement action.

Reviewing the policy

The policy will be reviewed every 4 years or at a time when triggered by the enactment of new guidance or legislative demand.

Local Procedures

TBC

Further Guidance

Regulators' Code (BRDO, BIS, April 2014)

The Code for Crown Prosecutors (CPS, October 2018)

PACE Codes

[Administration / National Policy and Guidance / Information](#)

Human rights publications

Housing Health and Safety Rating System Enforcement Guidance

Appendices:

Appendix 1 - General Summary of Regulatory Options

Appendix 2 - Delegated powers of Authorisation

Appendix 3 - Gloucester City Council Civil Penalty Policy 2024 (a.a)

Appendix 4 – Statement of Principles for Prosecutions and Simple Cautions.

Appendix 5 - Statement of Principles for Fit and Proper Persons.

Appendix 6 - Statement of Principles for Minimum Energy Efficiency Standards.

Appendix 7 - Statement of Principles for Electrical Safety in the Private Rented Sector.

Appendix 8 - Statement of Principles for Smoke and Carbon Monoxide Regulations.

Appendix 1 - General Summary of Regulatory Options.

Action	Circumstances
1. No action	<p>Complaints or allegations of housing legislation breaches or statutory nuisances are of minor or low risk to health and the landlord has not been informed by the complainant, or allegations are unsubstantiated and unwitnessed.</p> <p>Formal action is inappropriate in the circumstances.</p> <p>Referral to partner service/agency with more appropriate regulatory function.</p>
2. Advisory warnings, letters & Consultation	<p>Where conditions are evidenced to justify action and investigation and it is appropriate to give opportunity to landlords and tenants to make representations, provide information or effect change to meet compliance.</p> <p>No health impacts are present which poses a risk to health or nuisance.</p> <p>Landlords and individuals will be presented with an opportunity to engage with the case officer before and during and visits to inform what enforcement options are taken.</p>
3. Formal notices or orders	<p>The defect/conditions/behaviour presents a public health risk and/or a nuisance.</p> <p>Informal/advisory option not appropriate.</p> <p>The 'offence' is a strict offence.</p> <p>There are previous failures of statutory requirements.</p> <p>Previous advisory notices/letters ignored or action was not taken in a timely manner or to the correct standard.</p> <p>The landlord or agent has failed to take action following a complaint from their tenant.</p> <p>There is a lack of confidence in the individual, business or management i.e. the willingness to respond to an informal approach.</p> <p>The Council is legally required to serve a statutory notice.</p> <p>There is aggravating and contributory factors and culpability.</p> <p>Enforcement notices will be registered as a land charge.</p>
4. Financial Penalties	<p>For certain Housing Act 2004 breaches, amount of penalty decided by civil financial penalty Matrix (Appendix - 3).</p> <p>Used as alternative to a prosecution. Offences include:</p> <ul style="list-style-type: none"> • Non-compliance with an improvement or overcrowding notice. • Failure to obtain a property licence (Both parts 2 and 3 Housing Act 2004). • Breaches of HMO management regulations. • Breaches of the conditions of the property licence. • The Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020: We will issue a penalty charges of up to £30,000. (Appendix - 7)

	<ul style="list-style-type: none"> • Smoke & Carbon Monoxide Regulations 2015: We will issue a penalty charges of up to £5,000. (Appendix - 8). • Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 (MEES
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5. Emergency Action	<p>There is an imminent risk to health and safety to the occupant and/or public. Examples include but are not exclusive to: collapsing ceiling, sewerage and water leaks, dangerous electrics, no heating cases.</p> <p>Awaiting the service of a notice would not adequately protect the public interest.</p> <p>Emergency action may include the following statutory action:</p> <ul style="list-style-type: none"> • Emergency remedial action to remedy immediate risk hazards. • Emergency prohibition action restricting the use of a premises. <p>Emergency action will be registered as a land charge.</p>
6. Works in Default	<p>We may choose to carry out works in default required by a notice if they have not been completed within the permitted time or are not likely to be completed within the permitted time. Fees and charges will apply.</p> <p>We may choose to carry out works with agreement with the consent of the recipient of a Notice if they are unable to comply with the notice and want the Council to carry out the works on their behalf. Fees and charges will apply.</p> <p>Works in default will be registered as a land charge.</p>
7. Reduce Licence Duration	<p>When assessing a Licence application, where appropriate and in conjunction with the Council's Fit and Proper and Cause for Concern policy, we may reduce the duration of the licence. (Appendix - 5)</p>
8. Varying Licence Conditions	<p>When assessing a Licence application or varying an existing licence, where appropriate and in conjunction with the Council's Fit and Proper and Cause for Concern policy, we may add further conditions to a licence to remedy poor landlord behaviour or management standards. (Appendix - 5)</p>
9. Refusal to Grant a Licence	<p>When assessing a Licence application, where appropriate and in conjunction with the Council's Fit and Proper and Cause for Concern policy we may refuse to grant a licence. (Appendix - 5)</p>
10. Revoke a Licence	<p>When assessing a Licence, where appropriate and in conjunction with the Council's Fit and Proper and Cause for Concern policy we may revoke a licence. (Appendix - 5)</p>
11. Formal (Simple) Caution	<p>Where a prosecution or Financial Penalty is determined not to be in the public interest and it is the individuals first offence and admits guilt. (Appendix - 4)</p>
12. Prosecution	<p>Where the offence is serious enough to justify prosecution.</p> <p>Where it is a serious offence and or another consideration justifies prosecution.</p> <p>Where there is sufficient evidence to prove that an offence has been committed.</p> <p>Where there is a realistic prospect of conviction.</p> <p>Where the public Interest test is met.</p> <p>Where a landlord has committed the offence of illegal eviction or harassment.</p> <p>(Appendix - 4)</p>

13. Banning Order	Where the relevant offences, convictions and/or contraventions are serious enough to warrant the Council to seek a Banning Order following the breach of 'banning order offences' by landlords and agents. A banning order last for a minimum of 12 months and prevent landlords or agents from letting properties or being involved in the lettings and property management industry across England.
14. Proceeds of Crime	To be considered where, upon successful conviction, landlords or others have financially benefited from the proceeds of a criminal activity a Proceeds of Crime Order application may be made.
15. Warrant to Enter a Premises	Where there is a duty to inspect a property as part of an investigation and access has been previously refused by the owner or occupier. Seeking informal access to the property would negatively impact the evidence gathering for an offence, for example – inspecting a HMO, unlicensed HMO's, illegal conversion of a property. To carry out works in default to safeguard and protect the health and wellbeing of a resident and to remove any imminent risk hazards.
16. Rent Repayment Order	Rent Repayment Orders can be made in the First Tier Tribunal where landlords have committed certain offences. The landlord may be required to repay up to 12-months rent back to a tenant or local authority for housing benefit or universal credit. The offences are: Violence for securing entry into a property Illegal eviction or harassment of tenants Failure to comply with an Improvement Notice or Prohibition Order (HA04) Failure to licence a property that requires a licence. Breach of a Banning Order.
17. Management Orders	The decision to apply for a Management Order as set out in Part 4 of the Housing Act 2004. It is a complex decision that may only be considered on a case by case basis. They can be applied in circumstances to bring Empty Properties back into use (EDMO), take management control of HMO's that require to be licensed or properties
	where there are significant hazards and there is no likelihood of the HMO being licensed or repairs carried out.
17. Enforced Sale and debt recovery	Enforcement charges, broader Council debts (Council Tax), fines, costs of works and administrative costs will be raised as a charge against the property whilst repayment opportunities and debt recovery methods are exhausted. If there is no likelihood of a debt being recovered the Council will consider an enforced sale of the asset.

<p>18. Community Protection Notices (CPN)</p>	<p>A CPN can only be issued where the Council is satisfied on reasonable grounds that the conduct of an individual (aged 16 or over), a business or an organisation is:</p> <ul style="list-style-type: none"> • having a detrimental effect on the quality of life of those in the locality • persistent or continuing in nature, and • unreasonable. <p>For clarification, references to “conduct” include a failure to act. The Council will consider where the above threshold is met These on a case by case basis and is guided by the community trigger policy.</p> <p>A warning letter is issued as a first step.</p> <p>A community protection notice is issued as a final step.</p> <p>Failure to comply with a CPN is a criminal offence. There are a number of options available; however, consideration should be given to the victims’ wishes. A Fixed Penalty Notice may be appropriate, but it does not alleviate the impact on the community.</p> <p>Remedial action can also be taken.</p>
<p>19. Injunctions and Closure Orders</p>	<p>Injunctions and closure orders may be sought in consultation with wider multi agency partners when the behaviour/conduct of an individual is negatively impacting on the amenity of an area or resulting in ASB complaints from a premises.</p>

This list of options is a general summary and other regulatory options may be considered based on the facts and circumstances of the case.

Appendix 2 - Delegated Powers for Authorisation

GLOUCESTER CITY COUNCIL CONSTITUTION

STATUTORY PROVISIONS – RESPONSIBILITY FOR FUNCTIONS

OFFICER AUTHORISATION

I am writing to you to confirm your responsibility of functions including those statutory provisions you are authorised to enforce on behalf of the Council based on your authorisation justification form. These are attached for your information and records.

OFFICER AUTHORISATION – PRIVATE SECTOR HOUSING

DELEGATED AUTHORITY – CORPORATE DIRECTOR

- ~~1. Animal Boarding Establishments Act 1963~~
- ~~2. Animal Welfare Act 2006~~
- ~~3. Anti-Social Behaviour Act 2003~~
- ~~4. Anti-Social Behaviour Crime and Policing Act 2014~~
- ~~5. Breeding and Sale of Dogs (Welfare) Act 1999~~
- ~~6. Breeding of Dogs Act 1973, 1991~~
- ~~7. Building Act 1984~~
- ~~8. Caravan Sites Act 1968~~
- ~~9. Caravan Sites and Control of Development Act 1960~~
- ~~10. Clean Air Act 1993~~
- ~~11. Clean Neighbourhood and Environment Act 2005~~
- ~~12. Consumer Rights Act 2015 for the purposes of imposing financial penalties on letting agents in respect of their duties in section 83 of the Act~~
- ~~13. Contaminants in Food (England) Regulations 2013~~
- ~~14. Control of Pollution Act 1974, and (Amendment) Act 1989~~
- ~~15. Control of Waste (Dealing with Seized Property) England and Wales) Regulations 2015~~
- ~~16. Criminal Justice and Public Order Act 1994~~
- ~~17. Criminal Justice and Police Act 2001 (Sections 12-16 and 19-20)~~
- ~~18. Dangerous Wild Animals Act 1976~~

19. Defective Premises Act 1972
20. Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020
21. Energy Act 1976
22. Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015
23. Environment Act 1995
- For the purposes of the DVLA the authorisation specifically includes Section 108 (4)
24. Environmental Damage (Prevention and Remediation) Regulations 2009
25. Environmental Permitting (England & Wales) Regulations 2010 (as amended)
26. Environmental Protection Act 1990 (as amended)
27. Environment Act 1995
- For the purposes of the DVLA the authorisation specifically includes Section 108 (4)
28. Environmental Damage (Prevention and Remediation) Regulations 2009
29. Environmental Permitting (England & Wales) Regulations 2010 (as amended)
30. Food and Environment Protection Act 1985 (Part I) (Part III)
31. Food Safety Act 1990 (Section 32 – powers of entry)
32. Gambling Act 2005
33. Hazardous Waste (England and Wales) Regulations 2005
34. Health Act 2006
35. Health and Safety at Work etc. Act 1974
36. Health Protection (Notification) Regulations 2010
37. Housing Act 1985
38. Housing Act 1996
39. Housing Act 2004
40. Housing and Planning Act 2016
41. Housing Grants Construction and Regeneration Act 1996
42. Licensing Act 2003
43. Local Government (Miscellaneous Provisions) Act 1976, and 1982
44. Local Government Act 1972 and 1985
45. Local Government Act 2003

46. The Mobile Homes Act 2013
47. Policing and Crime Act 2009 and 2017
48. ~~Pollution Prevention and Control (England and Wales) Regulations 2000 (as amended)~~
49. ~~Pollution Prevention and Control Act 1999~~
50. Prevention of Damage by Pests Act 1949
51. Private Water Industry Act 1991
52. Private Water Supplies Regulations 2016
53. Protection from Eviction Act 1977
54. Public Health (Control of Diseases) Act 1984
55. Public Health Acts 1936 and 1961
56. Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc.) (England) Order 2014
57. Refuse Disposal (Amenity) Act 1978
58. Regulatory Enforcement and Sanctions Act 2008
59. Regulation of Investigatory Powers Act 2000
60. Regulatory Reform (Housing Assistance) (England and Wales) 2002
61. ~~Scrap Metal Dealers Act 2013~~
62. Smoke and Carbon Monoxide Alarm (England) Regulations 2015 (from 1 October 2015)
63. The Smoke-free (Premises and Enforcement) Regulations 2006
64. The Smoke-free (Penalties and Discounted Amounts) Regulations 2007
65. The Smoke-free (Exemptions and Vehicles) Regulations 2007
66. ~~The Smoke-free (Vehicle Operators and Penalty Notices) Regulations 2007~~
67. The Smoke-free (Signs) Regulations 2007
68. ~~Sunbeds (Regulation) Act 2010~~
69. ~~Town and Country Planning (Assessment of Environmental Effects) Regulations 1988, SI 1988, No. 1199~~
70. ~~Town and Country Planning (Environmental Impact Amendment) (England and Wales) Regulations 1999~~
71. Town and Country Planning Act 1990
72. Wildlife and Countryside Act 1981

73. Zoo Licensing Act 1981

Appendix 3 - Gloucester City Council Civil Penalties under the Housing and Planning Act 2016 Policy

Introduction

Gloucester City Council is required to prepare and publish a Civil Penalties policy and statement of principles and it must follow this guide when deciding on the amount of a penalty charge to issue for specified offences. This policy is to be read and implemented in conjunction with the Regulation of Housing Standards Policy. The power to impose a Civil Penalty as an alternative to prosecution for certain offences was introduced by section 126 and Schedule 9 of the Housing and Planning Act 2016. Other statutes also provide for the application of Civil / Financial penalties and they will consider the principles as set out below alongside specific considerations as set out in the supporting statements of principles.

Where legal action is necessary to address housing offences and crimes, financial penalties, where applicable, will normally be used as the primary enforcement tool. Financial penalties will be applied proportionally based on the seriousness of the offence/s and focused toward seeking the highest penalties for the worst offenders.

Statutory guidance has been issued by the Secretary of State under Schedule 9 (12) of the Housing and Planning Act 2016 and Local Authorities must have regard to this when exercising its functions in respect of civil penalties.

The maximum civil penalty that can be set is £30,000. A minimum penalty level has not been set and the appropriate amount of penalty is to be determined by the Local Housing Authority. Only one penalty can be imposed in respect of the same offence. In determining the Civil Penalty amount, the Local Housing Authority will have regard to the statutory guidance issued under schedule 9 of the Housing and Planning Act 2016 and also to the adopted Civil Penalty Matrix (Appendix A).

The legal framework

The Housing and Planning Act provides for powers that permit local authorities to impose a civil penalty (sanction) as an alternative to a prosecution. The approach to issuing a Civil Penalty is fundamentally made up of two stages, firstly determining the appropriate sanction and secondly (if appropriate) the level of Civil Penalty charged.

When determining the appropriate regulatory action, the Council should satisfy itself that if the case were to be prosecuted there would be a 'realistic prospect of a conviction'. This is currently determined by consulting the Crown Prosecution Service "Code for Crown Prosecutors" which provides two tests: (i) the evidential test and (ii) the public interest test (Refer to Gloucester City Councils Statement of Principles for Prosecutions and Simple Cautions).

Civil Penalties were introduced by the Housing and Planning Act 2016 under Section 126 and Schedule 9 of that Act. The powers enable Local Authorities to impose Civil Penalties of up to £30,000 in respect of the following offences:

- a) Failure to Comply with an Improvement Notice under Section 30 of the Housing Act 2004.

- b) Offences relating to Licensing of HMOs under Section 72 of the Housing Act 2004;
 - i Section 72 (1) being in control or managing an HMO which is required to be licensed but is not so licensed;
 - ii Section 72 (2) being in control or managing an HMO which is licensed but knowingly permitting occupation over and above the number authorised by the licence;
 - iii Section 72 (3) being a licence holder who fails to comply with any condition(s) of a licence.

- c) Offences relating to Licensing of Houses under Part 3 of the Housing Act 2004 (Selective Licensing);
 - i Section 95 (1) being in control or managing a house which is required to be licensed but is not so licensed;
 - ii Section 95 (2) being a licence holder who fails to comply with any condition of a licence.

- d) Contravention of an overcrowding notice under Section 139 of the Housing Act 2004.

- e) Failure to comply with management regulations in respect of HMOs under Section 234 of the Housing Act 2004.

- f) Where a landlord or agent has breached a Banning Order.

Decision making

Where legal action is necessary to address housing offences and crimes, financial penalties, where applicable, will normally be used as the primary enforcement tool. Ultimately, it is for the Local Authority to decide which regulatory option it wishes to pursue but as a general principle, Gloucester City Council will only normally prosecute in circumstances where an offence is particularly serious, where there is no other recourse to alternative sanction or where the offender has committed similar offences and is an individual or business that fails the fit and proper person and cause for concern tests (refer to Statement of Principles for Licensing and Fit and Proper Persons). Each case will be based on its merits and if it is reasonable and proportionate to do so.

Prosecution in serious cases demonstrates that the Local Authority will not hesitate to take formal action where needed and is likely to act as a strong deterrent both to the offender and other rogue landlords. A prosecution also enables the Local Authority to apply for a banning order following a successful conviction.

Factors in considering imposing penalty levels

Clearly, a single level penalty will not be appropriate in all cases and when assessing the level of penalty to be imposed it is expected that the maximum amount would be reserved for the worst offenders. The actual amount levied should reflect the severity of the case and local authorities should have regard to the following;

- a) The seriousness of the offence - The more serious the offence, the more likely it is that prosecution will be the more appropriate course of action.
- b) Culpability of the landlord - Factors to take into account when determining the culpability include where the offender;
 - i Has the **intention** to cause harm, the highest culpability where an offence is planned.
 - ii Is **reckless** as to whether harm is caused, i.e. the offender appreciates at least some harm would be caused but proceeds giving no thought to the consequences, even though the extent of the risk would be obvious to most people.
 - iii Has **knowledge** of the specific risks entailed by his actions even though he does not intend to cause the harm that results.
 - iv Is **negligent in their actions**.

Examples of Culpability

High (Deliberate Act)	Intentional breach by landlord or property agent or flagrant disregard for the law, i.e. failure to comply with an improvement notice; failure to licence a property that requires a licence.
High (Reckless Act)	Actual foresight of, or willful blindness to, risk of offending but risks nevertheless taken by the landlord or property agent; for example, failure to comply with HMO Management Regulations
Medium (Negligent Act)	Failure of the landlord or property agent to take reasonable care to put in place and enforce proper systems for avoiding commission of the offence; for example, part compliance with a schedule of works, but failure to fully complete all schedule items within
Low (Low or no culpability)	Offence committed with little or no fault on the part of the landlord or property agent; for example, obstruction by tenant to allow contractor access, damage caused by tenants

- b) Harm or potential for harm - In determining the level of harm the Local Housing Authority will have regard to;
 - i The person: i.e. physical injury, damage to health, psychological distress.
 - ii To the community; i.e. economic loss, harm to public health.
 - iii Other types of harm; i.e. public concern/feeling over the impact of poor housing condition on the local neighbourhood

The nature of the harm will depend on the personal characteristics and circumstances of the victim.

Where no actual harm has resulted from the offence, the council will consider the relative danger that persons have been exposed to as a result of the offender's conduct, the likelihood of harm occurring and the gravity of harm that could have resulted.

Factors that indicate a higher degree of harm include;

- i Multiple victims
- ii Especially serious or psychological effect on the victim
- iii Victim is particularly vulnerable

Examples of Harm Categories

High	Defect(s) giving rise to the offence poses a serious and substantial risk of harm to the occupants and/or visitors; for example, danger of electrocution, carbon monoxide poisoning or serious fire safety risk.
Medium	Defect(s) giving rise to the offence poses a serious risk of harm to the occupants and/or visitors; for example, falls between levels, excess cold, asbestos exposure.
Low	Defect(s) giving rise to the offence poses a risk of harm to the occupants and/or visitors; for example, localised damp and mould, entry by intruders.

The purpose of imposing a financial penalty

The purpose of the Council exercising its regulatory powers is to reduce health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords.

The general aims of financial penalties are to:

- Lower the risk to tenants health and safety.
- Reimburse the costs incurred by the Council in taking enforcement action.
- Change the behaviour of the landlord and prevent future non-compliance.
- Eliminate financial gain or benefit from non-compliance with the regulations.
- Be proportionate to potential harm outcomes, the nature of the offence, and the cost benefit to comply with the legal requirements.

The prescribed aims of civil penalties set out in the guidance are:

- Punishment of the offender -
 - a) A Civil Penalty should not be regarded as an easy or lesser option compared to prosecution.
 - b) The penalty should be proportionate and reflect the severity of the offence.
 - c) The penalty should be set high enough to help ensure that it has a real economic impact on the offender and demonstrate the consequences of not complying with their responsibilities.
- Deter the offender from repeating the offence -
 - a) The ultimate goal is to prevent further offending and help ensure the landlord fully complies with all their legal responsibilities in future.

- b) The level of penalty should be set at a high enough level to deter repeat offending.
- Deter others from committing similar offences -
 - a) Important part of deterrence is the realisation that the Council is proactive in levying Civil Penalties where the need exists and that the level of Civil Penalty will be set high enough to punish the offender and deter repeat offending.
- Remove any financial benefit to the offender for the offence -
 - a) Ensure that the offender does not benefit as a result of committing an offence i.e. it should not be cheaper to offend than to ensure a property is well maintained and managed.

Determining the amount of Civil Penalty

The maximum civil penalty that can be set is £30,000 per offence. The council has adopted an assessment tool called the Civil Penalty Matrix (Appendix A) for assessing the level of Civil Penalty that should be charged when offences have been committed. In determining the amount of a financial penalty, the authority will take full account of the particular facts and circumstances of the breach under consideration.

The application of the Civil Penalty Matrix ensures that the assessment of the level of Civil Penalty reflects the factors to be considered in the statutory guidance provided by the Secretary of State and takes into account all elements set out by the Gloucester City Council through its enforcement policy and procedures.

The table below sets out the interrelation between harm and culpability as a determinant of the Civil Penalty banding.

Low Culpability/High Harm Band 4	Medium Culpability/High Harm Band 5	High Culpability/High Harm Band 6
Low Culpability/Medium Harm Band 3	Medium Culpability/Medium Harm Band 4	High Culpability/Medium Harm Band 5
Low Culpability/Low Harm Band 1	Medium Culpability/Low Harm Band 2	High Culpability/Low Harm Band 3
Band 1 = £0 to £4,999	Low Culpability/Low Harm	
Band 2 = £5,000 to £9,999	Medium Culpability/Low Harm	
Band 3 = £10,000 to £14,999	Low Culpability/Medium Harm OR High Culpability/Low Harm	
Band 4 = £15,000 to £19,999	Low Culpability/High Harm OR Medium Culpability/Medium Harm	
Band 5 = £20,000 to £24,999	Medium Culpability/High Harm OR High Culpability/Medium Harm	
Band 6 = £25,000 to £30,000	High Culpability/High Harm	

Aggravating Factors

The penalty may be increased by £1,000 for each aggravating factor up to a maximum of the top of the band level determined above.

Below is a list which will be considered as part of the determination along with considerations whether an individual or business fails the fit and proper person and cause for concern tests (refer to Statement of Principles for Licensing and Fit and Proper Persons). This is not an exhaustive list and other factors may be considered depending on the circumstances of each case.

- Previous convictions having regard to the offence to which applies and time elapsed since the offence
- Motivated by financial gain
- Obstruction of the investigation
- Deliberate concealment of the activity/evidence
- Number of items of non-compliance - greater the number the greater the potential aggravating factor
- Record of non-compliance
- Record of letting substandard accommodation
- Record of poor management/ inadequate management provision
- Lack of a tenancy agreement/rent paid in cash
- Already a member of an accreditation scheme or letting standard - so should know better

Mitigating Factors

The penalty may be reduced by £1,000 for each mitigating factor to a minimum of the bottom of the band level determined above apart from Band 1 where the minimum reduction will be to £500.

Below is a list which will be considered as part of the determination. This is not an exhaustive list and other factors may be considered depending on the circumstances of each case.

- Co-operation with the investigation
- Voluntary steps taken to address issues e.g. submits a licence application
- Willingness to undertake training
- Willingness to partake in the Gloucestershire Fit To Rent landlord accreditation scheme
- Evidence of health reasons preventing reasonable compliance - mental health, unforeseen health issues, emergency health concerns
- No previous convictions
- Vulnerable individual(s) where there vulnerability is linked to the commission of the offence.
- Good character and/or exemplary conduct.

When considering aggravating and mitigating factors the Civil Penalty imposed must remain proportionate to the offence.

Reference will be made to Magistrates Court Sentencing Council guidelines when considering relevant aggravating and mitigating factors.

An offender will be assumed to be able to pay a penalty up to the maximum amount unless they can demonstrate otherwise.

Civil Penalties - Multiple Offences

Where the Local Housing Authority are satisfied that more than one offence is being committed concurrently in respect of a single property, they may issue multiple Civil Penalty notices, (for example, where there are multiple breaches of the HMO Management Regulations and a failure to licence the property).

However, where satisfied on the merits of the case and/or where the authority considers that issuing multiple penalties at the same time would result in an excessive cumulative penalty, nothing in this policy shall require the authority to do that. The authority may take action in respect of one or more of the offences and warn the offender that future alternative action in respect of the remaining offences will be taken if they continue.

Where a landlord receives two or more civil penalties over a 12-month period, local housing authorities may include that person's details in the database of rogue landlords and property agents.

Procedural matters for Penalty Charge Notices

The legislation as amended sets out the procedural steps which must be taken before the Council can impose a requirement on a landlord to pay a civil penalty charge.

- The council must first be satisfied that an individual or business is guilty of an offence as set out above and if the case were to be prosecuted there would be a 'realistic prospect of a conviction'.
- The council will serve a Notice of Intention to issue a Financial Penalty which sets out the reasons for decision, the amount of the penalty and invites the recipient to make representations.
- Where a landlord makes a representation requesting a review of the decision within one month from when the notice of intention is served, the council will consider any representations made by the landlord and either confirm, vary or withdraw the penalty and serve a final notice of its decision.
- A landlord who has made a representation of a penalty charge notice and has been served with a notice confirming or varying the penalty charge notice, may appeal to the First-tier Tribunal against the Council's decision. Appeals should be made within 28 days from the notice served of the Council's decision on review. The penalty charge notice will be suspended until the case has been determined.

Details of how to make a representation and appeals will be included with the remedial notice and supporting documentation. The Council will notify the landlord of its decision by notice, which will be either to confirm, vary or withdraw the penalty charge notice.

To ensure fairness and transparency and following a review, every decision to confirm a Penalty Notice will be subject to approval by the Team Leader or Manager.

If the penalty charge remains unpaid then the charges and administrative costs will be raised as a charge against the property whilst repayment opportunities and debt recovery methods are exhausted. Where landlords do make an appeal to the First-tier Tribunal, recovery will commence after one month from when the appeal is determined or withdrawn.

The council also still reserves the right to carry out works in default where appropriate. Where works in default has been undertaken by the Council, the costs of the works are recoverable. The Council will incur a 30% charge to be added to the costs of any works undertaken as remedial action, with a minimum of a £300 charge being recovered from the landlord in line with the Council's Fees and Charges Policy.

Further Guidance

[Civil penalties under the Housing and Planning Act 2016 - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

[Civil penalties under the Housing and Planning Act 2016 \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

[Housing and Planning Act 2016 \(legislation.gov.uk\)](http://legislation.gov.uk)

Appendix 4 - Statement of Principles for Prosecutions and Simple Cautions

PROSECUTION

Gloucester City Council will use discretion in deciding whether to initiate a prosecution. Other approaches to enforcement can sometimes promote compliance with legislation more effectively. However, where the circumstances warrant it, prosecution without warning and recourse to alternative sanctions may be appropriate. Most of the offences investigated by the private sector housing service are summary only offences. This is where an offence is usually tried in the Magistrates' Court. Some offences are 'either way' which means they can be heard by either the Magistrates or Crown Court. Where the Council take proceedings under the Proceeds of Crime Act 2002, sentencing for a summary only offence may take place in the Crown Court.

Each case will be treated as unique and considered on its own facts and merits with due consideration to the Equalities Act 2010 and the Human Rights Act 1998. All the circumstances surrounding the case will be considered including the social benefits and costs associated with bringing the matter to the attention of the Courts.

The prosecution of offenders will be used judiciously but, without hesitation, against those businesses or individuals where the law is broken and the health, safety, well-being or amenity of the public, employees and consumers are subject to risk.

Legal advice will be taken to ensure that only those cases presenting a realistic prospect of conviction will be pursued. Gloucester City Council will have due regard to the availability of any defences and to any explanation, apology or other issue referred to by the suspect by way of mitigation.

The decision to prosecute will consider the criteria set down in the Code for Crown Prosecutors, issued by the Crown Prosecution Service and the points below.

The Evidential Test

There must be enough evidence to provide a realistic prospect of conviction and the evidence must be admissible and reliable.

In determining the sufficiency of evidence, consideration should be given to the following factors:

- Availability of Essential Evidence
- Credibility of witnesses - are they likely to be credible witnesses and whether they are likely to be consistent and fail under cross-examination? – are they willing to attend as witnesses? Could they be 'hostile' witnesses?

- Where the case depends in part on admissions or confessions, regard should be had to their admissibility;
- Where two or more defendants are summonsed together, the sufficiency and admissibility of evidence available against each defendant, if separate trials are ordered.

In determining the admissibility of evidence, regard should be given to the requirements of the Police and Criminal Evidence Act 1984 and the Criminal Procedure and Investigations Act 1996 and associated Codes of Practice.

The Public Interest Test

When satisfied that sufficient evidence is available, consideration must be given to whether the public interest requires a prosecution.

The following considerations should apply:

- Seriousness of the offence - the degree of detriment or potential detriment to consumers, employees or the environment. Current public attitudes to the particular breach of law should be considered.
- The age of the offence – less regard will be paid to this if the length of time could be attributable to the defendant themselves, the complexity of the case or the particular characteristics of the offence that have contributed to the delay in its coming to light.
- The age, circumstances or mental state of the offender – less regard to this is given if there is a real possibility of repetition or the offence is of a serious nature. Whether the defendant is likely to be fit enough to attend Court should also be considered.
- The willingness of the offender to prevent a recurrence of the problem. If the circumstances that give rise to the offence have subsequently been rectified and there is little likelihood of a recurrence, then the case may be dealt with more appropriately by other means.
- The ‘newness’ of the legislation transgressed may be a consideration, especially where the offence is of a technical nature, and future compliance may be obtained by less formal means.
- Important but uncertain legal points that may have to be tested by way of prosecution.

Simple Cautions

A Simple Caution may be used as an alternative to prosecution. The aim of a Simple Caution is to deal quickly and simply with offences, save Court time and reduce the likelihood of re-offending.

A decision to offer a Simple Caution must be made having regard to: Home Office circular 30/2005 Cautioning of Offenders.

Guidance to Police Officers and Crown Prosecutors issued by the Director of Public Prosecutions.

LACORS Guidance on Cautioning of Offenders.

Following the offer of a Simple Caution, the individual or company concerned will be required to confirm acceptance within 14 days.

When considering whether to offer a Simple Caution, the following will be considered:

- Whether a Simple Caution is appropriate to the offence and the offender.
- Whether a Simple Caution is likely to be effective.

Public Interest Considerations

- The views of the victim and the nature of any harm or loss;
- Whether the offender has made any form of reparation or paid any compensation;
- Any known records of previous convictions or Simple Cautions relating to the offender.

A Simple Caution cannot be given where the offence is indictable only or where the offender is under 18 years of age. It may only be offered where the offence has been fully admitted by the offender.

The person administering the Caution will be an appropriate Service Manager employed within Gloucester City Council.

If the offender fails to admit the offence or does not agree to the Simple Caution, the case will be considered for prosecution.

Appendix 5 - Statement of Principles -

Fit and Proper Person and Cause for Concern

The Housing Act 2004 Part 2 & 3, 'the Act', introduces property licensing of residential accommodation. One of the key functions of licensing is to tackle the negative consequences of poor tenancy and property management through regulatory powers that are introduced through mandatory and discretionary licence conditions and the wider enforcement provisions of the legislation. Licensed properties and landlords are also required to be on a public register.

Landlords who are found to be letting a property in breach of the licensing requirements commits an offence punishable by an unlimited fine upon successful conviction or a financial penalty fine of up to £30,000 per offence as an alternative to prosecution. The Act also prevents a landlord from using the s.21 possession notice procedure if he does not have a valid licence. This means tenants have additional safeguarding in protection from eviction. Furthermore, local housing authorities and tenants can claim up to 12 months' rent back from a landlord for the period in which the property was not licensed (see below).

Gloucester City Council only operates the mandatory HMO licensing scheme and does not currently operate any discretionary licensing schemes.

Mandatory HMO licensing

A Mandatory HMO licence is currently required for HMOs with five or more occupiers living in two or more households sharing some amenities or facilities such as a kitchen or bathroom.

Discretionary licensing

The Housing Act 2004 empowers Councils to have the discretion to bring into force licensing of other residential accommodation, as defined by parts 2 and 3 of the Act. There are two types of discretionary licensing. Additional licensing may be appropriate where a large number of HMOs in an area are not being managed effectively and causing particular problems for the people who live in these HMOs or members of the public. Selective licensing may be appropriate where that the area contains a high proportion of properties in the private rented sector and there are issues in relation to; housing condition, migration, deprivation, or crime.

Licence Conditions

The Act requires that every licence must include certain mandatory management conditions. Gloucester City Council also has the power to include other discretionary conditions which we consider appropriate for tackling the negative issues which affect the private rented sector (PRS) in the City. Once a licence has been issued

the licence holder is bound by the conditions. Where a breach of any one or more of the conditions is witnessed the licence holder commits an offence and upon summary conviction is liable for an unlimited fine per offence, or a financial penalty of up to £30,000 as an alternative to prosecution.

If a licence holder knowingly permits a licensed property to be occupied by more than the permitted maximum number of occupiers determined in the licence conditions, he/she commits an offence and upon conviction is liable for an unlimited fine or a financial penalty of up to £30,000 as an alternative to prosecution.

The licence conditions allow the use of early intervention both through education and enforcement to successfully manage and eradicate problems of nuisance, anti-social behaviour and poor property management. They will provide the framework to ensure that tenancy management is the clear and proper responsibility of the landlord and enables enforcement resources to be delivered efficiently in a prioritised risk-based approach.

Licence Duration

The Housing Act 2004 allows for licenses to be issued for a period of up to 5 years. Where the authority is not satisfied that suitable management arrangements are in place and that the proposed licence holder or manager is a 'person of concern' then a licence will only be granted for 1 year. During this period the property management standards will be monitored, and the property inspected to ensure it is compliant with the required standards and licence conditions.

If a landlord or agent has let a Licence expire and has failed to submit a valid renewal application and fee in time, then, upon receipt of a valid new application and fee, a new licence will only be granted for 3 years. During this period the property management standards will be monitored, and the property inspected to ensure it is compliant with the required standards and licence conditions.

Refusal/Revocation/Variation of a licence

The most important sanction available to authorities is the refusal or revocation of a licence. This prevents the landlord from letting the property unless the authority is satisfied that suitable management arrangements are in place and that the proposed licence holder/managing agent is a fit and proper person and 'not of concern' (has had no previous convictions and contraventions of relevant legislation).

Where a landlord is deemed not to be 'fit and proper' they have the option of putting alternative management arrangements in place, e.g. a professional and suitable local managing agent. A new licence will only be granted for 3 years. During this period the property management standards will be monitored, and the property inspected to ensure it is compliant with the required standards and licence conditions. Where no alternative management arrangements can be found and the property is occupied and there is no likelihood of it becoming licensed, the authority is required to consider making a Management Order (covered below).

Where a licence has been granted for a property but upon inspection the local authority has identified that misleading information has been provided to obtain the licence or that new evidence has identified that the licence holder is a person of concern or not fit and proper a number of enforcement options can be considered. The licence can be revoked (see above) or the licence can be varied reducing the licence duration to 1 year and impose additional discretionary licence conditions.

The supplying of misleading information to obtain a licence is an offence punishable by an unlimited fine upon successful conviction.

Rent Repayment Order

A rent repayment order (RRO) enables the local authority or tenant to recover up to 12 months Housing Benefit and rents paid in respect of an unlicensed property. The maximum a local authority may claim is up to twelve months of Housing Benefit, during any period that a dwelling was not licensed and this action can be taken with or without a successful prosecution.

Tenants can make an application to the First Tier Tribunal provided that the 'offence' relates to housing occupied by the tenant at the time of the offence and the application is made within 12 months of the date of the offence.

Interim Management Orders (IMO)

A local authority can take management control (not legal interest) of a property away from a rogue landlord by making an interim management order (IMO), lasting for a maximum of 12 months. An IMO is taken when either there is no reasonable prospect granting a licence for a licensable property or where there is no likelihood of a property becoming licensed. An IMO requires immediate steps to be taken to protect the health, safety and welfare of the persons occupying the property. An IMO may also specify any other steps that the authority thinks appropriate to secure the proper management of the property pending a license being granted, or the making of a final management order (FMO).

While an IMO is in force the authority can spend rent and other payments on 'relevant capital expenditure' in relation to the property but the remaining balance must be paid to the relevant landlord. The authority must account for any income and expenditure.

Final Management Orders (FMO)

Final management orders (FMOs) take full control of an unlicensed property away from a landlord and can be made as soon after an IMO as necessary in order to secure the proper management of properties on a long-term basis. FMOs last for no longer than 5 years.

While an FMO is in force the authority can spend rent and other payments on 'relevant capital expenditure' in relation to the property but the remaining balance

must be paid to the relevant landlord. The authority must account for any income and expenditure.

Other Powers

Other powers to deal with criminal activities and housing conditions including hazards and disrepair remain available when required.

Fit and Proper Person and Person of Concern Policy

In deciding to grant a licence the Council must be satisfied that the proposed licence holder ‘...is a fit and proper person to be the licence holder...’ and that ‘the proposed manager of the house is a fit and proper person to be the manager of the house’.

The licence may be refused, varied or revoked where the Council no longer considers that the licence holder is a fit and proper person to be the licence holder or there is cause for concern with the management of the property.

This is to ensure that those responsible for the licence and managing the property are of sufficient integrity and good character to be involved in the management of the property and as such they do not pose a risk to the welfare or safety of persons occupying or visiting the property(s).

The application of the fit and proper person and cause for concern tests allows Gloucester City Council to reduce the regulatory impact of licensing on good compliant landlords and introduces a framework to increase the level of engagement and education and monitoring of properties managed by poor landlords and agents.

Under section 66(6) of the Housing Act 2004 (for HMO licensing) and section 89(6) (for selective licensing) the Council must consider whether:

- (a) A person involved in the management of the house has a sufficient level of competence,
- (b) any other person involved is fit and proper, and
- (c) management structures and funding arrangements are suitable.

This means the Council must consider licence holders, managers and others, including key-holders. The licence holder and the manager can be two different people. Where this is the case, a decision must be made for each individual about whether they are a fit and proper person. When making this decision, the Council will take into account their fitness to hold the licence or to manage the property.

When making the decision, the Council must ask the following:

- What are the management arrangements?
- Who is involved in the management?

- What precautions have been taken to ensure those involved in the management are fit and proper?

This statement of principles is not intended to be exhaustive and the Council is entitled to take into account other factors in so far as they are relevant to the fitness and propriety of the relevant person. In other words, the misconduct has to be relevant to the person's fitness to hold a licence and/or manage the particular residential building, and in regard to criminal offences the Council must only have regard to unspent convictions but will also consider simple cautions.

Fit and Proper Person(s) and Cause for Concern Tests

The fit and proper person and cause for concerns tests will be applied when a licence application is being considered and at any time while a licence is in force following a change in circumstance and new information being made known the council.

When considering whether a person is 'fit and proper' or there is a Cause for Concern with the management of a property the Council must have regard (among other things) to whether the applicant has:

- any previous convictions involving fraud or other dishonesty or violence or drugs and sexual offences,
- practised unlawful discrimination on the grounds of sex, colour, race, ethnic or national origins or disability in, or in connection with the carrying out of any business,
- contravened any provision of housing or landlord and tenant law,
- acted otherwise than in accordance with an approved code of practice,

When deciding, the following should be considered:

- Nature of convictions – convictions relating to fraud, running unlicensed HMOs or part 3 houses or violence may well affect someone's status as fit and proper. A conviction based on the existence of a category 1 hazard would give some indication of an applicant's approach to health and safety in a property. The relevance of each conviction and number of convictions must be considered in relation to the management of the HMO or part 3 house.
- Weight of convictions - the number and type of convictions and time of occurrence will be considered.
- Nature of contraventions – specifically officers' views on these. An administrative or technical breach of the Management Regulations, for example, may not in an officer's opinion affect a person's status as fit and proper but may impact on the Cause for Concern test.
- What are the management arrangements for the property.
- Who is involved with the management of the property.
- History of complaints, contraventions and behaviour at the property or those involved with the management of the property.

A conviction is the verdict that results when a court of law finds a defendant guilty of a crime.

A contravention is to act contrary to a rule, order, regulation or law, or of not fulfilling an obligation, promise or agreement.

Under sections 64 (HMO licensing) and 88 (selective licensing) of the Act, both the proposed licence holder and the proposed manager must be fit and proper persons.

The Council would not normally consider a landlord with a criminal record for unlawful evictions and harassment of tenants to be fit and proper person. In contrast, evidence of contraventions of housing or landlord and tenant law need not result in an adverse fit and proper person decision but may result in the landlord being considered under the Cause for Concern test. Evidence of any specified misconduct does not necessarily lead to the conclusion that the person is not a fit and proper person.

Discretion may be appropriate if an offence is isolated and there are mitigating circumstances. Multiple offences or a series of offences and contraventions over a period of time are likely to give greater cause for concern and may demonstrate a pattern of inappropriate behaviour which should be taken into account. A particularly serious view may be taken where the victim of any offence is vulnerable.

The Council will adopt a common sense approach, exercising its discretion reasonably and proportionately, taking into account relevant considerations and disregarding irrelevant considerations.

Where a potential licence holder or a manager has a relevant unspent conviction or contravention, in deciding whether they are fit and proper the Council will take into account the following factors:

- the relevance of the conviction/contravention in relation to the person's character and integrity to manage an HMO or part 3 house.
- the severity of the conviction/contravention in terms of impact, upon residents and the wider community.
- whether the person is accredited or has been trained to manage an HMO or part 3 house.
- any other relevant matter.
- any mitigating circumstances.
- whether the proposed manager is fit and proper.
- whether the proposed licence holder fit and proper.
- whether there are satisfactory management and financial arrangements.
- who is involved in the management.
- what precautions have been taken to ensure those involved in the management are fit and proper.

These points should form the basis of the decision made to refuse to grant a licence, grant a licence for a reduced duration, or vary an existing licence. Any decision

statement should consider each point and each case must be considered on its own merits.

If there is evidence that a person associated, or formally associated, with the person proposed to be the licence holder or manager of the property, has committed any wrongdoings, that evidence may be taken into account in determining the proposed licence holder's or manager's fitness (even if that person has himself or herself an unblemished record). The purpose of this requirement is to ensure that only fit and proper persons hold licences or are in any way involved in the management of licensed properties. It would not be appropriate for a licence to be granted to someone, or for someone to be the manager of a property, if that person was merely acting as a 'front' for someone else who, if he or she were not unfit, would be entitled to be the manager or licence holder.

If someone is found not to be fit and proper the licence may be refused or issued for a 1-year duration and this will normally remain the case for 5 years. If a licence application is submitted within that period the Council will reconsider a person's fit and proper status on the merits of that application.

If someone is found to be Cause for Concern a licence will only be granted for a 1-year duration. During this time the licence holder, manager and property will undergo an increased level of scrutiny and monitoring.

Consideration of Convictions and/or Contraventions & evidence

The following examples afford a general guide to the action which might be taken where convictions/contraventions and cautions are disclosed or where offending behaviour is proved to the satisfaction of the Council. Where convictions or contraventions are not disclosed but are evidenced through further investigations the consideration of contraventions under s.238 of the Act will inform any decision.

Have they been convicted or contravened housing law or landlord and tenant law.

Careful consideration should be given to an application or existing licence where a person who has made a fit and proper person declaration has contravened housing law or landlord and tenant law, evidence of poor management, previous history, prosecutions, simple cautions. In particular, consideration should be given to contraventions under, but not exclusively to:

- The Public Health Acts of 1936 and 1961
- The Building Act 1984
- The Environmental Protection Act 1990
- The Town and Country Planning Act 1990
- The Prevention of Damage by Pests Act 1949

- The Protection from Eviction Act 1977
- The Local Government (Miscellaneous Provisions) Acts of 1982 and 1976
- The Housing Grants, Construction and Regeneration Act 1996
- The Local Government and Housing Act 1989
- The Housing Act 2004 and supplementary Regulations

Contraventions of one or more of the above Acts could result in informal action where a person is asked to complete works, formal action where a legal notice is served, remedial action or work in default, or a prosecution/financial penalty. The number and nature of the contravention(s), the relevance to the management of a rented house and the potential harm caused must all be considered. Each case will be considered on its own merit.

Have they committed any offences involving fraud.

In particular an application will normally be refused where the person has a conviction for an offence where the victim has been deprived of money, property or other benefit by misrepresentation/deception on the part of the offender including:

- Theft
- Burglary
- Fraud
- Benefit fraud (particularly where tenants are on Housing Benefit)
- Conspiracy to defraud
- Obtaining money or property by deception

Weight should be given to the circumstances of the offence and any evidence showing good character since the date of conviction. Each case will be considered on its own merit.

Have they committed any offences involving violence.

Fit and proper person status will normally be refused where the person making a fit and proper person declaration has a conviction for the offence of:

- Murder
- Manslaughter
- Arson
- Malicious wounding or grievous bodily harm
- Grievous bodily harm with intent
- Actual bodily harm
- Grievous bodily harm
- Robbery
- Racially aggravated criminal damage
- Common assault
- Common assault which is racially aggravated
- Assault occasioning actual bodily harm
- Possession of an offensive weapon

- Possession of a firearm

Weight will be given to the circumstances of the offence and any evidence showing good character since the date of conviction. Each case will be considered on its own merit.

Have they committed any offences involving drugs.

Careful consideration should be given to an application where a person making a fit and proper person declaration has committed a drug related offence. Consideration should be given to the nature of the offence and what bearing it could have on the management of a licensable HMO or part 3 house. Each case will be considered on its own merit.

Have they committed any offences involving sexual offences.

Fit and proper person status will normally be refused where a person making a fit and proper person declaration has a current conviction for an offence contained in schedule 3 of the Sexual Offences Act 2003. Each case will be considered on its own merit.

Have they practiced unlawful discrimination.

Careful consideration should be given to an application where a person making a fit and proper person declaration has practiced unlawful discrimination. Consideration should be given to the nature of the unlawful discrimination and what bearing it could have on the management of a licensable HMO or part 3 house. Each case will be considered on its own merit.

Other factors for consideration, but not exclusively, include:

- there being an adverse change in circumstances which would warrant variation or revocation of the licence or a licence being granted with additional conditions
- there being antisocial behaviour,
- there being significant Council tax arrears or debts owed to the Council,
- the premises no longer being effectively managed,
- there being breaches of the licence conditions,
- the management of the house no longer being carried on by persons who are all fit and proper persons,
- there being a contravention of housing, public health, environmental health or landlord and tenant law,
- there being evidence that the applicant and/or proposed licence holder have not disclosed previous contraventions/convictions or has knowingly provided misleading and/or fraudulent information to obtain a licence.

Where the evidence shows there is a significant increased likelihood of the events referred to above occurring/occurred or a licence application discrepancy, the premises involved, licence holder and Managing agent (where applicable) would require a raised level of monitoring and scrutiny on the part of the Council. Any such raised level of monitoring and scrutiny would require additional resources to the council. Costs which are part of the formalities of the licensing process may be recovered by means of licence fees. Costs which are not part of the formalities such as enforcement costs cannot (see the Provision of Services Regulations 2009 and accompanying government guidance).

The application of the cause for concern test allows Gloucester City Council to reduce the regulatory impact of licensing on good compliant landlords and introduces a framework to increase the level of engagement and education and monitoring of properties managed by poor landlords and agents that fail the fit and proper person or cause for concern tests.

Appendix 6 – Statement of Principles for The Energy Efficiency (Private Rented Properties) (England and Wales) Regulations 2015

Introduction

The regulations aim to ensure that private rented tenants have thermally efficient homes, especially those classified as being most vulnerable; to reduce fuel poverty and poor energy efficiency and to lower energy bills. The regulations are also part of the Government's wider approach to reduce the UK greenhouse gas emissions from existing housing stock.

Gloucester City Council has prepared and published a statement of principles and it must follow this guide when deciding on the amount of a penalty charge. The Council may revise its statement of principles at any time, but where it does so, it will publish a revised statement.

When deciding on the amount for the penalty charge, the Council will have regard to the statement of principles published at the time when the breach in question occurred.

The legal framework

The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015, also referred to as The Domestic Minimum Energy Efficiency Standard (MEES) Regulations came into force on the 1st October 2016 using powers conferred to the Secretary of State in the Energy Act 2011. The regulations set a minimum energy efficiency standard ("MEES") for domestic private rented properties. The MEES Energy performance indicators sets a minimum rating of a band E EPC rating and where a property is sub-standard, landlords must make energy efficiency improvements which would raise the EPC rating to at least a minimum of Band E before they let the property as a rented dwelling.

Part Two of the regulations allows the tenant of a private rented property to request permission from their landlord to make energy efficiency improvements in the property they rent.

Part Three of the regulations outlines the minimum level of energy efficiency and that a landlord must not grant a new tenancy of a property (including an extension or renewal to an existing tenancy), nor continue to let a property (on an existing tenancy) where the EPC rating is below the minimum band 'E' unless there is valid exemption registered. It further sets out the regulatory framework requiring landlords to deliver relevant energy efficiency improvements, for enforcing authorities to serve compliance notices and penalty notices, the appeals process and the recovery of financial penalties.

The Energy Efficiency (Private Rented Property) (England and Wales) (Amendment) Regulations 2019 made changes to require landlords of domestic properties with an EPC rating below E to carry out up to £3,500 (Inc. VAT) worth of works improving their energy efficiency. The £3,500 cap is an upper ceiling, not a target or a spend

requirement and landlords may spend more if they wish. If a landlord can improve their property to E (or higher) for less than £3,500 then they will have met their obligation.

Where a House in Multiple Occupation (HMO) is legally required to have an EPC (Energy Performance of Buildings (Certificates and Inspections) (England and Wales) Regulations 2007 and if it is let on one of the qualifying tenancy types, it will be required to comply with the minimum level of energy efficiency. However, individual rooms within HMOs are not required to have their own EPCs. Therefore, a property which is an HMO will only have an EPC if one is required for the property as a whole.

Whilst it is expected that majority of tenants in properties let as rented dwellings and homes must be provided with an appropriate EPC certificate, there are some statutory exemptions on properties which are not legally required to have an EPC.

Duties of Landlords under the regulations

Under the regulations, private landlords who rent their property are to meet either of the criteria listed below:

- Ensure that their rented properties are subject to an energy efficiency rating of E or above on their EPC or
- Register a valid exemption on the PRS Exemption Register.

Exemptions and the PRS Exemption Register

There are valid exemptions which are available to private landlords. It is however recommended that private landlords have a clear understanding of the regulations as it relates to registering an exemption. It is also recommended that landlords refer to The Energy Act 2011 and the Government's guidance for the full details of the criteria required to register a valid exemption.

All registered exemptions are valid for a period of five years unless otherwise stated. All exemptions must be registered on the PRS Exemptions Register. The register can be found online here: <https://prsregister.beis.gov.uk/NdsBeisUi/used-service-before>. Please note, it is a breach of the Regulations to put false or misleading information on the register. Supporting evidence will need to be submitted when registering a valid exemption.

If a let property is sold, any exemption registered on the PRS Exemptions Register by the previous owner is not transferable to the new owner. The new owner will be required to improve the property or register their own valid exemption.

The purpose of a compliance notice

Under Regulation 34, local authorities are under a statutory duty as enforcement authorities, to enforce the regulations. Gloucester City Council is responsible for

enforcing the regulations in respect of domestic private rented properties and may serve a compliance notice on a landlord who appears to be, or to have been at any time within the 12 months preceding the date of service of the compliance notice, in breach of the regulations. The Council will engage with landlords of properties in breach of the regulations informally at the first instance by sending them reminder letters giving landlords an adequate time frame to respond to the requests for information. Where breach(es) of the regulations cannot be resolved informally through the warning letters, the Council will then issue a financial penalty process as set out below in this policy.

The compliance notice enables the enforcement authority to monitor compliance by requesting relevant information which can include copies or the original of:

- the EPC that was valid for the time when the property was let;
- any other EPC for the property in the landlord's possession;
- the current tenancy agreement used for letting the property;
- any Green Deal Advice Report in relation to the property;
- any other relevant document that the enforcement authority requires in order to carry out its functions.

The compliance notice may also require the landlord to register copies of the requested information on the PRS Exemptions Register. The compliance notice will specify both the name and address of the person that a landlord must send the requested information to and the date by which the requested information must be supplied.

The purpose of imposing a financial penalty

The purpose of the Council exercising its regulatory powers is to reduce health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords.

The aims of financial penalties on landlords are to:

- Lower the risk to tenants health and safety.
- Reimburse the costs incurred by the Council in taking enforcement action and arranging remedial action in default of the landlord.
- Change the behaviour of the landlord and prevent future non-compliance.
- Eliminate financial gain or benefit from non-compliance with the regulations.
- Be proportionate to potential harm outcomes, the nature of the breach, and the cost benefit to comply with these legal requirements.

Determining the amount of a financial penalty

In deciding whether it would be appropriate to impose a penalty, the authority will take full account of the particular evidence, facts and circumstances of the breach(es) under consideration.

