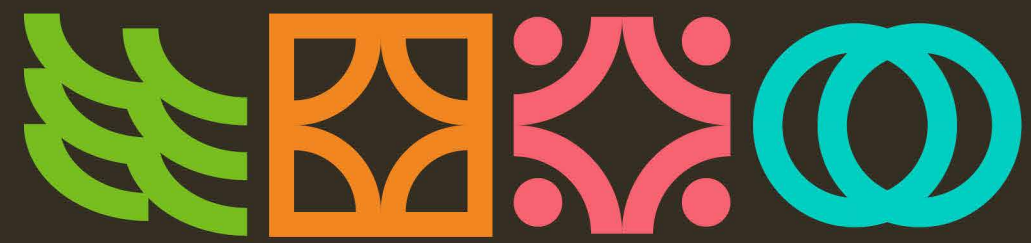


Gloucester City Masterplan



Framework Masterplan Report

Oct 2026

Gloucester
City Council
Transforming Your City

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01

A city ready for its next chapter

Gloucester stands at a pivotal moment. With a proud heritage, a rich cultural landscape, and an enviable natural setting, the city has all the ingredients for long-term prosperity — yet it also faces the familiar challenges of many UK cities: a shifting economy, changing patterns of work and leisure, and a high street in transition.

Introduction

01.1

Introduction

01.1.1

What is the Gloucester City Masterplan?

In November 2025, Gloucester City Council (GCC) commissioned this Gloucester City Masterplan, which sets out to provide a strategic, city-wide framework for sustainable growth, regeneration and investment.

The aim is to define a long-term shared vision for Gloucester, aligned to the Corporate Plan, ‘Our 5 Year Vision 2023 - 2028’, local planning policy and other strategies, for the benefit and enjoyment of residents, businesses and visitors and ensuring economic resilience, climate readiness and inclusive development. The Gloucester City Masterplan delivers two core elements:

- The **Place Ambition**: driven from multi-phase community and stakeholder engagement, this articulates the shared vision and objectives of the City, building on Gloucester’s local and regional role, its history and its future.
- The **Spatial Framework**: illustrates how the Place Ambition can be delivered. At the City scale, three Spatial Principles have been developed that translate the Place Ambition and the supporting objectives into a city-wide strategic framework. Together, they provide a holistic place-based strategy to guide growth and change. Supporting the ongoing regeneration of the City Centre is a seen as one of the three ‘key moves’ and as such more detailed principles are focused here. Four Opportunity Areas have been identified for further exploration. These areas have been selected through stakeholder engagement for their capacity to act as catalysts for regeneration, delivering transformative change

01.1.2

How has the Gloucester City Masterplan been Developed?

The Gloucester City Masterplan is the result of collaboration between Gloucester City Council, local businesses and Gloucester’s community. The Place Ambition, aims and objectives within this document capture discussions held during stakeholder engagement and the aspirations of stakeholders. Further details of the engagement undertaken as part of the development of the City Masterplan are set out in Chapter 03.

A final round of public consultation is taking place from mid-October to November 2026 on the final draft of the City Masterplan. Feedback received and key concerns raised through the final round of public consultation will be addressed in the final version of the City Masterplan ahead of its endorsement by GCC.

In addition, the City Masterplan has been developed through an evidence-first approach, anchoring the Framework, supplemented with a series of benchmarks of local competitors and more aspirational examples. A summary of the baseline exercise is set out in Chapter 02.

01.1.3

The Gloucester City Masterplan Extent

The City Masterplan has been developed with a focus at two scales. At a whole city scale, the City Masterplan establishes Strategic Principles that consider the wider context, key connections and long-term opportunities for growth across the City. The extent of the City Masterplan covers the full area of Gloucester City Council local authority boundary.

Recognising that meaningful transformation is often driven by targeted interventions, the City Masterplan also has a second focus at the City Centre.



Fig 01.1 Gloucester City Masterplan extents and focus area

01.1.4

Role in Decision-Making

As a City Masterplan endorsed by GCC, this report and the principles held within it will be a material consideration for applicants, consultees and GCC in the determination of planning applications, in particular within the identified City Centre Opportunity Areas.

The City Masterplan is not a standalone document and should be read in conjunction with national and local planning policy. The City Masterplan does not supersede the adopted local planning policies (see Chapter 02), but rather provides supplementary guidance and seeks to ensure that regeneration and development in the City is delivered in a coordinated, comprehensive and sustainable manner.

01.1.5

Structure of this Report

This City Masterplan report is structured as follows:

- **Chapter 02: Understanding Gloucester**, sets out the regional and local context of the City and City Centre, including policy context and benchmarking.
- **Chapter 03: Developing a Shared Ambition and City Masterplan**, outlines the engagement and feedback received and sets out the identified insights and opportunities which informed the ambitions and objectives for the City Masterplan.
- **Chapter 04: Place Ambition and Objectives**, presents the Place Ambition statement, vision themes and objectives.
- **Chapter 05: Spatial Framework for the City**, sets out the Spatial Principles at the city-wide and a City Centre scale.
- **Chapter 06: City Centre Opportunity Areas**, provides an overview of the potential opportunities and interventions at the four Opportunity Areas identified within the City Centre.



Fig 01.2 Rowers on the Gloucester & Sharpness Canal alongside the active travel route connecting Quedgeley and the city centre.

Using the City Masterplan: A Guide for Applicants

Overview

The Gloucester City Masterplan is a material consideration in planning decisions. It carries weight through its endorsement by GCC. This page explains how to use the City Masterplan when preparing a planning application within the extent of the masterplan area.

Applicants should use the City Masterplan as the starting point for shaping development proposals across the City, within the City Centre and within the City Centre Opportunity Areas, although the principles are not intended to be applied prescriptively.

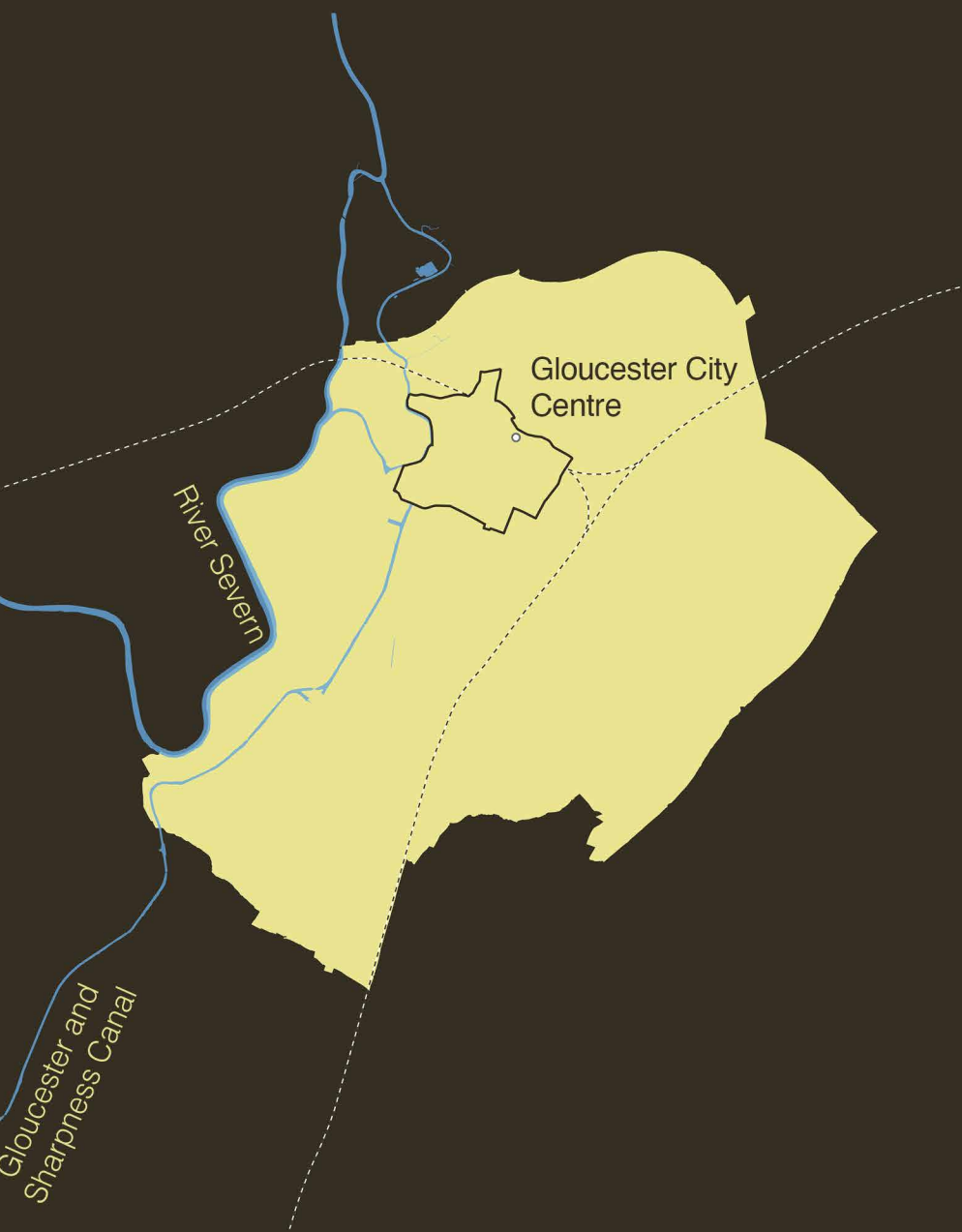
Applicants should firstly read the Place Ambition in Chapter 04 and the Three Spatial Principles in Chapter 05, which provide the overarching vision and strategic direction for how the City should evolve. Understanding these principles will help applicants to identify how development proposals can contribute to the wider ambitions of the City Masterplan and deliver co-ordinated growth. Development proposals which align with the Place Ambition and Three Spatial Principles will be considered favourably.

For development proposals in the City Centre, applicants should also have regard to the City Centre Spatial Framework in Chapter 05, which provides more detailed guidance on the opportunities and interventions that can support the future transformation of the City Centre. Development proposals which accord with the City Centre Spatial Framework will be considered favourably.

For development proposals within an identified Opportunity Area, Chapter 6 sets out specific opportunities and interventions for these areas and proposals which align with the Key Moves will be supported.

Applicants are strongly encouraged to engage with GCC officers through the planning pre-application process for proposals located within the extent of this City Masterplan.

Strategic City Scale



City Centre Scale



City Centre Opportunity Areas

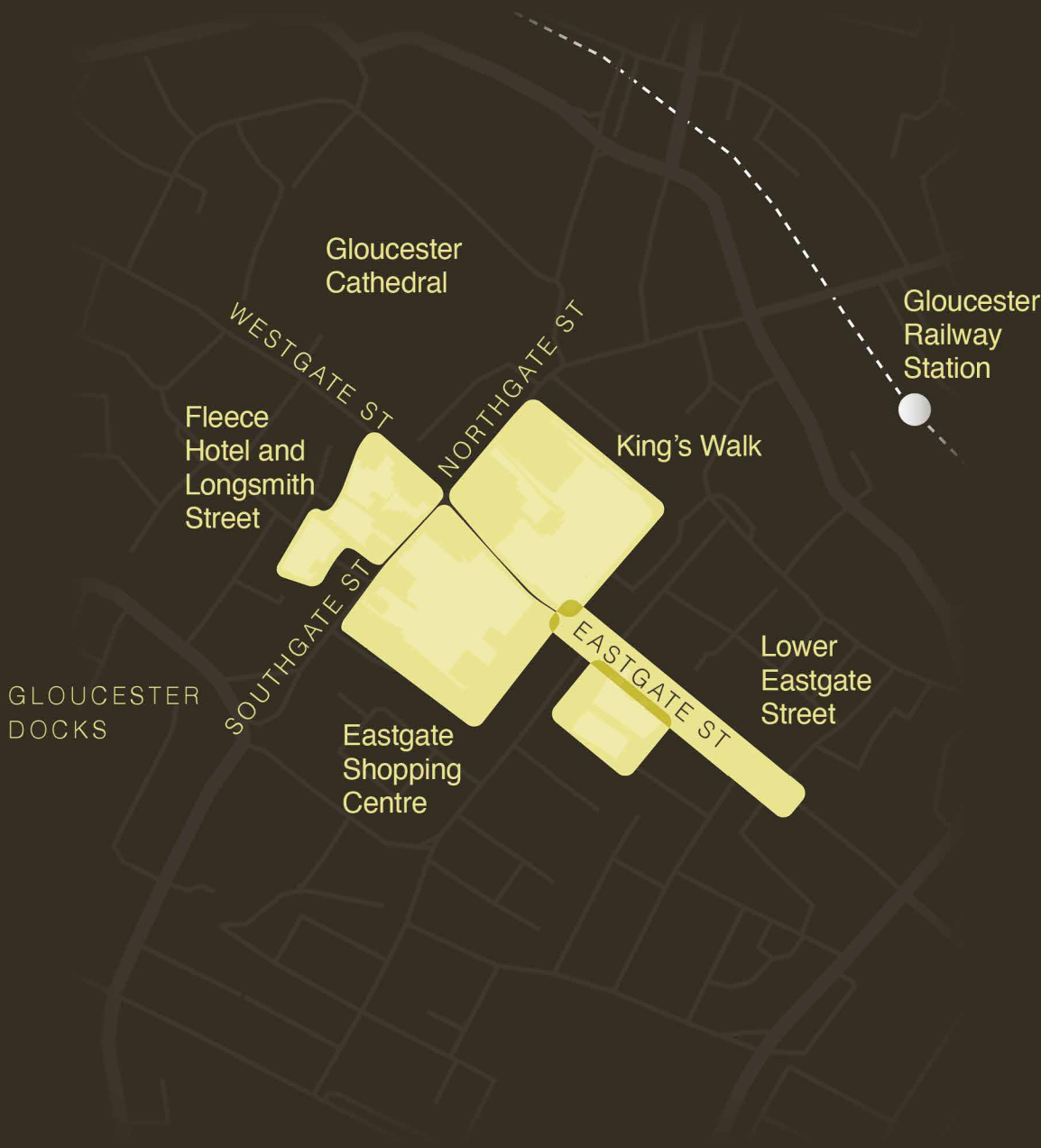


Fig 01.3 Three scales of the Gloucester City Masterplan

02

Understanding Gloucester

02.1

Strategic Position

02.1.1

Regional Context

Gloucester occupies a highly strategic location in the South West of England, serving as a vital transport, economic, and historic hub. The City’s significance is derived from its position on the River Severn, its role as an inland port and its connectivity to other major regional centres

Geographical Position and Connectivity:

- **A regional hub:** situated on the eastern bank of the River Severn, Gloucester is the county town of Gloucestershire.
- **Major road and rail networks:** the City sits at the crossroads of regional transport corridors which provide direct access to other cities such as nearby Cheltenham (7 miles), Bristol (33 miles) and Birmingham.
- **Bordering key visitor destinations:** the City acts as a gateway to the Cotswolds located to the east, the Forest of Dean located to the west, and the Malvern Hills to the north. The City is also located just 17 miles from the Welsh border.

Economic and Urban Significance:

- **Principal Urban Area:** Together with Cheltenham, Gloucester forms a ‘Principal Urban Area’ serving as a major centre for housing, employment and economic growth in the county.
- **Key economic sectors:** The City is a major employer, particularly in the service, manufacturing, nuclear energy sectors and the defense and digital security industries. There are close ties to the cyber technology hub in nearby Cheltenham.
- **A regeneration focus:** The City Centre is currently undergoing significant regeneration, including the development of a City campus for the University of Gloucestershire, which will strengthen Gloucester’s role as a key regional destination.

KEY

National boundary

Water bodies

Motorway

Railway

Key Towns/Cities

Major Railway Station

Gloucestershire Local Authority Boundaries

AONB/Natural Landscape and Woodlands

Primary National Roads

A Roads

Airport

Strategic Infrastructure

A detailed map of Gloucestershire and its surrounding regions in the West of England. Gloucester is highlighted as a central hub with a red circular overlay. The map shows the River Severn flowing through the region, with Gloucester situated on its eastern bank. Key transport corridors are marked, including the M5 motorway running north-south and the M4 running east-west. Major railway stations are indicated with train icons, and airports are marked with airplane icons. The map also shows various natural landscapes and Areas of Outstanding Natural Beauty (AONBs), such as the Cotswolds, Forest of Dean, and Malvern Hills. Surrounding towns and cities like Worcester, Cheltenham, Bristol, and Swindon are also labeled. The map includes a key for symbols and boundaries.

Fig 02.1 Gloucester's location within the West of England

15

16

Strategic Position

02.1.2

City Context

Gloucester has a population of 138,600 people (as of 2024) and is characterised by its rich heritage with the City Centre occupying a strategically important role as the historic, economic and cultural heart of the City.

Urban Morphology and Ownership:

- **Historic layout:** Gloucester centres on ‘The Cross’, the junction of Northgate, Southgate, Eastgate and Westgate Streets, which follow the historic alignment of the Roman routes of trade.
- **Heritage:** Much of the City Centre is designated as Conservation Areas, with the highest density of Listed Buildings found in the Cathedral Precinct. These heritage protections seek to preserve and reinforce the fine-grained urban structure and strong sense of place.
- **Council ownership:** Council-owned and leasehold assets are spread across the City, with clusters of public ownership located within and around the City Centre.

Environmental:

- **An inland port:** known as the most inland port in Britain, the City is connected to the Severn Estuary via the Gloucester and Sharpness Canal.
- **Ringed by natural assets:** the City is situated within the Severn Vale, with the floodplain of the River Severn to the west and the Cotswold Hills to the east.
- **Planning constraints:** the City is bordered on its north-east side by the green belt (Tewkesbury district).

Demographics and Economy:

- **Population:** Gloucester has experienced above-average population growth, with the population of the City increasing by 13.7% since 2011 exceeding the South West and England growth rates (11.1% and 10.4% respectively), and those of nearby towns such as Cheltenham. The City Centre has experienced a marked increase in its

population (63.7%), welcoming nearly 4,500 new residents since 2011, driven by regeneration at the Gloucester Quays.

- **Economy:** Gloucester’s economy has grown more slowly than the national average over the past decade. Economic activity is concentrated within the City Centre, where GVA growth is more closely aligned with national trends. Recent regeneration projects, including The Forum and the University City Campus are supporting new employment sectors.
- **Density:** Population density is highest in the central area of Barton and Tredworth, where Victorian terraced housing predominates. Higher densities in the Kingsway area relates to new apartment-led developments constructed since 2006.
- **Deprivation:** Whilst Gloucester overall is not highly deprived (142nd out of 317 local authorities within the UK, where 1 is the most deprived), it continues to have pockets of acute deprivation in the City Centre.

