

Gloucester City Council

DESIGNING SAFER PLACES  
**Designing *Safer Places***



GLOUCESTER  
CITY COUNCIL

**“In positively shaping the built environment those involved in the process have a social obligation and a crucial role to play in improving not only the safety of places, but also the perception of safety experienced by the people using those places”.**

Gloucester City Council is increasingly aware of the impact that the fear of crime has on the opportunities people feel are available to them, and how this influences the way they are able to enjoy their environment. Under the City Council's Regeneration Priorities for investment and improvement, the City Council is committed to ensure community safety principles are built into proposals for new development. This priority requires the City Council to work with others to reduce crime and the fear of crime.

The purpose of this document is to guide the design of residential developments in a way that improves the safety and security of people, their homes, locality and the whole city. The seven main principles identified in this document are adapted from recent government guidance and should be applied to all new residential developments. The principles identified in this guide can also be used as a tool in the redesign of existing areas throughout the city.

Good design is fundamental in creating usable, sustainable, attractive places and communities that are pleasant to be in. Taking into account community safety and how the users of the environment will behave and feel in a particular place is a key element of good design. This includes doing the utmost to ensure the safety of the community by using good design to reduce the opportunities for crime and to create positive places where people are safe and feel safe.

This document is intended to guide architects, developers, landscape architects and urban designers in the public and private sector. Planning staff and the Council's Planning Committee will use the guide, as supplementary planning guidance, to help assess and determine planning applications.

Developers will be expected to adhere to the city's standards in order to obtain planning permission, although exceptions will be considered where there are other overriding planning reasons for a departure from this guidance.

**This guide has one overall aim:**

**to reduce crime and the fear of crime through good design.**

This aim is carried forward in seven principles adapted for use in the city from 'Safer Places - The Planning System and Crime Prevention' produced on behalf of the Office of the Deputy Prime Minister and the Home Office. The seven principles are:

- 1. Routes**
- 2. Structure**
- 3. Natural Surveillance**
- 4. Ownership of place**
- 5. Security Measures**
- 6. Activity**
- 7. Management and Maintenance**

Routes between places should be **direct** and clearly **structured** so that the user can easily see where the route leads. Users should ideally always be able to see their destination, and footpaths should be created so that there are no corners or awkward turns where visibility is reduced and potential hiding places are created.

On longer routes, using landmarks to **define the route** is one way of helping people understand where they are and where they will end up. Landmarks can be anything from key buildings, public art or significant trees. A number of landmarks creating a series of vistas may be appropriate to create an interesting legible route. In some cases, particularly on longer routes, or those that cross with other paths, **signage** may be required. This should be consistent with the City Council's existing signage designs in order to contribute to creating an overall feeling of place and continuity across the city.

Routes through a place must always be **necessary** so that they link uses or places of activity. Whilst the City Council would like to ensure that developments are permeable and people have choices in the routes that they take. Creating an excessive number of routes is unacceptable.

Having a large number of routes reduces the potential footfall on the key routes. Excessive, underused routes are not only left susceptible to crime and vandalism but the lack of inactivity is also likely to cause a feeling of unease amongst the few people who may use them.

Footpaths should be wide enough to create a feeling of **openness**, which will promote a feeling of safety by allowing people to pass each other confidently. They should also be **overlooked** by the habitable rooms of nearby properties. Any vegetation should be kept low to maximise the benefits of overlooking and to prevent the creation of potential hiding places.

