

Gloucester City Council

Gloucester Heritage Strategy 2019-29

Conservation, Regeneration, Engagement



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

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FOREWORD

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

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

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



1. INTRODUCTION

1.1 PURPOSE

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

1.2 BACKGROUND

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

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

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

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



1.3 SCOPE

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

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

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

The overall aim of the Heritage Strategy is:

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

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

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

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

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

1.4 STAKEHOLDER AND COMMUNITY ASPIRATIONS FOR HERITAGE

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

Key issues arising from that engagement included:



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



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



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



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



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



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



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



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



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



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



Maintenance: Historic buildings need investment and maintenance.

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

1.5 STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS

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

Strengths

The quality and extent of Gloucester's Historic Environment;

Substantial benefits from heritage to Gloucester's economy and communities;

The high profile of the Cathedral and Docks;

Ability to obtain grant funding and a number of exemplar projects, such as Project Pilgrim and Llanthony Secunda Priory Reformation Project;

Positive public perceptions of heritage;

Excellent events such as History Festival and Heritage Open Days;

Committed local voluntary organisations.

Weaknesses

The quality and diversity of the daytime and evening offer in the historic core;

Viability challenges in regenerating historic buildings, especially upper floors in the centre;

Weak links between the Quays and the historic city centre;

Variable design quality in new development;

Limited number of people living in the City Centre;

Poor access to some historic sites and lack of interpretation.

Opportunities

Repopulation of the city centre is beginning to happen;

Expanding the cultural and recreational offer;

Reuse of upper floors in the centre for residential or commercial uses;

Building capacity in the community (third) sector and increasing volunteering building upon the current momentum;

Coordinated marketing of Gloucester;

Potential for gaining heritage-related funding for future projects;

Investor interest in Gloucester.

Threats

Changes in the nature of retail;

Continuing under-use of upper floors in the historic centre;

Lack of capacity and resources in the local authority to deal with planning and regeneration of historic environments efficiently;

Availability of professional and craft skills to deal with heritage;

Insufficient financial and human resources.

1.6 USING THE STRATEGY

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

The strategy is structured as follows:

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

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



2. HERITAGE-LED REGENERATION

2.1 ECONOMIC AND COMMUNITY BENEFITS OF HERITAGE

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

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

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

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

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

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

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

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

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

2.2 HERITAGE IN THE CITY CENTRE

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



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

The Grimsey Review 2 states:

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

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

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

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

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

2.3 KEY DEVELOPMENT AND REGENERATION SITES

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

Key development sites discussed in the background document include:

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

Development of key sites should seek to:

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

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

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



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



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

KEY DEVELOPMENT SITES IN GLOUCESTER



2.4 REPOPULATING THE CITY CENTRE

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

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



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

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

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



Image of student accommodation, Ladybellgate Street

Planning policies should be put in place to ensure:

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

2.5 VACANT UPPER FLOORS

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

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

The most effective solution to viability of upper floors would arise from the transformation of city centre economy, to boost demand and revenue potential of both ground and upper floors. There are also options for the shorter term, which could contribute to boosting economic performance. The Council and its partners will engage with city centre property owners with regard to under-used and vacant floorspace.

Opportunities include:

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



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



Example of second floor access at 78 Westgate Street



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

Upper Floor Example

Key steps would be:

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

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

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

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

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

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

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

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

2.6 PUBLIC REALM AND CONNECTIONS

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

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

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

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

Opportunities for the Long Term

- Improving the City Centre offer, profile and image, as set out in this and other strategies, so as to incentivise movement from the Docks, Railway Station and Gloucester suburbs into the historic core:
- Ensuring development around the links between the City Centre, Railway Station, Bus Station and Docks include active frontages and uses at ground floor level to attract the public at different times of day.

