

Gloucester City Council
Non-Residential Monitoring Report
2025/26



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Section 1.0: Introduction and Overview

1.1 This is Gloucester City Council's Non-Residential Monitoring report for the year 2025/26. It covers traditional 'Employment' uses such as offices, commercial uses, businesses and factories, but it also covers all other non-residential uses requiring planning permission including retail.

1.2 Traditional 'Employment' monitoring has been undertaken by the City Council since 1991, providing an important means to understand the delivery and loss of employment land and employment generating uses, inform emerging planning policies, and understand the effectiveness of existing planning policies.

1.3 For completeness this report covers all non-residential applications permitted from the 1st of April 2025 to the 31st of March 2026. Residential permissions are detailed in separate Housing Monitoring Reports which are available on the City Council's website.

[Monitoring & Five Year Housing Land Supply | Gloucester City Council](#)

1.4 Table 1.1, below, shows the use classes considered in this report.

Table 1.1 - Use classes under consideration	
Description	Use class
Shops	E
Financial and Professional Services	E
Food & Drink	E
Business (office, research and light industrial)	E
Non-residential institutions (medical, creches, day nurseries and centres)	E
Assembly and Leisure (indoor sport, fitness, gyms)	E
Non-residential institutions (education, galleries, museums, public libraires, exhibition, places of worship, law courts)	F1
Shops no larger than 280 sqm, community hall, outdoor sport/recreation, indoor/outdoor swimming pools, skating rinks)	F2
Public houses, wine bars, drinking establishments	Sui generis
Hot Food Takeaway	Sui generis
Cinema, Concert Hall, Bingo Hall, Dance Hall, Live music venues	Sui generis
Heavy industrial	B2
Storage or distribution	B8

1.5 Where there has been a material impact on employment and employment generating uses the below residential land uses have also been considered.

Table 1.2 – Other land uses considered	
Description	Use class
Hotels	C1
Residential institutions and non-residential institutions	C2
Dwelling houses	C3
HMOs	C4

1.6 Monitoring is undertaken for several reasons, but a key rationale is to see whether adopted development plans are effective in terms of their policies and the delivery of allocations. Table 1.3 below details the non-residential indicators in the adopted Joint Core Strategy (2017) and where they are covered in this report:

Table 1.3 - Relevant Join Core Strategy Indicators	
Joint Core Strategy non-residential and broadly 'Employment' related monitoring indicators	Where in this report to find the relevant information
1. Net amount of employment floorspace created by use-class (employment generating uses)	The totals per use class are available in the report summary (Section 2). This is in addition to the breakdowns in sections 3.0 and 4.0 and the appendices
2. Amount of employment land lost to other non-employment generating uses	See relevant sections on allocated employment land
3. Net additional floorspace from retail, leisure, office and other main town centre uses created within defined city/town centres	Sections 3.0 and 4.0 and the appendices
4. Net additional floorspace from retail, leisure, office and other main town centre uses created outside designated centres/contrary to policy	Sections 3.0 and 4.0 and the appendices
5. Net additional employment floorspace created within the rural areas by use class per annum	Not applicable to Gloucester City
6. Net retail floorspace in rural area (Change of Use from A1)	Not applicable to Gloucester City

1.7 Table 1.4 below shows the relevant non-residential monitoring indicators in the adopted Gloucester City Plan (2023) and where they are covered in this report

Table 1.4 - Relevant Gloucester City Plan monitoring indicators	
Relevant non-residential and employment monitoring indicators	Where in this report to find the relevant information
1. Public houses lost to alternative forms of Development.	See appendix 4
2. Employment land allocations delivered.	See table 2.1
3. Number of major developments with an agreed employment and Skills Plan.	See appendix 5 (but this data is pending and not currently available)

Section 2.0: Report Summary

2.1 Table 2.1 below is a summary of the City Plan employment allocations (see Section 3 for details)

Table 2.1 – Summary of City Plan employment / non-residential allocations		
Total ha of employment / non-residential land at City Plan adoption in 2023		Position as of end March 2026
School use	2.28 ha	0 ha remaining without planning permission, but school not yet built.
Sports & community Use	9.7 & 0.42 = 10.12 ha	0 ha remaining without planning permission, and only 0.42 ha not built out.
Offices / medical	1.6 ha	0 ha remaining without planning permission and site built out. (But see comment for SA07 in Table 3.1).
Class E(g) or B8 uses	4.2 ha	c.4 ha remaining.
Main town centre uses	1.6 & 0.7 ha = 2.3 ha	2.3 ha remaining. (See comments for SA08 & SA18 in Table 3.1).

2.2 Table 2.2, below, gives a summary of completions and commitments for the years from 2025/26. This excludes the allocations in Table 2.1 and 3.1.

