

# Gloucester Heritage Strategy 2019-29 Background Document

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*Evidence, Analysis, Engagement*

July 2019

Gloucester  
**City Council**  
*Transforming Your City*



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# 1. Introduction

## 1.1 Purpose of this Document

This is the background document to the Gloucester Heritage Strategy 2019-29. It comprises an evidence base and summary of stakeholder engagement and provides the foundation on which the strategy has been formulated. In addition to being the evidence base for the heritage strategy, it provides evidence for the Gloucester City Local Plan.

The background document contains:

- Evidence and analysis of Gloucester's heritage resources, including the nature of the resource, economic value and key issues;
- Analysis of key projects and development involving or affecting Gloucester's heritage, with a particular focus on design quality and economic impact;
- An overview of other local plans and strategies relevant to heritage;
- A summary of the outcomes of stakeholder and community engagement;
- Details of local stakeholders from across the sectors;
- Possible funding sources.

This document underpins the strategy and actions contained in the main strategy document.

## 2. Gloucester's Heritage – Analysis

### 2.1 Gloucester's Heritage Resources

#### Overview

Gloucester has 2,000 years of heritage, including Roman remains, extensive mediaeval fabric, Georgian development and remodeling of properties, 19<sup>th</sup> century revivalism, industrial heritage and the more freestyle and Modern movements of the 20<sup>th</sup> century. The centerpiece of Gloucester's heritage is the Cathedral Church of the Holy and Indivisible Trinity, which includes a Romanesque nave and Gothic additions from all periods.

A notable characteristic of the district's heritage is refaced buildings. Many Georgian frontages have medieval structures behind. The industrial heritage of the City, including the docks, is also well known. However, there is little of note from the past 3-4 decades.

As with all cities, Gloucester's historic buildings demonstrate a mix of vernacular buildings and polite architecture.

Vernacular buildings are informal and utilise materials that were available locally and constructional techniques appropriate to those materials. So this would include some of the area's medieval fabric, with its timber frame and infill construction. In later centuries, brick was used, especially in industrial buildings. So the aesthetic qualities of vernacular buildings are a result largely of constructional and functional necessity.

Polite architecture is more formal and usually architect-designed, using a conscious aesthetic, based on design theories and principles. Polite architecture often draws on national and international influences. This would include much Georgian architecture, based on European classical styles.

This means that 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. So responding to local context is about understanding the process of change that created Gloucester's historic environments, not copying the buildings of any particular period.

The urban and townscape character varies greatly. The City Centre is characterised by wide streets and rear-of-the-footway frontages. The height tends to be between two and four storeys, but with some buildings considerably higher. As would be expected, the height of buildings tends to be lower outside of the City Centre. Some of the residential areas have more of a garden suburb character, with housing set back in garden space. The docks have a distinctive character based on the system of waterways and freestanding tall warehouses. It is impossible to generalise about character at a City-wide level. Each conservation area has its own character appraisal, which highlights the diverse nature of Gloucester's historic environments.

Gloucester's heritage is protected by a range of national and local designations, both statutory and non-statutory. These are examined in more detail in the following pages.

## Listed Buildings

Gloucester has around 470 listed building entries (buildings of special architectural or historic interest). Listing is undertaken at national level. The grading of Gloucester's listed buildings is as follows:

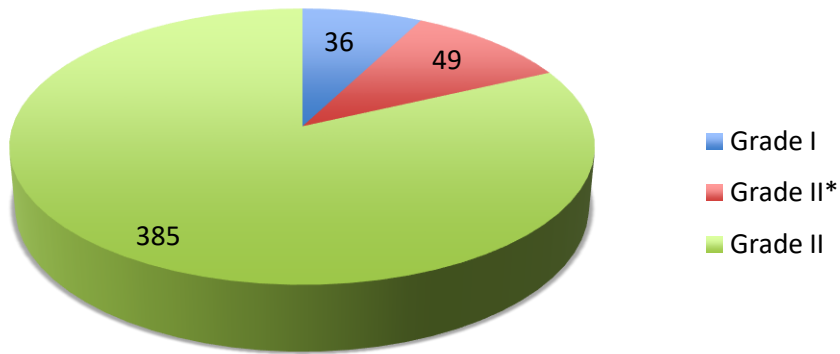


Figure 1 - Listed buildings by grade

Nationally, around 8% of buildings are listed grade I or II\*. So Gloucester has a higher proportion of high-grade listed buildings at around 18%.



Horton Road Hospital, Listed Grade II\*, now in residential use.

## Conservation Areas

There are 14 conservation areas (areas of special architectural or historic interest). Conservation areas are designated at local level. The conservation areas are located mainly in and around the City Centre. The exceptions to this are the Hempstead and Hucclecote Green Conservation Areas, which are outlying residential areas. Conservation Areas are varied in character and include retail areas, residential areas, industrial heritage and green spaces.

Two of the conservation areas have Article 4 Directions. These are Eastgate and St Michael's and Southgate Street. Both of these remove several categories of permitted development rights, for example relating to doors and window replacement, porches, hard surfacing, chimneys and painting.

Conservation Areas	
Area 1	The Spa
Area 2	Southgate Street
Area 3	The Docks
Area 4	Eastgate & St Michaels
Area 5	City Centre
Area 6	The Barbican
Area 7	Cathedral Precincts
Area 8	Worcester Street
Area 9	London Road
Area 10	Barton Street
Area 11	Hucclecote Green
Area 12	Hempsted
Area 13	Kingsholm
Area 14	Denmark Road

## Archaeology

There are 25 Scheduled Monuments (some involving multiple sites). Scheduled Monuments are dealt with at national level. There is a wide range of non-designated archaeological sites, as would be expected in a City with more than 2,000 years of building history.

A Principal Archaeological Area has been identified in the past. However, the emerging Local Plan makes clear that there is potential for significant archaeology across the whole City.

## Other Designations

The City has no Registered Parks and Gardens on the national register. However, it does have green spaces that are of local interest. From a heritage perspective, the most interesting include parks, churchyards and gardens. Some of these are protected by conservation area status (for example Gloucester Park, Hillfield Garden and some of the churchyards). Many green spaces have listed buildings or scheduled monuments within them.



None of Gloucester's spaces are designated as 'Local Green Space'. This is a means to protecting spaces of community value. Designation must be made through either the local plan or neighbourhood plans. The criteria that spaces must meet to be designated as Local Green Space are contained in Paragraph 100 of the National Planning Policy Framework 2018.

At present, there is no local list. This means that many buildings and structures of local interest are currently unrecognised. It is proposed to prepare a local list.

It should be noted that a Local Development Order (LDO) is in place in the Quayside and Blackfriars area. This has associated guidance on design and heritage.

## 2.2 Contribution of Heritage to Gloucester's Economy

### Economic Use

Most of Gloucester's above-ground heritage is in productive use. It is part of the fabric of Gloucester's City centre, smaller settlements and urban fringe/rural areas. This includes commercial, business, retail, industrial, leisure, residential, institutional, spiritual, transport and other uses. So heritage accommodates a wide range of economic and community activities.

The motive for most people and companies investing in heritage is for its utility value or investment value. The heritage value of properties is often not a particularly significant factor in such decisions. Some people consider heritage designations as a negative factor, though this is often due to misconceptions over the nature of planning heritage protection legislation.

### Heritage-led Regeneration

The Docks and Quay 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. Regeneration in the docks includes residential accommodation, employment/office space and food and drink. Some of the original industrial use of the docks survive, as part of the mix.

Wider regeneration projects, such as Llanthony Secunda Priory, are discussed later in this document.

### Profile as a Historic Centre

Gloucester has a high quality historic environment. The highest profile elements of the historic environment are probably 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 concentration of historic buildings in Gloucester City Centre creates an attractive environment for local shoppers and visitors. The close proximity of Cheltenham, which also has a high-quality historic environment, has positive and negative implications. Cheltenham is

a spa town, known for its regency architecture and townscape. Gloucester has a quite different offer, based on 2,000 years of development, one of the best cathedrals in the country and the industrial heritage of the docks. Gloucester also has a notable Georgian legacy, sometimes with older medieval fabric behind the classical frontages.

Together, Gloucester and Cheltenham are magnets within the wider region. However, they are also clearly in competition in terms of attracting people to stay, day visitors and as shopping areas. It is essential to realise the full potential of Gloucester's historic environments as a key element in making the centre more competitive. There are widely held views that Gloucester could promote itself vigorously as a historic City, comparable to places like York and Chester.



**Gloucester – high quality historic environments.**

## Visitor Economy

The concentration of historic buildings in the City Centre and the docks and key attractions like the Cathedral, together with other key sites, underpin Gloucester's tourist and visitor economy. The concentration of historic buildings creates an attractive environment for shoppers and visitors.

The Cathedral attracts around half a million visitors per annum. The dock area, including the Quays shopping development attracts around £4 million visitors<sup>1</sup>.

In addition, 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.

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<sup>1</sup> SouthWest Business web site

The historic centre and docks 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 and Kings Jam.

Heritage open days have also attracted numerous visitors, local and from further afield. These are coordinated by Civic Trust volunteers and Gloucester Heritage Forum members. Figures are as follows:

2016:	96 events with 5,000+ attendees. Ranked 2 <sup>nd</sup> in UK .
2017:	137 events with 4,000+ attendees. Ranked 3 <sup>rd</sup> in UK.
2018:	112 events with 9339+ attendees.

## 2.3 Contribution to Gloucester's Communities

Gloucester's heritage creates a sense of place, local identity and pride for the City Centre and outlying neighbourhoods. Community feedback makes clear that heritage is valued by respondents (see late section on community and stakeholder engagement). People often feel strongly about their local heritage.