Land Use:

- **Primary Shopping Area:** the City Centre remains strongly oriented towards the retail, leisure and visitor economies, with The Cross and surrounding area forming the City’s main retail core. This reinforces the City Centre’s role as Gloucester’s main activity and regeneration focus. Surrounding retail parks currently operate as largely self-contained retail destinations.
- **Culture:** Gloucester has a thriving creative and cultural sector underpinned by its world-class heritage, cultural attractions, it’s community arts organisations and a thriving events and festivals calendar. Gloucester Guildhall, the main performing arts space, Jolt, the city’s flagship Creative Hub, the Museum of Gloucester and the National Waterways Museum are some of the city’s key cultural offerings.

Note: Quantitative analysis is based on Office of National Statistics



Fig 02.2 Westgate Street, Gloucester City Centre

02.2

Key Insights

02.2.1

Overview

The following strengths and challenges have been informed through an evidence-led approach that has assessed Gloucester’s existing characteristics, assets, constraints and opportunities. This has considered areas where interventions may be required to support future growth and regeneration.

02.2.2

Gloucester’s Challenges: Summary

Gloucester faces a range of interconnected challenges that need to be addressed to unlock growth:

- **City Centre development viability** is challenging, with rising construction costs, significant abnormal costs due to heritage and archaeological constraints and pressures on education leading to enhanced Section 106 obligation asks across the City.
- **Access to open space** within the City Centre is limited.
- **Qualifications attainment** is low with Gloucester having a lower levels of attainment relative to national averages.
- **Population growth:** Gloucester City Centre has a relatively small but rapidly growing population.
- **Potential over-provision of car parking** in the City Centre to the detriment of the historic urban fabric.
- **Access** sometimes acts as a barrier in several locations due to the ring road infrastructure.
- **Economy** has grown slower than the national average over the past decade. The local economy has limited representation in higher-growth knowledge sectors.
- **Local government reorganisation** and new strategic planning authority areas have the potential to affect decision-making powers and funding responsibilities.



Fig 02.3 Limited open space in City Centre



Fig 02.4 Extensive space given to surface carparking



Fig 02.5 Eastgate Street and Eastgate Shopping Centre

02.2.3

Gloucester’s Strengths: Summary

Gloucester benefits from a range of strengths that form its distinct character, attractiveness and provides a strong foundation for future growth, investment and regeneration:

- **Public ownership** is in a high concentration in the City Centre and can enable co-ordinated redevelopment and public realm improvements, directly supporting regeneration.
- **Affordable housing** in Gloucester is markedly more affordable than average (however there is emerging evidence that it is becoming less so) and above average rental increases suggest a demand for apartment-living.
- **Access to nature**, including the River Severn Corridor which forms a major landscape and ecological spine, has the potential to connect the City Centre with surrounding flood plain landscapes.
- **Population growth** in the City Centre is increasing, comprising working-age residents, reflecting the shift towards higher-density living in regenerated parts of the City.
- **Education** has a high presence in Gloucester, particularly higher education with a student population of approximately 1,100, reflecting recent investment in the City Centre campus.
- **Heritage** assets, including a significant historic built environment and archaeological interest, forms the City’s strong identity, sense of place and supports a visitor economy.
- **Public realm** has been recently delivered through high-quality public spaces in the City Centre, including King’s Square, Northgate Street and the Cathedral precinct reinforce the City’s civic identity.
- **Active travel** features of the City Centre supports active travel, including the pedestrianised ‘Gate Streets’, proximity to the railway station and connections to strategic cycle infrastructure.
- **Quality** delivery of the Forum has established a new benchmark for office quality and rental values.
- **Waterfronts** form a key component of the City’s visitor and leisure economy.



Fig 02.6 Gloucester and Sharpness Canal



Fig 02.7 Grade I Listed Gloucester Cathedral



Fig 02.8 King’s Square, Gloucester

02.2.4

At the Wider City-scale

The following opportunities and constraints have been identified at a wider City-scale. These define the physical and environmental factors that influence the City’s growth potential.

Opportunities

- 01 The River Severn corridor to the west, and proximity to the Cotswolds National Landscape to the east provide a foundation to create and enhance ecological corridors through the city;
- 02 Opportunities to link these major natural assets through continuous pedestrian, cycle, and biodiversity corridors, enhancing climate resilience;
- 03 Large low-density retail and industrial sites are a significant opportunity for intensification and mixed-use redevelopment, where strategic masterplanning can promote an increase in density and diversity of land use while unlocking wider city-scale transformation;
- 04 Potential to reduce car dependency through integrated sustainable transport and improved connectivity;
- 05 Clusters of outdoor sports and recreation facilities (e.g. bowling greens, athletics tracks, multi-use games areas) present an opportunity to create recognisable sporting destinations, promoting active healthy lifestyles and strengthening identity through connected recreation networks;
- 06 Proximity to Cheltenham presents opportunities for strengthened inter-city links and economic synergy.

Constraints

- 07 Vehicle-dominated road network creates significant severance across the city, particularly at the edge of the city centre;
- 08 Poor pedestrian and cycle connectivity due to car-oriented infrastructure;
- 09 Prevalence of low-density, mono-functional land uses reduces urban vitality and is a poor use of land;
- 10 High levels of car dependency limit accessibility, sustainability, and quality of place; and
- 11 Fragmented urban fabric leads to disconnected neighbourhoods and weak spatial cohesion.

KEY

Gloucester Local Authority

Adjacent Local Authority Boundary

Gloucester City Centre

River Severn Corridor

Future potential Ecological Corridor

Leisure/Recreational Uses

Vehicular Severance

Flood Zone

Airport

Railway

Roadway

Built Up Area

Open Space

Cotswolds - Area of outstanding Natural Beauty

Low Density Retail

Low Density Industrial

Gloucester to Cheltenham Connection

Future connection

Fig 02.9 City-wide opportunities and constraints

21

22

02.2.5

At the City Centre-scale

The following opportunities and constraints have been identified which define the physical and environmental factors that influence the City Centre’s growth potential.

Opportunities

- 01 Establish a better arrival experience around the Railway Station and Transport Hub as a principal gateway into the city;
- 02 Make a strong pedestrian connection from the Railway Station/ Transport Hub through King’s Square to the established pedestrian core of the Gate Streets;
- 03 Re-connect the historic core to the Gloucester Docks and incorporate blue and green infrastructure;
- 04 Create a strong pedestrian and ecological green link between Alney Island Nature Reserve and Gloucester Park through the Gloucester Docks;
- 05 Strengthen active east-west connections from Barton and Tredworth to the City Centre.

Constraints

- 06 Bruton Way forms a barrier to pedestrian movement and severance between the Railway Station and the Transport Hub/ City Centre;
- 07 Commercial Road and Kimbrose Way creates a physical and psychological barrier between the City Centre and Gloucester Docks;
- 08 Environmental constraints such a flood zones may influence future land use, development form and viability;
- 09 Large areas of contaminated land may require remediation and influence viability and future land uses;
- 10 There is a high abnormal cost to developing in the city centre due to the significance of archeology and heritage assets.

KEY

Gloucester City Centre

Open Space

Water bodies

Gloucester City Council Land Ownership

Leasehold sites

Area of contaminated land

Carparks

Vehicular Severance

Flood Zone

Pedestrian area

Railway Station

Transport Hub

Green connection

Future E-W connection

Waterfront/Docks connection

Scheduled Monument

Key Regeneration opportunity sites

Fig 02.10 City centre opportunities and constraints

23

24

02.3

Recent Regeneration Milestones

02.3.1

Development Projects within the City Centre



Fig 02.11 Gloucester Quays

Gloucester Quays

The redevelopment of Gloucester Quays in 2009 represents one of the City’s most significant regeneration projects, transforming former derelict docklands and heritage assets into a vibrant mixed-use waterfront destination. Led by Peel Group as the primary developer, the scheme has successfully revitalised the historic Gloucester Docks area through a combination of introducing new land uses such as retail, leisure, residential alongside public realm improvements.

The development introduced a major designer outlet shopping destination as well as restaurants, cafes, entertainment facilities and visitor attractions, creating a thriving local destination. The integration of this contemporary development with the City’s historic waterways has helped preserve and celebrate the character of the Docks.



Fig 02.12 University of Gloucestershire, City campus

King’s Square & University of Gloucestershire

The recent transformation of the former Debenhams department store building into the University of Gloucestershire City Campus in 2025 represents a major milestone in Gloucester City Centre’s regeneration and its future as a place for learning, innovation and community activity.

Centrally located within the historic core of the City, the Campus Hub is positioned overlooking King’s Square. The Oxbode and Northgate Street provide strong connections between the University, surrounding businesses, residents and visitors. The redevelopment incorporates a modern library, health, arts and a wellbeing centre, alongside dedicated space for student accommodation, creating a multi-purpose facility that supports both academic activity and wider city life.

Complementing this, the regeneration of King’s Square in 2022 has enhanced the public realm, creating a more welcoming and flexible civic space that allows for events, social interaction and greater footfall.



Fig 02.13 The Forum, on arrival at Gloucester station

The Forum

The Forum, which opened in 2026, is a major mixed-use development that transforms the arrival experience into Gloucester, creating a new gateway destination adjacent to Gloucester railway station.

Supported through the UK Government’s Levelling Up Fund, the scheme delivers a combination of high-quality Grade A office space, retail and food and beverage units, a new Indigo Hotel, and multi-storey car parking facilities.

The development is designed to strengthen the City’s commercial offer, attract investment and provide a more welcoming and distinctive first impression for residents, businesses and visitors arriving by rail.

By combining employment, leisure, hospitality and transport-related uses in a single location, the Forum supports Gloucester’s wider regeneration ambitions, enhances connectivity between the station and city centre, and contributes to creating a more vibrant and economically resilient urban environment.



Fig 02.14 Greyfriars Quarter

Greyfriars Quarter

The regeneration of the Greyfriars Quarter represents a significant investment in the revitalisation of Gloucester City Centre, transforming the area around the Eastgate Shopping Centre into a more diverse, flexible and community-focused destination.

Supported through the UK Government’s Levelling Up Fund, the project is focused on creating a new market and food hall offer, alongside the refurbishment of the historic market space to provide a multi-performance venue for cultural events, entertainment and community activities.

The scheme also includes serviced apartments, improved open space provision and enhanced public realm.

By combining retail, leisure, hospitality, culture and community uses, the Greyfriars Quarter regeneration further strengthens Gloucester’s offer, complements other surrounding investment areas and supports the long-term ambitions of the City.

Policy Context

Overview

This section sets out the policy context which has informed and guided the preparation of the City Masterplan. The Masterplan has been developed in accordance with local policy objectives, ensuring that the proposed growth, development and regeneration initiatives align with strategic priorities and policies.

Gloucester City Council Visions and Strategies

Gloucester City Centre ‘Our 5 Year Vision’ 2023-2028

This document sets out a strategy to revitalise Gloucester City Centre by creating a vibrant, inclusive, and economically resilient destination. The document sets a vision for the City Centre to be, by 2028, a healthier, safer and more vibrant place where people come together and enterprise and nature thrive.

Update to Gloucester’s Cultural Vision & Strategy 2021-2026

This document refreshes the City’s long-term cultural strategy to reflect changing priorities and the impacts of COVID-19. It aims to strengthen Gloucester’s cultural sector by supporting inclusive participation, celebrating the City’s heritage and creativity, and using culture to drive regeneration, improve well-being and contribute to sustainable economic growth.

Gloucester City Council Sport & Physical Activity Strategy 2023-2028

This document provides a framework for increasing participation in sport and physical activity across the City. It aims to improve health and well-being, reduce inequalities, and ensure residents of all ages and abilities have access to high-quality, inclusive opportunities and facilities, while supporting active lifestyles and stronger communities.

Gloucester Four Gates Streets and Public Realm Scheme 2017

This document is a public realm improvement strategy focused on enhancing the City Centre’s key Gate Streets. It aims to create safer, more attractive, and pedestrian-friendly spaces by improving streetscapes, accessibility, and connectivity, while supporting economic activity, encouraging active travel, and reinforcing Gloucester’s historic character.

Gloucester Eastgate Village Quarter Public Realm Concept Report 2018

This document sets out a vision for transforming the Eastgate area into a high-quality, people-focused destination. It proposes improvements to public spaces, streets and connections to support regeneration, enhance the visitor experience, celebrate the area’s historic character, and encourage investment, walking, and cycling.

Local Planning Policy

Joint Core Strategy 2011 - 2031 (2017)

This is a joint document between Gloucester, Cheltenham and Tewkesbury and sets out the long-term vision and objectives for the area together with strategic policies for shaping new development and locations for new development up to 2031.

Gloucester City Plan 2011 - 2031 (2023)

This document seeks to address local issues and opportunities for Gloucester City Council. To delivery the City Plan Vision, a set of 13 key principles have been identified which include (but not limited to):

- Ensure that new development contributes to the delivery of a transforming, low carbon City;
- Regenerate and develop the City Centre and other areas of the City to respond to the needs of the 21st century, building on heritage and waterside location;
- Encourage a vibrant and safe evening and night-time economy.

Saved Policies from the City of Gloucester Local Plan (1983 - saved in 2007)

This document sets out the retained policies of the adopted City of Gloucester Local Plan 1983 (saved in 2007) which are not superseded by the Joint Core Strategy (2017) and the Gloucester City Plan (2023).

Minerals Local Plan for Gloucestershire (2020)

This document comprises strategic and non-strategic planning policies relating to mineral matters.

Gloucestershire Waste Core Strategy (2012)

This document provides a policy framework to guide decisions on planning applications for waste management developments.

Other Material Considerations

In addition to the above, Gloucester City Council has adopted a number of supplementary documents and guidance, including (but not limited to):

- Matson and Podsmead Estate Regeneration (2019);
- Public Realm Strategy SPD (2017);
- Heights of Buildings SPD (2008);
- Fleece Hotel Concept Statement (2012);
- Railway Corridor Planning Brief (2011).

Emerging Strategic and Local Plan

Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council are currently preparing a new Strategic Local Plan which will provide an overarching planning strategy and cross-boundary strategic policies, and local policies for each local authority. The emerging vision and objectives include (but are not limited to):

- The delivery of net zero carbon energy development;
- A network green spaces and waterways;
- A strong sense of place through high-quality design;
- Preservation and enhancement of the area’s unique historic and cultural environment;
- Improving the area’s economic resilience.

The emerging Strategic and Local Plan will seek to allocate housing sites, including those in Gloucester, that contribute towards the overall housing supply and help support sustainable patterns of growth.

Corporate Strategy

In addition to Gloucester City Council’s visions, regeneration strategies and planning policy, key priorities, projects and actions have been developed to set Gloucester City Council’s strategic direction during 2025 to 2028.

The overarching vision is ‘Putting the heart back into Gloucester’, driven by the Gloucester City Council’s key objectives to strengthen civic pride, build more affordable homes, deliver a zero-carbon council, improve the biodiversity of parks, transform Council services, deliver regeneration and make the City an exciting and attractive place to live and visit.

Local Government Reorganisation

In 2028, a new single unitary council will be formed comprising Gloucester, Cheltenham, Tewkesbury, Cotswolds, Stroud and Forest of Dean.

The City Masterplan will provide a clear, place-led strategy focused on responding to local needs and supporting Gloucester’s long-term growth and resilience. As Gloucester City Council moves towards the emerging local government reorganisation arrangements in 2028, the City Masterplan will remain an important foundation for enduring City priorities that ensure Gloucester’s identity and ambitions are carried forward into the new governance structure.

02.5

Benchmarking Gloucester

02.5.1

Overview

Socio-economic benchmarking has been undertaken to provide an evidence-led understanding of Gloucester’s current positioning and performance against a selection of comparable cities across the UK. It identifies the City’s relative strengths and weaknesses in comparison to its peers, highlighting competitive gaps as well as opportunities for future growth.

02.5.2

Comparator Cities

Five comparator cities have been selected to reflect both nearby peer locations and aspirational examples across England. Each city shares similarities in scale, economic function or historic character, while representing different development contexts relevant to Gloucester. These include cities with strong heritage assets, established visitor economies and, in some cases, major universities acting as economic anchors.

- **Cheltenham:** a nearby comparator of similar scale with a contrasting economic and cultural profile.
- **Exeter:** A regional city of comparable size with a strong university presence and waterside location.
- **Norwich:** A historic city with a diversified economy and comparable heritage assets.
- **York:** A historic city with a well-established visitor economy.
- **Chester:** A historic city with a strong retail and tourism function.

Gloucester has a comparable population size to nearby Cheltenham and Exeter, but is smaller than York and Norwich, which operate at a larger regional scale.

Despite a comparable size, Gloucester’s economy falls below Cheltenham, Exeter and other comparator cities. GVA growth of around 27% significantly under performs against Cheltenham, Exeter, Norwich and York, where growth is typically in the order of 50-60%. Similarly, Gloucester also has lower GVA per job than all comparators except Chester. This highlights a need for Gloucester to address its lower productivity and levels of economic activity.

This economic situation is compounded by higher levels of deprivation within the City Centre relative to comparable cities.

In contrast, housing delivery has broadly kept pace with comparator cities, except for Exeter, which has experienced stronger growth.

Note: Quantitative analysis is based on ONS’s Built Up Area city boundaries. Sources: Population, ONS (2021); Employment, BRES (2023)

02.5.3

Economic Indicator Benchmarks

Metric	Gloucester	Cheltenham	Exeter	Norwich	York	Chester
Population (2021)	118,555	115,940	126,175	200,770	141,685	92,760
Total dwellings (2024)	53,250	54,370	57,740	94,630	65,860	42,890
Area (ha)	2,812	2,807	3,026	5,607	2,935	2,465
Dwellings change (2015-2024)	6.4%	5.1%	11.0%	6.4%	8.7%	6.3%
Dwellings per ha	18.9	19.4	19.1	16.9	22.4	17.4
Total jobs (2023)	63,925	59,590	95,620	112,525	85,630	47,480
Jobs per capita	0.54	0.51	0.76	0.56	0.60	0.51
GVA (m) (2023)	£3,672	£4,245	£6,725	£7,980	£6,012	£2,604
GVA change (2014-2023)	27%	53%	52%	55%	61%	13%
GVA per job	£57,448	£71,245	£70,334	£70,918	£70,207	£54,838
VOA total employment sqm per dwelling (2023)	23.72	16.90	25.44	22.93	16.63	19.91
Population share in 10% most deprived areas (2025)	12.8%	2.6%	0.0%	8.1%	0.0%	11.1%

Fig 02.15 Table comparing economic indicators for Gloucester against five comparable UK cities

Benchmarking Gloucester

02.5.4

Lessons for Gloucester



Fig 02.16 Aerial view of GCHQ, Cheltenham

Cheltenham

Specialised tech cluster formed around public sector anchor:

- Attracted GCHQ, which now acts as a major public-sector anchor for the growing cluster in defence, security, cyber and digital;
- Partnerships across government (GCHQ, national security), industry (tech firms, start-ups, AWS involvement), and academia (University of Gloucestershire, colleges);
- Development of an innovation district, Golden Valley development, next to GCHQ including National Cyber Innovation Centre;
- Clear and well-defined economic priorities in cyber, security, intelligence, positioning itself as a leader.