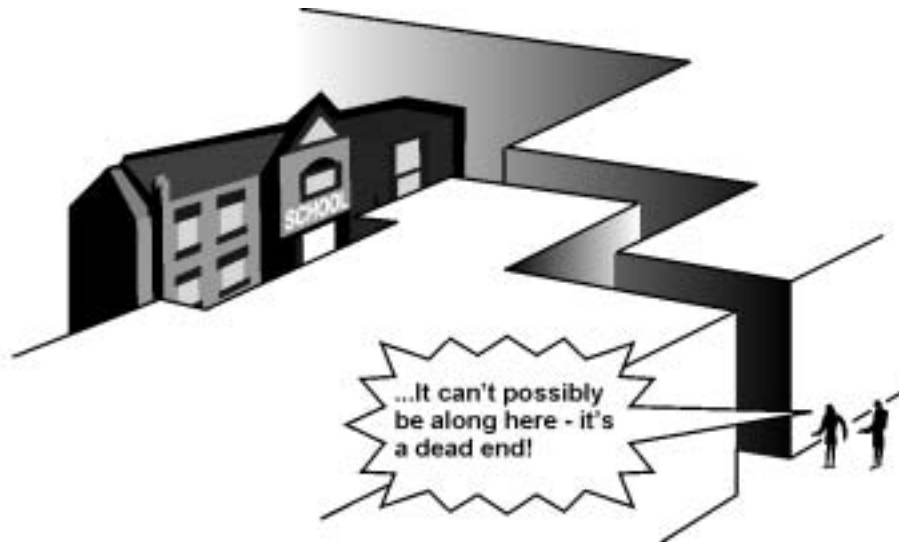
To create a feeling of safety and to promote use whilst deterring crime after dark, routes should always be **well lit** and **well maintained**. Plans for how this will be accomplished should be submitted as part of a planning application.



*This footpath has no natural surveillance or lighting and is very narrow and enclosed by the solid walls and the overgrown planting. It is also not possible to see where the route leads. This route creates opportunities for crime and anti social behaviour and is likely to increase the perceived fear of crime by its design to those who choose to use it.*

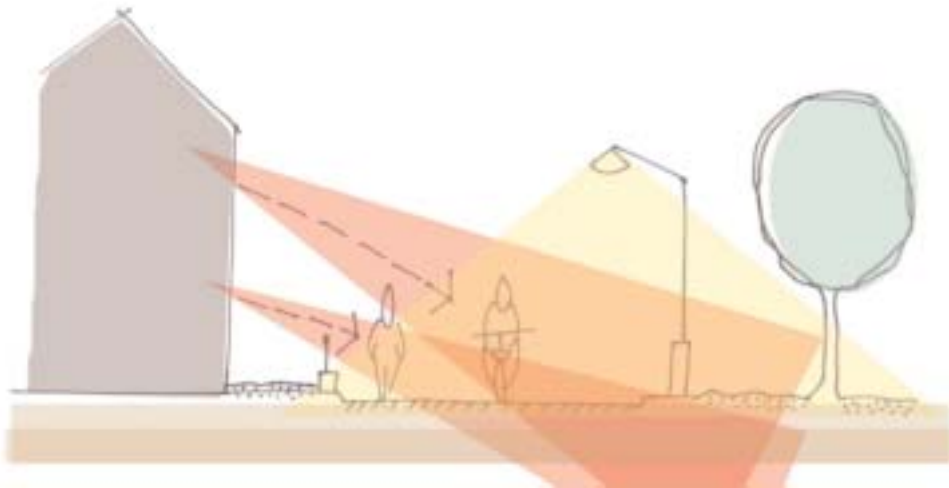


*This unattractive footpath link has limited opportunities for natural surveillance, is too narrow, and ends with an awkward turn at the top. As such it has no sense of ownership and provides opportunities for crime and anti social behaviour.*



Legibility Sketch.

*This footpath link benefits from natural surveillance and is well lit without causing unnecessary glare to the adjacent residential properties. The footpath is wide enough to allow for confident and safe passing, and landscaping has been set back from the footpath edge so that it does not create the potential for hiding places.*



*“Routes between places should be direct and clearly structured so that the user can clearly see where the route leads.”*

The City Council will encourage:

- Direct and legible routes
- The use of landmarks and vistas
- Wide footpaths
- Natural surveillance over all routes
- Signage where appropriate
- Lighting
- Appropriate maintenance plans to be submitted with planning applications

The City Council will discourage:

- Footpaths which create potential hiding places
- Routes that are indirect
- Illegible routes where it is not clear where they lead
- Footpaths that are enclosed and claustrophobic
- Alleyways
- Unnecessary and excessive numbers of routes
- Footpaths which are unlit

Creating attractive pedestrian routes has an important role in promoting **sustainable** modes of transport as a real alternative to the private car.