There are four breaches under the regulations for which a private landlord may be imposed with a financial penalty. Regulation 40 sets out the breaches and the statutory maximum amounts that may be imposed in respect of each type of breach. Gloucester City Council has determined to adopt the maximum penalty amounts under these regulations.

These are as follows:

- Breaching the prohibition on letting a property with a EPC band F or G, in contravention of Regulation 23, for less than three months: Statutory maximum financial penalty of £2,000.
- Breaching the prohibition on letting a property with a EPC band F or G, in contravention of Regulation 23, for three or more months: Statutory maximum financial penalty £4,000.
- Registering false or misleading information on the PRS Exemptions Register under Regulation 36(2): Statutory maximum financial penalty £1,000.
- Failing to provide information to the council demanded by a Compliance Notice, in contravention of Regulation 37(4)(a): Statutory maximum financial penalty £2,000.

In respect of any one tenancy, a private landlord cannot be subject to multiple financial penalties that exceeds a total of more than £5,000. However, where a landlord having been previously fined up to £5,000 then proceeds to unlawfully let a sub-standard property on a new tenancy, a further financial penalty of up to £5,000 can be issued.

Procedural matters for Penalty Charge Notices

The Regulations set out the procedural steps which must be taken before the Council can impose a requirement on a landlord to pay a penalty charge.

- The Council must be satisfied that the landlord has failed to comply with the requirements of a notice or has been at any time in the 18 months preceding the date of the service of the penalty notice, breached one or more of the regulations (listed above).
- Where a landlord serves a notice of representation requesting a review of the decision within one month from when the penalty charge notice is served, the council will consider any representations made by the landlord and either confirm or withdraw the penalty and serve a notice of its decision.
- A landlord who has made a representation of a penalty charge notice and has been served with a notice confirming or varying the penalty charge notice, may appeal to the First-tier Tribunal against the Council's decision. Appeals should be made within 28 days from the notice served of the Council's decision on review. The penalty charge notice will be suspended until the case has been determined.

Details of how to make a representations and appeals will be included with the notices and supporting documentation. The Council will notify the landlord of its decision by notice, which will be either to confirm, vary or withdraw the penalty charge notice.

To ensure fairness and transparency and following a review, every decision to confirm a Penalty Notice will be subject to approval by the Team Leader or Manager.

If the penalty charge remains unpaid then the charges and administrative costs will be raised as a charge against the property whilst repayment opportunities and debt recovery methods are exhausted. However, in cases where a landlord has requested a review of the penalty charge notice, recovery will not commence until after one month from the date of the notice served giving the Council's decision to vary or confirm the penalty charge notice. Where landlords do make an appeal to the First-tier Tribunal, recovery will commence after one month from when the appeal is determined or withdrawn.

Further Guidance

The Domestic Private Rented Property Minimum Standard - Guidance for landlords and Local Authorities on the minimum level of energy efficiency required to let domestic property under the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015, as amended, is available online at:

<https://www.gov.uk/guidance/domestic-private-rented-property-minimum-energy-efficiency-standard-landlord-guidance>

[The Energy Efficiency \(Private Rented Property\) \(England and Wales\) Regulations 2015 \(legislation.gov.uk\)](#)

[The Energy Efficiency \(Private Rented Property\) \(England and Wales\) \(Amendment\) Regulations 2019 \(legislation.gov.uk\)](#)

All exemptions must be registered on the PRS Exemptions Register. The register can be found online here: <https://prsregister.beis.gov.uk/NdsBeisUi/used-service-before>

Appendix 7 - Statement of Principles for Electrical Safety in the Private Rented Sector.

Introduction

Gloucester City Councils Private Sector Housing service (PSH) aims to reduce health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords. The Council is required under the Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020 to ensure individuals and businesses are compliant with their electrical safety requirements in the private rental sector. Officers must follow this guide when deciding whether or not to impose a financial penalty and on the amount of a penalty charge.

This statement of principles provides an effective deterrent against poor property management and maintenance, financial penalties assist in creating a better environment for future discourses in the private rented sector.

This statement of principles adheres to the Council's overarching Regulation of Housing Standards Policy and Civil Penalties Policy.

The Legal Framework

The Regulations came into force on 1st June 2020 and form part of the Councils wider work to improve safety in all residential premises and particularly in the private rented sector.

The purpose of these regulations is to give a framework for both landlords and regulators to adhere to in order that homes in the private rented sector are well maintained and safe.

To comply with the regulations landlords of privately rented residential properties must:

- Ensure national standards for electrical safety are met. These are set out in the [18th edition of the 'Wiring Regulations'](#), which are published as British Standard 7671.
- Ensure the electrical installations in their rented properties are inspected and tested by a qualified and competent person at an interval of at least every 5 years.
- Obtain a report from the person conducting the inspection and test which gives the results and sets a date for the next inspection and test.
- Supply a copy of this report to the existing tenant within 28 days of the inspection and test.

- Supply a copy of this report to a new tenant before they occupy the premises.
- Supply a copy of this report to any prospective tenant within 28 days of receiving a request for the report.
- Supply the local authority with a copy of this report within 7 days of receiving a request for a copy.
- Retain a copy of the report to give to the inspector and tester who will undertake the next inspection and test.
- Where the report shows that remedial or further investigative work is necessary, complete this work within 28 days or any shorter period if specified as necessary in the report.
- Supply written confirmation of the completion of the remedial works from the electrician to the tenant and the local authority within 28 days of completion of the works.

The Management of Houses in Multiple Occupation (England) Regulations 2006 previously put specific duties on landlords around electrical safety. This requirement has now been repealed, and HMOs are now covered by the new Electrical Safety Regulations.

The Regulations do not cover electrical appliances, only the fixed electrical installations. Tenants are responsible for making sure that any of their own electrical appliances are safe.

The Purpose of Imposing a Financial Penalty

The purposes of the Council exercising its powers to impose financial penalties are:

- To reduce health and safety risks to tenants.
- To act as a deterrent against poor property management and maintenance.
- To engender good practices in the private rental sector in Gloucester City.
- To offer a proportional response for the failure of landlords to adhere to the regulations.
- Reimburse the costs incurred by the Council in taking enforcement action and arranging remedial action in default of the landlord.
- Eliminate financial gain or benefit from non-compliance with the regulations.

Criteria for Imposing a Financial Penalty

The Council has a duty to impose the regulations to which this appendix relates and must determine the appropriate action to take when an offence has been committed.

The Council must have made contact with a landlord either following a complaint or upon a substantiated suspicion that there may be property management or

maintenance issues at a privately rented property. An authorised Council officer should request a copy of the most recent Electrical Installation Condition Report as well as notifying the landlord of the time and date of their inspection in line with Section 239 of the Housing Act 2004. An authorised officer should undertake an inspection of the rental property and undertake a full Housing Health and Safety Rating System assessment as part of their investigation.

An offence has been committed if it can be demonstrated that any of the following has occurred:

- The Landlord has failed to provide a copy of the EICR within 7 days upon request from the Council
- The landlord has failed to remediate Code 1 or Code 2 hazards within 28 days of the date of the EICR date
- If an EICR has indicated that urgent remedial action is required the landlord and they have failed to comply with the report

If a landlord can demonstrate that they have attempted to comply with the regulations and have been prevented from doing so by the tenant, they are not in breach of the regulations.

Also, where appropriate the Council should engage with other services and organisations to inform their decision making.

Criteria for Determining the Amount of a Financial Penalty

The Council may impose a financial penalty of up to £30,000 if a landlord has been found to be in breach of their duties as required by the regulations.

If an offence has been committed and the criteria for imposing a financial penalty has been met, the value of the penalty to be imposed is calculated using the Financial Penalty Matrix as appended to the Councils Civil Penalty Policy and the criteria given in Tables 1 and 2 below:

Table 1:

Level of Culpability	Criteria
Low	Landlord is in possession of a satisfactory EICR but fails to provide it upon request from the Council.
Medium	Landlord is in possession of an unsatisfactory EICR and has failed to undertake non-urgent remedial action.
High	Landlord is in possession of an unsatisfactory EICR and has failed to undertake urgent remedial action or the landlord has failed to undertake an EICR.

Table 2:

Level of Harm	Criteria
Low	No evidence of electrical hazards
Medium	Evidence of minor electrical hazards that effect the electrical installation but do not represent an imminent risk to the health and safety of the tenant (i.e. sockets not working, water damage to light fittings etc.)
High	Evidence of serious electrical hazards that could represent an imminent risk to the health and safety of the tenant (i.e. broken electrical points or incomplete installations with exposed live mains wires)

Aggravating factors for consideration:

- Previous relevant enforcement action
- Negligence, deliberately concealing an unsatisfactory EICR
- Lack of cooperation and/or communication
- Obstructing an officer's investigation

Mitigating factors for consideration:

- No previous relevant enforcement action
- Good level of cooperation and/or communication
- Medical conditions or disability
- Able to demonstrate good property management and maintenance

Procedural Matters for Issuing a Financial Penalty

As well as following the procedures set out in the Council's overarching enforcement policy the authorised officer should adhere to the following procedure as required by the regulations.

Before imposing a financial penalty on a private landlord for a breach of the Regulations, a notice of intention to do so must be served on the private landlord (a "notice of intent").

The notice of intent must be served before the end of the period of 6 months beginning with the first day on which the Council is satisfied, that the private landlord is in breach of the Regulations:

If the breach continues beyond the end of the first day that the Council are satisfied that a breach has been committed, the notice of intent may be served at any time when the breach is continuing; or within the period of 6 months beginning with the last day on which the breach occurs.

The notice of intent must set out:

- The amount of the proposed financial penalty;
- The reasons for proposing to impose the penalty; and
- Information about the right to make representations under paragraph 2

The private landlord may, within the period of 28 days beginning with the day after that on which the notice of intent was served, make written representations to the Council about the proposal to impose a financial penalty on the private landlord.

Within 28 days after the end of the period within which the private landlord can make representations, the Council must determine whether or not to impose a financial penalty and the amount of the financial penalty.

If the Council decides to proceed with imposing a financial penalty the authorised officer must issue a final notice and the financial penalty in that notice must be paid by the landlord with 28 days of its issue.

The final notice must include:

- The amount of the financial penalty
- The reasons for imposing the penalty
- Information about how to pay the penalty
- The period for payment of the penalty
- Information about rights of appeal
- The consequences of failure to comply with the notice.

The Council may at any time withdraw a notice of intent or final notice or reduce the value of a penalty in a notice of intent or final notice by giving written notice to the landlord on whom it was served.

If the landlord fails to pay the financial penalty the Council may recover the money owed by a County Court order.

A landlord who has received a financial penalty has 28 days in which they can submit an appeal to the First-tier Tribunal. If the Council is made aware that the Landlord has appealed the financial penalty, debt recovery should be halted until the outcome of that appeal process is known.

Undertaking Remedial Action as Works in Default

If the Council has reasonable grounds to believe that a private landlord is in breach of one or more of their duties under the regulations (with the exception of urgent remedial action), the authority must serve a remedial notice (within 21 days of determining there are reasonable grounds) on the private landlord.

A landlord is given the opportunity to make representations within 21 days of being served the notice. Where a private landlord makes written representations, the remedial notice is suspended while the Council considers these representations. The Council must have responded to these representations within 7 days and the Council is able to withdraw the notice at any time.

The landlord has 28 days of the notice being active within which to comply.

If a landlord fails to comply with a remedial notice the Council has the power to undertake remedial action as works in default. Prior to undertaking remedial action, the Council must serve a notice in line with the regulations on the landlord and undertake the remedial action within 28 days of serving that notice. Prior to undertaking the remedial action, a minimum of 48 hours' notice must be given to the tenant(s). The landlord has a right to appeal the Council's decision to undertake remedial action.

Where the Council determines that urgent remedial action is required, this may be done with the consent of the tenants and not within 48 hours' notice of the Council giving serving notice on the landlord and occupants of the property of concern. The landlord has a right to appeal the Council's decision to undertake urgent remedial action.

Where remedial action has been undertaken by the Council, the costs of the works are recoverable from the landlord. The Council will incur a 30% charge to be added to the costs of any works undertaken as remedial action, with a minimum of a £300 charge being recovered from the landlord in line with the Council's Fees and Charges Policy.

Further Guidance

[Electrical safety standards in the private rented sector: guidance for landlords, tenants and local authorities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/electrical-safety-standards-in-the-private-rented-sector)

[The Electrical Safety Standards in the Private Rented Sector \(England\) Regulations 2020 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2020/1153)

[BS 7671 - 18th Edition \(theiet.org\)](https://www.theiet.org/standards/bs-7671)

Appendix 8 - Statement of Principles for Smoke and Carbon Monoxide Alarm (England) Regulations 2015

Introduction

Gloucester City Council is required under these Regulations to prepare and publish a statement of principles and it must follow this guide when deciding on the amount of a penalty charge.

The Council may revise its statement of principles at any time, but where it does so, it must publish a revised statement.

When deciding on the amount for the penalty charge, the Council will have regard to the statement of principles published at the time when the breach in question occurred.

The legal framework

The powers come from the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 (the Regulations), which came into force on 1 October 2015.

The Regulations place a duty on landlords (private and social housing), which include freeholders or leaseholders who have created a tenancy, lease, licence, sub-lease or sub-licence.

The duty requires that landlords ensure that:

- a smoke alarm is installed on each storey of a property where there is living accommodation
- a carbon monoxide alarm is installed in any room of premises used as living accommodation, which contains a fixed combustion appliance other than a gas cooker.
- Where landlords are notified or an alarm is found not to be in proper working order, the alarm is repaired or replaced.

AND for tenancies starting from 1 October 2015

- that checks are made by the landlord, or someone acting on his behalf, that the alarm (s) is/are in proper working order on the day the tenancy starts.

Where the Council believe that a landlord is in breach of one or more of the above duties, the Council must serve a remedial notice on the landlord. The remedial notice is a notice served under Regulation 5 of the Regulations. The landlord can make a representation to the local authority with regards to the serving of the remedial notice. The remedial notice will be suspended upon receipt and consideration of a representation. A notice will be issued in 7 days of a decision being made.

If the landlord, then fails to take the remedial action specified in the notice within specified timescale, the Council can require a landlord to pay a penalty charge. The power to charge a penalty arises from Regulation 8 of the Regulations

A landlord will not be considered to be in breach of their duty to comply with the remedial notice, if they can demonstrate they have taken all reasonable steps to comply. This can be done by making written representations to the Council within 28 days of when the remedial notice is served. Details of how to make a representation will be included with the remedial notice and supporting documentation.

Gloucester City Council will impose a penalty charge where it is satisfied, on the balance of probabilities, that the landlord has not complied with the action specified in the remedial notice within the required timescale.

The purpose of imposing a financial penalty

The purpose of the Council exercising its regulatory powers is to reduce health inequalities and safeguard our residents, who are affected by poor housing conditions, poor property management and unprofessional landlords.

The aims of financial penalties on landlords are to:

- Lower the risk to tenants health and safety.
- Reimburse the costs incurred by the Council in taking enforcement action and arranging remedial action in default of the landlord.
- Change the behaviour of the landlord and prevent future non-compliance.
- Penalise the landlord for not installing alarms after being required to so.
- Eliminate financial gain or benefit from non-compliance with the regulations.
- Be proportionate to potential harm outcomes, the nature of the breach, and the cost benefit to comply with these legal requirements.

Criteria for the imposition of a financial penalty

Failure to comply with the requirements of a remedial notice allows the Council to require payment of a penalty charge of up to £5000 per offence.

In considering the imposition of a penalty, the authority will look at the evidence concerning the breach of the requirement of the notice. This could be obtained from a property inspection, or from information provided by the tenant or agent that no remedial action had been undertaken.

For example, landlords can demonstrate compliance with the Regulations by supplying dated photographs of alarms, together with installation and testing records or confirmation by the tenant that a system is in proper working order.

Landlords need to take steps to demonstrate that they have met the testing at the start of the tenancy. Examples of how this can be achieved are by tenants signing an inventory form and that they were tested and were in working order at the start of the tenancy. Tenancy agreements can specify the frequency that a tenant should test the alarm to ensure it is in proper working order. Once installed the landlord now has a duty to maintain the alarms in proper working order.

In deciding whether it would be appropriate to impose a penalty, the authority will take full account of the particular facts and circumstances of the breach under consideration.

A financial penalty charge will be considered appropriate if the Council is satisfied, on the balance of probabilities, that the landlord who had been served with remedial notice under Regulation 5 had failed to take the remedial action specified in the notice within the time period specified.

Determining the amount of a financial penalty

The Regulations state the amount of the penalty charge must not exceed £5,000 per offence.

The penalty charge comprises two parts, a punitive element for failure to comply with the requirement to comply with a remedial notice and a cost element relating to the investigative costs, officer time, administration and any remedial works arranged and carried out by the Council's contractors.

The penalty charge is payable within 28 days beginning with the day on which the penalty charge notice is served.

As these regulations have now been in force for some time and Landlords should therefore be aware of their obligations, the fines Gloucester City Council will apply are as follows:

- £5000 for the first offence and each subsequent offence of failing to comply with a remedial notice and the requirements of the Regulations.

Procedural matters for Penalty Charge Notices

The Regulations set out the procedural steps which must be taken before the Council can impose a requirement on a landlord to pay a penalty charge.

- When the Council is satisfied that the landlord has failed to comply with the requirements of the remedial notice, all penalty charge notices must be served within 6 weeks.
- Where a landlord serves a notice of representation requesting a review of the decision within one month from when the penalty charge notice is served, the council will consider any representations made by the landlord and either confirm or withdraw the penalty and serve a notice of its decision.
- A landlord who has made a representation of a penalty charge notice and has been served with a notice confirming or varying the penalty charge notice, may appeal to the First-tier Tribunal against the Council's decision. Appeals should be made within 28 days from the notice served of the Council's decision on review. The penalty charge notice will be suspended until the case has been determined.

Details of how to make a representation and appeals will be included with the remedial notice and supporting documentation. The Council will notify the landlord of its decision by notice, which will be either to confirm, vary or withdraw the penalty charge notice.

To ensure fairness and transparency and following a review, every decision to confirm a Penalty Notice will be subject to approval by the Team Leader or Manager.

If the penalty charge remains unpaid then the charges and administrative costs will be raised as a charge against the property whilst repayment opportunities and debt recovery methods are exhausted. However, in cases where a landlord has requested a review of the penalty charge notice, recovery will not commence until after 29 days from the date of the notice served giving the Council's decision to vary or confirm the penalty charge notice. Where landlords do make an appeal to the First-tier Tribunal, recovery will commence after 29 days from when the appeal is determined or withdrawn.

Remedial Action taken in default of the landlord

Where the Council is satisfied that a landlord has not complied with a specification described in the remedial notice in the required timescale and consent is given by the occupier, the Council will arrange for remedial works to be undertaken in default of the landlord. In these circumstances, battery operated alarms will be installed as a quick and immediate response. Wherever possible consultation will also be sought with the GFRS.

Smoke Alarms

In order to comply with these Regulations, smoke alarms will be installed at every storey of residential accommodation. This may provide only a temporary solution as the property may be high risk because of:

- its mode of occupancy such as a house in multiple occupation or building converted into one or more flats,
- having an unsafe internal layout where fire escape routes pass through a living rooms or kitchens, or
- is 3 or more storeys high.

A full fire risk assessment will subsequently be undertaken, with regards to LACORS Housing - fire safety guidance and the HHSRS profile for Fire hazard. This will consider the adequacy of the type and coverage of the smoke alarm system, fire escape routes including escape windows and fire separation measures such as fire doors and protected walls and ceilings. Any further works required to address serious fire safety hazards in residential property, that are not undertaken through informal agreement, will be enforced using the Housing Act 2004, in accordance with each Council's Regulating Housing Standards Policy.

Carbon Monoxide Alarms

In order to comply with these Regulations, a carbon monoxide alarm will be installed in every room containing a gas appliance and solid fuel combusting appliance.

Further Guidance

[Smoke and Carbon Monoxide Alarm \(Amendment\) Regulations 2022: guidance for landlords and tenants - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/smoke-and-carbon-monoxide-alarm-amendment-regulations-2022)

[The Smoke and Carbon Monoxide Alarm \(England\) Regulations 2015
\(legislation.gov.uk\)](#)

[The Smoke and Carbon Monoxide Alarm \(Amendment\) Regulations 2022
\(legislation.gov.uk\)](#)

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Environmental Health and Regulatory Services

Enforcement Policy (November 2009)



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INTRODUCTION

- 1.1 Gloucester City Council carries out a wide range of regulatory roles in meeting its many statutory duties of protecting the public, individuals and the environment. The enforcement policy provides guidance to officers, businesses and the general public on the range of options that are available to achieve compliance with the legislation enforced by Environmental Health and Regulatory Services.
- 1.2 The aim of the Environmental Health and Regulatory Service is to improve the quality of life, safeguard and improve public health and the environment in the City.
- 1.3 Our primary objective is to achieve regulatory compliance. It is recognised that prevention is better than cure, however, formal action against a business or a member of the public will be taken where it becomes necessary to do so.
- 1.4 Fair and effective enforcement is essential to protect the economic interest and health and safety of the public and businesses and the environment. Decisions about enforcement action and in particular the decision to prosecute has serious implications for all involved. Environmental Health and Regulatory Services applies this Policy to ensure that:
 - Decisions about enforcement action are fair, proportionate and consistent;
 - Officers apply current Government guidance and codes of practice;
 - To ensure that everyone understands what principles are applied when enforcement action is considered.
- 1.5 This Policy is designed to make sure that everyone knows the principles that Environmental Health and Regulatory Services applies when carrying out its work. By applying the same principles, everyone involved in the decision making process is helping to treat victims fairly and to prosecute fairly but effectively.
- 1.6 Each service area may also have additional, specific requirements, which supplement this policy but take into account specific requirements for that service which may include the statutory need for a service specific enforcement policy.

LEGAL STATUS OF THE ENFORCEMENT POLICY

- 2.1 The Policy was approved by Cabinet (*date to be inserted*) and all enforcement officers carry cards showing their identity and a list of legislation that they are authorised to enforce.

SCOPE AND MEANING OF 'ENFORCEMENT'

- 3.1 This Policy applies to all the legislation enforced by Officers from Environmental Health and Regulatory Services.
- 3.2 'Enforcement' includes any action taken by Officers aimed at ensuring that individuals or businesses comply with the law. This is not limited to formal enforcement action such as prosecution; it also includes, for example, the inspection of premises for the purpose of checking compliance with acts of Parliament and regulations.

HOW TO OBTAIN A COPY OF THE POLICY OR MAKE COMMENTS

- 4.1 This Policy is available on the City Council's web site:
<http://www.gloucester.gov.uk/>

If you would like a paper copy of the Policy and/or you would like to comment on the Policy, please contact us by:

- Telephoning 01452 396396
- E-mailing heretohelp@gloucester.gov.uk
- Writing to Environmental Health and Regulatory Services, Gloucester City Council, Herbert Warehouse, The Docks, Gloucester GL1 2EQ.

- 4.2 On request, this Policy will be made available on tape, in Braille, large type, or in a language other than English.

GENERAL PRINCIPLES

- 5.1 Each case is unique and must be considered on its own merits. However there are general principles that apply to the way each case must be approached. These are set out in this Policy and in the BERR Regulators' Compliance Code "Statutory code of practice for Regulators" and the Government's Enforcement Concordat.

For more information about the Regulators' Compliance Code visit:

<http://www.berr.gov.uk/files/file45019.pdf>

- 5.2 Environmental Health and Regulatory Service believe in firm but fair regulation. Underlying this are the principles of:

- Proportionality in the application of the law and in securing compliance
- Consistency of approach
- Transparency about how the Service operates and what those regulated may expect from the Service, and
- Targeting of enforcement action.

- 5.3 Enforcement officers must be fair, independent and objective and must not let any personal views about issues such as disability, ethnic or national origin, sex, religious beliefs, political views or the sexual orientation of the suspect, victim, witness or offender influence their decisions. They must not be affected by improper or undue pressure from any source.

- 5.4 It is the duty of enforcement officers to make sure that enforcement action is taken against the right person. In doing so it must act in the interests of justice and not solely for the purpose of obtaining a conviction.

NOTIFYING ALLEGED OFFENDERS

- 6.1 If we receive information [for example from a complainant] that may lead to enforcement action against a business or individual. We will notify that business or individual as soon as is practicable of any intended enforcement action, except in the circumstances described in 6.3 below.
- 6.2 During the progression of enforcement investigations/actions, business proprietors or individuals or witnesses will be kept informed of progress. Confidentiality will be maintained and personal information about individuals will only be released to a Court when required and/or in accordance with the Data Protection Act 1998.
- 6.3 In certain circumstances, we may choose not to keep business proprietors or individuals or witnesses informed of progress if this could impede enforcement action and/or pose a safety risk to those concerned or the general public.

DECIDING WHAT LEVEL OF ENFORCEMENT ACTION IS APPROPRIATE

- 7.1 A large number of factors are considered when determining what action to take. These factors are used to determine the level of enforcement action we may take:

Levels of enforcement action:

There are a large number of potential enforcement options. The level of the action taken varies from no action through to proceedings in Court. Examples of the main types of action that can be considered are shown below:

- No action
 - Informal Action and Advice
 - Written warning and/or advice
 - Formal Notice
 - Works in Default
 - Revisit of premises
 - Fixed Penalty Notice
 - Seizure
 - Forfeiture Proceedings
 - Simple Caution
 - Refusal/revocation of a licence
 - Court Injunction
 - Prosecution
- 7.2 In assessing what enforcement action is necessary and proportionate, consideration will be given to:
- The seriousness of compliance failure;
 - The business' past performance and its current practice;
 - The risks being controlled;
 - Legal, official or professional guidance;
 - Local priorities of the City Council.

- 7.3 Where the law has been contravened, there is a range of enforcement options available to seek compliance with the law. Under normal circumstances, a process of escalation will be used until compliance is reached. Exceptions would be where there is a serious risk to public safety or the environment or the offences have been committed deliberately or negligently or involve deception or where there is significant economic detriment.

No Action

- 7.4 In exceptional circumstances, contraventions of the law may not warrant any action. This can be where the cost of compliance to the offender outweighs the detrimental impact of the contravention on the community, the cost of the required enforcement action to the City Council outweighs the detrimental impact of the contravention on the community or where a risk based assessment had not identified a significant hazard. A decision of *no action* may also be taken where formal enforcement is inappropriate in the circumstances, such as where a trader has ceased to trade, or the offender is elderly and frail and formal action would seriously damage their well being. A decision to take no action will be recorded in writing and must take into account the health, safety, and environmental damage or nuisance implications of the contravention.

Informal Action and Advice

- 7.5 For minor breaches of the law we verbally advise the offender. We will clearly identify the contraventions of the law and give advice on how to put them right and including a deadline by which this must be done. Sometimes we will advise offenders about 'good practice', but we will clearly distinguish between what they must do to comply with the law and what is advice only.
- 7.6 Failure to comply could result in more severe enforcement action being taken. The time allowed must be reasonable, but must also take into account the health, safety and nuisance implications of the contravention.

Written warning and/or advice

- 7.7 For some contraventions we will send the offender a firm but polite letter clearly identifying the contraventions, giving advice on how to put them right and including a deadline by which this must be done. Failure to comply could result in a notice being served or more severe enforcement action being taken. The time allowed must be reasonable, but must also take into account the health, safety and nuisance implications of the contravention.
- 7.8 If anyone is concerned with the contents of the written warning then they may put in a written appeal to the Service Manager.

Formal Notice

- 7.9 Notices are served to require offenders to cease contravening activities, or to give offenders reasonable time to rectify a contravention. Notices may require *contravening activities* to cease immediately where the circumstances relating to health, safety, environmental damage or nuisance demand. In other circumstances, the time allowed must be reasonable, but must also take into account the health, safety, and environmental damage or nuisance implications of the contravention.

7.10 Any reasonable written requests, with valid reasons, for an extension to this time period will be considered.

7.11 All notices issued will include details of any applicable *Appeals Procedures*.

Works in Default

7.12 Certain types of notice allow us to 'carry out work at default'. This means that if a notice is not complied with or there is a breach of the notice we may carry out any necessary works to satisfy the requirements of the notice ourselves. Where the law allows, we may then charge the person/business served with the notice for any cost we incur in carrying out the work.

Revisit of premises

7.13 Following a formal notice, written warning or verbal warning we may revisit the premises to check compliance has been achieved. For very minor contraventions we may advise that a revisit may be carried out after the agreed deadline. Officers will then decide whether to actually make a revisit depending upon the health, safety, environmental damage or nuisance implications of the contravention, and the perceived likely response of the offender to the warning/ advice.

Fixed Penalty Notices

7.14 Fixed Penalty Notices are another means of dealing with a breach of the law. They are recognised as a low-level enforcement tool and avoid a criminal record for the defendant. Where legislation permits the use of fixed penalty notices, they will be considered as an alternative to prosecution. Examples of where they may be appropriate are:

- To deal quickly and simply with less serious offences
- To divert less serious cases away from the court process
- To deter repeat offences

7.15 Recent Government guidance recommends that the enforcement of less serious offences, such as littering and dog fouling, should be proportional and advice and education of the law should be the first approach.

7.16 Before a fixed penalty notice is administered the authorised officer will ensure that there is evidence of the offender's guilt sufficient to sustain a prosecution.

7.17 An authorised officer will inform the offender of the contravention of the law and give advice on how to put it right. Where an offender does not rectify his actions, then a fixed penalty notice will be issued. However, in certain circumstances, where legislation permits an offence to be dealt with by way of a Fixed Penalty Notice, the Council may choose to administer a Fixed Penalty Notice without issuing a warning.

7.18 Any false information provided by the offender will make the Fixed Penalty Notice unenforceable.

Seizure

- 7.19 Certain legislation enables authorised Officers to seize goods or equipment, for example food that is unsafe or sound equipment that is being used to cause a statutory noise nuisance. When we seize goods we will give the person from whom the goods are taken an appropriate receipt. Where the law requires, we will *produce* seized goods before the Magistrates Court.

Forfeiture Proceedings

- 7.20 This procedure may be used in conjunction with seizure and/or prosecution where there is a need to dispose of goods in order to prevent them re-entering the market place or being used to cause a further problem. In appropriate circumstances, and where the law enables us to do so, we will make an application for forfeiture to the Magistrates Court following successful prosecution.

Simple Caution

- 7.21 This procedure is used as a final warning. It is an admission of guilt, but is not a form of sentence, nor is it a criminal conviction. It derives from advice issued by the Home Office and has already been successfully used by this authority to deal with contraventions of Environmental Health legislation. For a simple caution to be issued a number of criteria must be satisfied:

- Sufficient evidence must be available to prove the case, and;
- The offender must admit the offence; must agree to be cautioned and must not have been committed by the offender before.

For details on the Home Office guidance [Circular 18/1994] visit:
<http://www.homeoffice.gov.uk/about-us/publications/home-office-circulars/circulars-2005/030-2005/>

- 7.22 A record of the Simple Caution will be sent to the Office of Fair Trading and the Local Authorities Coordinators of Regulatory Services (LACORS) if appropriate, and will be kept on file for 3 years. If the offender commits a further offence, the Simple Caution may influence our decision to take a prosecution. If during the time the Caution is in force the offender pleads guilty to, or is found guilty of, committing another offence anywhere in England and Wales, the caution may be cited in court, and this may influence the severity of the sentence that the court imposes.

Refusal/suspension/revocation of a licence

- 7.23 Where there is a requirement for a business to be licensed by the local authority, the licence may be granted unless representations or objections are received against the application. In such cases the Licensing and Enforcement Committee or a Sub-Committee of Licensing and Enforcement will hear the case and decide to grant, grant with conditions or refuse the licence application.
- 7.24 Certain types of premises/businesses require a licence to operate legally. In order to warrant refusal/revocation/suspension of a licence, the controlling individual or organisation must meet one or more of the following criteria:

- Deliberately or persistently breached legal obligations, which were likely to cause material loss or harm to others
- Deliberately or persistently ignored written warnings or formal notices
- Endangered, to a serious degree, the health, safety or well being of people, animals or the environment
- Obstructed an Officer during undertaking their duties

Court Injunction

7.25 In certain circumstances, for example where offenders are repeatedly found guilty of similar offences or where the City Council's Solicitors agree that an injunction is a more appropriate course of enforcement action than any other, then injunctions may be used as an enforcement measure to deal with repeat offenders or dangerous circumstances.

Prosecution

7.26 A prosecution will normally be taken where the individual or organisation meets one or more of the following criteria:

- Deliberately or persistently breached legal obligations, which were likely to cause material loss or harm to others,
- Deliberately or persistently ignored written warnings or formal notices,
- Endangered, to a serious degree, the health, safety or well being of people, animals or the environment,
- Assaulted or obstructed an Officer in the course of their duties.

DETERMINING WHETHER A PROSECUTION OR FORMAL CAUTION IS VIABLE AND APPROPRIATE

8.1 We apply two 'tests' to determine whether a Prosecution or Caution is viable and appropriate. We follow guidance set by the Crown Prosecution Service when applying the tests:

- The **Evidential Test** -

There must be enough evidence to provide a 'realistic prospect of conviction' against each defendant on charge.

- The **Public Interest Test** -

There may be public interest factors that are in favour of, or are against prosecution. These have to be weighed-up before enforcement action is taken.

For more information about the 'Code For Crown Prosecutors' visit:

<http://www.cps.gov.uk/Publications/docs/code2004english.pdf>

8.2 If the case does not pass the evidential test, it must not go ahead, no matter how important or serious it may be. If the case does meet the evidential test, the Investigating Officer(s), along with senior managers from the Environmental Health and Regulatory Services and City Council Solicitors must decide if formal enforcement action is needed in the public interest.

- 8.3 A Caution or Prosecution proceedings will only be progressed when the case has passed both tests. Paragraphs 8.4 to 8.8 below, detail how this Policy applies to the consideration of taking a prosecution. The principles outlined apply equally to the other types of formal enforcement action that are available.

The Evidential Test

- 8.4 The Investigating Officer(s), along with senior managers from the Environmental Health and Regulatory Services and City Council's Solicitors must be satisfied that there is enough evidence to provide a 'realistic prospect of conviction' against each defendant on each charge. This is a separate test from the one that the criminal courts themselves must apply. A jury or magistrates' court should only convict if satisfied so that it is sure of a defendant's guilt.
- 8.5 When deciding whether there is enough evidence to prosecute, the Investigating Officer(s), along with senior managers from Environmental Health and Regulatory Services and City Council's Solicitors must consider whether the evidence can be used and is reliable.

The Public Interest Test

- 8.6 The public interest must be considered in each case where there is enough evidence to provide a realistic prospect of conviction. A prosecution will usually take place unless there are public interest factors tending against prosecution, which clearly outweigh those tending in favour. Although there may be public interest factors against prosecution in a particular case, often the prosecution should go ahead and those factors should be put to the court for consideration when sentence is being passed.
- 8.7 The Investigating Officer(s), along with senior managers from Environmental Health and Regulatory Services and City Council Solicitors must balance factors for and against prosecution carefully and fairly. Public interest factors that can affect the decision to prosecute usually depend on the seriousness of the offence or the circumstances of the suspect. Some factors may increase the need to prosecute but others may suggest that another course of action would be better. The following lists include some common public interest factors, both for and against prosecution. These are not exhaustive and the factors that apply will depend on the facts in each case.

Some common public interest factors in favour of prosecution

The more serious the offence, the more likely it is that a prosecution will be needed in the public interest. A prosecution is likely to be needed if one or more of the following factors exist:

- A conviction is likely to result in a significant sentence;
- The evidence shows that the defendant was a ringleader or an organiser of the offence;
- There is evidence that the offence was premeditated;
- The victim of the offence was vulnerable, has been put in considerable fear, or suffered personal damage or disturbance;

- The offence was motivated by any form of discrimination against the victim's ethnic or national origin, sex, religious beliefs, political views or sexual orientation, or the suspect demonstrated hostility towards the victim based on any of those characteristics;
- There is a marked difference between the actual or mental ages of the defendant and the victim, or if there is any element of corruption;
- The defendant's previous convictions or cautions are relevant to the present offence;
- There are grounds for believing that the offence is likely to be continued or repeated, for example, by a history of recurring conduct.

Some common public interest factors against prosecution

A prosecution is less likely to be needed if one or more of the following factors exist:

- The court is likely to impose a nominal penalty;
- The defendant has already been made the subject of a sentence and any further conviction would be unlikely to result in the imposition of an additional sentence or order, unless the nature of the particular offence requires a prosecution;
- The offence was committed as a result of a genuine mistake or misunderstanding (these factors must be balanced against the seriousness of the offence);
- The loss or harm can be described as minor and was the result of a single incident, particularly if it was caused by a misjudgement;
- There has been a long delay between the offence taking place and the date of the trial, unless:
 - The offence is serious;
 - The delay has been caused in part by the defendant;
 - The offence has only recently come to light; or
 - The complexity of the offence has meant that there has been a long investigation;
- A prosecution is likely to have a bad effect on the victim's physical or mental health, always bearing in mind the seriousness of the offence;
- The defendant is elderly or is, or was at the time of the offence, suffering from significant mental or physical ill health, unless the offence is serious or there is a real possibility that it may be repeated.

8.8 Deciding on the public interest is not simply a matter of adding up the number of factors on each side. The Investigating Officer(s), along with senior managers from the Environmental Health and Regulatory Services and City Council's Solicitors must decide how important each factor is in the circumstances of each case and go on to make an overall assessment.

WHO DECIDES WHAT ENFORCEMENT ACTION IS TAKEN

9.1 For less serious infringements of the law, decisions about the most appropriate course of action is usually determined by the Investigating Officer(s). Decisions are based upon professional judgment, legal guidelines, statutory codes of practice and priorities set by the City Council and/or Central Government.

9.2 For more serious offences [where the nature of the offence points towards prosecution, formal caution or seizure], decisions about enforcement, where appropriate, may be 'authorised' by a team, including the:

- Investigating Officer(s)
- Senior managers in accordance with the City Councils Constitution and Officer delegated powers.
- City Council Solicitors
- Cabinet Member, or Leader/Deputy Leader. In Licensing cases, consultation with the Chair of Licensing and Enforcement Committee.

LIAISON WITH OTHER REGULATORY BODIES AND ENFORCEMENT AGENCIES

10.1 Where appropriate, enforcement activities within the Environmental Health and Regulatory Services will be co-ordinated with other regulatory bodies and enforcement agencies to maximise the effectiveness of any enforcement.

10.2 Where appropriate, for example where there has been a work related death, we will inform and liaise directly with Gloucestershire Police. In certain circumstances joint investigations may be undertaken with any relevant enforcement agency.

10.3 Where an enforcement matter affects a wide geographical area beyond the City boundaries, or involves enforcement by one or more other local authorities or organisations; all relevant authorities and organisations will be informed of the matter as soon as possible and all enforcement activity coordinated with them.

10.4 Environmental Health and Regulatory Services shares intelligence relating to wider regulatory matters with other regulatory bodies and enforcement agencies, and examples include:

- Government Agencies, such as the Food Standards Agency, Meat Hygiene Service, Health and Safety Executive, Customs and Excise, Benefits Agency and Environment Agency.
- Police Forces, such as Gloucestershire Constabulary
- Fire Authorities, such as Gloucestershire Fire and Rescue Service
- Public Health Laboratory Service
- Gloucestershire County Council Trading Standards
- Public Analyst - Worcestershire County Scientific Services
- Statutory undertakers, such as Severn Trent Water
- Other Local Authorities

10.5 Where wider regulatory matters can be more effectively addressed through joint working we will, where appropriate, enter into formal 'Enforcement Liaison Policies'.

OFFENCES

11.1 The Investigating Officer(s), along with senior managers from the Environmental Health and Regulatory Services and City Council's Solicitors should select the most appropriate legislation which:

- Reflect the seriousness of the offence,
- Give the court adequate sentencing powers,
- Are made to the appropriate court,
- Enable the case to be presented in a clear and simple way.

CONSIDERING THE VIEWS OF THOSE AFFECTED BY OFFENCES

- 12.1 Environmental Health and Regulatory Services undertakes enforcement on behalf of the public at large and not just in the interests of any particular individual or group. However, when considering the public interest test (see section 8.6 above), the consequences for those affected by the offence, of the decision whether or not, and how to take enforcement action, and any views expressed by those affected will, where appropriate, be taken into account.
- 12.2 Those people affected by the offence will be told about any decision that makes a significant difference to the case in which they are involved.

THE INTERESTS OF THE CITY'S STAKEHOLDERS

- 13.1 Where particular local circumstances dictate, enforcement activity will, where practicable, take account of those circumstances that minimise any adverse effects of enforcement activity on legitimate businesses and individuals.
- 13.2 When practicable and beneficial to local businesses, standards of competitors will be reviewed/monitored, for example through liaison with other regulatory bodies and enforcing agencies, in order to support a consistent approach to enforcement (see section 10).

RE-STARTING A PROSECUTION

- 14.1 People should be able to rely on enforcement decisions taken by the Environmental Health and Regulatory Service Managers. Normally, if a suspect or defendant is advised that there will not be a prosecution, or that the enforcement action has been stopped, that is the end of the matter and the case will not start again. But occasionally there are special reasons why enforcement action will re-start, particularly if the case is serious. These reasons include:
- Rare cases where a new look at the original decision shows that it was clearly wrong and should not be allowed to stand
 - Cases which are stopped so that more evidence, which is likely to become available in the fairly near future, can be collected and prepared. In these cases, the defendant will be told that the enforcement action may well start again
 - Cases which are stopped because of a lack of evidence but where more significant evidence is discovered later

14.2 A review of a case will automatically be triggered where one or more of the following circumstances apply:

- New information/evidence comes to light.
- There is a change in circumstances that mean that a prosecution should be reconsidered.
- New case law is established.

PROTECTION OF HUMAN RIGHTS

15.1 This Policy and all associated enforcement decisions take account of the provisions of the Human Rights Act 1998. In particular, due regard is had to:

- Article 1 - Right to peaceful enjoyment of possessions e.g. home/licence. (No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.)
- Article 6 - Right to a fair trial
- Article 8 - Right to respect for private and family life, home and correspondence
- Article 14 - Prohibition of discrimination on any grounds

15.2 Officers within Environmental Health and Regulatory Services operate to a range of internal guidance documents that support the principles of primary human rights legislation, for example guidance relating to the Data Protection Act 1998 and Regulation of Investigatory Powers Act 2000.

PUBLICISING ENFORCEMENT ACTION

16.1 It is important that certain levels of enforcement action taken by Environmental Health and Regulatory Services is recognised and the details of such are suitably published. For example, details of prosecutions and public notices and, subject to the Data Protection Act 1998, details of final warnings (cautions).

REVIEW OF THE ENFORCEMENT POLICY

17.1 This Policy will be reviewed annually.

Gloucester City Council

INDIVIDUAL OFFICER DECISION DECISION RECORD FORM

Date of Decision	04 September 2018	
Subject	Introduction of Civil Penalties to tackle Poor Housing Conditions	
Wards affected	All Wards	
Officer taking decision	Head of Communities	
Decision taken	To implement a detailed policy & procedure around the use of Civil Penalties in respect of poor housing conditions within the private rented sector.	
Delegated power used	<p>Recommendation 3 (approved) of the Cabinet Report (9th May 2018) ‘Introduction of Civil Penalties to tackle Unsatisfactory Housing Conditions within the Private Rented Sector’, which stated –</p> <p><i>Delegated authority be provided to the Head of Communities, in consultation with the Cabinet Member for Housing & Planning and the Council Solicitor to develop and implement a detailed policy & procedure in respect of the imposition of Civil Penalties.</i></p>	
Reason for decision	<p>See report referred to above - Link to Report - 9th May 2018 .</p> <p>In addition the background document to this decision is a copy of the Gloucester City Council Policy on Civil Penalties under the Housing and Planning Act 2016.</p>	
Alternative options considered	N/A	
Consultation Undertaken and Results of Consultation	<p>In line with the recommendation referred to above this matter has been discussed with the Cabinet Member for Housing & Planning and the Council’s Solicitor. Furthermore the policy document has been jointly developed and endorsed by District Council’s across Gloucestershire.</p>	
People Impact Assessment (PIA)	<p>Screening Stage completed: Yes/No</p> <p>Full PIA required, completed and attached: Yes/No</p>	
Any Conflicts of Interest		

None

Declarations of Interest (including any dispensations granted):

None

Background documents:

[Link to Report - 9th May 2018](#)

Confidential or Exempt Information: Yes/No

Name of document(s) which are confidential or exempt Final Report:

N/A

Decision Maker: Date: 04 September 2018

R.L. 

Head of Communities

Gloucester City Council

Meeting:	Cabinet Council	Date:	6 March 2024 21 March 2024
Subject:	Gloucester City Centre Conservation Area Appraisal and Management Plan		
Report Of:	Cabinet Member for Planning and Housing Strategy		
Wards Affected:	Westgate		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Ullin Jodah McStea, Principal Conservation Officer		
	E:	ullin.jodahmcstea@gloucester.gov.uk	01452 396794
Appendices:	1. Gloucester City Centre Conservation Area Appraisal and Management Plan 2. Public Consultation Report and Officer Comments.		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To seek approval for the adoption of the updated draft of the City Centre Conservation Area Appraisal and Management Plan as a Supplementary Planning Document. (Appendix 1)

2.0 Recommendations

- 2.1 Cabinet is asked to **RECOMMEND** to Council that:

- (1) The City Centre Conservation Area Appraisal and Management Plan be approved as a Supplementary Planning Document with immediate effect.
- (2) The alteration of the boundary of the city centre conservation area be approved.
- (3) Authority be delegated to the Head of Place, in consultation with the Cabinet Member for Planning and Housing, to obtain graphic design input for the layout of the document, add additional photographs and maps to the document, and to make any other necessary minor amendments, corrections and additions to the document prior to publication.

- 2.2 Council is asked to **RESOLVE** that:

- (1) The City Centre Conservation Area Appraisal and Management Plan is approved as a Supplementary Planning Document with immediate effect.
- (2) The alteration of the boundary of the city centre conservation area be approved.

- (3) Authority is delegated to the Head of Place, in consultation with the Cabinet Member for Planning and Housing, to obtain graphic design input for the layout of the document, add additional photographs and maps to the document, and to make any other necessary minor amendments, corrections and additions to the document prior to publication.

3.0 Background and Key Issues

- 3.1 The purpose of this report is to seek approval from Council for the adoption of the Gloucester City Centre Conservation Area Appraisal and Management Plan (Appendix 1).
- 3.2 The document was originally drafted by the Council's Principal Conservation officer, Ullin Jodah McStea drawing on consultancy advice commissioned from Donald Insall Associates, Chartered Architects and Historic Buildings Consultants. Following approval from Cabinet, it has been amended in the light of comments received in the 8-week public consultation which took place between October and December 2023.
- 3.3 The public consultation included public meetings (to comply with the requirements of the 1990 Planning (Listed Buildings and Conservation Areas) Act 1990 Section 71), a 'drop in' stand at Eastgate Shopping Centre, meetings with stakeholder groups and a mail out to all the residents within the conservation area. The mail out, as well as information provided on the internet and social media, informed the public of how and where they could gain more information, as well as how and where they could respond to the consultation. Options to view the draft document virtually, or as a hard copy were also provided, as were options to respond.
- 3.4 The period of public consultation ended on December 20th2023. All comments received were then collated and a Consultation and Adoption Report has been produced, a copy of which is attached as Appendix 2. These reports not only detail the comments received, but also what action was taken as a result. Officer comments are also included within the report.
- 3.5 Changes to the Conservation Area Appraisal and Management Proposals in the light of the consultation responses include:
- Redrafting of the text on changes to the conservation area boundary on Westgate Street.
 - Review and updating of the SWOT analysis.
 - Language in Management Plan amended to aid clarity and avoid confusion.
- 3.6 The Conservation Area Appraisal and Management Proposals is to be adopted as a Supplementary Planning Document of Policy SD8 'Historic Environment' of the adopted Joint Core Strategy (2017), and Policy D1 'Historic Environment' of the adopted Gloucester City Plan (2023).
- 3.7 Once adopted, it will replace the 2007 City Centre Conservation Area Appraisal and Management Proposals.

4.0 Social Value Considerations

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

5.0 Environmental Implications

- 5.1 The Appraisal provides interpretation and context as well as a framework to further the protection and enhancement of the environment. The document deals mainly with the built environment, including buildings of architectural merit and heritage importance, and it also acknowledges the importance of the public realm and areas of open and green space within the conservation area. Sustainability and issues of climate change have also been considered in the preparation of this document.

6.0 Alternative Options Considered

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

7.0 Reasons for Recommendations

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

8.0 Future Work and Conclusions

- 8.1 If Members are minded to follow the recommendations of this report, the new boundaries of the conservation areas and the two newly designated areas will have to be advertised in the format given in both legislation and government guidance.
- 8.2 If Members are minded to adopt the updated draft of the City Centre Conservation Area Appraisal and Management Plan as SPD, there will again be a requirement to make suitable announcement of this, and again Legislation and government guidance dictates the format that such notification and publicity must take.
- 8.3 If the appraisal is adopted, then the management proposals within will become a material consideration for consideration of planning applications for buildings or sites within the conservation areas.

9.0 Financial Implications

- 9.1 There are no direct financial implications arising from this report

10.0 Legal Implications

- 11.1 It is a statutory requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 for a local planning authority from time to time to review parts of their area that are designated as conservations areas and to draw up and publish

proposals for the preservation and enhancement of the conservation areas. In so doing there is a duty to consult the local community on the proposals, including the holding of a public meeting, and for the local planning authority to have regard of the views expressed by consultees. Appendix 2 outlines the results of the consultation and the action taken.

11.2 In order for the City Centre Conservation Area Appraisal and Management Plan to be adopted as a supplementary planning document the requirements of the Town and Country Planning (Local Planning)(England) Regulations 2012 as amended and the Council's Statement of Community Involvement should be followed. At this a consultation and adoption report is required and this has been produced as Appendix 2. Following the adoption resolution by the Council the new supplementary planning document will need to be publicised in accordance with the aforementioned regulations.

11.3 One Legal has been consulted on this report

11.0 Risk & Opportunity Management Implications

12.0 People Impact Assessment (PIA) and Safeguarding:

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

13.0 Community Safety Implications

13.1 There are no direct safety implications as a result of this report.

14.0 Staffing & Trade Union Implications

14.1 None

Gloucester City Centre Conservation Area Appraisal and Management Plan.

Update draft following public consultation. 01.02.2024

Please note, all amendments are highlighted in blue.

1. Introduction
 - 1.1 What is a Conservation Area?
 - 1.2 The Conservation Area Appraisal and Management Plan and its purpose
 - 1.3 How it will be used
 - 1.4 Consultation process
 - 1.5 Regeneration context
 - 1.6 National and Local Policy context
2. Understanding the site
 - 2.1 Significance of the site
 - 2.2 Boundary alterations
 - 2.3 Location
 - 2.4 Topography, geography and landscape
 - 2.5 Relationship of the Conservation Area to its surroundings
 - 2.6 Archaeology
 - 2.7 Historic Development
3. Character Areas
 - 3.1 The Gate Streets
 - 3.2 Brunswick Road, Greyfriars and Eastgate
 - 3.3 Quay Street, Longsmith Street and Ladybellegate Street
 - 3.4 King's Square and King's Walk
4. Management Proposals
5. Maps

1.1 What is a Conservation Area?

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

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

The Planning (Listed Buildings and Conservation Areas) Act 1990 prevents the demolition of buildings in conservation areas without consent and allows for the

service of 'Repair Notices' for vacant buildings in a similar way to those for listed buildings.

These sections of the 1990 Planning Act form the foundation for Gloucester City Council to manage the built environment in such a way as to retain the special qualities of their conservation areas. There are, however, a wide range of legislation, national guidance additional guidance and local and national policy documents which assist in this task. They deal with other types of heritage asset, such as listed buildings, additional controls to supplement those included in the 1990 Act (often called Article 4 Directions), various types of repair and enforcement notices, and advice on how to assess the impact of development on the setting of an area or building.

Consequently, it is important that this document is read in conjunction with additional guidance and local and national policy documents. Where applicable, links have been provided to the documents to provide additional guidance. This appraisal forms part of the Council's Historic Environment Record and evidence base for the Local Plan. It is essential that any management plan supports a modern community and is considerate of social and economic factors. In view of this consultations **have been** undertaken during the appraisal process, and these will impact on the formulation of the management policies outlined later in this document.

1.2 The Conservation Area Appraisal and Management Plan and its Purpose

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

The appraisal is set out in 3 parts:

1. Understanding the area: This consists of a brief summary of the area, its historic development, its significance and components. Much of this has been compiled from third party documents, including the 2007 Conservation Area Appraisal
2. Site appraisal: The conservation area is divided into four character areas. The key elements of each character area, and how they contribute to the character and significance of the conservation area, will be outlined and appraised. The strengths, weaknesses, opportunities and threats in relation to each character area will also be assessed and used to inform the final section of the document.
3. Management of change: This section will set out a series of principles to help guide future development whilst ensuring that the special character of the area is preserved and where possible enhanced.

1.3 How it will be used

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

national legislation and guidance and local policy on the protection of conservation areas. The appraisal also seeks to understand the City Centre Conservation Area's capacity for change and its potential to meet local development needs and pressures. This appraisal aims to increase the appreciation and understanding of the conservation area and help businesses, tenants and owners understand the legislation that protects this complex historic city.

1.4 Consultation process

It is a statutory requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 for conservation area guidance produced by or on behalf of the Council to be subject to public consultation, including a public meeting, and for the local authority to have regard to the views expressed by consultees. Public consultation has been undertaken at various stages through the production of this appraisal, including at the beginning of the process; a draft of the appraisal has also gone out to public consultation. This public consultation has been vital in understanding the thoughts, issues and pressures which face the City Centre Conservation Area from those who live, work, and use the area, as well as the local authority who are responsible for the administration of planning policy to ensure that its character or appearance is preserved or enhanced.

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

Gloucester Business Improvement District

Gloucester Housing Strategy Team

Gloucester City Council Planning Officers

Gloucester Heritage Team

Gloucester City Council Cabinet Members

Gloucester Culture Trust Gloucester Development Forum

University of Gloucestershire

Gloucester Civic Trust

The residents of the City Centre Conservation Area

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

1.5 Regeneration context

At the time of this review, the Cathedral Quarter HSHAZ is approaching its final stages. Having been awarded £1.9m in funding from Historic England, this scheme has delivered change to part of Westgate Street providing grants to property owners for renovation and refurbishment of shopfronts and the conversion of vacant upper floors to residential use, as well as delivering improvements to the public realm. It is the intention that the work completed through the HSHAZ will encourage further regeneration as well as educate residents and owners as to the benefit of investment in heritage and good design. This will have an impact on the current condition of Westgate Street and its environs and should be assessed during the next conservation area appraisal review. At this point in time 14 facades/shopfronts have been

restored/renovated, and 5 new upper floor residential units created as a part of this scheme.