Opportunities for people to participate include heritage open days, the Mayor's Parade, Lantern Parade, History Festival, Aetheflaed celebrations and numerous other events.

Heritage provides volunteering opportunities, including through the various local community organisations in Gloucester, as set out later in this document. Volunteering can be an effective way of gaining skills and experience, including for those struggling to get into employment. This can include professional and technical skills and more generic people skills.

Volunteering also provides social contact, helping to make people feel part of the wider community. So heritage can contribute to a sense of well-being and address isolation.

Heritage provides paid employment opportunities, including skilled, craft-based opportunities and professional skills. The difficulty in finding local skilled contractor's suggests that there is further potential in developing this market.

Gloucester's Parks and historic environments provide opportunities for recreation and walking, with social and health benefits. Historic environments, including the City Centre, tend to be more permeable for pedestrians.

The historic City Centre contains the main concentration of community facilities and has good accessibility by a range of modes of transport.

## 2.4 Viability

### Residential Values

The average house price for Gloucester (June 2017) was reported as being £254,948. This compares to a national average house price for 2017 of £223,257<sup>2</sup>.

Across the 14 conservation areas, residential values are generally fairly good, with the exception of Eastgate Street and St Michael's, Southgate Street and Barton Street conservation areas (based on 2018 prices). The other 11 conservation areas have values for larger, detached houses ranging from around £325,000 to more than £450,000, whilst some semi-detached and terraced properties also fetch more than £300,000<sup>3</sup>. Flats range from around £100,000 to more than £200,000. The higher values tend to be in the City Centre, London Road and Denmark Road Conservation Areas.

These values suggest that viability is unlikely to be a significant challenge for these 11 conservation areas, with the possible exception of lower cost flats. Indeed, in some cities, flats/apartments in the urban core can attract premium prices. This is less the case in Gloucester, though there are signs that this is changing. Whilst apartments have been constructed in the docks, the historic core of the City centre has little residential accommodation. This contrasts with many other UK cities, which have repopulated their centres over the past few decades. However, a scheme by Linden Homes is nearing completion and more accommodation is planned, including affordable and student accommodation. This includes development above shopping centres. On the basis of trends in other city centres, the repopulation of Gloucester City Centre would have a significant impact on the commercial viability.

Eastgate Street and St Michael's, Southgate Street and Barton Street conservation areas have quite a lot of variation in house prices, but in general are much lower. Many houses of different sizes and types fetch between around £130,000 and £200,000. Flats range from around £45,000 to £100,000. In general, Barton Street has the lowest values. For Eastgate Street and St Michael's, Southgate Street and Barton Street conservation areas, there are considerable viability challenges, for smaller properties and flats in particular.

## Commercial Values

Not all of the conservation areas have a commercial properties to any significant extent. The highest commercial values are in Southgate Street, though with considerable variation, with offices ranging from £11-£48/sq. ft., depending on quality and location. Commercial space is fairly consistent in value for The Docks (£9-0£15), Eastgate Street (£6-£15), City Centre (£6-£15) and Quay Street (£6-£19). However, for all of these, upper floors are available from as little as £3/sq. ft. Barton Street attracts rather lower rentals, in the vicinity of £7/sq. ft.

This weakness in commercial rentals from upper floors, but relatively good prices for housing, probably explains the steady flow of planning applications for converting upper levels from offices to residential accommodation<sup>4</sup>. Clearly, there needs to be scope for independent access to enable such conversions. This can be a problem with some properties.

Gloucester has a relatively weak office market. In some city centres, there has been a trend to converting older office space into co-working space and enterprise centres, where desks may

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<sup>2</sup> [www.gov.uk](http://www.gov.uk)

<sup>3</sup> Various property web sites, including Rightmove and Zoopla

<sup>4</sup> Planning permission and/or listed building consent are usually required for physical changes, even where the change of use itself is permitted development.

be rented or there are hot desk arrangements (for example Liverpool, Manchester). This has not yet happened in Gloucester.

The higher ground floor rentals for the City Centre are reflected in outlets for higher value and high turnover goods, including many of the national chains. Barton Street, with its lower rentals, is characterised more by local and independent businesses. This is typical, where areas that are more peripheral to the central core attract lower rentals, but also support local independent businesses.

Peripheral historic areas and fulfill an important role in supporting start-ups and small, independent enterprises. There is some evidence of demand for such floor space and the Kings Quarter scheme seeks to address this.

## 2.5 Vacancy

Gloucester does have some vacant ground floors in the retail area, but not to a disproportionate extent against a national context. But it is still an issue that needs to be addressed. There is a serious problem with under-used upper floors and this is reflected in the relatively very low rentals. As with most towns and cities, Gloucester has lost some retail outlets due to company failures or rationalisation.

The commercial and rental values discussed in the previous section suggest that refurbishment of upper floors to create reasonable standard commercial space is unlikely to be viable in many instances. Residential use brings challenges over converting medieval fabric, dealing with noise transmission and creating suitable access, so in some instances would not be viable.

Very basic conversions could be viable for some commercial uses, such as small-scale, craft-based manufacturing. Clearly, £3/sq. ft. leaves little scope for all but very low-level capital investment. However, as many shop premises are in private ownership, the challenges of creating safe and accessible space means that it simply is not worth their while. Residential conversions are clearly more viable, but this depends on there being scope for separate access.

Where there is no such scope for access, the risk is that upper floors remain vacant. The underuse of upper floors means that many properties rely solely on income from ground floors. This makes such properties vulnerable to a slow process of decay in the longer term.

## 2.6 Buildings at Risk

The Historic England South West Heritage at Risk Register identifies high-grade listed buildings, scheduled monuments and conservation areas at risk. This includes three entries for Llanthony Priory, which comprises a grouping of Scheduled Monument, a grade II\* and 6 grade I listed buildings. Other grade I buildings at risk are:

- The Fleece Hotel, 19, Westgate Street, Gloucester
- Old Judges House, 26, Westgate Street, Gloucester

Many of the entries for Llanthony Priory are being addressed through the current regeneration project.

Two conservation areas are identified as being at risk and are described as 'very bad':

- Barton Street
- Southgate Street

There is clearly a correlation between the lower property prices identified previously and the 'at risk' status of these conservation areas. A THI is helping to address the issue in Southgate Street.

Gloucester City Councils local Buildings at Risk Re-survey 2014 (survey done in 2013) identified 26 scheduled monuments and listed buildings at risk and 17 vulnerable assets. The breakdown of buildings at risk was as shown in the following graph:

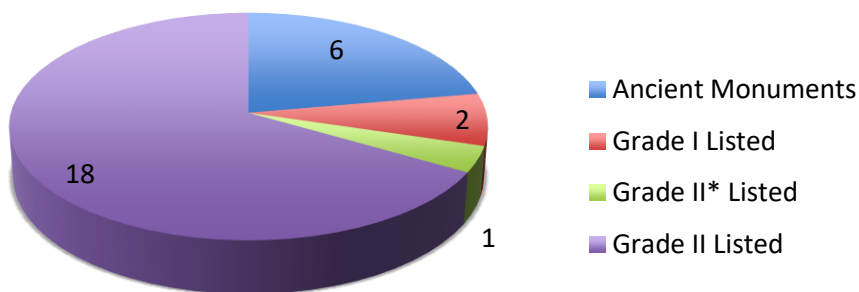


Figure II - Buildings at risk by type and grade

The vulnerable buildings are all grade II listed buildings, except for one listed grade II\*.

Whilst the proportion of buildings at risk is not especially alarming, the issue of retail ground floor uses with vacant upper floors, discussed previously, suggests a hidden problem. A far higher proportion of buildings in the City Centre may be vulnerable. The partial use of the buildings, and the buildings at risk methodology, means that these are not being identified by the Historic England and local surveys. But vacancy and under-use of upper floors and over-reliance on income from ground floor uses represents a significant threat to the survival of Gloucester's heritage in the longer-term, if not addressed in the short and medium-term.

## 2.7 City Centre Competitiveness and Vitality

Various strategies highlight the need to improve integration between the Docks and Quays and the retail core. Past developments in the intermediate area and the separating highway are both barriers.

There are obviously wider forces that could impact significantly on the City Centre, including departure from the EU and associated trade agreements. Changes in shopping habits and the



growth of on-line shopping clearly have implications and place greater focus on the social and cultural roles of the City Centre. There have been some high profile national retail closures in the past year, and these have affected Gloucester (for example BHS). It should be noted, national trends show the top five declining categories are pubs, banks, travel agents, post offices and newsagents<sup>5</sup> The top five growing categories are barbers, beauty salons, tobacconists, cafes and nail salons. There is certainly evidence of these trends in Gloucester City Centre.

Gloucester is somewhat cheaper than Cheltenham, including residential properties. Cheltenham is also perceived to have a much stronger evening economy, through there are improvements in Gloucester and these are likely to continue (for example restaurants around the Quays development).

The quality of the public realm in the City Centre and Docks is variable. Improvements continue to be made or are planned and this is crucial to realising the area's economic potential.

The Grimsey Review 2 looks at the future of retailing and includes four key findings, which are worth quoting in full.