Lessons for Gloucester

- Develop a skills pipeline that connects Gloucester’s residents to the regional growth economy;
- Clear and well-defined economic priorities and positioning.



Fig 02.17 Aerial view of Exeter

Exeter

University integration supporting skills retention:

- University of Exeter (~30,000 students) embedded within the city;
- High proportion of residents qualified to NVQ Level 4+ (above UK average);
- Strong graduate retention linked to local employment opportunities;
- Growth in knowledge-based sectors (science park, professional services);
- City Centre intensification (e.g. Exeter City Living, mixed-use schemes) supporting residential and employment.

Lessons for Gloucester:

- Align education, employment and City Centre living to retain graduates;
- Enable development within the City Centre to support a skilled, resident workforce.



Fig 02.18 Aerial view of Norwich

Norwich

Integrated heritage and cultural offer:

- 1,500+ historic buildings and one of the highest concentrations of medieval churches in the UK;
- UK’s first UNESCO City of Literature (2012), embedding culture within city strategy;
- Around 10% of jobs in creative industries, supported by strong institutional partnerships;
- High proportion of independent retail in the City Centre (c.60%+ in key areas);
- Visitor economy worth £800m+ annually.

Lessons for Gloucester:

- Coordinate heritage, culture and City Centre uses into a single place strategy;
- Position cultural identity as a core economic and spatial driver.



Fig 02.19 Aerial view of York

York

Heritage-led economic restructuring and place management:

- £1.7bn visitor economy with 8-9 million visitors annually;
- ~20-25% of employment linked to tourism and the visitor economy;
- 2,000+ listed buildings within a tightly managed historic core;
- Long-term transition from manufacturing to service, tourism and knowledge sectors;
- Strong land values reinforcing higher-value City Centre uses.

Lessons for Gloucester:

- Use heritage to actively shape economic function and land use;
- Prioritise high-quality, experience-led development within the historic core.

03

Developing a Shared Ambition and City Masterplan

03.1

Stakeholder Engagement Strategy

03.1.1

Overview

Stakeholder Engagement has been carried out across the timeline of the development of the City Masterplan. The Stakeholder Engagement outcomes are provided within this chapter alongside the objectives, timeline and details on the key stakeholders as part of the process.

03.1.2

Objectives

- **Build a shared understanding of Gloucester today:** to validate and enrich the spatial and socio-economic baseline by capturing local knowledge, city experiences and sector-specific insight.
- **Inform a shared long-term Place Ambition:** to test emerging ideas, ambitions and priorities with stakeholders and ensure that the Place Ambition reflects local aspirations, challenges and opportunities.
- **Strengthen the quality and robustness of the Masterplan:** to interrogate spatial principles, opportunity areas and development scenarios through structured dialogue, challenge and collaborative refinement.
- **Support deliverability and investment readiness:** to engage key stakeholders, landowners and partners in delivery considerations, infrastructure priorities and funding approaches, ensuring proposals are grounded in practical realities.
- **Ensure inclusive and proportionate participation:** to identify and engage a broad range of stakeholders using appropriate methods tailored to their needs.
- **Foster transparency, trust and long-term partnership working:** to provide clear feedback mechanisms demonstrating how stakeholder input has influenced the evolving Place Ambition and City Masterplan, building confidence in the process and its outcomes.

03.1.3

Engagement Timeline

Engagement for the Gloucester City Masterplan focused on three main stakeholder engagement categories:

Project Steering Group:
Comprising members of the GCC Client Team and key officers providing governance, oversight and strategic direction throughout the project.

Key Stakeholder Sessions:
Three key stakeholder groups were identified for focussed engagement.

- Stakeholder Session 1 - Leaders and Deputies Group.
- Stakeholder Session 2 - Business Group.
- Stakeholder Session 3 - Community Pop-up.

Public Consultation:
In accordance with GCC's Statement of Community Involvement, a six-week public consultation event is taking place from mid-October to November 2026 to provide local residents, businesses, community groups and other interested stakeholders with an opportunity to review the City Masterplan and provide feedback. The feedback received during the consultation will be carefully considered and used to inform the final version of the City Masterplan ahead of its endorsement by GCC.

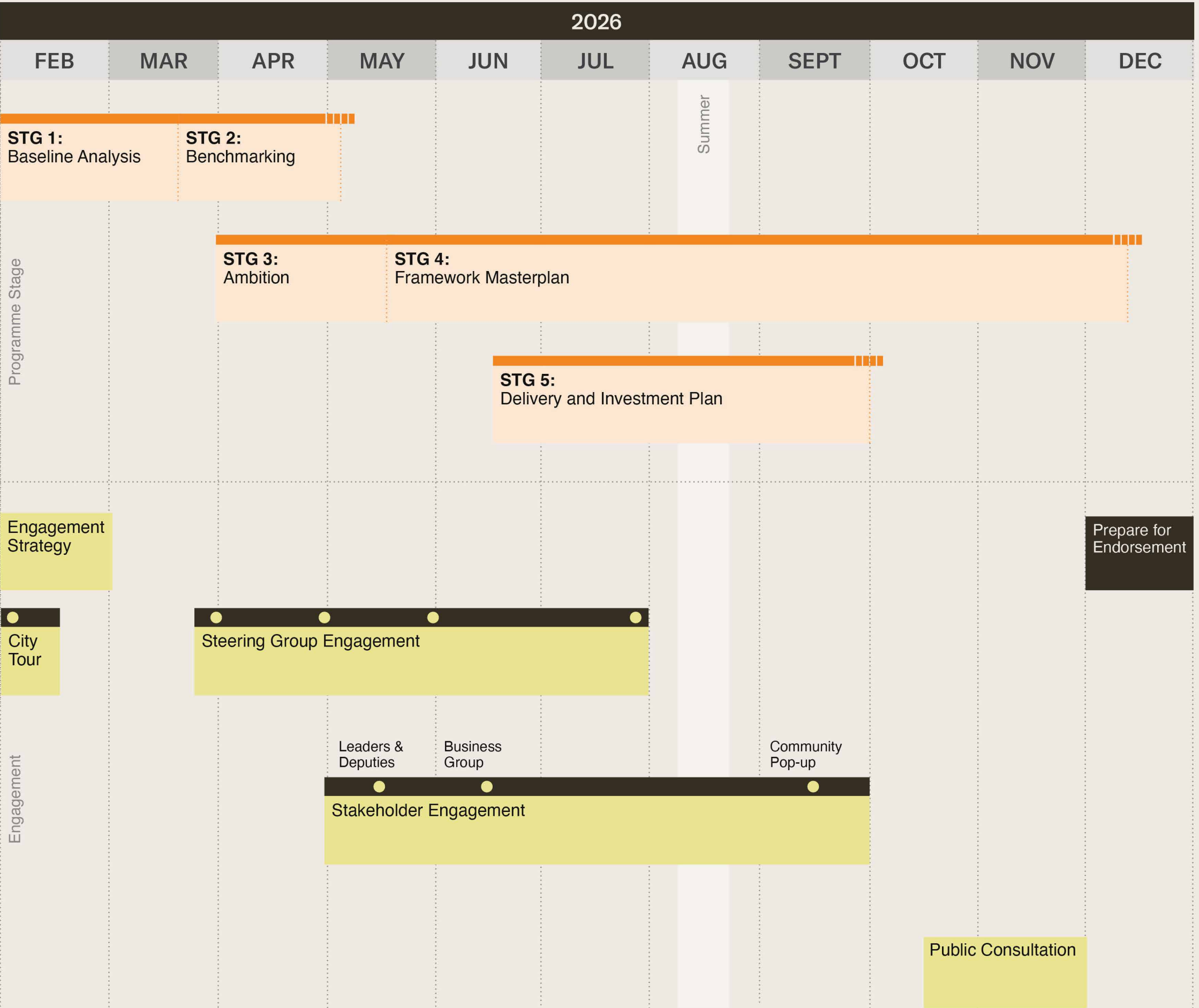


Fig 03.1 Gloucester City Masterplan Engagement Timeline

03.2

Project Steering Group

03.2.1

Overview

Four sessions were carried out through the development of the City Masterplan with the following objectives:

- Review and provide feedback on emerging outputs;
- Help shape key decisions at critical milestones;
- Ensure alignment with Council priorities and policies, existing and emerging; and
- Support integration of the Masterplan within wider corporate objectives.

03.2.2

Steering Group Members:

- Andy Hearne, Dir. of Place, Assets and Regeneration
- Craig Cassely, Senior Project Officer, Place Team
- Cllr Sarah Sawyer, Cabinet Member for Planning
- Louisa Davies, Head of Culture and Leisure
- Nana Pierre, Economic Growth Officer
- Jayne Wilsdon, Property Investment Manager
- Claire Dovey-Evans, Townscape Heritage Officer

03.2.3

Conclusions and Recommendations

- **Gloucester’s Strategic Strengths and Assets:** Gloucester has a strong location, emerging digital cluster, public land ownership, historic assets, improving public spaces, affordable housing, and the River Severn as a key asset.
- **Key Challenges Hindering City Centre Development:** The city faces uncertainty from local government changes, brownfield viability issues, limited city centre housing, a public-sector-led economy, lack of green space, and car parking/ring road severance.
- **Opportunities in Property Market and Land Use:** City centre residential delivery is low, but Build-to-Rent and co-living are promising. Industrial land can be consolidated for better use. Retail is stable but has vacancy and quality concerns.
- **Need for Improved Cultural Infrastructure and Heritage Skills:** Gloucester’s cultural offer is limited, with gaps in night-time economy and creative industries. There is a need for better skills and guidance to adapt heritage buildings.
- **Parking and Connectivity as Major Urban Issues:** City centre car parks are underutilized, offering a chance to consolidate parking, free up land, and improve connectivity and cycling infrastructure.

- **Increase Access to Nature and Climate Resilience:** Make green spaces and climate adaptation more central, including retrofitting historic buildings.
- **Highlight and elevate Cultural identity and Heritage:** Explicitly define and elevate Gloucester’s historic and cultural assets in the vision.
- **Prioritize addressing inequality:** Broaden strategies to address deprivation and welcome diverse communities.
- **City-wide economic strategy:** Support higher-value employment sectors outside the centre (e.g. engineering and manufacturing sectors around Bristol Road), and improve opportunities for young people
- **Celebrate Gloucester’s Distinctiveness:** the ambition statement needs to reflect the city’s unique character, diversity, and ancient roots.



Fig 03.2 Herbert Warehouse, Gloucester Docks

03.3

Leaders & Deputies Group

Key Stakeholder Session 1 (6 May 2026)

03.3.1

Overview

This session was undertaken to provide an opportunity to gather insights and feedback from GCC elected members. The session focused on the development of a shared Place Ambition for Gloucester through to 2050, providing the opportunity for early cross-party leadership engagement and the shaping of themes, objectives and strategic direction, alongside collaborative discussion around Gloucester’s future, priorities and long-term ambition.

03.3.2

Stakeholder Attendance

- Jon McGinty, Managing Director of GCC
- Cllr Jeremy Hilton, Leader of Council, Cabinet Member for Regeneration, Liberal Democrat, Kingsholm and Wotton
- Cllr Declan Wilson, Deputy Leader of Council, Cabinet Member for Resources, Liberal Democrat, Hucclecote
- Cllr Stephanie Chambers, Leader of Conservative Group, Quedgeley Fieldcourt
- Cllr Terry Pullen, Leader of Labour Group, Moreland
- Cllr Karen James, Deputy Leader of Labour Group, Kingsway
- Cllr Alastair Chambers, Leader of Community Independent Group, Matson, Robinswood and White City
- Cllr Brendon O'Donnell, Deputy Leader of Community Independent Group, Matson, Robinswood and White City

03.3.3

Conclusions and Recommendations

- **Heritage is central:** Gloucester’s identity should build on its historic core, Cathedral, Docks, canal and waterfront.
- **Strong future ambition for Gloucester to become “a connected county capital”:** the city should better link neighbourhoods, jobs, education, green spaces and the wider county.
- **The waterfront is a key opportunity:** the canal, docks and River Severn should support regeneration, leisure and movement.
- **Regeneration must be viable and high quality:** especially on brownfield, City Centre and employment sites.
- **The City Centre needs a stronger offer:** more culture, leisure, food, workspace and evening activity.
- **Inclusive growth matters:** better housing, neighbourhood identity and access to opportunity are priorities.
- **Education and skills should anchor change:** helping retain talent and connect people to jobs.
- **Sustainable movement is important:** with better cycling, buses, park-and-ride and reduced car dependency.
- **Investment is critical:** strong partnerships and leadership are needed to deliver change.
- **Overall ambition:** a heritage-led, connected, inclusive and resilient city where people choose to live, work and stay.