Table 2.2 - Total for years 2025/26							
Completions				Commitments			
Use Class	Net Loss (sqm)	Net Gain (sqm)	Overall Net (sqm)	Use Class	Net Loss (sqm)	Net Gain (sqm)	Overall Net (sqm)
B2	0	90	90	B2	-311	2950	2639
B8	0	540	540	B8	-10428	932	-9496
C1	0	0	0	C1	0	1943	1943
C2	0	0	0	C2	0	103	103
C3	-1280	0	-1280	C3	-120	0	-120
C4	0	0	0	C4	0	0	0
E	-215	3582	3367	E	-1971	12286	10315
F1	0	743	743	F1	-622	467	-155
F2	-48	235	187	F2	0	258	258
SG	-1003	3382	2379	SG	-661	12805	12144

Section 3.0 City Plan Employment Allocations

Table 3.1 – City Plan employment allocations				
City Plan Reference	Gloucester Ward	Site Area (ha)	Gloucester City Plan Allocations	Status
SA01	Abbeydale	2.28	Land at Wheatridge	The site now has permission for a school, but this has not been implemented. No dwellings as part of this permission.
SA06	Podsmead	0.69	Blackridge Sports & Community Hub	The site is allocated for sports use and is complete and in active use.
SA07	Westgate	1.58	Former Quayside House - Greater Blackfriars	Phase 1 (offices and GP practice has been permitted and completed). A Phase 2 with scope for mixed use and c. 50 dwellings is still possible, but it is not deemed likely in the near term.
SA08	Westgate	0.46	Former Fleece Hotel and Longsmith Street Car Park	Allocated for main town centre uses and residential. A planning application has not been submitted. The site has been reallocated in the Strategic and Local Plan (SLP).
SA14	Barton & Tredworth	4.2	Land south of Triangle Park (Southern Railway Triangle)	Allocated for offices, or any other industrial process that can be carried out in a residential area without detriment to amenity only) and/or B8 Class (storage and distribution) employment use. An application for a waste use was recently submitted on a small part of the site. In recent communications with Network Rail, they have indicated that the site is no available for any other use other than railway use and the site is not to be reallocated for employment in the SLP.

SA15	Barnwood	0.85	Jordan's Brook House	Allocated for residential use. No planning application has been submitted (circa 10 dwellings)
SA17	Matson & Robinwood	0.42	White City Replacement Community Facility	Allocated for community use. Application 22/00833/FUL was permitted on 16.11.2023.
SA18	Westgate	0.7	Part of West Quay, the Docks	Allocated for main town centre uses and and small amount of residential development. An application was received on this site for a large residential scheme, but it was withdrawn. The site will be reallocated in the SLP to include main town centres uses and a higher level of residential use than was indicated in the City Plan.

Section 4.0: Completions and Commitments - Remnant from the 2024/25 Monitoring Report

4.1 Table 4.1, below, outlines the summary of completions and commitments found in the 2024/25 non-residential monitoring report

Table 4.1 - Remnant from previous 2024/25 monitoring							
Completions				Commitments			
Use Class	Net Loss (sqm)	Net Gain (sqm)	Overall Net (sqm)	Use Class	Net Loss (sqm)	Net Gain (sqm)	Overall Net (sqm)
B2	0	0	0	B2	-311	2950	2639
B8	0	0	0	B8	0	932	932
C1	0	0	0	C1	0	0	0
C2	0	0	0	C2	0	0	0
C3	-1280	0	-1280	C3	-5	0	0
E	-215	1508	1293	E	-208	50	-158
F1	0	148	0	F1	0	311	311
F2	-48	35	-13	F2	0	52	52
SG	0	3382	3382	SG	0	12805	12805

Section 5.0: Applications Permitted in 2025/26

5.1 Table 5.1, below, outlines the summary of non-residential applications permitted in 2025/26 as broken down between completions and commitments.

Table 5.1 – 2025/56							
Completions				Commitments			
Use Class	Net Loss (sqm)	Net Gain (sqm)	Overall Net	Use Class (sqm)	Net Loss (sqm)	Net Gain (sqm)	Overall Net
B2	0	90	90	B2	-10428	0	-10428
B8	0	540	540	B8	0	0	0
C1	0	0	0	C1	0	1943	1943
C2	0	0	0	C2	0	103	103
C3	0	0	0	C3	-115	0	-115
E	0	2259	2259	E	-1763	1808	45
F1	0	595	595	F1	-622	156	-466
F2	0	200	200	F2	0	206	206
SG	-1003	0	-1003	SG	-661	0	-661