Opportunities for the Short Term

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

2.7 QUALITY OF ENVIRONMENT AND DESIGN

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

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

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

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

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

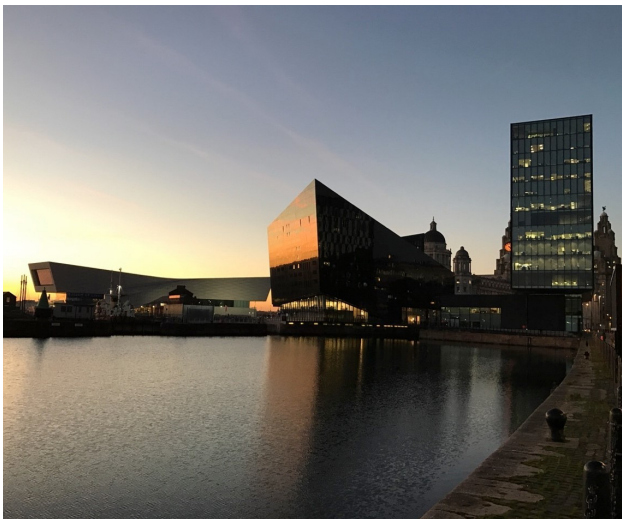
Planning policies in the emerging City Plan and future planning documents (such as Supplementary Planning Documents) will be reviewed to ensure compliance with the design policies in the revised National Planning Policy Framework 2018 and any related amendments to the Government's Planning Policy Guidance.

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

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

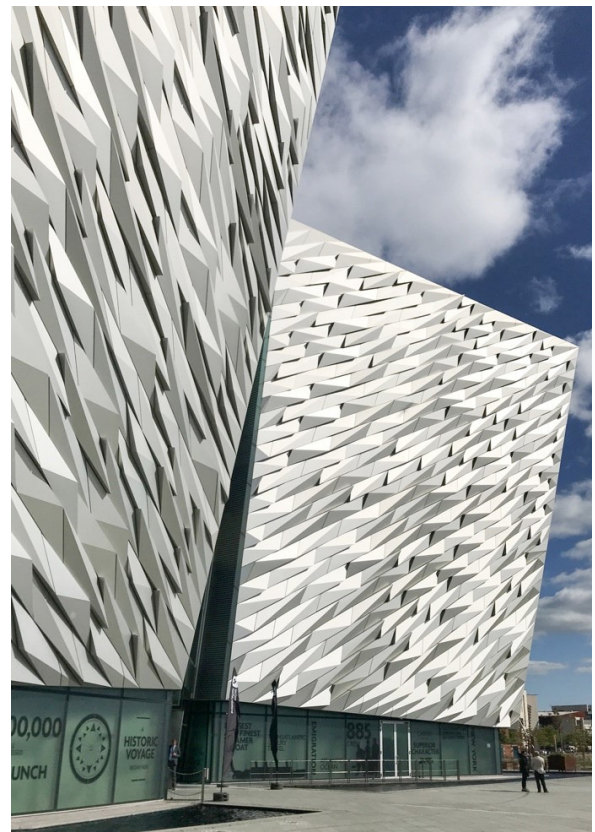
Other design opportunities include:

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



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

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



2.8 RECREATION, CULTURE AND VENUES

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

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

There are two main focal points in the centre of Gloucester for evening activities.

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

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



The Cathedral and the Guildhall are the main indoor performance spaces in the city centre. Llanthony Priory and St Oswalds could be used as outdoor performance venues. Further details of these and of other key venues (including Blackfriars Priory, the Museum of Gloucester, Gloucester Life Museum and Gloucestershire Archives) are contained in the background document.

2.9 MUSEUMS AND COLLECTIONS

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

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

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

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

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

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

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

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

2.10 EDUCATION AND SKILLS

Schools, Community and Continuing Education

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

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

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

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

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

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

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

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

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

Professional and Craft Skills

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

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

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

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

Opportunities to include apprenticeships in local projects should be identified wherever possible. Similarly, local stakeholders should be approached to discuss possible support for or management of apprenticeships as presently exists through Gloucester Cathedral and stone masonry apprenticeships.

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



Opportunities to develop professional skills include:

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

2.11 COMMUNITY-LED DEVELOPMENT AND VOLUNTEERING

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

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

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

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

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

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



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

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

2.12 MARKETING AND PROMOTION

A number of destinations in the UK promote the involvement of local, independent enterprises in the regeneration of historic assets and the historic environment. The role of heritage events in raising awareness of these types of projects has been highly successful elsewhere, and lessons from best practice will be incorporated into the Gloucester approach.