- 1. 'There is a need for all towns to develop plans that are business-like and focused on transforming the place into a complete community hub incorporating health, housing, arts, education, entertainment, leisure, business/office space, as well as some shops, while developing a unique selling proposition (USP).*
- 2. The key to success is outstanding, talented and committed leadership. Whether this is elected mayors with the mandate and authority to get on with the job, or local government bringing all stakeholders, including the community to develop and implement a plan for the location, strong leadership and vision are essential.*
- 3. The curating of a place based on its distinct heritage is multi-dimensional and complex but should feature strongly when developing the "offer": Why would people want to live, work play, visit and invest in the "place"? What does it stand for?*
- 4. Where we see genuine high street innovation, best practice is often not shared and far too many agencies remain in silos. There is a need for Economically Rational Areas to be established that can draw on the examples of Scotland and Wales to get things done. An independent body (not a membership organisation) is needed to support, question and signpost for local authorities and act as a driver for stakeholder support'.<sup>6</sup>*

The first and third are of direct relevance to the heritage strategy. The future of the City Centre depends on the historic core realising its economic and cultural potential. Equally, the survival of Gloucester's historic buildings and areas depends on a vibrant local economy. The quality of place and character of Gloucester's historic City Centre is part of the 'offer'. So heritage must be a fundamental part of any effective regeneration or economic development strategy.

Some of the Grimsey Review's other recommendations are more questionable. For example, the suggested expansion of permitted development rights on changes of use to residential fails to recognise the need for careful management mixed use areas, so that residential development does not compromise existing commercial uses.

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<sup>5</sup> Business Advice.co.uk, June 2018 - Barbershops, vapes and coffee: How independents are changing the face of UK high streets

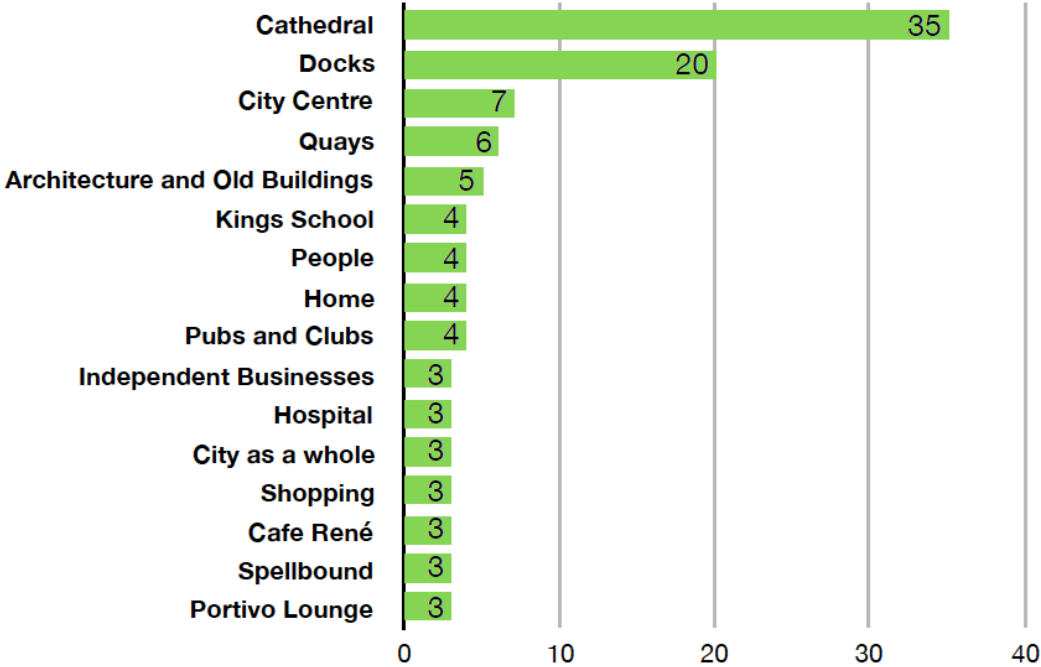
<sup>6</sup> Grimsey Report 2, July 2018

## 2.8 Perceptions of Heritage

The Firm Footings and Faulty Bearings Report, based on engagement by Fabularium, includes responses to questions on what places in Gloucester are important and where in Gloucester to take friends. The differences in response are interesting, with the Quays in particular scoring more highly as a place to take friends than as an important place.

The Cathedral is by far the highest scoring, both as an important place and as a place to take friends. However, the City Centre scores relatively poorly.

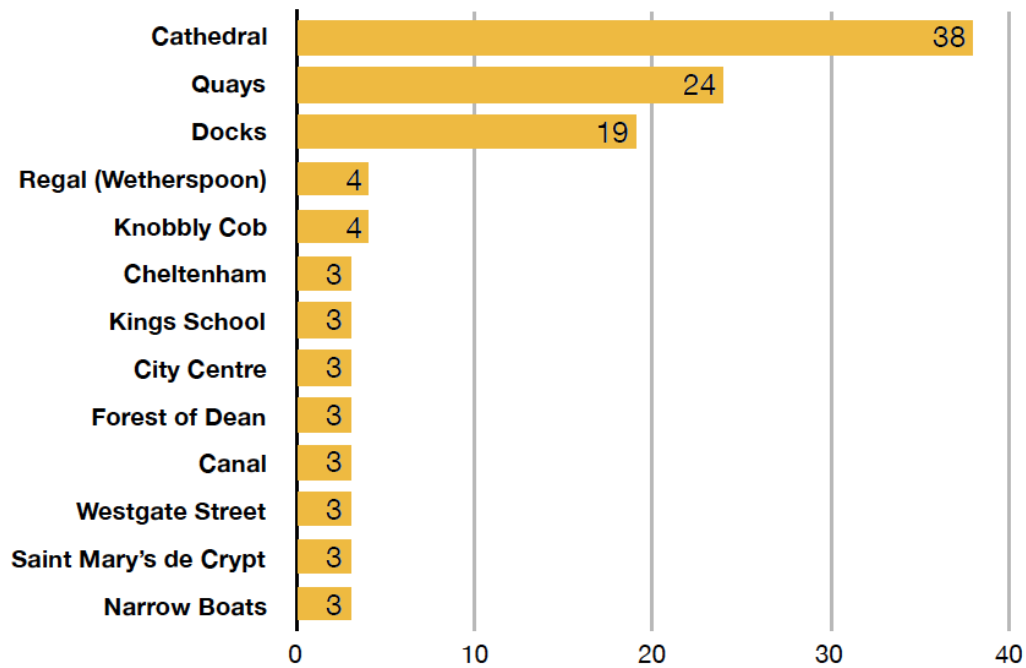
The following two diagrams are taken from the report<sup>7</sup>.



Firm Footings and Faulty Bearings Report: In Gloucester, what places are important to you?

<sup>7</sup> The Firm Footings and Faulty Bearings Report, Fabularium, 2018





**Firm Footings and Faulty Bearings Report: Where to take friends.**

## 2.9 Cultural Venues

At present, the Cathedral and the Guildhall are the main indoor performance spaces in the City Centre. The need for additional and larger venues is being assessed by a venue demand plan, commissioned by the Culture Trust.

Gloucester Guildhall is a listed building. It offers a cinema (in the former Council Chamber), café/bar, events space, and room/ gallery hire. It runs an events programme comprising live performances and film. The capacity of main hall is 400 standing and 290 seated, and performance involves predominantly live music. The Council is developing plans to transform this venue into a popular and commercially successful events hub, to play a central role in delivering cultural activity in the City.

Blackfriars Priory is a key historic venue, running public and private events. The venue is considered to have unrealised potential and scope to develop further as a visitor attraction and education facility. This would entail capital investment and additional staffing, but this would then increase revenue potential.

The Museum of Gloucester offers object displays that tell the story of the City's history, a self-service café, museum shop and room hire. It also offers learning activities, temporary exhibitions and events.

Gloucester Life Museum is in a listed building. It offers object displays that tell the story of Gloucester people's lives, a Victorian classroom experience, an attractive courtyard, museum shop and room hire. The Council is progressing plans to transfer the Life Museum premises to a third party buildings preservation trust with the aim of establishing an independently-run history centre at the site. This would house a small number of museum displays.

Independently run museums include the Waterways Museum (Canals and Rivers Trust) and Soldiers of Gloucestershire Museum.

The Tourist Information Centre is currently located in a central location on Southgate Street – its core function is to provide visitor information. It also offers an onsite shop stocked with Gloucester-themed gifts and sells travel tickets for coach operators. The Tourist Information Service also sells tickets (onsite, online and by telephone) for local and national events. The tourist information facility is planned to relocate, and service improvements are planned, including better digital services.



**Gloucester Cathedral is a multi-purpose space, including a key performance venue.**

## 2.10 Key Archaeological Sites

At present, Gloucester City Council maintains the Historic Environment Record, working with Gloucestershire County Council. Gloucester City Council will continue to maintain and enhance the Historic Environment Record.

Areas of high archaeological potential have been identified in the past. However, it is proposed to drop this designation, as the whole area is of high potential.

There are three key sites beneath the City Centre, which have potential to be developed as high quality visitor attractions. Two are currently inaccessible. All require updating and better interpretation. These sites are:

**The King's Square Chamber:** Located under the CEX and the Entertainer in the southeast corner of King's Square (former Midland electricity board building). Access to the chamber is via an internal stairway from the roof of the building. It is not publicly accessible and has a problem with asbestos. It contains part of the Roman City wall

including part of an internal Roman tower. These are currently underneath a concrete floor, viewable through thick glass panels. The remains (but not the viewing chamber) are currently flooded, so the pumping system is presumably no longer working.

**King's Walk Bastion:** This contains the remains of part of the Roman City wall and a medieval defensive tower, probably constructed during the reign of Henry the 3rd. The site was excavated in 1969, in advance of the development of the King's Walk shopping centre. The actual chamber was constructed to protect the remains and was opened to the public in 1975, but closed again in 1997. There have been efforts to open the chamber again since 2014 and a small number of tours with the Civic Trust have taken place. Regular openings are proposed, working with the Civic Trust and the shopping centre management. However, the access hatch is in the middle of the shopping centre walkway, so can't be left open, and is very heavy. A more convenient access is required. There is also a lack of ventilation, which needs to be addressed. The limited interpretation is dated. The proposed refurbishment of the Kings Walk shopping centre may provide an opportunity to create a more accessible and better-interpreted facility.