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

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

Current and Recent Regeneration Schemes

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

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

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

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

1.6 National and Local Policy Context The obligations of local planning authorities towards conservation areas within the legislative process have already been outlined at the start of this document, however there is considerable policy, both national and local, which provides more details on how legislation should be implemented. The National Planning Policy Framework (NPPF) 2023 provides national policy. Protecting and enhancing the historic environment is a key component of the NPPF's drive to achieve sustainable development.

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

Strategy (produced in partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council, setting out a planning framework for all three areas and adopted in December 2017) and the Gloucester City Plan (adopted in January 2023) refer to designated heritage assets. Policy SD8 in the Joint Core Strategy concerns the historic environment and it states that 'Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment' and that 'Designated and undesignated heritage assets and their settings will be conserved and enhanced as appropriate to their significance, and for their important contribution to local character, distinctiveness and sense of place...Development should aim to sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation'. Policy D1 of the Gloucester City Plan focuses on the historic environment; it states that

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

2.1 Significance of the site

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

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

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

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

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

2.2 Boundary alterations

As a part of the appraisal process, two small extensions to the City Centre Conservation Area were put forward for inclusion and subsequently accepted. These areas, and the reason for their inclusion within the City Centre Conservation Area, are:

Area 1 – Area on the northern side of Westgate Street

The area to the northern side of Westgate Street, which comprise the garden at the front of the Dukeries and the open space to the east of the corner with Archdeacon Street, was outside the network of conservation areas which surround Gloucester's city centre, though still a space that has historic value.

As a part of Westgate Street, the designation site is a space that provides further evidence of Gloucester's historic layout in particular its medieval street plan. Some of this is clearly visible above ground, in terms of the continuation of Westgate Street through this space, however, there are also records of below ground remains, for example Gloucester's Historic Environment Record notes evidence of the Foreign Bridge being observed in this area.

As well as its historic value, the character of the designation site (it is an open space with a number of street trees but no buildings) makes a positive contribution to this part of the city centre. It is a part of the setting of a number of highly graded listed buildings, for example the grade I listed St Nicholas's Church and the grade II* 'Folk of Gloucester', but it also provides a rare area of openness and greenery within Gloucester's urban heart. It also acts as a buffer between a number of important historic buildings and some of Gloucester's less sympathetic modern development.

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

Bearland House and Lodge are impressive 18th century houses which, alongside numbers 41-49 Longsmith Street, were within the Barbican Conservation Area. Because it was felt that the domestic character of this range of buildings responds more to the architectural character of the City Centre Conservation Area, rather than

the Barbican Conservation Area which is dominated by Gloucester Prison, the boundary between the two was redrawn to bring these buildings into the former.

2.3 Location Gloucester is the county town of Gloucestershire, with Cheltenham located 10 miles to the east, Tewkesbury 15 miles to the north and the Forest of Dean to the west. To the south is Stroud and the Cotswold escarpment, which rises steeply from the plain. This is crossed by the M5 motorway, connecting the north of England to Bristol, Bath and the southwest. The City Centre Conservation Area is the historic core of Gloucester and provides the majority of its primary and secondary shopping frontages. It is a vibrant part of the city offering day and night-time activities and a mix of uses. The form of the conservation area is largely established by its historic layout which remains intact, forming a loose grid of routes.

2.4 Topography, geology and landscape Central Gloucestershire itself is located on a spur of higher ground just above the floodplain of the River Severn. The city lies on lower lias clay and gravels in the Vale of Gloucestershire. To the north, west and south the terrain is low lying, but the Cotswold escarpment, along with the outlying Robinswood Hill and Churchdown Hill, rises steeply to the east, around 5 miles from the city centre.

Within the City Centre Conservation Area, contours confirm that there is a high spot close to the crossing point of the four main streets, with the steepest slope occurring on the west side of Ladybellegate Street. The change in gradient is also noticeable along Westgate Street, which drops gradually towards the river. Until the 19th Century, the River Twyver or Fullbrook ran westwards along the north side of St Aldate Street (forming the northern ditch of the medieval city) and into what was Mill Lane but has long since been culverted. The River Severn has changed course several times; the eastern branch of the Severn silted up and a new branch developed further west.

2.5 Relationship of the Conservation Area to its surroundings

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

The City Centre Conservation Area is partially pedestrianised so vehicular access to its core is limited. The pedestrianisation scheme creates a pleasant shopping environment for the four main streets, with car parking situated around the edges. There are both surface and multi-storey car parking facilities off Ladybellegate Street; There is roof car parking above Eastgate Shopping Centre and to one side of King's

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

2.6 Archaeology There are a high number of scheduled monuments within the City Centre Conservation Area which are shown on the following link [Search the List: Map Search | Historic England](#). Most of these lie below existing buildings. The best preserved above ground remains are the buildings and ruins of Blackfriars and Greyfriars. Both consist of considerable standing remains with Blackfriars considered to be the most complete Dominican Friary on a national basis. Any substantial groundworks within the conservation area have the potential to impact archaeological remains of national importance whether scheduled or not.

2.7 Historic development

The name Gloucester is derived from the Roman name Glevum, combined with the suffix 'cester', which means a Roman walled settlement or fortress. The City Centre Conservation Area forms the historic core of Gloucester, and the boundaries largely follow the lines of the Roman city walls, later used by both Saxons and Normans until largely demolished in the Civil War of the mid-17th Century.

The historical development of the city has been covered in detail in a variety of publications, references of which are included within the bibliography. The principal features of the historic development of the City Centre Conservation Area are as follows:

Roman

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

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

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

The forum and basilica lay alongside Southgate Street;

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

Roman Gloucester survives as an urban centre into the 5th century. It's status during the 6th and early 7th century is unclear and it may have continued as a partly occupied central place during the dark ages.

Anglo-Saxon and Norman

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

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

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

This 'Old Castle' and was probably a ringwork type structure utilising part of the city walls. It probably developed into a 'Mottle and Bailey' type castle after some years. The 'Old Castle' was built in the early 12th century close to the river, and Gloucester grew due to its location. The market and mint developed as a response to this.

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

Medieval

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

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

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

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

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

Southgate contained the fish and corn markets;

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

Northgate Street contained another market and was lined with shops;

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

Tudor and Jacobean

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

The Bluecoat School was built in 1566 in Eastgate Street;

Gloucester became a significant port, helped by improvements to Gloucester Quay;

In 1643 the Civil War resulted in the demolition of the suburbs to the south, east and north;

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

Georgian

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

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

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

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

Existing buildings were re-fronted in fashionable brick;

New public buildings were constructed;

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

Regency

A new spa developed to the south of the city centre after 1814, providing a short-lived impetus to the building of new shops in the city centre. It was eventually closed in the 1830s;

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

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

Grain and timber became the most important imports.

Victorian

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

Birmingham and Gloucester railway arrived in 1840;

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

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

In 1855 Eastgate market was rebuilt;

Gloucester Wagon Works was developed in the 1860s

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

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

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

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

20th Century

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

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

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

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

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

The city escaped major damage during the Second World War;

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

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

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

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

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

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

The portico to the old Eastgate Market was moved to form a new entrance to the Eastgate Shopping Centre in 1973;

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

21st Century

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

3. Character Areas

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

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

3.1 The Gate Streets

The Gate Streets Character Area comprises Westgate Street, Eastgate Street, Southgate Street and Northgate Street from their intersection at The Cross, extending outwards to Lower Quay Street (Westgate Street), no. 12 (Eastgate Street), Kimbrose Way (Southgate Street) and St Aldate Street (Northgate Street). With elements of the Roman, Saxon and Medieval town plan still clearly evident, in the form of the street layout, burgage plots and hidden alleyways, part of the Gate Streets character and importance lies in its historic origins and plan form. This is supplemented and enriched by the area's historic buildings, whose variety and quality are exceptional. Dating from the 12th to the 20th century, the historic buildings of the Gate Streets character area include medieval friaries and churches, buildings with medieval undercrofts, a number of outstanding timber framed buildings, some of which have been refronted, as well as more recent 19th and 20th century buildings of note. The most complete and unaltered of the Gate Streets is Westgate Street, which contains a rich mix of well detailed historic buildings with limited modern infill. Overlaying this historic environment is the everyday modern hustle and bustle of a city centre shopping area, which adds its own unique character to this special place.

3.1.1 TOWNSCAPE CHARACTER

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

Layout and plan form

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

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

Land uses

Historically, many buildings within the Gate Streets would have been occupied by family businesses with residences above, but from the 18th Century onwards, as the docks developed, so did the city, with residential growth moving towards the suburbs of the Spa and London Road. New buildings were constructed for governmental, administrative, manufacturing, or commercial uses. More recent development, for example the construction of the 1960s shopping centres, resulted in the further loss of residences, so that today, there are relatively few homes in within this part of the city centre. Moves to encourage the residential use of the oftenuvacant upper floors within parts of the character area are currently being undertaken as part of the Gloucester's Cathedral Quarter HSHAZ; the repopulation of the city centre is a wider aim of the city council. Whilst the Gate Streets are dominated by retail premises, there are also buildings accommodating other services such as banking, hospitality or entertainment; there are also several religious buildings throughout the character area, with active worship remaining in Southgate Street and Northgate Street. Administrative services can be found at Shire Hall. The Debenhams building, a

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

Building density, scale and proportions

Westgate Street

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

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

Above the shopfronts facades are diverse, whilst the roofscape, with its varied heights and features such as parapets, gables and both plain and decorative dormers, increase interest. It is the variations within Westgate Street, and the glimpses to what lies beyond, that give this historic route its immense character, richness and architectural diversity.

To the north of Westgate Street is College Street, which, with its modest simple 15th century timber framed buildings sitting opposite a substantial decorated 3 storey Victorian row, provides an iconic view of Gloucester's 11th century Cathedral. Close by the narrow College Court provides a more enclosed feel; the medieval ogee arched gateway, made famous by Beatrix Potter in *The Tailor of Gloucester*, is a particular feature in this space.

Eastgate Street

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

Northgate Street

Whilst the range of buildings in Northgate Street is diverse in terms of age and architectural style, many of them are 3 storeys in height. Exceptions to this include Nos 6-10 Northgate Street, which is 4 storey and the Debenhams site, the latter of which marks the intersection with the Oxbode. There are also 2 storey buildings on Northgate Street, at numbers 35 and 37, though these modest buildings appear out of character with the rest of the street scene. Plot sizes too vary, from modest single ones to the property currently housing TK Maxx, which is at least 10 bays in width. The building line to each side of Northgate Street is predominantly consistent, with a notable exception at The New Inn which has a jettied first and second floor. On the opposite side of the road, the Church of St John is set slightly back and marks the turning from Northgate Street onto St Johns Lane. Buildings along this side street are mainly 2 and 3 storeys in height and are less condensed, with regular breaks to the building line. These breaks provide glimpsed and far-reaching views towards the Cathedral. Whilst there is great variety in terms of building age and style on Northgate Street, the overall impression is one of a more consistent street scene than the neighbouring Westgate Street.

Southgate Street

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

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

all of which have been enhanced through recent work. Unfortunately it is also an area where anti social behaviour is evident.

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

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

Alleyways and backstreets

A feature of the Gate Streets, in particular Westgate Street, are the small back lanes that were laid out during the Saxon period when the city is known to have been replanned with a grid of streets and a series of secondary routes. These offer a different perspective to the busy urban character of the Gate Streets, typically narrower but often with glimpsed views to rear elevations and a range of smaller scale buildings, both domestic and commercial. A number of these routes have been overlooked and are now suffering from deterioration. Typical issues include lack of lighting, poor repair, insensitive infill development, blocking of historic openings and the installation of security grilles. routes have been overlooked and are now suffering from deterioration. This has led to anti-social behaviour and their use for refuse storage which deters pedestrian use. Examples of the back lanes and alleyways within this character area include:

- Bull Lane

- Maverdine Lane

- St John's Lane

- College Court

- Cross Keys Lane

- Alley to the east of 11 Westgate Street – Pinchbelly Alley

- Alley to the north of the New Inn

Views

Views within the Gate Streets are varied and diverse, with key views from the Cross looking outwards along each of the four main streets. The view along Northgate Street is perhaps the shortest of these, because the road curves as it heads outwards, whilst the view along Westgate Street is longer. This important view, which is enabled by the linear form of the street and the way it falls away as it heads westwards, contains the architecturally diverse buildings that line the street as well as more distant elements; on clear days, the Malvern Hills can be seen from parts of Westgate Street. (A map and photographs showing some of the City Centre Conservation Areas most important distant views can be found on page X)

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

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

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

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

3.1.2 STREETScape CHARACTER

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

Open Space

The semi pedestrianised nature of the Gate Streets and the Cross creates a freely accessible area within the centre of Gloucester, one that is used not only for enabling people to access the shops and services that line these streets, but also, to some extent as a destination in itself, with the presence of benches, and the use of the pedestrianised streets for outdoor dining, encouraging people to linger in these areas. Other than the Gate Streets themselves, there is limited public open space within this character area. The churchyard of St Mary de Crypt, which can be accessed from Southgate Street along Marylone, is a rare green space and provides a degree of tranquillity away from the busy shopping streets. The presence of a number of trees in this space contributes to this area's ambiance, however, recent incidents of anti-social behaviour detract from calm and respite that this place can offer.

Other open spaces within this character area include the area at the southern end of Southgate Street and the space to the west of Shire Hall. Whilst this latter area benefits from the presence of a number of street trees, it remains a location which could be improved and enhanced.

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

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

Public Realm

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

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

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

As a part of the HSHAZ a scheme to improve the public realm within the Cathedral Quarter was introduced and having undertaken public consultation, a number of proposals, including decluttering the street, repairs to street surfaces, the introduction of more greenery and seating and improved interpretation have now been put forward. The implementation of these proposals is currently underway.

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

Whilst there are examples of the use of high quality and traditional materials within the Gate Streets, and interesting surface features, sporadic change, a lack of

maintenance and insensitive and poor quality repairs in the years since pedestrianisation have eroded and diminished the sense of cohesion that was originally intended.

This lack of cohesion is also reflected in the wide range of street furniture that is evident within this central area, which includes bins, bollards, seating and wayfinding. Again, whilst there may have initially been a uniformity of approach, in the intervening years, any co-ordination appears to have been lost, with an irregularity in the type and the placement of the public realm furniture, much of which is dated and poorly maintained. This, alongside the privately owned outside eating areas, food wagons and advertisements, give the Gate Streets a chaotic and often cluttered feel.

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

The introduction of a Public Realm Strategy in 2017 sets out a clear approach to the selection of materials, designs and the location of these throughout the City Centre Conservation Area to strengthen the relationship between primary, secondary and rear streets and is a welcome introduction. Whilst it may not be possible to undertake a comprehensive redevelopment of the public realm in this conservation area at present, as development opportunities arise, the public realm strategy should be used to guide development to ensure that high quality and appropriate materials are used. For further information please see [prs-adopted version.pdf](#) ([gloucester.gov.uk](#))

3.1.3 ARCHITECTURAL CHARACTER

A substantial part of the special interest of the City Centre Conservation Area is derived from its buildings, which give the Gate Streets a rich texture and provide an illustration of the development of the city. Many of these buildings are 'listed' which means that they are included on the government's Statutory List of Buildings of Special Architectural or Historic Interest. Landmark Buildings, which may be listed or unlisted, make a particular contribution to the streetscene. There are also a number of unlisted 'positive buildings', whose contribution may be less than a landmark, but which still have considerable value ('Unlisted landmarks' and 'positive buildings' may be considered to be non-designated heritage assets, NDHA, and a number of these will be on Gloucester's Local List.) Unfortunately, though, there are also examples of less sympathetic and inappropriate development within the conservation area, with a number of buildings that are detrimental to, or have a negative impact on the

conservation area; these are referred to as negative buildings. Neutral buildings, make no contribution (neither positive or negative) to the area's special interest; they can however, in some cases, help to enable an appreciation of a heritage asset. (This will be discussed later in this appraisal, in relation to the recent Friars Orchard Scheme.) A map showing the buildings within the City Centre Conservation Area and identifying the contribution that they make can be found on page X, whilst access to the full range of listed buildings in Gloucester's City Centre Conservation Area can be found on: Search the List: Map Search | Historic England

Listed Buildings

These buildings are protected by law and consent is required from Gloucester City Council before any works of alteration, extension or demolition can be carried out. The City Centre Conservation Area contains 139 listed buildings, the highest proportion, 79, being found in or around Westgate Street, with 41 in or around Southgate Street. The rest of the conservation area accounts for just 19 entries. The high quality of these buildings means that within the conservation area are 23 grade I or II* listed buildings (or entries) including Blackfriars and Greyfriars which are listed grade I as well as being scheduled monuments. Some of the highest graded listed buildings within the Gate Streets include:

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

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

5-11 College Street (Grade II*) 15th range of dwellings or shops and dwellings. Substantially altered in the 18th and 19th century and altered/restored in the 20th century.

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

Landmark buildings

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

Landmark buildings in the Gate Streets character area include:

Westgate Street

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

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

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

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

Eastgate Street

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

Northgate Street

The New Inn (Grade I) Nationally important and substantially intact high quality timberframe 15th century galleried inn

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

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

Southgate Street

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

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

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

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

A map showing the City Centre Conservation Area's landmark buildings can be found on page X.

Positive buildings: Unlisted buildings of merit/NDHAs

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

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

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

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

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

Neutral and negative buildings

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

Historic shopfronts

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

The following historic shopfronts have been identified –

- 5 Southgate Street

- 28 Southgate Street

- 45-47 Southgate Street

- 76 Southgate Street

- 80 Southgate Street

- 82-84 Southgate Street

- 13 Westgate Street

- 19 Westgate Street

- 52 Westgate Street

- 64 Westgate Street

- 66 Westgate Street

- 100 Westgate Street

Architecture and materials

The diversity of buildings within the Gate Streets, in terms of their age, period of development, function and style inevitably leads to a wide range of architectural features, methods of construction and building materials. Perhaps the most diverse street, Westgate Street, includes timber frame buildings, some of which, for example The Folk and 66 Westgate Street are jettied, whilst others, for example the Dick Whittington Public House and 26 Westgate Street, have been historically refronted and now have facades of brick or render respectively. Other examples of timber framing can be found on Southgate Street, in the form of the Robert Raikes Public House, and on Northgate Street, with the New Inn, an historic medieval coaching inn. The building styles of the 18th and early 19th century are also represented within the Gate Streets. With facades of brick and render, these buildings often have pitched slate roofs, many of which sit behind parapets. These buildings include features such as sliding sash windows, pediments, keystones, string courses and cornices. Gloucester's Shire Hall however, the core of which was constructed in the early 19th century, is ashlar faced. The principal elevation of this substantial structure is dominated by a giant inverted Ionic portico, whilst the later wings are rusticated at ground floor levels and have rooftop balustrading.

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

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

Whilst the church buildings are generally earlier, the more recent past is also visible within the Gate Streets, with considerable 20th century development evident. Whilst some of these buildings, for example the former Debenhams Store which fronts onto Northgate Street, is undoubtedly a positive building with its dressed stone facades and art deco detailing, many of the others are less successful, for example 2-4 Northgate Street and 1-3 Eastgate. Often brutalist inspired, these bland heavy buildings, with their lack of details and extensive use of concrete, are out of place in this sensitive historic setting.

Boundary treatments

The densely packed nature of the built form on the Gate Streets, and the way many of the buildings face directly onto the street means visible boundary treatments in this character area are relatively limited. Some that can be seen from the public domain, and which make a positive contribution to the character of the conservation area include the railings and plinth that surround St Mary de Crypt. Blackfriars also retains a range of historic boundary treatments which includes walls of historic stone and brick, as well as the railings and plinth that front the Georgian terrace that are attached to this historic site.

3.1.4 CONDITION AND THREATS

Whilst the Gate Streets contain some of the most important elements within the conservation area, their condition, both in terms of the built environment and the public realm, gives cause for concern, with many buildings in a poor and deteriorating condition, a proliferation of inappropriate signage, as well as poorly maintained and outdated street surfaces and furniture. Whilst the current HSHAZ scheme has provided some funding to assist owners of buildings in Westgate Street to repair and restore their buildings, and to enable the conversion of upper floors to residential use, many

buildings remain within the Gate Streets that are in need of repair and maintenance. The number of vacant premises in this character area, especially at ground floor level, exacerbates this concern.

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

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
Historic Street Layout – Roman, Saxon, Medieval and later	Poor quality and unsympathetically over scaled late 20th century buildings	Ensure high quality new development that is sensitive to the historic city centre	Insensitive development within the character area or its setting.
Outstanding range of historic buildings, from the 12th -20th centuries	Excessive and sometimes poor-quality street furniture (some of which is defunct)	Strengthen pedestrian links between the Docks and the Cathedral	Increasing number of vacant premises – shops and upper floors
High number of historic ecclesiastical buildings	Lack of/poor quality highway maintenance	Reduce unauthorised and inappropriate advertising and fascia signage	Lack of maintenance (built environment)
	Buildings at Risk/ buildings in a poor state of repair	Increase awareness and protection of	Erosion of historic

	<p>Lack of interpretation of historic environment</p> <p>Lack of green infrastructure</p> <p>Poor quality advertising and signage</p> <p>Litter/cleanliness anti social behaviour</p> <p>High vacancy rates within properties of each of the Gate Streets leading to poor condition of properties.</p>	<p>non-designated heritage assets</p> <p>Improve public awareness of the city's history and its heritage assets through improved interpretation</p> <p>Promote/encourage the introduction of green infrastructure where appropriate</p> <p>To shift the city centre away from retail and to encourage alternative commercial and residential uses in historic properties</p> <p>To secure funding from relevant national bodies to invest in the fabric of historic properties</p> <p>To redevelop the Fleece Hotel</p>	<p>features/use of inappropriate materials</p> <p>Inappropriate and unauthorised signage</p> <p>Ongoing insufficient maintenance and renewal of the public realm</p> <p>Condition of streets (cleanliness) and anti social behaviour</p>
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3.2

Brunswick Road, Greyfriars and Eastgate

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

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

which will provide the city with entertainment and performance space, hospitality options and an urban park.

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

3.2.1 TOWNSCAPE CHARACTER

Layout and plan form

There are a number of factors contributing to the layout of this character area. Much of the land is now defined by the Friars Orchard development, completed in 21st century, but there are other areas where parts of the historic development of this site are still evident. The streets around Priory Place and the Quakers Meeting House shows the remains of early 19th century development, whilst Greyfriars and its associated spaces give an indication of the layout of the area at an earlier time. Mid to late 20th century development, in the form of the Eastgate Shopping Centre, has its origins in the 'Jellicoe Plan', a comprehensive, but now much criticised scheme, which informed major development in central Gloucester in the 1960s and 1970s.

Land uses

The predominant land uses in this character area are residential and retail, however there are also other elements including community uses (Museum of Gloucester and the Public Library), and religious (Quakers Meeting House). In addition, commercial units have been made available on the ground floors of some of the Friars Orchard blocks; this option appears to have had only limited uptake, something that subdues the atmosphere in this area.

Building density, scale and proportions:

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

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

Whilst a few of the historic buildings in this character area have a modest plot, others for example the Public Library, Museum of Gloucester and Winston Hall, have a larger footprint and are of a more generous size. These buildings are predominantly 2-3 storeys, but the increased height of the storeys, their proportions, and in some case their embellishments, gives them a stature and presence, which adds considerably to the character of the conservation area.

Alleyways and backstreets

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

3.2.2 STREETScape CHARACTER

Open space

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

Public realm

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

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

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

3.2.3 ARCHITECTURAL CHARACTER

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

Listed Buildings

The Listed Buildings within the Brunswick Road, Greyfriars and Eastgate Character Area include:

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

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

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

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

Landmark buildings

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

Re-sited (Grade II) market hall entrance built to designs by Medland and Mowbray in 1865 Positive buildings:

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

Neutral and Negative Buildings

There are a number of neutral buildings in this character area, in particular those that make up the Friars Orchard development. However, whilst these buildings may be termed as neutral, their neutrality enables an appreciation of the historic environment in which they are located. The Eastgate Shopping Centre is a negative building.

Historic shopfronts

There are no historic shopfronts in this character area.

Architecture and materials

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

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

Winston House, located on Bell Lane, however is much earlier (mid 18th century), and its multi-pane sash windows, with exposed sash boxes reflect this. It also has a Palladian (Venetian) window. The front elevation contains an Ionic stone door surround, whilst facades are brick with stone detailing.

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

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

Boundary treatments

The street facing nature of the Friars Orchard blocks, and the back-to-back character of the terraces, limits the extent of the boundary treatments in the development. Where they do exist, they are in keeping with the development and include red brick walls, close boarded fencing, and, on the Brunswick Road part of the scheme, railings in red brick plinths. Red brick can be found in other parts of the character area, including alongside the bowling green, to the rear gardens on Priory Place. Unfortunately, the modern boundary treatments to the front of this terrace lack a sense of continuity, as whilst brick, they differ in colour.

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

3.2.4 CONDITION AND THREATS

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

Brunswick Road, Greyfriars and Eastgate.

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Range of historic including the outstanding Greyfriars</p> <p>Important below ground remains</p> <p>A level of green space</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Buildings at Risk/ buildings in a poor state of repair</p> <p>Lack of interpretation of historic environment</p> <p>Litter/cleanliness anti social behaviour</p> <p>Area to the rear of Eastgate Shopping Centre is neglected and overlooked.</p>	<p>Ensure high quality new development that is sensitive to this historic context</p> <p>Improve public awareness of the city's history and its heritage assets through improved interpretation</p> <p>Levelling Up Funding to regenerate the Greyfriars/Eastgate area, which should drive more footfall to a currently overlooked area.</p>	<p>Insensitive development within the character area or its setting.</p> <p>Lack of maintenance (built environment)</p> <p>Erosion of historic features/use of inappropriate materials</p> <p>Lack of maintenance of Friars Orchard planting scheme</p> <p>Condition of streets (cleanliness) and anti social behaviour</p> <p>Commercial units on the ground floor of Friars Orchard remain empty.</p>

3.3 Quay Street, Longsmith Street and Ladybellegate Street

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

Within this streetscape are a number of impressive and significant historic buildings, for example the grade I listed Ladybellegate House, a substantial early 18th century townhouse, and Gloucester's Crown Court, constructed in the early 1800s as the assize, quarter session and county court. Whilst the style of this latter building may be severe classical and restrained, the use of high quality ashlar in its construction gives an indication of the status of this important building. Ladybellegate House, and the row of late 18th century townhouses which line part of Berkeley Street, provide evidence of residential development at that time. Further evidence of 18th century development can be found on the southern side of Longsmith Street, in the form of Bearland House and Bearland Lodge. Whilst these attractive buildings are not currently within the City Centre Conservation Area, they make a positive contribution to its setting.

Unfortunately, the Longsmith Street locality also contains some of Gloucester's less successful examples of modern development, with the 1960s multistorey carpark and the early 1970s extension to the telephone exchange, overshadowing and detracting from the historic buildings within this area. In addition, whilst attempts have been made to improve the appearance of some of these buildings, for example by recladding the immense 1960s extension to Shire Hall, these structures remain a negative feature within this character area.

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

3.3.1 TOWNSCAPE CHARACTER

Layout and plan form

The layout of this character area is defined by the historic development of Gloucester, in particular the layout of the medieval city, which includes a number of alleyways and side streets. However, whilst the street layout may remain relatively unaltered the buildings and spaces that line these streets have undergone substantial change over the centuries, and relatively few historic structures remain above ground today; much of this area is taken up by immense later 20th century buildings such as the extension to Shire Hall, which bridges Bearlands and cuts this character area in two. There is no sense of continuity or connection between the majority of the buildings in this character area and little evidence of a common building line; the grain of development, in contrast to the adjacent Westgate Street, is less constrained.

Land uses

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

Building density, scale and proportions

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

The late 20th century structures, in particular the early 1970s extension to the telephone exchange and the 1960s addition to Shire Hall are immense, with extensive footprints, many storeys and tall storey heights. The proportions of these colossal buildings, their massing and form, give an impression of density to this character area, although there is space between many of the buildings within this part of the city.

Alleyways and backstreets

This character area contains a number of alleyways and backstreets, some of which are medieval in origin and which link to Westgate Street.

These include:

- Bull Lane

- Cross Keys Lane

- Berkeley Street

Views

Whilst the Shire Hall 'bridge' blocks views down Longsmith Street towards Bearland, there remain a number of significant views within this character area. Some of these can be found from the top on the Longsmith Street Car Park, which enable a range of far reaching views across the centre of Gloucester including ones towards the Docks, towards the Cathedral and others that provide an unusual, but interesting picture of the backs of many of Gloucester's historic buildings.

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

3.3.2 STREETScape CHARACTER

Open space

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

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

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

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

Public realm

Surfaces, Street Furniture and Street Art.

Whilst there is evidence of traditional street surfaces on Berkeley Street modern surfacing treatments are more prevalent within this character area, with tarmac being used on both pavements and roads, and substantial areas using modern paving slabs. Unfortunately, there is also evidence of a lack of maintenance, and poor repairs. The Via Sacra runs through this character area. Other than bollards, parking meters and signboards, street furniture is limited in this area, with only a scattering of benches around the entrance to Berkeley Street. There is also no street art. The lack of enhancement to this area, further reinforces the transitory nature of this area.

3.3.3 ARCHITECTURAL CHARACTER

Listed Buildings

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

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

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

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

Landmark buildings

There are no Landmark Buildings within this character area.

Positive buildings- Unlisted buildings of merit/NDHAs

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

Neutral and Negative Buildings

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

Historic shopfronts There are no historic shopfronts in this character area.

Architecture and materials

The majority of the historic buildings within this character area are 18th and 19th century, and as such show various details associated with the Georgian/Regency period for example multi pane sliding sash windows, pedimented door surrounds, fanlights and parapeted roofs. Buildings are predominantly brick, sometimes with stucco detailing, though there are examples of render and ashlar, with slate and tiles being used on the roofs.

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

extension and introducing new fenestration, however these alterations do little to ameliorate the negative impact of this massive structure. Materials used in these modern buildings include brick, concrete, decorative cladding and aluminium windows.

Boundary treatments

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

3.3.4 CONDITION AND THREATS

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

Quay Street, Longsmith Street and Ladybellegate Street

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Historic Street layout – Medieval and later</p> <p>Range of high quality historic buildings</p> <p>Important below ground remains</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Lack of/poor quality highway maintenance</p> <p>Buildings at Risk/ buildings in a poor state of repair</p>	<p>Ensure high quality new development that is sensitive to the historic city centre</p> <p>Redevelopment of Longsmith Street car park and car parks along Ladybellegate Street.</p>	<p>Insensitive development within the character area or its setting.</p> <p>Ongoing insufficient maintenance of the built environment</p>

	<p>Appearance and maintenance of street level car parks (Ladybellegate Street)</p> <p>Lack of maintenance of/poor quality/unsympathetic boundary treatments</p> <p>Unattractiveness of Multi-storey car park</p> <p>Litter/cleanliness anti social behaviour</p>	<p>Increase awareness and protection of non-designated heritage assets.</p> <p>Strengthen pedestrian links between the Docks and the Cathedral.</p> <p>Promote/encourage the introduction of green infrastructure where appropriate</p> <p>Location – proximity to Southgate Street</p>	<p>Ongoing Insufficient maintenance and renewal of the public realm</p> <p>Condition of streets (cleanliness) and anti social behaviour</p>
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3.4 King's Square and King's Walk

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

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

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

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

The King's Square and King's Walk Character Area and its setting are also areas where considerable change has happened in recent years and is currently ongoing. Under the heading of the King's Quarter, projects have included the renovation of King's Square (complete) and the repurposing of the former Debenhams site (ongoing). On the edge of the conservation area, the Forum, a scheme which includes substantial residential development, as well as a new four-star hotel, is progressing. A number of 'incubators', aimed at promoting growth in specific areas, have also been located within the King's Quarter. The new developments, as well as the focus on promoting growth, will help to ensure a positive future for the centre of Gloucester.

3.4.1 TOWNSCAPE CHARACTER

Layout and Plan Form

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

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

Land Uses

With the impending arrival of the University of Gloucester and the public library on the former Debenhams site, educational provision and community use will become a major land use in this area. It will sit alongside the many retail premises that exist on the ground floors of both the Oxbode and St Aldates Street, and within the King's Walk Shopping Centre. Unfortunately, though, at present there are vacant premises, both at ground floor level and on the upper floor levels in these locations, something that subdues the vibrancy of this potentially thriving locality. Hospitality, in the form of the

converted former 'Regal' cinema (now a public house) as well as a number of cafes, are also evident.

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

Building Density, Scale and Proportions

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

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

Views

Many of the views within this character are local or linear. They include those facing east and west along the Oxbode, and also along St Aldates. In the latter case, because of the narrowness of St Aldates, and the height of the buildings on either side, these views feel more enclosed; the backdrop of the Cathedral, which is clearly visible when looking west along St Aldates, reminds the observer of one of Gloucester's most important historic sites.

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

3.4.2 STREETScape CHARACTER

Open Space

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

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

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

Public Realm

The resurfacing of much of King's Square was part of the recent regeneration scheme with Forest of Dean sandstone used in the form of pavers and setts; high quality traditional materials that enhance this important location. Changes to the Via Sacra, were also made, with the removal of the cruciform pattern from the Square and its replacement with inset medal roundels. Whilst it is intended that these roundels will be used in the future to support the Via Sacra route, it should be noted that at present the cruciform pattern remains along St Aldate Street and in the King's Walk Shopping Centre as well as in other parts of the conservation area.

Surface treatments in other parts of this character area are more mixed, and whilst Forest of Dean sandstone is found on the Oxbode, some pavements, as well as the roads, have black tarmac surfaces. St Aldate also has concrete pavers. The use of the less traditional materials, as well as a lack of maintenance and poor-quality repairs beyond the Square itself, are all detrimental to the conservation area.

3.4.3 ARCHITECTURAL CHARACTER

Listed Buildings

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

Landmark Buildings:

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

Positive buildings- Unlisted buildings of merit/NDHAs

The Oxbode - Art Deco terrace above shops

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

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

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

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

Neutral and Negative Buildings:

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

Historic Shopfronts

The following historic shopfronts have been identified –

13 - 23 St Aldate Street

Architecture and Materials

The simple clean lines, geometric shapes and 'streamlined' look of the Art Deco movement are well represented in this character area, with the Oxbode, the Regal and former Debenhams store all examples of this style. Not only are these buildings well designed and executed, their use of high-quality materials, in particular their dressed stone facade, give them a status and stature above many of the other buildings in this character area.

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

The quality of the rest of the 20th century architecture within this character area is less exalted, with, sadly, examples of uninspired design and overlarge structures and unsympathetic features. Materials are varied and include brick, concrete and large glazed features. The 19th century terrace that runs along St Aldates is predominantly brick at upper floor level, with some stone detailing. It contains within it an oriel window, a cupola, ghost signage and upper shop floor windows. This terrace makes a positive contribution to the conservation area.

Boundary Treatments

The street facing nature of the buildings within this character means there are limited boundary treatments that are visible.

3.4.4 CONDITION AND THREATS

Where there has recently been substantial investment within King's Square, and there continues to be with the regeneration of the former Debenhams site, there remain areas where there are weaknesses and threats within this character area. The lack of maintenance of the public realm and the poor-quality repairs beyond King's Square itself, are disappointing and detract from recently undertaken works to this public space, whilst the number of vacant premises in this area, and lack of maintenance to some buildings, diminish what should be a vibrant and thriving area.

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>High quality early 20th century architecture.</p> <p>Important below ground remains</p> <p>Pedestrian access point to the city centre from the Transport Interchange</p>	<p>Poor quality and unsympathetically over scaled late 20th century buildings</p> <p>Lack of/poor quality highway maintenance in places (the notable exception being King's Square)</p> <p>Buildings at Risk/ buildings in a poor state of repair</p> <p>Unoccupied properties (in particular the upper floors of the Oxbode)</p>	<p>Ensure high quality new development that is sensitive to this historic context</p> <p>Reduce unauthorised and inappropriate advertising and fascia signage</p> <p>Increase awareness and protection of non-designated heritage assets</p> <p>Improve public awareness of the city's history and its heritage assets through improved interpretation</p> <p>Promote/extend the green infrastructure where appropriate</p> <p>To build on the impetus of the current regeneration and attract further investment to currently neglected buildings.</p> <p>Regeneration of the Oxbode</p>	<p>Insensitive development within the character area or its setting.</p> <p>Increasing number of vacant premises – shops and upper floors</p> <p>Lack of maintenance (built environment)</p> <p>Erosion of historic features/use of inappropriate materials</p> <p>Inappropriate and unauthorised signage</p> <p>Ongoing insufficient maintenance and renewal of the public realm</p>

Management Plan:

The following set of management proposals are put forward as guidance for the Council in determining planning and listed building consent applications as well as for building owners, tenants, and developers when preparing proposals for change within the City Centre Conservation Area or its setting. These management proposals vary, with the some identifying the successful criteria for change, whilst others identify actions that can enhance this historic area, and which will be encouraged.

A level of consultation was undertaken at the start of the appraisal process in 2021, prior to the formulation of these management proposals; a further full public consultation was held in the autumn of 2023 for the conservation area appraisal document, of which the management proposals are a part.

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

Proposals:

4.1.1 Development Proposals:

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

Management Proposal 1: Development will respect the scale, design, proportions, grain, and materials of the surrounding architectural vernacular. Detailing should be characteristic of the area and retain any historic plot boundaries/ historic street layout. Development will be of a high-quality design which reflects its immediate context and sits comfortably with its setting and **within** important views.

New development will normally be limited to a height that does not noticeably or significantly exceed that of the surrounding built form. An exception is only likely to be acceptable where it has some justification based on the character of the area, and sits comfortably with the pattern of existing historic tall buildings.

4.1.2 Demolition of Buildings

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

Management Proposal 2: The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (including NDHAs) is harmful to the significance of Conservation Areas and will

be regarded as substantial harm or less than substantial harm according to the circumstances of the case.

Demolition of neutral buildings will only be considered when there is no alternative use of the building, and when they are to be replaced with a quality building that has been specifically designed to preserve and enhance the character of the conservation area.

Demolition is only likely to be permitted for buildings identified as 'negative' within this conservation area appraisal, and will only be supported where there are acceptable plans for the site following demolition.

Proposals which look to adapt existing buildings in some form and support the climate change agenda will be positively received.

4.1.3 Boundary Treatments

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

Management Proposal 3: The removal of historic boundary treatments will be resisted where there is no justifiable reason for their removal. Where new or replacement boundary treatments are required, they should use a local and traditional material palette and be of appropriate scale and design.

4.1.4 Inappropriate Alteration and the Loss of Original Features

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

Management Proposal 4: The loss of architectural features that make a positive contribution to the character and appearance of the conservation area, such as the removal of existing chimneys or loss of traditional windows and doors will not be supported. In addition, when undertaking repairs to traditional buildings, appropriate traditional materials and fixtures and fittings should be used, for example lime mortars and renders and cast-iron rainwater goods. The use of non-traditional materials/fixtures and fittings, for example cement-based mortars and renders, uPVC windows, and plastic rainwater goods, will not be supported.

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

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

4.1.5 Shopfronts

Aims: To conserve, repair or reinstate traditional shopfronts and, where new shopfronts or signage is required, ensure that it is well designed and appropriate to the host building and the context of the conservation area.

Management Proposal 5: The loss of historic shopfronts or historic features* will be resisted. Proposals for new shopfronts or signage must be in line with the requirements set out within the adopted Gloucester City Council guidance on shopfronts, shutters and signage or GCC Local Plan.

*Historic features can include such features as pilasters, capitals, cornices etc. For further information see [Shopfront Shutters and Signage Design Guide cover \(gloucester.gov.uk\)](http://gloucester.gov.uk)

4.1.6 Public Realm

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

Management Proposal 6: The loss of historic elements of the public realm will not be supported. Where alterations to the public realm, or the addition of new elements/replacement items are required, they should respect the traditional materials and character of the Conservation Area and/or comply with the recommendations within the Gloucester Public Realm Strategy (GPRS).

Temporary repairs to hard landscaping which are not in keeping with original materials should be replaced on a like-for-like basis within 12 months of their installation.

Major new developments which require changes to the public realm will need to comply with the GPRS and preserve or enhance the character and appearance of the conservation area.

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

4.1.7 Advertisements

Aims: Shopfronts make a considerable and significant contribution to the conservation area and the installation of poorly designed shopfronts and signage have a negative impact. New shopfronts/signage should reflect the requirements of Gloucester City Council's adopted guidance on shopfronts, shutters and signage

Management Proposal 7: Gloucester City Council will consider the introduction of a Special Area of Control of Advertisements within part(s) of the City Centre Conservation Area.

4.1.8 Review Process

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

Management Proposal 8: Gloucester City Council will undertake a 5 year review of this Conservation Area Appraisal and Management Plan, updating policy as required to

ensure the plan remains a useful, relevant working document and reflects the character and appearance of the conservation area.

4.1.8 Maintenance

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

Management Proposal 9: The Council recommends that regular maintenance is undertaken to retain the value of the attractive traditional features present within the City Centre Conservation Area. A lack of maintenance can lead to decay, deterioration and the need for more complex and expensive repairs.

Basic maintenance tasks include:

- The regular clearing of debris in gutters and rainwater pipes
- The pruning of vegetation near to buildings
- The re-fixing of loose roof tiles or slates
- The regular re-painting of timber

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

4.1.9 Sustainability/Regeneration

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

Management Proposal 10: The conversion of upper storeys from commercial use to high quality residential will be encouraged where proposals retain an active street frontage, maintain surviving historic details, and where the impact of relevant planning requirements (for example cycle provision and refuse issues) do not have a detrimental impact upon the character or appearance of the Conservation Area. Retrofitting measures which improve the thermal or energy efficiency of a building will be supported in principle. Proposals which require the loss of original fabric, or which adversely affect the setting or character of an existing building are unlikely to be accepted, however, each proposal should be judged on a case-by-case basis.

4.2.0 Public Realm

Aim: To declutter the public realm

Management Proposal 11: To undertake an audit of the street furniture and street art within the conservation area with a view to its rationalisation and improved interpretation.

To be repeated on a 5 yearly basis.

4.2.1 The Via Sacra Aim:

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

Management Proposal 12: To undertake a review the route of the Via Sacra and to update it in accordance with the GPRS.

4.2.2

Local List

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

Management Proposal 13: To undertake a yearly review of the local list with particular regard to the City Centre Conservation Area. For further information on the Local List please see: [Gloucester's Local List - Gloucester City Council](#)

4.2.3 Buildings at Risk

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

Management Proposal 14: To undertake a yearly review of the condition of buildings within the City Centre Conservation Area and update the 'at risk' register.

RELVEANT LINKS Policy Gloucester City Plan 2011-2031

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011-2031 Gloucester Heritage Strategy 2019-2029

Gloucester Public Realm Strategy Guidance Shopfronts, Shutters and Signage— Design Guidelines for Gloucester

City Centre Conservation Area Public Consultation and Adoption Report

Between Wednesday October 25th and December 20th 2023 a public consultation on the draft of the City Centre Conservation Area Appraisal and Management Plan was undertaken with the aim of obtaining public opinion on this document and the proposals within it.

The questions that were asked in the public consultation were:

1. What do you think about the City Centre Conservation Area Appraisal document?
2. What do you think about the management proposals made in the City Centre Conservation Area Appraisal document?
3. Are there any additional management proposals you think the document should make to help Gloucester City Council improve the City Centre Conservation Area
4. Is there anything else you would like to say about the City Centre Conservation Area, the Appraisal document, or the management proposals?
- 5.

Publicity was undertaken in a number of ways including information on the internet, on social media and in the local press. A mail out to all the residents/occupiers in the conservation area was also undertaken, and posters were put up.

Copies of the appraisal document were posted online, whereas hard copies were made available at the public library and the council offices. An additional hard copy was made available to the Westgate Residents Group.

A number of meetings were also held to promote the publication. To meet the requirements of the 1990 Planning (Listed Buildings and Conservation Areas) Act 1990 Section 71, this included public meetings (2 were held) but also meetings with different stakeholders. A list of the meetings (put forward and actually held), as well as the number of attendees and a summary of their comments can be found on the following page.

To supplement this, a staffed 'drop in' stand was placed in Eastgate Shopping Centre to enable members of the public to talk to the GCC Heritage team about the document and provide their comments.

A total of 18 responses were submitted on the website, whereas a further 6 were submitted by email. These comments, and how they have been responded to, can be found later in this report.

An updated copy of the City Centre Conservation Area Appraisal and Management Plan, reflecting the comments put forward in the public consultation, is submitted with this report, for it to be considered for adoption by Gloucester City Council as a Supplementary Planning Document.

Consultation Record – Meetings and Mail Outs

Date and Location	Group	Attendees	Comments
14.11.23 and 07.12.23 6pm Guildhall	General Public	1 and 0	That the public consultation had not received wide enough publicity.
15.11.23 6pm Folk	Civic Trust	7	Issues raised included: general condition of city centre – dirty, lack of maintenance
24.11.23 4pm Guildhall	City Centre Commission	Approx. 20	Suggested use for Longsmith Street Carpark – multiuse community site.
05.12.23 6pm The Dukeries	Westgate Residents Group	14	Lack of street maintenance Parking on pavements, without action being taken. Concern that improvements end at Shire Hall rather than extending to the end of Westgate Street. Also wanted a connected approach from Westgate Street car park to draw in visitors. The inclusion of the trees bordering the Westgate Street car park within the conservation area was also suggested.
06.12.23	Stand at Eastgate Shopping Centre	12-15 people provided feedback	Issues raised focused on lack of maintenance and street cleaning. Streets appear dirty. Anti-social behaviour also an issue.
31.10.23	Consultation notification email	252 individuals and organisations contacted included Statutory Consultees	

28.11.23	Mail out to residents of CCCA	1133 residents contacted.	
	RTPI Young Planners		Did not happen as date could not be arranged.
	Gloucester College		Meeting could not be arranged, though informal feedback from students involved in a wider discussion has been provided. Issues they raised included concerns about feeling unsafe within Gloucester.
	University of Gloucester		No response

Responses received through the Public Consultation Website.

	What do you think about the CCCA Appraisal document?	What do you think about the management proposals made in the CCCA Appraisal document?	Are there any additional management proposals you think the document should make to help GCC improve the CCCA?	Is there anything else you would like to say about the CCCA, the Appraisal document, or the management proposals?
1	Excellent, informative and easy to access	I would support them	no	I fully support them
	Officer Comment: Thank you for your positive comments.			
2	<p>I think it addresses many of the concerns, but doesn't seem to action them. For example, under the SWOT analysis, it says as an opportunity "Ensure high quality new development that is sensitive to the historic city centre". Nothing that is currently being built in the centre is sensitive to the historic city centre. It is all modernist with old names 'friar orchard' etc.</p> <p>Like many cities in post-war Europe, when the opportunity arises, we should re-build as the towns were before post-war town planners and their modernist/car centric/brutalist approach.</p>	I agree with them - but as mentioned above, they don't seem to be practised. Unsympathetic buildings are planned and erected with little attention for the historic look and feel of Gloucester and will date awfully	Enforcement of your proposals. Force absentee landlords to vacate properties through compulsory purchases. Remove unsympathetic eyesore buildings that are vacant. Re-build Gloucester to look like it did before post-war modernism	As above

	<p>The Northgate street Sainsbury's is a classic example of this. https://www.punchline-gloucester.com/articles/aanews/sainsburys-site-in-major-bid-for-city-living-flats</p> <p>This is a 21st century version of what they did in the 60s, with very little care for the fact it's surrounded by medieval buildings. It should be built in character, and replicate what was there before a slab of concrete was placed there. That is how to give areas its identity back, bring back tourism and make a place unique. Every city is blighted with 21st century architecture that won't last. Let's make Gloucester different.</p>			
	<p>Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.</p>	<p>Noted.</p>	<p>Noted.</p>	
<p>3</p>	<p>Please consult us where the proposals may be affected by Severn Trent Water infrastructure. The public sewers and water mains records can be viewed via</p>			

	Digdat.co.uk. Please be aware that due to The Private Sewers Transfer Regulations June 2011, the number of public sewers has increased, but many of these are not shown on the public sewer record.			
	Officer Comment: Thank you for contacting us regarding the City Centre Conservation Area appraisal and making us aware of the increase in public sewers.			
4	While the enhancements sound well-meaning, I find it hard to believe the fact tourism needs to include a lot more independent and other shops into the area seems to be omitted from the document. People want to shop and eat and drink out. Upgrading buildings is not enough. Landlords rents need to be brought down, out of town landlords need talking to. Where is the mention of clock in the arcade? That was not looked after? Other shops have moved out of Gloucester as lack of tourists from Japan and USA would visit that clock.	A bit lacking passion. It felt like a document done to appease a growing pissed off population, I don't see much community information in there. Are you consulting with shop owners?	Include bringing in independent businesses, other retail and talking to out of town landlords who are pricing local businesses out of the area. It is not just about the appearance of city but the 'feel' and right now it's dying.	Talk to the shop and business owners this time. Talk to businesses that have left to go to other areas (Hothouse that left to go Worcester for example who are now thriving there, the manager told me the clock not being taken care of reduced tourism). Stop driving everyone to the Quays and stop making the forum development and kings square a priority, you are trying to make a new centre for Gloucester and we will never see it that way.

	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.	Noted. All occupiers/residents of the conservation area were consulted.	Noted. The marketing of the city to attract businesses and visitors is beyond the scope of the conservation area appraisal.	Noted.
5	I think the document is very thorough and is an accurate description of the city centre.	I fully support the management proposals.	I think existing shops should be made (over time) to update their shopfronts to be more in keeping with the conservation area - with grants available for small businesses. Perhaps local signwriters could be commissioned.	
	Officer Comment: Thank you for your positive comments.		Funding has recently been made available in the Cathedral Quarter HSHAZ, but unfortunately at present there is no new funding available. Forcing shops to update is at the discretion of their owners/occupiers, it is not something a council can force.	
6	Well presented. An authoritative source of Gloucester history and proposes a considered sympathetic way forward .	Good	Yes. On going management of the plan need a specific management with authority.	No
	Officer Comment: Thank you for your positive comments.			

7	Good any regeneration is positive for the city	Fine	No	Not at the moment
	Officer Comment: Thank you for your comments.			
8	Conservation needs to be done sensitively and with historic accuracy.	Don't repeat the mistakes of past re-developments and lose the heritage of this historic Roman City.	It is essential to preserve the heritage and history of this City. So many opportunities if preservation have already been lost. If we had followed the examples of cities such as York & Chester, we would now be benefiting from excellent tourism.	During the next 9 days please ensure this appraisal document gets publicised as widely as possible. Spread the news in local radio etc. I found it by accident on social media
	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.			
9	Not a lot to argue with!	Would like some constructive usage of the "negative" buildings - could paint and mouldings be used to turn them into, at least, interesting facades?	How are you going to get the right retail offerings? You can make the buildings as nice as anything but if the area remains full of vape shops and tattoo parlours (or simply empty premises) then it's going to be worthless effort.	More and better residential units would help. Can balconies be bolted onto flats? Are there grants available to improve interiors?
	Officer Comment: Thank you for providing your thoughts and suggestions on	Noted.		The encouragement of the sensitive conversion of upper floors to residential use is one of the management proposals put forward

	the City Centre Conservation Area appraisal.			in this appraisal, and something that that has been actively promoted through the HSHAZ.
10	It is a comprehensive and well written document. It may need a summary for people who don't wish to read the whole thing.	They are sensible, but may be difficult to achieve without some funding or political backing.	Shop front design and fascia signage should be better controlled. Other historic cities don't seem to have the same problem of inappropriate designs, sizes and materials with their shop fronts on older buildings.	I hope it is approved and implemented.
	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal. Noted.		The possibility of introducing an 'Area of Special Control' of advertisements will be put forward in the management proposals.	
11	A thorough and researched document. I have no specialist knowledge, yet it appears to adequately represent both the strengths and weaknesses of the Area.	I have reviewed solely with regard to extension of the Area at the West end of Westgate Street. Protecting the trees is worthwhile for the trees' worth, however the text seems to say that the trees' function is to shield the GCH apartments from view. Perhaps we should consider improving the exterior to these apartments?	As above, we should improve the exterior appearance of the GCH Westgate Estate. The improvements to Westgate Street are likely to end at Shire Hall. They should extend to Castlemeads Court, to lead visitors from the Westgate Street Car Park into town. We need a unified and attractive feel for this stretch of road.	Although outside the area, many residents are unaware of Alney Island and the Boating Lake. Could we include appropriate information boards at the Car Park and outside Castlemeads?

	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.	Thank you for your feedback on this specific proposal. The text in this part of the appraisal will be reviewed.	Noted.	This suggestion relates to land beyond the City Centre Conservation Area and the scope of this appraisal
12		<p>Several of the concepts need to offer a greater level of description, at the moment the management proposals offer an idea but would benefit from more detail.</p> <p>Graffiti and criminal damage are continually affecting every surface within an urban setting, a plan needs to be created to address these issues and have a clear process for removing the damage.</p>	<p>The policy needs to include more information about the legal implications and how Gloucester City Council intend to combat Heritage Crime.</p> <p>How does the policy address the preservation of public art and other features with significant cultural interest?</p> <p>A clear definition needs to be created which differentiates the features and characteristics of 'street art' from 'graffiti'.</p> <p>The idea that a building within the conservation area, who have become victims of crime, should be offered special measures or assistance when the fabric of the structure has been blighted by graffiti or criminal damage.</p>	A clearer definition within Paragraph 2.1.2 would be advantageous when it refers to buildings which have been identified as 'negative'. Architecture and history can be subjective and opinions may vary depending on political and cultural pressures of the time, therefore can a clear definition be provided to explain why one building could be positive, while another might be negative.
	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.	<p>Noted.</p> <p>Measures are in place to address issues of graffiti and criminal damage through</p>	Thank you for your comments regarding Heritage Crime. Unfortunately, the LPA is not in the position to offer special measures or assistance when	The definition of 'negative' will be reviewed.