Appendix 1: Detailed figures for applications permitted in 2025/26

2025/26 permitted applications			
Ref	Address	Application	Status
25/00375/FUL	17 Red Admiral Drive	Use of the residential dwelling house and detached garage to include childminding business (retrospective).	Complete
25/00451/FUL	ISD Cold Stores Unit A 125 Business Park Llanthony Road	Retrospective request for planning permission for a replacement modular storage unit within the existing storage yard.	Complete
25/00454/FUL	Longlevens AFC Sports Ground Saw Mills End Gloucester	Retrospective application for installation of a secure storage container to store pitch maintenance equipment (mower, tools etc).	Complete
25/01016/FUL	Land Adjacent To 30 Spinnaker Road	Retrospective Change of Use to B8 storage including ground levelling works, retention of hardstanding and office container unit and proposed assembly and storage building, palisade fencing, new vehicular access and landscaping.	Complete
25/00269/FUL	Gloucester Quays Designer Outlet St Ann Way	Use of existing factory outlet shopping floorspace for Use Class E(d) (indoor sport, recreation or fitness).	Complete
25/00696/FUL	Heritage Bar 1 Kingsholm Road	Retrospective application for change of use from drinking establishment (use class sui generis) to club merchandise store and coffee shop (use class E).	Complete
25/00955/COU	Chambers St Aldate Street	Change of Use from Sui Generis to Class E(b) plus installation of replacement plant and extract equipment.	Complete
25/00205/FUL	Sand Academies Trust the Milestone School Longford Lane	Retention of a temporary two storey building for a period of 2 years to be used as emergency classroom accommodation following flood damage to part of the main school campus.	Complete
25/00139/FUL	The Padel Club 1 St Ann Way	Construction of a padel tennis court.	Complete
25/00013/FUL	136 Cheltenham Road	Proposed erection of two-storey side extension to provide enlarged ground floor retail/restaurant unit and enlarged first-floor residential flat.	Not started
25/00059/FUL	182 Barton Street	Proposed subdivision of existing unit into two Class E units.	Not started
25/01043/FUL	Wotton Lawn Horton Road	Proposed single-storey extension to an existing mental health ward, to provide	Under construction

		additional/expanded interview rooms, accessible WCs, and staff areas. Associated external works to include landscaping and the construction of access means including an accessible ramp.	
25/00328/FUL	Beaufort House Brunswick Road	Change of use to a 36-bed hotel (Use Class C1).	Not started
25/00179/FUL	Severn Farm Elmore Lane West	Change of use of redundant farm buildings to create a single holiday-let unit (Use Class C1), partial demolition, repair and rebuilding, extension to building, new walled courtyard garden, external alterations to building including new openings, new walls and gate to courtyard parking area, and other associated works.	Not started
25/00523/LAW	55A Redwell Road	Lawful development certificate to confirm existing lawful use as C2 Residential Institution.	Not started
25/00332/COU	12 Llanthony Road	Change of use from a data centre (Class B8/Sui Generis) to Class E with associated internal and external alterations to facilitate the proposed use.	Not started
25/00321/FUL	6 Hudson Close	Proposal to build a log cabin in rear garden for use solely for hairdressing business.	Not started
25/00377/FUL	Former 53 53 St Catherine Street	Part retrospective change of use of vacant commercial property to accountancy office (Class E) including associated internal and external alterations to the building. Existing rear extension repointed and new roof added. (amended plans/ change in description).	Under construction
26/00024/FUL	St James Dental Practice St James	Single storey rear extension, located within an external courtyard on the property, to house a relocated electrical distribution board.	Not started
25/00692/COU	University Of Gloucestershire City Campus Kings Square	Change of use of part of third floor of existing building from Class F1a University to Class E(e) dental surgery.	Not started
25/01047/COU	10A & 10B Wheatstone Court Davy Way	Proposed change of use of vacant office space use class E to use class F1(A) (the provision of education).	Not started
25/00912/FUL	Waterwells Park And Ride Telford Way	Siting of 1 no Portacabin and Erection of 1 no Timber Workshop within a Fenced Compound, for Light industrial Class E Use.	Not started

26/00038/FUL	Matson Rugby Football Club Redwell Road	Erection to front of building to create new accessible W/C.	Not started
25/00744/FUL	Kingsway Sports Playing Fields Newhaven Road	Proposed Installation of an Additional Storage Container (Bar Unit).	Not stated
25/00147/FUL	Redwell Community Centre Redwell Road	Provision of new modular building to provide new meeting and multifunctional spaces to support the existing community centre.	Not started