**Eastgate Chamber:** This is located in front of Boots on Eastgate Street. The chamber contains part of the Roman City wall and part of the Roman and medieval eastern gatehouses. There is a glass-viewing panel and access can be made via stairs inside the Boots store. The Civic Trust runs regular tours. The chamber has been open to public for tours since the early 1970s. The interpretation in the chamber is dated.

## 3. Projects and Development

### 3.1 Methodology

This section of the strategy comprises concise appraisals of a range of key development and refurbishment projects. Most of these are recent or current projects. However, for the docks area, there is also a wider consideration of development over the past few decades. The analysis considers the following:

- design quality;
- heritage impacts; and
- socio-economic impacts.

### 3.2 New Build Development

#### Greyfriars Scheme

The Greyfriars mixed residential scheme has been developed by Linden Homes, with support from the Homes and Communities Agency (Homes England). The scheme is important to the City Centre, introducing new edge-of centre living. Hopefully, this will lead to further City Centre or edge of centre schemes, helping to repopulate the historic core.

In urban design terms, the scheme has many positives, with a layout based around terraced streets, creating strong townscape and active frontages. For the most part, there is clear separation of public and private space, though less so around the ends of the terraces. To the front of the site are three larger blocks.

The quality of the public realm is variable. Some streets and spaces are characterised by good quality and attractive landscape design, whilst others are more austere. To the frontage of the scheme, two of the three blocks are fronted by landscaping, whilst the third block is fronted by parking and a paved area. The purpose of the paved area is unclear.

Architecturally, the scheme is of a good standard, with good quality materials and reasonable attention to detail and finishes. However, the tendency is still to historicism, with a strong suggestion of Georgian architecture, albeit expressed in a more contemporary way.

This is an important scheme, helping to repopulate the centre. Design quality is good overall, but not exemplary, especially in the inconsistency in the quality of the public realm.





**Greyfriars – high quality landscaping (above), but the quality is inconsistent (below).**



## Land adjacent to St Aldates Church, Finlay Road

This is a residential scheme, adjacent to and within the setting of the Grade II\* St Aldates Church, a post war listed building.

Some effort has been made to create slightly more distinctive houses, primarily through a more varied roof form and the inclusion of balcony space within the roof area of the rear block. Detail and finishes are reasonable. Whilst architecturally not exceptional, the scheme does have a positive and attractive townscape quality.

In urban design terms, the scheme presents active frontages to the road. The main space within the scheme includes parking and vehicular circulation.

Overall, this is a reasonable standard, which causes no harm to the setting of the Grade II\* listed church. The standard of design is somewhat better to most other local residential schemes of the past decade.



**St Aldates Church (1959-61), listed Grade II\*.**





**Residential scheme (above and below), within the setting of St Aldates Church.**



### 3.3 Historic Building Conversion

#### Albion House 77 Southgate Street

This residential development comprises the refurbishment and extension of the Grade II listed Albion House and erection of new blocks. The site is within the Southgate Street Conservation Area and within the setting of other listed buildings. The scheme has created 18 flats and 4 houses, of varying sizes, and was supported by a THI grant.

The new extension fronting Southgate Street is low key and very consciously contextual, picking up the massing, height and other characteristics from the original buildings, but with lesser floor depths and simpler contemporary detailing.

The extension replaced a poor quality older building. It has created much more positive townscape, enhancing the setting of the listed building and the character and appearance of the conservation area.

The development resulted in Albion House being removed from the 'Buildings at Risk' Register. It also created additional City Centre living accommodation, helping to repopulate the centre. This is a high quality, well-executed scheme.



**Albion House – residential conversion and new build, supported by THI funding.**



## 3.4 The Docks

Gloucester Docks is an example of fairly high profile regeneration over the past few decades. The following is an analysis of certain projects, followed an overall analysis of the quality of regeneration.

### Merchants Quay

This is a new-build residential scheme, comprising 48 apartments in two separate blocks, linked by steps and walkways.

The scheme includes covered cycle storage, which enables more sustainable movement and healthier lifestyles.

The scheme does follow the 'mock-warehouse' format of much new development in the docks, especially in its overall form. However, it goes beyond dry imitation, with a more creative approach being taken to the elevational details. These include stack bond brickwork, timber cladding and louvered shutters. The quality of detail and finish is fairly good, though it remains to be seen how well the buildings weather in the longer-term.



**Merchants Quay – Residential development with commercial units below.**

## Bakers Quay Phase 1

This scheme comprises a new residential block, new hotel block and refurbishment of an engine shed. The new residential block is built on the site of a former listed building, which was destroyed by fire.

The loss of the original building is clearly regrettable. However, the decision to follow the form of the original building so closely is questionable.

The scheme does address the water positively, the residential block having extensive glazing to the end and side elevations. The residential block is made more distinctive through use of projecting balconies and the strong red colour of the cladding to the side elevations. The hotel includes cladding with random colour changes, which creates some interest to an otherwise fairly unassuming building.

The form of both buildings is 'mock' warehouse. The residential building even has an overhanging structure at the end, based on the demolished building. The overall townscape contribution is positive, but imitation of warehouse form is taken even further in this development than in some of the previous schemes in the docks.

The scheme was still under construction at the time of writing, so it is difficult to judge the quality of public realm.



**Baker's Quay Phase 1 – Residential block and hotel both flank a Grade II\* listed building.**

## The Quays

The Quays has an external street and other frontages, with primarily food and drink outlets. The public realm is of good quality. However, the extensive use of internal malls means that when the quays first opened there was less pedestrian permeability after closing time. This has been mitigated by the extensive food and drink outlets and cinema opening providing greater evening activity. There are opportunities with the Bakers Quay development to provide greater evening economy especially with the mix of residential units and A3 uses proposed as part of the approved masterplan.

Architecturally, future schemes around the Docks area have the opportunity to provide creative and innovative development. There is concern that replicating historic warehouses dilutes the special character of the historic docks warehouses and this will require discussion as and when new development comes forward.



**The Quays – the development has created new pedestrian streets (above), and mock warehouse facades (below).**





## 3.5 Integrity and Authenticity

The docks have successfully regenerated over the past few decades and are now a major draw to the City. There is a mixed picture of whether this has helped with regeneration of the historic core of the City Centre or harmed it. The regeneration process is continuing and there is recognition of the need for greater integration between the docks area and the historic core, especially in terms of pedestrian routes between them.

In design terms, there is a mixed picture, as described in the analysis of certain projects. There appears to have developed an orthodoxy that responding to the historic docks involves constructing 'mock' warehouses in new development, whether for retail, residential or other uses. This tendency does have implications in terms of the integrity and authenticity of the industrial heritage of the docks. The heavy Georgian influence on the Greyfriars scheme perhaps raises similar issues.

The proliferation of 'mock' warehouse development could be seen to harm the special architectural or historic interest of the conservation area and the settings of the listed buildings. The roots of the conservation movement in the 19<sup>th</sup> century were a reaction against falsification of history<sup>8</sup>. Clearly much development in the docks tends to imitation, albeit often with contemporary detailing. But responding to historic context is about understanding the processes that created historic places, not simply copying them.

Also, the form of industrial heritage is clearly a functional response. But using that form for other kinds of development is clearly not. Responding to the functional demands of modern uses would in many ways better respond to the functional character of the docks area than imitation of warehouse forms.

At the same time, the opportunity is being missed to create an authentic 21<sup>st</sup> century heritage for Gloucester. So there are legacy issues for future generations. Copying the fabric that survives from past innovation is not the same as continuing that spirit of innovation.

A step change in the quality of new development is necessary, with an emphasis on shifting from imitation to creative, site-specific design, based on a thorough analysis and understanding of the historic environment and the process of ongoing change that created it. Gloucester's heritage is a mix of vernacular, functions, national and international influences. Change has created the historic environment. Continuity with the past requires that process to continue. This means adopting a more confident approach to new development, shifting from imitative forms to a positive encouragement of creative and innovative design. This would complement the historic environment in a far more meaningful way.

So questions to be addressed in considering design in new development are:

- implications for the integrity and authenticity of the genuine historic environment;
- responding to the spirit of innovation and creativity that created the City of Gloucester;
- developing an aesthetic based on modern functional needs and challenges, rather than the functional requirements of the industrial past;
- creating exemplar design and a 21<sup>st</sup> century architectural legacy that can be passed on to future generations;

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<sup>8</sup> Leading to the establishment of the Society for the Protection of Ancient Buildings and the formulation of 'SPAB' principles.