The structure of a space is a crucial element in creating a feeling of safety and reducing the opportunities for crime. It is important that the environments created are easy to read and interpret by the user so that the place itself sends a clear message about how it should be used. The layout of a place needs to be such that criminal activity and antisocial behaviour is discouraged whilst positive legitimate activities are encouraged. The key to doing this is to design places that are well structured and **active**.

Layouts should encourage a sense of **ownership** by providing clear definitions between the public and private spaces. Natural **surveillance** should also be encouraged through the orientation of buildings so that they front on to the public spaces such as streets, parking areas and open spaces. (These issues are discussed in more detail in chapter 3 - Natural Surveillance and chapter 4 - Ownership of Place.)

The best structure for secure residential layout is a **perimeter block** development where back-to-back development can take place ensuring that all frontages face out on to the public spaces and the rear of properties are enclosed and secure. This structure can then, if required be interrupted with short cul-de-sacs to provide a mix of

housing layouts and parking options. This can help to balance the dominance of the car and provide variety and visual interest to the streetscene. Cul-de-sacs and rear-parking courts should benefit from natural surveillance and should be relatively shallow and short to allow natural surveillance from passers by on the main streets.

Communal areas should be clearly **defined** and access restricted (physically or perceptually) to those who have legitimate reasons for entering the space. Where rear-parking courts are required the entrances to these should be clearly defined to create the impression that they are private spaces. This can be achieved through a number of methods including gating, narrowing the entrance, changes in level, changes in surfacing materials or the careful positioning of internal residential properties.

Buildings that are located on a corner or on the end of a row should be specially designed to 'turn the corner' to address each side with a well-designed frontage that includes windows to allow surveillance. Ideally a special house or building type should be introduced for these key locations rather than the compromise of adding a window in an otherwise blank gable.

The structure of a place also relates to the compatibility of land uses and potential conflicts. For example on a mixed-use scheme it would be unwise to locate offices by open space. This is due to the fact that the open space is likely to be used after the office activity has ceased for the day or weekend, leaving the area isolated with limited scope for natural surveillance.

The City Council will seek to ensure that street furniture is **well designed** and positioned in such away that it reduces the opportunities for vandalism and anti social behaviour. For example, the potential for seating and congregation should not be encouraged close to cash machines or at the entrances to courtyards, properties or footpaths as it may provide opportunities for criminal or anti social behaviour, or may just simply make users feel uneasy thereby increasing their perceived fear of crime. Street furniture and trees should also be

carefully positioned away from property boundaries where they may be used to assist climbing over boundary fences.



*This parking court does not benefit from internal natural surveillance and the entrance is poorly defined. This clearly has the feeling of a parking area rather than a place in its own right. The paving is the same as that in the public area. This reduces the feeling of this being a private space and will not be as effective in deterring people who have no purpose in entering.*

*This parking court benefits from having a clearly defined entrance, plenty of potential for natural surveillance and is not overly dominated cars. It definitely appears and feels more like a 'place' than a car park.*



*Inactive frontage with limited natural surveillance creating an unattractive route with a poor sense of ownership or feeling of safety.*



*This example of a perimeter block layout interrupted with short parking courts shows how perimeter blocks maximise opportunities for natural surveillance and create active edges on all sides, without creating unnecessary routes.*



*Blank facades provide an opportunity for vandalism and reduce the opportunities for natural surveillance.*



*The poor structuring of this layout has resulted in a lack of natural surveillance over the main routes as the housing faces inwards around a large number of cul-de-sacs.*



*This building has been well designed to turn a corner and face out onto an existing alleyway, providing more opportunities for natural surveillance.*



### The City Council will encourage:

- Perimeter block layouts with back to back development
- Layouts which create a sense of ownership
- Layouts which clearly define public and private areas
- Layouts which promote natural surveillance over public areas
- Structured layouts with necessary potentially well used routes
- Communal space accessible from within developments
- Active Facades
- Short and straight cul-de-sacs
- Compatible uses
- Well designed and safely positioned street furniture