		<p>both the City Council and the local police.</p> <p>The City Council takes a proactive stance to the removal of graffiti on historic properties, and seeks funding from a range of sources to protect and repair heritage buildings</p>	<p>buildings within the conservation area are affected by heritage crime.</p>	
13	Timely	<p>Improvements must be made to enhance Gloucester as a tourist destination as well as for local residents.</p>	<p>Of immediate and one would presume lower cost implications would be better street cleaning and clearing of weeds at the edge of roads and buildings The Ladybellegate area is a particular eyesore.</p>	<p>Hope that some of the proposals come to fruition</p>
	<p>Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.</p>	<p>There are a number of schemes currently underway (for example the HSHAZ) that aim at enhancing Gloucester.)</p>	<p>Thank you for providing this information. It will be passed on to the relevant team within the council.</p>	
14				<p>In case you'd like to attract more visitors and locals more parking space would be essential. Try to keep or improve character of city centre of course 'hidden' spaces (roof parking or deep parking option) would be ideal. That's already a huge problem not only for visitors even more so the local (GL1) residents.</p>

	Officer Comment: Thank you for providing your suggestions on the City Centre Conservation Area appraisal.			Noted.
15	I am pleased to read such a well thought out and comprehensive, well detailed plan.	I agree with all the proposals for Guidelines and Enhancements in section 4 of the document. If these proposals are acted out in full, ensuring good quality of materials and in aesthetics, this should raise the profile and pride in this City both locally and nationally, and emphasise its beauty and historical importance.	Please see my answer number 4 below.	Improved cleaning of the streets and public seating could be carried out. For example, the streets and public seating were very dirty during the September 2023 Gloucester History Festival and ideally should have been cleaned before this event. This surely will showcase the City and give tourists a better impression of the City than they may have than at the present time. Improved police patrols would decrease the amount of antisocial behaviour i.e. drinking in the streets and open areas, and shouting from individuals. Also vehicles using the pedestrianised areas and acting recklessly. These daily occurrences make it unpleasant for all those who visit the City, whether locals or tourists.
	Officer Comment: Thank you for providing your thoughts and suggestions on the City Centre Conservation Area appraisal.	Noted.		Thank you for providing this information. It will be passed on to the relevant team within the council.
16	It is interesting as a starting point but does not include the social and economic	As above	Not a simple problem to fix – prevalence of homelessness, anti-social behaviour at all times	Page 35 – photo is of May Hill and the Forest of Dean hills, not the Malverns!

	factors that affect how any changes that are implemented will work with the reality of the existing communities in the CA.		of the day, even down to the casual littering. All make a negative impact and hard to see how the proposals take this into account. A cultural centre that is only affordable to some. There are already so many things in the CCCA that are only affordable to the minority. And there is already noise at anti-social hours that negatively impacts life in Greyfriars community.	
	Officer Comment: Thank you for providing your comments on the City Centre Conservation Area appraisal.		Noted.	Noted. This will be amended.
17	The appraisal is very thorough from a heritage perspective, but there is very little reference to how people might best access the Conservation Area from an active travel perspective, or how physical activity can be facilitated or encouraged. There is mention of enhanced pedestrian links, but no reference to accommodating cycling and wheeling, or wellbeing more generally.	As above, it would be good to see some comment or detail on how physical activity and active travel can be supported. All places and spaces should encourage physical activity, not just buildings and facilities for sport, activity and leisure, but open spaces, green infrastructure, urban public realm, heritage assets and streets. Providing multifunctional spaces allows for physical activity to be delivered alongside other priorities,	Active Gloucestershire would strongly recommend that reference is made to Sport England's Active Design Guidance - https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/active-design . The City Council should also consult the resources available on the Healthy Streets website - https://www.healthystreets.com/	Active Gloucestershire would be very happy to work with the city council to explore how physical activity can be supported and promoted within the city centre conservation area. Please contact Richard Fishlock - Strategic Lead for Facilities & Active Environments - richardfishlock@activegloucestershire.org

		such as biodiversity, community space, sustainability or other needs, enabling the function of spaces to be maximised.		
	Officer Comment: Thank you for providing your comments on the City Centre Conservation Area appraisal.	Noted.	Noted.	Noted. The encouragement of physical activity and active travel are beyond the scope of this document, however, the Council is keen to encourage them and already works with Active Glos as well as other partners to encourage pedestrian and cycling access to the city centre and to lengthen dwell time.
18				I would like to see more greenery and trees in the city centre to soften up the landscape, and I would like to see fewer new buildings. Collectively we should be spending more money on derelict and old buildings Public art is a good thing, and the art we have in the city centre is ok, but often it gets out dated (like the CD rack on Southgate Street), so we need to ensure that public art in the city centre is somehow future-proofed.
	Officer Comment:			Noted.

	Thank you for providing your comments on the City Centre Conservation Area appraisal			The introduction of more greenery, including trees, to the city centre is beyond the scope of this document, however, the Council recognises their importance to creating a vibrant and attractive city centre and is continually delivering projects that will provide greenery (eg Westgate Street).
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Organisation	Comments Received	Officer Comment
Canal and Rivers Trust	'The Trust have reviewed the document and policies contained within it, and based on the information available we have no comment to make.'	Noted.
National Highways	'Thank you for providing National Highways with the opportunity to comment on the Gloucester City Centre Conservation Area Appraisal. As you are aware, National Highways are responsible for the strategic road network which in Gloucester comprises the A40 and A417 trunk roads and the M5. Having reviewed the documents provided we are satisfied that the proposals within them are unlikely to result in an adverse impact upon our network and we therefore have no comments.'	Noted.
Gloucestershire Wildlife Trust	<p>I am writing to you to provide Gloucestershire Wildlife Trust's (GWT) response to the Gloucester City Centre Conservation Area Appraisal.</p> <p>We acknowledge that this appraisal is strongly centred around heritage, but it is an opportunity to highlight the important role that green infrastructure (GI) has to play in helping to; support and protect heritage sites and surrounding urban areas from the impact of climate change, (including urban heating and flooding); making them better spaces for nature; and adding to their visual appeal and supporting the well-being of Gloucester's residents and visitors. Various studies show the benefits of nature-based solutions to heritage sites, which prevent them from becoming grey 'historic holes' in cities. The Gloucester City Plan also raises the importance of greening urban areas with more GI, to support biodiversity and tackle the impacts of climate change (addressing the climate emergency</p>	<p>Noted.</p> <p>The Council acknowledges the importance of Green Infrastructure to tackling climate change as well as creating a pleasant and attractive environment in the city centre.</p> <p>The City Centre Conservation Area appraisal document acknowledges the positive impact that the introduction of greenery has on the built, historic environment but it is not strictly within the scope of the document to address it. However some amendments have been</p>

	<p>declared by the City Council). The current document doesn't make the most of this opportunity and we would like to see some amendments to take this into account.</p> <p>A few comments are made throughout the document that acknowledge the lack of green infrastructure and its importance. For example, page 21 recognises the ambiance that street trees create in urban areas. It also references the visual contrast they provide in high density, hard landscaped areas. Page 23 states that there is a limited amount of vegetation in the Gate Streets character area, which could be improved, and that St Mary de Crypt is a valued rare greenspace. Page 24 states that the introduction of more needed greenery in Westgate Street is planned for 2024. There is a clear acknowledgement of the need for more GI across these heritage sites. However, in the weakness and opportunities for each of the character areas, there is very little reference to the role that GI could play, which suggests a lack of commitment to incorporating it.</p> <p>We appreciate that maintenance of green infrastructure in cities is often one of the main reasons for the lack of it. This should not be a blocker to its implementation. For example, there could be opportunities for local businesses to sponsor/support in the maintenance of GI (for example, maintaining planters near to their offices or in spaces they can go and sit for breaks/lunch). This could be through volunteer days for staff, for example. An opportunity for businesses to show an expression of interest in supporting this could be provided. Raingardens can also be a low maintenance option to planters and may be a good alternative in some places. GWT have done a lot of work in Gloucester in the past to support the delivery of planters,</p>	<p>made to be made to appraisal document to provide more references to green infrastructure.</p>
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	<p>trees and raingardens, and we would be happy to provide our expertise to support in their delivery.</p> <p>There are some areas mentioned in the consultation which have very little GI and a lot of hard landscaping and therefore act as barriers for wildlife to move through the city. Adding planters or more native street trees where possible could help to address this. Sadly, some areas, including Kings Square, have undergone recent regeneration which did not incorporate much additional green space. This could have reduced the amount of surface water run-off during heavy rainfall leading to potential flooding, in a city which is already facing a growing threat from flood risk. To help mitigate the impacts of increased flood risk, more planters or rain gardens could be added to the area. These should include attractive native, flowering plants that are good for pollinators and will help to increase biodiversity and bring nature into the city, as well as providing some resilience to climate change impacts. Future regeneration projects must have sufficient GI incorporated into their designs.</p> <p>It is good to see important trees highlighted in the appraisal, which also references the need for more street trees. Trees are important for biodiversity but also to ameliorate the impact of climate change, providing some protection against flooding and urban heating. Trees also help to absorb pollutants and provide cleaner air, which can help to protect heritage sites and the health of the city's residents. Visually, trees provide attractive spaces that support well-being. For these reasons, existing street trees should be protected and opportunities for planting new street trees, especially in areas that have very few, should be sought.</p>	
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	<p>GWT represents natural heritage as part of the Gloucester Natural Heritage Forum. We would be happy to have a discussion through this forum on ways we can support in the planning and delivery of effective GI across historic sites in the city.</p>	
Historic England	<p>Thank you for your email of 31st October 2023, inviting us to comment on the draft Conservation Area Appraisal and Management Plan for Gloucester City Centre Conservation Area. We recognise and commend the effort taken to arrive at this stage in the process. There is much to admire in the work so far. We would like to offer some comments that may help refine and improve the emerging document.</p> <p>The Presentation of Information</p> <p>The textual presentation of the survey is thorough and presents a fairly complete understanding of the Conservation Area. However, at present the document mainly relies on written descriptions. For somebody not familiar with the area, a study biased to a textual understanding might make the document difficult to follow. We think that there is a valuable opportunity to make greater use of visual aids to support the textual narratives and assist those not used to reading Conservation Area Appraisals.</p> <p>We welcome the maps at end of the document; however, the legibility of the study could be significantly improved if it were supported graphically by way of more specific annotated maps, at appropriate places throughout the document. Below, we have detailed some of the key places that would benefit from bespoke illustrations, and we suggest what might be illustrated at each point.</p>	<p>Once the content of the appraisal document has been adopted, then a graphic designer will be consulted to advise on the presentation of the document.</p>

	<ul style="list-style-type: none"> • 1.5 Context (regeneration initiatives) <ul style="list-style-type: none"> ○ it would help to have a map that illustrated the relationship between the various schemes described. • 2.1 Understanding the site <ul style="list-style-type: none"> ○ it would help to have a map that illustrated the relationship between the various parts of the site described. • 2.7 Historical development <ul style="list-style-type: none"> ○ this section would benefit from a historical “map-regression” study, showing how the site evolved over time. • Chapter 3 <ul style="list-style-type: none"> ○ Each of the areas would benefit from an annotated map, illustrating the key locations and buildings referred to in the text. <p>Similarly, it might help to further reconsider the hierarchy of textual and visual information being presented. The use of other graphic design strategies may further help with legibility. Such graphic design devices can help to make important observations stand out. For example: significant conclusions and critical observations might be highlighted somehow from the background text; or new proposed policies could be placed within a coloured box.</p> <p>Finally, the document would benefit from photographic examples that illustrate various points being made within the text. For example, illustrating where parts of the conservation area are clearly challenged by existing development; or, where recent interventions have worked particularly well; or, where</p>	
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	<p>there are serious threats to the character of the Conservation Area.</p> <p>SWOT Analysis</p> <p>It was a wise move to undertake the five individual SWOT analyses, one for each Character Area. However, the outcomes currently seem quite generic and do not appear to sufficiently interrogate each of the Character Areas.</p> <p>We feel that that more detailed thought could be given to each of the SWOT analyses, aiming at revealing more unique, site-specific observations under each heading of the SWOT study.</p> <p>Identifying the very particular identity and challenges of each Character Area ought to lead to a clearer understanding of any opportunities. In turn, this will suggest more focused ideas about of how to manage the various Character Areas. Such deeper interrogation will make it much easier to frame more tightly focused management policies that are likely to add most value to the whole exercise.</p> <p>This further interrogation might take a closer look at the areas that are particularly sensitive and may require special policies to protect or enhance them. Similarly, it would be helpful to identify where significant opportunities exist to accommodate change in a way that most benefits the Conservation Area. A few pertinent questions might help get this exercise started:</p> <ul style="list-style-type: none"> • What is unique and valuable about this Character Area? • What aspects may require special protection, or specific policies? 	<p>Noted: A review of the SWOT analysis (using the questions suggested by Historic England) has been undertaken.</p>
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	<ul style="list-style-type: none"> • What is currently the biggest threat to the Character Area? • Is there something lacking? ... either tangible, or intangible that could enhance the experience here? • Is there something negative that we would obviously want to change, if the opportunity arose? • What policies might encourage such opportunities to emerge? <p>Demolition On page 55, the strategy of demolition is considered:</p> <p><i>“Demolition is only likely to be permitted for the replacement of buildings identified as ‘negative’ within this conservation area appraisal.”</i></p> <p>Given the prevailing direction of sustainable development policy, it is becoming more and more likely that demolition should only ever be permitted as a final resort, where all other options for re-use have been ruled out. Perhaps the wording of this policy could be strengthened to support a stronger stance on sustainability?</p> <p>Townscape Important Townscape views are mapped on page 61. This study is an important consideration, but probably needs expanding somewhat. It would help to see the views illustrated photographically alongside the map, with some narrative about the importance of each key view. Furthermore, it might be useful to identify more distant views that illustrate the skyline of the city. This “distant view study” could reveal the potential impact of any proposed larger developments on the Conservation Area. A suitable narrative on these key views will</p>	<p>Noted.</p> <p>Thank you for this suggestion. A distant view study will be added to this document.</p>
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	<p>help moderate future development in a way that respects, protects and enhances the Conservation Area.</p> <p>Working With Partners and Encouraging Appropriate Activity A successful Conservation Management Plan will seek to identify key stakeholders and find appropriate ways to work with them. Therefore, it is essential to identify the key group of partners, who are best placed to identify appropriate activities that will support the Conservation Area into the future and assist with framing the right policies to achieve this.</p> <p>Conclusion We hope that our comments have been helpful. We look forward to seeing the next, or final draft of the document and wish Gloucester City Council's Conservation Team well with their ongoing work.</p>	<p>Once the appraisal has been adopted, key stakeholders for example GCC - Heritage, Economic Development, City Centre Team, Housing Team etc, also BID, Solace, City Centre Commission, Historic England will be fed back to regarding the key points of the appraisal and the issues raised in the public consultation</p>
SF Planning	<p>Comments on Section 2.2 – Changes to the Conservation Area Boundary.</p> <p>Land to the North of Westgate Street (at junction with fountain Square) The Council outlines the rationale as follows; “The Dukeries is a 1960’s residential development to the northern side of Westgate Street and is outside the network of conservation areas which surround the city centre. Nos 102-106 Westgate Street stand to the east of this and are of similar period of development. Both ranges of buildings are noticeably at odds with the buildings on Westgate Street, due to their scale, mass, materiality, condition and detailing, and as such, detract from their setting. The areas of public realm, including soft landscaping and trees to the front of these buildings are an</p>	

	<p>important buffer which provide a significant piece of landscape to the streetscape, and as such it is felt that they should be protected from removal as this would have a detrimental impact on Westgate Street, as well as on the setting of St Nicholas Church This small alteration to the conservation area boundary would provide this protection."</p> <p>SF Comments: The new designation does not appear to cover the buildings themselves, only the area in front. Whilst protection of the trees which improve the visual appearance of these buildings is understandable and entirely sensible; there is a question as to whether it is more appropriate to protect the trees using a tree preservation order. This is because paragraph 191 NPPF states that; "When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest". The Council appear to be quite clear that these buildings lack historic interest and detract from the conservation area. Therefore, the designation does not appear appropriate when reviewed against paragraph 191. Also, Tree Preservation Orders are entirely appropriate to provide the protection required by the Council, for the reasons they require it. In Tree Preservation Orders: A Guide to the Law and Good Practice prepared by what was DCLG it is stated that; "3.1 LPAs may make a TPO if it appears to them to be: 'expedient in the interests of amenity to make provision for the preservation of trees or woodlands in their area' ...3.2 The Act does not define 'amenity', nor does it prescribe the circumstances in which it is in the interests of amenity to make a TPO. In the Secretary of State's view, TPOs should be used to protect selected trees and woodlands if their</p>	<p>Thank you for your comments on this issue. Its presentation will be reviewed.</p>
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	removal would have a significant impact on the local environment and its enjoyment by the public." The Council should not be using the conservation area appraisal as a means of doing something which is more appropriately achieved by other means.	
	<p>Comments on Section 4 – suggested guidelines and enhancements</p> <p>2.1 Comments on Section 4 – suggested guidelines and enhancements 2.1</p> <p>It is our view that Section 4 should confirm the intended status of the 'policies' outlined in that section. Our understanding is that they are to be used as guidance when making decisions on development within or affecting the conservation area which makes sense and is consistent with the use of conservation area appraisals generally. However, the language used gives the impression that they could be considered on par with local plan policies which would not be the correct approach and may confuse members of the community accessing this document. Some small changes to wording should rectify this.</p>	<p>Noted. Thank you for your comments on this issue. To avoid confusion, what were referred to in the draft appraisal as 'policies' will be amended to 'management proposals' The appraisal, one adopted will be a Supplementary Planning Document, which support policies in Gloucester's adopted City Plan.</p>
	<p>Comments relating to sections 4.1 and 4.2 are outlined below, underneath the relevant text in italics</p> <p><i>4.1.1 Development will respect the scale, design, proportions, grain, and materials of the surrounding architectural vernacular. Detailing should be characteristic of the area and retain any historic plot boundaries/ historic street layout. Development will be of a high quality design which reflects its immediate context and sits comfortably with its setting and in important views</i></p> <p>SF Comment</p>	

	<p>The requirement to retain historic plot boundaries and historic street layout should be to retain any known historic plot boundaries/street layout as the document itself confirms that this is not always clear. Should this say 'retain' important views or perhaps something similar? – the final sentence doesn't appear to make sense.</p>	<p>To add the word 'known' to this part of the text could leave as yet unidentified historic boundaries/layouts vulnerable to change which could be harmful to the character of the conservation area. This part of the text will not be amended.</p> <p>'Important views' – minor text amendment</p>
	<p><i>4.1.2 The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (including NDHAs) is harmful to the significance of Conservation Areas and will be regarded as substantial harm or less than substantial harm according to the circumstances of the case. Demolition of buildings identified in this document as making a neutral contribution to, or detracting from, the Conservation Area's special character will only be supported where there are acceptable plans for the site following demolition. Proposals which look to adapt existing buildings in some form and support the climate change agenda will be positively received. Demolition is only likely to be permitted for the replacement of buildings identified as 'negative' within this conservation area appraisal.</i></p> <p>SF Comment</p> <p>Once again this appears to be generally consistent with the aims of the conservation area designation and policies within the local plan.</p> <p>However, it is important to recognise that the protection and enhancement of existing heritage assets and their settings</p>	<p>Noted. With regard to the request of a more nuanced approach, as the</p>

	<p>should be in proportion with the significance of the asset, in accordance with both local and national policy. Therefore, the strategy advocated here should allow for a more nuanced approach, factoring in the significance of the asset and the level of contribution (i.e. the fact that some buildings make more of a positive contribution than others). The drafting should be more detailed to account for this.</p> <p>There is little to explain what constitutes substantial demolition; some brief guidance on that would assist.</p> <p>The fact that demolition of neutral and negative buildings will only be permitted if there are acceptable plans following demolition is vague. What is meant by acceptable? Does this mean a proposal which accords with local policy? Is this simply an assessment in heritage terms?</p> <p>It may also be beneficial to have different approaches for neutral and negative buildings. The wording doesn't make it clear whether buildings which 'detract from' the conservation area's special character are intended to refer to negative buildings. Our initial reading was that it intended to refer to negative buildings but then there is a separate part of the policy which refers directly to negative buildings, so some clarity would be helpful.</p> <p>The final part of the policy 'demolition is only likely to be permitted for the replacement of negative buildings' is unduly restrictive and doesn't account for where a negative building might be demolished to allow for a use which does not necessarily involve the erection of a replacement building (e.g. open space, perhaps in support of a wider scheme). We think the intention here is to clarify that the building should not be</p>	<p>document states that the level of harm will be determined on the on the 'circumstances of the case', it is not felt that this needed.</p> <p>When an application is made, it will be up to the planning case officer (in accordance with national legislation and policy, local policy and guidance and input from consultees) to determine what is acceptable.</p> <p>Noted. This part of the document will be reviewed.</p> <p>Opinions to this Management Proposal have been mixed, with other consultees suggesting that it is too lenient. A review of this proposal has been carried out.</p>
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	demolished to reduce the site to a vacant plot, but the wording could perhaps be revisited to clarify this.	
	<p>4.1.3 <i>The removal of historic boundary treatments will be resisted where there is no justifiable reason for their removal. Where new or replacement boundary treatments are required, they should use a local and traditional material palette and be of appropriate scale and design.</i></p> <p>SF Comment</p> <p>This has the potential be the source of a reasonable amount of debate in respect of individual developments. The policy should make it clear what sort of information (if any) is expected in order to demonstrate whether something is justified so the bar is set at an appropriate level which is clear from the outset.</p>	<p>Bearing in mind that the loss of historic boundary treatments is likely to detrimentally impact on the character and appearance of the conservation area, (a designated heritage asset) justification would need to be in the terms of public benefit to accord with the requirements of the NPPF, if the harm is less than substantial. (If the harm was substantial, there would be additional requirements to accord with the NPPF.</p>
	<p>4.1.4 <i>The loss of architectural features such as the removal of existing chimneys or loss of traditional windows and doors will not be supported. In addition, when undertaking repairs to traditional buildings, appropriate traditional materials and fixtures and fittings should be used, for example lime mortars and renders and cast-iron rainwater goods. The use of non-traditional materials/fixtures and fittings, for example cement-based mortars and renders, uPVC windows, and plastic rainwater goods, will not be supported. The painting or rendering of unpainted brick or stonework will not be supported. PV and thermal panels, satellite dishes, TV aerials, meter boxes and</i></p>	

	<p><i>other modern additions will not be resisted, as long as they do not impact on the character and appearance of the Conservation Area. Locating them on the rear elevations or rear roof slopes may be an option.</i></p> <p>SF Comment <i>This should make it clear that the loss of such features will be permitted where these make a positive contribution to the building/conservation area generally. There may be many reasons why removal of these features is appropriate and acceptable.</i></p> <p>The requirement to use traditional materials where it is feasible to do so would be appropriate (e.g. where the materials and expertise are available). Additional wording should be considered here to make that clear.</p>	<p>Thank you for your comments on this issue. The text will be reviewed and amended.</p> <p>The suggestion regarding the use of traditional materials has the potential to undermine the character of the conservation area. This section of text will not be amended.</p>
	<p><i>4.1.5 The loss of historic shopfronts or historic features will be resisted. Proposals for new shopfronts or signage must be in line with the requirements set out within the adopted Gloucester City Council guidance on shopfronts, shutters and signage or GCC Local Plan.</i></p> <p>SF Comment Whilst the appraisal identifies historic shopfronts in some detail, it is less clear what is meant by 'historic features'. Could more explanation be included?</p>	<p>Details of 'historic features' have been added to the text.</p>
	<p><i>4.1.6 The loss of historic elements of the public realm will not be supported. Where alterations to the public realm, or the addition of new elements/replacement items are required, they should respect the traditional materials and character of the Conservation Area and/or comply with the recommendations</i></p>	

	<p><i>within the Gloucester Public Realm Strategy (GPRS). Temporary repairs to hard landscaping which are not in keeping with original materials should be replaced on a like-for-like basis within 12 months of their installation. Major new developments which require changes to the public realm will need to comply with the GPRS and preserve or enhance the character and appearance of the conservation area. New street and traffic signage should be coordinated to avoid excessive use of new signage, including A-boards, particularly at the entrances to alleyways and back streets.</i></p> <p>SF Comment</p> <p>Whilst a clear time limit for temporary hard surfacing to be in place is welcomed, 6 months may be unduly restrictive. If the hard landscaping is within adopted highway, it may take time to obtain the necessary consents both to do the work and to temporary stop up/divert the highway. The requirement should perhaps be for reasonable endeavours to be made to replace within 6 months.</p> <p>Street signage in particular has the potential to bring benefits to the conservation area for example by outlining the history of this part of the conservation area (e.g. the historic plot markings on Westgate street) and signposting people to other historical parts of the city. If there is a specific concern with A boards, the policy could make the restriction relate to this. Street signage more generally should simply be considered on its own merits, particularly when it is unclear what is meant by 'excessive'</p>	<p>Thank you for your comment. This has been reviewed and changed to 12 months.</p> <p>That street signage can bring benefits is not disputed. However, a review of street furniture (including signage) was undertaken as a part of this appraisal and during this process it became apparent that not only was there considerable redundant signage, but also different signs performing the same function.</p>
	<p><i>4.1.7 Gloucester City Council will undertake a 5 year review of this Conservation Area Appraisal and Management Plan, updating policy as required to ensure the plan remains a useful,</i></p>	

	<p><i>relevant working document and reflects the character and appearance of the conservation area</i></p> <p>SF – No comments</p>	
	<p><i>4.2.1 The Council recommends that regular maintenance is undertaken to retain the value of the attractive traditional features present within the City Centre Conservation Area. A lack of maintenance can lead to decay, deterioration and the need for more complex and expensive repairs. Basic maintenance tasks include: • The regular clearing of debris in gutters and rainwater pipes • The pruning of vegetation near to buildings • The re-fixing of loose roof tiles or slates • The regular re-painting of timber</i></p> <p>SF comment</p> <p>These matters are mostly outside of development control, save where they relate to listed buildings or where consent is required in respect of trees or hedgerows. The Council should be clear that this policy is not intended to negate the need for necessary consent so as to avoid confusion from local people.</p>	<p>Thank you for your comments on this matter.</p>
	<p><i>4.2.2 The conversion of upper storeys from commercial use to high quality residential will be encouraged where proposals retain an active street frontage, maintain surviving historic details, and where the impact of relevant planning requirements (for example cycle provision and refuse issues) do not have a detrimental impact upon the character or appearance of the Conservation Area. Retrofitting measures which improve the thermal or energy efficiency of a building will be supported in principle. Proposals which require the loss of original fabric, or which adversely affect the setting or character of an existing building are unlikely to be accepted,</i></p>	

	<p><i>however, each proposal should be judged on a case-by-case basis.</i></p> <p>SF – No comments</p>	
	<p>4.2.3 To undertake an audit of the street furniture and street art within the conservation area with a view to its rationalisation and improved interpretation. To be repeated on a 5 yearly basis.</p> <p>SF – No comments</p>	
	<p>4.2.4 <i>To undertake a review the route of the Via Sacra and to update it in accordance with the GPRS.</i></p> <p>SF comments</p> <p>This policy is supported. We consider that more could be done to explain the route (this may fit in with the audit outlined at 4.2.3)</p>	Noted.
	<p>4.2.5 <i>To undertake a yearly review of the local list with particular regard to the City Centre Conservation Area. Current recommendations for Local Listing within the City Centre Conservation Area include the Regal and the Post Office (King's Square) and 3-5 Westgate Street.</i></p> <p>SF Comments</p> <p>Clarity on which buildings are locally listed, and the important features of those buildings is welcomed. We agree with regular updates which reflect how circumstances are changing across the city, particularly taking into account the various regeneration projects which are ongoing.</p>	Noted. A link to Gloucester's Local List has been added to the appraisal document.

<p>Housing Strategy Team</p>	<p>Section 1.1 Page 1 Para 6</p> <p>Text</p> <p><i>Consequently, it is important that this document is read in conjunction with additional guidance and local and national policy documents. Where applicable links have been provided to the documents to provide additional guidance. This appraisal forms part of the Council's Historic Environment Record and evidence base for the Local Plan</i></p> <p>Comment</p> <p>Use of living standard and building place where people want to live balanced against impact, thinking about amenity space provision as well as NDSS, How does it support SD11 mixed and balanced communities</p> <p>Section 1.6 Page 6 Para 2</p> <p>Text</p> <p>The National Planning Policy Framework (NPPF) 2021 provides national policy. Protecting and enhancing the historic environment is a key component of the NPPF's drive to achieve sustainable development.</p> <p>Comment</p> <p>See above</p> <p>Section 1.6 Page 6 Para 5</p>	<p>The focus of this document is a specific part of Gloucester's heritage, its protection and enhancement, rather than its role in specific housing policies. However, this does not mean that the guidance in this document is not supportive of SD11 when development is sensitively handled.</p>
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	<p>Policy SD8 in the Joint Core Strategy concerns the historic environment and it states that 'Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment' and that 'Designated and undesignated heritage assets and their settings will be conserved and enhanced as <i>appropriate to their significance</i>, and for their important contribution to local character, distinctiveness and sense of place...Development should aim to <i>sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation</i>'.</p> <p>Section 1.6 Page 6 Para 6</p> <p>Text</p> <p>Policy D1 of the Gloucester City Plan focuses on the historic environment; it states that '<i>Development proposals must conserve the character, appearance and significance of designated and non-designated heritage assets and their settings</i>'</p> <p>Comment No mention of enhancement – proposals can hook on too this.</p> <p>2.2 Boundary alterations</p> <p>Text</p> <p>Area 1 – Area of green on the northern side of Westgate Street</p>	<p>Noted.</p>
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	<p>3.1 The Gate Streets</p> <p>With elements of the Roman, Saxon and Medieval town plan still clearly evident, in the form of the street layout, burgage plots and hidden alleyways, part of the Gate Streets character and importance lies in its historic origins and plan form. This is supplemented and enriched by the area's historic buildings, <u>whose variety and quality are exceptional.</u></p> <p>3.1.1 TOWNSCAPE CHARACTER</p> <p>Text</p> <p>Today it is an area <u>dominated by retail</u>, one that is predominantly pedestrianised, with vehicular access limited to this space for much of the day. As such part of the character within this part of the conservation area lies in the shopfronts and the activity bought by visitors, workers, and shoppers.</p> <p>Comment</p> <p>Does the plan address who this might be changed to reflect changing nature of cities and retail in particular</p> <p>Land uses Page 16</p> <p>Text</p> <p>Moves to encourage the residential use of the often vacant upper floors within parts of the character area are currently being undertaken as part of the Gloucester's Cathedral Quarter</p>	<p>The City Plan acknowledges the changing economy in the city centre, away from retail and towards other commercial and residential uses. The City Centre Conservation Area Appraisal also acknowledges this, for example in regard to its management proposal of the conversion of upper floors.</p>
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	<p>HSHAZ; the repopulation of the city centre is a wider aim of the city council.</p> <p>Comment</p> <p>s/a</p> <p>3.1.4 CONDITION AND THREATS</p> <p>Text</p> <p>Whilst the Gate Streets contain some of the most important elements within the conservation area, their condition, both in terms of the built environment and the public realm, gives cause for concern, with many buildings in a poor and deteriorating condition, a proliferation of inappropriate signage, as well poorly maintained and outdated street surfaces and furniture. Whilst the current HSHAZ scheme has provided some funding to assist owners of buildings in Westgate Street to repair and restore their buildings, and to enable the conversion of upper floors to residential use, many buildings remain within the Gate Streets that are in need of repair and maintenance. The number of vacant premises in this character area, especially at ground floor level, exacerbates this concern.</p> <p>Comment</p> <p>Residential alongside patient investors need to be seen as an opportunity</p> <p>Character Area SWOT s</p> <p>Text</p>	<p>Noted.</p>
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	<ul style="list-style-type: none"> • The Gate Streets • Brunswick Road, Greyfriars and Eastgate • Quay Street, Longsmith Street and Ladybellegate Street • King's Square and King's Walk Character Area <p>Opportunities Ensure high quality new development that is sensitive to the historic city centre</p> <p>Threats Increasing number of vacant premises – shops and upper floors</p> <p>Comment A generic approach to opportunities could a more granular approach better steer development ie focus on HSAZ to create resi. What does high quality mean – nb comments re living standards, is there a tension between achieving high quality livings standards eg amenity space NDSs and EPC ad heritage. NB threat can be viewed as an opportunity, more resi. Will create more demand for services and retail.</p> <p>4. Guidelines and enhancements</p> <p>Text The principal aim of the following policies is the preservation or enhancement of the character and appearance of the City Centre Conservation Area, which will be brought about through the sensitive conservation of its historic elements, combined with positive change and regeneration where required.</p> <p>Comment</p>	<p>Noted.</p>
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	<p>Policy or guidance?</p> <p>4.1.1 Development Proposals:</p> <p>Text Aim: Development proposals will preserve or enhance the City Centre Conservation Area's character and appearance and conform to local policies as outlined in section D1 of the Gloucester City Plan</p> <p>Comment Policy: Development will respect the scale, design, proportions, grain, and materials of the surrounding architectural vernacular. Detailing should be characteristic of the area and <u>retain any historic plot boundaries</u>/ historic street layout. Development will be of a high-quality design which reflects its immediate context and sits comfortably with its setting and in important views</p> <p>How is this balanced against other policies and regulation lacking any wiggle room vis a vis different heritage values</p> <p>4.1.2 Demolition of Buildings</p> <p>Text Aim: To ensure the significance of the Conservation Area is preserved and that any future development enhances its existing positive characteristics. Policy: The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (including NDHAs) is harmful to the significance of Conservation</p>	<p>Noted. This will be reviewed.</p> <p>Historic boundary treatments are features that usually make a positive contribution to the character and appearance of the conservation area, (a designated heritage asset). If their removal impacts on this, then as in cases of harm to designated heritage assets, the harm would need to be balanced against the public benefits of the proposals. (This is in cases of less than substantial harm. If the harm was substantial, there would be additional requirements to accord with the NPPF.)</p>
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	<p>Areas and will be regarded as substantial harm or less than substantial harm according to the circumstances of the case. <u>Demolition of buildings identified in this document as making a neutral contribution to, or detracting from, the Conservation Area's special character will only be supported where there are acceptable plans for the site following demolition.</u> Proposals which look to adapt existing buildings in some form and support the climate change agenda will be positively received. Demolition is only likely to be permitted for the replacement of buildings identified as 'negative' within this conservation area appraisal.</p> <p>Does this creates a risk that buildings will not be refurbished</p> <p>4.1.3 Boundary Treatments</p> <p>Text Aim: Development proposals will preserve historic boundaries; new boundary treatments will be harmonious with surviving historic examples. Policy: The removal of historic boundary treatments will be resisted where there is no <u>justifiable reason for their removal</u>. Where new or replacement boundary treatments are required, they should use a local and traditional material palette and be of appropriate scale and design.</p> <p>Comment Potentially will limit enhancements that would create better living standards, what is a justifiable reason?</p> <p>4.2.2 Sustainability</p> <p>Text</p>	<p>It is not believed that it will.</p> <p>See response to SF planning above.</p>
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	<p>Regeneration Aim To offer increased residential opportunities within the city centre through the conversion and reuse of upper floors where appropriate. Enhancement Policy: The conversion of upper storeys from commercial use to high quality residential will be encouraged where proposals retain an active street frontage, maintain surviving historic details, and where the impact of relevant planning requirements (for example cycle provision and refuse issues) do not have a detrimental impact upon the character or appearance of the Conservation Area. Retrofitting measures which improve the thermal or energy efficiency of a building will be supported in principle. Proposals which require the loss of original fabric, or which adversely affect the setting or character of an existing building are unlikely to be accepted, however, each proposal should be judged on a case-by-case basis</p> <p>Comment</p> <p>What does high quality mean?</p> <p>Can we take a progressive approach to street storage of bicycles?</p> <p>This may be problematic in terms of thermal efficiency – what are the possible solutions here to retain fabric but improve performance (technical appendix?)</p>	<p>In this instance it refers to development that is sensitive to its context, and which provides a good standard of accommodation.</p> <p>All proposals will be dealt with on their own merits.</p> <p>It does not need to be, retrofitting can be undertaken in a sensitive manner.</p>



Meeting:	Cabinet	Date:	6 March 2024
Subject:	Community Wellbeing Engagement Update		
Report Of:	Cabinet Member for Neighbourhoods and Communities		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Gupti Gosine- Community Wellbeing Manager Gupti.gosine@gloucester.gov.uk		
		Tel:	396288
Appendices:	None		

FOR GENERAL RELEASE

1. Purpose of Report

1.1 To update Cabinet on community engagement work carried out by the Community Wellbeing Team.

2. Recommendations

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

3. Background and Key Issues

Equality, Diversity, and Inclusion

3.1 In the last year the team have delivered initiatives such as hosting Race Relations Tea Breaks with colleagues, promoting awareness campaigns such as Suicide Prevention Day and attending training courses such as Mental Health First Aid, Bystander Intervention and Applied Suicide Intervention. Officers have also supported community groups with their events including Windrush Day, Black History Month and International Women’s Day.

Asset-based Community Development

3.2 Officers have continued to work to promote volunteering opportunities to staff and enhance the staff volunteering policy to increase the number of volunteering hours across the organisation. An event is currently being planned for Council Officers in partnership with Gloucester Community Building Collective, Gloucestershire Constabulary and Active Gloucestershire on building stronger and safer communities which is due to take place in April.

Championing the Armed Forces Community Covenant

- 3.3 Officers work with the Armed Forces County Partnership to increase working and volunteering opportunities for the armed forces community as well as working with the HR team to improve recruitment opportunities, aiming to provide veterans and their families with more opportunities to apply for positions at the council. Officers also supported the Soldiers of Gloucestershire Museum with Armed Forces Day in June and attended the Police Open Day with the Veteran's Outreach Team.

Hate Crime Awareness Partnership Member,

- 3.4 Officers deliver training sessions for staff and the community and work on campaigns to reduce the number of hate crimes and incidents in Gloucestershire. This included outreach work on Hate Crime Awareness Week, and events for Holocaust Memorial Day and National Interfaith Week.

Gloucester Dementia Action Alliance

- 3.5 The Gloucester Dementia Action Alliance is growing and now includes representation from NHS, Managing Memory, Fair Shares, Gloucester Community Building Collective and 2 Experts by Experience. The group meets quarterly and are working together to improve life for those living with Dementia in Gloucester by raising awareness, educating, signposting and encouraging people to create their own support networks. As part of this work Officers supported the Dementia Action Week with the NHS roadshow in May and are due to run a community session at Smiles Coffee Shop in March. The Lead Officer is trained to deliver awareness sessions and has trained more than 20 City Council staff over the last year.

Youth Engagement

- 3.6 The Youth Engagement Officer joined the Council at the end of March 2023 after external funding was secured.
- 3.7 Initial findings have suggested the following:
- Young people often feel that consultation is tokenistic, and they don't see change as a result, reinforcing that belief.
 - They would like to see young people voices escalated.
 - They are keen to be proud of the City and to show this.
 - They want more opportunities but struggle to find out what is happening or struggle to participate for financial reasons.
- 3.8 Following a review of best practice models with Councils in other areas, including Stroud Youth Council and the London Mayors Peer Outreach Workers and Action Group members, funding has been secured to deliver a project where young people lead on peer research/social action. This work will support and inform the development of an evidence-based Youth Engagement Strategy.

Youth Violence Prevention

- 3.9 Youth violence prevention work has delivered a number of outcomes over the past year:
- Formation of Youth Violence Prevention Steering Group and Strategy Group
 - Delivery of a Theory of Change workshop in July bringing together 70 people from different agencies to identify the themes of the Strategy 2024-2029.
 - Database of 120 organisations/agencies committed to reducing youth violence.
 - In partnership with Gloucester Cathedral, delivery of the first **Gloucester Young People's Action Summit** in January 24 which included 65 young people recruited and paid to participate as facilitators, delegates and performers from 26 different organisations – 50% from global majority, and 120 delegates.
 - Presentation to G15 Heads and Student Reps Jan 24.
 - Linking with other workstreams such as the Serious Violence Duty and Urban Street Gangs work.
 - Mapping local provision with other stakeholders
 - Supporting UoG student research for SSGP.
 - Supported the Knife Angel to come to the City in February 2023 and the Knife Bee to Kings Square in February 2024.

Youth Consultation and other work

- 3.10 Supporting consultation on the Cheltenham, Gloucester & Tewkesbury Strategic & Local Plan including working with Young Gloucestershire on the questions used in the young people's area of the consultation, contacting schools, creating social media content with young people and a professional film maker.
- 3.11 Supporting colleagues in heritage/ cultural services and working with Safer Spaces Officer on shared activities including working with the University of Gloucestershire, Active Gloucestershire and Gloucestershire College.

Nourishing Gloucester – Food Equality

- 3.12 The Nourishing Gloucester, Food Equality Strategy was endorsed by Council in April 2023.
- 3.13 The primary aim of the strategy is to ensure that, in future, everyone in Gloucester has access to nutritious food and no one goes hungry, whilst also acknowledging that there are broader issues affecting our neighbourhoods which are closely interlinked with food insecurity.
- 3.14 The Nourishing Gloucester Food Forum has been established, meeting bi-monthly and including statutory and VCSE organisations to look at several emerging priorities collectively.

Holiday Activity and Food Programme (HAF)

- 3.15 As District lead for HAF, Officers have worked alongside The Venture to build relationships with individuals, businesses, schools and VCSE organisations in

communities across Gloucester City and more nationally, to support the development and delivery of the HAF programme.

- 3.16 A strong network of local community anchor organisations has been formed and we support them to deliver the HAF programme and build their organisational capacity.
- 3.17 During the Spring, Summer holiday periods of 2023, the HAF programme provided activities and food with over 20 community partners across the City to 2061 children over Spring and 4857 children over the Summer. Utilising some of the Household support fund we have been able to feed the whole family not just children attending the activities and the pen play sessions with the Eat Well Wagon have further enabled this universal offer to happen.
- 3.18 The Venture Team and the approach that has been taken in Gloucester City has been recognised by the Department of Education and won an award for 'effective local partnerships'.

Financial inclusion

- 3.19 Working with Feeding Gloucestershire 'Worrying About Money' leaflets have been produced through the Independent Food Aid Network to support residents to access support to address the root causes of poverty which would mean they can afford to buy adequate, healthy and nutritious food.

Household Support Fund

- 3.20 The Department of Work and Pensions (DWP) provided Gloucestershire County Council with a fourth tranche of the Household Support Fund for the period April 2023 – March 2024. The objective of the fund is to provide support to vulnerable households in most need of support, to help with significantly rising living costs.
- 3.21 Since April 2023, Officers have been working with GCC and VCSE delivery partners to distribute £328k to households in Gloucester City which provided support with supermarket shopping vouchers to purchase food and other household essentials, white goods which also included kitchen essentials and emergency energy support.

Integrated Locality Partnership & Strengthening Local Communities

- 3.22 ILPs are partnerships made up of local Government, NHS, Voluntary Community and Social Enterprise (VCSE) sector, housing and increasingly communities, people and wider partners such as police, education etc. Partners work with each other to bring services together and plan how they are delivered to our local populations. The ILP works together as one, 'integrated' system to deliver the priorities set out by the Health and Care Partnership to tackle health inequalities and consider the wider determinates of health.
- 3.23 Throughout the year the partners have been working to align priorities to make use of funding provided by NHS Gloucestershire Integrated Care Board. The following projects will be worked on during the next few months:
- Active Places – placed based work in Coney Hill
 - Active People – Stop Smoking interventions at community level

- Active Communities – Health and Wellbeing Funding to VCSE organisations through a grant application process

Gloucestershire Funders

- 3.24 Gloucestershire Funders is a collaboration between several charitable foundations and organisations who can provide funding for not-for-profit organisations in Gloucestershire. Officers attend the fortnightly meeting to provide insight and local knowledge into organisations that have applied, and it also provides an opportunity to build relationships with the funders and understand the challenges faced by VCSE organisations, the nature of projects emerging etc based on their applications. We can also signpost to alternative funding opportunities that we might be aware of.

Blackbridge Sports and Community Hub

- 3.25 Community Wellbeing Officers continue to work alongside the Blackbridge Charitable Community Benefit Society to support the development of the Blackbridge Community and Sports Hub.
- 3.26 The facility will provide the local community and the wider City with affordable sport and exercise facilities, support such as counselling, mentoring and advice services, learning and skills development for adults and young people, youth clubs and social and community groups for all ages.

Safer Spaces Consultation

- 3.27 Making our public spaces safer and supporting our residents has been a reoccurring theme in enquiries to the Council. The aim of this consultation alongside the Safer Spaces Officer role is to help to improve spaces in our communities/city. Feedback will help to develop community and neighbourhood infrastructure projects and support resident led ideas to improve our open and green spaces, and design out crime. Ongoing work in the improvement of our public realm will also help to attract further investment, and the Safer Spaces officer will develop opportunities for community led work to be showcased in the city centre, encouraging people to visit.
- 3.28 www.commonplace.is is a citizen engagement platform where people can share their thoughts, views and ideas about an area through pinning on a map and commenting on this specific area.

Community Safety/Solace

- 3.29 Gloucester City Council adopts a support, engage, and enforce approach to street based anti-social behaviour in City Centre such as street drinking. This approach acknowledges that these issues require a multi-agency partnership approach to ensure vulnerable individuals who require support are offered it at every opportunity and that enforcement action is only considered where engagement has been exhausted and behaviours continue to impact on others negatively.
- 3.30 The City Council commissions a service through Gloucester BID to provide an 'on-street' presence through City Protection Officers (CPO's) who are the first responders to these issues. The CPO's engage with individuals engaging in these

behaviours and will make necessary referrals to key partners such as P3, Change Grow Live and Streetlink. This engagement and offer of support will continue but should negative behaviours continue, individuals will receive warnings and/or have their alcohol removed by either CPOs or in partnership with the Police.

- 3.31 An example of this 'no tolerance' approach was the recent, Operation Ebrus, which was set up by the City Council in partnership with the Police and City Protection Officers to address the issues with anti-social street drinking. An intensive on-street presence by multi agency officers engaging with individuals and removing alcohol sent a very clear message to individuals who continued to ignore warnings and we're having a negative impact within the City Centre.
- 3.32 Where individuals were and continue to be identified by partners to be causing alarm, harassment and distress they are referred to our dedicated anti-social behaviour (ASB) partnership, Solace. Solace investigate and take action where there is significant risk to victims or communities, the team have obtained multiple anti-social behaviour injunctions against individuals due to their continued and significant behaviours city wide. These anti-social behaviour injunctions are just one civil tool available to us, through the partnership, used where appropriate to control the behaviours of individuals impacting on others. Between January 2023 – January 2024, Solace have investigated 59 high risk cases associated to on-street behaviours.

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 ABCD and strengths-based working is at the core of our approach and has become second nature to Officers working in the engagement side of Community Wellbeing. We are using our own positive experiences of working in this way to guide and support other Officers in the council in order to work differently, in a way that is better for residents and the organisation as a whole.

5.0 Environmental Implications

- 5.1 Strengths based working contributes to healthier neighbourhoods with residents more engaged with where they live and therefore more protective of their local environment.

6.0 Alternative Options Considered

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

7.0 Reasons for Recommendations

- 7.1 No recommendations are made in this report, it is for information only.

8.0 Future Work and Conclusions

8.1 The Council will continue working with residents in a meaningful way, supporting partnership working with key community organisations in each area who are well established and trusted by residents. The overall aim being that residents feel listened to and that they can actively shape the plans, so the regeneration happens 'with' them and not 'to' them.

9.0 Financial Implications

9.1 There are no financial implications as a result of this update report as it covers activities funded through the budget and remit of the Community Wellbeing Team.

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

10.0 Legal Implications

10.1 None

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

11.0 Risk & Opportunity Management Implications

11.1 There are no risks associated with this update report.

12.0 People Impact Assessment (PIA) and Safeguarding:

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

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

13.0 Community Safety Implications

13.1 From a community safety point of view we have found that working with residents, including alleged perpetrators, has led to more creative problem solving and solutions that are more sustainable because they are led by the individual rather than the agency.

14.0 Staffing & Trade Union Implications

14.1 None

Background Documents: None

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Meeting:	Cabinet	Date: 6 March 2024
Subject:	Social Value Policy Review	
Report Of:	Cabinet Member for Performance and Resources	
Wards Affected:	All	
Key Decision:	No	Budget/Policy Framework: No
Contact Officer:	Ruth Saunders, Corporate Director	
	Email: ruth.saunders@gloucester.gov.uk	Tel: 396789
Appendices:	1. Gloucester City Council Social Value Policy	

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To provide an update on the Review of the Social Value Policy which was adopted in October 2020 and make recommendations.

2.0 Recommendations

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

- (1) the progress made against the aims of the Social Value Policy is noted.
- (2) That the changes to the Social Value Policy and the Gloucester City TOMs are accepted.
- (3) That authority to review and make minor changes and updates to the Social Value Policy (including any changes to the thresholds) as required is delegated to the Corporate Director, in consultation with the Cabinet member for Performance and Resources, with only significant changes requiring Cabinet approval.

3.0 Background and Key Issues

3.1 In October 2020, Cabinet adopted the Social Value Policy 2020-2022 for the City Council. To summarise, for procurement activity exceeding £50,000, the City Council would consider where and how social value can be delivered and request bidders to submit details on how they expect to deliver social value through delivery of the contract. Social Value would be given a 10% weighting on assessment on submissions. The policy applied to procurements direct via the Council, and did not apply to framework purchasing.

- 3.2 The City Council has decided that Social Value deliverables should cover the five following areas:
- Promoting local skills and employment (Jobs)
 - Supporting growth of responsible regional business (Business)
 - Creating healthier, safer and more resilient communities (Social)
 - Protecting and improving our environment (Environment)
 - Promoting social innovation (Innovation)
- 3.3 To support suppliers in the bidding process a Social Value Toolkit has been developed as well as the Themes Outcomes and Measures (TOMs) that the Social Value Working group developed locally, supported by the Social Value Portal Team, prior to the adoption of the policy.
- 3.4 The Themes, Outcomes and Measures (TOMs) have been updated to reflect changes to the National TOMs, create more focus on things that Council wants to prioritise and support other work. For example, as a result of a Council Motion, a specific measure in relation to Care Leavers has been added.
- 3.5 There were previously 48 TOMs. 13 new measures have been added to the list, 5 were replaced or combined with other similar measures, and 8 were removed.
- 3.6 A 'Master' and 'Light' version of the TOMs have been created to enable the Council to focus on specific measures which have most impact for smaller contracts, making it easier for bidders. Which TOMs are used is at the Council's discretion and will depend on individual contracts:
- Light** – The light version of the TOMs framework is a curated set of measures designed for smaller contracts. It consists of 15 carefully selected measures allowing for a concise evaluation of the committed or delivered social value.
- Master** – The Master version of the TOMs framework is the preferred solution for the majority of contracts. It consists of 35 measures covering a broad range of Themes and Outcomes, allowing for a comprehensive evaluation of the delivered or committed social value.
- 3.7 For the past three years Officers have worked with the Social Value Portal to measure the delivery of Social Value under our contracts, review processes and look for opportunities for development of the work.
- 3.8 Officers and Managers have received training to help develop understanding of the Social Value Policy and its objectives, as well as support bidders to apply for contract work. Training to those who are managing contracts has also been delivered and these training sessions will be ongoing to ensure new staff have a good understanding of the policy.
- 3.9 The City Council continue to work with the Social Value Portal to ensure consistency of measurement and reporting during the period of embedding this approach in our procurement.

- 3.10 Reporting through the Social Value Portal shows delivery across 14 projects, with a total contract value of £9,063,742. Within these projects we have seen £1,329,130 of social value delivered, demonstrating 14.66% added social value. The highlights are as follows:
- 22,188 car miles saved
 - 54 hours of Careers Support Sessions delivered to young people.
 - £31,357 invested in community support
 - 20 new people employed locally
 - £1,400 spend with the VCS
 - £749,087 spent in the local economy
 - 134 volunteer hours provided to local community projects.
 - 3 weeks of work experience provided for young people.
- 3.11 As part of the Social Value element of the Forum, the contractor has leased a property and have fitted it out to become a Learning Hub and have appointed a Project Coordinator. Their commitment to Social Value was clear though their tender for the contract and this was taken into consideration as part of the process.
- 3.12 In October 2021 ARA carried out a piece of consultancy work to assess the Council progress on the delivery of the Social Value Policy. Its conclusion was that the Council has developed its maturity on the Social Value Maturity Index (SVMI) and has scope to continue this trajectory by delivering its current plans. It recommended reviewing how we can increase the impact of the policy through maximising spending power, hence the completion of this review.
- 3.13 In addition to the current Policy, which only expects Social Value commitments to be made through direct procurements, we will also ensure it is clear that the social value commitment is required during any extension of the contract. Social value should also be considered in purchases from frameworks where possible.

4.0 Social Value Considerations

- 4.1 This report outlines the review of the Social Value Policy, therefore Social Value is at the heart of these recommendations.

5.0 Environmental Implications

- 5.1 Social Value principles promote the protection and improvement of the natural environment, arguing its prioritisation creates a better place to live. A number of TOMs support our environmental and climate change ambitions.

6.0 Alternative Options Considered

- 6.1 We could cease to support the Social Value Policy and work but given the value to our communities, this option has been ruled out.

7.0 Reasons for Recommendations

- 7.1 The Social Value Policy has been reviewed and new measures from the National TOMs have now been included in the Gloucester TOMs.
- 7.2 There are a number of types of procurement which are currently not covered by the policy which includes purchases off a procurement framework (where social value should have already been taken into account) and contract extensions. This means that for a lot of the councils contracting work over the past 2 years, the Policy has not applied so we are now recommending that those types of procurement are included.
- 7.3 As the Social Value Policy has grown in success over the past few years this will now be adopted as a permanent policy with no expiry date, but with review dates, in the same way as other Council Policies.

8.0 Future Work and Conclusions

- 8.1 The Policy will be reviewed every 2 years with interim updates made should there be any significant changes such as changes to legislation.

9.0 Financial Implications

- 9.1 The report provides an update on the Social Value Policy, no direct financial implications within this update report.