Appendix 2: Detailed figures for applications remnant from 2024/25

Applications permitted in previous monitoring years			
Ref	Address	Application	Status
24/00389/FUL	5 Denmark Road (Hillfield House)	Change of use of dwelling (Use Class C3) to offices (Use Class E(g)(i)) including revised hard and soft landscaping, demolition of outbuildings, replacement wall, ramp to front entrance, and extended parking.	Complete
24/00152/FUL	34 Brunel Court	Erection of single storey side extension to existing commercial unit.	Complete
25/00047/LAW	St James C Of E Junior School Upton Street	Refurbishment of the historic housekeeper residence part of the school which is currently partially used as a teaching space and the remaining left vacant. A new corridor link will also be constructed to connect the reception area to the new classroom created.	Complete
24/00645/COU	Hubb Unit A1 Greyhound Gardens Gloucester GL2 0XH	Retrospective application for the subdivision of Class E retail unit into 2no smaller units; change of use of 1no of the resultant smaller units to F(2b) community meeting room.	Complete
24/00796/FUL	Severn Farm Elmore Lane West	Change of Use of Agricultural land to a Dog Exercising Field (Sui Generis) with Associated Works and Infrastructure.	Complete
21/01113/FUL	7 - 9 St Aldate Street	Change of use to a Micro Pub on ground floor with function rooms on first floor.	Complete
24/00747/FUL	7A Worcester Street	Change of use of first floor from offices to 2-bedroom flat and alterations to front elevation.	Complete
24/00473/FUL	Unit 7 Triangle Park Triangle Way	Series of alterations to commercial vehicle showroom, workshop and associated curtilage: side extension to house four new vehicle workshops, erection of covered service canopy, recladding of external elevations, parking reconfigurations, addition of 10no EV charging stations and new access to service road.	Not started
24/00966/FUL	Unilever UK Corinium Avenue	Erection of new buildings and associated work to facilitate installation of replacement mix plant facility.	Under construction
25/00077/FUL	Unit 1 Centre Severn Barnwood Link Road	Site alterations including a welfare unit, replacement of waste platform canopy and amendments to layout of van bays.	Not started

24/00139/FUL	General Land North of Waterwells Drive	Siting of 66 shipping containers to form new use class B8 storage facility and associated works.	Not started
23/00984/FUL	Gloucester Royal Hospital Great Western Road	The erection of an energy centre and other associated works at Gloucestershire Royal Hospital.	Not started
24/00943/COU	Unit F1 125 Business Park Llanthony Road	Change of use of industrial unit to training / educational use.	Not started
24/00927/FUL	St Margarets Chapel London Road	Change of use of ground floor of 98 London Road from Class E to Class F2(b) community meeting place providing a breakout social space for residents of St Margarets. Installation of double doors to side elevation of 98 London Road with proposed gravel access path in grounds of St Margarets.	Not started
23/01035/FUL	Former Interbrew Eastern Avenue	Redevelopment of the site to provide a Costco Warehouse Club (Sui Generis) including, tyre installation and sales, petrol filling station, and associated car parking, accesses, landscaping and engineering works to excavate and remove drainage, kerb lines and roadway and topsoil reinstatement, and associated works.	Started
24/00282/FUL	19 Huntley Close	Change of use from existing domestic utility to 1-2-1 dog grooming salon (no external/built changes).	Not started
24/00764/FUL	86 - 88 Bristol Road	Proposed mixed use development comprising of demolition of store buildings, a proposed two storey rear extension, external and internal alterations to facilitate the construction and conversion to 7 apartments on the upper floors, plus the creation of new office space, cycle storage, bin storage and toilets on the ground floor and additional car parking. (amended plans and description).	Under construction

Appendix 3: Spatial analysis – rates of change in Gloucester City centre

Rates of non-residential use change in the City Centre (sqm)							
Completions				Commitments			
B2	-311	0	-311	B2	0	90	90
B8	-10428	0	-10428	B8	0	525	525
C1	0	1593	1593	C1	0	0	0
C3	0	0	0	C3	0	0	0
E	-1929	11050	9121	E	0	1863	1863
F1	-622	467	-155	F1	0	0	0
F2	0	0	0	F2	-48	0	-48
SG	0	0	0	SG	-607	48	-607

Rates of non-residential use change outside the city centre (sqm)							
Completions				Commitments			
B2	0	0	0	B2	0	2950	2950
B8	0	15	15	B8	0	932	932
C1	0	0	0	C1	0	350	350
C2	0	0	0	C2	0	103	103
C3	-1280	0	-1280	C3	-120	0	-120
C4	0	0	0	C4	0	0	0
E	-35	1323	1288	E	-222	561	339
F1	0	743	743	F1	0	0	0
F2	0	235	235	F2	0	258	258
SG	-396	3334	2938	SG	-661	12805	12144

Appendix 4: Data on public houses: 2025/26

Data on Public Houses 2023/24 -2025/26					
App	Address	Applications	Loss	Gains	Status
21/01113/FUL	7 - 9 St Aldate Street	Change of use to a Micro Pub on ground floor with function rooms on first floor.	0	48	Complete
25/00696/FUL	Heritage Bar 1 Kingsholm Road	Retrospective application for change of use from drinking establishment (use class sui generis) to club merchandise store and coffee shop (use class E).	396	0	Complete

Appendix 5: Data on Employment & Skills plans

To be confirmed in an upcoming update.