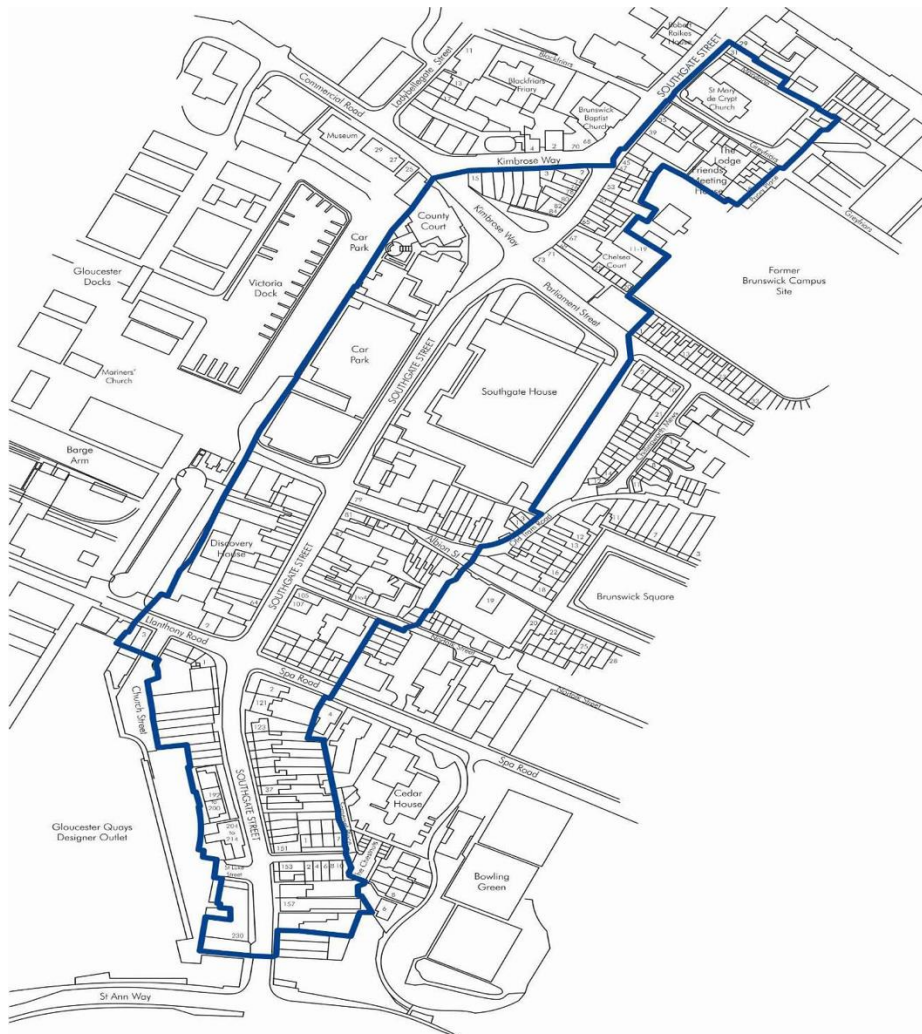
- responding to the character of Gloucester’s historic environment, which is based on diversity resulting from change over time (rather copying buildings of a particular period);
- taking the opportunity to raise Gloucester’s profile and image through creative and innovative new schemes.

## 3.6 Key Heritage Initiatives

### Southgate Street THI

Southgate Street Townscape Heritage Initiative is a £1.2 million project funded by the Heritage Lottery Fund and Gloucester City Council. Grants are available for reinstatement of features, repairs, bringing floorspace back into use and streetscape works.

#### Southgate Street THI Area



Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2012

A number of properties have been improved through THI grants since 2016., as set out in the following table.

<b>Property</b>	<b>Works</b>
65 Southgate Street	Repairs and reinstatement, including improved shopfront and sash windows.
7 Priory Place	Repairs and restoration.
151 Southgate Street	Restoration of features, including sash windows.
150-152 Southgate Street	Repairs and restoration, including sash windows and shopfront.
59 Southgate Street	Repairs to clock and reinstatement of shopfront.
57 Southgate Street	Repairs and restoration, including reinstatement of sash windows.
6 Priory Place	Repairs and restoration.
Southgate Street Gateway	Paving.
55 Southgate Street	Restoration and repairs, including reinstatement of sash windows.
St Mary DeCrypt	Restoration of features, repairs and reinstatement of railings.
125 Southgate Street	Repairs and restoration, including sash windows.
Albion House, 77 Southgate Street	Floorspace brought back into use.
39-41 Southgate Street	Public realm and upgrading of façade.

Area grant schemes are an effective way of delivering direct environmental and economic benefit and acting as a catalyst for economic development and regeneration. The beneficial economic impact of Townscape Heritage Initiatives is well documented.

The Southgate Street THI has created obvious environmental benefits. Some poorly altered properties, that had contributed to a degraded environment, now make a positive townscape contribution. This improves the image of the City Centre and enhances the integrity of the historic environment.

The obvious signs of investment also helps to create business and investor confidence. Such confidence is central to achieving the kind of transformations necessary if the City Centre is to remain competitive. In addition, the THI has directly brought floorspace back into use and create living accommodation, thus helping to repopulate the City Centre.

## Llanthony Secunda Priory

Llanthony Secunda Priory is run by the Llanthony Secunda Priory Trust. A £4 million project involves the repair, refurbishment and reuse of a group of Grade I listed buildings, identified as being at risk. The site was subject of an asset transfer from Gloucester City Council to the Trust for £1.

The site has an income generating business model, including accommodation for a wide range of functions, including business hire, weddings, meetings, community use, and outdoor cinema.

A shared leasing arrangement with Gloucestershire College also means that the site supports educational use (such as surveyor training). In addition, both open areas and buildings being used by the college for recreation and business purposes.

The project is an excellent example of heritage-led regeneration and economic development, providing facilities for business, social functions, recreation and education.



**Llanthony Secunda Priory** - The refurbishment and conversion of key buildings is providing facilities for business, social functions, recreation and education.



## Project Pilgrim

The Project Pilgrim is focused on the cathedral and surrounding public realm.

Public realm improvements have included replanning of the external areas, including carparking, upgrading of ground surfaces and installation of public art. The standards of design and finish are high throughout. A better setting has been created for the Cathedral.

Interpretation includes touch screen information points. These provide accessible information on the Cathedral and related history.

Improved accessibility has been created by ramps inside the building. These are well designed and carefully executed. Again, the standards are high. This is also the case with the new entrance screen around the main door.

This is an exemplar project. The high standard should be maintained in phase II.



**Project Pilgrim:** This project is focused on the cathedral and includes public realm improvements, interpretation, improved accessibility and other enhancements. A second phase is planned.



## 3.7 Key Development Sites

Many of the following sites have development either underway or are subject to pre-application discussions:

**Kings Quarter:** Planning for this mixed scheme has been underway for some time. This involves refurbishment of the Kings Walk Shopping Centre, redesign of the public realm in Kings Square and mixed-use new development of sites near to the bus and railway station, possibly for a multi-storey carpark, offices, hotel, and residential accommodation. A new bus station is being developed and the railway station is due to undergo improvements. The redevelopment of the bus station demonstrates a more adventurous approach to design and this could be expanded into the new-build elements of the Kings Quarter scheme. The refurbishment of the Kings Walk Shopping Centre should seek to create viable access to the archeological remains beneath the building complex. The City should be to embrace the spirit of creativity and innovation that created the City of Gloucester and to create a 21st century legacy for future generations. An RIBA competition would be a good approach for part of this site.

**The Fleece and Longsmith Street Car Parks:** The Fleece is a complex of historic buildings, identified as being at risk. To make the regeneration of the Fleece complex more viable, the site may be combined with redevelopment of the adjacent multi-story carpark. There are various possibilities for the sites, including a mix of uses including larger performance venue, if need is established. Development of the Fleece site could help to better link and integrate the historic City Centre with the Docks, in addition to the public realm improvements around Blackfriars. An RIBA competition would be a good approach for part of this site.

**Blackfriars:** Blackfriars is currently being developed as part of the student village. Around 1,000 units of university-managed student accommodation are being developed or are planned at Blackfriars and Quay Street<sup>9</sup>. Gloucester Prison, adjacent to the student development sites, includes a number of listed buildings. Approval has been granted conversion into flats and houses, preserving the remains of the Norman keep in the ground plan and landscaping. A viewing chamber would allow parts of wall to be observed and interpretation is planned. This development has the potential to reinforce the link between the City Centre and the Docks. Plans for Blackfriar's priory are discussed later in this strategy. In addition, English Heritage owns 11 Ladybellgate and is currently looking at the feasibility of different options for the building. Whilst these projects are positive, there is a tendency for each project to be considered isolation. There is a need for more joint working and an agreed plan, in particular for the wider public realm.

**Greyfriars:** The Background Document includes discussion of the Greyfriars residential schemes. This is a mixed residential scheme on the edge of the City Centre of 265 homes, comprising and two bedroom apartments and houses with 2, 3 or 4 bedrooms. There are other potential projects in the Greyfriars area and these include the underused public realm, the Market Hall and Greyfriars Priory ruins. Together with St Mary DeCrypt churchyard which could be utilized as managed green space for residents and users of the Church. As with Blackfriars, a joined-up approach would be beneficial, especially in planning the public realm.

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<sup>9</sup> Blackfriars phase 1 and 2 account for 500 units, whilst three other schemes would add an additional 500 units.

**New Business Hub:** The new business hub at the University Oxtalls campus has City-wide significance. The importance of universities in delivering growth is well established.

## 4. Local Plans and Strategies

### 4.1 Gloucester City Vision 2012-2022

The vision stated in the City Vision document is: 'Gloucester will be a flourishing, modern and ambitious City, which all residents can enjoy'.

The aims are:

1. A flourishing economy and City Centre which meets the needs of our residents, businesses and visitors.
2. A vibrant evening economy.
3. A City which improves through regeneration and development.
4. A City where people feel safe and happy in their community.
5. A healthy City with opportunities available to all.

The document makes a few references to heritage, including the value to tourism.