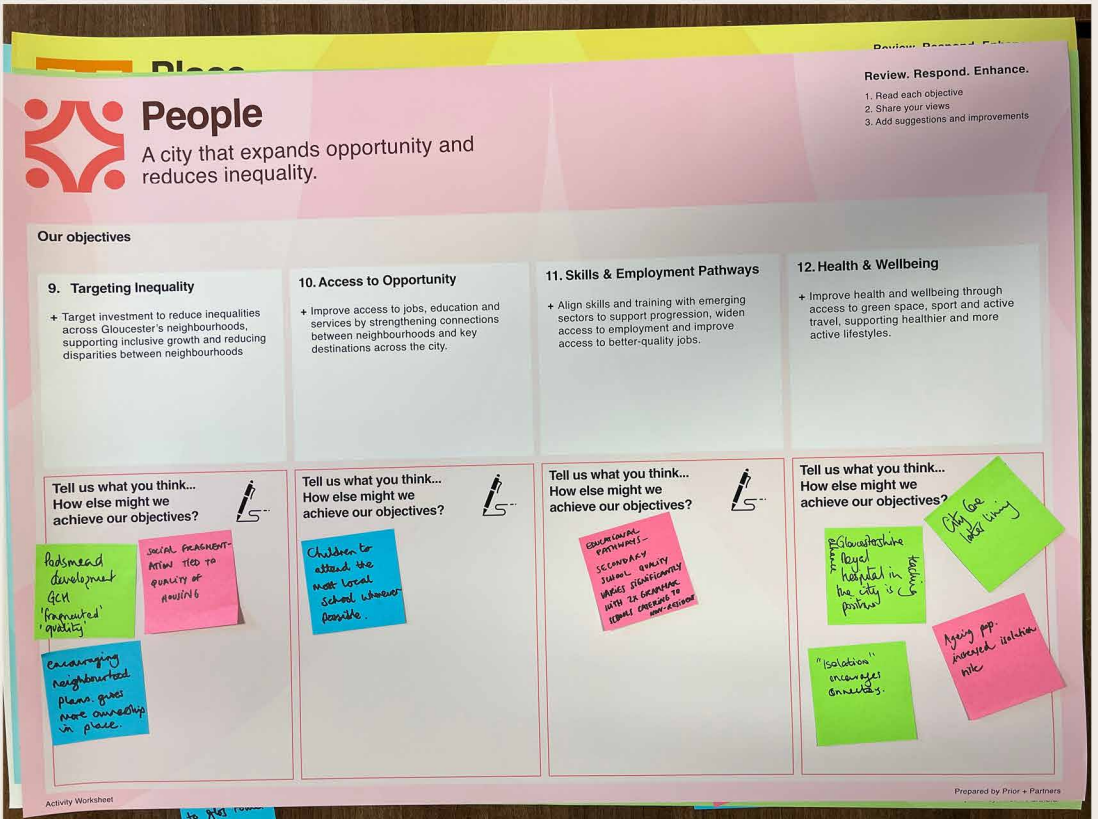
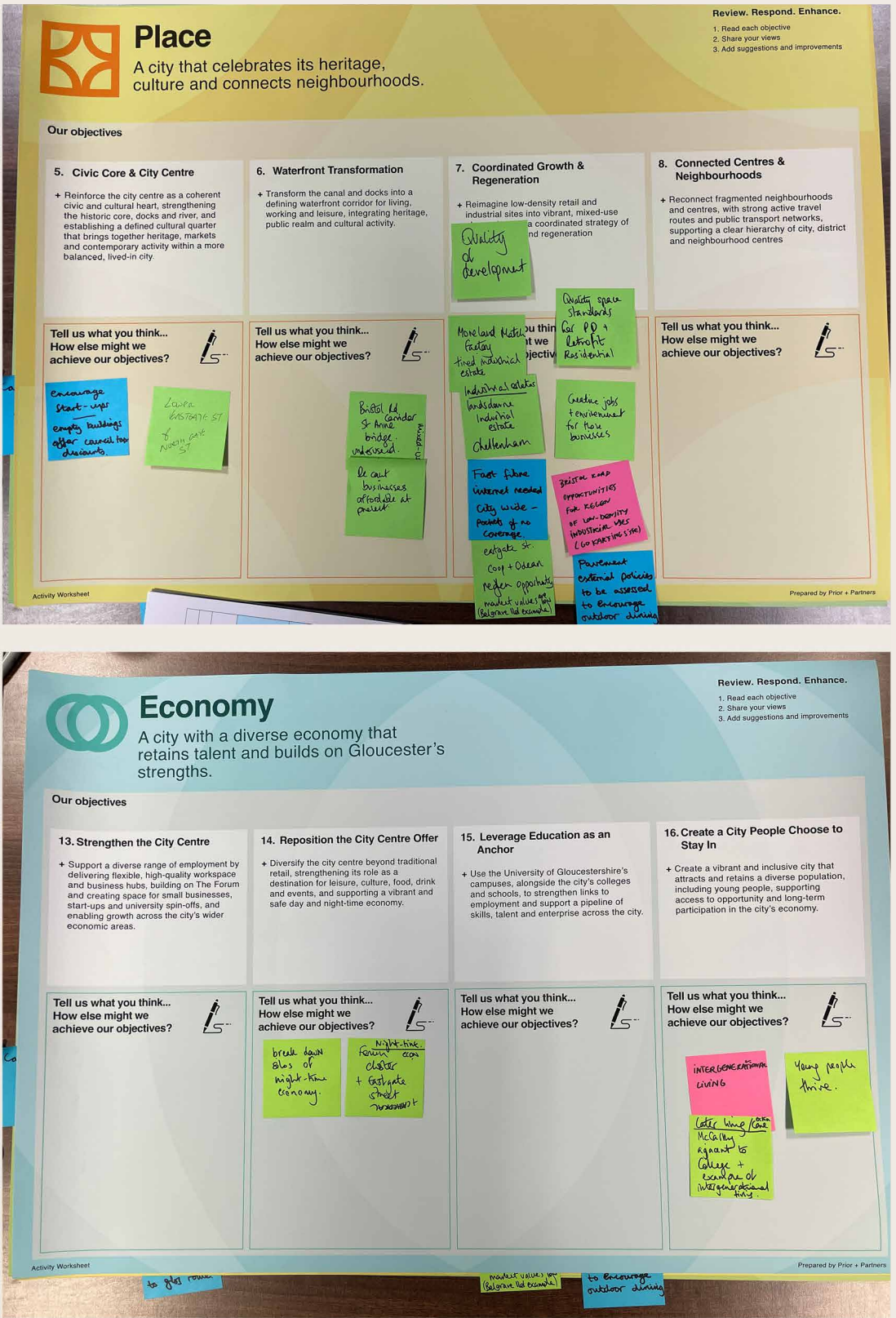
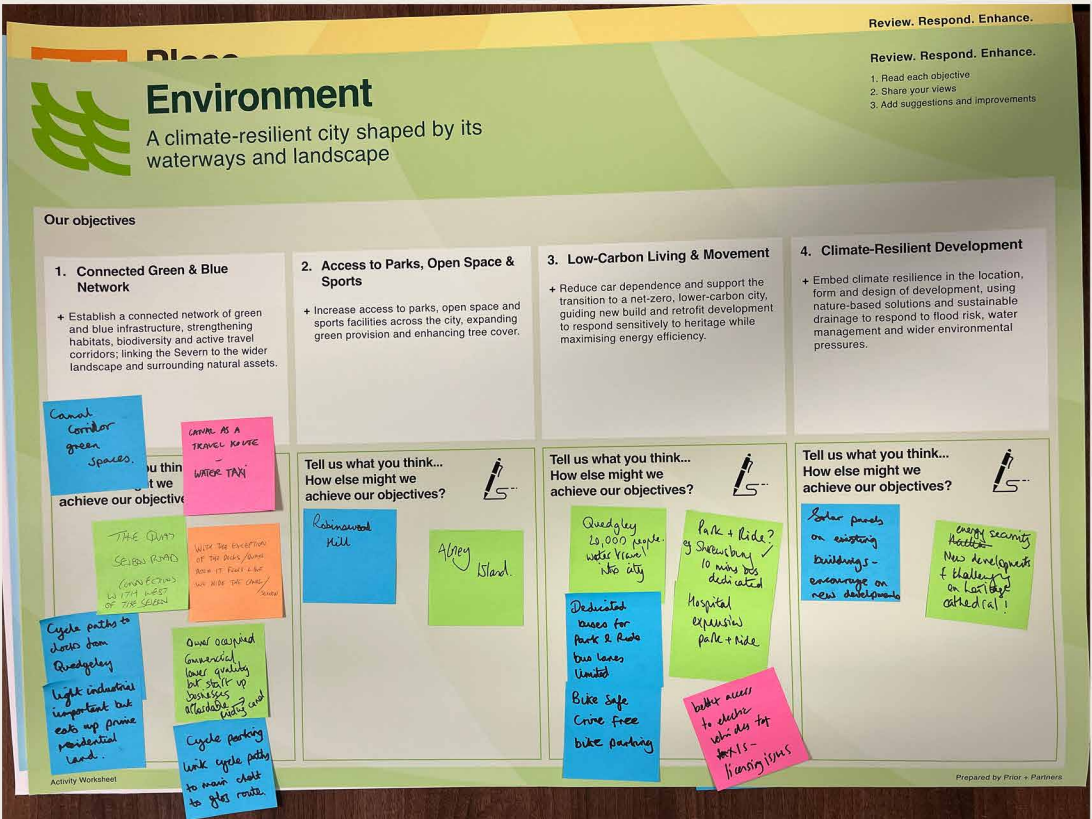
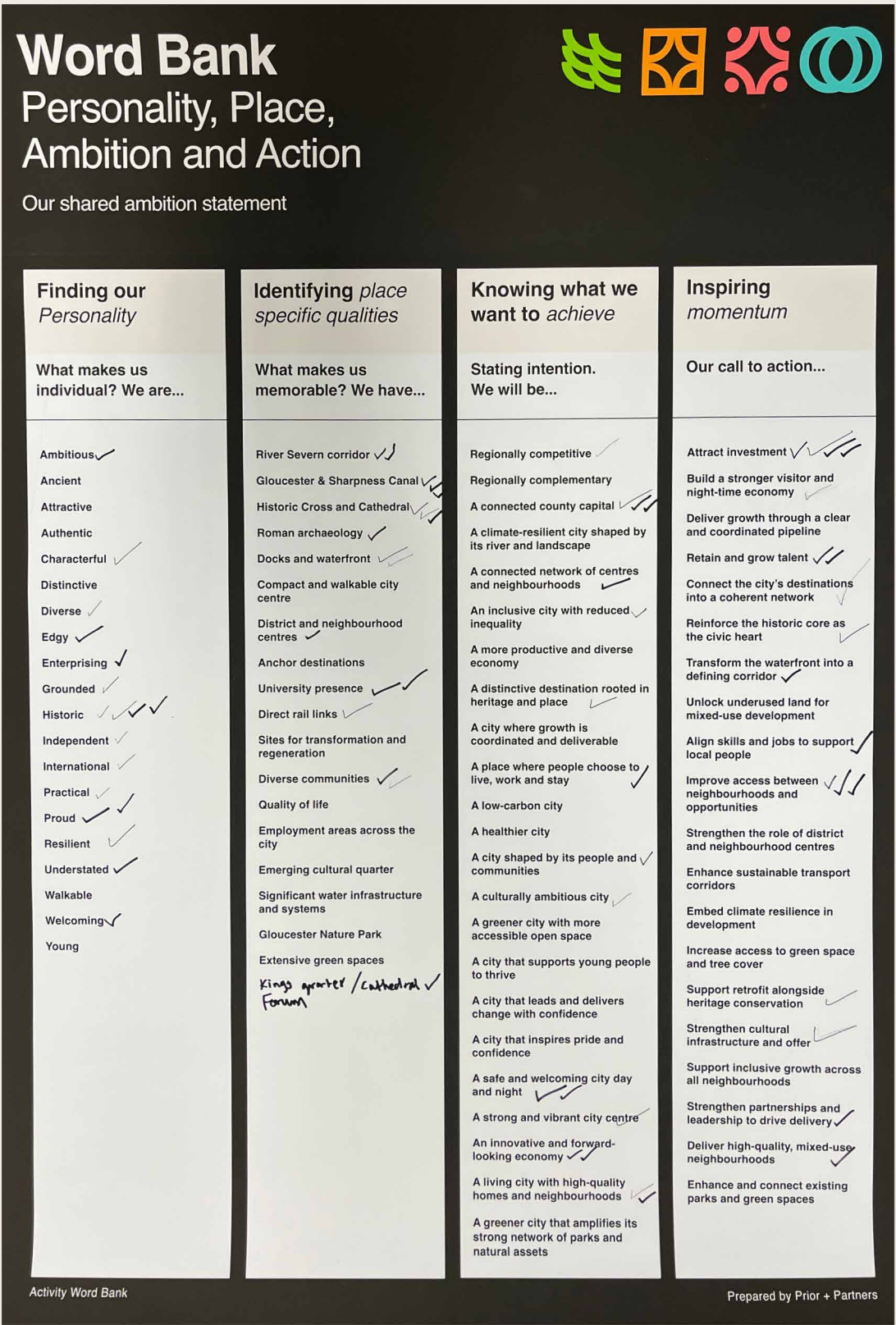


Fig 03.3 Images of completed worksheets from Key Stakeholder Session 1 (6 May 2026)

03.4

Business Group

Key Stakeholder Session 2 (11 June 2026)

03.4.1

Overview

This session was undertaken with a group of key stakeholders from Gloucester’s businesses and institutions. The dialogue focused on business growth and the future economic development of the city, creating an engaging and collaborative environment to share ideas, test new directions, and explore opportunities for constructive discussion and alignment at an early stage. Baseline insights, an emerging Place Ambition and spatial strategies were presented to guide the session, enabling stakeholders to shape a long-term plan, that reflect the shared priorities for growth of the City, ahead of wider stakeholder engagement in the community.

03.4.2

Stakeholder Attendance

- David Roche, Chief Technology Officer, Diamorph Group.
- Phil Hindson, Chief Executive, Gloucester Culture Trust
- Chris Nyland, Director, Netti Gloucester & Vice-Chair, Gloucester BID.
- Becci Zawaszki, Partner, Norville Opticians. Vice-Chair, Gloucester BID
- Andy Smith, Commercial Director, Patch
- Jo Charles, Director of Commercial and Transformation, Uni of Gloucestershire
- Alex Brown, CEO, Gloucester Rugby
- Andy Bates, CFO, Gloucestershire College
- Laura Griffiths, Site Director / Director, Patch
- Dan Smale, Head of Business & Community Outreach, Fasthosts
- Sarah Mansfield, Director, L&R Group and Gloucester Food Dock

03.4.3

Conclusions and Recommendations

- **Business confidence is closely tied to city perception:** Vacant shops, safety concerns and weak public realm affect pride, investment and recruitment.
- **Recruitment and housing are key constraints for growth:** Businesses can fill entry-level roles, but struggle to attract technical workers, partly due to housing and place perception.
- **The vision needs to be more energetic and future-facing:** stronger emphasis on civic pride, youth, sport, health and Gloucester’s future.
- **Sport, especially rugby, is a major opportunity:** Kingsholm could drive visitors and pride, but better routes, wayfinding and public realm are needed.
- **Connectivity and safety are priorities:** Poor transport, weak walking links and safety concerns reinforce car dependency.
- **The city centre needs activation:** Vacant units, weak gateways and fragmented retail areas need stronger curation and mixed-use activity.
- **The evening economy is underdeveloped:** The Docks and Food Dock are assets, but feel disconnected from wider city-centre life.
- **Employment areas need careful planning:** Opportunities for maker spaces, small businesses and employment growth, balancing industrial activity with residential uses and riverside development.
- **Health and early years should be central:** These themes can support long-term aspiration, wellbeing and generational change.
- **Focus first on the City Centre:** Investment should prioritise gateways, public realm and key connections.

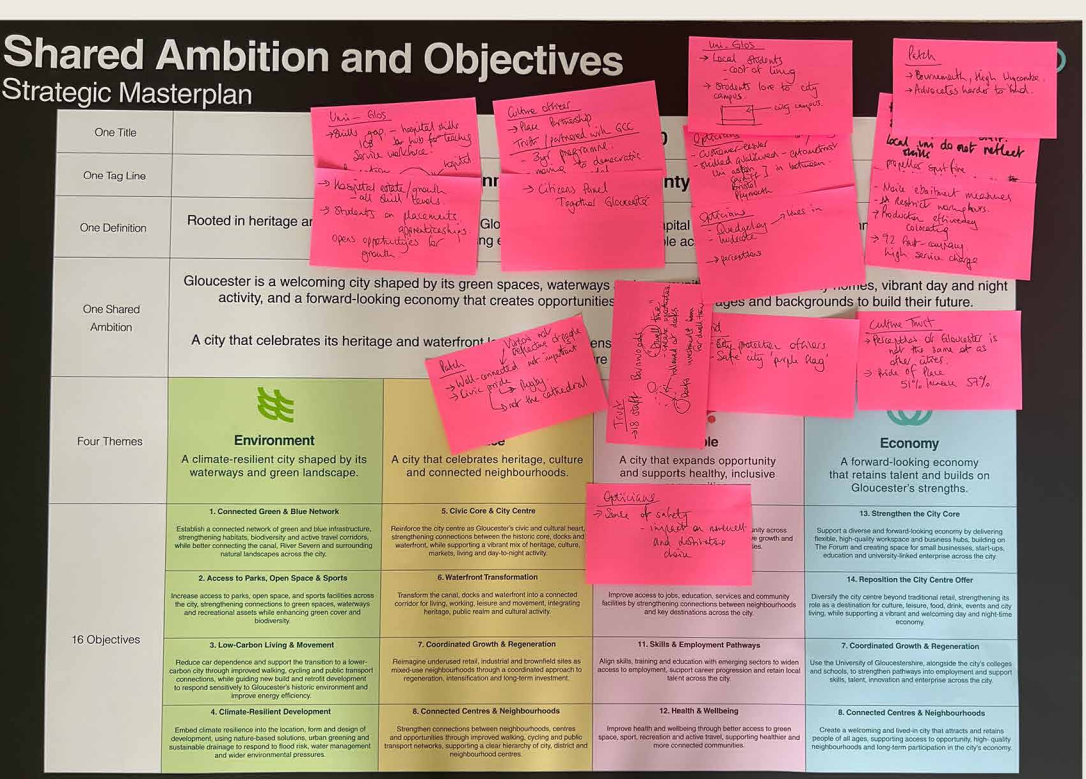
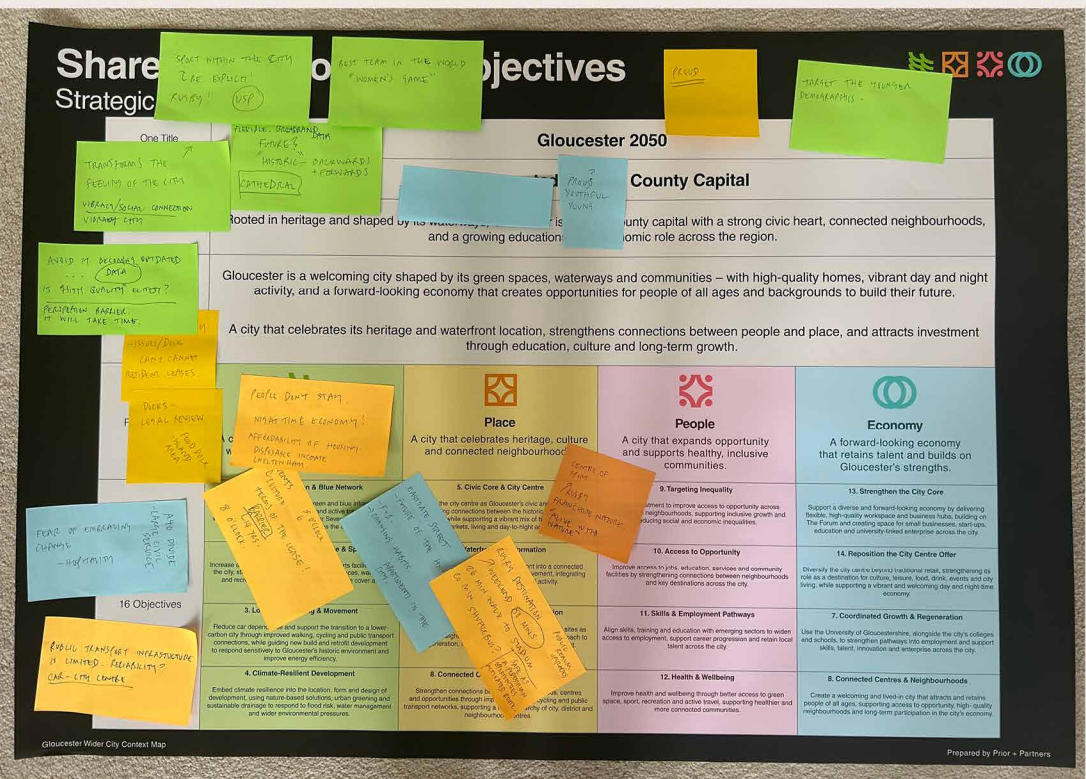
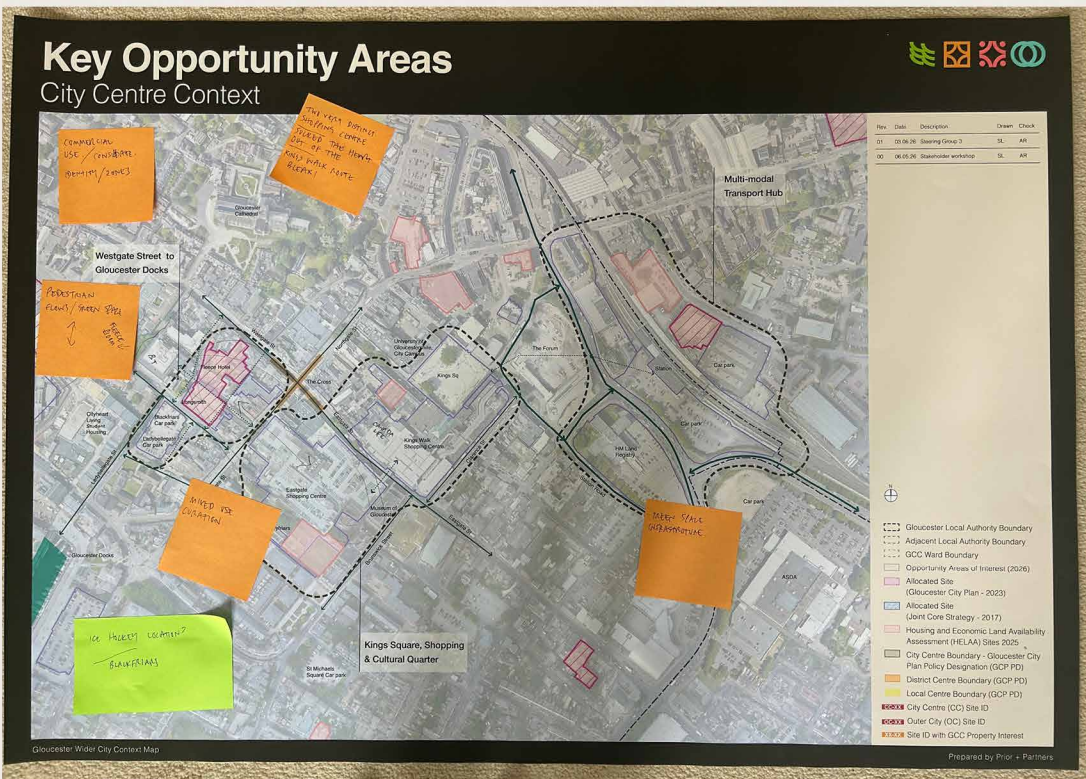
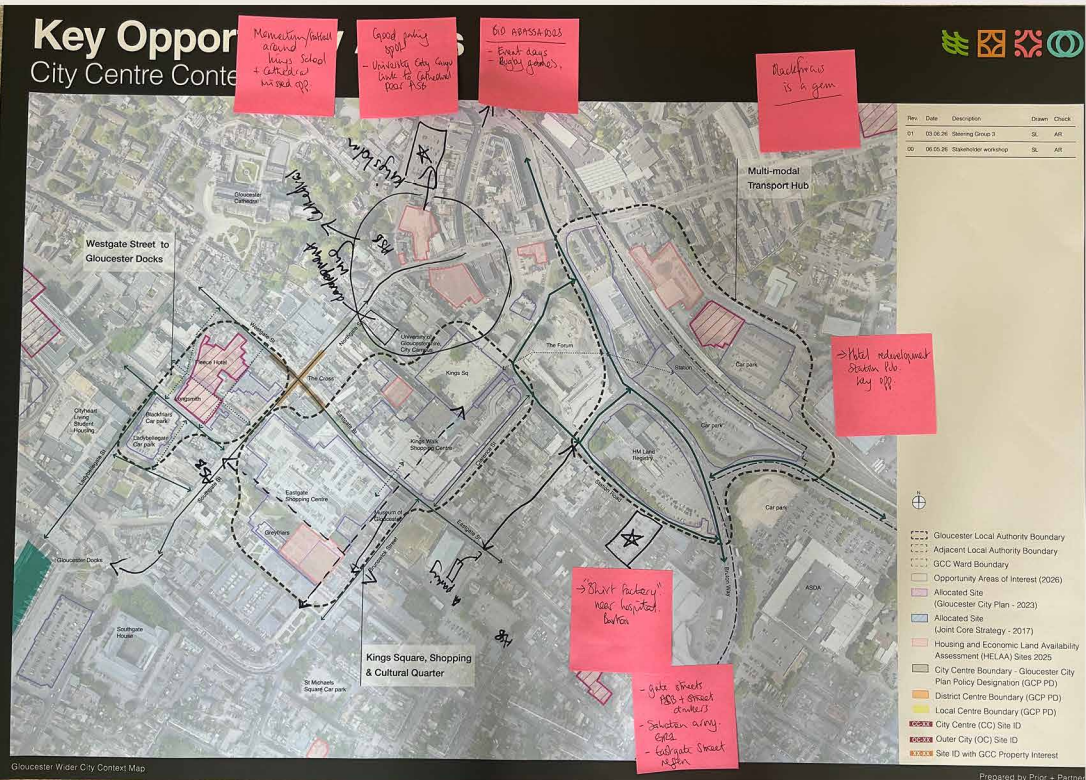