10.0 Legal Implications

- 10.1 The Public Services (Social Value) Act 2012 came into force on 31 January 2013. It requires public bodies who commission services to consider how what is proposed to be procured might improve the wider social, economic and environmental wellbeing of the area. This duty only applies to the procurement of services above the threshold for the advertisement of the procurement across the EU. This threshold is currently £214,904 inclusive of VAT. The Council's policy goes beyond the statutory duty as it covers all procurements above £50,000.
- 10.2 Before starting the procurement process for above threshold services contracts, commissioners must think about whether the services they are going to buy, or the way they are going to buy them, could secure these benefits for their area.
- 10.3 The Public Contracts Regulations 2015 permit social aspects to be evaluated as part of the quality criteria. Any social value aspects must be relevant and proportionate to what is being procured.
- 10.4 The Procurement Act 2023 comes into force in October 2024 and consequential changes to the Social Value Policy will be required. Whilst there is no direct reference to Social Value, the new Act will impose a duty on the Council when conducting above threshold procurements to have regard to the importance of maximising public benefit. One Legal should be consulted on changes to the Policy before implementation of the Procurement Act 2023.

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

11.0 Risk & Opportunity Management Implications

Risk	Impact	Level of impact	Likelihood of impact	Mitigating measures
Risk of suppliers not bidding due to dealing with two portals for bid submission	Reduced number of submissions for Council contract could lead to poor overall quality of options	High	Low	Existing agreement between Social Value Portal Ltd and existing supplier portal infrastructure. Has been used by other LA's to great effect
Risk of suppliers not bidding because of the extra work involved, or perception of this.	Reduced number of submissions for Council contract could lead to poor overall quality of options	High	Low	Existing agreement between Social Value Portal Ltd and existing supplier portal infrastructure. Has been used by other LA's to great effect. Officers will survey bidders for feedback as required.
Issues with winning bidder having to pay a fee for Social Value Portal Ltd.'s services	Issues with contract commencement, may lead to fewer bids being received	High	Low	Social Value Portal Ltd have stated in working with over 50 LA's this has never been an issue. Will be on hand to support if problems arise.
Issues with delivering Social Value with long-term impact of Covid and cost of living not yet understood	May lead to failure to delivery contract, may lead to noncompliance with obligation	High	Medium	Social Value Portal Ltd providing ongoing support with non-delivery. Council will actively support suppliers first hand.

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 The delivery of Social Value does ensure "healthier, safer and more resilient communities", and would contribute to crime reduction, the promotion of healthier lifestyles, and giving vulnerable individuals opportunities for independence which can be evidenced through the wide range of TOMs supported by our contracts.

14.0 Staffing & Trade Union Implications

14.1 None.

Background Documents

Appendix 1- Gloucester City Council Social Value Policy amended January 2024

Appendix 2- Gloucester TOMs Amended September 2023

Social Value Policy

April 2024

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Executive Summary

Gloucester City Council's Social Value Policy outlines the how the City Council intends to deliver on a broad range of local commitments through the delivery of its procurement activity.

To summarise, for procurement activity exceeding £50,000, the City Council will require potential suppliers for contracts to submit details on how they expect to deliver social value through deliver of the contract. This will be given a total 10% weighting on assessment on submissions.

Social Value deliverables cover the five following areas:

- Promoting local skills and employment (Jobs)
- Supporting growth of responsible regional business (Business)
- Creating healthier, safer and more resilient communities (Social)
- Protecting and improving our environment (Environment)
- Promoting social innovation (Innovation)

This document outlines the rationale behind the implementation of this policy, the methodology for its application, and how potential suppliers can best engage with the framework that has been created.

This Policy applies to direct procurements, and, where possible, includes contract extensions, and should also be considered in Framework purchasing.

Introduction

Since 2017, Gloucester City Council has worked towards delivering its vision to create “A City that Works for Everyone” (Gloucester City Council: Council Plan, 2017-2020). A proactive approach to asset-based regeneration has served as a key driver for improving outcomes for local people; creating new employment opportunities, a stronger economic environment for businesses, and healthier and more resilient communities.

However, Gloucester still faces a number of challenges surrounding deprivation, with the City containing 9 of the 12 areas of Gloucestershire in the 10% most deprived areas nationally. Income deprivation, unemployment, lack of qualifications, health disabilities and crime are persistent in certain wards of the City. Gloucester has an uneven spread of these challenges, leaving some wards in greater need than others.

Much work has already been done to engage and empower communities at the local level; realised through a variety of initiatives including the City’s pioneering approach to Asset-Based Community Development (ABCD), and the establishment of a Community Interest Company (CIC) to deliver a Community Building programme in specific City Wards.

However, Gloucester City Council recognises that it also has role to play in generating social value for local people through its day-to-day activity, particularly through procurement. Through the implementation of this policy, Gloucester City Council will be able to integrate economic, environmental and social sustainability into its procurement processes.

Background and History

Overview

The Public Services (Social Value) Act 2012 (the Act) came into force in January 2013, cementing the responsibilities of a contracting authority before procuring services contracts subject to public procurement regulations to consider the “economic, social and environmental wellbeing of the relevant area” in its procurement activity. Public procurement legislation also permits contracting authorities to consider social aspects when assessing the quality of a tender whether relating to goods, supplies or works. This allows authorities to select a bidder based on the most economically advantageous tender (MEAT), rather than just a low price.

The Act states the authority must consider:

- (a) how what is proposed to be procured might improve the economic, social and environmental wellbeing of the relevant area;
- (b) how, in conducting the process of procurement, it might act with a view to securing that improvement.

In addition, the Act requires that in relation to the above duty, contracting authorities must only consider matters that are relevant to what is to be procured and must consider the extent to which it is proportionate in all the circumstances to take those matters into account.

The Act also requires the authority to consider whether to undertake public consultation, to understand further the improvements that can be secured through a tender opportunity, and how they can be realised. For example- a local authority consulted with service users on their ‘Meals on Wheels’, seeking feedback for improvement. Isolation and loneliness were identified as key concerns, and with this information the local authority subsequently secured a service which aimed to bring people into a local community centre.

In order to really deliver Social Value and have it fully embedded and considered; commissioners must move away from just considering the core service being delivered by a supplier to one that recognises the overall value of outcomes delivered. Gloucester City Council intends to further commit itself to the Act, by going beyond the Act’s requirements and implementing this policy into all aspects of its commercial and procurement activity where it is practicable to do so. In doing this, both the detail and spirit of the Act can be delivered in all Gloucester City Council commercial and procurement activity.

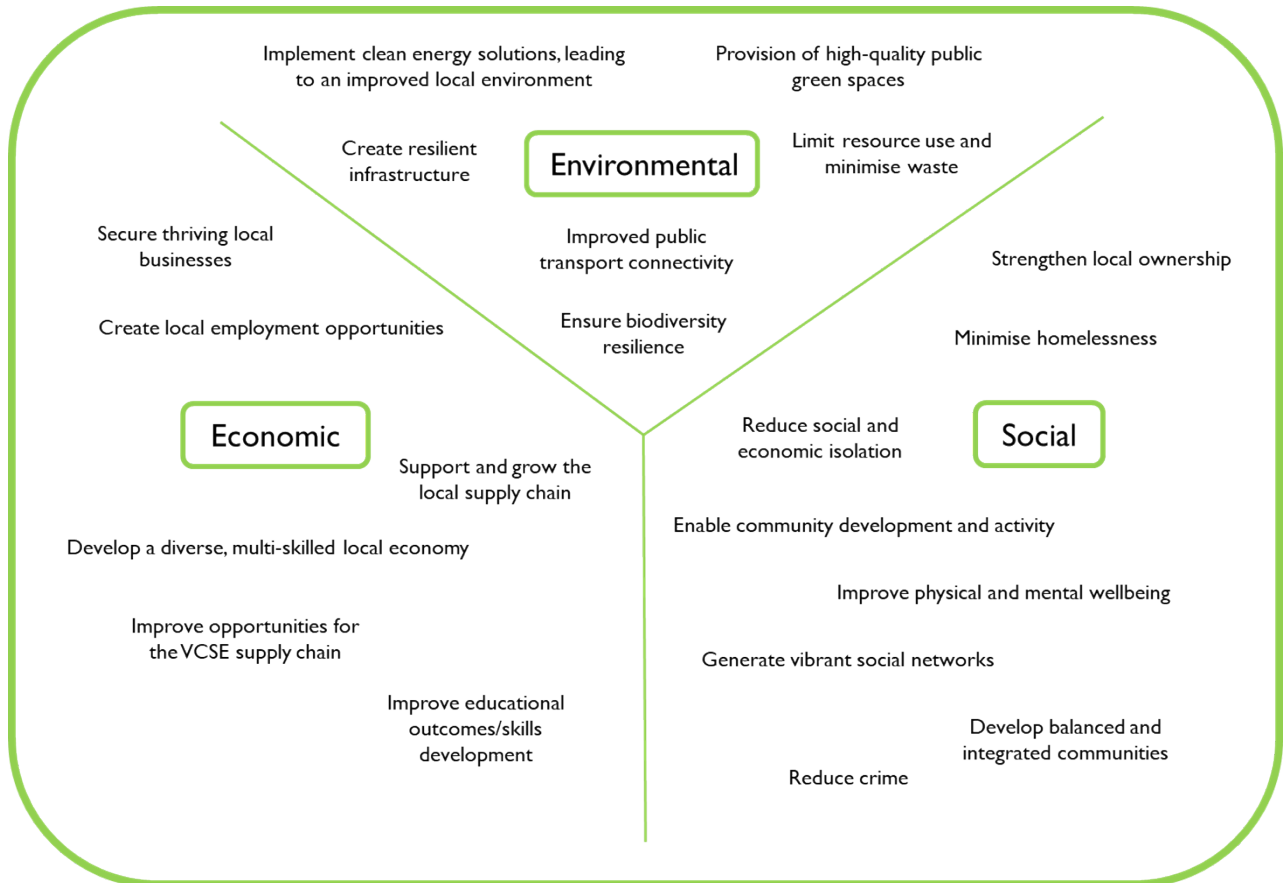
However, it should be emphasised that there is not a one-size-fits-all approach to Social Value. Each contract must be considered individually for its ability to deliver on these priorities where it is both relevant and proportional to do so.

Social Value is defined by The Social Value Portal as:

“An umbrella term for the wider economic, social and environmental effects of an organisations activities. Organisations that make a conscious effort to ensure that these effects are positive can be seen as adding social value by contributing to the long-term wellbeing and resilience of individuals, communities and society in general.”

- Economic effects relate to the creation and maintenance of a strong local economy, and the encouragement of local innovation to make the economy more efficient.
- Social effects relate to ensuring equality and diversity and maximising social inclusion.
- Environmental effects relate to ensuring local biodiversity, reducing carbon emissions, recycling and controlled consumption.

Examples of how the three 'pillars' of sustainable procurement can benefit the local community- economic, social and environmental- are set out in the diagram below. The diversity of Gloucester's community- and specifically, their needs- means the impact of these interventions will vary.



In some instances, outcomes will cross over multiple areas. Interventions that meet multiple objectives are possible and should be pursued where deliverable.

Why do this?

Social Value UK defines Social Value as:

The quantification of the relative importance that people place on the changes they experience in their lives... Social Value has huge potential to help us change the way we understand the world around us and make decisions about where to invest resources."

Through accounting for Social Value directly through spending decisions, Gloucester City Council can further deliver on its primary function through maximising the benefit for the community it has been established to serve.

Requiring suppliers to deliver social benefits while they deliver the main element of their contract means that there is a magnified benefit for Gloucester City Council. Incorporating social value into the commissioning and procurement process is not difficult and can make a tangible difference to people in the community, to service delivery and to the council's spending plans as a whole.

Adoption of this policy will provide the following benefits:

Encouraging a diverse base of suppliers

Promoting supplier diversity; including the participation of small and medium sized enterprises (SME's) and 3rd sector organisations, and local suppliers in general;

Promoting fair employment practices

Ensuring workforce equality and diversity within supply chains;

Meeting targeted recruitment and training needs

Offering a range of apprenticeship, training and skills development opportunities as well as employment opportunities;

Community benefits

Maximising opportunities for organisations to participate in the council's supply chains and encouraging suppliers to make a social contribution to the local area;

Ethical sourcing practices

Ensuring compliance with UK, EU and international standards, promoting fair trade and fair pricing policies, tackling corruption, child labour, animal welfare, blacklisting of union members and similar social issues; and

Promoting greater environmental sustainability

Minimising waste and pollution, supporting carbon reduction initiatives, furthering energy efficiency and other sustainability programmes.

Policy Context

The corporate Council Plan 2017-2020 establishes how Gloucester City Council intends to deliver Social Value and sets the foundation framework for the policy.

Our Priorities

The Council Plan explains how Gloucester City Council will improve the lives of everyone who lives in, works in and visits Gloucester. The following priorities underpin this Social Value Policy:

Working to Create a Vibrant and Prosperous City: to ensure the local economy is grown for the benefit of all. This covers the ongoing Council-led asset-based regeneration of Gloucester City Centre, but also working with stakeholders/developers to bring vacant sites and buildings back into active use in the interest of the community. The Culture Board have a key role to also broadening the City's diverse cultural offer, and a variety of partners will also be engaged to attract new investment, businesses and jobs to the City to the benefit of local people.

Working to Maintain a Safe and Attractive City: to ensure Gloucester is a safe and pleasant place for residents to live in. This covers the creation of a safe and attractive City Centre through the day and night, action to address environmental crime, clean streets, and community involvement in both the management and ongoing maintenance of both public and green spaces.

Working to Build Strong and Resilient Communities: to prioritise community strength and diversity, whilst improving the lives of all residents. This covers empowering communities to manage existing Council assets, the tackling of crime and anti-social behaviour through community partnerships, actions taken to address the City's housing requirements, and addressing social deprivation.

Working to Provide Great Services that Ensure Value for Money: to ensure Gloucester City Council can continue to provide value for money in the services it delivers. This covers how processes can be appraised and evaluated for ways they can be improved.

The implementation of a Social Value Policy will allow Gloucester City Council to generate significant opportunity for the community of Gloucester, whilst maintain its statutory commitment to the delivery of services.

Gloucester City Council expect its partners and suppliers to commit to its values and behaviours framework, that builds on the above priorities. These are:

- **Efficiency and Value for Money:** striving to provide great services affordably for all
- **Forward Thinking with Innovation:** adopting an entrepreneurial approach
- **Making Residents Lives Better:** supporting communities to use their own strengths whilst supporting the most vulnerable who need additional support
- **Passionate about the City:** putting Gloucester at the heart of everything we do
- **Working Together to Make it Happen:** building strong and trusted relationships with the community of Gloucester and partner organisations to achieve the best outcome

The Social Value Policy is also informed by and feeds into a number of other Corporate Strategies, including:

- **Regeneration & Economic Development Strategy 2016-2021**

- Cultural Vision and Strategy 2016-2026
- Economic Growth Strategy 2019-2022

Actions

In practice this Policy will be applied as follows:

- (i) As a minimum, all officers undertaking procurements over £50,000 will be required to consider
 - a. if and how what is being procured could improve the social, economic and environmental wellbeing of the area in accordance with the Council Plan and
 - b. how social value elements could be included as part of the specification and as part of the scoring and evaluation process.

However, wherever possible to do so, procurements below this value should also seek social value benefits from contracts.

- (ii) Gloucester City Council must ensure that, in accordance with Section 1(6) of the Public Services (Social Value) Act 2012, Social Value elements are included only where they are relevant to what is being procured, and that the Social Value elements are proportionate. They must also be such so as not to discriminate against bidders from outside of the local area.
- (iii) The standard weighting for Social Value will be a minimum 10% of the overall evaluation score and, where it is feasible, this may be higher. This will be determined on a case by case basis.
- (iv) For the purposes of assessment, Social Value will be considered as part of the quality measurement but will need to form 10% of the overall tender score.
- (v) The Gloucester National Themes, Outcomes and Measures (TOMs) measuring tool will be used to capture Social Value offers from bidders to ensure offers can be evaluated in an open, fair and transparent way. A 'Master' or 'Light' Version will be used depending on the contract.
- (vi) The policy will be communicated to all internal staff, providers and partners, and a programme of training and development will be created to improve understanding of social value across the organisation, including our approach and practice.

Gloucester City Council will periodically review its Social Value Policy. In doing so, it will take account of any changes in legislation pertaining to the Public Services (Social Value Act) 2012, Public Contracts Regulations 2015 and related guidance and any changes to Gloucester City Council's priorities when it is reviewed.

Suppliers should read the Social Value Policy in combination with the Social Value Toolkit, which goes into more detail on what Gloucester City Council aspires to see delivered through the policy, and the impact it has on both the procurement process and contract management process.

Conclusion

Gloucester City Council has long been committed to delivering Social Value, and this policy builds on the foundation created by the Social Value Act (2012), ensuring contracts over the value of £50,000 directly contribute to the delivery of various initiatives.

This Policy applies to direct procurements, and, where possible includes contract extensions, and Framework purchasing.

Potential suppliers are encouraged to read this document alongside the Gloucester City Council Social Value Toolkit, as this document provides further information relating to how the Social Value commitments this Policy secures can be delivered for maximum impact.

Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Review of Gloucester Cemetery Rules and Regulations		
Report Of:	Cabinet Member for Performance & Resources		
Wards Affected:	All		
Key Decision:	Yes/No	Budget/Policy Framework:	Yes/No
Contact Officer:	Carly Locke, Bereavement Services Manager		
	Email:	carly.hughes@gloucester.gov.uk	Tel: 396087
Appendices:	<ol style="list-style-type: none"> 1. Current Rules and Regulations (2014) 2. Reviewed Rules (2023 – 2024) 3. Summary table of rules and regulations 4. Westerleigh Cemetery rules and regulations 5. Cheltenham Cemetery rules and regulations 6. Forest of dean rules and regulations 7. Tewkesbury rules and regulations 8. Public consultation results 		

1.0 Purpose of Report

- 1.1 To seek authority to amend the 2014 rules and regulations for Gloucester Cemeteries as a result of the motion agreed at Full Council November 2023.
- 1.2 Following the Cabinet meeting on 10th January 2024, the proposed changes to the rules and regulation for the Gloucester City Cemetery were promoted via public consultation between 19th January & 16th February 2024. The consultation was prompted via the survey monkey platform with users of the cemetery and funeral directors also engaged. The consultation received 128 responses, the details of which can be found at appendix 8.
- 1.3 This report outlines the changes proposed to the rules and regulations.

2.0 Recommendations

Cabinet is asked to **RESOLVE**

- 2.1 To approve the changes to the rules and regulations of Coney Hill and Tredworth Cemeteries as set out in appendix 2 with effect from 1st April 2024.
- 2.2 The public consultation on the rules and regulations should be noted.
- 2.3 All deed holders who do not comply with the rules and regulations shall receive written notification asking them to comply within 14 days.

3.0 Background and Key Issues

Rules and regulations are set in all cemeteries and church yards, this helps to keep the grounds accessible for burials and allowing the grounds staff to maintain the cemetery to a high standard. Gloucester rules and regulations are signed by families at the time of the burial they also receive another copy when they receive their deed of grant in the post.

3.1 The Council has been asked to review the current 2014 Cemetery rules and regulations following the Council meeting November 2023 to ensure they remain in line with industry best practice:

- Current rules at present only allow families to have a soil boarder or a granite kerb set that is approved and fitted by a registered stone mason.
- Some families are not complying with the current rules and regulations that are in place, if we allow the deed holder to be able to place a concrete boarder as well as approved granite kerbs that are in our current rules and regulations this will give a range of options which will address affordability concerns.
- Some of the surrounds that families are currently placing on the graves are not compliant with the current rules which makes maintaining and access to graves a difficult task.
- wooden, plastic and any materials that would not withstand commercial maintenance being placed around the graves does not comply with the required rules and regulations and therefore can get damaged by the machinery used during maintenance and operation of the grounds.

3.2 The review included consultation with cemeteries and church yards in our surrounding areas to ensure that the Council's rules and regulations are in keeping with industry best practice. The review concluded the rules and regulations are similar to other local providers as seen in the summary table which can be seen at appendix 3. Copies of other providers rules and regulations are available at appendices 4,5, 6 & 7.

3.3 As a result of the initial evaluation of the current rules and regulations the following amendments are proposed this will allow us to manage the site to a high standard whilst also ensuring the health and safety of our staff and public visitors are met.

- The 3ft (91.44cm) wide x 2ft (61.00cm) depth soil boarder in front of the headstone currently in place will remain but families will be offered the option to have a concrete stone boarder that will not exceed the 3ft (91.44cm) x 2ft (61.00cm) boarder the stone boarder will not exceed in 6 inches (15.24cm) in height.
- The 3ft (91.44cm) x 2ft (61.00cm) boarder can only be of a granite or concrete material no other materials will be accepted.
- No glass of any kind to be placed on a grave

- Every grave will be grass seeded when the council see that the grave has reached its final settlement (approx. 12 months)
- The cemetery is a working cemetery and machinery will be operating daily there will be occasions that we will need to remove the concrete stone borders to allow us to get into excavate and prepare graves, we will place the borders back on the grave once the preparations have finished, all stone borders placed on the grave are placed at the deed holders own risk
- All floral tributes including plastic after 14 days need to be held within the 3ft (91.44cm) x 2ft (61.00cm) boarder. All tributes outside of the boundary will be removed 14 days following the burial service.
- Should a deed holder place anything on a grave that is not within the rules and regulations that are set they will be sent a letter with 14 days' notice to remove, items. Should removal not take place they will be removed by cemetery staff and held for collection.

3.4 Following the results of the public consultation, this report gives Cabinet the opportunity to consider the responses and approve any changes. Changes will come into place on the 1st April 2024

3.5 The rules and regulations at time of purchase apply to the deed holder unless the deed holder wishes to utilise the subsequent rules and regulation changes approved by the Council. As a result, there will be differing rules and regulations in operation which are dependent on when a deed was purchased.

4.0 Social Value Considerations

4.1 The review of cemetery rules and regulations will ensure the Council rules and regulations are in line with industry best practice. We will ensure the rules and regulations are consistently applied to all families and individuals.

5.0 Environmental Implications

5.1 This report is to review current rules and regulations for the management of cemeteries.

6.0 Alternative Options Considered

6.1 The Council could continue with the current rules and regulations.

7.0 Reasons for Recommendations

7.1 Changes to the current rules and regulations have been subject to public consultation.

7.2 Public Consultation ended on Friday 16th February 2024 the result of the consultation is summed up in appendix 8. The questions asked in the public consultation were based around the potential changes to the rules and regulations, looking at the collated data, feedback for the proposed changes was positive.

8.0 Future Work and Conclusions

- 8.1 Following consultation, Cabinet is now asked to consider the responses and approve any changes.

9.0 Financial Implications

- 9.1 This report seeks to review the rules and regulations of the cemetery. There are no direct financial implications associated with this report, however future financial implications maybe noted during the follow up report once the review has been completed

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

10.0 Legal Implications

- 10.1 The statutory requirements in relation to local authority (“a burial authority”) maintained burial grounds are primarily contained within the Local Government Act 1972 and the Local Authorities Cemeteries Order 1977 (“the Regulations”).

Under the Regulations a burial authority may do all such things as they consider necessary or desirable for the proper management, regulation and control of a cemetery. A burial authority may also enclose, lay out and embellish a cemetery in such manner as they think fit, and from time to time improve it, and shall keep the cemetery in good order and repair.

All local authority managed cemeteries are subject to standards and conditions known as “Cemetery Rules and Regulations”. These are designed to inform all cemetery users about the management of the cemeteries and the reasonable requirements applicable to them. A burial authority may grant to a person, burial rights to a grave space or grave, on such terms and subject to such conditions as they think proper.

There are no specific statutory provisions that require a local authority/burial authority to follow a certain procedure when amending their Cemetery Rules and Regulations. It is however good practice to undertake a public consultation before deciding whether to implement any changes.

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

11.0 Risk & Opportunity Management Implications

- 11.1 Full Council agreed to the review of rules and regulations at the cemeteries. Failure to undertake the review would have negative reputation consequences on the Council.

12.0 People Impact Assessment (PIA) and Safeguarding:

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

13.0 Community Safety Implications

13.1 None.

14.0 Staffing & Trade Union Implications

14.1 None.

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CUSTOMER COPY
GLOUCESTER CITY COUNCIL
Gloucester Cemeteries
Rules and Regulations 1st August 2014

Memorials, blocks and vases of quarried material shall have the number of the grave space cut into the base of the headstone, in a position approved by the Manager.

Trade inscriptions other than the supplier's name and district will not be permitted.

1. Memorials, blocks any vases and bases associated with them must be of best natural quarried material only and all dowels shall be of galvanised iron. Memorials may not be of metal, concrete or synthetic material.
2. Grave spaces will be turfed at ground level as soon as possible after an interment.
3. Headstones shall not exceed 3 feet in height above ground level, 2 feet 6 inches in width and 5 inches in thickness.
 - a. Erection of headstone on stone bases not exceeding 2 feet 6 inches in length, 1 foot 6 inches in width and 5 inches in thickness is permitted.
 - b. All memorials without bases are to be fixed into a hardstone or precast foundation slab not less than 3 feet by 1 foot 6 inches size and not less than 3 inches below ground level. All memorials with bases to be fixed on a
 - c. Hardstone or precast foundation slab of the same dimensions. Ground anchor-fixing system to be used only.
 - d. Plants /flowers /shrubs/bulbs may be planted in a border 3 foot in width and 2 feet in depth which may be provided on the graveside of and adjoining the place in which any such headstone would normally be erected.
 - e. TREES ARE NOT ALLOWED. Gardens which are not maintained will be removed by the Cemetery Staff and replaced with turf.
4. Vases must not be larger than 12 inches by 10 inches. A memorial tablet must not exceed 18 inches by 12 inches by 4 inches.
5. Memorials will be admitted into the cemeteries during normal working hours providing arrangements have been made for the payment of the prescribed fees. Twenty-four hours prior notice must be given to the Manager before fixing any memorial.
6. Ornaments of any description including solar lights must be placed within the planting boundary 3ft x 2ft and are left entirely at the grave owners risk
7. Any planting exceeding 3ft x 2ft will be removed.

8. Kerb sets/Cover slabs and chippings are permitted. No chippings shall be placed on the grave without being enclosed within a kerb set. These must be installed by one of the City Councils Registered Monumental Masons and must be of natural quarried material. No homemade kerb sets, plastic/wooden fencing or metal memorials will be allowed. Any placed on the graves will be removed.
9. No hewing or dressing of memorials will be permitted within the cemeteries and all materials shall be conveyed in such a manner as will avoid annoyance to persons or damage to the grounds and walks. Monumental Masons must remove to a place directed by the Manager, all surplus earth, refuse and materials after fixing a memorial, leaving everything in a
 - a. clean and tidy condition.
10. All memorials shall be kept in repair by the owner and if not so kept, may be repaired or removed by the Council at its discretion and, where possible, at the expense of the owner.
11. The Council will exercise proper care during maintenance operations, but will not accept responsibility for any damage that these operations may cause.
12. The permission of the Manager must be obtained before photographing a funeral procession or graveside proceedings in a cemetery. No photography for commercial purposes may be carried out.

PLEASE NOTE

On occasions your family grave may be covered by a board in order that soil from a newly excavated grave can be collected but will be removed as soon as is practicable after the burial has taken place. Any flowers on the grave will be carefully placed to one side and replaced after the service.

Grave Owners Signature

Date.....

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CUSTOMER COPY

GLOUCESTER CITY COUNCIL

Gloucester Cemeteries

Rules and Regulations 2023

Memorials, blocks and vases of quarried material shall have the number of the grave space cut into the base of the headstone, in a position approved by the Manager.

Trade inscriptions other than the supplier's name and district will not be permitted.

1. Memorials, blocks any vases and bases associated with them must be of best natural quarried material only and all dowels shall be of galvanised iron. Memorials may not be of metal, concrete or synthetic material.
2. Grave spaces will be grass seeded once the grave space has settled at ground level approximately 12 months after interment.
3. Headstones shall not exceed 3 feet in height above ground level, 2 feet 6 inches in width and 5 inches in thickness.
 - a. Erection of headstone on stone bases not exceeding 2 feet 6 inches in length, 1 foot 6 inches in width and 5 inches in thickness is permitted.
 - b. All memorials without bases are to be fixed into a hardstone or precast foundation slab not less than 3 feet by 1 foot 6 inches size and not less than 3 inches below ground level. All memorials with bases to be fixed on a
 - c. Hardstone or precast foundation slab of the same dimensions. Ground anchor-fixing system to be used only.
 - d. Plants /flowers / bulbs may be planted in a border 3 foot (91.44 cm) in width and 2 feet (60.96cm) in depth in front if the headstone may be provided on the graveside of and adjoining the place in which any such headstone would normally be erected.
 - e. TREES AND SHRUBS ARE NOT ALLOWED. Gardens which are not maintained will be removed by the Cemetery Staff and replaced with turf.
4. Vases must not be larger than 12 inches by 10 inches. A memorial tablet must not exceed 18 inches by 12 inches by 4 inches.
5. Memorials will be admitted into the cemeteries during working hours 9:00AM – 4:30 PM Monday - Friday providing arrangements have been made for the approval and payment of the prescribed fees. Twenty-four hours prior notice must be given to the Manager before fixing any memorial.
6. Ornaments of any description including solar lights must be placed within the planting boundary 3ft x 2ft and are left entirely at the grave owners risk
7. Any planting or ornaments exceeding 3ft (91.44 cm) x 2ft(60.96cm) will be removed.
8. Kerb sets/Cover slabs and chippings are permitted. No chippings shall be placed on the grave without being enclosed within a stone mason approved kerb set. These must be installed by one of the City Councils Registered Monumental Masons and must be of natural quarried material. A 3ft (91.44 cm) by 2ft (60.96cm) concrete edge will be permitted not exceeding 6 inches in height but No homemade kerb sets of any other materials will not be allowed, Any edging placed on the graves that does not comply with the rules and regulations will be removed.
9. No hewing or dressing of memorials will be permitted within the cemeteries and all materials shall be conveyed in such a manner as will avoid annoyance to persons or damage to the grounds and walks. Monumental Masons must remove to a place directed by the Manager, all surplus earth, refuse and materials after fixing a memorial, leaving everything in a
 - a. clean and tidy condition.
10. All memorials shall be kept in repair by the owner and if not so kept, may be repaired or removed by the Council at its discretion and, where possible, at the expense of the owner.

CUSTOMER COPY

GLOUCESTER CITY COUNCIL

Gloucester Cemeteries

Rules and Regulations 2023

11. The Council will exercise proper care during maintenance operations but will not accept responsibility for any damage that these operations may cause.
12. The permission of the Manager must be obtained before photographing a funeral procession or graveside proceedings in a cemetery. No photography for commercial purposes may be carried out.
13. All floral tributes including plastic will remain in place for two weeks following the burial and then will be removed.

PLEASE NOTE

On occasions your family grave may be covered by a board in order that soil from a newly excavated grave can be collected but will be removed as soon as is practicable after the burial has taken place. Any flowers on the grave will be carefully placed to one side and replaced after the service. **We will need to access graves in all areas of the cemetery, on occasions we will need to manoeuvre machinery over the graves, and we will place protected boarding where possible.**

Please read through the rules and regulations of the cemetery and grave owner/owners please sign below

Grave Owners Signature

Date.....

Appendix 3

Rules and Regulations comparison for Gloucester cemeteries and local Cemeteries

Below is a summary table outlining the rules and regulations of Gloucester Cemeteries and the cemeteries within the local area, the table gives information of the rules and regulations that are in place within a lawn cemetery to allow operation and maintenance to take place as efficiently as possible

Summary Table	TC	FOD	CBC	WC	GCC
Surface will be turfed/seeded	Y	Y	Y	Y	Y
Stone mason approved kerbs sets	Y	Y	Y	Y	Y
Size of section to allow for vases and ornaments	1.5ft x 1.5ft		1ft x 1.5ft	0	3ft x 2ft
Do you allow families to place their own Stone borders	N	N	N	N	N

Rules and regulations extract

Below is an extract from each of the cemeteries that are named above and supports the information in the table, you can find the full rules and regulations of all the above in appendix attached to the report

Gloucester Cemeteries (appendix 1)

Plants /flowers /shrubs/bulbs may be planted in a border 3 foot in width and 2 feet in depth which may be provided on the graveside of and adjoining the place in which any such headstone would normally be erected.

TREES ARE NOT ALLOWED. Gardens which are not maintained will be removed by the Cemetery Staff and replaced with turf. Ornaments of any description including solar lights must be placed within the planting boundary 3ft x 2ft and are left entirely at the grave owners risk

Any planting exceeding 3ft x 2ft will be removed.

Kerb sets/Cover slabs and chippings are permitted. No chippings shall be placed on the grave without being enclosed within a kerb set. These must be installed by one of the City Councils Registered Monumental Masons and must be of natural quarried material. No homemade kerb sets, plastic/wooden fencing or metal memorials will be allowed. Any placed on the graves will be removed

Tewkesbury Cemetery (appendix 7)

The following conditions apply to a Lawn style cemetery:-

1. THE SURFACE OF THE GRAVE WILL BE TURFED OVER and mown by the cemetery staff, after the grave has been allowed to settle. You may put flowers or plants on the grave so long as they are contained within 450mm (1.5ft) of the memorial stone. The cemetery staff reserve the right to clear and turf over areas that become untidy.

2. MEMORIALS WILL ONLY BE PERMITTED IN THE AREA DESIGNATED AT THE TOP OF THE GRAVE. No memorials, planting, ornaments or kerbing will be permitted on the grassed surface and the cemetery staff will remove any items not within the area permitted in front of the headstone (see above).

Forest of Dean Cemetery (appendix 6)

The cemetery at Mile End and sections C, E and M at Yew Tree Brake are laid as a lawn and the graves should be left as flat grass. Grave mounds, grave edging, footstones, kerbs or flat stones are not allowed in these sections. Similarly the planting of trees, shrubs plants and bushes is prohibited although relatives may apply to plant these memorial items elsewhere in the cemetery. The Cemetery Manager without notice will remove any items, materials or plants contravening these regulations.

Cheltenham Borough Council (appendix 5)

Memorials must be of natural quarried stone, granite or marble. Please note, glass, metal, pottery, earthenware, artificial or reconstructed stone memorials of any kind is not allowed and a wooden headstone can be no more than 24"/61cm in height due to the greater risk of the material perishing over time and becoming unsafe. No Memorials can be erected without the Right to Erect a Memorial permit including refixing a headstone or installing a new mini kerb set. Permits are available through the Cheltenham Cemetery Office and application must be made by a NAMM/BRAMM approved Memorial Mason. All Memorials exceeding 18inches/46cm tall must be installed with a National Association of Memorial Masons approved

ground anchor, without exception, by a professional Memorial Mason. This is essential for us as a Local Burial Authority as we have a legal obligation to ensure regulatory compliance and manage instances of unstable and dangerous memorials

Westerleigh Cemetery (appendix 4)

The placing of stone paving slabs, timber, etc around and leading to a grave space is strictly prohibited and shall be removed without prior notice on the grounds of health and safety and to satisfy the insurance underwriter of the Company.

Any plants, vases or any other item placed outside the grave space shall be removed without prior notice.

The planting and maintenance of the grave is the responsibility of the grave owner and the Company does not undertake any work other than moulding, turfing or seeding unless a separate agreement has been made with the Company and the appropriate fee paid.

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**SECTION A
GENERAL INFORMATION**

1. The following regulations have been designed and formulated for the control and use by The Company: Westerleigh Crematorium and Cemetery.
2. All correspondence should be addressed to:
Westerleigh Cemetery & Crematorium
Westerleigh Road, Westerleigh,
Bristol. BS37 8QP.

Telephone: 01179 374619

Email: westerleighcrematorium@westerleighgroup.co.uk
3. Crematorium/Cemetery opening times.

Gates - Weekdays April - Sept 0830 – 1900 hrs & Oct – March 0830 – 1630 hrs
Weekends & Bank Holidays - All year round 1000 – 1630 hrs

Office opening hours - 0900 to 1700 hrs Week days.
Closed Saturdays & Sundays
4. Children Those below 15 years of age, will not be permitted to enter the crematorium & cemetery grounds unless accompanied by a responsible adult.
5. Dogs Well behaved dogs are allowed but must be kept on a lead at all times.
6. Cycling is not permitted in the crematorium/cemetery grounds.
7. Vehicles. Cars are allowed in the crematorium/cemetery grounds, but drivers shall not exceed the speed limit of 5 mph. Cars must only be driven on the main carriageways. On no account may cars be driven on footpaths, grass areas or planted areas. All vehicles must be parked neatly to allow access to other vehicles.
8. The company shall not be held responsible for the safe keeping of any flowers, wreaths, plants or any other objects placed in the crematorium/cemetery grounds, nor any damage caused to memorials by high winds or storms, or other factors outside their control. An incident book is kept at the crematorium/cemetery office for recording thefts. The police will be informed of more serious crimes and if a high incidence of theft occurs.
9. All persons shall conduct themselves in a decent, quiet and orderly manner. The Manager is empowered to take such action as he/she may consider appropriate against any person who may:

Appendix 4

Commit any nuisance in the crematorium/cemetery.
Wilfully create any disturbance in the crematorium/cemetery
Wilfully interfere with any interment or scatter taking place
Wilfully interfere with any grave or memorial or any plants, flowers or other such objects in the crematorium/cemetery.
Play at any game or sport in the crematorium/cemetery grounds.

10. Visitors to the crematorium/cemetery shall not unreasonably interrupt any employee at their duties or employ them to execute private works within the cemetery or extend to them any gratuity. All enquiries, complaints, and requests by members of the public must be made to the crematorium/cemetery office and not to workmen employed by the Company.
11. No person not being an officer or servant of the Company, or another person so authorised by or on behalf of the Company shall enter or remain in the crematorium/cemetery at an hour when it is closed to the public.
12. The taking of commercial photographs and filming is not permitted in the crematorium/cemetery except with the prior approval and permission of the Manager in writing and upon payment of the appropriate fee. Photographs of individual graves/plots by approval with the grave owner are allowed.
13. No person shall operate any sound equipment or play any musical instrument in the crematorium/cemetery grounds without the prior consent of the Manager. This should not discourage people from singing at the graveside or playing a favourite song quietly with the acknowledgement of the Manager.
14. The Company reserves the right to close the cemetery and crematorium grounds on any day should it be considered that circumstances so warrant.
15. The sale of goods, services, plants or other articles, the soliciting of orders or repair of memorials or for work connected with graves is strictly prohibited within the grounds of the crematorium/cemetery. All such services and requests should be met by the crematorium/cemetery office.
16. No employee of the Company is allowed to undertake privately, any work or favour of any kind nor receive any gratuity for the said work or favour.
17. The placing of stone paving slabs, timber, etc around and leading to a grave space is strictly prohibited and shall be removed without prior notice on the grounds of health and safety and to satisfy the insurance underwriter of the Company.
18. Any plants, vases or any other item placed outside the grave space shall be removed without prior notice.

Appendix 4

19. The planting and maintenance of the grave is the responsibility of the grave owner and the Company does not undertake any work other than moulding, turving or seeding unless a separate agreement has been made with the Company and the appropriate fee paid.
20. All persons entering into the crematorium/cemetery grounds shall conform to all respects with the Company's regulations and shall be subject to the orders of the Manager and staff who have full power to exclude from the crematorium/cemetery any member of the public who may be deemed fit to exclude. Should it be necessary to use physical force to remove a subject the Police shall be summoned.
21. These rules and regulations shall be final.
22. The Company reserves the right to make any alterations and additions to the rules and regulations of the crematorium/cemetery at any time it feels fit.
23. Rubbish must be placed in the receptacles provided for this purpose. No household rubbish must be left or dumped in the crematorium/cemetery grounds.
24. The crematorium/cemetery fees are available from the office and are revised annually.

**SECTION B
REGULATIONS RELATING TO INTERMENTS**

1. Prior telephone booking is required for every interment, which must be confirmed in writing on the prescribed form/notice at least 48 hours before the appointed time of the interment. Saturday, Sunday and public holiday burials can take place by special arrangement and the payment of the appropriate fee at that time. This notice period may be reduced on the Manager's discretion.
2. The application for interment must contain full details of the deceased, the proposed interment, the grave to be used and the signature of the owner of the exclusive right of burial, if applicable, and be accompanied by the appropriate fee for interment.
3. The hours prescribed for interments are from 10.00 am to 3.00 p.m. Interments may take place outside these hours at the discretion of the Manager.
4. No grave or other place of burial in which the Exclusive Right of Burial has been granted shall be opened for interment without the written consent of the registered owner of the rights of burial. The registered owner is that person whose name appears in the register of graves held at the crematorium/cemetery office. Should this person be deceased, the next of kin, personal representative or executor must complete a statutory declaration. This must be delivered along with the interment notice not less than 48 hours before the burial is due to take place. Failure to provide all documentation may cause for the interment to be postponed until such time that the relevant documents can be produced.
5. The Registrar's Certificate of disposal or the Coroners Order for burial must be delivered to the crematorium office before the burial can legally take place. Failure to deliver this certificate will result in postponement of the burial until such time the certificate can be produced. (Section 1, Births and Deaths Registration Act 1926 and amendment)
6. In the case of a non-viable foetus a notice of interment and the Medical Practitioners or Midwife's certificate of delivery will be required.
7. All Fees relating to interments should be made payable to "Westerleigh Crematorium". Payment must be delivered before the burial takes place unless an account in the name of the Funeral Director has been agreed by the crematorium office.
8. The net outside dimensions of the coffin must be entered accurately on the interment notice or given to the crematorium/cemetery office in writing at least 48 hours before the intended burial. The Company will not be held responsible or liable for any delay or accident which may occur as a result of such dimensions being omitted from or entered incorrectly on the notice of interment.
9. Any form of religious service may be used but any other ceremony is subject to the approval of the Manager. Alternatively, the coffin may be committed without a service.

Appendix 4

10. The Manager is authorised to refuse entry into the chapel any coffin, which in their opinion may be a hazard to public health. (Public Health (Control of Disease) Act 1984).
11. The Funeral Director, or persons effecting the burial must provide sufficient staff to convey the coffin into the chapel and for the lowering of the coffin into the grave, unless prior warning has been given to the office and the appropriate fee paid.
12. Every deceased brought into the crematorium/cemetery for interment shall be contained in a suitable coffin. No coffin shall be accepted unless it bears adequate particulars of the identity of the deceased person therein.
13. The Company will not be held responsible for any error or consequences which may arise by reason of any inaccuracy in or late receipt of a notice of interment and will accept orders and instructions by telephone only at the risk of the sender.
14. All graves without exception will be dug by persons employed or contracted by the Company.
15. All telephone bookings must be confirmed in writing immediately.
16. All requests for witnessed backfills must be made at the time of booking the burial or at least 48 hours before the interment is to take place. It cannot be guaranteed that the backfill will be witnessed due to adverse weather conditions or in areas where a breach of Health and Safety law will occur if a backfill was to take place.
17. Areas of particular environmental value will be developed as suitable burial grounds. This includes existing woodland areas in the cemetery as well as creating new specific woodland burial plots in the future.

Exhumations

1. No human remains will be removed from any grave after committal without the proper authority from the Home Office and /or the Ecclesiastical Court.
2. In the first instance a request for exhumation should be made to the manager of the cemetery before any application for licence or faculty is made.
3. The Exhumation will be carried out in strict accordance with Statutory provisions and any conditions imposed by the Secretary of State for the Home Office or the Ecclesiastical Court and any restrictions added by the Local Area Health Officer. Nothing in these regulations should be construed as authorising the disturbance of human remains without the appropriate authority. Human remains within these regulations is deemed to include cremated remains.

Cremated Remains

1. The interment of cremated remains will only be permitted (and recorded in the burial registers) when carried out in the presence of the manager or their authorised staff and only after the necessary documentation has been completed. The scattering or interment of cremated remains is only permitted in certain areas within the grounds and the above procedure needs to be adhered to also.
2. The certificate for Disposal of Cremated Remains issued by the Crematorium where the cremation took place must be delivered to the office before the interment can take place. Failure to deliver such Certificate will result in postponement of the interment until such time as the certificate can be produced
3. Regulation B, 3 of these regulations includes cremated remains.

Section C
The Purchase of New Graves

1. The Exclusive Right of Burial in a private grave is 50 or 75 years from the date of purchase. Grantees (grave owners) should inform the crematorium/cemetery office immediately of a change of address.
2. The Exclusive Right of Burial entitles the deed holder to determine who is buried in the grave and whether a memorial can be erected on the grave (subject to the permission of the Manager).
3. New graves will be available for selection subject to the approval of the Manager and payment of the appropriate fee.
4. Plans showing the grave spaces are kept by the crematorium/cemetery office and may be viewed during normal office hours.
5. A private grave can be reserved on payment of the appropriate fee. This fee will not include the interment costs which will be charged at the time of burial.
6. Any transfer of ownership of exclusive right of burial will be subject to the production of satisfactory evidence of title and the approval of the Manager. Such transfer must be registered in the records of the Cemetery and the deed of right of burial must be produced for endorsement by the Manager and the appropriate transfer fee paid.
7. A memorial may be erected on the reserved grave before any interments have taken place, however a removal and replacement cost will be levied at the time of burial.
8. Exclusive Rights of Burial will not be granted to a funeral director or monumental mason or any employee, director or partner in such a firm unless satisfactory evidence is provided to the Manager that the grave is required for the individual use only and not for the purposes of business.
9. The Company reserves the right of access over all grave spaces and the right to temporarily remove without notice any memorial, potted plants or frame from any grave to facilitate the digging of another grave for the purposes of interment or exhumations.
10. The size of graves are 76cm x 1.98m.
11. No planting of flowers, erection of frames or other markers is permitted outside these maximum dimensions. The Company reserves the right to remove any items placed outside the dimensions of the grave space without notice.

Section D
Regulations concerning Cremations

1. A cremation can only legally take place when the crematorium office has the Registrars Certificate for Disposal or a Coroners Order for Cremation, Forms A & B and the Medical Referee has signed Form 10 to allow the cremation to take place. Without these forms in no circumstances will a cremation be carried out. (Cremation Regulations 1930 Regulations 6,7,8)
2. The above forms must be received by the Crematorium Office at least 48 hours prior to the service taking place. Failure to provide these forms will cause the cremation to be postponed until such time that these can be produced.
3. The forms will be submitted on those provided by the crematorium and the appropriate fee paid before the cremation takes place, unless an account arrangement has been made with the Manager.
4. The maximum dimensions of a coffin to be loaded into the cremator can be confirmed by ringing the Crematorium office.
5. The number of mourners permitted to enter the crematory for a witnessed cremation is six persons. This can only take place with the prior consent of the Manager and at his or her discretion.
6. The Funeral Director, or persons effecting the burial must provide sufficient staff to convey the coffin into the chapel, unless prior warning has been given to the office and the appropriate fee paid.
7. Every deceased brought to the crematorium must be contained in a suitable coffin. No coffin will be accepted unless it bears adequate particulars of the identity of the deceased therein.
8. The Crematorium will not be held responsible for any error or consequences which may arise by reason of any inaccuracy in or late receipt of a notice of interment and will accept orders or instructions by telephone only at the risk of the sender.
9. The crematorium will store the resulting cremated remains for a short period of time before they are scattered, unless instructions to the contrary are given at the time of applying for the cremation.
10. If no instructions are given regarding the use of floral tributes, they will remain in the floral tribute area at the side of the chapel for 2 nights after the cremation. After this period the flowers will then be disposed of.
11. Any music requirements must be communicated to the crematorium office at least 24 hours in advance. If pre-recorded music is to be played, each piece of music must be clearly marked. The crematorium accepts no responsibility for copied or poor quality recordings or damage to worn out CDs or mistakes due to the inadequate labelling of pieces of music.
12. The cremation of body parts is permitted on the completion of the appropriate forms and the payment of the appropriate fee.
13. The cremation of a non-viable foetus is permitted with the production of the Medical Practitioners or Midwife's certificate of delivery.

Section E
Regulations relating to Memorials

1. All memorials must be supplied and fixed by the crematorium/cemetery company or by the original funeral director by prior agreement with the crematorium/cemetery company. No external stone masons will be permitted to carry out work in the cemetery.
2. No memorial may be fixed in the cemetery without the approval of the Manager. Unauthorised memorials will be removed out of the cemetery at the grave owners expense. All suitable styles and materials will be provided for your choice.
3. Memorials will only be erected over graves in which the Exclusive Right of Burial has been purchased.
4. Inscriptions can contain relaxed expressions such as “Mum” and “Dad”, nicknames etc. The only regulation to this policy is that no inscription should contain words or sentiments which may be offensive to another visitor in the opinion of the Manager.
5. Should the registered owner of the Exclusive Right of Burial be deceased, a transfer of ownership must be arranged before any approval for works to any memorial can be given.
6. All memorials erected are maintained at the expense of the owner of the Exclusive Right of Burial of that particular grave. Where memorials split, crack or become dangerous, the grave owner shall be required to have that memorial repaired, refixed or relevelled so that it shall be safe at all times.
7. The company reserves the right without notice to:
 - a) Remove or make safe any memorial which in their opinion is a danger or could become a danger to any person in the cemetery or crematorium grounds.
 - b) To remove temporarily any memorial or part of the memorial if such a course of action appears to the Manager to be desirable.
 - c) To recover all reasonable costs in making any memorial safe from the grantee or their representative
8. No memorial should be erected until at least 12 months after an interment has taken place, unless that interment took place in a vault space or mini grave. The company will not be responsible for levelling memorials where the grantee has decided to erect a memorial before 12 months.
9. During the first 12 months after the interment the grave will be mounded and topped up regularly to deal with the settlement of the backfill. Potted plants and cut flowers only should be placed on the grave during the first 12 months so that they can be removed temporarily to allow additional earth to be placed upon the grave space.
10. Every memorial design or idea for commemoration will be considered by the company and that choice will be provided if it is reasonable for the company to do so.
11. Memorial benches are permitted only if a grave space is purchased for it to be placed on.

Date of Operation

These regulations shall come into force from 1 November 2006.

MEMORIAL REGULATIONS FOR CHELTENHAM AND CHARLTON KINGS CEMETERIES

A temporary wooden marker bearing only the name, date of death and age of the deceased is permitted on burial plots for a **maximum period of twelve months** following an interment. As the burial authority, Cheltenham Borough Council retains the right to remove any temporary markers after the twelve months have ended and the right to refuse the installation of any memorial or temporary marker that is deemed unsuitable.

A permit application must be submitted for any memorial, including mini/child kerb sets, erected on a grave, whether this is a first memorial, additional inscription, renovation or replacement memorial, for which a fee may be payable. When a headstone is refixed after a renovation or additional inscription, an anchor system must be fitted regardless if it did not originally have one.

Stonemasons recommend waiting 12 months before headstones are erected, because we do not tamp our graves and headstones that are fitted after 6 months are more likely to move even with the anchor systems. Therefore allowing the grave to sit through all four seasons should allow the ground to settle and help prevent movement.

Following a burial the surface of the grave will be levelled but giving allowance for the ground to settle in the future, grass seed spread and, once established, the grass will be cut by the Grounds Maintenance staff. Please contact the office should the grave require a top up or removal of soil.

The planting of small trees, shrubs or roses is not permitted.

MATERIALS

All memorials must be of natural quarried stone, granite or marble. Please note, glass, metal, pottery, earthenware, artificial or reconstructed stone memorials of any kind is **not** allowed and a wooden headstone can be no more than 24"/61cm in height due to the greater risk of the material perishing over time and becoming unsafe.

No Memorials can be erected without the Right to Erect a Memorial permit including refixing a headstone or installing a new mini kerb set. Permits are available through the Cheltenham Cemetery Office and application must be made by a NAMM/BRAMM approved Memorial Mason. All Memorials exceeding 18inches/46cm tall must be installed with a National Association of Memorial Masons approved ground anchor, without exception, by a professional Memorial Mason. This is essential for us as a Local Burial Authority as we have a legal obligation to ensure regulatory compliance and manage instances of unstable and dangerous memorials.

ALL STONEMASONS MUST BE COVERED BY PUBLIC LIABILITY INSURANCE

Before a permit can be issued, a copy of Memorial Mason's current Public Liability Insurance Certificate must be submitted to Cheltenham Bereavement Services with updated certificates forwarded as appropriate. When onsite, the stonemason must be able to present the issued permit to a member of Cheltenham Bereavement Services if requested. The tear-off slip at the bottom of the permit must be returned to the Cemetery office, preferably within 5 days of erecting the memorial.

A permit will not be issued for an application for any memorial not meeting the above criteria.

All fees are required prior to the issue of a permit and the erection of the memorial or the cutting of an inscription cannot take place until a permit has been issued to the stonemason. As the Burial Authority, we aim to process this application within three weeks of receipt, providing the application is complete and correct.

If you have any questions regarding the above or the fees payable, please contact Cheltenham Bereavement Services at Cheltenham Cemetery on 01242 244 245.

SIZES

Overall size of Memorial MUST NOT EXCEED and includes the foundation and kerb set if appropriate

- ❑ **LAWN GARDEN GRAVE** available at Cheltenham Cemetery
Headstone Height 3ft 6ins/107cm Mini Kerb Set Height 6ins/15cm*
Maximum Total Length front to back 3ft 6ins/107cm Width 3ft/91cm
- ❑ **TRADITIONAL GRAVE** available at Charlton Kings and Cheltenham Cemeteries
*Headstone Height 5ft/152cm**
Length front to back 2ft 6ins/76cm Width 3ft/91cm
Kerb set or ledger stone must not exceed
Maximum Total Length including that of the Headstone and Kerb Set 7ft/213cm Width 3ft/91cm
Height 12ins/30cm
- ❑ **CHILD'S GRAVE** available at Cheltenham Cemetery
*Headstone Height 3ft/91cm**
Width 2ft/61cm Length front to back 2ft 6ins/76cm
Kerb set must not exceed
Maximum Total Length including that of the Headstone and Kerb Set 4ft/122cm
Width 2ft/61cm Height 6ins/15cm
- ❑ **CREMATED REMAINS GRAVE**
 available at Cheltenham Beech Walk, Y(A), Y(B) and Charlton Kings 10A, 10B, 10C, 10D
TABLET
Length front to back 18ins/46cm Width 18ins/46cm Tablet Height 6ins/15cm
VASE
Width 12ins/30cm square Vase Height 12ins/30cm
- ❑ **CREMATED REMAINS PLOT** available at Cheltenham Cemetery A1 and B1 only
HEADSTONE *Height 2ft/61cm Width 18ins/46cm Length front to back 18ins/46cm*
TABLET *Height 6ins/15cm Width/Length 18ins/46cm square*
VASE *Height 12ins/30cm Width/Length 12ins/30cm square*
- ❑ **CREMATED REMAINS PLOT** available at Charlton Kings Garden of Remembrance only
TABLET *Height 6ins/15cm Length/Width 18ins/46cm square*
VASE *Height 12ins/30cm Length/Width 12ins/30cm square*

*** if a wooden headstone is being erected the maximum permitted height is 24"/61cm due to the greater risk of the material perishing and becoming unsafe**

VERY IMPORTANT GRAVE INFORMATION

On occasion, to maintain staff safety and ensure service delivery, the authority reserves the right to alter the position of graves, purchased in reserve or not, prior to the initial interment taking place. This would be due to unstable, non-cohesive, ground conditions becoming unworkable during periods of adverse weather.