Most of the actions in the documents have some implications for heritage. However, those most directly relevant to heritage include:

- Creating a City centre which has a strong retail offer and a diverse mix of uses, which meets the needs of its residents, businesses and visitors.
- Encouraging a vibrant and diverse evening economy where people feel safe.
- Growing the City's tourism business through promotion and marketing of the City's existing assets, as well as encouraging new attractions within the City.
- Continuing the physical regeneration of the City attracting new employment opportunities for local people.
- Celebrating the City's historic buildings and working to bring older buildings back into use, using them as a cornerstone of the City's visitor economy.
- Promoting inward investment opportunities and employment land for both new and existing businesses, selling Gloucester as a great place to do business.
- Empowering communities to work alongside public bodies and make decisions about their areas for themselves.
- Building pride in our neighbourhoods and in the City, by building on our past and working together to improve the present and the future.
- Celebrating our rich and diverse heritage and culture.
- Encouraging better use of the City's numerous parks and open spaces and work with communities to continuously improve and develop them.
- Working to ensure people feel the City is a safe place to live, work and visit.

## 4.2 Gloucester's Cultural Vision and Strategy 2016 - 2026

This strategy is focused on heritage and the arts and states:

*'Great cities are defined by their culture. They are defined by their history; through their local heritage, museums and archives, historic buildings, festivals, food and local traditions. But a great city is also defined by its contemporary culture; its artists and arts venues, film and music, photography and crafts, fashion and design, and its buzzing restaurants, pubs and night clubs'.*

The document strongly emphasizes the value of culture to the community and local economy.

Objective 1 is to 'Develop Artists and Arts Organisations' and includes Action 1:

*'Develop an arts, culture and creative industries hub and incubator in one of the City's many under-utilised buildings'.*

Objective 3 is to develop a vibrant City Centre and includes Action 13:

*'Scope the potential for a new visitor orientation centre in the city centre that could include the Tourist Information Centre and heritage interpretation involving the museums'.*

The wider content of promoting and enabling the arts and culture has many overlaps with Gloucester's heritage. For example, upper floors could provide affordable floorspace for creative enterprise.

## 4.3 Growing Gloucester's Visitor Economy

The document recognises the value of the City's history and heritage to the local economy. The visitor economy is growing at a faster rate than the area's economy as a whole.

Key conclusions of the strategy are:

- Gloucester has consistently outperformed both national and regional growth rates in visitor spend. Economic benefits from exploiting the visitor economy will become an ever more important component of the whole economy locally within the next 10 year period.
- There is a need to continue the progress towards closer coordination between organisations whose activity contributes to visitor economy growth.
- Current successful efforts to promote the City must be amplified to capitalise on current growth and increase it bringing substantial growth in jobs and the local economy.
- Barriers to growth in the visitor economy such as shortage of good quality hotel rooms and lack of a larger venue space need to be addressed.

The strategy recognises strengths, including historic buildings, the cathedral, history, the Docks, and attracting a range of visitors. Weaknesses include poorly designed architecture,

underdeveloped evening economy, poor connections between the docks and the City Centre, poor awareness of the City offer, empty shops and buildings, lack of visitor facilities, uncoordinated projects, and lack of local awareness/pride. Opportunities include addressing these weaknesses, including the potential for heritage-related projects. Threats include competition from other cities.

Actions relate to branding, marketing, tourism promotion, signage and information, local events, parking, attracting quality restaurants and hotels, promoting arts and culture, and improving the link between the docks and the City Centre.

## 4.4 GCC Asset Management Strategy 2016-2021

The emphasis of the strategy is on costs and revenue, though with a focus on current potential. There is only limited analysis of the longer-term potential of using assets to deliver strategic regeneration and economic development aims (with the associated income from ground rents, integrated parking, council tax revenue, business rates, enhanced rentals, development partnerships, etc.).

The strategy highlights plans for various historic buildings, including:

- Herbert / Kimberley / Phillpotts Warehouses (long lease) – listed buildings
- North Warehouse (freehold) – listed building
- Gloucester Guildhall – Grade 2 listed
- Gloucester Folk Museum – Grade 2\* listed
- Gloucester City Museum – Grade 2 listed
- Blackfriars Priory – Grade 1 listed & leased from English Heritage
- Tourist Information Centre, Southgate Street (short lease) – Grade 2 listed

The section of the document dealing with carparks focuses on parking revenue, but does not consider opportunity cost, especially around regeneration and economic development (including associated income potential). A car parking strategy adopted in July 2018 and included a wider review of car parking provision.

One of the priorities is to exploring scope for community asset transfers in order to bring about community aspirations. However, this is specific to community assets rather than being a general priority for building assets.

The section on historic monuments refers to 39 such structures. Asset management priorities for these include:

- Developing an historic monuments management plan.
- Identifying and accessing grant sources.
- Options appraisal for future management including asset transfer in appropriate cases.

The section of the document on Regeneration assets includes several sites where there are significant heritage considerations. More specifically:

- King's Quarter;

- Land at Blackfriars & Fleece Site;
- Gloucester Bus Station;
- Grosvenor House;
- Bentinck House;
- NCP Car park Bruton Way (Landlord);
- 16-18 Commercial Road (Landlord);
- 23-29 Commercial Road;
- Docks Headlease.

The various strategic priorities do include public realm works, but there is little specific reference to heritage considerations or recognition of the value of heritage to economic development.

The strategy also deals with cemeteries, commercial properties, strategic land holdings and public toilets.

Paragraph 5.4 refers to community asset transfer. The strategy envisages long-term lease arrangements rather than freehold transfer.

Under acquisitions, there is no reference to historic buildings or to acquiring heritage buildings (such as buildings at risk) for the purpose of passing them to partner organisations. This is something that could be developed as part of Gloucester's asset transfer policy. A flexible approach would need to be taken to whether transfer was undertaken on a lease or freehold basis.

## 4.5 Gloucester Public Realm Strategy 2017

The public realm is identified as an essential element of regeneration.

The focus for the strategy is on the centre of Gloucester, including the historic core, areas around the train and bus stations, the Docks, and the Gate Streets.



**Plan showing the area of the Public Realm Strategy**

Strategy objectives are:

- To develop a coherent and high quality approach to the public realm within the City Centre, based on;
- reducing clutter and providing high quality materials;
- Develop principles which will enhance the safety and security of people using Gloucester's public realm;
- To improve the appearance of the Gate Streets and historic areas and improve the setting of heritage assets;
- To reduce the amount of clutter and rationalise or combine street furniture;
- Improve the legibility of Gloucester City Centre through the use of a coordinated palette of materials, clear signage and street furniture;
- To develop and set out a range of public realm principles, upon which further detailed public realm schemes will be based;
- To recognise the needs of all groups who use the City Centre and to develop clear design principles based on these needs;
- To enhance the connections between major land uses and areas of activity.

The strategy identifies broad character areas and activity hot spots, to guide the design of public realm works. The importance of connections is also emphasised. The strategy contains a set of design principles for the public realm.

## 4.6 Draft Gloucester City Plan 2016-2031

The overall approach to conserving and enhancing the historic environment is stated as:

*'The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant assets and their settings in addition to designated and statutorily protected features, will be valued, protected, preserved, enhanced and managed for its contribution to character, local distinctiveness and sustainability. New development should seek to safeguard, and where possible enhance, heritage assets and their settings. Development will be required to respect and respond positively to designated heritage assets and their settings, avoiding loss or harm to their significance. Proposals that involve securing a viable future use or improvement to an asset on the Heritage at Risk register will be supported'.*

A positive strategy for the conservation and enjoyment of the historic environment is as follows:

*'To ensure the conservation and enjoyment of the City's Historic Environment the Council will:*

*Continue to contribute to the maintenance and enhancement of the Gloucestershire Historic Environment Record;*

*Review and regularly update:*

- *Supplementary Planning Documents (SPDs)*
- *Conservation Area Appraisals and Management Plans;*
- *Article 4 directions; and*
- *The Local List.*

*Produce and maintain a heritage at risk register, and proactively seek to reduce the number of heritage assets on the register by:*

- *Exploring opportunities to bring assets into viable use; and*
- *Appropriate enforcement.*

*Produce and regularly review condition assessments for all heritage assets directly owned or managed by the City Council.*

*Seek opportunities for community engagement, education and outreach activities as part of the planning process'.*

Planning policies for heritage are contained in the emerging City Plan. This includes:

- Policy E1: Historic environment development management
- Policy E2: Recording and advancing understanding of heritage assets
- Policy E3: Buildings of local importance
- Policy E4: Shopfronts, shutters and signs



## 4.7 Regeneration and Economic Development Strategy 2016-21

The Regeneration and Economic Development Strategy quotes the City Vision 2012-22

“Gloucester will be a flourishing, modern and ambitious city, which all residents can enjoy” (City Vision 2012 – 2022)

The Strategy seeks to achieve:

- A vibrant City centre
- Development of brownfield sites
- More people living in the City centre
- More and higher-skilled jobs
- Better transport facilities, especially new bus station and improved railway station
- Improved retail and leisure facilities
- More prosperous and engaged communities
- Improved public spaces
- New uses for heritage buildings
- Improved cultural facilities
- Enhanced tourist visitor numbers
- Putting Gloucester on the map

The Strategy recognises heritage as an opportunity, but does focus on visitors rather than the wider economic role of heritage.

“Heritage can often be seen as a constraint or an additional cost burden. In Gloucester we view it as an opportunity – to encourage visitors for business, tourism and leisure, and to give the city its unique character”.

The Strategy sets out 8 objectives. These are as follows:

- Objective 1: Delivering major development sites
- Objective 2: A Vibrant City Centre;
- Objective 3: Small sites;
- Objective 4: Local communities and urban regeneration;
- Objective 5: Jobs and growth;
- Objective 6: Provide a network of public spaces within the City;
- Objective 7: Recognise and improve the City’s cultural offer, hand in hand with the successful regeneration of the City;
- Objective 8: Work in partnership with GFirst and adjoining local authorities to influence and achieve opportunities for growth beyond our boundaries.