Fig 03.4 Images of completed worksheets from Key Stakeholder Session 2 (11 June 2026)

03.5

Community Pop-up

Key Stakeholder Session 3 (19 September 2026)

03.4.4

Overview

A Community Pop-up event was held on the 19th September 2026 to announce the Gloucester City Masterplan to the community and promote the upcoming 6 week Public Consultation. This community engagement served also to gather community thoughts and feedback on the Place Ambition and the emerging City Masterplan.

Held on Saturday 19th September between 10 and 4pm, at St. Michael's Tower at the heart of the City Centre. Entrance banners announced the event and staff encouraged passing footfall to visit.

Thoughts and conversations were recorded through post-it notes on the boards and Place Ambition theme stickers. Postcards provided a QR-code to the GCC website where further information will be available for the 6 week Public Consultation from 12th October 2026.

03.4.5

Stakeholder Attendance

The presence of the event in the City Centre on a busy Saturday meant that there was a good range of people providing responses: from pensioners, families with small children, families with teenagers, recent newcomers to the City, University students, differently-abled people and working age and retired people,

It is estimated that 100 people visited the Tower and just over 70 people engaged directly with the content, spending between 5 and 20 minutes engaged with the material provided.



Fig 03.5 Community Pop-Up Event at St. Michael's Tower, The Cross.

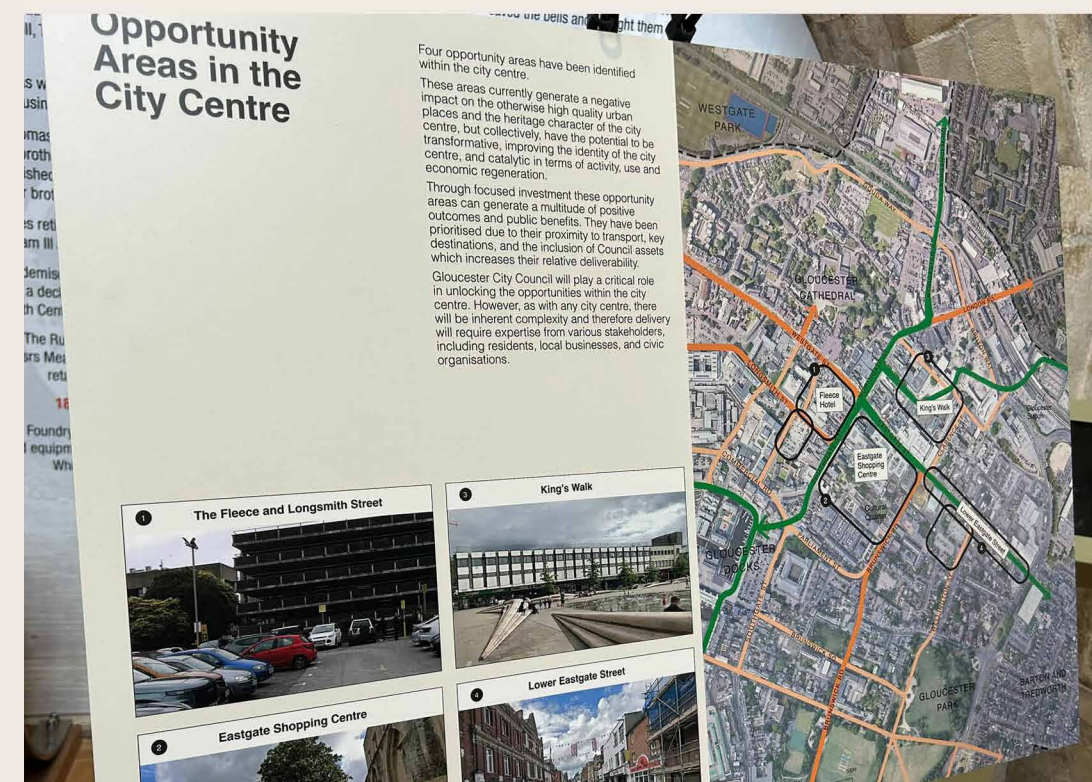
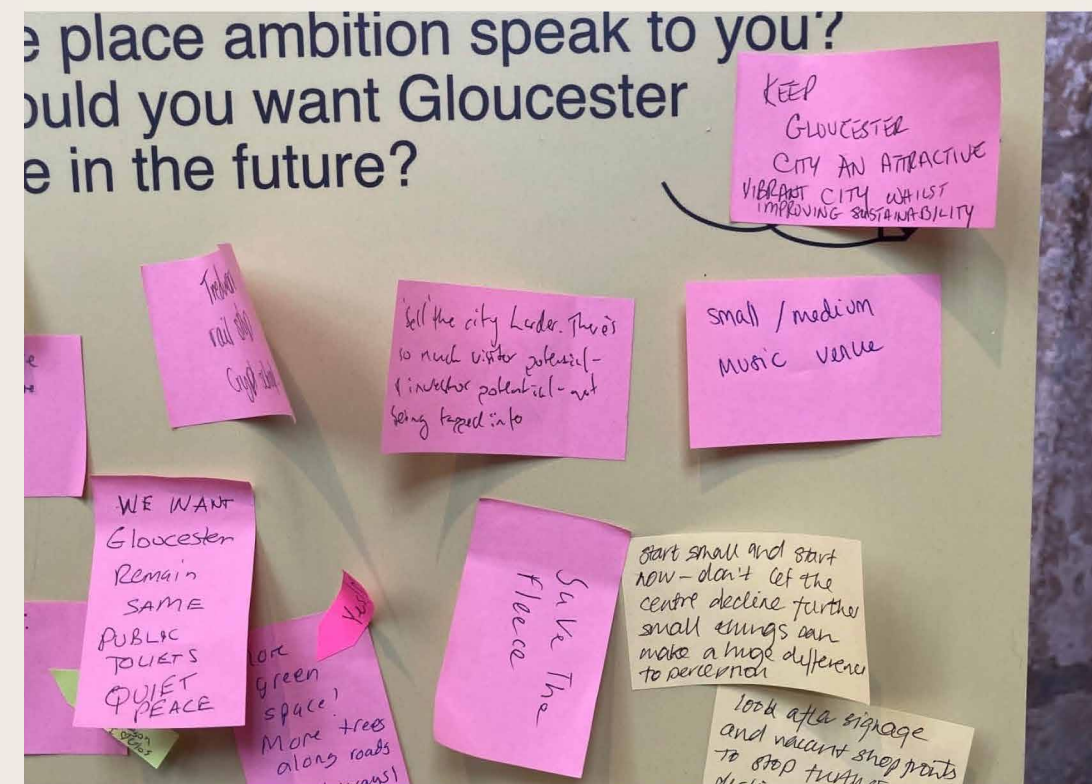
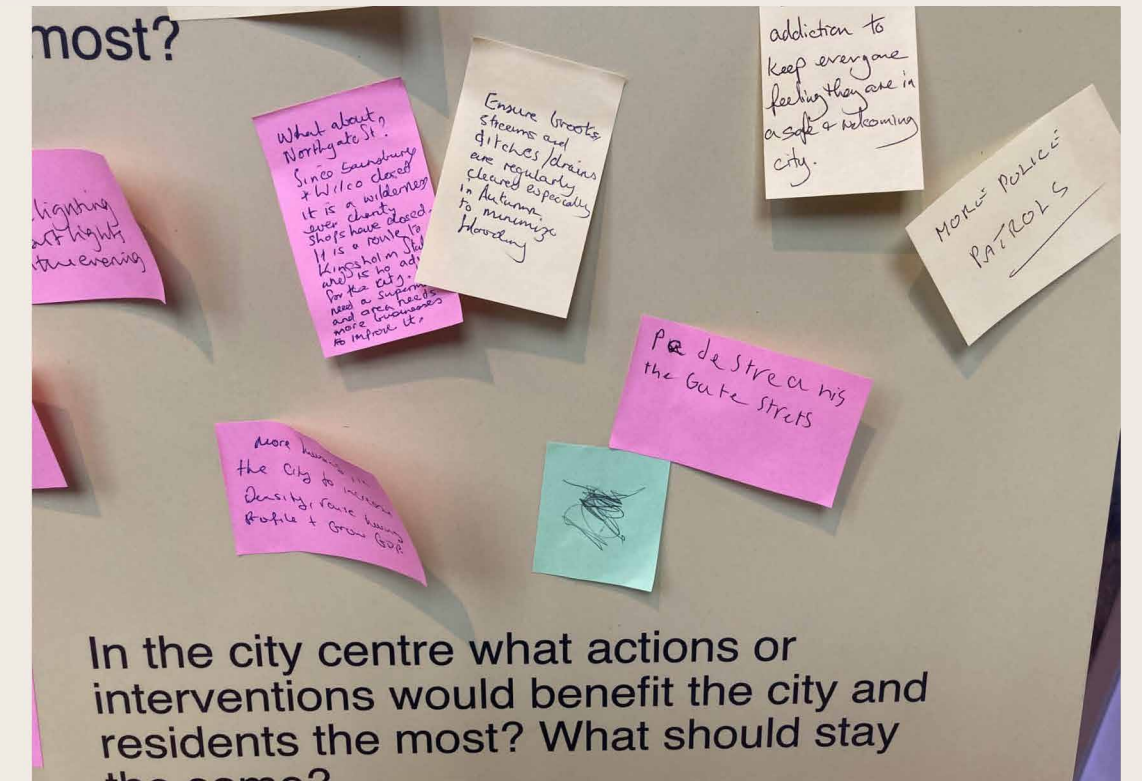
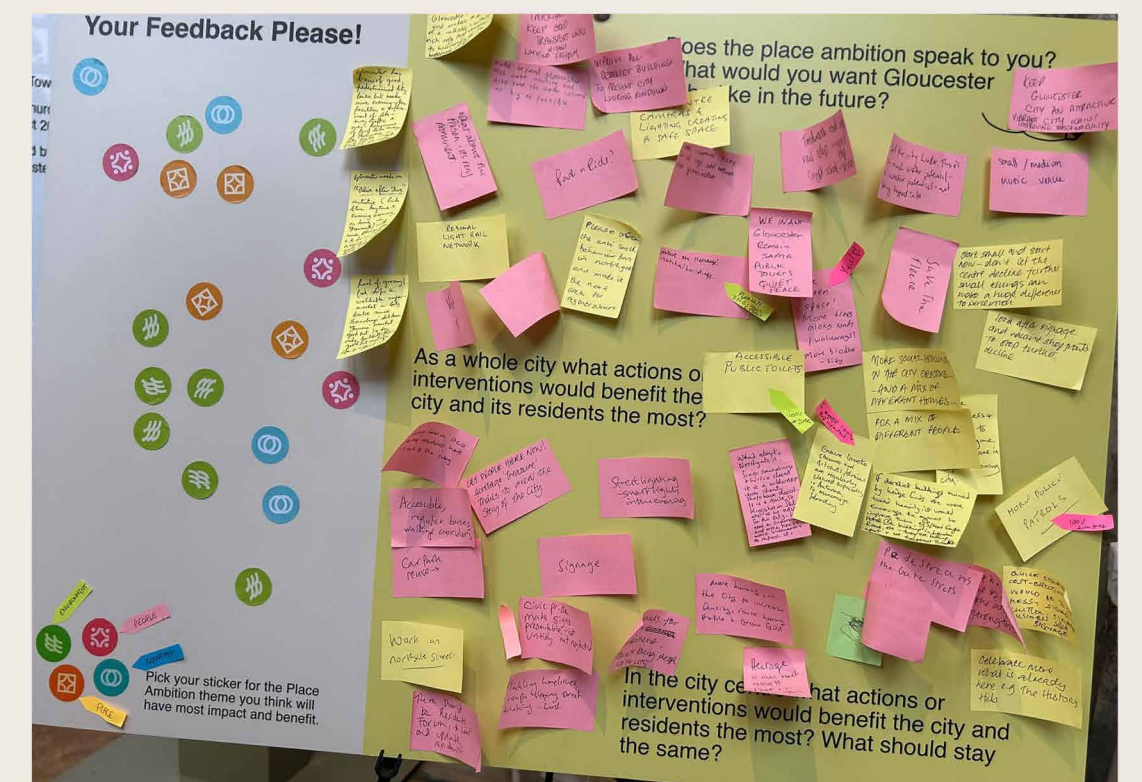


Fig 03.6 Images of Community Pop-Up Event - 19th September 2025



03.5.1

Key messages

The following provides an overview of the key messages drawn from the Pop-Up event, organised into recurring conversational themes. There were also conversations around potential early interventions to immediately improve parts of the City Centre described under the title ‘Quick Wins’.

Green Infrastructure	Heritage	Land Use & Activity	Mobility	Stewardship	Quick Wins
1. Connected to nature. Support for a walkable, culturally rich city that champions biodiversity. 2. Plant more trees! Calls for more trees and planting within streets and walking routes and the introduction of more wildlife and nature into the city, including calls for mature or larger canopy trees. 3. Flood management. Ensure brooks, streams, ditches and drains are regularly cleared, especially in autumn, to minimise flooding. 4. Protect nature and open spaces. Importance placed on preserving open spaces and parks within the City, including some calls for more open space within urban areas for peace and respite.	1. Heritage is our best asset! Residents view heritage as one of the City's greatest assets and want to ensure it is preserved for future generations. Support for using Gloucester's heritage as a way to bring more visitors to the City Centre. 2. Make heritage more visible Support for use of Heritage 'Treasure Trails' to reveal the story of the City to residents and visitors - one way to encourage people to engage more with Gloucester's cultural and historical identity. 3. Heritage as a driver for civic pride and identity Heritage already drives civic participation. The History Hub was highlighted as a key community and heritage related asset that could be celebrated more.	1. City Centre Living Residents emphasised the need for a broader mix of homes, including more social housing and homes for a range of people, not just for families. 2. Everyday amenities Those that lived in the City Centre identified a clear gap in essential grocery shopping. The closure of Sainsbury's has left a significant void in walkable access to food and daily necessities. 3. Evening economy Residents want Gloucester to feel more alive in the evenings, with, in particular, calls for another music/entertainment venue to draw people into the City. 4. Safe spaces Some residents, especially the more vulnerable, felt concern around safety in the City Centre and the lack of welcoming, inclusive, safe places and 'third spaces' for people to spend time in.	1. Its a walkable City! Residents recognise Gloucester's inherent strengths, particularly its walkability and its proximity to nature. 2. Walking and cycling Safe pedestrian and cycling corridors are viewed as critical for connecting neighbourhoods to the City Centre. Residents agreed that road infrastructure causes serverence, espcially at the station (Bruton Way). 3. Strong transport links Residents emphasised the importance of preserving good transport connections. Public transport and active travel are seen as essential components of a well functioning City. 4. Some specifics Some responders saw the benefit of reuse of City Centre car parks for alternative purposes. Others identified a need for more secure cycle parking or mass transit to connect Gloucester regionally.	1. Underselling our City! Residents express a desire for the City to be better promoted. There is a sense that the City's assets are under promoted and there could be steps taken to improve its reputation and economic vitality. 2. Northgate Street Northgate Street emerged as a prominent concern. Residents view it as a priority area, currently suffering from retail vacancies and anti-social behaviour. It is also a key link to Kingsholm Stadium. 3. Derelict buildings and vacancy Derelict buildings were seen as damaging to the City's image. 4. Safety Multiple comments emphasise the need for compassionate but effective action on homelessness and addiction so that everyone feels welcome in the City.	1. Start small and start now! Many conversations around not letting the City Centre decline further. Small improvements can make a huge difference to public perception. 2. Signage and wayfinding Poor signage, neglected shop fronts and derelict buildings contribute to a sense of decline. Many responders called for an over-haul of signage with action on vacant shop fronts to make the City Centre more presentable and cohesive. 3. Public toilets Accessible and inclusive facilities such as public toilets would improve footfall and dwell time in the City. 4. Lighting and security Evening safety was a concern with calls for better lighting and surveillance to create a secure environment that supports an evening economy.

04

Place Ambition & Objectives

04.1

What is a Place Ambition for?