### The City Council will discourage:

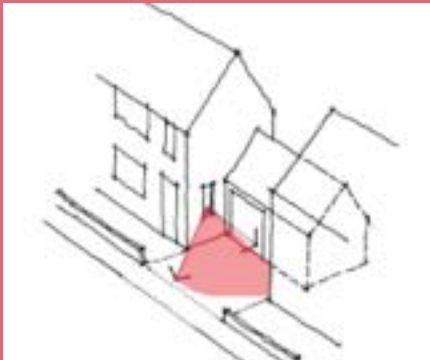
- Layouts which create blank or inactive facades
- Long deep cul-de-sacs
- Unnecessary routes
- Buildings which do not successfully address corners
- Communal spaces which are not clearly defined
- Poorly designed street furniture inappropriately positioned
- Siting incompatible uses adjacent to each other

# Chapter 3 Natural Surveillance

It is incredibly important to maximise the potential for natural surveillance within a development. Natural surveillance not only reduces the opportunities for crime but it also reduces the fear of crime, as users tend to feel more at ease. This can help to promote activity on routes and contributes to creating a sense of place and community. The City Council will encourage architects, designers and developers to be imaginative in how they approach providing opportunities for natural surveillance within the design of their schemes.

The City Council in determining planning applications will seek the provision of the following methods in order to maximise natural surveillance:

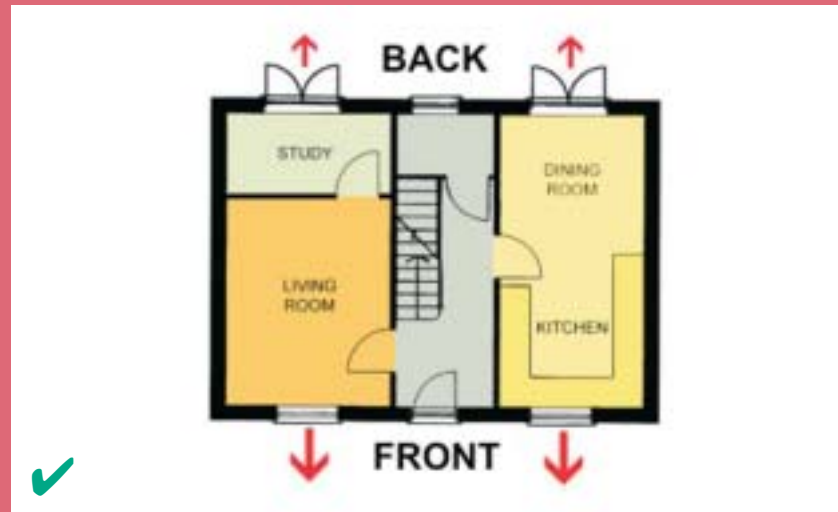
### Windows in side gables



Where there are entrances to parking courts, cul-de-sacs or off-street parking at the side of properties, side gable windows to habitable rooms at ground floor level shall be provided.

### Habitable rooms to the front

Internal layout should ensure that the opportunities for natural surveillance are maximised by ensuring that main habitable rooms are located to the front of the property. This common house type can be laid out internally in different ways. The preferred Internal layout as shown below will be encouraged.



### Easy to maintain low or visually permeable boundary treatments



These railings separating this park from the main road and housing opposite allows for natural surveillance from inside and outside of the park.

### Car Parking in visible locations

Mews style flats, with garages to the ground floor like these pictured, create blank facades and do not, on their own, provide adequate surveillance. They can be used successfully if they are used sparingly and benefit from direct natural surveillance from other property types with habitable room windows to the ground floor.





Parking located directly outside of property benefiting from natural surveillance. Clearly defined boundaries between public and private spaces.



Integral garages - In this example the garage interferes with and reduces natural surveillance to the street. The presence of a garage in this location also reduces the potential for windows serving habitable rooms facing onto the street.