Within these objectives, various projects and issues are highlighted. There is clearly a strong synergy between the Regeneration and Economic Development Strategy and this Heritage Strategy. However, the Heritage Strategy recognises the wider economic role of heritage in supporting enterprise and creating a distinctive offer for Gloucester. In addition, the Heritage Strategy recognizes the key challenges and opportunities in reusing the upper floors of commercial properties in the historic retail core.

# 5. Stakeholder Engagement

## 5.1 Local Plan and other Engagement

Local plan related consultation highlighted a number of values and issues relating to heritage, many of which are relevant to this Strategy. The quality of Gloucester's heritage was raised, including its cathedral, docks, historic buildings and archaeology. Values of heritage mentioned included regeneration of the City centre, civic pride and social and cultural bonds.

Suggested actions for heritage included:

- Linking heritage assets with attractive routes and retail;
- Interpretation and education related to archaeology;
- Addressing under-utilisation of heritage;
- New signage and interpretation;
- Making the docks and quays a focus for leisure, dining, evening uses and water-based industries;
- Promoting Gloucester as a place for knowledge industries;
- Need to package the cathedral, City centre, docks, military and industrial heritage; and
- Provide hotels and restaurants close to main attractions.

In addition, the City Council 'State of the City' workshop (June 2018) identified the following opportunities:

- *Deliver a people focused and quality (green, healthy) public realm and public open spaces through regeneration. Promote active travel (walking, cycling) leading to reduced presence of cars in the City Centre.*
- *Repurpose the City Centre to encourage a work/live balance, including bringing empty shops/flats above shops into use (office, events, residential). Gloucester as a future (and growing) 'destination city' (experience, culture, place). Link between the Quays – Docks – City Centre*
- *Harness the commitment to Culture – Cultural strategy, commitment, strong and independent partnership, as an enabler of longer-term economic prosperity, social inclusion and mobility, wellbeing and health for individuals, communities and visitors. Including 'big events that stick'. Opportunity for 'City of Culture in 2025' to be the 'common cause'.*

## 5.2 Heritage Strategy Engagement Activities

Stakeholder and community engagement specific to the Heritage Strategy was undertaken in May and June 2018.

Various local stakeholders were contacted by phone and interviewed, including representatives from Gloucester Regeneration Advisory Board, the Chamber of Trade, Heritage Forum, Greater Places and various other local projects.

An online questionnaire was prepared and publicised. This asked about the benefits and potential of Gloucester's heritage. A drop-in session was arranged for late June, based around similar questions to the on-line questionnaire. The questionnaire and drop-in attracted more than 50 respondents.

Workshops were held involving local stakeholders involved with regeneration and culture. These focused on discussion of how Gloucester's heritage contributed to the local economy and culture and considering opportunities for the future.

Other engagement reports have also been considered, including:

- Heritage Consultation Report, The Whisperer, 2018
- The Firm Footings and Faulty Bearings Report, Fabularium, 2018

## 5.3 Outcomes

From the stakeholder telephone interviews, questionnaire, workshops, drop-in event and other activities, information on a range of local organisations and projects was gained, in addition to a range of opinions on Gloucester's heritage. The range of comments has informed the content of the strategy document.

A wide range of local issues was highlighted. The following is a summary of the main issues raised:

**Enterprise Space:** Gloucester has office potential, as Cheltenham accommodation is expensive. Co-working space is very underdeveloped. Cheap floor space - there interest from young cultural businesses. Demand from young start-up. Kings quarter scheme consultation – nowhere to start-up. Traders possibly don't appreciate heritage and opportunities not always being taken. Culture entrepreneur's hub proposed (bid to Greater Places). Strand to develop enterprise (capacity, jobs and business).

**Repopulation:** Repopulation of City centre is essential. Few people in the centre in the evening leads to concerns over safety, and action is needed to address this. Some residential conversions have occurred on upper floors.

**Impact of the Quays:** Quays seen as harming centre, but also brings in visitors and has increased footfall in the centre. So there are mixed messages. Pedestrian links to City Centre need to be made more attractive. The Quays and City Centre should collaborate and not compete.

**Transport:** The new bus station opened in October 2018. Also £4 million worth of improvements are proposed for the train station. These will create a better transport hub. There also need to be better physical links between Quays and City. Car parks need to connect to the centre more effectively. Vehicular & public transport both need to improve. Parking for events is required.

**City Centre Economy:** In 2008, shop rentals dropped from £125 to £75 (and have remain at that lower level). Decline of High Street economy and vacant shops. There is tension between commercial interests and heritage issue. Need to creatively re-purpose buildings. A better retail selection is needed with more independents. There is a risk of

becoming gentrified, cloned and standardised.

**Culture and Recreation:** Gloucester lacking quality hotels. Food and drink and cultural offer underdeveloped in the centre. But, purple flag status achieved. Two areas for evening Gloucester Quays 10 screen cinema and restaurants. Also Eastgate Street nightclubs and bars. Kings Quarter will concentrate on food and beverage. More is needed to attract older generations. More late music venues are needed. Proposed 2025 city of culture. Culture Trust commissioned venue demand plan, to establish demand. Need to engage with the artistic community. There is a lack of Green spaces.

**Promotion:** Gloucester needs to promote itself as a historic City. Cheltenham Spa town 200 years old, Gloucester is 2,000 years old. There needs to be consistency in branding, with a coherent marketing strategy and integrated approach to promoting Gloucester. Awareness of historic centre needs to be raised. The heritage of the City is not a focal point. Better signage and interpretation required. Heritage is perceived as cathedral and docks. Wider offer includes sporting heritage and links to nationally and internationally well-known figures. Events need wider marketing. Need to define and promote Gloucester sense of identity and USP. Linkage between Cheltenham and Gloucester – 6-7 miles apart - joint promotion potential. Heritage is scattered, but not necessarily connected. TV and filming opportunities should be promoted. Better lighting of heritage assets at night is needed. Tourist trails could be created.

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

**Museums and Venues:** Museums and interpretation are poor quality compared to other cities. There is a lack of signage. Need more substantive coach parking and to canvas more coach companies. Need to improve access and opening times to heritage sites. Collections in two museums, not well displayed and in disparate sites. Transitioning to an accurate database, properly caring for artifacts. Collections policy needed. Resurrect 'Friends of' for Museum of Gloucester and significantly increasing volunteer input. Perhaps in partnership with the Civic Trust. Blackfriars priory has more potential. Business plans need to be developed for museums, Blackfriars, Guild Hall.

**Archaeology and Records:** Better access and interpretation needed for archaeological sites in the City Centre. Massive regeneration will involve archaeological investigations. Areas of high archaeological potential being dropped, as whole area is high potential. Need to continue to maintain and enhance Historic Environment Record.

**Maintenance:** Historic buildings are not being adequately maintained. There is a lack of investment & maintenance of historic buildings by private landowners and the City Council. There need to be appropriate and viable financial uses for historic buildings. There is conflict between commercial uses and conservation.

**New Development:** Historic fabric lost among modern development. New developments need to be in keeping with old sites.

## 6. Governance and Partnerships

### 6.1 Organisations

This part of the document sets out the range of organisations responsible for both governance (heritage protection) and delivery of heritage projects and initiatives.

Of course, much also depends on independent actions of owners and occupiers of heritage assets, many of which do not involved statutory consents.

### 4.2 Heritage Governance

#### Gloucester City Council

Gloucester City Council has a range of key statutory functions relevant to heritage. This includes its role as the local planning authority. There are various dimensions to this role:

- Planning policy, through the Local Plan process and also through support for neighbourhood plans (including independent examinations);
- Development management, including dealing with planning applications and listed building consent applications;
- Heritage designations, including conservation areas, Article 4 Directions, tree preservation orders and other designations;
- Enforcement, including unauthorised works and urgent works or repairs notices.

In addition, local authorities have compulsory purchase powers under planning and other legislation.

The City Council also owns land and property. This includes historic and non-historic buildings, historic parks and development sites. The local authority is responsible for maintenance of its assets. Local authorities can transfer land or property to community or private organisations on the basis of transferring the freehold or different leasing arrangements (known as asset transfer). Or buildings and land can be directly developed by the local authority and/or partner organisations.

The City Council is involved in compiling the Historic Environment Record (HER), though the county holds the data and licenses.

Non-statutory heritage functions for the local authority include:

- Buildings at risk surveys;
- Lists of buildings and structures of local interest (local lists);
- Establishing and managing heritage area grant schemes.



Other non-statutory functions relevant to heritage include:

- Economic development and regeneration strategies;
- Marketing and investment (attracting business and employment);
- Museums and outreach;
- Tourism promotion;
- Tourist information;
- Projects (such as public realm schemes);
- Enabling and advice;
- Direct development.

This strategy has been prepared on the basis that there will be limited funding available from the local authority and partnership funding will be essential if the strategy is to be successful. There are a number of aspirational projects for which Gloucester City Council will need to submit funding bids to the Heritage Lottery Fund, LEP, Historic England, Architectural Heritage Fund, Arts Council and other funders, to enable delivery.

## Historic England

Historic England is responsible for a range of statutory and non-statutory functions. Statutory functions include:

- National statutory planning designations (listed buildings);
- National statutory, non-planning designations (scheduled monuments);
- National non-statutory designations (such as the register of historic Parks and Gardens);
- Scheduled monument consent applications;
- Buildings at risk regional surveys for grade I and II\* listed buildings;
- Funding schemes for historic areas and buildings;
- Guidance<sup>10</sup>.