The sometimes necessary reselection is done to ensure the service does not breach The Local Authority Cemetery Order 1977 (LACO 77), and the Charter For The Bereaved (Institute of Cemetery & Crematorium Management), while carrying out the grave digging process, and to ensure staff welfare is maintained at all times. The grave owner(s) will be made aware of any alterations made and offered options with regards the reselection process. Every effort will be made to accommodate the wishes of the grave owner(s).

Grave owners should be made aware that, on occasion, spoil from neighbouring excavations may be placed upon their grave, to facilitate the grave digging process. This is unavoidable and essential. Every effort will be made to ensure that disruption to any grave is kept to a minimum. In certain weather conditions there may be unavoidable footprints or tyre tracks left, although we will endeavour to make this right. Any objects placed on a grave are done so at the owners own risk, and the authority accepts no liability for loss of items. The authority recommends that the grave owner(s) takes out insurance on Cemetery approved grave memorials. Insurance information can be found by contacting approved memorial masons. The authority will investigate any damage caused to memorials, but if the cause of damage cannot be ascertained, and blame apportioned, the authority will not cover any repair costs to said memorial.



TERMS & CONDITIONS AND GENERAL GUIDELINES FOR THE MANAGEMENT AND CONTROL OF MILE END AND YEW TREE BRAKE CEMETERIES

CEMETERY MANAGER: Robert Gittings Tel. 01594 832848
E-mail: rob.gittings@fdean.gov.uk

CEMETERY OPENING HOURS: Summer: 9.00 a.m. to 8.00 p.m. (BST)
Winter: 9.00 a.m. to 5.00 p.m. (GMT)

ESTABLISHED

The cemeteries were established under the Public Health (Interments) Act 1879 by the former West and East Dean Rural Councils and are now under the management and control of the Burial Authority, the Forest of Dean District Council.

BURIALS

Portions of ground have been consecrated for burials according to the rites of Church of England, Roman Catholic Church and Non-Conformist Churches.

NOTICE OF INTERMENT

The Notice of Interment form **must** be submitted by the Undertaker with **three clear working days** of notice before the proposed interment. The form should be sent to the Burial Records and Administrative Officer, Land Legal and Property Department, Forest of Dean District Council, High Street, Coleford, Gloucestershire GL16 8HG.

The Undertakers should contact the Cemetery Manager directly at the Cemetery to book date and time of funeral. For multiple burials, the Exclusive Right must be purchased at the first interment, and produced to the Cemetery Manager when arranging subsequent re-openings. The burial section and size of grave required shall be confirmed in writing giving three clear working days' notice prior to the proposed interment.

FEES, DATES AND HOURS OF INTERMENT

Invoices for fees and charges are issued as soon as possible after the funeral. For current rates see applicable table of charges which are available from the Cemetery Manager or Land Legal and Property Department. No interment can take place on Sundays, Christmas Day or Good Friday, **or on any statutory Bank Holidays**.

During British Summer Time no burial will be allowed before **10.00 a.m.** or after **1.00 p.m.** on weekdays, nor after **11.00 a.m.** on Saturdays. There will be an additional charge for burials taking place on a Saturday.

During Greenwich Mean Time no burial will be allowed before **10.00 a.m.** or after **1.00 p.m.** on weekdays, nor after **11.00 a.m.** on Saturdays. There will be an additional charge for burials taking place on a Saturday.

Due to working arrangements, interments resulting in the Cemetery Manager's staff working beyond

their normal working hours may result in additional payments at overtime rates

SITE OF GRAVE

The Burial Authority, the Forest of Dean District Council, must approve the selection of grave space. Enquiries should be made to the Cemetery Manager regarding such allocations.

DISPOSAL CERTIFICATE

The Registrar's Certificate for Disposal or the Coroner's Order for Burial must be given to the Burial Authority, the Forest of Dean District Council, or handed to the Cemetery Manager or Cemetery Attendant before interment takes place.

EXCLUSIVE RIGHT OF BURIAL

Application forms are obtainable from the Cemetery Manager, Undertakers and Council Offices. All applicants are advised to visit the Cemetery and liaise with the Cemetery Manager when selecting a plot, and he will allocate them a grave/ashes space number.

A purchaser or owner for the time being of the Exclusive Right of Burial in a grave space shall not dispose of such Right without consent of the Burial Authority, the Forest of Dean District Council, and every transfer of such Right shall be prepared by the Burial Authority, the Forest of Dean District Council, at the expense of the applicant.

Where a double depth grave is requested, Exclusive Right of Burial must be obtained.

(Note: It is not the grave space, which is purchased, but the Exclusive Right to Burial in that space)

UNPURCHASED GRAVES OPEN TO PURCHASE

No un-purchased grave shall be re-opened for another interment within two years of the burial of a person therein unless to bury another member of the family. Where the Exclusive Right of Burial in such earthen grave space has not been granted, such Right may be purchased at any time during two years from the date of the first interment.

A single depth grave cannot be re-opened except for the interment of cremated remains. The Exclusive Right of Burial **must** have been purchased.

CERTIFICATE OF GRANT

At every opening of a grave where an Exclusive Right of Burial has been purchased, either the Grant Certificate of such Exclusive Right or the written consent of the owner or his or her legal representative **must** be produced to the Burial Authority, the Forest of Dean District Council, when giving notice of interment to the Cemetery Manager when booking the funeral.

Where the Grant Certificate has been mislaid, a fee may be charged for searching office records to prove Exclusive Rights of Burial. Copies of lost certificates can be purchased by contacting the Bereavement Officer.

NON-RESIDENTS

Prescribed extra charges shall be payable where a person to be interred was not a resident of the Forest of Dean District Council administrative area, in accordance with fees and charges approved and published from time to time by the Burial Authority. A table of charges is available on request from the Cemetery Manager or the Bereavement Officer and is also available on our web site, www.fdean.gov.uk.

GRAVES

The size of the graves is 1950 mm x 675 mm (6'6" x 2') approx. and is dug by a person appointed by the Authority. No grave shall be excavated beyond a depth of 2400 mm (8 feet), and no coffin buried within 900 mm (3 feet) of ground level. If more than one body is interred in the same grave, then a minimum depth of 150 mm (6") of earth shall be left between coffins. When a re-opening of a grave is requested, the Grant Certificate of the Exclusive Right must be produced to the Cemetery Manager, prior to the event.

An additional charge will be made for graves exceeding the sizes given above.

It will sometimes be necessary to use a grave space for the placing of a box to hold soil removed when an adjacent grave is being prepared. This is common practice within grave excavation procedures. Any disruption should be kept to a minimum and the grave fully reinstated following the interment.

The cemetery at Mile End and sections C, E and M at Yew Tree Brake are laid as a lawn and the graves should be left as flat grass. Grave mounds, grave edging, footstones, kerbs or flat stones are not allowed in these sections. Similarly the planting of trees, shrubs plants and bushes is prohibited although relatives may apply to plant these memorial items elsewhere in the cemetery. The Cemetery Manager without notice will remove any items, materials or plants contravening these regulations.

The maintenance of the graves in the lawn sections is carried out by the Burial Authority, the Forest of Dean District Council, and this consists in the main of grass cutting, 'topping up' subsiding graves, removing dead flowers and generally keeping them neat and tidy.

Note: Following an interment the Burial Authority will carry out any 'topping up' of a grave that has settled (up to a period of six months after the interment). Further requests to 'top up' will be carried out on payment of a fee.

COFFINS

Wooden or biodegradable coffins only shall be used when the Exclusive Right of Burial in the grave space is not purchased.

APPLICATION TO ERECT A MEMORIAL, PLAQUE, VASE OR ADD AN INSCRIPTION TO A MEMORIAL etc.

The Exclusive Right of Burial **must** be purchased before a Memorial can be erected. The applicable form, giving correct attention to size, including the proposed wording, and sketch of Headstone, has to be submitted to the Burial Authority, the Forest of Dean District Council, for approval. Headstone sizes are as follows – maximum **762 mm** high, **610 mm** wide, (2'6" high, 2'0" wide), minimum **660 mm** high, **533 mm** wide (2'2" high, 1'9" wide) and can be **76 mm** or **102 mm** (3" or 4") thick. The Headstone base must be **762 mm x 305 mm x 102 mm** (2'6" x 12" x 4") thick. **All work must comply with the recommendations and Code of Practice of the British Register of Accredited Memorial Masons**

No Memorial can be erected without the formal application and written approval from the Burial Authority and Monumental Masons and others must advise the Cemetery Manager of their intention to erect the memorial in accordance with the Council's approval. **The installer of a memorial erected without permission and prior notification will be asked to remove such memorial immediately and carry out all reinstatement.** Forms stating the permissible types of Memorial can be obtained from the Cemetery Manager, or the Forest of Dean District Council offices.

No Memorial shall be constructed of brick, plaster, wood, Bath stone, Caen stone or other soft stone or artificial stone, zinc, iron or metal. **All headstones must be granite and marble only and have the section and grave no** Hand cut or Sandblasted and painted on rear of headstone in Arial font in 15mm high letters 20mm from base of stone and 20mm from left hand edge. The name of the sculptor may not be placed.

Memorials are to be kept in repair by the owner. There must be no identification marks or names of the mason. **Photo plaques are allowed at the discretion of the Burial Authority.**

Memorials can only be erected, repaired or removed during the working hours of the Cemetery Manager and his permission to carry out memorial work must be obtained prior to entering the cemetery.

STONE VASE OR TABLET

The Exclusive Right **must** be purchased, and the application form to erect or place a Memorial must be approved. Stone vases shall not exceed 200 mm (8") in height, lettering must be of a high standard, and they may only be placed at the base of the Headstone and are not allowed anywhere else on the grave. All flowers shall be placed in vases. Bell glasses, shells, glass and wire work of any kind is **not** allowed and will be removed by the Cemetery Manager.

Personal items such as teddy bears, ornaments, toy windmills and the like are placed entirely at the owners risk on memorials and the Burial Authority will not be responsible for any damage to or loss of such items. The Cemetery Manager will remove any of these items placed on the lawn or grave area.

All work must be by a contractor approved by the Forest of Dean District Council and to the recommendations and Code of Practice of the British Register of Accredited Memorial Masons

GARDEN OF REMEMBRANCE

Mile End Cemetery

This is the area where cremated remains are interred or scattered. There are two sections available for this purpose. The older of the two sections allow for the erection of tablets and vases and application to erect is through a stone mason approved by the Burial Authority.

The new section, E, is designated to Desk Vase Tablets and family 'rose' plots where application to supply and fix is made directly through the Forest of Dean District Council and also for the erection of tablets and vases with application made through a registered mason.

A family 'rose' plot allows up to six interments (dependent on form of interment). All other plots in the Garden of Remembrance allow a maximum of two interments.

Yew Tree Brake Cemetery

This is the area where cremated remains are either interred or scattered.

Memorial bronze plaques are used for commemorative purpose in the kerbed section of the Garden of Remembrance and desk vase tablets in the un-kerbed section. Application to supply and fix bronze memorial plaques and desk vase tablets is made directly through the Forest of Dean District Council.

If provision needs to be made to reserve a plaque space for a relative in the future, the adjacent space has to be reserved at the present time and reservation fee paid (which will include the Exclusive Right).

Note: The Exclusive Right of Burial must be purchased before pot based memorials can be erected.

GARDEN OF MEMORIES – GRANITE PLAQUES

This is an area in each cemetery reserved for the pouring of ashes in unmarked plots. No record will be kept of the exact location. There is no Exclusive Right of Burial in this section. The Woodland Garden of Memories at Yew Tree Brake is planted with wild flowers and grasses. Grass cutting of this area will therefore be limited.

Granite plaques may be erected in memory of the bereaved. Plaques may be either circular or rectangular in shape. It is not a requirement that the deceased remains are interred or strewn in this section when purchasing a granite plaque. Granite plaques are set into Forest stone and are supplied and fixed directly through the Forest of Dean District Council.

CREMATED REMAINS

The strewing/scattering of cremated remains is restricted to designated areas within the cemetery and may only take place with the approval of the Burial Authority.

CONDUCT OF VISITORS

Visitors are requested to keep to the footpaths at all times except when visiting a grave and to refrain from touching shrubs, plants and flowers. No smoking or alcohol is allowed in the cemetery.

ENTRY

No person shall be permitted to enter or leave the Cemetery except by the proper entrance gates.

CHILDREN

Children under 12 years of age will not be allowed within the Cemetery except under the care and supervision of a responsible person.

MOTOR VEHICLES/BICYCLES

All vehicles must park in the car park, unless in funeral processions, or to enable an invalid to visit the grave. All parking is at owner's risk. Bicycles must be left in a space near the gates at the owner's risk.

PERAMBULATORS, PUSHCHAIRS

Perambulators and pushchairs should whenever practicable be left on the footpaths.

DOGS

No dogs are allowed except guide dogs.

LITTER

Dead flowers, paper and other refuse must be deposited in the receptacle provided.

GRATUITIES

No person employed by the Burial Authority, the Forest of Dean District Council, is allowed to receive any gratuity.

WILDLIFE

The cemeteries are set in rural surroundings with squirrels, rabbits and other wildlife being occasional visitors. Floral tributes are placed at owner's risk.

WREATHS

Cemetery staff will remove funeral wreaths two weeks after date of interment.

Wreaths in the Garden of Memories should be placed in the space provided and not on the area where pouring has taken place.

Christmas wreaths will be removed during the last week of January. All Christmas items, which family/friends wish to keep, should be removed by this date.

REGULATIONS

The Regulations of Her Majesty's Secretary of State under the Burial Acts shall be deemed to be incorporated herewith. The Burial Authority, the Forest of Dean District Council, reserves the right from time to time to make alterations in the foregoing Rules, consistent with the Burial Acts.

April 2021

Cemetery: Tewkesbury/Bishops Cleeve (delete as appropriate)
Enquiries to Cemetery and Asset Management Support Officer - Tel (01684) 272184

LAWN CEMETERY

PLEASE READ THE FOLLOWING SECTION CAREFULLY BEFORE SIGNING

The following conditions apply to a Lawn style cemetery:-

1. THE SURFACE OF THE GRAVE WILL BE TURFED OVER and mown by the cemetery staff, after the grave has been allowed to settle. You may put flowers or plants on the grave so long as they are contained within 450mm (1.5ft) of the memorial stone. The cemetery staff reserve the right to clear and turf over areas that become untidy.

2. MEMORIALS WILL ONLY BE PERMITTED IN THE AREA DESIGNATED AT THE TOP OF THE GRAVE. No memorials, planting, ornaments or kerbing will be permitted on the grassed surface and the cemetery staff will remove any items not within the area permitted in front of the headstone (see above).

3. THE CHOICE OF MEMORIAL IS LIMITED TO A HEADSTONE AND/OR VASE in marble, granite or other natural stone. The size of the memorial shall not exceed the following dimensions:-

a. Headstone	Height	900mm
	Width	800mm
	Thickness	100mm
b. Vases		300 x 250 x 230mm

I (name in full) _____

of (address) _____

have read and understood the special conditions detailed above which apply to the Lawn Cemetery. I also understand that all Rights granted in respect of any memorial will expire on the same date as the Right of Burial (ie. 100 years) and that there is no obligation on my part to erect either form of memorial.

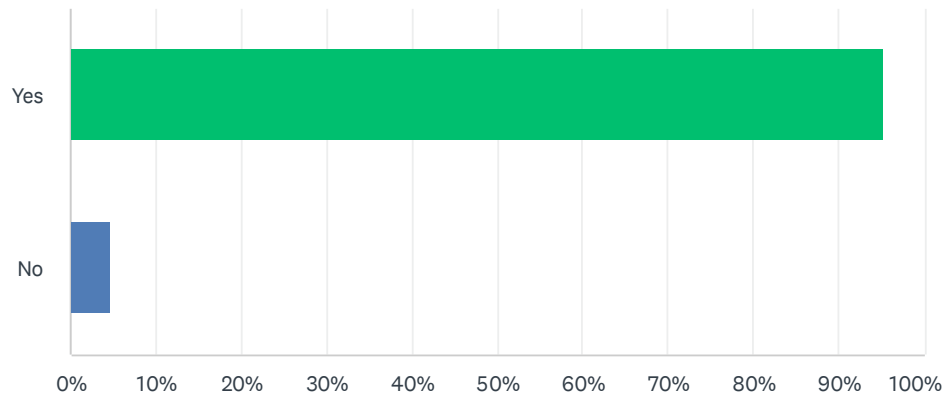
Name of Deceased _____ Grave Number _____

Signed _____ (signature of applicant)

Dated _____

Q1 Are you a Gloucester resident?

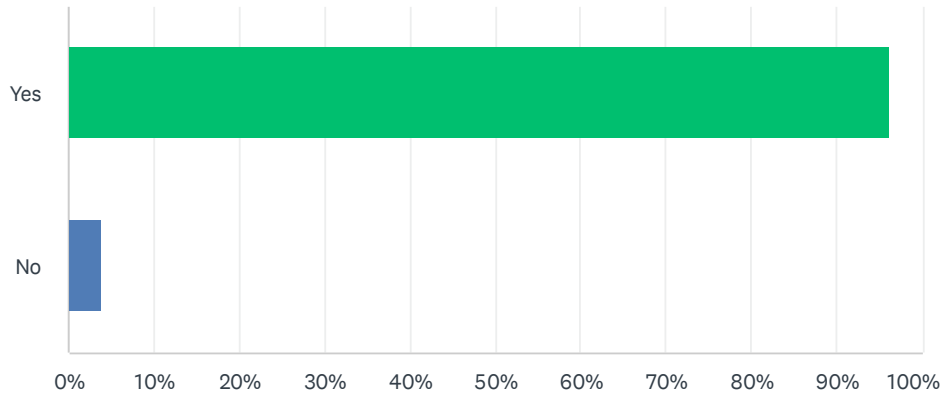
Answered: 127 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	95.28%	121
No	4.72%	6
TOTAL		127

Q2 Do you visit the Gloucester City Council Cemeteries?

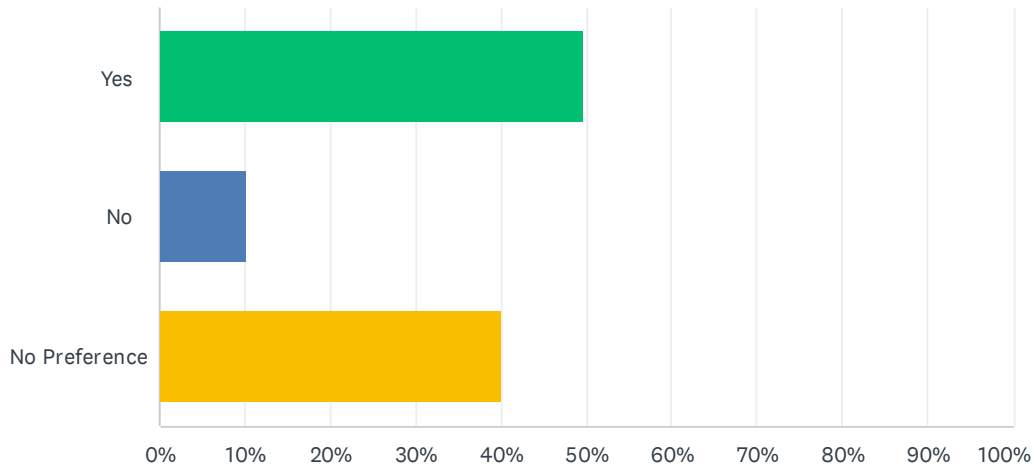
Answered: 128 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	96.09%	123
No	3.91%	5
TOTAL		128

Q3 In our cemeteries deed holders are able to place tributes in a 3ft x 2ft area in front of the headstone. Taking into consideration that any boarders around the grave must be made of concrete and not higher than seven inches to allow staff to safely cut grass and operate machinery, would you like to see deed holders allowed to place a boarder around the 3ft x 2ft in front of the headstone?

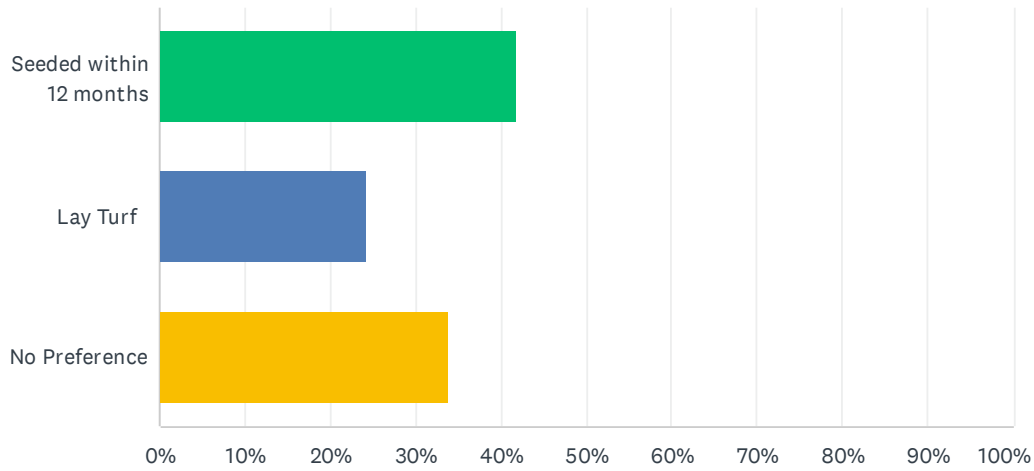
Answered: 127 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	49.61%	63
No	10.24%	13
No Preference	40.16%	51
TOTAL		127

Q4 Tredworth and Coney Hill Cemeteries are lawned cemeteries. Would you like to see the graves grass seeded within 12 months of the burial or the area turfed?

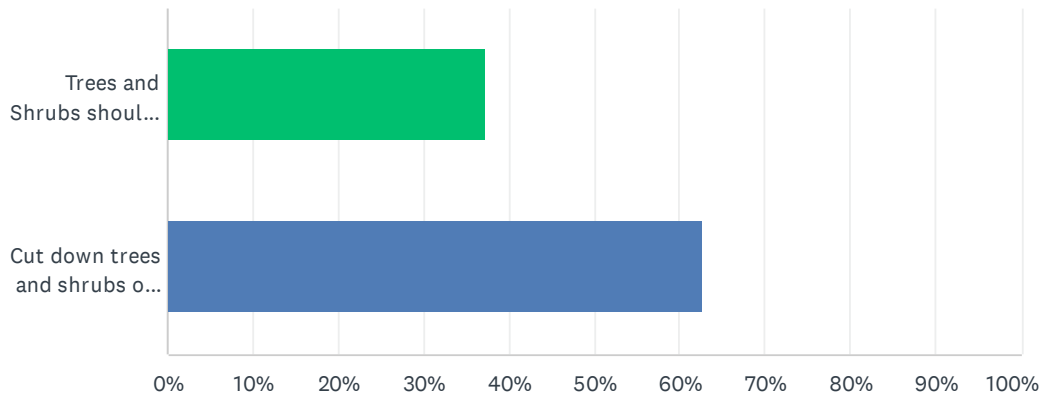
Answered: 127 Skipped: 1



ANSWER CHOICES	RESPONSES	
Seeded within 12 months	41.73%	53
Lay Turf	24.41%	31
No Preference	33.86%	43
TOTAL		127

Q5 Unfortunately, we are unable to accommodate large trees in the cemetery as the roots disturb the graves. Would you prefer that no trees or shrubs are planted on graves or for the cemetery team to maintain trees and shrubs by cutting them down to less than 3ft. Please choose your preferred option:

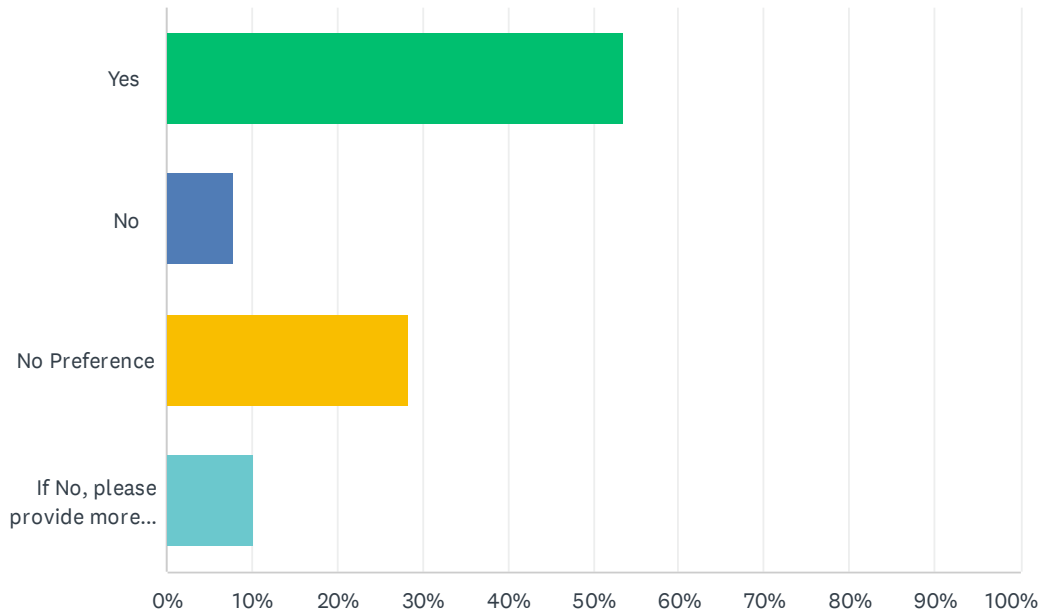
Answered: 123 Skipped: 5



ANSWER CHOICES	RESPONSES	
Trees and Shrubs should not be planted on the graves in the cemetery?	37.40%	46
Cut down trees and shrubs on graves to ensure they do not disturb the surrounding graves?	62.60%	77
TOTAL		123

Q6 In line with other neighbouring cemeteries and in order to keep the cemetery looking its best for all visitors we currently remove funeral floral tributes after two weeks. Would you like to see all funeral floral tributes removed from graves two weeks following the burial service?

Answered: 127 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	53.54%	68
No	7.87%	10
No Preference	28.35%	36
If No, please provide more details.	10.24%	13
TOTAL		127

Gloucester City Council

Meeting:	Cabinet	Date:	6 March 2024
Subject:	Financial Monitoring: Quarter 3 2023-24		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Hadrian Walters, Financial Services Manager		
	Email: hadrian.walters@gloucester.gov.uk	Tel: 396231	
Appendices:	1. Capital Monitoring		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 For Cabinet to note year-end forecasts, and the financial pressures on the Council during the period ending 31 December 2023 and report on the performance of the Council against certain key financial performance indicators.

2.0 Recommendations

- 2.1 Cabinet is requested to **note** that:

- (1) The forecast year end position is currently for a decrease to the Council's General Fund balance of £683k against a budgeted decrease of £104k.
- (2) The details of specific budgetary issues identified by officers and the actions being taken to address those issues.
- (3) The current level of Capital expenditure as shown in **Appendix 1**.

3.0 Background and Key Issues

- 3.1 The Council approved the 2023-24 Budget in February 2023. This report sets out the financial position as at the end of December 2023. It is based on actual costs and income up to the end of Quarter 3 of 2023-24 and the current forecast for the remainder of the financial year. Financial performance is a key element within the assessment of the Council's overall performance framework and is essential to achievement of the objectives within the Council's Policy Agenda and Plan.
- 3.2 As noted in the 2022-23 Outturn Report, the high levels of inflation and the war in Ukraine have continued into the 2023-24 financial year. The consequences of the wider economic impacts on interest rates and energy prices have led to the Council being faced with further financial challenges from the continuation of significant cost increases, higher levels of homelessness, and increased funding costs.
- 3.3 Given the current operating environment and the significant increases experienced in both service demand and the ongoing unavoidable inflationary cost pressures noted above, the achievement of the budget position is proving to be an incredibly

difficult ambition to achieve in 2023-24. This report summarises the forecast position at the end of December and highlights an improvement in the financial position from that reported at the end of Quarter 2. However, the Council still needs to continue the careful management of its limited financial resources to ensure the achievement of its ongoing service delivery obligations, and the successful continuation of its wider regeneration activities.

- 3.4 This report will focus on providing some detail and commentary of the financial variances at a portfolio level that are currently forecast for 2023-24. It should be noted that these estimates have been based on the best information we currently have available at this stage of the financial year.

4.0 Whole Council Summary

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

Council Summary	23/24		Year End	Final
	Budget	Actual	Forecast	Variance
Communities & Neighbourhoods	1,020	736	996	(25)
Performance & Resources	123	3,388	472	348
Culture & Leisure	1,948	2,027	2,519	571
Planning & Housing Strategy	1,435	1,688	2,200	764
Environment & Leader	7,216	5,172	7,256	41
Corporate & Funding	(11,639)	(8,836)	(12,759)	(1,120)
Total	104	4,175	683	579

- 4.2 The current forecast position is for the Council to face a decrease in the Council's General Fund by £683k at the year-end; an improvement of £395k from the Q2 forecast deficit of £1,078k. However, this is still a position that requires use of both General Fund and Earmarked reserves, leaving both reserves significantly depleted. Officers will continue to review activities and take the necessary actions during the remainder of 2023-24 to further mitigate this potential overspend. The total projected overspend currently stands at around 1.6% of the Council's gross expenditure budget.

- 4.4 The key pressures facing the council continue to be:

- Temporary accommodation costs for the homeless [an overspend of £610k against the 9 month budget, but due to the actions being taken and additional grant receipts the full year forecast has improved by £103k to being an estimated year-end overspend of £850k].
- The spike in energy costs and the cost-of-living crisis have led to the leisure provision becoming increasingly expensive to operate [an overspend against the 9 month budget of £576k, forecast to be £630k by the year end]. This position has improved by £143k from the Quarter 2 forecast as a result of the appointment of an interim operator working to a fixed budget.
- A decline in planning income as development costs increase and the boost of small planning applications caused by Covid home-working fall away [income during the first 9 months has only been 66% of that budgeted causing a budget pressure of £149k at Quarter 3, forecast to be £186k by the year end].
- Asset repairs and maintenance works leading to the closure of Longsmith Car Park with potential lost income from the second half of the year of £130k; and additional asset survey costs and repairs of £80k.

- Increased interest costs in relation to ongoing and future projects; currently forecast to cause a £276k pressure on the Council's budget.

4.5 The Council's Officers and Members are reviewing the options available to mitigate the overspend and have identified several headline actions for consideration and implementation. These include the following:

- Property purchases to increase the supply of temporary accommodation for those presenting as homeless, reducing the reliance on expensive hotel accommodation. Several potential purchases have been identified and are undergoing a thorough due diligence analysis prior to being progressed and purchases completed.
- The procurement of an interim leisure service provider to ensure the continuation of the leisure service whilst a full procurement exercise is performed, limiting the costs of holding dormant buildings.
- The Council has also benefited from the conclusion of the Valuation Office's review of the application of business rates to museums; this has led to a refund of business rates paid from 2011 to 2023 of £400k.

5.0 Significant items of note

Communities and Neighbourhoods

Communities & Neighbourhoods	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Community Strategy & Other Projects	828	630	847	20
Community Grants	125	65	94	(31)
Shopmobility	68	41	54	(13)
Total	1,020	736	996	(25)

- The forecast outturn for this portfolio is favourable to budget by £25k. Similar to prior years the Communities teams continue to work collaboratively with the County Council and the neighbouring districts to ensure a co-ordinated response to a series of community and social wellbeing projects; where appropriate, costs are shared to ensure the efficient use of funds.
- The Government is continuing to provide targeted grants for distribution by the County and District councils to alleviate household living cost pressures and help with the accommodation of Ukrainian refugees. However, the demands on the service's resources continue to increase as more households face increased financial pressures. In the first half of 2023-24, the Communities team has received grants and shared service funding for which it has managed the spend on a variety of projects from the provision of community protection officers, food safety inspections, and various community school holiday and meal projects.
- The Communities team has also continued its work on the Health Inequalities Project using the grant funding from the NHS received towards this project during 2022-23. Amounts have been forecast to be released from the earmarked reserve to match to the spend in 2023-24.

Performance and Resources

Performance & Resources	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Financial & Corporate	991	442	681	(310)
Revenues & Benefits	441	365	499	59
IT	1,966	1,570	1,977	11
Parking	(1,678)	(1,185)	(1,541)	138
Business Support	374	301	397	23
Democratic Services	801	628	806	5
Asset Management	872	916	1,119	247
Commercial Property	(3,487)	(2,025)	(3,154)	334
SWRDA	(185)	(401)	(510)	(325)
Cemeteries & Crematorium	(1,464)	(701)	(1,164)	300
Internal Audit	205	130	180	(25)
Transformation/Commercialisation	158	80	117	(41)
HR & Communications	496	401	524	27
Legal Services	575	425	575	(0)
Housing Subsidy	(377)	2,106	(478)	(100)
Customer Services	438	337	445	7
Total	123	3,388	472	348

5.4 This portfolio is now forecast to be adverse to budget by £348k. The overall position for the portfolio has improved from that at Quarter 2 by £30k. The key items of note are:

- The continued closure of Longsmith Street Car Park – leading to a reduction in expected income of circa £130k with the car park not expected to be re-opened prior to the end of the financial year. There have also been additional survey and advisory costs incurred in relation to reports commissioned.
- Additional spend in relation to buildings reviews, repairs and maintenance that have been incurred across the Council's asset portfolio.
- A higher than budgeted salary settlement for the NJC Green Book staff at the Council.
- A positive outcome for the Council with regard to the long outstanding business rates challenge to the Valuation Office in relation to the charging of business rates on museums. This has led to a £400k windfall of business rates refunds covering the period from 2011 to 2023. This has been recorded as a corporate receipt in the Financial & Corporate service above.

5.5 As noted at Quarter 2, the estimated income from the SWRDA properties and the VAT Shelter for 2023-24 will be utilised to cover the increased costs arising from the funding of the regeneration projects and causing the budget pressure reported in the Corporate & Funding section.

5.6 The Revenues and Benefits service is currently estimated to be adverse to budget by £59k as a result of the administrative costs of the additional work that continues to be required of the Council to distribute a variety of new grants (including Homes For Ukraine and Energy Subsidy) to the population of Gloucester, and additional costs of following up Council Tax arrears.

5.7 As noted in previous monitoring reports, the Council manages more than £30m of Housing Subsidy and benefit payments, and the smallest percentage change can

have a significant impact on the final outturn. The forecast outturn for 2023-24 is for this to be favourable to budget by £100k. This cost is out of the Council's control. Across the year this pressure is mitigated by potential new burdens funding from the Government and the recovery of historic housing benefit overpayments by the Revenues & Benefits service.

- 5.8 As noted in 5.4 above, the closure of Longsmith Car Park has impacted the income being received and forecast to be received for the year. The table below highlights the year on year change in October to December (Q3) visitor numbers by car park. It shows a fall in the overall total visitors to the Council's car parks of 9,602 as a result of the closure, but also that many visitors sought parking in alternate city centre car parks.

Car Park Visitors	Q3 2023-24	Q3 2022-23	Change
Castlemeads	7,119	6,332	787
Eastgate Street	58,608	51,732	6,876
GL1	1,087	3,693	(2,606)
Great Western Road	5,814	4,687	1,127
Hampden Way	24,886	24,980	(94)
Hare Lane North	7,373	7,423	(50)
Hare Lane South	33,074	32,316	758
Kings Walk	42,416	33,446	8,970
Ladybellegate Street	5,394	5,664	(270)
Longsmith	-	29,930	(29,930)
North Warehouse	4,238	3,133	1,105
St Michaels Sq	20,317	18,880	1,437
Station Road	18,529	17,235	1,294
Westgate Street	17,868	16,874	994
	246,723	256,325	(9,602)

- 5.9 The Commercial Property portfolio is adverse to budget by £334k but is forecast to contribute a net income to the Council of over £3m. The Council has purposefully invested in city centre real estate as part of its regeneration agenda. Given its location, much of this estate is retail based. Gloucester, along with the majority of towns and cities across the country, has experienced significant downward trends in centre-based retail for well understood reasons. The regeneration of the Kings Walk Shopping Centre is underway, and progress is being made towards filling the vacant units with tenants. Overall, the position is continuing to improve following the Kings Square redevelopment and is expected to do so as The Forum and University of Gloucestershire developments approach completion in 2024. The historic investment property portfolio is slowly recovering as new arrangements are reached with tenants.
- 5.10 The Cemeteries and Crematorium service is performing well and the Arbor has seen continued strong demand for wakes. The adverse forecast variance of £300k is due to the continued high levels of inflation impacting the costs of the Crematorium e.g. high energy costs, and increases to the costs of regular cremator maintenance. Several new cremation options have recently been added, including the facility for direct cremations, and proposals are being taken to Budget Council to increase the charges in line with inflation to mitigate the cost increases.

Culture & Leisure

Culture & Leisure	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Museums	657	431	627	(30)
Guildhall & Blackfriars	559	419	489	(71)
Events	296	257	310	13
Destination Marketing	159	130	165	6
Leisure Service	330	825	960	630
Markets & Street Trading	(54)	(35)	(33)	21
Total	1,948	2,027	2,519	571

- 5.11 The Culture & Leisure team continue to be successful in their grant applications. The commencement of the works at the Museum to utilise the Museum Estate and Development Fund grant funding in progress, and there have been successful Heritage Lottery and Arts Council England grant applications to assist with the funding of various archaeological and archiving work respectively.
- 5.12 The Guildhall team have continued to develop and expand their programme following the successful application for Arts Council England National Portfolio Organisation funding for the next 3 years. Across the summer months Blackfriars has proved to be a popular venue for weddings and events and is forecast to be favourable to budget for the year by £82k.
- 5.13 The venue development works at the Guildhall and the new EPOS system are now starting to show positive benefits through increased income levels, especially in relation to catering and bar income. A new ticketing system was implemented during Quarter 3 that has led to improvements in the ticket purchasing experience of our customers.
- 5.14 As noted at Quarter 2, the Council continues to support the leisure service in the wake of the effects of the pandemic and the increased energy costs on its business. Following the demise of the previous operator, Aspire Sports Cultural & Leisure Trust, the Council engaged Freedom Leisure to re-open the facilities subject to their being able to do so within the financial constraints of the Council. They have re-opened the vast majority of the leisure services previously provided and are forecast to keep within the financial parameters set by the Council. This has reduced the forecast overspend on this service to £630k from the £773k reported at Quarter 2.

Planning and Housing

Planning & Housing Strategy	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Planning	29	155	215	186
Planning Policy	376	289	331	(46)
Community Infrastructure Levy	-	0	4	4
Land Charges	(76)	(64)	(81)	(5)
Private Sector Housing	228	208	239	11
Housing Strategy	138	102	136	(3)
Homelessness & Housing	740	999	1,356	616
County Homelessness Partnerships	-	0	(0)	(0)
Total	1,435	1,688	2,200	764

- 5.15 This portfolio has seen an improvement from the Quarter 2 position following an increase in planning income. However, the portfolio is still forecast to be significantly adverse to budget by £764k during 2023-24. As noted at Quarter 2, the key causes

of this budget pressure are a reduction in income received by the Planning Service. and the increase in the demand for (and hence the costs of) temporary accommodation have continued during Quarter 3.

- 5.16 As noted above the income from the planning service has improved in the past quarter and the forecast is now for the service to be £186k adverse to budget (an improvement of £164k on the Quarter 2 position). Hopefully, this trend will continue following the recent Government changes to planning processes and costs. The Council also continues to utilise the Reducing Invalid Planning Applications (RIPA) and Back Office Planning System (BOPS) grants from the Government to work on a project in co-ordination with other Councils towards transforming and digitising planning processes.
- 5.17 The impact of the cost-of-living crisis and the high inflation rates over the past year has led to a significant increase in the demand for temporary accommodation. This increased demand has significantly exceeded the accommodation that the Council has available to it and the overall annual budget for 2023-24 was exceeded in the 1st Quarter. The current forecast overspend for the year is £616k, after a release of £100k from the Homelessness earmarked reserve. The officers of the Council have been exploring various alternatives and approaches to alleviate this financial burden on the Council, including the purchase of several properties, and will continue to monitor the position carefully for the remainder of the financial year.

Environment

Environment & Leader	23/24		Year End	Forecast
	Budget	Actual	Forecast	Variance
Waste & Recycling	5,265	3,706	5,319	55
Streetcare & City Centre	784	679	874	90
Environmental Health	205	67	148	(57)
Licensing	(124)	(55)	(95)	29
Parks & Countryside	248	202	266	19
Economic Development	347	167	220	(127)
Heritage	136	123	138	2
Climate Change & Environment	88	70	92	4
Senior Management	266	212	292	26
Total	7,216	5,172	7,256	41

- 5.18 This portfolio is adverse to budget by £41k, a change of £201k from the Quarter 2 position. The continued high inflation rates have impacted on the costs of the waste and recycling contract. The increased cost arises as a result of:
- The final salary settlement that saw increases of 9% (a figure greater than the 5% budgeted) in relation to the lower paid workers that make up a large proportion of the waste service workforce; and
 - The inflationary increase in the cost of replacement bins, boxes and bags.

These increased costs are mitigated by the sale of recyclable materials. Unfortunately, the commodity prices for recycling materials are falling from the high levels experienced in the past few years; but at present the budgeted income is still expected to be achieved. The officers of the Council are taking steps in conjunction with the service provider to realise service changes and improvements.

- 5.19 The final position for the Economic Development service is a favourable variance of £127k, after taking into account the Regeneration Reserve funding of staff working on the Forum Project, and the Levelling Up funded works. The Economic Development team have also been busy managing the distribution of the UK Shared Prosperity Fund received from the Government to assist local projects and businesses.
- 5.20 During the quarter the Heritage team have continued to successfully manage the spend of the High Street Heritage Action Zone grants towards the development and improvement work occurring within the Cathedral Quarter and Westgate areas of the City.

6.0 Movement in Earmarked Reserves

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

Reserve Name	Opening Balance	Transfers In	Transfers Out	Closing Balance
Historic Buildings	53	-	-	53
Housing Survey	60	-	-	60
Shopmobility	29	-	-	29
Regeneration	220	500	(500)	220
Insurance	10	-	-	10
Land Adoption	873	-	-	873
VAT Shelter	167	240	(240)	167
Business Rates	733	-	-	733
Environmental Insurance	900	-	-	900
Repairs	23	-	-	23
Planning Strategy	126	-	-	126
Flooding Works	10	-	-	10
Lottery	20	-	-	20
Museum Bequest	305	-	-	305
Transformation	25	-	-	25
Budget Equalisation	33	-	-	33
Destination Marketing	85	-	-	85
Homelessness	100	-	(100)	-
Planning Appeals	50	-	-	50
Communities	18	-	-	18
Climate Change	66	-	-	66
Neighbourhood Spaces	12	-	-	12
Defibrillator	6	-	-	6
Health Inequalities	340	-	(100)	240
Reserves Total	4,264	740	(940)	4,064

- 6.2 The Council has drawn down previously reserved funds to pay for their intended usage during 2023-24 and where applicable carried forward amounts for future use.
- 6.3 The forecast net surplus from the SWRDA assets is an estimated £500k contribution to the reserve. The reserve was earmarked to contribute towards the Council's regeneration projects in 2023-24, £500k is forecast to be spent in year towards this

project leaving an overall net transfer to the reserve of £nil. The remaining balance will continue to be used to support future regeneration work.

- 6.4 The Council continues to receive funding relating to the arrangement for a “VAT shelter” relating to the Housing Stock transfer of 2015. In 2023-24 the forecast contribution to funding is £240k was received. The whole of this amount is expected to be allocated from the reserve to contribute to the costs for the redevelopment of Kings Square and Kings Quarter – the Forum.
- 6.5 During 2022-23 an amount of £280k was received from the NHS in relation to the joint Health Inequalities programme. This work for this programme is being planned and an amount of £100k is forecast to be utilised during 2023-24.

7.0 Capital Programme

- 7.1 The current position for the Capital Programme £37.4m against the budget for the year of £62.3m. The majority of the budget (£52m) is set on the Forum project, forecast expenditure on the capital programme at Q2 is £46.7m.
- 7.2 Expenditure for 2023-24 has seen continued progress with The Forum development, this significant regeneration in the City is starting to take shape.
- 7.3 The Council continues to work with partners to deliver projects, such as Cathedral Quarter as part of the Heritage Action Zones with The Historic Buildings and Monuments Commission. The Food Dock completed in Q3 with the majority of its units now populated; the development loan from the Council was repaid and it took ownership of the head lease which will generate future income for the Council.
- 7.4 The nature of capital projects means that many of them span a number of financial years; budgets are set per project any unspent budgets at the end of any one financial year may be carried forward into the next
- 7.5 A summarised table for the Capital Programme is shown as Appendix 2.

8.0 Prompt payment performance

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

	<u>Oct</u>		<u>Nov</u>		<u>Dec</u>		<u>Qtr 3</u>	
Number paid within 30 days	552	94%	710	94%	574	93%	1,836	94%
Number paid over 30 days	34	6%	47	6%	44	7%	125	6%
Average Days to Pay (from receipt of invoice to payment date)	7		8		11		9	

9.0 Social Value Considerations

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

10.0 Alternative Options Considered

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

11.0 Reasons for Recommendations

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

12.0 Future Work and Conclusions

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

13.0 Financial Implications

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

14.0 Legal Implications

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

15.0 Risk & Opportunity Management Implications

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

16.0 People Impact Assessment (PIA):

16.1 N/a

17.0 Other Corporate Implications

Community Safety / Sustainability / Staffing & Trade Union

17.1 None.

Scheme	Budget 2023/24	Actual Spend to date	Variance	Forecast
Kings Quarter - The Forum	52,000,000	29,982,489	9,022,711	39,005,200
Property Rental Works	1,000,000	-	750,100	500,000
Food Dock	3,000,000	3,275,000	(1,024,700)	2,250,300
Museum, Estate and Development Fund (MEND)	400,000	-	300,040	200,000
High Streets - HAZ	457,411	315,385	27,720	343,105
GCC Building Improvements	100,000	154,647	(79,637)	75,010
ICT Projects	50,000	219,454	(181,949)	37,505
Housing projects	1,425,239	989,504	79,569	1,069,073
Drainage and Flood Protection Works	190,000	60,214	82,305	142,519
Horsbere Brook Local Nature Reserve works	50,000	780	36,725	37,505
Play Area Improvement Programme	60,000	59,373	(14,367)	45,006
GWR Railway Improvement Scheme	3,300,000	733,886	1,741,444	2,750,000
Recycling Fleet replacement	200,000	1,276,182	(1,126,162)	150,020
Grant Funded Projects	118,000	330,270	(241,757)	88,513
TOTAL CAPITAL PROGRAMME	62,350,650	37,397,182	9,372,044	46,693,756

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Meeting:	Cabinet Council	Date:	6th March 2024 21st March 2024
Subject:	Pay Policy Statement 2024/25		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Greg Maw, Head of Finance and Resources		
	Email: greg.maw@gloucester.gov.uk	Tel:	396422
Appendices:	1. Pay Policy Statement for 2024/25		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 The purpose of this report is to consider and approve the Council’s Pay Policy Statement for 2024/25.
- 1.2 Section 38 of the Localism Act 2011 requires local authorities to produce an annual pay policy statement from 2012/13 onwards, which must be agreed annually by full council.

2.0 Recommendations

- 2.1 Cabinet is asked to **RECOMMEND** that the Pay Policy Statement for 2024/25 attached as Appendix 1 be approved.
- 2.2 Council is asked to **RESOLVE** that the Pay Policy Statement for 2024/25 attached as Appendix 1 be approved.

3.0 Background and Key Issues

- 3.1 The Council’s proposed pay policy for 2024/25 is attached to this report. The statement has been developed in response to the requirements of the Localism Act 2011 and follows guidance which accompanied the Act.

4.0 Social Value Considerations

- 4.1 None

5.0 Environmental Implications

- 5.1 None

6.0 Alternative Options Considered

6.1 The council is required to produce the statement in accordance with the Localism Act 2011; there is no alternative option on this matter.

7.0 Reasons for Recommendations

7.1 To demonstrate transparency in publication of the Council's pay policy arrangements in accordance with the principles of the Localism Act.

8.0 Future Work and Conclusions

8.1 None.

9.0 Financial Implications

9.1 None.

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

10.0 Legal Implications

10.1 Production of an annual pay policy statement is a requirement of the Localism Act 2011.

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

11.0 Risk & Opportunity Management Implications

11.1 The Council must have a current Pay Policy Statement in place in accordance with the legal requirements above.

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 The policy will be shared with the Trade Unions at one of the routine monthly meetings

Background Documents: None

Gloucester City Council

Pay Policy Statement 2024/25

Introduction and Purpose

Gloucester City Council employs approximately 298 staff which equates to 265.65 Full Time Equivalent staff (FTEs). Please note that this figure excludes casual and zero hours staff and is as at 1st January 2024.

The provision of many of the Council's services is outsourced to the private or third sectors and some others are carried out by partner councils through shared service arrangements. Gloucester City Council remains responsible for these services. The Council's annual gross expenditure is approximately £98m per Comprehensive Income and Expenditure Statement for 2021/22.

Under section 112 of the Local Government Act 1972, the Council has the "power to appoint officers on such reasonable terms and conditions as the authority thinks fit". This Pay Policy Statement (the 'statement') sets out the Council's approach to pay policy in accordance with the requirements of Section 38 of the Localism Act 2011. The purpose of the statement is to provide transparency with regard to the Council's approach to setting the pay of its employees by identifying:

- the methods by which salaries of all employees are determined;
- the detail and level of remuneration of its most senior staff i.e. 'Chief Officers', as defined by the relevant legislation.
- the arrangements for ensuring the provisions set out in this statement are applied consistently throughout the Council.

An original version of this policy statement was approved by the Council in 2012. This policy statement will come into immediate effect and will be subject to review on a minimum of an annual basis in accordance with the relevant legislation prevailing at that time.

Legislative Framework

In determining the pay and remuneration of all of its employees, the Council will comply with all relevant employment legislation. This includes the Equality Act 2010, Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, The Agency Workers Regulations 2010 and where relevant, the Transfer of Undertakings (Protection of Employment) Regulations 2006. With regard to the Equal Pay requirements contained within the Equality Act, the Council ensures there is no pay discrimination within its pay structures and that all pay differentials can be objectively justified through the use of equality proofed Job Evaluation mechanisms which directly relate salaries to the requirements, demands and responsibilities of the role.

Pay Structure

The Council's pay and grading structure comprises Grades A-H as 'Green Book' staff and 'Job Size 1 - 5' for posts as Chief Officer's roles. Director positions are paid at Job Size 5 (SMT1) with the Managing Director being paid at SMT2. Within each grade there are a number of salary

pay points. The Council uses a structure based around the nationally determined pay spine for grades A to H with all posts being evaluated under the HAY job evaluation scheme. For salary points above this, i.e. for Job Size 1 and above, grades are determined following evaluation under the HAY job evaluation scheme and are approved by the General Purposes Committee.

The Council's 'Green Book' Pay Structure (grades A-H) for 2023/24 as set out in the table below.

Grade	Spinal Column Points		Pay Scale	
	From	To	Minimum £	Maximum £
A	1	3	22,366	22,737
B	4	5	23,114	23,500
C	6	8	23,893	24,702
D	10	14	25,545	27,334
E	16	20	28,282	30,296
F	21	25	30,825	33,945
G	26	29	34,834	35,411
H	31	35	37,261	41,496

The Chief Officer pay scale for 2023/24 is as set out below.

Grade	Job Size	Pay Scale	
		Minimum £	Maximum £
I	1	43,889	49,124
J	1	50,171	53,259
K	2	54,296	57,394
L	2	58,630	62,672
M	3	63,504	69,515
N	3	70,851	77,015
Job Size 4	4	79,852	88,047
Job Size 5 (SMT1)	5	94,132	103,829

The

Council

remains committed to adherence with national pay bargaining in respect of the national pay spine and any annual cost of living increases nationally determined in the pay spine.

Council posts are allocated to a grade within the Pay Structure based on the application of the Hay Job Evaluation scheme.

In determining its grading structure and setting remuneration levels for all posts, the Council takes account of the need to ensure value for money in respect of the use of public expenditure, balanced against the need to recruit and retain employees who are able to meet the requirements of providing high quality services to the community, delivered effectively and efficiently and at times at which those services are required.

In relation to progression within a post grade, with the exception of career grades which will usually require the achievement of some criterion before progression occurs, employees generally progress from the minimum spinal column point of their grade in April each year until they reach the maximum of their post grade. This is not the policy for posts at Chief Officer level (job size 1 and above), where progression within grades is subject to performance.

New appointments will normally be made at the minimum of the relevant grade, although this can be varied if necessary to secure the best candidate as per the Council's Starting Salary Policy. From time to time it may prove appropriate to take account of the external pay market such as where difficulties in attracting applicants or retaining employees with particular experience, skills and capacity occur. Where necessary, the Council will ensure the requirement for such market forces supplements is objectively justified by reference to clear and transparent evidence of relevant market comparators, using appropriate and timely data sources available from within and outside the local government sector.

Other pay related allowances are the subject of either nationally or locally negotiated rates, having been determined from time to time in accordance with collective bargaining machinery and/or as determined by Council Policy.

Pay Awards

The Council's policy is to apply any nationally negotiated pay awards to employees at all levels of the Council. This will cover conditions of service in respect of both NJC for Local Government Services (Green Book) and NJC for Chief Officers.

An exception to this will be where employees have transferred to the Council under the Transfer of Undertaking (Protection of Employment) Regulations 2006 ('TUPE'), retaining statutory protection of the pay and conditions that applied with their previous employer. Any post-transfer local government pay award in such circumstances will not be automatically applied but will be considered on a case-by-case basis and with due regard to equal pay legislation, including the Public Sector Equality Duty.

Chief Officers' Remuneration

The term 'Chief Officer' as used in this policy refers to those defined as such within the Localism Act 2011. The Chief Officer posts covered by this policy are therefore the Chief Executive and those posts which report directly to the Chief Executive, and also the next management tier

below (excluding any secretarial, clerical or administrative support roles), as set out in the Council's constitution.