These town houses have balconies which over look an area of open space. This works well in this particular location as it maximises the potential for overlooking without resulting in a loss of privacy to other residential properties.



To compensate for the inclusion of an integral garage, and therefore the loss of a potential window to a habitable room, this house has windows in the side gable wall and a bay window which allows for multi directional surveillance.

Defining public and private areas through design sends a clear message about who owns and is responsible for a space and what type of behaviour is appropriate. This can contribute to creating a sense of ownership and a **sense of pride** in a place. Private spaces give the sense of **reduced anonymity** to any person who does not have any business being in the space, this psychological affect can help to reduce the possibility of crimes occurring.

Creating a sense of ownership to a place can be done using a variety of techniques appropriate to different scenarios. One of the most commonly used techniques is to create an area of **defensible space** between public and private land. This can be achieved through the use of a physical barrier between the private and public areas. The barrier must be of an appropriate height and style so that it can be clearly seen through or over from inside and outside of the property.

The creation of a feeling of ownership of place can also be achieved through more subtle **psychological barriers**. These can include narrowing entrances so that they do not appear as open, changing surface levels or changing surfacing materials. All of

these methods give a sense that one place is different from another and therefore a different set of **behavioural rules** apply.

Every space on a development must have a **function and purpose** that is clearly defined through its design. The city council will not accept designs that leave areas of unnecessary space, which will appear 'unclaimed' or have no clear purpose or function.

*"The design of places needs to encourage people to take a sense of responsibility towards their neighbourhood. Without clear ownership by the community, anti social behaviour can go unchallenged even where it is seen".*

*This area suffers from not only a lack of natural surveillance but it also lacks a sense of ownership and purpose. These 'unclaimed' spaces will be discouraged.*



*In this example railings have been successfully used to clearly define the public and private spaces whilst allowing for natural surveillance.*

The City Council will encourage:

- Clear definitions between the public and private realms
- Boundary treatments which allow for visual penetration
- Innovative thinking around the creation of psychological barriers

The City Council will discourage:

- The creation of areas of 'unclaimed' space
- Area with no clear purpose or function
- Developments which do not contribute to creating a sense of ownership
- Tall solid barriers between spaces which do not allow visual penetration

*In this development railing have been used to create defensible space to individual properties. A semi-private communal space has been created in front of the houses which has different surfacing material to the rest of the development. This space feels as though it belongs to the surrounding houses and is likely to be well looked after by the residents.*



The City Council will encourage developers to consider incorporating security measures from the outset to make unlawful entry to properties as difficult as possible. Providing security measures to the new home owners can often be a positive selling point and can help save money in the future.

All windows, doors and locks should be installed to the appropriate technical standards for building security. These are available from the Secured by Design Initiative, some of which are listed below. Guidance is also available from the Gloucestershire Constabulary and the Gloucester Crime and Disorder Reduction Partnership. Details of which can be found at the back of this document.

A common sense approach is needed and the following points, adapted from Secured by Design, should be considered:

## Doors

Glazed panels or spyholes (no higher than 1500mm) should be provided to allow residents to see callers without opening the door.

Glazed panels on doors should be beaded internally, so they cannot be removed from outside.

Locks should be positioned away from weak joints in the door and a minimum of 400mm away from letter boxes.

The main lock to front and rear entrance doors should be a Five Lever Mortise to BS 3621/80.

Barrel bolts can be used to offer additional security in front doors (the top bolt should be fixed no higher than 1500mm).

Additional locking on back doors should allow for easy escape in emergencies, therefore systems that do not need keys are the best options.

Front doors should be made of VVP (Vandal Proof Ply) or robust timber and should be a minimum of 44mm in thickness. The doors should comply with BS/8220 Part 1 1986 and NHBC Standards.

Plywood panels in doors should have a minimum thickness of 9mm.

Glazed panels in or adjacent to front doors should be laminated, to a minimum of 7.5mm thickness for security (6.4mm minimum recommended for safety).

Where doors open outwards, a rebate stop should be used; either shaped or glued and pinned to the main part of the doorframe.