04.1.1

Overview

The purpose of the Place Ambition is to establish a clear, long-term, ambitious and deliverable direction for Gloucester. It translates existing evidence and engagement into a compelling, place-specific ambition.

Four themes derived from the ‘Gloucester City Centre Vision 2023–2028’ provide a framework, supported by a set of objectives that define the intended outcomes for Gloucester.

On the following pages the emerging Place Ambition is described followed by the four Place Ambition Themes and Objectives that accompany it. This emerging Place Ambition has emerged through and been tested by the stakeholder engagement carried out as part of the City Masterplan development (see Chapter 3) and will be considered further as part of the six-week public consultation.

The Four Place Ambition Themes:

	Environment	A climate-resilient City shaped by its waterways and green landscape.
	Place	A City that celebrates heritage, culture and connected neighbourhoods.
	People	A City that expands opportunity and supports healthy, inclusive communities.
	Economy	A forward-looking economy that retains talent and builds on Gloucester’s strengths.

04.1.2

What is a Place Ambition?

A Place Ambition describes a desirable, ambitious and credible future by:

Reflecting the town’s personality
What makes us individual?

Being clear about desired outcomes
What will we achieve?

Reflecting the town’s place specific qualities
What makes us memorable?

Inspiring action
How will we build momentum towards our vision?

04.2

The Emerging Place Ambition

Gloucester will become a Connected Historic County Capital

Rooted in heritage and shaped by its waterways, Gloucester is a proud county capital with a strong civic heart, connected neighbourhoods, and a growing educational and economic role across the region.

Gloucester is a welcoming City shaped by its green spaces, waterways and communities – with high-quality homes, vibrant day and night activity, and a forward-looking economy that creates opportunities for people of all ages and backgrounds to build their future.

A City that celebrates its heritage and waterfront location, strengthens connections between people and place, and attracts investment through education, culture and long-term growth.

Fig 04.1 Gloucester Docks – a historic waterfront shaped by heritage warehouses, canal activity and an evolving mixed-use city centre



Theme 1: Environment

A climate-resilient City shaped by its waterways and green landscape.

- + River Severn & Canal
- + Green & Blue Network
- + Parks, Open Space & Sport
- + Low-Carbon Living
- + Climate Resilience



Objectives: Environment

1. Connected Green and Blue Network

Establish a connected network of green and blue infrastructure, strengthening habitats, biodiversity and active travel corridors, while better connecting the canal, River Severn and surrounding natural landscapes across the City.

2. Access to Parks, Open Space and Sports

Increase access to parks, open space and sports facilities across the City, expanding green provision and enhancing tree cover.

3. Low-Carbon Living and Movement

Reduce car dependence and support the transition to a lower-carbon City through improved walking, cycling and public transport connections, while guiding new build and retrofit development to respond sensitively to Gloucester's historic environment and improve energy efficiency.

4. Climate-Resilient Development

Embed climate resilience into the location, form and design of development, using nature-based solutions, urban greening and sustainable urban drainage to respond to flood risk, water management and wider environmental pressures.

Place

Theme 2:

A City that celebrates heritage, culture and connected neighbourhoods.

- + City Centre
- + Waterfront
- + Regeneration
- + Neighbourhoods
- + Movement



Objectives: Place

5. A Civic & Cultural Heart

Reinforce the City Centre as Gloucester's civic and cultural heart, strengthening connections between the historic core, the Docks and the waterfront, while supporting a vibrant mix of heritage, culture, markets, living and day-to-night activity.

6. Waterfront Transformation

Transform the canal, Docks and waterfront into a connected corridor for living, working, leisure and movement, integrating heritage, public realm and cultural activity.

7. Coordinated Growth and Regeneration

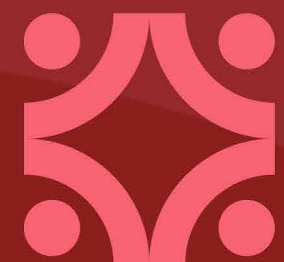
Reimagine underused retail, industrial and brownfield areas as new mixed-use neighbourhoods through a coordinated approach to regeneration, intensification and long-term investment.

8. Connected Centres and Neighbourhoods

Reconnect fragmented neighbourhoods and centres, with strong active travel routes and public transport networks, supporting a clear hierarchy of city, district and neighbourhood centres.

Theme 3: People

A City that expands opportunity and supports healthy, inclusive communities.



- + Access
- + Inequality
- + Skills
- + Health

Objectives: People

9. Targeting Inequality

Target investment to improve access to opportunity across Gloucester's neighbourhoods, supporting inclusive growth and reducing social and economic inequalities.

10. Access to Opportunity

Improve access to jobs, education, services and community facilities by strengthening connections between neighbourhoods and key destinations across the City.

11. Skills and Employment Pathways

Align skills, training and education with emerging sectors to widen access to employment, support career progression and retain local talent across the City.

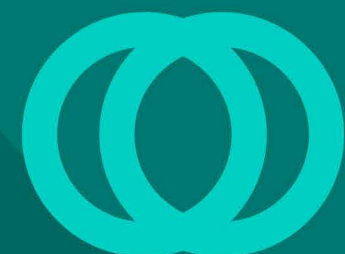
12. Health and Wellbeing

Improve health and wellbeing through better access to green space, sport, recreation and active travel, supporting healthier and more connected communities.

Theme 4: Economy

A forward-looking economy that retains talent and builds on Gloucester's strengths.

- + Jobs
- + Workspace
- + Enterprise
- + Talent
- + Visitors



Objectives: Economy

13. Strengthen the City Centre

Support a diverse and forward-looking economy by delivering flexible, high-quality workspace and business hubs that build on The Forum development. Create space for small businesses, start-ups, education and university-linked enterprise across the City.

14. Reposition the City Centre Offer

Diversify the City Centre beyond traditional retail, strengthening its role as a destination for culture, leisure, food, drink, events and city living, while supporting a vibrant and welcoming day and night-time economy.

15. Leverage Education as an Anchor

Use the University of Gloucestershire, alongside the City's colleges and schools, to strengthen pathways into employment and support skills, talent, innovation and enterprise across the City.

16. Create a City that People Choose to Stay In

Create a welcoming and lived-in City that attracts and retains people of all ages, supporting access to opportunity, high-quality neighbourhoods and long-term participation in the City's economy.

Place Ambition: Summary

Theme and Objectives 1:



Environment

A climate-resilient City shaped by its waterways and green landscape.

5. Connected Green & Blue Network
Establish a connected network of green and blue infrastructure, strengthening habitats, biodiversity and active travel corridors, while better connecting the canal, River Severn and surrounding natural landscapes across the City.

6. Access to Parks, Open Space & Sports
Increase access to parks, open space and sports facilities across the City, expanding green provision and enhancing tree cover.

7. Low-Carbon Living & Movement
Reduce car dependence and support the transition to a lower-carbon City through improved walking, cycling and public transport connections, while guiding new build and retrofit development to respond sensitively to Gloucester's historic environment and improve energy efficiency.

8. Climate-Resilient Development
Embed climate resilience into the location, form and design of development, using nature-based solutions, urban greening and sustainable urban drainage to respond to flood risk, water management and wider environmental pressures.

Theme and Objectives 2:



Place

A City that celebrates heritage, culture and connected neighbourhoods.

9. A Civic & Cultural Heart
Reinforce the City Centre as Gloucester's civic and cultural heart, strengthening connections between the historic core, the Docks and the waterfront, while supporting a vibrant mix of heritage, culture, markets, living and day-to-night activity.

10. Waterfront Transformation
Transform the canal, Docks and waterfront into a connected corridor for living, working, leisure and movement, integrating heritage, public realm and cultural activity.

11. Coordinated Growth & Regeneration
Reimagine underused retail, industrial and brownfield areas as mixed-use neighbourhoods through a coordinated approach to regeneration, intensification and long-term investment.

12. Connected Centres & Neighbourhoods
Reconnect fragmented neighbourhoods and centres, with strong active travel routes and public transport networks, supporting a clear hierarchy of city, district and neighbourhood centres.

Theme and Objectives 3:



People

A City that expands opportunity and supports healthy, inclusive communities.

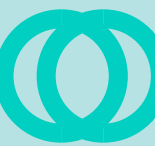
13. Targeting Inequality
Target investment to improve access to opportunity across Gloucester's neighbourhoods, supporting inclusive growth and reducing social and economic inequalities.

14. Access to Opportunity
Improve access to jobs, education, services and community facilities by strengthening connections between neighbourhoods and key destinations across the City.

15. Skills & Employment Pathways
Align skills, training and education with emerging sectors to widen access to employment, support career progression and retain local talent across the City.

16. Health & Wellbeing
Improve health and wellbeing through better access to green space, sport, recreation and active travel, supporting healthier and more connected communities.

Theme and Objectives 4:



Economy

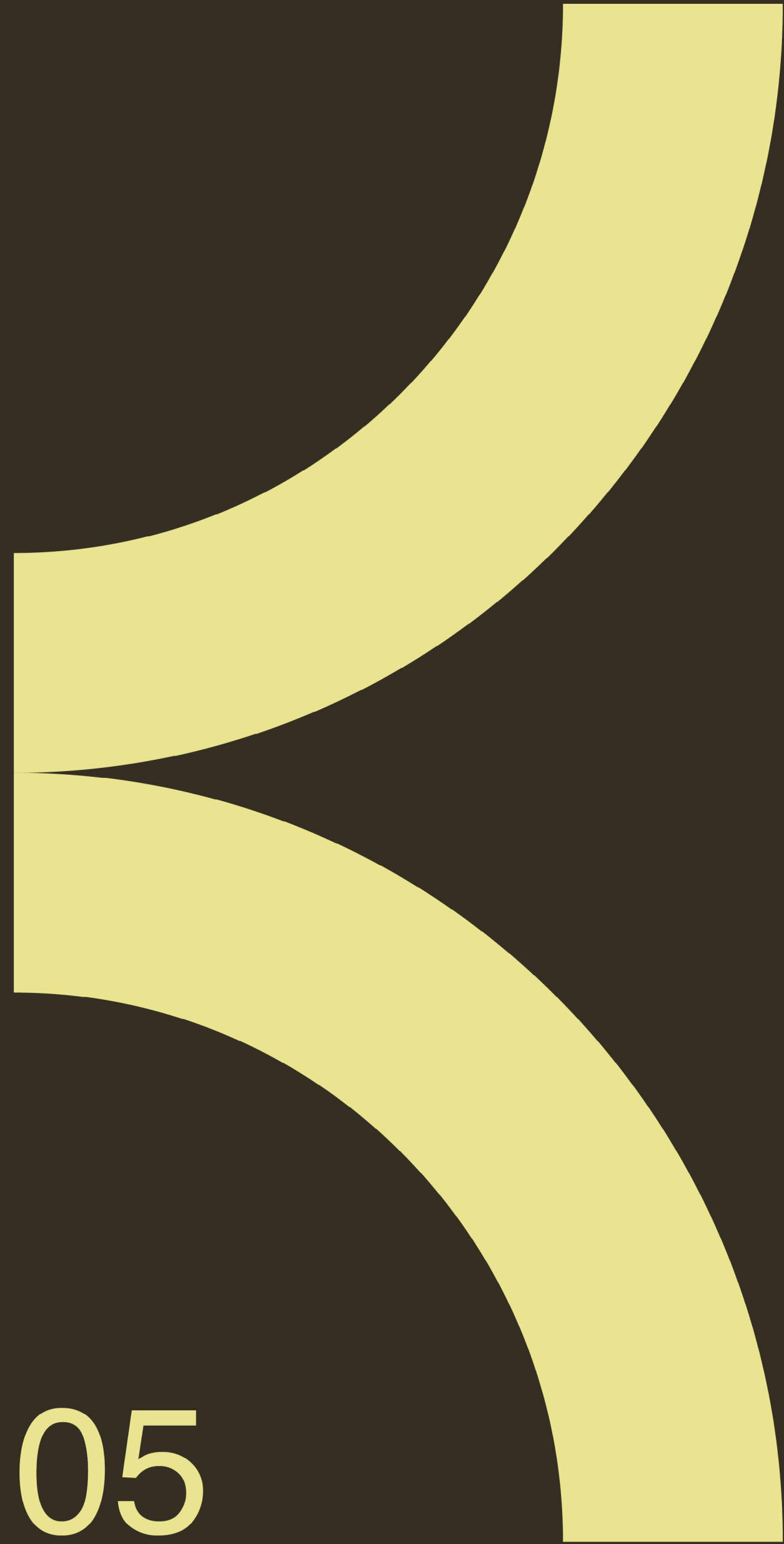
A forward-looking economy that retains talent and builds on Gloucester's strengths.

17. Strengthen the City Centre
Support a diverse and forward-looking economy by delivering flexible, high-quality workspace and business hubs, build on The Forum development. Create space for small businesses, start-ups, education and university-linked enterprise across the City.

18. Reposition the City Centre Offer
Diversify the City Centre beyond traditional retail, strengthening its role as a destination for culture, leisure, food, drink, events and city living, while supporting a vibrant and welcoming day and night-time economy.

19. Leverage Education as Economic Anchor
Use the University of Gloucestershire, alongside the City's colleges and schools, to strengthen pathways into employment and support skills, talent, innovation and enterprise across the City.

20. Create a City People Choose to Stay In
Create a welcoming and lived-in City that attracts and retains people of all ages, supporting access to opportunity, high-quality neighbourhoods and long-term participation in the City's economy.



05

Spatial Framework for the City

05.1

Three Spatial Principles for Gloucester

05.1.1

Overview

To promote transformation across the City, bold and deliverable placemaking, connectivity and land use initiatives need to be defined to unlock a sustainable and resilient future.

To this end, three city-wide Spatial Principles have been developed as propositional 'strategic interventions' that translate the Place Ambition and its sixteen supporting Objectives into a framework for transformation.

These Three Spatial Principles are interdependent and provide cumulative benefits for the City. Together they form a coherent guide to its future growth and change.

Underpinning the Three Spatial Principles is a commitment to Sustainability and Resilience to ensure that growth in Gloucester delivers benefits for current and future generations. By embedding sustainability as a fundamental keystone in the City Masterplan, interconnected challenges can be addressed, ensuring resilient growth and transformation of the City.

Development proposals which align with these Spatial Principles will be considered favourably, supporting a co-ordinated approach to growth and change across the City. Proposals should demonstrate how they contribute to delivering the cumulative benefits of the Spatial Principles and support the transformation of Gloucester, reinforcing the principles of sustainable placemaking, connectivity, resilience and quality of place.

Given its importance to the wider transformation of Gloucester, the City Centre is explored in greater detail within the City Masterplan. The City Centre Spatial Framework translates the city-wide Spatial Principles into a more locally focused framework, identifying key areas of change and opportunities for targeted intervention.

Underpinning the Three Spatial Principles is a commitment to Sustainability and Resilience to ensure that growth in Gloucester delivers benefits for current and future generations.