All references to 'Chief Officers' in this policy statement are therefore in respect of the above definition (i.e. to be distinguished from the potentially wider group of senior staff employed by the Council in posts subject to National Joint Council (NJC) for Chief Officers national conditions of service (also known as the Blue Book) – where this wider group of staff are referred to elsewhere in this policy they are not therefore to be construed as 'Chief Officers' as defined under the Localism Act).

The Chief Officer posts falling within the statutory definition are set out below, with details of their basic full-time equivalent (FTE) salary as at 1 April 2023.

a) Managing Director

The current salary of the post is £ 131,153 per annum.

In addition to this, payments for returning officer duties are made to the Managing Director. For local elections (Parish, District and County) this remains in accordance with the scale of fees agreed by all authorities in Gloucestershire. Fees for Parliamentary, European and national referenda are set nationally.

b) Directors job size 5

The salaries of posts designated as Directors fall within a range between £ 94,132 rising to a maximum of £ 103,829. Progression through the range is subject to performance.

Management Posts currently members of the Senior Management Team also defined as 'Chief Officers' for pay policy purposes:

c) Heads of Place, Culture and Leisure Services, Finance and Resources and Transformation and Commissioning

The salaries of the posts are designated "Head of" are job size 4 and fall within the range of £79,852 to £88,047. Progression through the range is subject to performance.

Other Management posts reporting to the Senior Management Team

The salaries of posts reporting to the Senior Management Team include posts at job size 1 (grades I to J SCP 42-51) and upwards. Progression through grades at Chief Officer level (job size 1 to job size 5) is not automatic and is based on performance.

Recruitment of Chief Officers

The Council's policy and procedures with regard to recruitment of Directors and Statutory Officers is set out within part 5 - section 10 and part 2 Article 8 of the Council's Constitution.

When recruiting to all posts the Council will take full and proper account of its own Equal Opportunities, Vacancy Management and Redeployment Policies. The determination of the remuneration to be offered to any newly appointed Chief Officer will be in accordance with the Pay Structure and relevant policies in place at the time of recruitment in addition to external market advice and the HAY job evaluation process. Where the Council is unable to recruit to

a post at the designated grade, it will consider the use of temporary market forces supplements in accordance with its relevant policies.

Where the Council remains unable to recruit Chief Officers under a contract of service, or there is a need for interim support to provide cover for a vacant substantive Chief Officer post, the Council will, where necessary, consider and utilise engaging individuals under 'contracts for service'. These will be sourced through a relevant procurement process ensuring the Council is able to demonstrate the maximum value for money and the benefits from competition in securing the relevant service. The Council does not currently have any Chief Officers engaged under such arrangements.

Interim appointments

For these purposes an 'interim' appointment will be an engagement other than through a regular contract of employment on standard Council terms and conditions of service (e.g. engagement through an agency or consultancy arrangement).

The Council is conscious of the need to secure value for money in the contractual arrangements for all appointments, including the need to ensure no one is inappropriately enabled to achieve a more favourable position in respect of their tax liabilities ('tax avoidance') than might otherwise apply. The Council will therefore have proper regard to this principle in applying the HMRC test for tax status under the IR35 tax provisions for 'off-payroll' engagements.

Additions to Salaries of Chief Officers

In addition to basic salary, set out below are details of other elements of current 'additional pay' provisions which are chargeable to UK Income Tax and do not solely constitute reimbursement of expenses incurred in the fulfilment of duties:

- Fees paid for returning officer duties where identified and paid separately (see above);
- Market forces supplements in addition to basic salary where identified and paid separately (see above);
- Professional subscriptions are not normally paid for any staff;
- Honoraria or ex-gratia payments may only be made to staff including Chief Officers for undertaking additional duties outside of their substantive role for which they receive an amount reflective of the duration and nature of the work they undertake. For Chief Officers, such payments are rare and will only be made in accordance with the Council's relevant policy.

Subject to qualifying conditions, employees have a right to join the Local Government Pension Scheme.

The employee contribution rates are set nationally through the LGPS regulations whereas the employer contribution rates are set by Actuaries advising the Gloucestershire Pension Fund and are reviewed on a triennial basis in order to ensure the scheme is appropriately funded. The employer's contribution rate for Gloucester City Council, set at the last triennial review, is 19.4%.

Payments on Termination

The Council's approach to discretionary payments on termination of employment of Chief Officers, prior to reaching normal retirement age, is set out within its policy statement in accordance with Regulations 5 and 6 of the Local Government (Early Termination of Employment) (Discretionary Compensation) Regulations 2006 and Regulations 12 and 13 of the Local Government Pension Scheme (Benefits, Membership and Contribution) Regulations 2007.

Redundancy payments are based upon an employee's actual weekly salary and, in accordance with the approved policy, will be up to 60 weeks' pay, depending upon length of service and age.

Furthermore, the Council will not re-employ Chief Officers either directly or under a contract for service (e.g.: in a consulting or advisory capacity) who have previously been made redundant by the Council.

It is noted that, at the time of publication, the Government's position relating to the statutory restriction of public sector exit payments remains unclear. The Restriction of Public Sector Severance Payment Regulations 2020 that came into effect on 4th November 2020 were subsequently revoked on 12th February 2021. The stated reason for the revocation was that the regulations had resulted in 'unexpected consequences' in some cases. However, the Government has indicated work is proceeding at pace to introduce alternative arrangements to 'restrict excessive exit payments to public sector employees'. Any legislation that is introduced as a result of this will be incorporated into the relevant Pay Policy Statement.

Any other allowances arising from employment

The following allowances apply to all employees:

Payment for acting up or additional duties

Chief Officers are expected to be flexible in managing changing requirements. Therefore honoraria would only be paid in exceptional circumstances at this senior level.

In limited situations where an employee may be required to complete work of a higher graded post or undertake duties outside the scope of their role, the Council may consider a payment consistent with job evaluation principles. Any such payments are subject to review and are only for limited periods.

Unsocial hours payments

The Council does not make unsocial hours payments to Chief Officers

For other employees, the Council recognises that certain roles and services require employees to work unsocial hours, or be available to work and therefore on standby. In these circumstances the Council has a policy to provide additional payments or time off in lieu for eligible employees.

Recruitment and retention allowances

Whilst the Council does not currently apply any recruitment or retention allowances it has the scope to locally agree such payments if necessary. The General Purposes Committee would agree any such payments for post above Job Size 4 and for all other employees the decision would be made by the Head of Paid Service.

Car and motor cycle allowances

Reimbursement of approved business mileage is made in accordance with the Council’s locally agreed mileage rates. These rates, which mirror the HMRC mileage allowance payments, are reviewed annually.

Lowest Paid Employees

The Council has a commitment to pay no employee (excluding apprentices) less than scale point 3 of the ‘Green Book’ pay scale (£ 22,737 per annum, £ 11.79 per hour) and remains committed to paying above the foundation living wage rate.

Apprentices do not fall within the definition of ‘lowest paid employees’, as they are not part of the Council’s approved staffing establishment and are employed under separate terms. In 2023, the Council increased the rate of pay for apprentices as follows:

- Level 2 Apprentices- £ 7.31 per hour
- Level 3 Apprentices- £ 8.83 per hour or National Minimum Wage if this is higher for their age

The relationship between the rate of pay for the lowest paid and Chief Officers is determined by the HAY job evaluation process used for determining pay and grading structures as set out earlier in this policy statement.

The relationship between the remuneration of Chief Officers and employees who are not Chief Officers

The Council does not have a policy on pay multiples but recognises that the Hutton Review of Fair Pay in the Public Sector recommends a maximum ratio of the highest remunerated post compared with the lowest remunerated post of 1: 20.

In accordance with the Local Government Transparency Code (2014), the Council uses the principle of pay multiples to provide a wider understanding of the relationship between its highest and lowest paid employees. It recommends the publication of the ratio between highest paid salary and the median average salary of the whole of the Council’s workforce.

The multiples are as follows*:

	Annual salary FTE	Multiplier
Highest paid taxable earnings	£ 131,153	N/A
Median earnings	£ 29,269	4.48
Lowest earnings	£ 22,269	5.89

* Data is accurate as of the 1 January 2024 and excludes apprentices

As part of its overall and ongoing monitoring of alignment with external pay markets - both within and outside the sector, the Council will use available benchmarking information as appropriate. This will include the pay multiples as set out above.

Publication

Upon approval by the full Council, this statement will be published on the Council's Website. In addition, for posts where the full time equivalent salary is at least £50,000, the Council's Annual Statement of Accounts will include a note on Officers Remuneration setting out the total amount of:

- Salary, fees or allowances paid to or receivable by the person in the current and previous year;
- Any bonuses so paid or receivable by the person in the current and previous year;
- Any sums payable by way of expenses allowance that are chargeable to UK income tax;
- Any compensation for loss of employment and any other payments connected with termination;
- Any benefits received that do not fall within the above.

In addition to this pay policy statement, the key roles and responsibilities and employment benefits for each of our Senior Management Team members will be available on the Council's website www.gloucester.gov.uk.

Accountability and Decision Making

In accordance with the Constitution of the Council, the General Purposes Committee has delegated powers to monitor employment legislation and ensure that personnel procedures and guidelines in respect of recruitment, grievance and discipline are in place and up to date. The committee is also responsible for the contractual terms and conditions of the Managing Director, the Corporate Directors and the Monitoring Officer.

Appointment of the Managing Director is made by full council. Appointments of Corporate Directors and the Monitoring Officer are made by a councillor level selection committee of the Appointments Committee. All other appointments are made at Corporate Director level, delegated where appropriate to Heads of Service and Service Managers.

Policy review

This policy will be reviewed no later than 31 March 2025 and thereafter on an annual basis.

The Council may amend the policy at any time with Full Council approval. If any amendments are made the revised version will be published on the Council's website.

Gloucester City Council

Meeting:	Cabinet Council	Date:	6 March 2024 21 March 2024
Subject:	Capital Strategy 2024/25		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	Yes
Contact Officer:	Richard Wintour, Accountancy Manager		
	Email:	Tel: 396439	
	Richard.wintour@gloucester.gov.uk		
Appendices:	1. Capital Strategy 2024/25		

1.0 Purpose of Report

1.1 To formally recommend that Council approves the attached Capital Strategy.

2.0 Recommendations

2.1 Cabinet is asked to **RECOMMEND** that the Capital Strategy be approved.

2.2 Council is asked to **RESOLVE** that:

(1) The Capital Strategy at Appendix 1 be approved;

3.0 Background and Key Issues

3.1 The Capital Strategy focuses on core principles that underpin the Council's five year capital programme, providing a position statement of progress (capital expenditure) and the resources available (funding). The Strategy projects the Capital programme while setting out how the programme will be achieved focusing on key issues and risks that will impact on the delivery of the Capital strategy and the governance framework required to ensure the Strategy is delivered.

3.2 The Strategy maintains a strong and current link to the Council's priorities and to its key strategy documents, notably the Treasury Management Strategy, Asset Management Strategy, Property Investment Strategy, Medium Term Financial Plan and the Corporate Plan.

4.0 Alternative Options Considered

4.1 The Capital Strategy is a requirement of the CIPFA Prudential Code, no alternatives considered as this is a code requirement.

5.0 Reasons for Recommendations

5.1 Capital Strategy is a requirement of the CIPFA Prudential Code.

6.0 Future Work and Conclusions

6.1 The Capital Strategy will be monitored and reviewed annually.

7.0 Financial Implications

7.1 There are no direct financial implications arising from this report. The Capital Strategy provides a position statement with regards to capital expenditure and the resources available in terms of funding.

8.0 Social Value Considerations

8.1 This report notes the Capital Strategy of the Council. This is a requirement of the CIPFA Prudential Code – ESG requirements are included within the Code.

9.0 Legal Implications

9.1 The Council is required to have a Capital Strategy to meet the requirements of the Local Government Act 2003, Localism Act 2011, Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2020, the CIPFA Prudential Code, DLUHC Minimum Revenue Provision Guidance, the CIPFA Treasury Management Code and DLUHC Investment Guidance.

10.0 Risk & Opportunity Management Implications

10.1 The Council must have reviewed its Capital Strategy by 31st March 2024.

11.0 People Impact Assessment (PIA):

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

12.0 Other Corporate Implications

Community Safety

12.1 None

Sustainability

12.2 None

Staffing & Trade Union

12.3 None

Background Documents:

Local Government Act 2003
CIPFA Treasury Management Code
CIPFA Prudential Code
DLUHC MRP Guidance

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Introduction

This capital strategy sets out how Gloucester City Council intend to spend capital to provide services and meet the strategic aims in the Council plan. This strategy gives a high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of local public services along with an overview of how associated risk is managed and the implications for future financial sustainability. It has been written in an accessible style to enhance members', residents and other stakeholders understanding of these areas.

Background

The Capital Strategy demonstrates that the authority takes capital investment decisions in line with service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. The Capital Strategy also sets out the long-term context in which capital expenditure and investment decisions are made and gives due consideration to both risk and reward and impact on the achievement of priority outcomes. Decisions around capital expenditure, investment and borrowing should align with the processes established for the setting and revising of the budget for the local authority.

The Capital Strategy should also be tailored to the authority's individual circumstances and should include capital expenditure, investments and liabilities and treasury management. For Gloucester, the Treasury Management Strategy drawn up in line with the Treasury Management Code will continue to be published as a separate document and this will remain separate to differentiate between the demand and assessment of capital expenditure and the management of the investment and borrowing portfolio.

CIPFA published the revised codes on Treasury Management and Prudential Code on 20th December 2021. Formal adoption is required from 2023/24 Financial Year. Both the Capital Strategy and Treasury Management Strategy are produced in accordance with the Prudential Code.

Policy Context

The Council plan 22-24 defines the Council's vision:

“Building a greener, fairer, better Gloucester”

The priorities to support this vision are:

1. Building greener, healthier, and more inclusive communities
2. Building a sustainable city of diverse culture and opportunity
3. Building a socially responsible and empowering council

The vision and priorities are underpinned by our core values.

For full details of the Council Plan see: [Council Plan](#)

The Capital Strategy is an important policy document in delivering the Council's Vision in terms of maintaining and extending the Council's asset base but needs to take a longer-term view to reflect the life cycle of capital assets. The life cycle of capital assets, often known as non-current assets, will range between 5-60 years or even longer if land is acquired. Decisions made now will affect residents, business and other stakeholders for many years to come.

Capital Expenditure and Financing

Capital expenditure is where the Council spends money on assets, such as property or vehicles, that will be used for more than one year. In local government this includes spending on assets owned by other bodies, and loans and grants to other bodies enabling them to buy assets. The Council has some limited discretion on what counts as capital expenditure, for example assets costing below £6,000 are not capitalised and are charged to revenue in year.

- For details of the Council's policy on capitalisation, see: Statement of Accounts 2021/22 page 21, Accounting Policies point 19 - [Statement of Accounts](#)

In 2024/25, the Council is planning capital expenditure of £36.272 as summarised below:

Table 1: Prudential Indicator: Estimates of Capital Expenditure in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
General Fund services	30.118	45.894	36.272	33.607	6.182
TOTAL	30.118	45.894	36.272	33.607	6.182

The capital programme includes a variety of projects from large regeneration to smaller individual projects, the main capital projects are detailed below:

Kings Quarter – The Forum continues to progress; Council approved the project in January 2021. The project will see significant investment by the Council in both the physical, economic, and cultural redevelopment of this part of the city. The plans include retail, office, hotel and residential areas which will see this part of the City completely redeveloped. The required council investment will be £107m and will be a long-term investment of up to 50 years. Significant due diligence has been undertaken with financial, property and legal advisors to confirm the projects long term viability. The Whitefriars apartments were part of phase one of the project and were completed in 2023. All but one the apartments have been sold and residents are now living there.

In 2021 the Council was awarded £20m 'levelling up' funding from DLUHC which will support circa £200m of investment in the City. The funding will be used to deliver the

Forge Digital Innovation and Incubation Centre, providing 2,430 sqm of accommodation and support for high value added SME businesses. It will form part of the wider mixed-use Forum development which will provide a vibrant and active destination in an important gateway adjacent to the City Centre bus station and rail interchange, in the Kings Quarter area.

The fund will also support the redevelopment of the former Debenhams building via the University of Gloucester. The University will create a new City Campus for teaching, learning and community partnerships in the City Centre. The LUF bid will also enable an important public role in the UoG building by creating a drop in Well Being Centre, a new digitally enabled public library and information centre.

The Council continues to upgrade the Kings Walk site. New branding has been installed throughout and exciting new tenants such as 'Putt Putt Noodle' have been revealed as the centre continues to redevelop.

Work with partners is ongoing as part of the wider regeneration plans. Redevelopment of the Railway Station will ultimately see it link to the Transport Hub and City Centre supporting the Kings Quarter regeneration. The redevelop work is ongoing with the project funded via the LEP.

In late 2023 the council secured £11m of Levelling Up Round Three money for the redevelopment of the Greyfriars area of the city centre. This grant funding, supported by council funding, will ensure the redevelopment of the Eastgate Market and surrounding area.

Housing Projects – The Council has set aside £5m to support its temporary accommodation needs. The Council will invest in suitable housing provision which will reduce future demand for private housing provision to meet its statutory responsibilities.

Governance: The Major Projects Steering group and/or the Property Investment Board review significant projects for inclusion within the Council's capital programme. Projects are collated by finance who calculate the financing cost (which can be nil if the project is fully externally financed). The groups appraise all bids based on a comparison of service priorities against financing costs and makes recommendations for the capital programme. The final capital programme is then presented to Cabinet and Council in February each year.

The Major Projects Group oversees ongoing projects to insure successful delivery in accordance with approved plans.

The Property Investment Board is responsible for the investment strategy overseeing the performance of the non-operational and investment portfolio.

The Asset Management Steering Group provides strategic planning and overview of our operational assets.

- For full details of the Council's capital programme see: [Money Plan](#)

All capital expenditure must be financed, either from external sources (government grants and other contributions), the Council's own resources (revenue, reserves and capital receipts) or debt (borrowing, leasing and Private Finance Initiative). The planned financing of the above expenditure is as follows:

Table 2: Capital financing in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
External sources	1.081	0.482	6.355	1.250	2.697
Own resources	0.000	6.676	5.168	4.310	3.385
Debt	29.037	18.056	24.750	28.047	0.100
TOTAL	30.118	38.736	36.272	33.607	6.182

Debt is only a temporary source of finance, since loans and leases must be repaid, and this is therefore replaced over time by other financing, usually from revenue which is known as minimum revenue provision (MRP). Alternatively, proceeds from selling capital assets (known as capital receipts) may be used to replace debt finance. Planned MRP and use of capital receipts are as follows:

Table 3: Replacement of debt finance in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
Own resources	2.685	2.406	2.407	2.057	2.081

- The Council's full minimum revenue provision statement is available here: [Treasury Management Strategy - MRP](#)

The Council's cumulative outstanding amount of debt finance is measured by the capital financing requirement (CFR). This increases with new debt-financed capital expenditure and reduces with MRP and capital receipts used to replace debt. The CFR is expected to increase by £22.585m during 24/25. Based on the above figures for expenditure and financing, the Council's estimated CFR is as follows:

Table 4: Prudential Indicator: Estimates of Capital Financing Requirement in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
General Fund services	164.816	201.407	223.992	250.205	248.428
TOTAL CFR	164.816	201.407	223.992	250.205	248.428

Asset management: To ensure that capital assets continue to be of long-term use, the Council has an asset management strategy which is currently been updated to ensure it remains appropriate to manage our assets. . Gloucester City Council has a diverse estate from ancient monuments to commercial property. The asset management strategy details our approach to managing our diverse assets including our acquisitions and disposals, planned maintenance, governance and performance.

Asset disposals: When a capital asset is no longer needed, it may be sold so that the proceeds, known as capital receipts, can be spent on new assets or to repay debt. The Council is currently also permitted to spend capital receipts on service transformation projects until 2024/25. Repayments of capital grants, loans and investments also generate capital receipts. The Council plans to receive £2.668m of capital receipts in the coming financial year as follows:

Table 5: Capital receipts in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
Asset sales	0.000	5.676	2.668	2.310	2.385
Loans repaid	0.000	0.000	0.000	0.000	0.000
TOTAL	0.000	5.676	2.668	2.310	2.385

- The Council's Flexible Use of Capital Receipts Policy is available here: [Flexible Use of Capital Receipts Policy](#)

Treasury Management

Treasury management is concerned with keeping sufficient but not excessive cash available to meet the Council's spending needs, while managing the risks involved. Surplus cash is invested until required, while a shortage of cash will be met by borrowing, to avoid excessive credit balances or overdrafts in the bank current account. The Council is typically cash rich in the short-term as revenue income is received before it is spent, but cash poor in the long-term as capital expenditure is incurred before being financed. The revenue cash surpluses are offset against capital cash shortfalls to reduce overall borrowing.

Borrowing strategy: The Council's main objectives when borrowing are to achieve a low but certain cost of finance while retaining flexibility should plans change in future. These objectives are often conflicting, and the Council therefore seeks to strike a balance between cheap short-term loans and long-term fixed rate loans where the future cost is known but higher.

Projected levels of the Council's total outstanding debt (which comprises borrowing, PFI liabilities, leases are shown below, compared with the capital financing requirement (see above).

Table 6: Prudential Indicator: Gross Debt and the Capital Financing Requirement in £ millions

	2022/23 actual	2023/24 forecast	2024/25 budget	2025/26 budget	2026/27 budget
Debt (incl. PFI & leases)	153.847	190.438	213.023	239.236	237.459
Capital Financing Requirement	164.816	201.407	223.992	250.205	248.428

Statutory guidance is that debt should remain below the capital financing requirement, except in the short-term. As can be seen from table 6, the Council expects to comply with this in the medium term.

Affordable borrowing limit: The Council is legally obliged to set an affordable borrowing limit (also termed the authorised limit for external debt) each year. In line with statutory guidance, a lower “operational boundary” is also set as a warning level should debt approach the limit.

Table 7: Prudential Indicators: Authorised limit and operational boundary for external debt in £m

Authorised limit £m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Debt	225	245	270	270
Other long term liabilities	35	35	35	35
Total	260	280	305	305
Operational boundary £m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Debt	210	230	255	255
Other long term liabilities	30	30	30	30
Total	240	260	285	285

- Further details on borrowing are in pages 11 to 15 of the treasury management strategy
Treasury Management Strategy

Investment strategy: Treasury investments arise from receiving cash before it is paid out again. Investments made for service reasons or for pure financial gain are not generally considered to be part of treasury management.

The Council’s policy on treasury investments is to prioritise security and liquidity over yield, that is to focus on minimising risk rather than maximising returns. Cash that is likely to be spent in the near term is invested securely, for example with the government, other local authorities or selected high-quality banks, to minimise the risk of loss. Money that will be held for longer terms is invested more widely, including in property, to balance the risk of loss against the risk of receiving returns below inflation. Both near-term and longer-term investments may be held in pooled funds, where an external fund manager makes decisions on which particular investments to buy and the Council may request its money back at short notice.

- Further details on treasury investments are in pages 16 to 21 of the treasury management strategy

Governance: Decisions on treasury management investment and borrowing are made daily and are therefore delegated to the Head of Finance and Resources and staff, who must act in line with the treasury management strategy approved by Council. Half yearly reports on treasury management activity are presented to Audit and Governance Committee which is responsible for scrutinising treasury management decisions.

Investments for Service Purposes

The Council makes investments to assist local public services, including making loans to local service providers, businesses to promote economic growth, the Council's subsidiaries that provide services. In light of the public service objective, the Council is willing to take more risk than with treasury investments, however it still plans for such investments to generate a profit after all costs.

Governance: Decisions on service investments are made by the relevant service manager in consultation with the Head of Finance and Resources and must meet the criteria and limits laid down in the investment strategy. Most loans and shares are capital expenditure and purchases will therefore also be approved as part of the capital programme.

Liabilities

In addition to debt of £190.438m detailed above, the Council is committed to making future payments to cover its pension fund deficit (valued at £45.689m). It has also set aside £1.6m to cover risks of provisions, this mainly relates to NNDR appeals, where the Council has estimated the costs arising from appeals by ratepayers. The Council did not have any contingent liabilities in 2022/23.

Governance: Decisions on incurring new discretionary liabilities are taken by service managers in consultation with head of Finance and Resources. The risk of liabilities crystallising and requiring payment is monitored by finance.

- Further details on provisions (page 50), liabilities and guarantees are on page 65 of the 2021/22 statement of accounts - [Statement of Accounts](#)

Revenue Budget Implications

Although capital expenditure is not charged directly to the revenue budget, interest payable on loans and MRP are charged to revenue, offset by any investment income receivable. The net annual charge is known as financing costs; this is compared to the net revenue stream i.e. the amount funded from Council Tax, business rates and general government grants.

Table 9: Prudential Indicator: Ratio of financing costs to net revenue stream

%	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
	23.44%	21.06%	21.19%	19.88%	19.95%

- Further details on the revenue implications of capital expenditure are noted within the 2024/25 revenue budget - [Money Plan](#)

Sustainability: Due to the very long-term nature of capital expenditure and financing, the revenue budget implications of expenditure incurred in the next few years will extend for up to 50 years into the future. The Head of Finance and Resources is satisfied that the proposed capital programme is prudent, affordable and sustainable.

Knowledge and Skills

The Council employs professionally qualified and experienced staff in senior positions with responsibility for making capital expenditure, borrowing and investment decisions. For example, the Head of Finance and Resources is a qualified accountant with 20 years' experience, the Financial Services and Accountancy Managers are both qualified accountants with 25 and 10 years' experience. The Council pays for junior staff to study towards relevant professional qualifications including CIPFA, ACT (treasury) and CIMA.

Where Council staff do not have the knowledge and skills required, use is made of external advisers and consultants that are specialists in their field. The Council currently employs Link Group as treasury management advisers, the Council employs property consultants on a case by case basis. This approach is more cost effective than employing such staff directly and ensures that the Council has access to knowledge and skills commensurate with its risk appetite.



Meeting:	Cabinet Council	Date:	6 March 2024 21 March 2024
Subject:	Treasury Management Strategy 2024/25		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	Yes
Contact Officer:	Richard Wintour, Accountancy Manager		
	Email:Richard.wintour@gloucester.gov.uk		Tel: 396439
Appendices:	1. Treasury Management Strategy 2024/25		

1.0 Purpose of Report

1.1 To formally recommend that Council approves the attached Treasury Management Strategy, the prudential indicators and note the Treasury activities.

2.0 Recommendations

2.1 Cabinet is asked to **RECOMMEND** that the Treasury Management Strategy be approved.

2.2 Council is asked to **RESOLVE** that:

- The Treasury Management Strategy at Appendix 1 be approved;
- The authorised borrowing limit be approved at:-
 - 2024/25 £280m
 - 2025/26 £305m
 - 2026/27 £305m
- The prudential indicators set out in section two of the strategy be approved.

3.0 Background and Key Issues

3.1 Recent property acquisitions within Gloucester and continued regeneration of the City, has meant that the Councils borrowing requirements have increased. These long term investments and projects will significantly change the treasury position of the Council over the life of the investments, creating investable cashflow streams.

- 3.2 The 2024/25 Treasury Management Strategy recommends to continue operating within an under-borrowing position. This position reflects that the Council uses internal resources, such as reserves, to fund the borrowing need rather than invest those funds for a return. This strategy is sensible, at this point in time, for two reasons. Firstly, the lost interest on those funds is significantly less than the costs of borrowing money for the capital programme. In addition, using the resources to reduce debt the Council will reduce exposure to investment counterparty risk.
- 3.3 There will be cash flow balances that will be invested for short periods within the year. Section 4 of the strategy outlines the Annual Investment Strategy - in particular it outlines the creditworthiness policy through the use of credit ratings.
- 3.4 The borrowing strategy is to utilise investments to reduce short term borrowing. Once investments have been applied it is anticipated that the majority of new debt will be short term as market rates are more attractive than long term borrowing. There will be need for long term borrowing to support the current capital programme, such borrowing will also mitigate the risk presented by having all borrowing on short-term deals.
- 3.5 The strategy allows flexibility for either debt rescheduling or new long term fixed rate borrowing while allowing the Council to benefit from lower interest rates on temporary borrowing at the current time.
- 3.6 The strategy also includes the minimum revenue provision (MRP) policy statement. This policy continues with the practice approved last year. MRP is the revenue charge to reduce debt by placing a charge on the General Fund each year. The preferred option is to provide for the borrowing need created over the approximate life of the asset purchased. This is achieved with an annuity calculation which provides a consistent overall annual borrowing charge with the level of principal (MRP) increasing each year, much like a repayment mortgage.

4.0 Alternative Options Considered

- 4.1 The following option has been considered:

There remains the option to replace existing short term borrowing with longer term options, this is not as attractive due to the availability of short term funding which remains below rates available for longer term funds.

5.0 Reasons for Recommendations

- 5.1 The Council is required to approve a Treasury Management Strategy before the start of each financial year to meet the requirements of the Local Government Act 2003. The Treasury and Investment Strategies recommended provide the best platform for financing the long-term capital programme and managing daily cash flow whilst protecting Council funds.

6.0 Future Work and Conclusions

- 6.1 The Treasury Management Strategy provides a logical basis to fund the Council's capital financing requirement and long-term Capital Programme. The Council will continue to monitor the strategy and is prepared to adapt this strategy if there is changes within the markets.

7.0 Financial Implications

- 7.1 The expenditure and income arising from treasury management activities are included within the Council Money Plan.

8.0 Social Value Considerations

- 8.1 This report notes the Treasury Strategy of the Council. Environmental Social and Governance requirements are covered within the CIPFA Prudential Code.

9.0 Legal Implications

- 9.1 The Council is required to approve a Treasury Management Strategy before the start of each financial year to meet the requirements of the Local Government Act 2003, the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code for Capital Finance in Local Authorities, the CIPFA Treasury Management In the Public Services: Code of Practice and Cross-sectoral Guidance Notes; DLUHC Capital Finance: Guidance on Minimum Revenue Provision.
- 9.2 The Treasury Management Strategy attached at Appendix 1 meets these legislative and guidance requirements.

10.0 Risk & Opportunity Management Implications

- 10.1 There is a risk that short term and long term interest rates could increase and this will be monitored both in-house and by the Council Treasury Management Advisor, Link Asset Services. In this event the risk will be managed through the opportunities either to reschedule debt or new long term fixed rate borrowing in place of short term borrowing.
- 10.2 The risk of deposits not being returned by the counterparty is minimised by only investing short term cash flow monies with counterparties on the approved lending list. All counterparties on this list meet minimum credit rating criteria, ensuring the risk is kept extremely low although not eliminated.

11.0 People Impact Assessment (PIA):

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

12.0 Other Corporate Implications

Community Safety

12.1 None

Sustainability

12.2 None

Staffing & Trade Union

12.3 None

Background Documents:

Local Government Act 2003
CIPFA Treasury Management Code
CIPFA Prudential Code
DLUHC MRP Guidance

Treasury Management Strategy 2024/25

1. Introduction

2021 revised CIPFA Treasury Management Code and Prudential Code – changes which will impact on future TMSS/AIS reports and the risk management framework

CIPFA published the revised Codes on 20th December 2021 and stated that revisions need to be included in the reporting framework from the 2023/24 financial year. The Council, therefore, has to have regard to these Codes of Practice when it prepares the Treasury Management Strategy Statement and Annual Investment Strategy, and also related reports during the financial year, which are taken to Full Council for approval.

The revised Treasury Management Code required all investments and investment income to be attributed to one of the following three purposes: -

Treasury management

Arising from the organisation's cash flows or treasury risk management activity, this type of investment represents balances which are only held until the cash is required for use. Treasury investments may also arise from other treasury risk management activity which seeks to prudently manage the risks, costs or income relating to existing or forecast debt or treasury investments.

Service delivery

Investments held primarily and directly for the delivery of public services including housing, regeneration and local infrastructure. Returns on this category of investment which are funded by borrowing are permitted only in cases where the income is "either related to the financial viability of the project in question or otherwise incidental to the primary purpose".

Commercial return

Investments held primarily for financial return with no treasury management or direct service provision purpose. Risks on such investments should be proportionate to an authority's financial capacity – i.e., that 'plausible losses' could be absorbed in budgets or reserves without unmanageable detriment to local services. An authority must not borrow to invest primarily for financial return.

The revised Treasury Management Code requires an authority to implement the following:

-

- **Adopt a liability benchmark treasury indicator** to support the financing risk management of the capital financing requirement; this is to be shown in chart form for a minimum of ten years, with material differences between the liability benchmark and actual loans to be explained;
- **Long-term treasury investments**, (including pooled funds), are to be classed as commercial investments unless justified by a cash flow business case;
- **Pooled funds** are to be included in the indicator for principal sums maturing in years beyond the initial budget year;
- Amendment to the **knowledge and skills register** for officers and members involved in the treasury management function - to be proportionate to the size and complexity of the treasury management conducted by each authority;

- **Reporting to members is to be done quarterly.** Specifically, the Chief Finance Officer (CFO) is required to establish procedures to monitor and report performance against all forward-looking prudential indicators at least quarterly. The CFO is expected to establish a measurement and reporting process that highlights significant actual or forecast deviations from the approved indicators. However, monitoring of prudential indicators, including forecast debt and investments, is not required to be taken to Full Council and should be reported as part of the authority's integrated revenue, capital and balance sheet monitoring;
- **Environmental, social and governance (ESG)** issues to be addressed within an authority's treasury management policies and practices (TMP1).

The main requirements of the Prudential Code relating to service and commercial investments are: -

- The risks associated with service and commercial investments should be proportionate to their financial capacity – i.e. that plausible losses could be absorbed in budgets or reserves without unmanageable detriment to local services;
- An authority must not borrow to invest for the primary purpose of commercial return;
- It is not prudent for local authorities to make any investment or spending decision that will increase the CFR, and so may lead to new borrowing, unless directly and primarily related to the functions of the authority, and where any commercial returns are either related to the financial viability of the project in question or otherwise incidental to the primary purpose;
- An annual review should be conducted to evaluate whether commercial investments should be sold to release funds to finance new capital expenditure or refinance maturing debt;
- A prudential indicator is required for the net income from commercial and service investments as a proportion of the net revenue stream;
- Create new Investment Management Practices to manage risks associated with non-treasury investments, (similar to the current Treasury Management Practices).

An authority's Capital Strategy or Annual Investment Strategy should include: -

- The authority's approach to investments for service or commercial purposes (together referred to as non-treasury investments), including defining the authority's objectives, risk appetite and risk management in respect of these investments, and processes ensuring effective due diligence;
- An assessment of affordability, prudence and proportionality in respect of the authority's overall financial capacity (i.e., whether plausible losses could be absorbed in budgets or reserves without unmanageable detriment to local services);
- Details of financial and other risks of undertaking investments for service or commercial purposes and how these are managed;
- Limits on total investments for service purposes and for commercial purposes respectively (consistent with any limits required by other statutory guidance on investments);
- Requirements for independent and expert advice and scrutiny arrangements (while business cases may provide some of this material, the information contained in them will need to be periodically re-evaluated to inform the authority's overall strategy);

- State compliance with paragraph 51 of the Prudential Code in relation to investments for commercial purposes, in particular the requirement that an authority must not borrow to invest primarily for financial return.

As this TMSS and AIS deals solely with treasury management investments, the categories of service delivery and commercial investments should be addressed as part of the Capital Strategy report.

However, as investments in commercial property have implications for cash balances managed by the treasury team, it will be for each authority to determine whether to add a high level summary of the impact that commercial investments have, or may have, if it is planned to liquidate such investments within the three year time horizon of this report, (or a longer time horizon if that is felt appropriate).

1.1 Background

The Authority is required to operate a balanced revenue budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low-risk counterparties or instruments commensurate with the Authority's low risk appetite, providing adequate liquidity initially before considering investment return.

The second main function of the treasury management service is the funding of the Authority's capital plans. These capital plans provide a guide to the borrowing need of the Authority, essentially the longer-term cash flow planning, to ensure that it can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any debt previously drawn may be restructured to meet risk or cost objectives.

The contribution the treasury management function makes to the Authority is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance.

CIPFA defines treasury management as:

“The management of the local authority's borrowing, investments and cash flows, including its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”

Whilst any commercial initiatives or loans to third parties will impact on the treasury function, these activities are generally classed as non-treasury activities, (arising usually from capital expenditure), and are separate from the day-to-day treasury management activities.

1.2 Reporting requirements

1.2.1 Capital Strategy

The CIPFA 2021 Prudential and Treasury Management Codes require all local authorities to prepare a Capital Strategy report which will provide the following: -

- a high-level long-term overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
- an overview of how the associated risk is managed
- the implications for future financial sustainability

The aim of the strategy is to ensure that all the Authority's elected members fully understand the overall long-term policy objectives and resulting Capital Strategy requirements, governance procedures and risk appetite.

1.2.2 Treasury Management reporting

The Council is currently required to receive and approve, as a minimum, three main treasury reports each year, which incorporate a variety of policies, estimates and actuals.

Prudential and treasury indicators and treasury strategy (this report) - The first, and most important report is forward looking and covers:

- 1 the capital plans (including prudential indicators);
- 2 a minimum revenue provision (MRP) policy (how residual capital expenditure is charged to revenue over time);
- 3 the treasury management strategy (how the investments and borrowings are to be organised) including treasury indicators; and
- 4 an annual investment strategy (the parameters on how investments are to be managed).

A mid-year treasury management report – This is primarily a progress report and will update members on the capital position, amending prudential indicators as necessary, and whether any policies require revision.

An annual treasury report – This is a backward-looking review document and provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

Scrutiny

The above reports are required to be adequately scrutinised before being recommended to the Council. This role is undertaken at Gloucester by the Audit and Governance Committee.

Quarterly reports – In addition to the three major reports detailed above, from 2023/24 quarterly reporting (end of June/end of December) is also required. However, these additional reports do not have to be reported to Full Council/Board but do require to be adequately scrutinised. This role is undertaken by the Audit and Governance Committee.

1.3 Treasury Management Strategy for 2024/25

The strategy for 2024/25 covers two main areas:

Capital issues

1. the capital plans and the associated prudential indicators;
2. the minimum revenue provision (MRP) policy.

Treasury management issues

1. the current treasury position;
2. treasury indicators which limit the treasury risk and activities of the Council;
3. prospects for interest rates;
4. the borrowing strategy;
5. policy on borrowing in advance of need;
6. debt rescheduling;
7. the investment strategy;
8. creditworthiness policy; and
9. the policy on use of external service providers.

These elements cover the requirements of the Local Government Act 2003, DLUHC Investment Guidance, DLUHC MRP Guidance, the CIPFA Prudential Code and the CIPFA Treasury Management.

1.4 Training

The CIPFA Code requires the responsible officer to ensure that members with responsibility for treasury management receive adequate training in treasury management. This especially applies to members responsible for scrutiny.

Furthermore, pages 47 and 48 of the CIPFA Code state that they expect “all organisations to have a formal and comprehensive knowledge and skills or training policy for the effective acquisition and retention of treasury management knowledge and skills for those responsible for management, delivery, governance and decision making.

Finance training for members, including Treasury Management, featured in the member development programme during 2023/24 and further training will be arranged as required

The training needs of Treasury Management officers are periodically reviewed and staff have attended training and seminars during 2023/24 and will continue to do so in the upcoming year.

1.5 Treasury management consultants

The Council uses Link Group, Link Treasury Services Limited as its external treasury management advisors.

The Council recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon the services of our external service providers. All decisions will be undertaken with regards to all available information, including, but not solely, our treasury advisers.

It also recognises that there is value in employing external providers of treasury management services to acquire access to specialist skills and resources. The Council will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented and subjected to regular review.

The scope of investments within the Council's operations now includes both conventional treasury investments, (the placing of residual cash from the Council's functions), and more commercial type investments, such as investment properties. The commercial type investments require specialist advisers, and the Council uses such advisors on a case by case basis in relation to this activity.

2 THE CAPITAL PRUDENTIAL INDICATORS 2024/25 – 2026/27

The Council's capital expenditure plans are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

2.1 Capital expenditure

This prudential indicator is a summary of the Council's capital expenditure plans, both those agreed previously, and those forming part of this budget cycle. Members are asked to approve the capital expenditure forecasts.

Capital expenditure £m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Policy & Resources	0.810	1.179	4.550	4.800	1.175
Place	26.365	42.216	23.200	25.200	1.400
Communities	2.685	1.654	6.972	1.557	1.557
Tech and Corp	0.258	0.758	0.050	0.050	0.050
Culture & Trading	0.000	0.087	1.500	2.000	2.000
Total	30.118	45.894	36.272	33.607	6.182

The table below summarises the above capital expenditure plans and how these plans are being financed by capital or revenue resources. Any shortfall of resources results in a borrowing need.

Financing of capital expenditure £m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Capital receipts	0.000	5.676	2.668	2.310	2.385
Capital grants	1.081	0.482	6.355	1.250	2.697
Capital Reserves	0.000	0.000	0.000	0.000	0.000
Revenue	0.000	1.000	2.500	2.000	1.000
Net financing need for the year	29.037	38.736	24.750	28.047	0.100

2.2 The Council's borrowing need (the Capital Financing Requirement)

The second prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and so its underlying borrowing need. Any capital expenditure above, which has not immediately been paid for, will increase the CFR.

The CFR does not increase indefinitely, as the minimum revenue provision (MRP) is a statutory annual revenue charge which broadly reduces the indebtedness in line with each asset's life, and so charges the economic consumption of capital assets as they are used.

The CFR includes any other long-term liabilities (e.g. PFI schemes, finance leases). Whilst these increase the CFR, and therefore the Council's borrowing requirement, these types of scheme include a borrowing facility by the PFI, PPP lease provider and so the Council is not required to separately borrow for these schemes.

The Council is asked to approve the CFR projections below:

£m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Capital Financing Requirement:-					
Total CFR	164.816	201.407	223.992	250.205	248.428
Movement in CFR	26.631	36.591	22.585	26.213	(1.777)

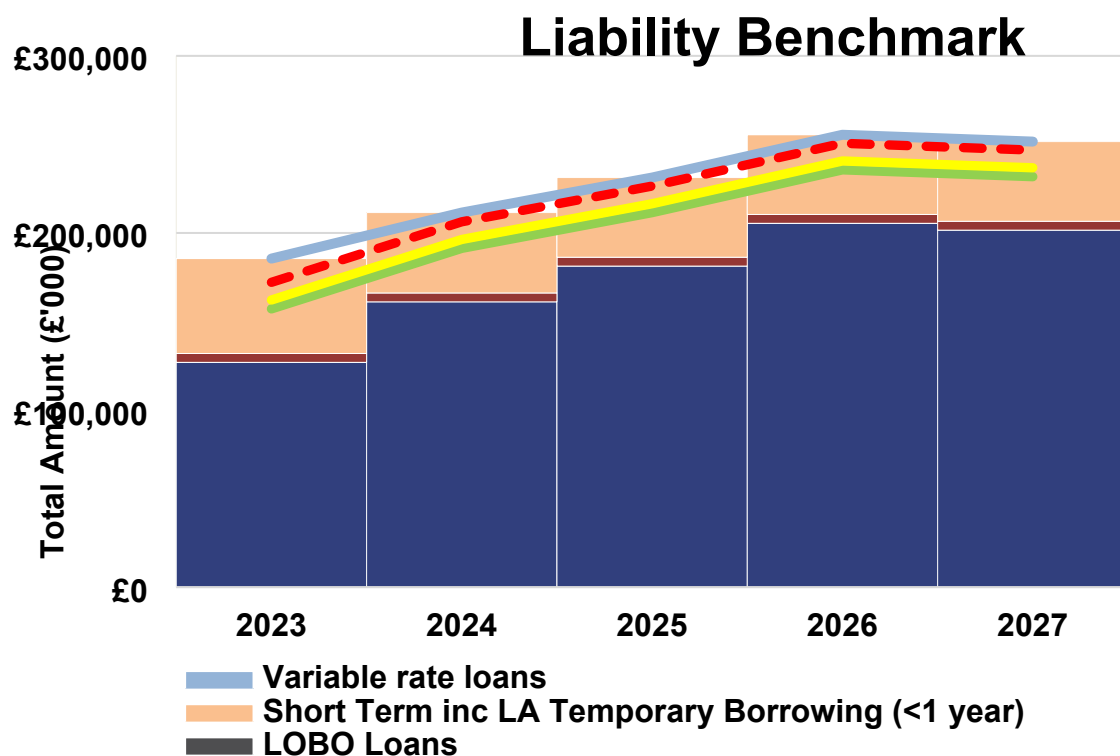
Movement in CFR represented by					
Net financing need for the year (above)	29.037	38.736	24.750	28.047	0.100
Less MRP/VRP and other financing movements	(2.685)	(2.406)	(2.407)	(2.057)	(2.081)
Kings Walk	0.279	0.261	0.242	0.223	0.204
Movement in CFR	26.631	36.591	22.585	26.213	(1.777)

2.3 Liability Benchmark

The Authority is required to estimate and measure the Liability Benchmark (LB) for the forthcoming financial year and the following two financial years, as a minimum.

There are four components to the LB: -

1. **Existing loan debt outstanding:** the Authority's existing loans that are still outstanding in future years.
2. **Loans CFR:** this is calculated in accordance with the loans CFR definition in the Prudential Code and projected into the future based on approved prudential borrowing and planned MRP.
3. **Net loans requirement:** this will show the Authority's gross loan debt less treasury management investments at the last financial year-end, projected into the future and based on its approved prudential borrowing, planned MRP and any other major cash flows forecast.
4. **Liability benchmark (or gross loans requirement):** this equals net loans requirement plus short-term liquidity allowance.



2.4 Core funds and expected investment balances

The application of resources (capital receipts, reserves etc.) to either finance capital expenditure or other budget decisions to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources (asset sales etc.). Detailed below are estimates of the year-end balances for each resource and anticipated day-to-day cash flow balances.

Year End Resources £m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Fund balances / reserves	1.127	1.127	1.023	1.263	1.395
Capital receipts	0.366	0	1.5	2.5	0
Provisions	1.5	1.5	1.5	1.5	1.5
Other (Grants)	2	2	2	2	2
Total core funds	4.993	4.627	6.023	7.263	4.895
Working capital*	10	10	10	10	10
Under/over borrowing**	(10.969)	(10.969)	(10.969)	(10.969)	(10.969)
Expected investments	4.024	3.658	5.054	6.294	3.926

*Working capital balances shown are estimated year-end; these will vary in year

2.5 Minimum revenue provision (MRP) policy statement

The Council is required to pay off an element of the accumulated General Fund capital spend each year (the CFR) through a revenue charge (the minimum revenue provision - MRP), although it is also allowed to undertake additional voluntary payments if required (voluntary revenue provision - VRP).

DLUHC regulations have been issued which require the full Council to approve **an MRP Statement** in advance of each year. A variety of options are provided to councils, so long as there is a prudent provision. The Council is recommended to approve the following MRP Statement):

For capital expenditure incurred before 1 April 2008 or which in the future will be Supported Capital Expenditure, the MRP policy will be:

1. **Existing practice** - MRP will follow the existing practice outlined in former DLUHC regulations (option 1) This option provides for an approximate 4% reduction in the borrowing need (CFR) each year.

From 1 April 2008 for all unsupported borrowing (including finance leases) the MRP policy will be

2. **Asset life method** – MRP will be based on the estimated life of the assets, in accordance with the regulations

These options provide for a reduction in the borrowing need over approximately the asset's life.

Capital expenditure incurred during 2023/24 will not be subject to an MRP charge until 2024/25, or in the year after the asset becomes operational.

The Council will apply the asset life method for any expenditure capitalised under a Capitalisation Direction.

Repayments included in finance leases and loan principal are applied as MRP.

For capital expenditure on loans to third parties where the principal element of the loan is being repaid in annual instalments, the capital receipts arising from the principal loan repayments will be used to reduce the CFR instead of MRP.

MRP Overpayments - Under the MRP guidance, any charges made in excess of the statutory MRP can be made, known as voluntary revenue provision (VRP).

VRP can be reclaimed in later years if deemed necessary or prudent. In order for these amounts to be reclaimed for use in the budget, this policy must disclose the cumulative overpayment made each year.

Cumulative VRP overpayments made to date are £2.6m.

3 BORROWING

The capital expenditure plans set out in Section 2 provide details of the service activity of the Council. The Treasury Management function ensures that the Council's cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet this service activity and the Council's capital strategy. This will involve both the organisation of the cash flow and, where capital plans require, the organisation of appropriate borrowing facilities. The strategy covers the relevant treasury / prudential indicators, the current and projected debt positions and the annual investment strategy.

3.1 Current portfolio position

The overall treasury management portfolio as at 31 March 2023 and for the position as at 01 January 2024 are shown below for both borrowing and investments.

TREASURY PORTFOLIO				
	actual 31.3.23	actual 31.3.23	current 01.01.24	current 01.01.24
	£000	%	£000	%
Treasury investments				
Banks	7,162	35%	7,623	33%
Building societies - unrated	0	0%	0	0%
Building societies - rated	0	0%	0	0%
Local authorities	0	0%	0	0%
DMADF (H.M.Treasury)	0	0%	0	0%
Money Market Funds	3,975	19%	5,975	26%
Certificates of Deposit	0	0%	0	0%
Total managed in house	11,137	55%	13,598	60%
Bond Funds	0	0%	0	0%
Property Funds	9,265	45%	9,167	40%
Total managed externally	9,265	45%	9,167	40%
Total treasury investments	20,402	100%	22,765	100%
Treasury external borrowing				
Local Authorities	51,947	34%	73,600	42%
PWLB	96,621	63%	96,825	55%
LOBOs	5,000	3%	5,000	3%
Total external borrowing	153,568	100%	175,425	100%
Net treasury investments / (borrowing)	-133,166	0	-152,660	0

The Council's treasury portfolio position at 31 March 2023 with forward projections, is summarised below. The table shows the actual external debt (the treasury management operations), against the underlying capital borrowing need (the Capital Financing Requirement - CFR), highlighting any over or under borrowing.

£m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
External Debt					
Debt at 1 April	106.98	131.816	168.146	190.489	216.479
Expected change in Debt	24.836	36.330	22.343	25.990	-1.981
Other long-term liabilities (OLTL)	21.752	22.031	22.292	22.534	22.757
Expected change in OLTL	0.279	0.261	0.242	0.223	0.204
Actual gross debt at 31 March	153.847	190.438	213.023	239.236	237.459
LT Debtors					
<i>Revised gross debt</i>					
The Capital Financing Requirement	164.816	201.407	223.992	250.205	248.428
Under / (over) borrowing	10.969	10.969	10.969	10.969	10.969

Within the prudential indicators there are a number of key indicators to ensure that the Council operates its activities within well-defined limits. One of these is that the Council needs to ensure that its gross debt does not, except in the short term, exceed the total of the CFR in the preceding year plus the estimates of any additional CFR for 2024/25 and the following two financial years. This allows some flexibility for limited early borrowing for future years, but ensures that borrowing is not undertaken for revenue or speculative purposes.

The Director of Policy and Resources reports that the Council complied with this prudential indicator in the current year and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and the proposals in this budget report.

3.2 Treasury Indicators: limits to borrowing activity

The operational boundary. This is the limit beyond which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt and the ability to fund under-borrowing by other cash resources.

Operational boundary £m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Debt	210	230	255	255
Other long term liabilities	30	30	30	30
Total	240	260	285	285

The authorised limit for external debt. A further key prudential indicator represents a control on the maximum level of borrowing. This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

- (1) This is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although this power has not yet been exercised.

- (2) The Council is asked to approve the following authorised limit:

Authorised limit £m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Debt	225	245	270	270
Other long term liabilities	35	35	35	35
Total	260	280	305	305

3.3 Prospects for interest rates

The Council has appointed Link Group as its treasury advisor and part of their service is to assist the Council to formulate a view on interest rates. Link provided the following forecasts on 7th November 2023. These are forecasts for certainty rates, gilt yields plus 80 bps:

Link Group Interest Rate View	07.11.23												
	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26
BANK RATE	5.25	5.25	5.25	5.00	4.50	4.00	3.50	3.25	3.00	3.00	3.00	3.00	3.00
3 month ave earnings	5.30	5.30	5.30	5.00	4.50	4.00	3.50	3.30	3.00	3.00	3.00	3.00	3.00
6 month ave earnings	5.60	5.50	5.40	5.10	4.60	4.10	3.60	3.40	3.10	3.10	3.10	3.10	3.10
12 month ave earnings	5.80	5.70	5.50	5.20	4.70	4.20	3.70	3.50	3.30	3.30	3.30	3.30	3.30
5 yr PWLB	5.00	4.90	4.80	4.70	4.40	4.20	4.00	3.80	3.70	3.60	3.50	3.50	3.50
10 yr PWLB	5.10	5.00	4.80	4.70	4.40	4.20	4.00	3.80	3.70	3.70	3.60	3.60	3.50
25 yr PWLB	5.50	5.30	5.10	4.90	4.70	4.50	4.30	4.20	4.10	4.10	4.00	4.00	4.00
50 yr PWLB	5.30	5.10	4.90	4.70	4.50	4.30	4.10	4.00	3.90	3.90	3.80	3.80	3.80

Additional notes by Link on this forecast table: -

- Our central forecast for interest rates was previously updated on 7 November and reflected a view that the MPC would be keen to further demonstrate its anti-inflation credentials by keeping Bank Rate at 5.25% until at least H2 2024. We expect rate cuts

to start when both the CPI inflation and wage/employment data are supportive of such a move, and when there is a likelihood of the overall economy enduring at least a slowdown or mild recession over the coming months (although most recent GDP releases have surprised with their on-going robustness).

- Naturally, timing on this matter will remain one of fine judgment: cut too soon, and inflationary pressures may well build up further; cut too late and any downturn or recession may be prolonged.
- In the upcoming months, our forecasts will be guided not only by economic data releases and clarifications from the MPC over its monetary policies and the Government over its fiscal policies, but also international factors such as policy development in the US and Europe, the provision of fresh support packages to support the faltering recovery in China as well as the on-going conflict between Russia and Ukraine, and Gaza and Israel.

PWLB RATES

- The short and medium part of the gilt curve has rallied since the start of November as markets price in a quicker reduction in Bank Rate through 2024 and 2025 than held sway back then. This reflects market confidence in inflation falling back in a similar manner to that already seen in the US and the Euro-zone. At the time of writing there is c70 basis points difference between the 5 and 50 year parts of the curve.

The balance of risks to the UK economy: -

- The overall balance of risks to economic growth in the UK is even.