Three hinges supplemented by hinge bolts should be used on doors which open outwards.

Door chains or door limiters should be installed on front doors.

Inter-connecting doors that serve the house from a garage should be designed to the same standard as front doors.

## Windows

French windows should have the same standard of security as back doors.

Sliding patio doors should always be glazed with laminated glass, they should be fitted with an

Anti-lift device and should have a minimum of three point locking.

## Priorities

The rear kitchen is the most common point of entry in domestic burglary, followed by other ground floor rear windows. If resources are limited, the following priorities for additional security measures to windows should be made to:

1. The rear kitchen windows
2. Other ground floor rear windows
3. Ground floor front windows
4. Vulnerable first floor windows, ie those above flat roofs and porches.

## Construction

Construction should comply with British Standard PAS 011. Windows must be securely fixed to the surrounding structure at a minimum of 600mm centres, preferably at least two points per side including head and sill.

External beading should not be relied upon to secure windows as it can easily be removed.

Laminated glazing should be used in locations within reach of internally operated door locks.

## Locking

All accessible windows, that is to say ground floor windows or those accessible from drainpipes or flat roofs, should be fitted with window locks. The most convenient locks are those that either automatically lock when the window is closed or push to lock and key to open. They operate on the principle of frame to frame fastening and in the case of large casement type windows it can be the case that

two locks are required at each extremity.

Window restraints and cam openers can also increase security by restricting opening to a few inches. This allows ventilation without enabling the opportunity for someone to climb through. They can also act as a second lock should an attempt be made to force the window.

Window security should comply with BS 8220.

## Gates

1. Gates which permit views through are best along alleyways. They should be lockable, and their design should not provide foot and hand grips that can make climbing over them easy.

2. Gates to the side of detached and semi detached properties that are used to secure the rear gardens should be lockable from the private side of the gate and should be solid to restrict views of the private space.

3. Gates should be set at the front building line in a substantial frame and allow the potential for surveillance. The boundary wall or fence should be of comparable quality.

4. Consideration should also be given to the potential need for emergency escape to a safe place, and access for the fire brigade in case of fire.

Active places, where a **variety** of people are around at a variety of times, help to create a feeling of safety for other users. It also reduces the potential for crime, as there are increased levels of **natural surveillance**.

In residential developments it is important to encourage a **mixed community** by providing a variety of house types and tenures. This will help to ensure that the area has variety and vitality that will help to create activity at a various time during the day. The city council will encourage developers to demonstrate how they have considered and intend to provide for the varied residents of Gloucester and their needs. This will include considering lifestyle, age, mobility and ethnicity.

Routes around residential development should be designed to maximise their use as discussed in chapter 1. This can be achieved through ensuring that the routes are **necessary** and that there are not too many routes, which will reduce overall use on the key **routes**.

Appropriate land uses can also increase activity. On residential schemes these are likely to be play space, open space, or local centres. To maximise the potential for activity it is crucial that the proposed residential development is fully integrated in to the existing surrounding area.

If apartments are proposed, the city council will encourage individual flats to have their own entrance at the front of the property. Communal entrances should be avoided wherever possible as they often suffer from a distinct lack of a sense of ownership and can pose future maintenance problems and security issues. It is preferable that every property has its own front door. **Individual entrances** not only improve the sense of ownership but also increase activity across the frontage.