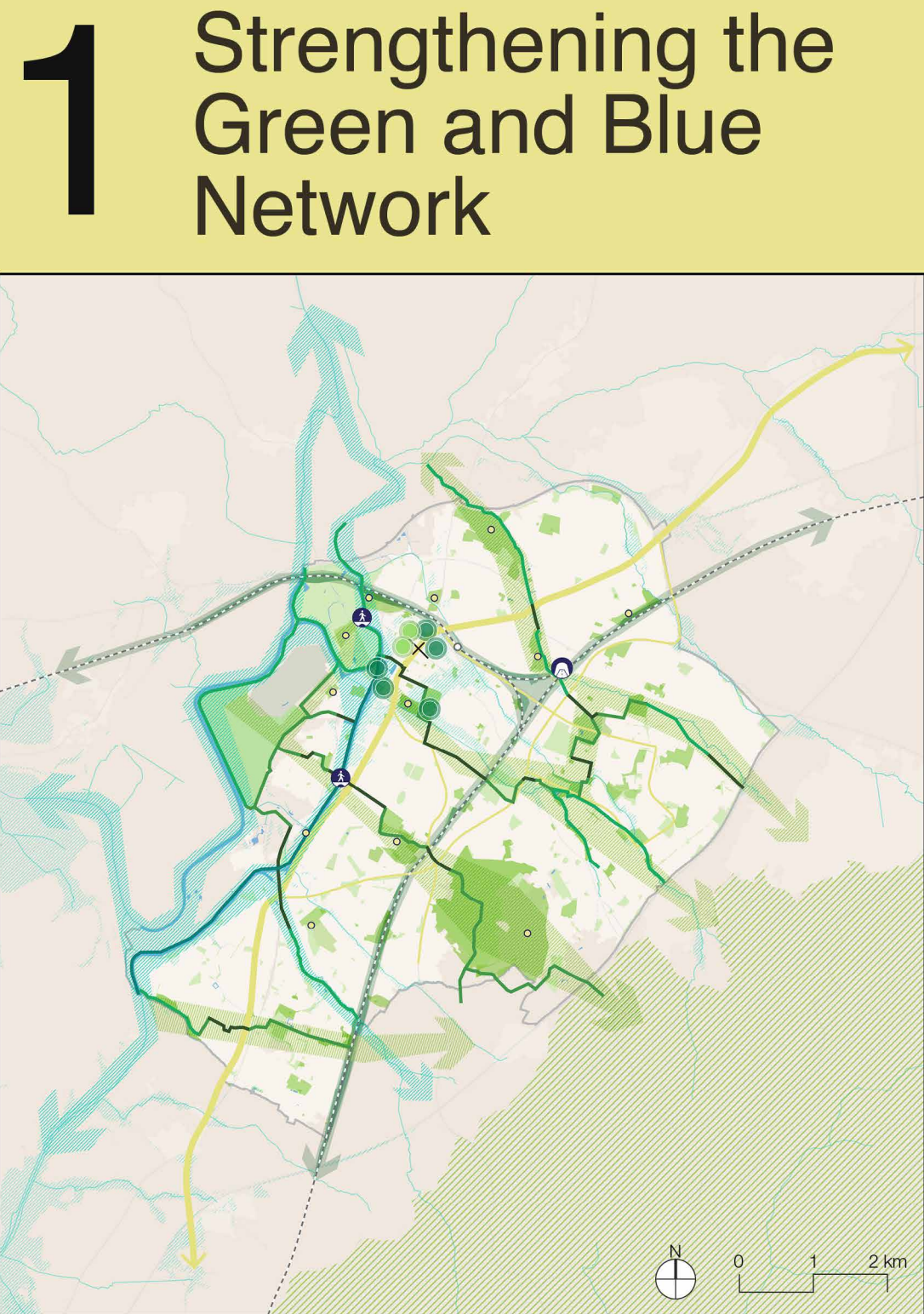
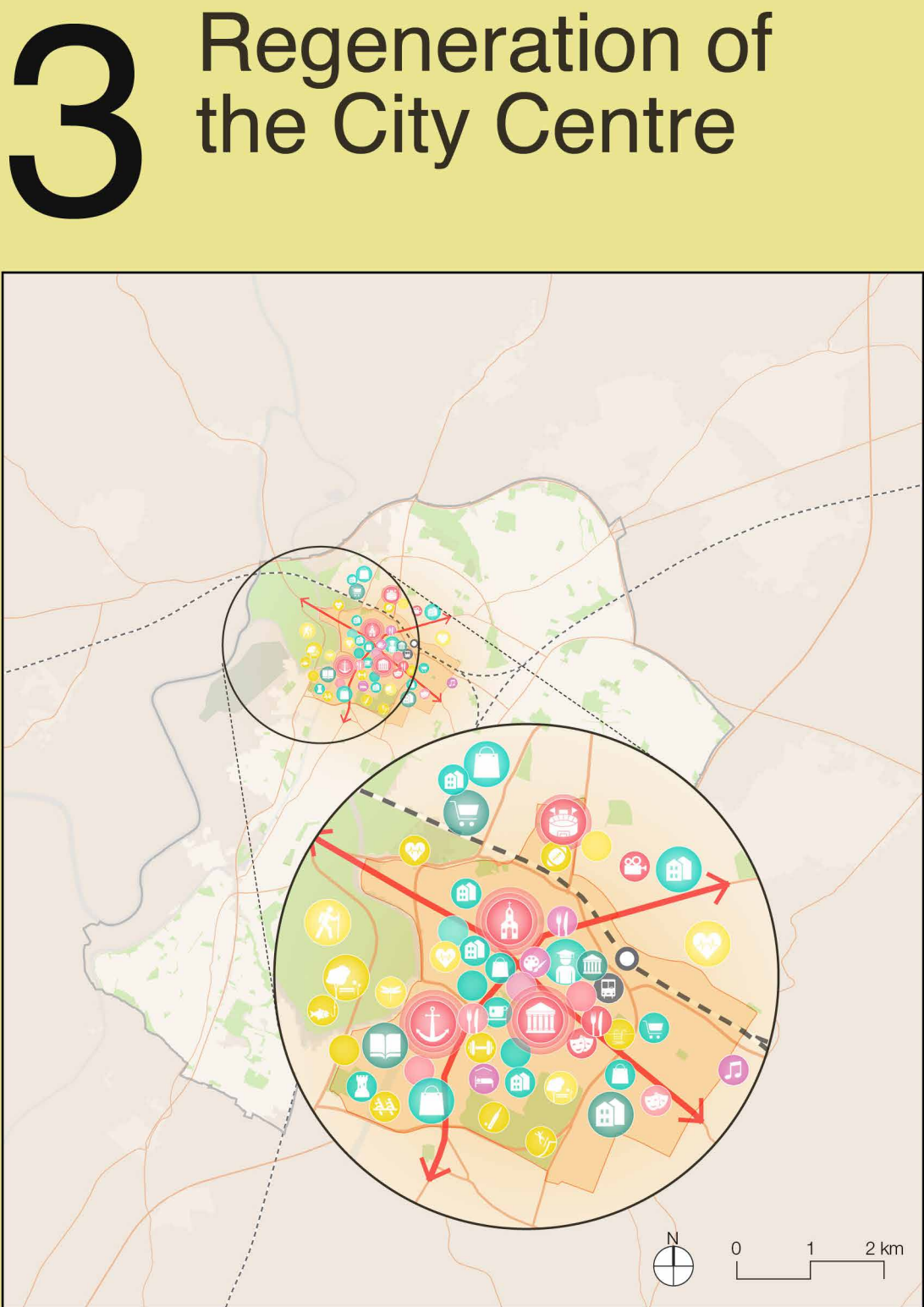
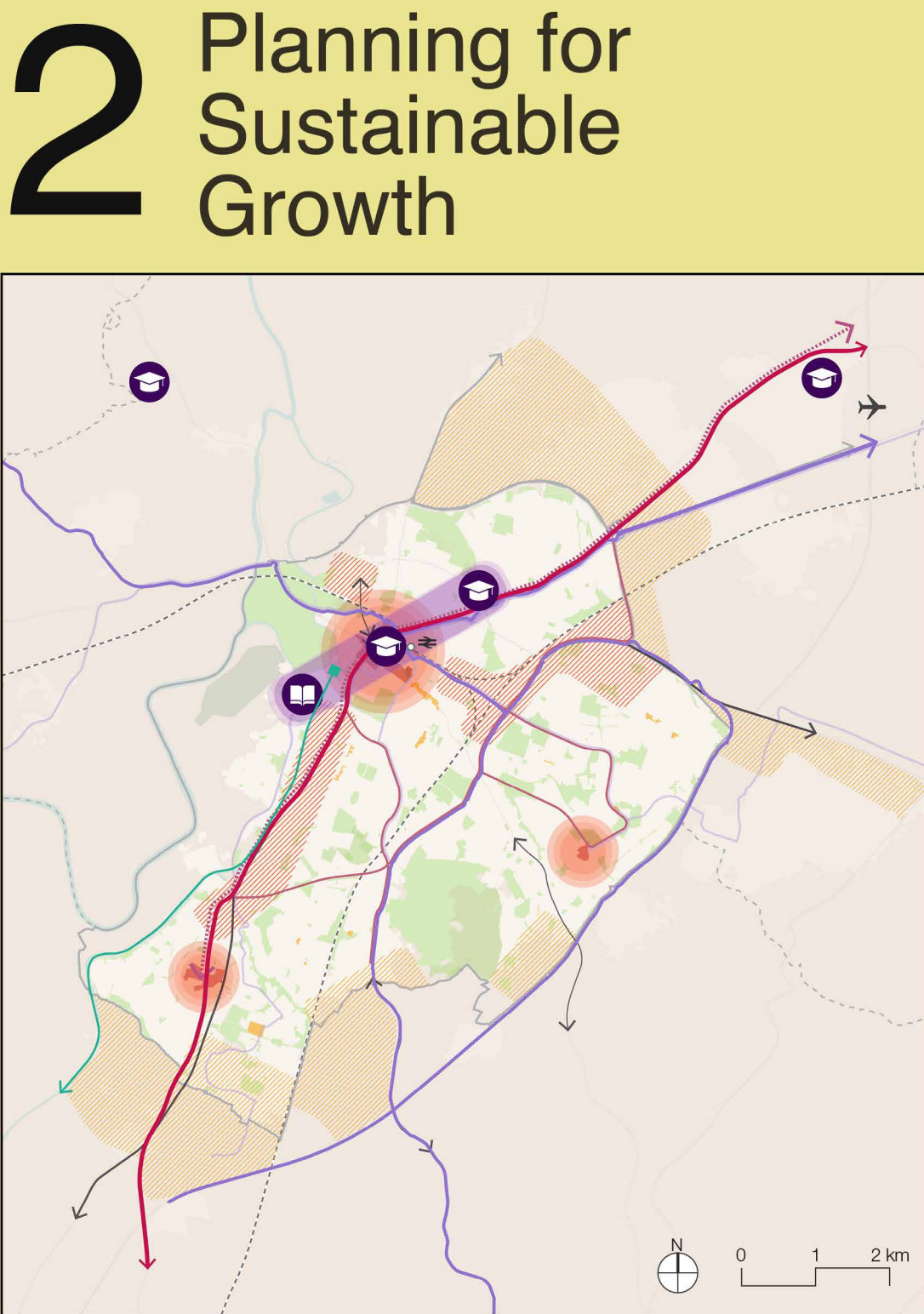


Fig 05.1 Overview of the three City-wide Spatial Principles



Strengthening the Green and Blue Network

Overview

Connect Gloucester's green spaces, waterways and movement corridors into a city-wide green and blue network that enhances biodiversity and ecological connectivity. Support healthy communities through improved access to sports, recreation, water and nature.

Strategic Interventions:

- 01 Enhance ecological corridors along waterways, railway lines and other linear infrastructure to support habitat connectivity and biodiversity.
- 02 Use the River Severn, canal and local watercourses as structuring blue corridors, improving access to and enjoyment of the City's numerous waterways.
- 03 Safeguard continuous green and blue corridors and active travel routes through future development areas.
- 04 Support healthier, more active communities through improved active travel routes and access to local green spaces (pocket parks), larger recreation areas (country parks, nature reserves, etc.) and sports facilities.
- 05 To support green and blue network continuity and a resilient future for the City, promote building-scale interventions that support climate resilience such as solar panels, green and blue roofs and built fabric improvements and embed the green and blue network within existing and future developments.

These Strategic Interventions relate to Vision Objectives 01-03, 08 and 12.

KEY

- Cotswolds AONB
- Existing leisure/recreational use
- Blue Corridors
- Green Corridors
- Strategic Cycle Spine
- City-wide cycle connections
- Train Station

- Proposed new pedestrian and cycling bridge
- Underpass improvement

- #### Green and Blue Network Typologies
- 1. Green and Blue corridor - along existing River/Brooks
 - 2. Green and Blue corridor - along Canal
 - 3. Green and Blue corridor - adjacent to streets
 - 4. Green and Blue corridor - through/adjacent to open spaces
 - 5. Railway ecological buffer

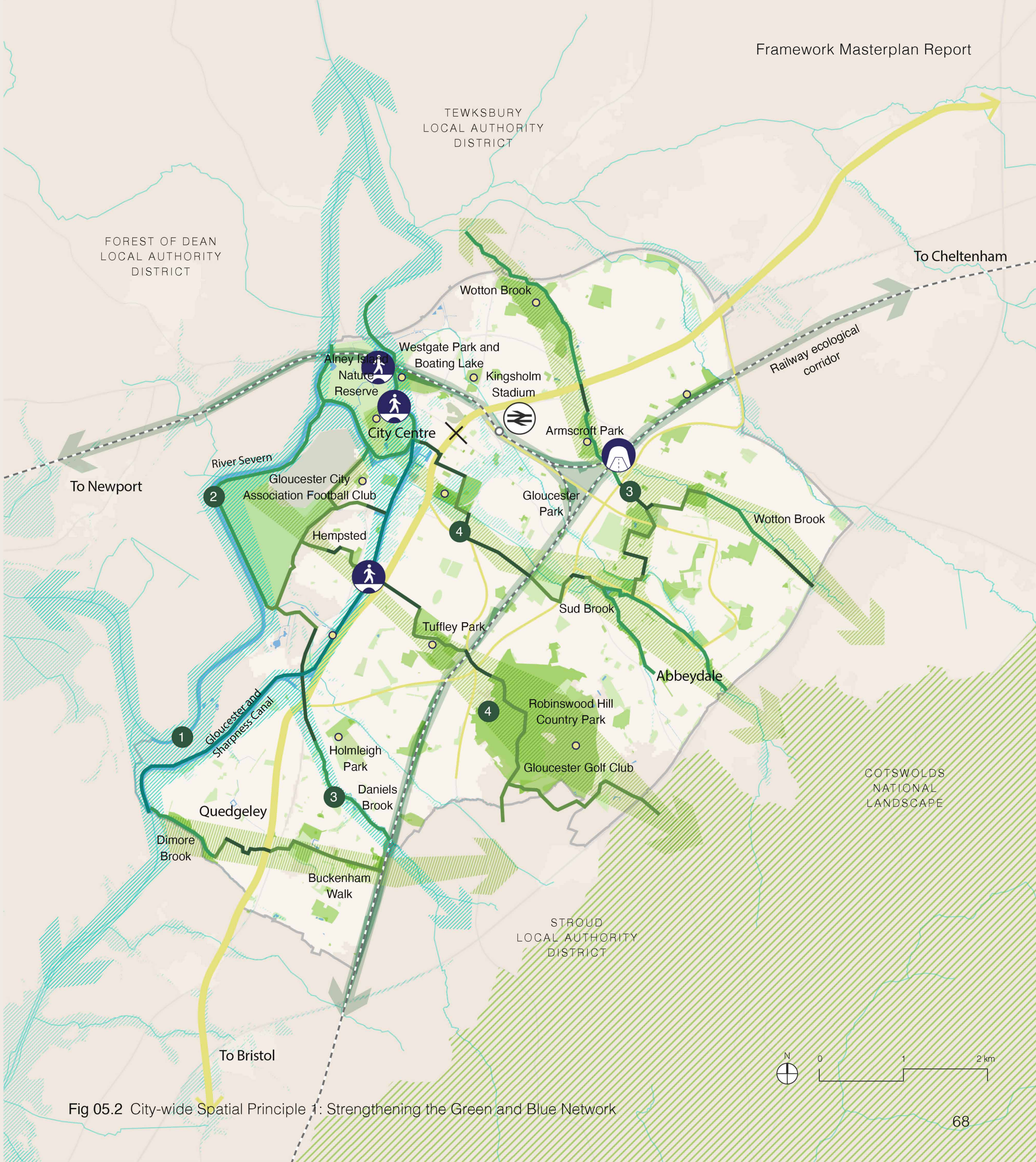


Fig 05.2 City-wide Spatial Principle 1: Strengthening the Green and Blue Network

05.2.2

Green and Blue Network: City-wide Typologies

Six typologies have been identified, that draw together similar contextual and physical characteristics. The following describes opportunities for improvement or enhancement of these typologies and Gloucester's urban fabric.

1. Green and Blue Corridors along Rivers and Brooks

Interventions:

- Enhance planting, ecological quality and biodiversity of river/brook edges within the City Centre.
- Improve ecological value of water bodies and water quality.
- Create access to the water's edge of the River Severn to supplement the existing variety of waterside spaces within Gloucester City Centre.

2. Green and Blue Corridors along Canal

Interventions:

- Introduce suitable planting and walkways along the edges and tow-paths of the Gloucester and Sharpness Canal.
- Enhance existing infrastructure to transform canals into an amenity for the City and reinforce and create new habitats.

3. Green and Blue Corridors along Streets

Interventions:

- Introduce street planting and trees within streets. Ensure locations where individual trees can grow to large size/maturity and potentially form small pocket parks along green streets.
- Soften parts of the city that feel more urban and introducing nature into everyday journeys.
- Create comfortable places to dwell in green streets.
- Create shade and flood resilience within the City Centre.
- Ensure continuity of ecological corridors and habitats through use of the street network.

4. Green and Blue Corridors through/adjacent to Open Space

Interventions:

- Knit together open spaces by improving access and continuity of ecological system and active travel network.
- Ensure clear and legible continuity of strategic ecological corridors and associated active travel routes through public open spaces/parks.
- Introduce pockets of activity along active travel routes to provide overlooking and greater safety in larger spaces.

5. Railway Ecological Buffer

Interventions:

- Create diverse planted buffers around railway infrastructure to provide continuous ecological corridors through the City's urban fabric.
- Enhance existing infrastructure to form new habitats and ecological corridors.

6. Building-scale Interventions for climate resilience

Interventions:

- Create green and blue roofs, with integrated solar panels and other built fabric interventions to make the most out of underutilised urban surfaces.
- Introduce planted and green walls onto new and existing buildings to create continuity of habitats and ecological corridors.
- Integrate building fabric interventions such as double-glazing, improved thermal envelopes and appropriate ventilation strategies.

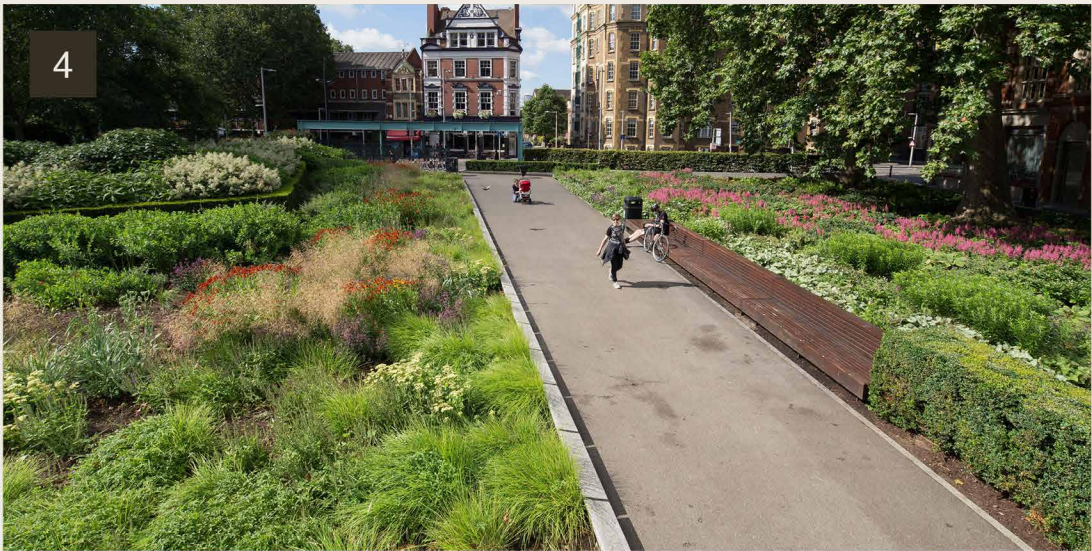


Fig 05.3 Examples of city-wide green and blue network typologies

05.3

Planning for Sustainable Growth

05.3.1

Overview

Unlock Gloucester’s potential through a coordinated approach to sustainable growth and regeneration across the City with a focus on the City Centre.

Strategic Interventions:

- 01 Promote higher-density living and mixed-use development in sustainable and accessible locations, prioritising proximity to key transport nodes and the City Centre.
- 02 Prioritise the regeneration of underutilised retail, industrial and brownfield sites, through the optimisation and intensification of land uses, servicing and ancillary spaces.
- 03 Align growth opportunities within and beyond the City boundary to support Gloucester’s long-term development.
- 04 Strengthen the connectivity across the network of city, district and local centres through active travel and public transport routes.
- 05 Improve access to skills, training and employment opportunities across the City, including strengthening connections between Oxstalls Campus and the City Centre.
- 06 Unlock strategic sites through coordinated infrastructure and investment.

These Strategic Interventions relate to Vision Objectives 05-08, 09-11 and 13-16.

KEY

- Canal
- Train Station
- Gloucester Airport
- Future MRT route
- Cycle Spine
- Cycle connections
- National Express route
- Bus connections

- Local Area boundary
- Universities
- College
- Neighbourhood Centres
- City Centre
- Future Regeneration Areas
- Suburban extensions
- Local Centres

Growth/Regen locations



Fig 05.4 City-wide Spatial Principle 2: Planning for Sustainable Growth

05.3.2

Growth & Regeneration locations

Four growth and regeneration location types are distributed across the City. The following describes the ambitions and accompanying considerations for each type of growth location.