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



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

Heritage-related marketing activities will include:

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

2.13 HISTORIC ENVIRONMENT AREA-GRANT SCHEMES

Gloucester has been very successful in applying for heritage grant funding including some £14 million of National Lottery Heritage Funding. Gloucester will continue to seek funding for Gloucester's conservation areas where appropriate. These funds are a means to securing repair, reinstatement and bringing floorspace back into use (including upper floors). Grant applications will include funding for project officers to run schemes.

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

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

Images of previous grant schemes completed within the City

174-176 Southgate Street



Before



After

31-41 Southgate Street



Before

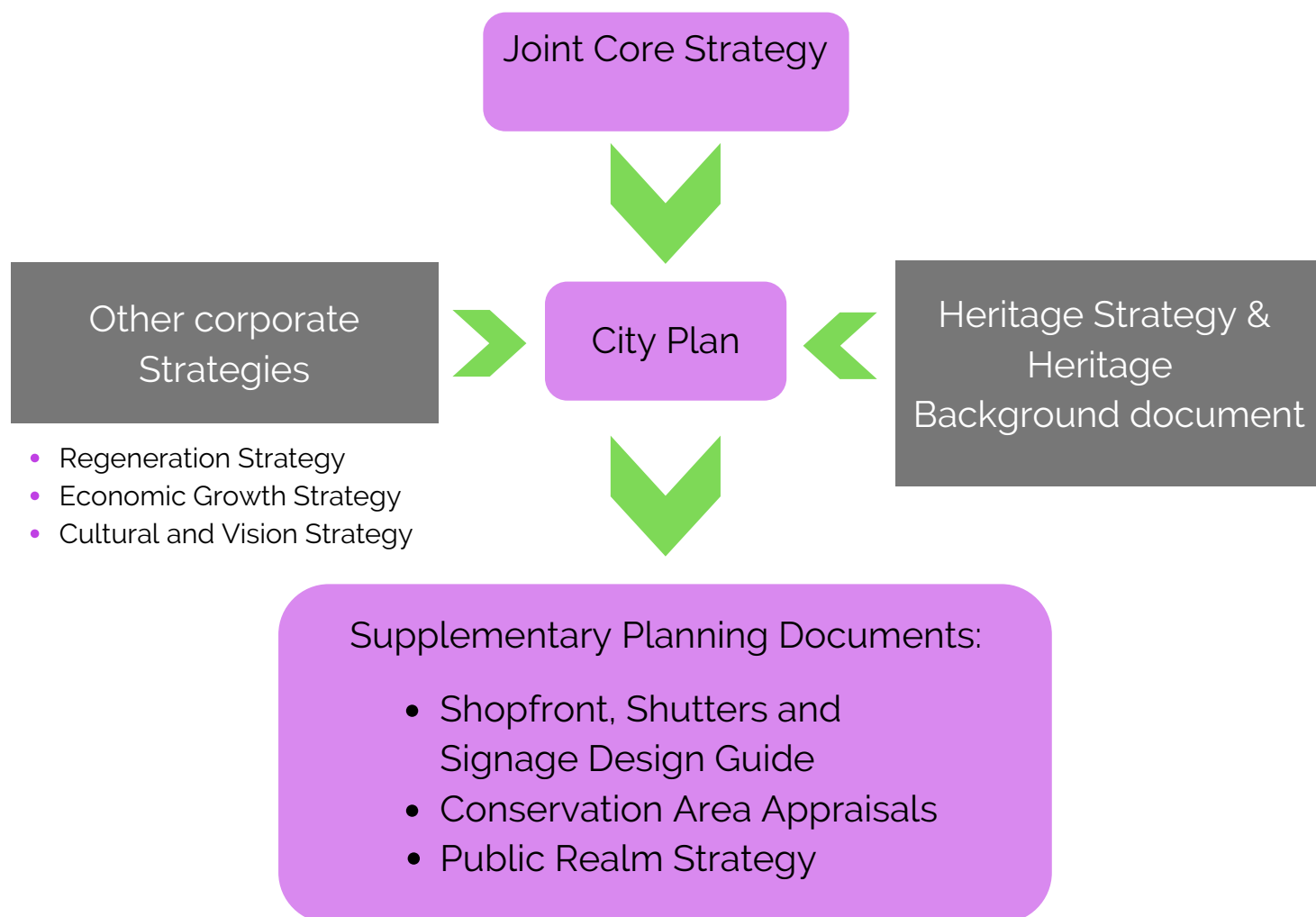


After

3. HERITAGE DESIGNATIONS, SYSTEMS AND PLANNING

3.1 DESIGNATIONS, SYSTEMS AND PLANNING

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



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

3.2 CONSERVATION AREAS

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

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

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

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

In particular, this would include the following conservation areas:

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

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



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

3.3 PERMITTED DEVELOPMENT RIGHTS

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

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

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

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

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

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

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

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

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

3.4 LOCAL LISTS

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

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

Local list actions include:

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



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

3.5 NATIONAL DESIGNATIONS

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

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



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

3.6 HISTORIC GREEN SPACES

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

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

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

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



Other possible designations include:

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

3.7 PLANNING

Legal Compliance (Special Duties)

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

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

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

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

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

Enforcement

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

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

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

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

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

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

Historic City Centre Use Policies

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

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

Design

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

3.8 BUILDINGS AT RISK

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

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

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

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

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

3.9 MANAGEMENT OF LOCAL AUTHORITY HERITAGE ASSETS

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

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

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

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

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

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

These sites are

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

3.10 ARCHAEOLOGY

Gloucester has nationally and internationally important archaeological remains. The most well-known of these date from the Roman period, but the city is rich in archaeology from all periods: starting with the Palaeolithic right through to modern 'industrial archaeology'.

The historic core of the city especially contains extensive archaeological remains of the highest significance. Sites of similar importance are found in more localised areas throughout the wider district. Whenever possible the City Council will seek to preserve any such remains, whether designated or undesignated.

The preservation of these remains is more economically viable than excavation and represents a more sustainable approach for the regeneration of the city. The City Council will work with developers through the planning process and utilities companies (where permitted development is involved) to ensure that new development and infrastructure are designed to protect archaeology.

Where loss of archaeological remains is unavoidable an appropriate level of archaeological mitigation and recording will be undertaken to preserve and advance understanding of those remains. Mitigation may take many forms, but excavation and/or archaeological watching brief are most typical.

All new information gathered from investigations and mitigation will be appropriately disseminated and any archive material deposited with the Museum of Gloucester or other appropriate repository. Opportunities will be sought for community engagement, education and outreach activities to be integrated into any mitigation works.

The general public has an interest in the progress and results of archaeological investigations and all reasonable attempts will be made engage with them and keep them informed. Likewise, all reasonable efforts will be made to make public and accessible the archives produced by archaeological excavations. For example via new museum displays or temporary exhibitions, via education resources or online.