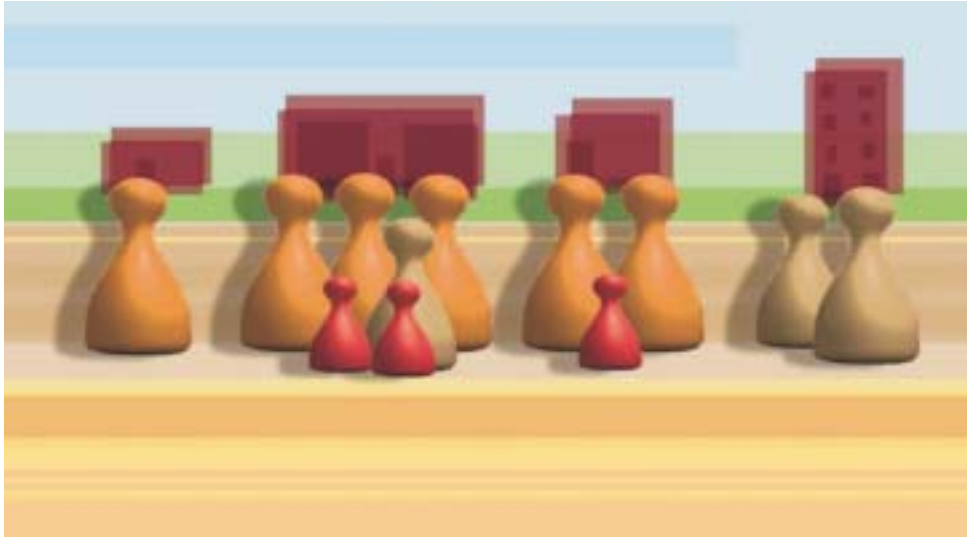
Entrances to properties should be in **visible** locations and should not create alleyways or potential hiding places.

*In this development the post boxes for the flats on the upper floors are located outside which helps to create some additional activity on the streetscene.*



*This structure is dominated by cul-de-sacs off a main spine road. This layout creates unnecessary routes and reduces footfall and activity on these routes. The houses do not address the routes, resulting in a lack of natural surveillance. The layout is not fully integrated to its surroundings and bears no resemblance to the historic street patterns of Gloucester. As such this development has a lack of identity and could be any place any where.*

**"Active places are safer places."**



*A variety of homes for a variety of people – accommodating a mixed community and providing for their needs. Developers shall consider current demographics and trends.*

*In this recent development the ground floor apartments have all been provided with their own entrances, protected by an area of defensible space. This has helped to promote activity on this front elevation.*



**The City Council will encourage:**

- A variety of homes for a variety of people
- Designing in the potential for mixed robust communities
- Active, necessary routes that benefit from natural surveillance
- Integrated developments which link to existing sites
- Individual entrances to apartments
- Entrances in visible safe locations

**The City Council will discourage:**

- Developments which encourage the creation of mono-cultures
- Communal entrances particular to ground floor properties
- Entrances which are not visible from the street

Thought and care needs to be given to the **practical** management and maintenance issues of residential areas. Good design can help to create a sense of place which will ultimately encourage residents to take **pride and ownership** of their environment. The visual attractiveness of a place can be damaged through poor management and maintenance. People use the environments around them to help them form their own **sense of identity**. If a place looks uncared for then the behaviour of the users of that place will begin to reflect this - leading to further degradation. Developers will be encouraged to design in elements that make the management and maintenance of a place easier for residents, the relevant local authority or any third party management companies appointed.

The city council will encourage developers to use **robust materials** that will not create unnecessary short-term maintenance problems. For example walls and railings tend to last longer than fence panels. They are also more difficult and expensive to replace, and therefore homeowners tend to leave them in place longer. This helps to preserve the character of the development and preserve the safety principles that have been built in.

Developers will be required to demonstrate to the City Council where each property will store its wheelie bin and kerbside recycling

box. The bins and boxes should always be kept in a secure place appropriately located so that they cannot be used to get access onto or over built structures. The design of bin stores is particularly important if the bins are to be located on the front elevation where they could have a negative affect on the visual attractiveness of an area. Bin stores need to comply with current Building Regulations and consideration needs to be given to collection procedures.

**Landscaping** should be set back from footpaths and routes where it may provide the potential for hiding places. Where landscaping is located at the front of properties or on the edges of open spaces it should be kept low so that it does not reduce the potential for natural surveillance. Developers will be encouraged to use slow growing or dwarf varieties of plants to prevent this problem.