Downside risks to current forecasts for UK gilt yields and PWLB rates include: -

- **Labour and supply shortages** prove more enduring and disruptive and depress economic activity (accepting that in the near-term this is also an upside risk to inflation and, thus, could keep gilt yields high for longer).
- **The Bank of England** has increased Bank Rate too fast and too far over recent months, and subsequently brings about a deeper and longer UK recession than we currently anticipate.
- **Geopolitical risks**, for example in Ukraine/Russia, the Middle East, China/Taiwan/US, Iran and North Korea, which could lead to increasing safe-haven flows.

Upside risks to current forecasts for UK gilt yields and PWLB rates: -

- Despite the tightening in Bank Rate to 5.25%, the **Bank of England allows inflationary pressures to remain elevated** for a long period within the UK economy, which then necessitates Bank Rate staying higher for longer than we currently project.
- **The pound weakens** because of a lack of confidence in the UK Government's pre-election fiscal policies, which may prove inflationary, resulting in investors pricing in a risk premium for holding UK sovereign debt.
- Projected **gilt issuance, inclusive of natural maturities and QT**, could be too much for the markets to comfortably digest without higher yields compensating.

Borrowing advice: Our long-term (beyond 10 years) forecast for Bank Rate remains at 3% and reflects Capital Economics' research that suggests AI and general improvements in

productivity will be supportive of a higher neutral interest rate. As all PWLB certainty rates are currently significantly above this level, borrowing strategies will need to be reviewed in that context. Overall, better value can be obtained at the shorter end of the curve and short-dated fixed LA to LA monies should be considered. Temporary borrowing rates will remain elevated for some time to come but may prove the best option whilst the market continues to factor in Bank Rate reductions for 2024 and later.

Temporary borrowing rates are likely, however, to remain near Bank Rate and may also prove attractive whilst the market waits for inflation, and therein gilt yields, to drop back later in 2023.

3.4 Borrowing strategy

The Authority is currently maintaining an under-borrowed position. This means that the capital borrowing need, (the Capital Financing Requirement), has not been fully funded with loan debt as cash supporting the Authority's reserves, balances and cash flow has been used as a temporary measure. This strategy is prudent as medium and longer dated borrowing rates are expected to fall from their current levels once prevailing inflation concerns are addressed by tighter near-term monetary policy. That is, Bank Rate remains elevated through to the second half of 2024.

Against this background and the risks within the economic forecast, caution will be adopted with the 2024/25 treasury operations. The Director of Finance will monitor interest rates in financial markets and adopt a pragmatic approach to changing circumstances:

- *if it was felt that there was a significant risk of a sharp FALL in borrowing rates, then borrowing will be postponed.*
- *if it was felt that there was a significant risk of a much sharper RISE in borrowing rates than that currently forecast, fixed rate funding will be drawn whilst interest rates are lower than they are projected to be in the next few years.*

Any decisions will be reported to the appropriate decision-making body at the next available opportunity.

3.5 Policy on borrowing in advance of need

The Authority will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance will be within forward approved Capital Financing Requirement estimates and will be considered carefully to ensure that value for money can be demonstrated and that the Authority can ensure the security of such funds.

Risks associated with any borrowing in advance activity will be subject to prior appraisal and subsequent reporting through the mid-year or annual reporting mechanism.

3.6 Rescheduling

Rescheduling of current borrowing in our debt portfolio is unlikely to occur as there is still a very large difference between premature redemption rates and new borrowing rates.

All rescheduling will be reported to Cabinet at the earliest meeting following its action. The Council has recently taken long term loans and there is no current rescheduling planned.

3.7 New financial institutions as a source of borrowing and / or types of borrowing

Currently the PWLB Certainty Rate is set at gilts + 80 basis points for both HRA and non-HRA borrowing. However, consideration may still need to be given to sourcing funding from the following sources for the following reasons:

1. Local authorities (primarily shorter dated maturities out to 3 years or so – still cheaper than the Certainty Rate).
2. Financial institutions (primarily insurance companies and pension funds but also some banks, out of forward dates where the objective is to avoid a “cost of carry” or to achieve refinancing certainty over the next few years).

Our advisors will keep us informed as to the relative merits of each of these alternative funding sources.

3.8 Approved Sources of Long and Short term Borrowing

On Balance Sheet	Fixed	Variable
PWLB	●	●
Municipal bond agency	●	●
Local authorities	●	●
Banks	●	●
Pension funds	●	●
Insurance companies	●	●
UK Infrastructure Bank	●	●
Market (long-term)	●	●
Market (temporary)	●	●
Market (LOBOs)	●	●
Stock issues	●	●
Local temporary	●	●
Local Bonds	●	
Local authority bills	●	●
Overdraft		●
Negotiable Bonds	●	●
Internal (capital receipts & revenue balances)	●	●
Commercial Paper	●	
Medium Term Notes	●	
Finance leases	●	●

4 ANNUAL INVESTMENT STRATEGY

4.1 Investment policy

The Department of Levelling Up, Housing and Communities (DLUHC - this was formerly the Ministry of Housing, Communities and Local Government (MHCLG)) and CIPFA have extended the meaning of 'investments' to include both financial and non-financial investments. This report deals solely with treasury (financial) investments, (as managed by the Treasury Management team). Non-financial investments, essentially the purchase of income yielding assets, are covered in the Capital Strategy, (a separate report).

The Council's investment policy has regard to the following: -

1. DLUHC's Guidance on Local Government Investments ("the Guidance")
2. CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes 2021 ("the Code")
3. CIPFA Treasury Management Guidance Notes 2021

The Council's investment priorities will be security first, portfolio liquidity second and then yield, (return). The Council will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security and liquidity and with the Council's risk appetite.

The above guidance from the DLUHC and CIPFA place a high priority on the management of risk. This Council has adopted a prudent approach to managing risk and defines its risk appetite by the following means: -

1. Minimum acceptable **credit criteria** are applied in order to generate a list of highly creditworthy counterparties. This also enables diversification and thus avoidance of concentration risk. The key ratings used to monitor counterparties are the short term and long-term ratings.
2. **Other information:** ratings will not be the sole determinant of the quality of an institution; it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To achieve this consideration the Council will engage with its advisors to maintain a monitor on market pricing such as "**credit default swaps**" and overlay that information on top of the credit ratings.
3. **Other information sources** used will include the financial press, share price and other such information pertaining to the banking sector in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.
4. This Council has defined the list of **types of investment instruments** that the Treasury Management team are authorised to use. There are two lists in appendix 5.4 under the categories of 'specified' and 'non-specified' investments.
 1. **Specified investments** are those with a high level of credit quality and subject to a maturity limit of one year.
 2. **Non-specified investments** are those with less high credit quality, may be for periods in excess of one year, and/or are more complex instruments which require greater consideration by members and officers before being authorised for use.

5. **Lending limits**, (amounts and maturity), for each counterparty will be set through applying the matrix table in paragraph 4.2.
6. **Transaction limits** are set for each type of investment in 4.2.
7. This Council will set a limit for the amount of its investments which are invested for **longer than 365 days**, (see paragraph 4.4).
8. Investments will only be placed with counterparties from countries with a specified minimum **sovereign rating**, (see paragraph 4.3).
9. This Council has engaged **external consultants**, (see paragraph 1.5), to provide expert advice on how to optimise an appropriate balance of security, liquidity and yield, given the risk appetite of this Council in the context of the expected level of cash balances and need for liquidity throughout the year.
10. All investments will be denominated in **sterling**.
11. As a result of the change in accounting standards for 2022/23 under IFRS 9, the Council will consider the implications of investment instruments which could result in an adverse movement in the value of the amount invested and resultant charges at the end of the year to the General Fund. (In November 2018, the MHCLG, concluded a consultation for a temporary override to allow English local authorities time to adjust their portfolio of all pooled investments by announcing a statutory override to delay implementation of IFRS 9 for five years ending 31.3.23. At the current juncture it has not been determined whether a further extension to the over-ride will be agreed by Government.

However, the Council will also pursue **value for money** in treasury management and will monitor the yield from investment income against appropriate benchmarks for investment performance, (see paragraph 4.5). Regular monitoring of investment performance will be carried out during the year.

Changes in risk management policy from last year.

The above criteria are unchanged from last year

4.2 Creditworthiness policy

The Council applies the creditworthiness service provided by the Link Group. This service employs a sophisticated modelling approach utilising credit ratings from the three main credit rating agencies - Fitch, Moody's and Standard & Poor's. The credit ratings of counterparties are supplemented with the following overlays: -

1. "watches" and "outlooks" from credit rating agencies;
2. CDS spreads that may give early warning of changes in credit ratings;
3. sovereign ratings to select counterparties from only the most creditworthy countries.

This modelling approach combines credit ratings, and any assigned Watches and Outlooks, in a weighted scoring system which is then combined with an overlay of CDS spreads. The end-product of this is a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are used by the Authority to determine the suggested duration for investments. The Authority will, therefore, use counterparties within the following durational bands.

- Yellow 5 years *
- Dark pink 5 years for Ultra-Short Dated Bond Funds with a credit score of 1.25
- Light pink 5 years for Ultra-Short Dated Bond Funds with a credit score of 1.5
- Purple 2 years
- Blue 1 year (only applies to nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months
- Green 100 days
- No colour not to be used

The Link creditworthiness service uses a wider array of information other than just primary ratings. Furthermore, by using a risk weighted scoring system, it does not give undue preponderance to just one agency's ratings.

Typically, the minimum credit ratings criteria the Authority uses will be a short-term rating (Fitch or equivalents) of F1 and a long-term rating of A-. There may be occasions when the counterparty ratings from one rating agency are marginally lower than these ratings but may still be used. In these instances, consideration will be given to the whole range of ratings available, or other topical market information, to support their use.

All credit ratings will be monitored daily. The Authority is alerted to changes to ratings of all three agencies through its use of the Link creditworthiness service.

- if a downgrade results in the counterparty / investment scheme no longer meeting the Authority's minimum criteria, its further use as a new investment will be withdrawn immediately.
- in addition to the use of credit ratings the Authority will be advised of information in movements in Credit Default Swap spreads against the iTraxx European Senior Financials benchmark and other market data on a daily basis via its Passport website, provided exclusively to it by Link. Extreme market movements may result in downgrade of an institution or removal from the Authority's lending list.

Sole reliance will not be placed on the use of this external service. In addition, the Council will also use market data and market information, as well as information on any external support for banks to help support its decision-making process.

Y	Pi1	Pi2	P	B	O	R	G	N/C
1	1.25	1.5	2	3	4	5	6	7
Up to 5yrs	Up to 5yrs	Up to 5yrs	Up to 2yrs	Up to 1yr	Up to 1yr	Up to 6mths	Up to 100days	No Colour

	Colour (and long term rating where applicable)	Money and/or % Limit	Time Limit
Banks *	yellow	£10m	5yrs
Banks	purple	£10m	2 yrs
Banks	orange	£10m	1 yr

Banks – part nationalised	blue	£10m	1 yr
Banks	red	£10m	6 mths
Banks	green	£10m	100 days
Banks	No colour	Not to be used	
Limit 3 category – Council’s banker (where “No Colour”)	Barclays Bank	100 %	1 day
Other institutions limit	A-	£10m	6 months
DMADF	UK sovereign rating	unlimited	6 months
Local authorities	n/a	100%	1yrs
	Fund rating	Money and/or % Limit	Time Limit
Money Market Funds CNAV	AAA	£10m	liquid
Money Market Funds LVNAV	AAA	£10m	liquid
Money Market Funds VNAV	AAA	£10m	liquid
Ultra-Short Dated Bond Funds with a credit score of 1.25	Dark pink / AAA	£10m	liquid
Ultra-Short Dated Bond Funds with a credit score of 1.50	Light pink / AAA	£10m	liquid

Creditworthiness.

Significant levels of downgrades to Short and Long-Term credit ratings have not materialised since the crisis in March 2020. In the main, where they did change, any alterations were limited to Outlooks. Nonetheless, when setting minimum sovereign debt ratings, the Council will not set a minimum rating for the UK.

CDS prices

Although bank CDS prices, (these are market indicators of credit risk), spiked upwards during the days of the Truss/Kwarteng government in the autumn of 2022, they have returned to more average levels since then. However, sentiment can easily shift, so it will remain important to undertake continual monitoring of all aspects of risk and return in the current circumstances. Link monitor CDS prices as part of their creditworthiness service to local authorities and the Authority has access to this information via its Link-provided Passport portal.

4.3 Limits

County limits

The Council has determined that it will only use approved counterparties from countries with a minimum sovereign credit rating of AA- from Fitch or equivalent. The list of countries that qualify using this credit criteria as at the date of this report are shown in Appendix 6.4. This list will be added to, or deducted from, by officers should ratings change in accordance with this policy.

4.4 Investment strategy

In-house funds. Investments will be made with reference to the core balance and cash flow requirements and the outlook for short-term interest rates (i.e., rates for investments up to 12 months). Greater returns are usually obtainable by investing for longer periods. The current shape of the yield curve suggests that is the case at present, but there is the prospect of Bank Rate having peaked in the second half of 2023 and possibly reducing as early as the second half of 2024 so an agile investment strategy would be appropriate to optimise returns.

Accordingly, while most cash balances are required in order to manage the ups and downs of cash flow where cash sums can be identified that could be invested for longer periods, the value to be obtained from longer-term investments will be carefully assessed.

Investment returns expectations.

The current forecast shown in paragraph 3.3, includes a forecast for Bank Rate to have peaked at 5.25%.

The suggested budgeted investment earnings rates for returns on investments placed for periods up to about three months during each financial year are as follows: -

Average earnings in each year	
2023/24 (residual)	5.25%
2024/25	4.55%
2025/26	3.10%
2026/27	3.00%
2027/28	3.25%
Years 6 to 10	3.25%
Years 10+	3.25%

As there are so many variables at this time, caution must be exercised in respect of all interest rate forecasts.

As there are so many variables at this time, caution must be exercised in respect of all interest rate forecasts.

Investment treasury indicator and limit - total principal funds invested for greater than 365 days. These limits are set with regard to the Council's liquidity requirements and to reduce the need for early sale of an investment, and are based on the availability of funds after each year-end.

The Council is asked to approve the following treasury indicator and limit:

Upper limit for principal sums invested for longer than 365 days			
£m	2024/25	2025/26	2026/27
Principal sums invested over 365 days	£30m	£30m	£30m

4.5 Investment risk benchmarking

These benchmarks are simple guides to maximum risk, so they may be breached from time to time, depending on movements in interest rates and counterparty criteria. The purpose of the benchmark is that officers will monitor the current and trend position and amend the operational strategy to manage risk as conditions change. Any breach of the benchmarks will be reported, with supporting reasons in the mid-year or Annual Report.

Security - The Council's maximum security risk benchmark for the current portfolio, when compared to these historic default tables, is:

1. 5% historic risk of default when compared to the whole portfolio.

Liquidity – in respect of this area the Council seeks to maintain:

1. Bank overdraft - £0m
2. Liquid short term deposits of at least £5m available with a week's notice.
3. Weighted average life benchmark is expected to be 25 years, with a maximum of 40 years.

Yield - local measures of yield benchmarks are:

4. Investments – internal returns above the 7 day SONIA rate
5. Investments – external fund managers - returns 110% above 7 day compounded SONIA.

And in addition that the security benchmark for each individual year is:

	1 year	2 years	3 years	4 years	5 years
Maximum	5%	5%	5%	5%	5%

Note: This benchmark is an average risk of default measure, and would not constitute an expectation of loss against a particular investment.

4.6 End of year investment report

At the end of the financial year, the Council will report on its investment activity as part of its Annual Treasury Report.

5.1 THE CAPITAL PRUDENTIAL AND TREASURY INDICATORS 2024/25 – 2026/27

The Council's capital expenditure plans are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

5.1.1 Capital expenditure

Capital expenditure £m	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Policy & Resources	0.810	1.179	4.550	4.800	1.175
Place	26.365	42.216	23.200	25.200	1.400
Communities	2.685	1.654	6.972	1.557	1.557
Tech and Corp	0.258	0.758	0.050	0.050	0.050
Culture & Trading	0.000	0.087	1.500	2.000	2.000
Total	30.118	45.894	36.272	33.607	6.182

5.1.2 Affordability prudential indicators

The previous sections cover the overall capital and control of borrowing prudential indicators, but within this framework prudential indicators are required to assess the affordability of the capital investment plans. These provide an indication of the impact of the capital investment plans on the Council's overall finances. The Council is asked to approve the following indicators:

1. Ratio of financing costs to net revenue stream

This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

%	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
	23.44%	21.06%	21.19%	19.88%	19.95%

The estimates of financing costs include current commitments and the proposals in this budget report.

The current figures are largely the result of the Kings Walk and St Oswalds investments. Rental payments received from retailers within Kings Walk and St Oswalds will cover these financing costs.

5.1.3 Maturity structure of borrowing

Maturity structure of borrowing. These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing, and are required for upper and lower limits.

The Council is asked to approve the following treasury indicators and limits:

Maturity structure of fixed and variable interest rate borrowing 2024/25		
	Lower	Upper
Under 12 months	0%	100%
12 months to 2 years	0%	100%
2 years to 5 years	0%	100%
5 years to 10 years	0%	100%
10 years and above	0%	100%

5.1.4. Control of interest rate exposure

Please see paragraphs 3.3, 3.4 and 4.4.

6 APPENDICES

1. Interest rate forecasts
2. Economic background
3. Treasury management practice 1 – credit and counterparty risk management (option 1)
4. Approved countries for investments
5. Treasury management scheme of delegation
6. The treasury management role of the section 151 officer

6.1 INTEREST RATE FORECASTS 2022 – 2025

Link Group Interest Rate View	07.11.23												
	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26
BANK RATE	5.25	5.25	5.25	5.00	4.50	4.00	3.50	3.25	3.00	3.00	3.00	3.00	3.00
3 month ave earnings	5.30	5.30	5.30	5.00	4.50	4.00	3.50	3.30	3.00	3.00	3.00	3.00	3.00
6 month ave earnings	5.60	5.50	5.40	5.10	4.60	4.10	3.60	3.40	3.10	3.10	3.10	3.10	3.10
12 month ave earnings	5.80	5.70	5.50	5.20	4.70	4.20	3.70	3.50	3.30	3.30	3.30	3.30	3.30
5 yr PWLB	5.00	4.90	4.80	4.70	4.40	4.20	4.00	3.80	3.70	3.60	3.50	3.50	3.50
10 yr PWLB	5.10	5.00	4.80	4.70	4.40	4.20	4.00	3.80	3.70	3.70	3.60	3.60	3.50
25 yr PWLB	5.50	5.30	5.10	4.90	4.70	4.50	4.30	4.20	4.10	4.10	4.00	4.00	4.00
50 yr PWLB	5.30	5.10	4.90	4.70	4.50	4.30	4.10	4.00	3.90	3.90	3.80	3.80	3.80

PWLB forecasts are based on PWLB certainty rates.

6.2 ECONOMIC BACKGROUND

- The third quarter of 2023/24 saw:
 - A 0.3% m/m decline in real GDP in October, potentially partly due to unseasonably wet weather, but also due to the ongoing drag from higher interest rates. Growth for the second quarter, ending 30th September, was revised downwards to -0.1% and growth on an annual basis was also revised downwards, to 0.3%;
 - A sharp fall in wage growth, with the headline 3myy rate declining from 8.0% in September to 7.2% in October, although the ONS “experimental” rate of unemployment has remained low at 4.2%;
 - CPI inflation continuing on its downward trajectory, from 8.7% in April to 4.6% in October, then again to 3.9% in November;
 - Core CPI inflation decreasing from April and May’s 31 years’ high of 7.1% to 5.1% in November, the lowest rate since January 2022;
 - The Bank of England holding Bank Rate at 5.25% in November and December;
 - A steady fall in 10-year gilt yields as investors revised their interest rate expectations lower.
- The revision of GDP data in Q2 to a 0.1% q/q fall may mean the mildest of mild recessions has begun. Indeed, real GDP in October fell 0.3% m/m which does suggest that the economy may stagnate again in Q3. The weakness in October may partly be due to the unseasonably wet weather. That said, as the weakness was broad based it may also be the case that the ongoing drag from higher interest rates is more than offsetting any boost from the rise in real wages.

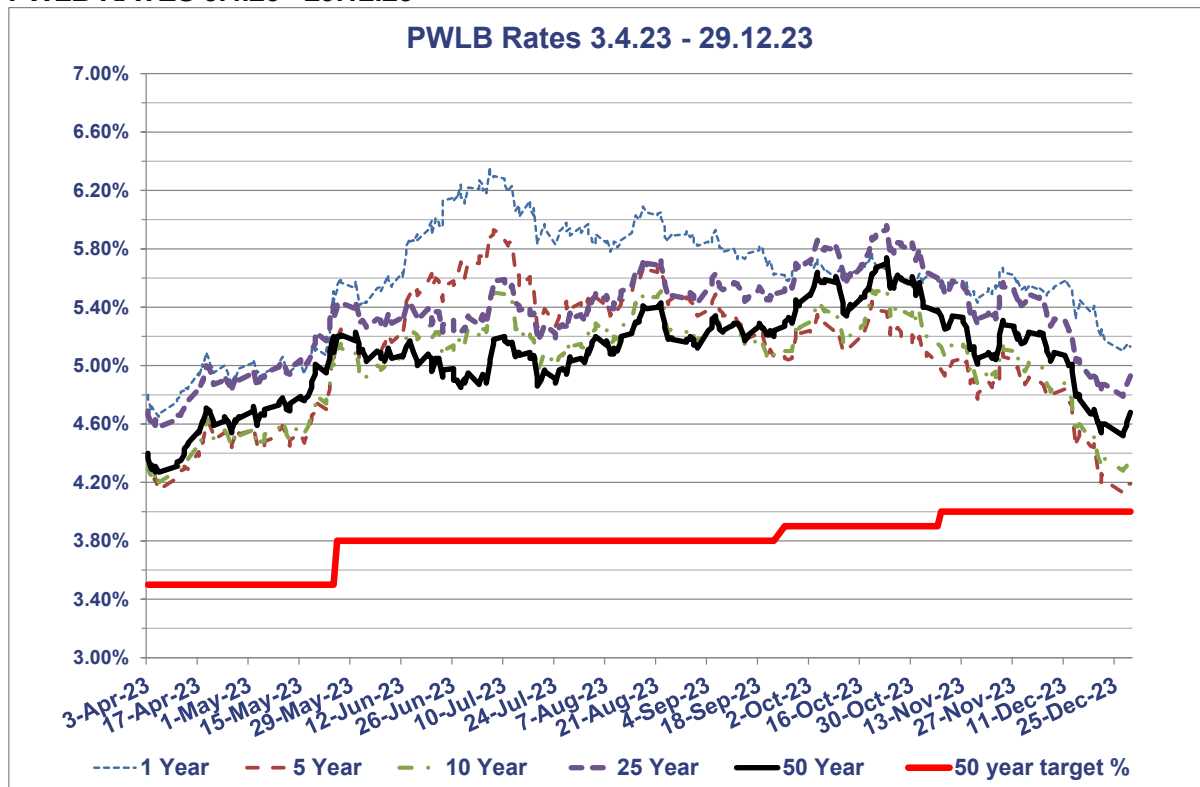
- However, the rise in the flash composite activity Purchasing Managers Index, from 50.7 in November to 51.7 in December, did increase the chances of the economy avoiding a contraction in Q3. The improvement was entirely driven by the increase in the services activity balance from 50.9 to 52.7. (Scores above 50 point to expansion in the economy, although only tepid in this instance.) The press release noted that this was primarily driven by a revival in consumer demand in the technological and financial services sectors. This chimes with the further improvement in the GfK measure of consumer confidence in December, from -24 to -22. The services PMI is now consistent with non-retail services output growing by 0.5% q/q in Q3, but this is in stark contrast to the manufacturing sector where the output balance slumped from 49.2 to 45.9 and, at face value, the output balance is consistent with a 1.5% q/q fall in manufacturing output in Q3.
- The 0.3% m/m fall in retail sales volumes in October means that after contracting by 1.0% q/q (which was downwardly revised from -0.8% q/q) in Q2, retail activity remained weak at the start of Q3. That suggests higher interest rates are taking a bigger toll on real consumer spending.
- Higher interest rates have filtered through the financial channels and weakened the housing market but, overall, it remains surprisingly resilient with the Halifax house price index recently pointing to a 1.7% year on year increase whilst Nationwide's December data pointed to a -1.8% year on year decrease. However, the full weakness in real consumer spending and real business investment has yet to come as currently it is estimated that around two thirds to a half of the impact of higher interest rates on household interest payments has yet to be felt.
- Overall, we expect real GDP growth to remain subdued throughout 2024 as the drag from higher interest rates is protracted but a fading of the cost-of-living crisis and interest rate cuts in the second half of 2024 will support a recovery in GDP growth in 2025.
- The labour market remains tight by historical standards, but the sharp fall in wage growth seen in October will reinforce the growing belief in markets that interest rates will be cut mid-2024. Wage growth eased in October much faster than the consensus expected. Total earnings fell by 1.6% m/m, which meant the headline 3myy rate eased from 8.0% in September to 7.2% in October. This news will be welcomed by the Bank of England. Indeed, the timelier three-month annualised rate of average earnings growth fell from +2.4% to -1.2%. Excluding bonuses, it fell from 5.3% to 2.0%. Furthermore, one of the Bank's key barometers of inflation persistence, regular private sector pay growth, dropped from 7.9% 3myy to 7.3%, which leaves it comfortably on track to fall to 7.2% by December, as predicted by the Bank in November.
- The fall in wage growth occurred despite labour demand being stronger in October than expected. The three-month change in employment eased only a touch from +52,000 in September to +50,000 in October. But resilient labour demand was offset by a further 63,000 rise in the supply of workers in the three months to October. That meant labour supply exceeded its pre-pandemic level for the first time, and the unemployment rate remained at 4.2% in October. In the three months to November, the number of job vacancies fell for the 17th month in a row, from around 959,000 in October to around 949,000. That has reduced the vacancy to unemployment ratio as demand for labour eases relative to supply, which may support a further easing in wage growth in the coming months.
- CPI inflation fell from 6.7% in September to 4.6% in October, and then again to 3.9% in November. Both these falls were bigger than expected and there are clear signs of easing

in domestic inflationary pressures. The fall in core CPI inflation from 5.7% to 5.1% in November was bigger than expected (consensus forecast 5.6%). That's the lowest rate since January 2022. Some of the decline in core inflation was due to the global influence of core goods inflation, which slowed from 4.3% to 3.3%. But some of it was due to services inflation falling from 6.6% to 6.3%. The Bank views the latter as a key barometer of the persistence of inflation and it came in further below the Bank's forecast of 6.9% in its November Monetary Policy Report. This will give the Bank more confidence that services inflation is now on a firmly downward path.

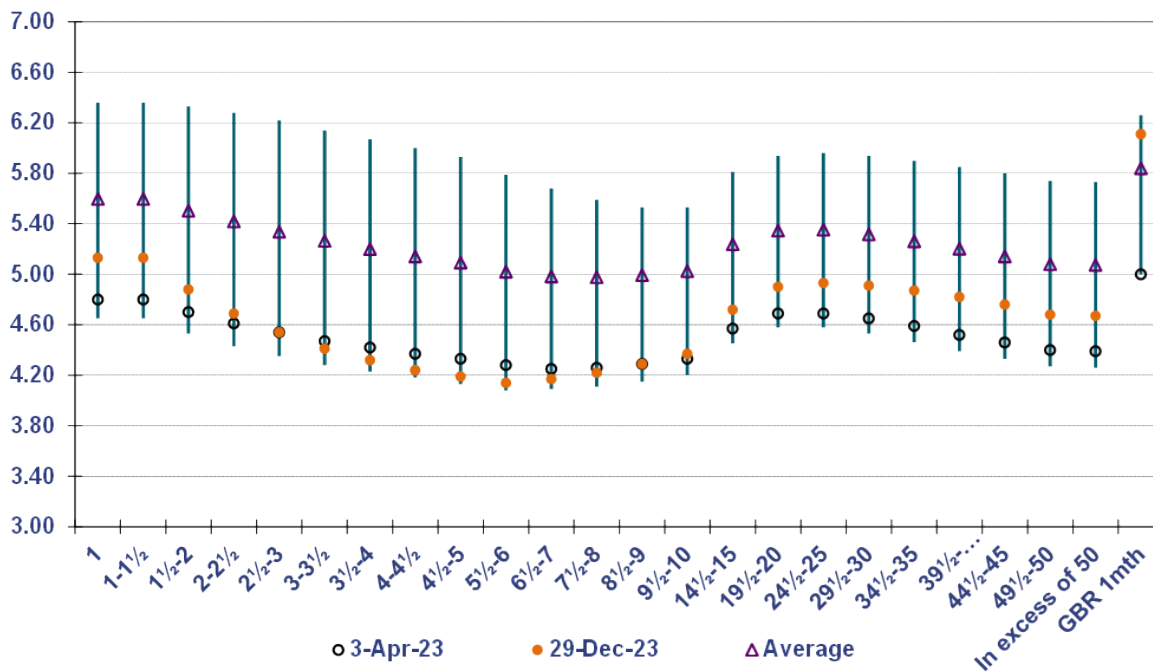
- The Bank of England sprung no surprises with its December monetary policy committee (MPC) meeting, leaving interest rates at 5.25% for the third time in a row and pushing back against the prospect of near-term interest rate cuts. The Bank continued to sound hawkish, with the MPC maintaining its tightening bias saying that “further tightening in monetary policy would be required if there were evidence of more persistent inflationary pressures”. And it stuck to the familiar script, saying that policy will be “sufficiently restrictive for sufficiently long” and that “monetary policy is likely to need to be restrictive for an extended period of time”. In other words, the message is that the MPC is not yet willing to endorse investors' expectations that rates will be cut as soon as May 2024.
- Looking ahead, our colleagues at Capital Economics forecast that the recent downward trends in CPI and core inflation will stall over the next few months before starting to decline more decisively again in February. That explains why we think the Bank of England won't feel comfortable cutting interest rates until H2 2024.
- The fall in UK market interest rate expectations in December has driven most of the decline in 10-year gilt yields, which have fallen in line with 10-year US Treasury and euro-zone yields. 10-year gilt yields have fallen from 4.68% in October 2023 to around 3.70% in early January, with further declines likely if the falling inflation story is maintained.
- Investors' growing expectations that the Fed will cut interest rates soon has led to an improvement in risk sentiment, which has boosted the pound and other risky assets. In addition, the rise in the pound, from \$1.21 in November to \$1.27 now, has also been supported by the recent relative decline in UK wholesale gas prices.
- The further fall in 10-year real gilt yields in December has supported the recent rise in the FTSE 100. That said, the index remains 5% below its record high in February 2023. This modest rise in equities appears to have been mostly driven by strong performances in the industrials and rate-sensitive technology sectors. But UK equities have continued to underperform US and euro-zone equities. The FTSE 100 has risen by 2.2% in December, while the S&P 500 has risen by 3.8%. This is partly due to lower energy prices, which have been a relatively bigger drag on the FTSE 100, due to the index's high concentration of energy companies.

In the chart below, the rise in gilt yields across the curve in the first half of 2023/24, and therein PWLB rates, is clear to see, prior to the end of year rally based on a mix of supportive domestic and international factors.

PWLB RATES 3.4.23 - 29.12.23



PWLB Certainty Rate Variations 3.4.23 to 29.12.23



HIGH/LOW/AVERAGE PWLB RATES FOR 3.4.23 – 29.12.23

	1 Year	5 Year	10 Year	25 Year	50 Year
Low	4.65%	4.13%	4.20%	4.58%	4.27%
Date	06/04/2023	27/12/2023	06/04/2023	06/04/2023	05/04/2023
High	6.36%	5.93%	5.53%	5.96%	5.74%
Date	06/07/2023	07/07/2023	23/10/2023	23/10/2023	23/10/2023
Average	5.60%	5.09%	5.03%	5.35%	5.08%
Spread	1.71%	1.80%	1.33%	1.38%	1.47%

MPC meetings 2nd November and 14th December 2023

- On 2nd November, the Bank of England’s Monetary Policy Committee (MPC) voted to keep Bank Rate on hold at 5.25%, and on 14th December reiterated that view. Both increases reflected a split vote, the latter by 6 votes to 3, with the minority grouping voting for an increase of 0.25% as concerns about “sticky” inflation remained in place.
- Nonetheless, with UK CPI inflation now at 3.9%, and core inflating beginning to moderate (5.1%), markets are voicing a view that rate cuts should begin in Q1 2024/25, some way ahead of the indications from MPC members. Of course, the data will be the ultimate determinant, so upcoming publications of employment, wages and inflation numbers will be of particular importance, and on-going volatility in Bank Rate expectations and the gilt yield curve can be expected.
- In addition, what happens outside of the UK is also critical to movement in gilt yields. The US FOMC has kept short-term rates in the range of 5.25%-5.50%, whilst the ECB has moved its Deposit rate to a probable peak of 4%. Markets currently expect both central banks to start cutting rates in 2024.

6.3 TREASURY MANAGEMENT PRACTICE (TMP1) – CREDIT AND COUNTERPARTY RISK MANAGEMENT OPTION 1

SPECIFIED INVESTMENTS: All such investments will be sterling denominated, with **maturities up to maximum of 1 year**, meeting the minimum 'high' quality criteria where applicable.

NON-SPECIFIED INVESTMENTS: These are any investments which do not meet the specified investment criteria. A maximum of 100% will be held in aggregate in non-specified investment

A variety of investment instruments will be used, subject to the credit quality of the institution, and depending on the type of investment made it will fall into one of the above categories.

The criteria, time limits and monetary limits applying to institutions or investment vehicles are:

	Minimum credit criteria / colour band	** Max % of total investments/ £ limit per institution	Max. maturity period
DMADF – UK Government	N/A	100%	6 months
UK Government gilts	UK sovereign rating	50%	12 months
UK Government Treasury bills	UK sovereign rating	50%	12 months
Bonds issued by multilateral development banks	AAA (or state your criteria if different)	50%	6 months
Money Market Funds (CNAV, LNAV and VNAV)	AAA	100%	Liquid
Ultra-Short Dated Bond Funds with a credit score of 1.25	AAA	100%	Liquid
Ultra-Short Dated Bond Funds with a credit score of 1.5	AAA	100%	Liquid
Local authorities	N/A	100%	12 months
Gloucestershire Airport	N/A	£7.25m	
Marketing Gloucester	N/A	£0.24m	
Rokeby Merchant	N/A	£0.6m	
Ladybellegate Estates	N/A	£1.8m	

Gloucestershire Wildlife Trust	N/A	£0.55m	
Term deposits with banks and building societies	Blue Orange Red Green No Colour	£10m £10m £10m £10m £0	12 months 12 months 6 months 100 days Not for use
CDs or corporate bonds with banks and building societies	Blue Orange Red Green No Colour	£1m £1m £1m £1m £0	12 months 12 months 6 months 100 days Not for use
Gilt funds	UK sovereign rating	Nil	
CCLA Property/DIF Funds		£15m	10 years

Accounting treatment of investments. The accounting treatment may differ from the underlying cash transactions arising from investment decisions made by this Council. To ensure that the Council is protected from any adverse revenue impact, which may arise from these differences, we will review the accounting implications of new transactions before they are undertaken.

6.4 APPROVED COUNTRIES FOR INVESTMENTS

This list is based on those countries which have sovereign ratings of AA- or higher, (we show the lowest rating from Fitch, Moody's and S&P) and also, (except - at the time of writing - for Hong Kong and Luxembourg), have banks operating in sterling markets which have credit ratings of green or above in the Link creditworthiness service.

Based on lowest available rating

AAA

1. Australia
2. Denmark
3. Germany
4. Netherlands
5. Norway
6. Singapore
7. Sweden
8. Switzerland

AA+

9. Canada
10. Finland
11. U.S.A.

AA

12. Abu Dhabi (UAE)

AA-

13. Belgium

14. France

15. Qatar

16. U.K.

6.5 TREASURY MANAGEMENT SCHEME OF DELEGATION

(i) Council

- receiving and reviewing reports on treasury management policies, practices and activities;
- approval of annual strategy.

(ii) Audit and Governance Committee

- approval of/amendments to the organisation's adopted clauses, treasury management policy statement and treasury management practices;
- budget consideration and approval;
- approval of the division of responsibilities;
- receiving and reviewing regular monitoring reports and acting on recommendations;
- approving the selection of external service providers and agreeing terms of appointment.

(iii) Body/person(s) with responsibility for scrutiny

- reviewing the treasury management policy and procedures and making recommendations to the responsible body.

6.6 THE TREASURY MANAGEMENT ROLE OF THE SECTION 151 OFFICER

The S151 (responsible) officer

- recommending clauses, treasury management policy/practices for approval, reviewing the same regularly, and monitoring compliance;
- submitting regular treasury management policy reports;
- submitting budgets and budget variations;
- receiving and reviewing management information reports;
- reviewing the performance of the treasury management function;
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function;
- ensuring the adequacy of internal audit, and liaising with external audit;
- recommending the appointment of external service providers.
- preparation of a capital strategy to include capital expenditure, capital financing, non-financial investments and treasury management, with a long term timeframe ensuring that

the capital strategy is prudent, sustainable, affordable and prudent in the long term and provides value for money

- ensuring that due diligence has been carried out on all treasury and non-financial investments and is in accordance with the risk appetite of the authority
- ensure that the authority has appropriate legal powers to undertake expenditure on non-financial assets and their financing
- ensuring the proportionality of all investments so that the authority does not undertake a level of investing which exposes the authority to an excessive level of risk compared to its financial resources
- ensuring that an adequate governance process is in place for the approval, monitoring and ongoing risk management of all non-financial investments and long term liabilities
- provision to members of a schedule of all non-treasury investments including material investments in subsidiaries, joint ventures, loans and financial guarantees
- ensuring that members are adequately informed and understand the risk exposures taken on by an authority
- ensuring that the authority has adequate expertise, either in house or externally provided, to carry out the above
- creation of Treasury Management Practices which specifically deal with how non treasury investments will be carried out and managed, to include the following
 - *Risk management (TMP1 and schedules), including investment and risk management criteria for any material non-treasury investment portfolios;*
 - *Performance measurement and management (TMP2 and schedules), including methodology and criteria for assessing the performance and success of non-treasury investments;*
 - *Decision making, governance and organisation (TMP5 and schedules), including a statement of the governance requirements for decision making in relation to non-treasury investments; and arrangements to ensure that appropriate professional due diligence is carried out to support decision making;*
 - *Reporting and management information (TMP6 and schedules), including where and how often monitoring reports are taken;*
 - *Training and qualifications (TMP10 and schedules), including how the relevant knowledge and skills in relation to non-treasury investments will be arranged.*



Report to:	Cabinet	Date:	6 March 2024
Subject:	Business Rates – Retail, Hospitality and Leisure Relief Scheme 2024-25		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Karen Haile, Revenues & Benefits Service Delivery Manager		
	Email: karen.haile@gloucester.gov.uk	Tel:	01452 396476
Appendices:	Appendix A – Retail, Hospitality and Leisure Business Rates Relief Scheme 2024-25		
	Appendix B – Business Rates Relief: 2024-25 Retail, Hospitality and Leisure Scheme government guidance		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 The Government announced in the Autumn 2023 statement it will extend the business rates relief scheme for retail, hospitality, and leisure properties into 2024/25.

This report proposes a retail, hospitality, and leisure business rates relief scheme, in line with guidance published by the government setting out the eligibility criteria for the scheme.

2.0 Recommendations

CABINET is asked to **RESOLVE**;

- that the Retail, Hospitality and Leisure Business Rates Relief Scheme 2024-25 (Appendix A) be the approved scheme for Gloucester City for 2024-25

3.0 Background and Key Issues

3.1 In the Autumn 2023 statement the Chancellor announced the extension of the business rates relief scheme for retail, hospitality, and leisure properties. Local

authorities are expected to use their discretionary relief powers under Section 47 of the Local Government Finance Act 1988 (as amended) to grant relief. It is for each individual billing authority to adopt a local scheme and to grant retail, hospitality and leisure relief having regard to government guidance. The relief will support the businesses that make our high streets and town centres a success and to help them evolve and adapt to changing consumer demands. For the 2024/25 year:

- The business rate relief scheme will award 75% relief to eligible occupied retail, hospitality, and leisure properties, up to a cash cap limit of £110,000 per business.
- Businesses may choose to opt out of support by providing billing authorities with notification of their request to refuse support, per eligible hereditament.

3.2 The Government is not changing the legislation around reliefs available to properties – this measure is temporary for 2024-25 only.

3.3 Cabinet is being asked to approve a local scheme for business rates retail, hospitality and leisure relief as detailed in appendix A.

3.4 The Government will reimburse the Council for business rates retail, hospitality and leisure reliefs granted under the local scheme for each property awarded the discount in 2024-25. Mandatory reliefs will be applied first.

4.0 PROGRESS

4.1 The Retail, Hospitality and Leisure Business Rates Relief Scheme proposes discounts of 75% for qualifying occupied retail, hospitality, and leisure properties.

4.2 Some businesses will already have their business rates bill reduced. Retail, Hospitality and Leisure reliefs will be applied after mandatory reliefs and Section 31 funded discretionary reliefs have been applied

4.3 The full eligibility criteria and arrangements for administering the scheme are detailed in appendix A.

4.4 Gloucester City Council's Revenues Service will administer the retail discount. The government expects billing authorities to apply and grant relief to qualifying ratepayers from the start of the 2024/25 billing year. Therefore, the annual billing process will see qualifying ratepayers on 31 March 2024 automatically awarded relief for the 2024/25 tax year subject to the cash cap and Subsidy Control. Ratepayers will be asked to self-assess and inform the council if there is doubt over eligibility and/or their cash cap limit.

4.5 Should there be any dispute over eligibility then an appeal can be made, and considered by the Section 151 Officer

5.0 Reasons for Recommendations

5.1 The 2024-25 Retail, Hospitality and Leisure Business Rates Relief scheme is part of the Governments wider support for businesses.

6.0 Future Work and Conclusions

6.1 The impact of these changes will be monitored

7.0 Financial Implications

7.1 The full cost of granting Retail, Hospitality and Leisure Business Rates relief will be met by Central Government and will be reclaimed by the local authority via the usual standard process.

(Financial Services were consulted in the preparation of this report)

8.0 Legal Implications

8.1 As mentioned in the body of the report, the Chancellor announced the extension of the business rates relief scheme for retail, hospitality, and leisure properties. Eligible ratepayers will receive 75% relief on their business rates bills for the year 2024/ 25 up to a maximum cap of £110,000.

8.2 The power to apply the relief was delegated to local authorities (billing authorities) for them to determine the relief policy. This will be administered under [Section 47 of the Local Government Finance Act 1988](#) (as amended by the Localism Act 2011).

8.3 Providing the billing authority's scheme is compliant with the Governments eligibility criteria, it will be compensated for any loss of income it incurs by means of grant payments under [section 31 of the Local Government Act 2003](#).

8.3 The Retail, Hospitality and Leisure Business Rates scheme is likely to amount to a subsidy under the provisions of the Subsidy Control Act 2022. The policy therefore contains provisions to ensure that the total amount of relief to ratepayers does not exceed the Minimal Financial Assistance limits set out in the Act.

(One Legal were consulted in the preparation of this report)

9.0 Risk & Opportunity Management Implications

9.1 There are no risks associated as the scheme has full backing and funding from Central Government.

There are potentially positive impacts from the introduction of the scheme. Eligible local businesses such as shops, restaurants, cafes, cinemas, live music venues, drinking establishments, leisure and hospitality businesses will see their business rates bills reduced by 75%, up to a cash cap limit of £110,000 per business.

10.0 People Impact Assessment (PIA):

10.1 None

11.0 Other Corporate Implications

11.1 Not applicable.

Sustainability

11.2 Not applicable

Staffing & Trade Union

11.3 Not applicable

Background Documents:

[Local Government Finance Act 1988 \(S47\)](#)

[Local Government Act 2003 \(S31\)](#)

Gloucester City Council

Retail, Hospitality and Leisure Business Rates Relief Scheme 2024-25

Background

Since 2019/20 the government has provided various Business Rates Retail Discount schemes for retail properties. In more recent years the scheme expanded to include the leisure and hospitality sectors.

At the Autumn Statement on 22 November 2023, the Chancellor announced the extension of the business rates relief scheme for retail, hospitality, and leisure properties. The relief is to support the businesses that make our high streets and town centres a success and help them to evolve and adapt to changing consumer demands.

The 2024/25 Retail, Hospitality and Leisure Business Rates Relief scheme will provide eligible, occupied, retail, hospitality, and leisure properties with 75% relief, up to a cash cap limit of £110,000 per business.

Gloucester City Council will be administering the scheme in accordance with Government guidelines – a full copy of which can be found at:

[Business Rates Relief: 2024/25 Retail, Hospitality and Leisure Scheme - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/business-rates-relief-2024-25-retail-hospitality-and-leisure-scheme)

Legal Provision

Section 47 of the Local Government Finance Act 1988 (as amended by the Localism Act 2011) gives discretionary powers to Local Authorities to grant relief to reduce business rates bills. The cost of relief to the Local Authority can be recovered from the Government by way of grant under section 31 of the Local Government Act 2003.

To access the funding, the Local Authority is required to establish a discretionary scheme for administering the relief under Section 47.

Eligibility Criteria

Eligible hereditaments which benefit from the relief will be those which for a chargeable day in 2024/25:

a. meet the eligibility criteria as outlined below,

and

b. the ratepayer for that chargeable day has not refused the relief for the eligible hereditament. The ratepayer may refuse the relief for each eligible hereditament anytime up to 30 April 2025. Hereditaments where the ratepayer has refused the relief are considered ineligible for the relief and the ratepayer cannot subsequently withdraw their refusal for either all, or part of, the financial year.

For the avoidance of doubt billing authorities may not grant the discount to themselves or certain precepting authorities, such as parish councils or county councils.

Eligible Criteria:

Hereditaments that meet the eligibility for Retail, Hospitality and Leisure scheme will be occupied hereditaments which meet all the following conditions for the chargeable day:

they are wholly or mainly being used:

- as shops, restaurants, cafes, drinking establishments, cinemas and live music venues,
- for assembly and leisure; or
- as hotels, guest & boarding premises and self-catering accommodation,

We consider shops, restaurants, cafes, drinking establishments, cinemas and live music venues to mean:

Hereditaments that are being used for the sale of goods to visiting members of the public:

- Shops (such as: florists, bakers, butchers, grocers, greengrocers, jewelers, stationers, off licenses, chemists, newsagents, hardware stores, supermarkets, etc)
- Charity shops
- Opticians
- Post offices
- Furnishing shops/ display rooms (such as: carpet shops, double glazing, garage doors)
- Car/caravan show rooms
- Second-hand car lots
- Markets
- Petrol stations
- Garden centres
- Art galleries (where art is for sale/hire)

Hereditaments that are being used for the provision of the following services to visiting members of the public:

- Hair and beauty services (such as: hairdressers, nail bars, beauty salons, tanning shops, etc)
- Shoe repairs/key cutting
- Travel agents

- Ticket offices e.g. for theatre
- Dry cleaners
- Launderettes
- PC/TV/domestic appliance repair
- Funeral directors
- Photo processing
- Tool hire
- Car hire

Hereditaments that are being used for the sale of food and/or drink to visiting members of the public:

- Restaurants
- Takeaways
- Sandwich shops
- Coffee shops
- Pubs
- Bars

Hereditaments which are being used as cinemas

Hereditaments that are being used as live music venues:

- Live music venues are hereditaments wholly or mainly used for the performance of live music for the purpose of entertaining an audience. Hereditaments cannot be considered a live music venue for the purpose of business rates relief where a venue is wholly or mainly used as a nightclub or a theatre, for the purposes of the Town and Country Planning (Use Classes) Order 1987 (as amended).
- Hereditaments can be a live music venue even if used for other activities, but only if those other activities (i) are merely ancillary or incidental to the performance of live music (e.g. the sale/supply of alcohol to audience members) or (ii) do not affect the fact that the primary activity for the premises is the performance of live music (e.g. because those other activities are insufficiently regular or frequent, such as a polling station or a fortnightly community event).

We consider assembly and leisure to mean:

Hereditaments that are being used for the provision of sport, leisure and facilities to visiting members of the public (including for the viewing of such activities).

- Sports grounds and clubs
- Museums and art galleries
- Nightclubs
- Sport and leisure facilities
- Stately homes and historic houses
- Theatres
- Tourist attractions
- Gyms
- Wellness centres, spas, massage parlours
- Casinos, gambling clubs and bingo halls

Hereditaments that are being used for the assembly of visiting members of the public.

- Public halls
- Clubhouses, clubs and institutions

We consider hotels, guest & boarding premises and self-catering accommodation to mean:

Hereditaments where the non-domestic part is being used for the provision of living accommodation as a business:

- Hotels, Guest and Boarding Houses
- Holiday homes
- Caravan parks and sites

To qualify for the discount the hereditament should be wholly or mainly being used for the above qualifying purposes. In a similar way to other reliefs (such as charity relief), this is a test on use, rather than occupation. Therefore, hereditaments which are occupied but not wholly or mainly used for the qualifying purpose will not qualify for the relief.

The preceding lists are not exhaustive as it is impossible to list the many varied retail uses in existence but is a guide and any retail business considered by Gloucester City Council as broadly similar in nature to those listed above will be considered as eligible for the Retail, Hospitality and Leisure Business Rates Relief Scheme.

Ineligibility Criteria

The Government has given a list of types of uses that it does not consider to be retail and thus, these properties will not benefit from the retail discount relief

i) Hereditaments that are being used for the provision of the following services to visiting members of the public:

- Financial services (e.g. banks, building societies, cash points, bureaux de change, short term loan providers, betting shops)
- Medical services (e.g. vets, dentists, doctors, osteopaths, chiropractors)
- Professional services (e.g. solicitors, accountants, insurance agents, financial advisors, employment agent, estate agents, letting agents)
- Post office sorting offices

The list of ineligible properties is also not exhaustive and Gloucester City Council will consider any properties offering services broadly similar to those listed above to be not eligible for retail discount relief.

ii) Hereditaments that are not reasonably accessible to visiting members of the public

Retail, Hospitality and Leisure Business Rates Relief

The Retail, Hospitality and Leisure Business Rates Relief of 75% is effective from 01 April 2024.

Businesses that meet the eligibility criteria will automatically be awarded the Retail, Hospitality and Leisure Business Rates Relief AFTER mandatory reliefs and other discretionary reliefs have been applied to the account

The only exception to this is if a locally relevant hardship payment is made. In these cases, Retail Discount will be applied BEFORE the hardship payment.

Discounts and reliefs will be considered in the following order:

- Improvement Relief
- Transitional Relief
- Mandatory Reliefs (as determined in legislation)
- S.47 Discretionary Relief in the following order:

I. 2024 Supporting Small Business (SSB)

II. Former categories of discretionary relief available prior to the Localism Act 2011 (i.e. charitable, CASC and rural top up, not for profit) should be applied first in the sequence of discretionary reliefs, after SSB

III. Other discretionary (centrally funded) including, Freeport relief

IV. 2024/25 Retail Hospitality and Leisure relief scheme

V. Other locally funded schemes (such as hardship)

Cash Cap and Subsidy Control

Under the cash cap, no ratepayer can in any circumstances exceed the £110,000 cash cap across all of their hereditaments in England.

Where a ratepayer has a qualifying connection with another ratepayer then those ratepayers should be considered as one ratepayer for the purposes of the cash caps. A ratepayer shall be treated as having a qualifying connection with another:

- a. where both ratepayers are companies, and
 - i. one is a subsidiary of the other, or
 - ii. both are subsidiaries of the same company; or
- b. where only one ratepayer is a company, the other ratepayer (the “second ratepayer”) has such an interest in that company as would, if the second ratepayer were a company, result in its being the holding company of the other*.

*“company” has the meaning given by section 1(1) of the Companies Act 2006. “holding company” and “subsidiary” have the meanings given by section 1159 of the Companies Act 2006.

The Retail Hospitality and Leisure Scheme is likely to amount to subsidy. Any relief provided by local authorities under this scheme will need to comply with the UK’s domestic and international subsidy control obligations (See the [BEIS guidance for public authorities](#) which contains guidance and information for the UK subsidy control regime).

To the extent that a Local Authority is seeking to provide relief that falls below the Minimal Financial Assistance (MFA) thresholds, the Subsidy Control Act allows an economic actor (e.g. a holding company and its subsidiaries) to receive up to £315,000 in a three-year period (consisting of the 2024/25 year and the two previous financial years). MFA subsidies cumulate with each other and with other subsidies that fall within the category of ‘Minimal or SPEI financial assistance’. BEIS COVID-19 business grants and any other subsidies claimed under the Small Amounts of Financial Assistance limit of the Trade and Cooperation Agreement should be counted towards the £315,000 allowance.

In those cases where it is clear to Gloucester City Council that the ratepayer is likely to breach the cash cap or the MFA limit then the authority will automatically withhold the relief. Otherwise, the council may include the relief in bills and ask the ratepayers, on a self-assessment basis, to inform the authority if they are in breach of the cash caps or MFA limit.

Where relief is granted, the council will ask ratepayers to self-assess their situation and inform the authority if they are in breach of the cash cap or the minimal financial assistance limit. A declaration will be supplied to the ratepayer to facilitate this.

Application Process and Administration

The Revenues team of Gloucester City Council will identify qualifying businesses using the criteria as set out above. Where there is a clear eligibility to Retail, Hospitality Leisure Business Rates Relief it will be applied automatically to the business rate bill and issued to the business as part of the annual billing process.

Relief will be recalculated or cancelled to reflect any change in circumstances that affect entitlement, changes to entries in the Rating List, or where any of the conditions cease to be met.

Where relief has been awarded businesses must notify the council within 21 days of any change of circumstances that could affect their entitlement to the relief.

Review of Decision

Rate reliefs made under the local authority's discretionary powers have no formal right of appeal. However, ratepayers dissatisfied with the authority's decision may request a review/reconsideration to the Section 151 Officer at Gloucester City Council. The business must clearly outline their reasons for the appeal and supply any documentation in support of their appeal.

The request for a reconsideration must be made within 28 days of the business being issued with an award decision.

The decision on eligibility and Retail, Hospitality and Leisure rates relief will be made by the Section 151 officer within 14 days of any appeal and the business will be notified in writing of the decision.

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Appendix B is located at: [Government Guidance Retail, Hospitality and Leisure Business Rates Relief Scheme 2024/25](#)

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