4. GOVERNANCE, PARTNERSHIPS AND DELIVERY

4.1 DEVELOPING THE CITY COUNCIL'S ROLE

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

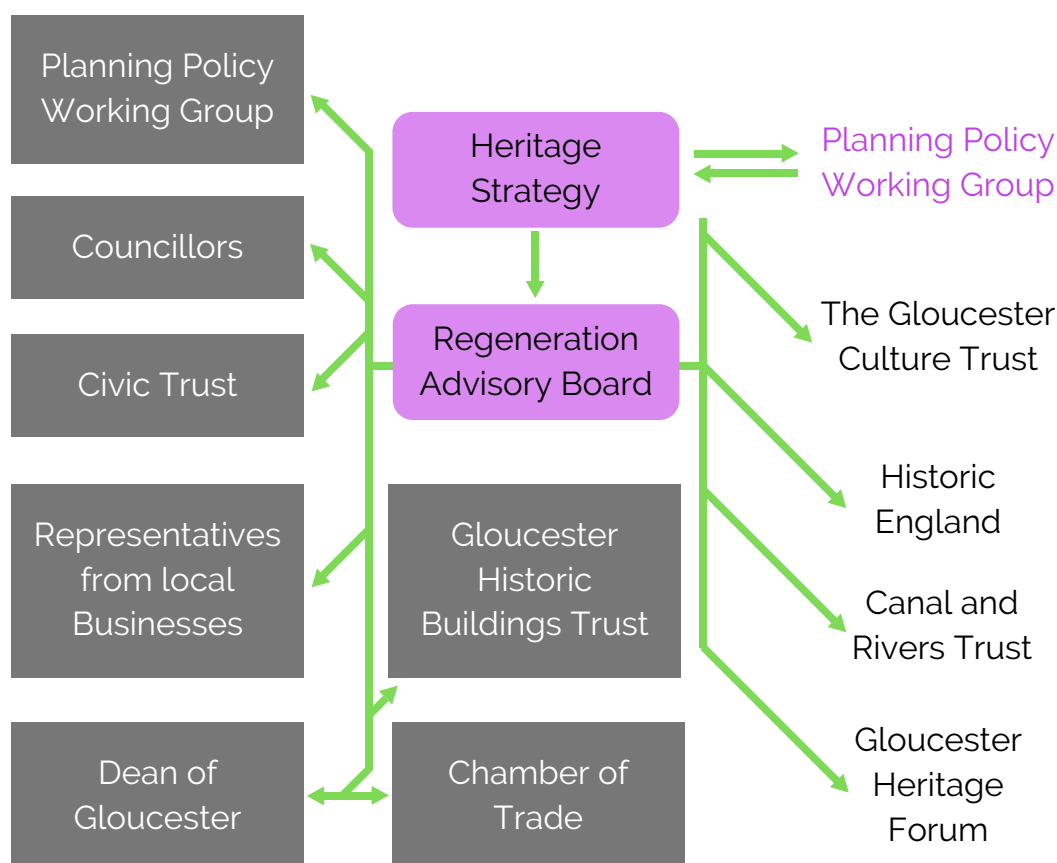
Whilst the strategy belongs to Gloucester City Council, its implementation will involve partnership working with a wide range of private, public and third sector partners many of which are members of the Gloucester Regeneration Advisory Board.

The challenge is also to ensure that there is a good level of communication between organisations in different sectors,

IWe must also ensure that the historic environment is represented and championed within those organisations. In particular, there is a need to raise awareness of the role of the historic environment in delivering effective regeneration and economic development, drawing on effective practices from across the country.

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

HERITAGE STRATEGY PARTNERSHIP DELIVERY



4.2 PRIVATE SECTOR

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

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

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

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

4.3 ADVISORY AND UMBRELLA BODIES

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

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

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

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

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

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

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

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

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

4.4 COMMUNITY (THIRD) SECTOR ORGANISATIONS

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

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

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

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

The Gloucester Historic Building Trust has a past track record of delivery, and have recently taken on the Gloucester Life Museum in an asset transfer from the City Council. Capacity building will be necessary, if the GHBT is to take on bigger projects. This is partly about ensuring good governance and a range of skills among trustees, but also understanding how to procure the professional support required to deliver projects. Broad areas of competence or awareness will include:

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

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

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

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

4.5 UNIVERSITY AND COLLEGES

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

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

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

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



4.6 COORDINATION OF MARKETING ACTIVITIES

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

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



5. HERITAGE OPPORTUNITIES

5.1 DELIVERING ECONOMIC AND COMMUNITY BENEFITS

1: Key Sites and Areas

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

2: Marketing and Promotion

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

3: Historic City Centre - Reconciling Uses

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

4: City Centre Use of Upper Floors

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

5: Connections

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

6: Funding Bids

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

7: Museum Collections and Archives

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

8: Achieving Good Design

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

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

9: Heritage Asset Transfer

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

10: Promoting Volunteering

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

11: Community (Third) Sector Capacity Building

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

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

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

13: Professional and Craft Skills

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

14: Education, Outreach and Engagement

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

5.3 CONSERVING AND ENHANCING GLOUCESTER'S HISTORIC ENVIRONMENTS

15: Review of Conservation Areas and Article 4 Directions

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

16: Local List

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

17: Local Green Space Designation

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

18: Planning and Heritage Enforcement

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

19: Heritage at Risk and Condition Surveys

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

20: Monument Management

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

21: Archaeological Guidance

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

Acknowledgments

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

Footnotes:

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

[2] The Grimsey review 2, July 2018.

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

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

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

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

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



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