The City Council is determined to ensure that appropriate **street lighting** is provided to public and private areas on all residential developments. Appropriate lighting can increase perceived safety and deter crime. Lighting should be carefully designed to ensure that it does not create inappropriate levels of glare to the highway users or pedestrians or contribute to excessive light pollution. It is also important that lighting is positioned so that it does not create shadows and the light should be white to make it easier to clearly identify

colours should a crime be reported. British Standard BS5489 provides guidance on appropriate light levels in various areas. The City Council will encourage **imaginative, energy efficient, sustainable solutions** to all lighting schemes.

Graffiti can be problematic on existing blank facades, walls or on routes that suffer a lack of natural surveillance or minimal usage. In all cases graffiti should be removed quickly and neatly. If a particular wall becomes a reoccurring problem, replacing it with railings or painting it with an anti graffiti paint should be considered. In private courtyard or communal areas, a management company should be set up to ensure that lighting, locks on communal doors and gates are maintained appropriately from first occupation.



*In this example the hedge used to define the public and private space has not been maintained to a low level and now obscures the sight lines between the house and the street. This ultimately reduces the opportunities for natural surveillance, increase the fear of crime and the opportunities for crime.*

*Inactive edges and poor maintenance of this area has resulted in this wall becoming increasingly problematic. If graffiti is not dealt swiftly others will quickly add to it.*





*In this development adequate thought was not given to bin storage. As a consequence the bins permanently clutter the streetscene.*



*In this development boundary walls at the side of properties, which do not interfere with the potential for maximising natural surveillance, have been constructed to a height which screens the wheelie bin. The addition of lockable gates also provides extra security.*



*These gates have been used to conceal a bin storage area and provide security to an external staircase however they have not been properly maintained and there is no sense of ownership so they are left open creating an unattractive streetscape.*

#### The City Council will encourage:

- Good design which promotes the creation of a sense of place
- Design which encourages residents to take pride in their environments
- The use of low maintenance robust materials
- Appropriate street lighting to public and private spaces
- Imaginative solutions to lighting schemes which comply to British Standards
- Well designed and positioned, secure bin storage
- Landscaping schemes which take account of public safety
- Management plans to be submitted with planning applications

#### The City Council will discourage:

- Layouts which result in the creation of blank facades which are prone to vandalism
- The use of low quality materials with short life expectancy
- Lighting schemes which create excessive glare to highway users or to residential properties
- Lighting schemes which create unnecessary shadows
- Layouts which do not successfully accommodate wheelie bins and kerbside recycling boxes in appropriate, well designed, secure locations
- Planting schemes and varieties that will restrict the potential for future natural surveillance

### **Gloucestershire Constabulary (Police Architectural Liason Officer)**

Tel: 01452 335241/335324

For advice on architectural design for new development and refurbishment schemes.

### **Gloucester Crime and Disorder Reduction Partnership**

75 - 81 Eastgate Street

Gloucester, GL1 1PN.

Tel: 01452 396984

Fax: 01452 396994

Email: [cdpartnership@gloucester.gov.uk](mailto:cdpartnership@gloucester.gov.uk)

### **Gloucester City Council**

North Warehouse, The Docks

Gloucester, GL1 2EP.

Tel: 01452 522232

Fax: 01452 396140

Email: [heretohelp@gloucester.gov.uk](mailto:heretohelp@gloucester.gov.uk)

Website: [www.gloucester.gov.uk](http://www.gloucester.gov.uk)

### **Development Control**

Tel: 01452 396776

Fax: 01452 396779

Email: [development.control@gloucester.gov.uk](mailto:development.control@gloucester.gov.uk)

For advice on planning applications and pre-application enquiries

### **Building Standards and Control**

Tel: 01452 396771

Fax: 01452 396763

Email: [buildingcontrol@gloucester.gov.uk](mailto:buildingcontrol@gloucester.gov.uk)

For advice on building regulations

### **Policy, Design & Conservation Team**

Tel: 01452 396823

Fax: 01452 396668

Email: [pdg@gloucester.gov.uk](mailto:pdg@gloucester.gov.uk)

For advice on landscaping, architecture, conservation and urban design

### **Community Safety Officer**

Tel: 01452 396990

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Gloucester City Council

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