## Gloucestershire County Council

Gloucestershire County Council is the highways authority, responsible for infrastructure and some aspects of the public realm. The County Council also has economic development and some planning functions (county matters).

The County Council runs the county's archives service which looks after the City's archive dating back to 1155, as well as many other collections which relate to the City, its buildings and its heritage.

The County Council also maintains the Historic Environment Record (HER). In Gloucester, this is done in partnership with Gloucester City Council.

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<sup>10</sup> It should be noted that not all Historic England guidance is compatible with planning legislation and policy, especially that referring to English Heritage Conservation Principles 2008, which makes a different use of the term 'significance' to the planning use of the term in the NPPF.

## 4.3 Conservation, Management and Regeneration

### Private Sector

A large proportion of historic buildings are owned and/or occupied by private organisations or individuals. Private owners include property developers, businesses and institutions, in addition to householders.

The motivation for most private companies or owners in acquiring heritage assets is their economic use or as an investment. Such investment pays returns in various ways, including through rental income, direct business use or through increase in capital value.

Engaging and supporting owners is therefore crucial to conserving Gloucester's heritage. This is why economic viability is such a key factor in conservation. It is the basis for continuing investment in the refurbishment and upkeep of historic buildings.

### Community (Third) Sector

This includes community-led, voluntary, or not-for-profit bodies and enterprises. Community organisations can form partnerships with public or private bodies to deliver local projects and regeneration schemes. Community organisations can have a particular role where heritage assets are not viable for private investors to take on.

Local bodies with an interest in heritage are as follows:

#### Gloucester Regeneration Advisory Board

The Gloucester Regeneration advisory Board has operated for 4-5 years and brings together key business people, the Cathedral and other stakeholders. The forum provides early stage comments on schemes in Gloucester and also highlights problem sites and properties. This ensures a wider stakeholder input into key projects, such as the bus station and larger development and regeneration schemes.

#### Gloucester Heritage Forum

Gloucester Heritage Forum came about as a means to coordinating between a group of sites, each with HLF funding. These included:

- Gloucestershire Archive– 'For the Record' project (Creating community heritage hub, specialist storage and training suite);
- Gloucester Cathedral (precinct, repairs, creation of exhibition space and solar panels);
- Llanthony Secunda Priory;
- St Mary de Crypt (overhaul for community use, arts, in addition to worship.
- Waterways museum, canalside (building and fittings) just finished;

- Soldiers of Gloucester (first grant).

The Heritage Forum's role includes networking, peer support and evaluation of heritage project impacts. It also provides a voice for heritage and a means to wider stakeholder engagement, by linking to a range of other local organisations and stakeholders. It is involved in the strategic planning of events, collaborative working for volunteers and also provides input into the 'Great Places'.

## Gloucester Culture Trust

The Gloucester Culture Trust works with various partners and seeks to promote Gloucester for its distinctive culture. Its projects include a creative entrepreneurs hub to incubate creative businesses, and initiatives to enhance heritage buildings and deliver regeneration.

## Gloucester Civic Trust

The Civic Trust is the civic society for the area, with 600 members. It was formed to recognise the historic value of the City. The Civic Trust has an architectural panel which monitors planning proposals.

The Gloucester Civic Trust is based in St Michael's Tower and this is open to the public. They also undertake guided tours and a range of events, including heritage open days.

## Gloucester Historic Buildings Trust

This is a buildings preservation trust, established in 1980, with a past track record of taking on, refurbishing and selling historic buildings. It is currently looking to take on the Gloucester Life Museum, working with the Civic Trust. Gloucester City Council owns half of the Historic Building Trust.

## Gloucester History Trust

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.

## Other Local Organisations and Institutions

Various other independent organisations or partnerships operate in Gloucester.

## Business Improvement District:

The Gloucester BID covers the City Centre, including the Docks and Quays area. The BID undertakes various activities, including:

- Safety and security;
- Street cleanliness;
- Marketing and promotion;
- Environmental improvements;
- Events.

## GFirst Local Enterprise Partnership (LEP)

The GFirst LEP has the mission to ‘make Gloucestershire great by driving sustainable economic growth throughout the county, creating jobs and business opportunities for thousands of people’. The LEP involves the business community in partnership with voluntary, education and public sectors.

The LEP has a strategic economic plan for Gloucestershire and has secured funding to support the economy, business, housing, education and the environment.

The LEP has invested in heritage previously (Blackfriars & Quayside) on archaeology and heritage surveys and on surveys and reports for the Fleece hotel.

## University of Gloucestershire

The University has campuses in Gloucester and Cheltenham and has 10,000 students. The University has a new business school on the Oxstalls Campus.

The University has a strong interest in economic development and regeneration and is leading the Student Village developments at Blackfriars.

## Marketing Gloucester

Marketing Gloucester is a public private partnership involving the City Council, the Local Enterprise Partnership, Cotswolds Tourism and Gloucestershire County Council. It undertakes various activities, including:

- Promoting Gloucester as a place to live, work, study, visit and invest;
- Organising events and festivals;
- Engaging with businesses and investors.
- pride of place programme amongst residents.

# 7. Funding for Heritage Projects

## 7.1 Heritage-Specific Funding

There are a range of heritage-specific and other sources of funding, depending on the nature of the specific project. Key heritage-focused sources include:

### Architectural Heritage Fund

The Architectural Heritage Fund (AHF) was established in 1976, and promotes the conservation and sustainable reuse of historic buildings across the UK, with a particular focus on disadvantaged areas.

The AHF offers advice, loans or grants. Grants include 'Project Viability' and 'Project Development'.

### Historic England

Historic England is an executive non-departmental public body sponsored by the Department for Digital, Culture, Media and Sport, tasked with protecting England's historic environment by preserving and listing historic buildings, ancient monuments, and advising central and local government.

Historic England offers grants in the following areas:

- Repair Grants;
- Heritage Protection Commissions;
- Management Agreements for Field Monuments;
- National Capacity Building;
- Regional Capacity Building Programme;
- Grants for War Memorials;
- Acquisition Grants;
- Grants to Underwrite Urgent Works Notices;
- Partnership Schemes in Conservation Areas.

In addition, Historic England runs the Heritage Action Zone programme, which can include a combination of Historic England resources.

### National Lottery Heritage Fund

The National Lottery Heritage Fund (HF) is the largest dedicated funder of heritage projects in the UK, and is a leading advocate for the value of heritage. The HF has supported more than 42,000 projects since 1994, providing around £7.7billion. A range of grants is available from £3,000 upwards.



## 7.2 Non-Heritage Funding

There are various other funders that are not heritage-focused, but may be able to fund projects that include heritage elements. Potential funders are described in the following pages.

### Homes England

The Government's housing and regeneration agency, which manage a range of investment programmes, and a portfolio of public land;

### Locality: Neighbourhood Planning and Community Rights

Locality manages a range of neighbourhood planning and community-led development funding programmes;

### Arts Council England

The Arts Council champion, develop and invest in artistic and cultural activities, which would not preclude heritage-related initiatives;

### Sport England

A non-departmental Government body sponsored by the Department for Media, Culture and Sport, that has a number of funding programmes designed to increase sporting activity; and

### The Big Lottery Fund

Funds projects and activities designed to strengthen communities. Their latest programmes are Reaching Communities England, Awards for All, and Empowering Young People. The Big Lottery Fund also supports Local Trust, and their Big Local programme.

### Banks and Companies

Many large businesses have community funds to support local community projects and initiatives. These would normally be available to local community organisations rather than the public or private sectors.

### Foundations

There are various independent foundations that make funding available for projects that meet their priorities (for example, Esmeé Fairbairn Foundation and Paul Hamlyn Foundation).

## 7.3 Other Funding Options

### Crowdfunding

Crowdfunding is a means of raising money, usually involving inviting a large number of people to make small donations to a specified project. There are numerous web sites that provide a platform for crowdfunding.

One kind of crowdfunding is the issue of community shares issued by community organisations, where people in a local community can obtain share capital in local projects. Community shares can be a means to saving heritage assets and local community facilities (for example pubs).

### Loans

For social enterprise projects involving income generation, loans are an option. There are various organisations that specialise in loans for community organisations.

## 7.4 Heritage Funding Directory

The Heritage Alliance has created a comprehensive online funding directory, which can be searched according to the nature of a particular project. The directory provides details of hundreds of potential funders.

# Links

## Funding

### **The Architectural Heritage Fund**

<http://ahfund.org.uk/>

### **Historic England**

<https://historicengland.org.uk/>

### **National Lottery Heritage Fund**

<https://www.heritagefund.org.uk/>

### **The Heritage Alliance: Heritage Funding Directory**

<http://www.theheritagealliance.org.uk/fundingdirectory/main/fundinghome.php>

### **Arts Council England (Lottery Funding)**

<https://www.artscouncil.org.uk/funding>

### **Sport England (Lottery Funding)**

<https://www.sportengland.org/funding>

### **Locality: Neighbourhood Planning Support**

<https://neighbourhoodplanning.org>

## National Organisations

### **Institute of Historic Building Conservation**

[www.ihbc.org.uk](http://www.ihbc.org.uk)

### **Historic Towns and Villages Forum**

[www.historictownsforum.org.uk](http://www.historictownsforum.org.uk)

### **Council on Training in Architectural Conservation**

<http://www.cotac.global>

## Legislation, Policy, Guidance

### **Planning (Listed Buildings and Conservation Areas) Act 1990**

<https://www.legislation.gov.uk/ukpga/1990/9/contents>

### **National Planning Policy Framework**

<http://planningguidance.communities.gov.uk/blog/policy/>

### **National Planning Practice Guidance**

<http://planningguidance.communities.gov.uk/>