City Centre Development

Locations: at Gloucester City Centre.

Ambitions:

- Create vibrant mixed-use, City Centre neighbourhoods with new opportunities for housing and employment.
- Enhance the City Centre offer with a diversity of uses and amenities to serve both local residents and visitors.
- Consolidate Gloucester City Centre's civic identity and strengthening its character as County Capital.

Considerations:

- Work with the existing historic city fabric to express the City's heritage and identity.
- Consider sensitive infill development and reuse and retrofit of existing structures when proposing new development.
- Consider alternative uses for activation beyond traditional retail and consider collaboration with local organisations and institutions.
- Development should positively contribute to the public realm and civic life of Gloucester through consideration of facade treatment, ground floor activation, overlooking of existing public spaces and streets and the creation of new public open space or publicly accessible areas within development.



Fig 05.5 Gloucester City Centre

Future Regeneration Areas

Locations: St Oswalds, Bristol Road, Metz Road, Eastern Canal Corridor and parts of the railway corridors.

Ambitions:

- Regenerate brownfield sites for either employment or residential uses along key transport of active movement corridors to capitalise on existing high accessibility.
- Consolidate employment clusters into coherent areas to create efficiency in land utilisation.

Considerations:

- Co-locate or ensure strong connectivity between industry and education/training opportunities such as University of Gloucestershire and Gloucestershire College with appropriate siting or connectivity via active travel modes.
- Promote enhancements to existing employment areas and their offer, supporting business growth and attracting new tenants.
- Encourage a diversity of building typologies and integration with climate resilient strategies to ensure longevity and adaptability of development.
- Future alignments of active travel corridors and strategic public transport should be coordinated to ensure that a cohesive and complete movement network is established across the City.



Fig 05.6 Examples of railway and canalside regeneration

Suburban Extensions

Locations: Innsworth and Twigworth, North Brockworth, Winneycroft Farm, Land at Whaddon, Hunts Grove, Hunts Grove Extension, Hardwicke and South of Hardwick

Ambitions:

- Creation of a range of new homes and sustainable neighbourhoods to support the growth of Gloucester.

Considerations:

- Promote high quality residential development and ensure appropriate social infrastructure such as schools, healthcare and community facilities are available and accessible to build and support new communities.
- Promote a range of homes types and a mix of tenures to build balanced and mixed communities and ensure that local needs are addressed.
- Ensure access to a range of public open spaces, play and sports facilities are provided within or in close proximity to new communities.
- Connect new residential neighbourhoods with surrounding existing neighbourhoods to ensure coherent and cohesive growth.
- Ensure appropriate infrastructure and access to active travel and public transport modes, ensuring access for new communities to employment areas, local and district centres and support reduced reliance on private vehicles.



Fig 05.7 Precedents of sustainable development in suburban extensions

Local Centres

Locations: Quedgeley and Abbeydale

Ambitions:

- Enhance amenity provisions within local centres to allow daily needs to be met within the local area and reduce the reliance on private vehicles.

Considerations:

- Connect Gloucester’s local centres to the City Centre through direct active travel or public transport to reduce reliance on private vehicles.
- Create a direct bus link from Quedgeley local centre to the City Centre and to wider Gloucester to improve access to Quedgeley.
- Potentially consolidate employment and retail uses in central Quedgeley away from big box stores to create more diverse opportunities and improve land efficiency to allow for residential developments.
- Enhance community, play and sports provisions within local centres.



Fig 05.8 Existing retail centre, Quedgeley



Fig 05.9 Eddington Square in Eddington new local centre, Cambridge

05.4

Regeneration of the City Centre

05.4.1

Overview

Reposition the City Centre as a contemporary civic core, diversifying the offer to support culture, leisure, food and drink, employment, innovation and community life, whilst strengthening links between City destinations and surrounding communities.

Strategic Interventions:

- Reinforce the City Centre as a destination for culture, leisure, food, drink and events.
- Support a vibrant and safe day and night-time economy.
- Increase and vary the typologies of City Centre living to support diverse urban communities and promote higher-density living and mixed-use development.
- Improve public realm, streetscape and active travel links into and across the City Centre and between City destinations.
- Encourage flexible workspace, business hubs and innovation-led employment.
- Rationalise City Centre car parking to promote use of public transport reduce congestion on City Centre roads, increase time spent in the City Centre and release land for regeneration and development opportunities.

These Strategic Interventions relate to Vision Objectives 05, 06, 13 and 14.



Fig 05.10 Gloucester City Centre

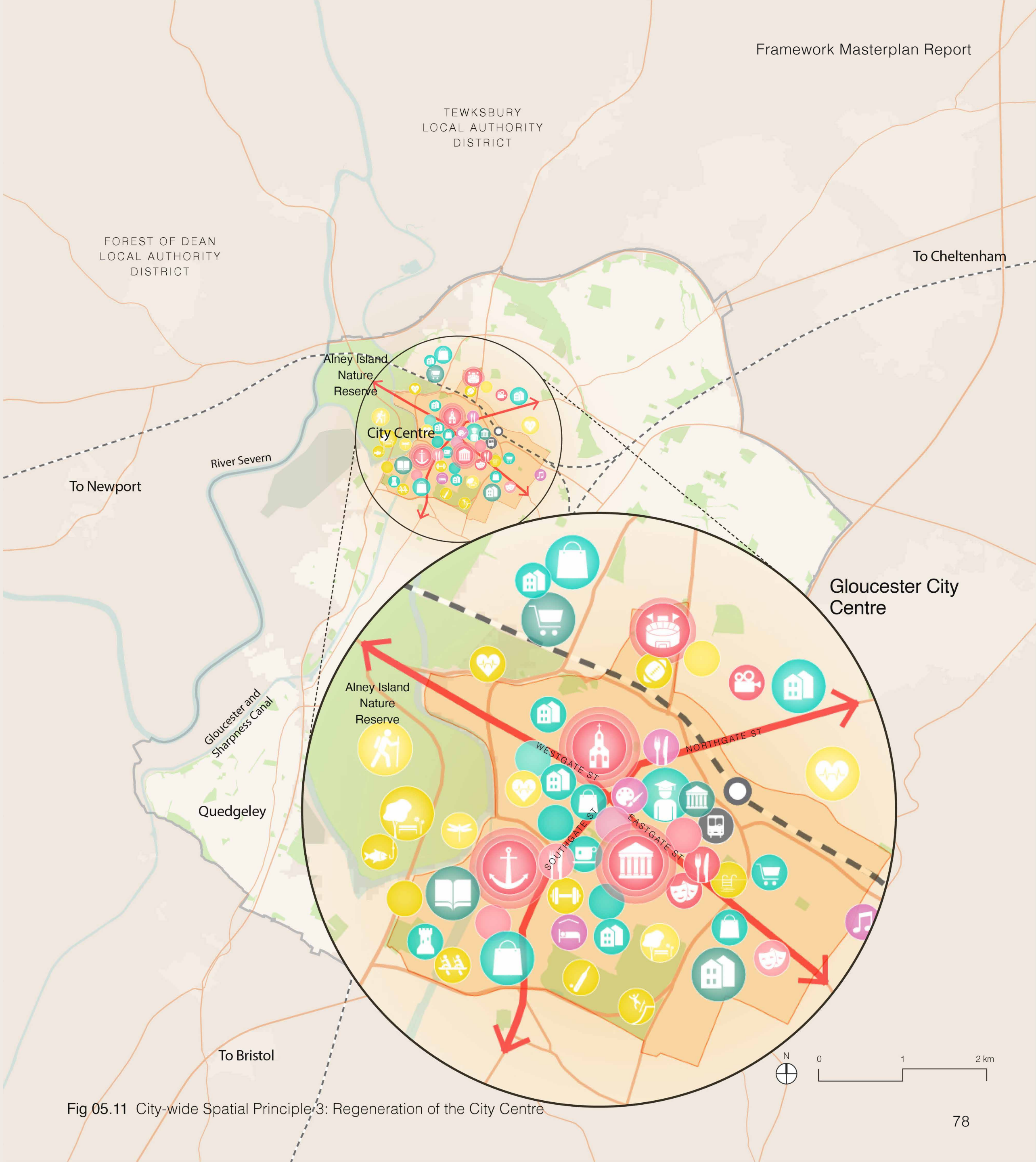


Fig 05.11 City-wide Spatial Principle 3: Regeneration of the City Centre

05.5

Sustainability and Climate Resilience

05.4.2

Overview

Gloucester has a generational opportunity to embed climate resilience, nature recovery and net zero at the heart of its City Masterplan, responding to challenges including flood risk, climate change, biodiversity fragmentation and an ageing building stock.

Sustainability and climate resilience ambitions support the delivery of the City Masterplan and are structured around three complementary themes:

- 01 Energy & Net Zero;
- 02 Climate Resilience; and
- 03 Biodiversity & Green-Blue Infrastructure.

Sustainability opportunities and interventions for each of the key Opportunity Areas are demonstrated in Chapter 06 of this report.

Sustainability Theme 1

Energy & Net Zero
Measures that reduce energy demand and operational carbon, and support low-carbon heat and renewable energy.

Ambition:

Introduce strategies for energy efficiency and methods to achieve net zero within the transformation of Gloucester, ensuring that the growth of the City is sustainable and does not compromise its long-term environmental resilience or climate objectives. Development should follow an energy hierarchy and fabric-first approach, prioritising reducing energy demand through building fabric and services before moving to low-carbon heat and renewable energy generation, particularly given Gloucester's existing and heritage building stock.

Considerations:

- Implement low-impact, reversible retrofit measures to improve the performance of building fabric, building services and systems within heritage or historically sensitive buildings.
- Integrate low-carbon energy into buildings to reduce operational emissions, such as appropriately designed solar photovoltaic panels on roofs.
- Encourage creative reuse and retrofit of buildings, particularly heritage buildings within the City Centre, to reduce the embodied carbon associated with new construction.
- Encourage creative and innovative typologies, technologies and materials within the design of development.
- Implement adaptability and flexibility in new development to allow for future changes in use in response to changing needs.
- Implement circular economy principles throughout the life cycle of development.

Sustainability Theme 2

Climate Resilience
Measures that help Gloucester adapt to climate risks, including overheating, flooding and water management.

Ambition:

Implement climate resilience strategies within the growth of Gloucester and the regeneration of the City Centre to ensure the City is prepared and responsive to future challenges associated with climate change, including overheating and flood risk. Create places and spaces where communities and biodiversity can be of mutual benefit and enhance the growth of Gloucester.

Considerations:

- Mitigate future overheating risks through building-level measures, alongside public realm, architectural and engineering solutions that provide shade, cooling and passive design.
- Introduce targeted nature-based solutions, such as micro-forests, street planting and trees and rain gardens, to create opportunities for shade and cooling, manage surface water and flood risk, and reduce the hard urban environment while building biodiversity.
- Target currently underutilised spaces for additional greenery within the urban fabric, such as streets, the Docks, canalside and river edge, to improve resilience to overheating and flood risk, alongside wider water management and biodiversity benefits, with early interventions where possible.

Sustainability Theme 3

Biodiversity & Green-Blue Infrastructure
Nature-based measures that strengthen habitat, ecological connectivity & multifunctional green and blue infrastructure.

Ambition:

Implement nature-based measures that strengthen habitats, ecological connectivity and multifunctional green and blue infrastructure. Create a more connected and resilient landscape that supports wildlife while delivering a wide range of ecosystem services and wider benefits, including flood regulation, cooling and shading, water quality, carbon storage, pollination, recreation, wellbeing and access to nature.

Considerations:

- Protect and enhance the River Severn and wetland corridor, while connecting it to urban green spaces, waterways and other habitat features to support biodiversity beyond designated sites.
- Prioritise diverse, climate-resilient planting, including drought-tolerant species, layered vegetation and varied tree species, alongside naturalistic management such as infrequent mowing and low-intervention pruning.
- Integrate trees, micro-woodlands, wildflower planting, living roofs and walls, rain gardens, hedgerows and permeable landscapes throughout development.
- Incorporate small-scale habitat features such as bird and bat boxes, insect hotels and log piles, while creating opportunities for people to interact with and access nature.

05.6

City Centre Spatial Framework

05.6.1

Overview

The City Centre Spatial Framework identifies areas of change and describes Local Interventions that would be most impactful in shaping the future of the City Centre.

As a key focus for growth, investment and transformation, the City Centre warrants a more detailed level of consideration within the City Masterplan. The City Centre Spatial Framework, therefore, provides a closer look at the opportunities and challenges within the heart of the Gloucester city centre, translating the city-wide Spatial Principles into a more locally specific framework for change.

By identifying and defining Local Interventions, the Spatial Framework provides greater clarity on how the City Centre can evolve as a vibrant, connected and resilient destination, whilst strengthening its role at the heart of the wider Gloucester area, and acting as a catalyst for growth.

The Spatial Framework describes Local Interventions for the City Centre that prioritise four Spatial Principles for the City Centre. These are described across the following pages. The four Spatial Principles supporting City Centre transformation are:

- 01 A Vibrant and Diverse City Centre.
- 02 An Urban Green and Blue Network.
- 03 An Active and Well Connected Public Realm.
- 04 Celebrating and Revitalising Heritage.

Development proposals within the City Centre that align with the City Centre Spatial Framework will be considered favourably, particularly where they support the delivery of its Spatial Principles and Local Interventions. Proposals should demonstrate how they contribute to the co-ordinated transformation and long-term vitality of the City Centre.



Fig 05.12 Westgate Street

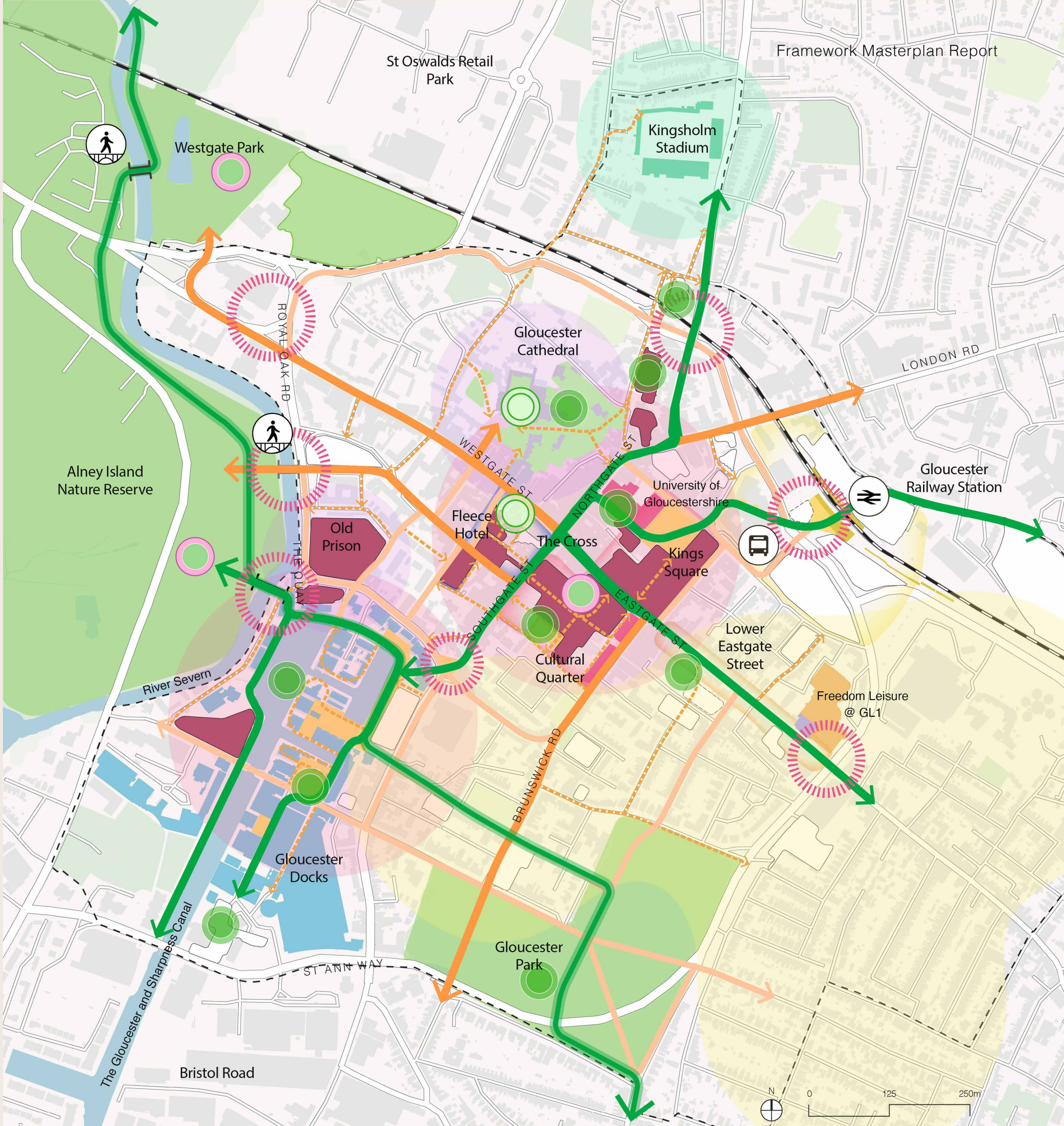


Fig 05.13 Overview: City Centre Spatial Framework

A Vibrant and Diverse City Centre

Diversifying Land Use

Diversify and introduce an intricate mix of uses that provides opportunities for employment, City Centre living, culture and leisure that serves both residents and visitors well. Reinforce existing clusters of land uses and destinations to create a series of well defined and distinct character areas

Local Interventions:

- 01 Create a mixed-use commercial and residential cluster around Gloucester Railway Station.
- 02 Incorporate City Centre living through residential-led development above active ground floor uses that help to invigorate streets and public spaces.
- 03 Deliver much needed housing on allocated sites in the Strategic and Local Plan (once adopted).
- 04 Improving the quality of frontage and enclosure of streets, especially to the north towards Kingsholm Stadium and along Lower Eastgate Street.
- 05 Diversifying city centre uses away from traditional retail with the addition of community, leisure and cultural uses.
- 06 Utilising empty retail units for alternative uses, such as healthcare pop-ups, community centres, or event spaces to ensure continuity of active frontages along the primary streets.



Fig 05.14 Example of a vibrant mixed-use development in city centres

KEY

City centre study boundary

Residential-led

Commercial

Mixed-use

Retail

Culture/Leisure

Landscape/public open space

Key Frontage

Primary connection

Secondary connection

Lanes/Tertiary Connection

Pedestrian Square

Train Station

Transport Hub

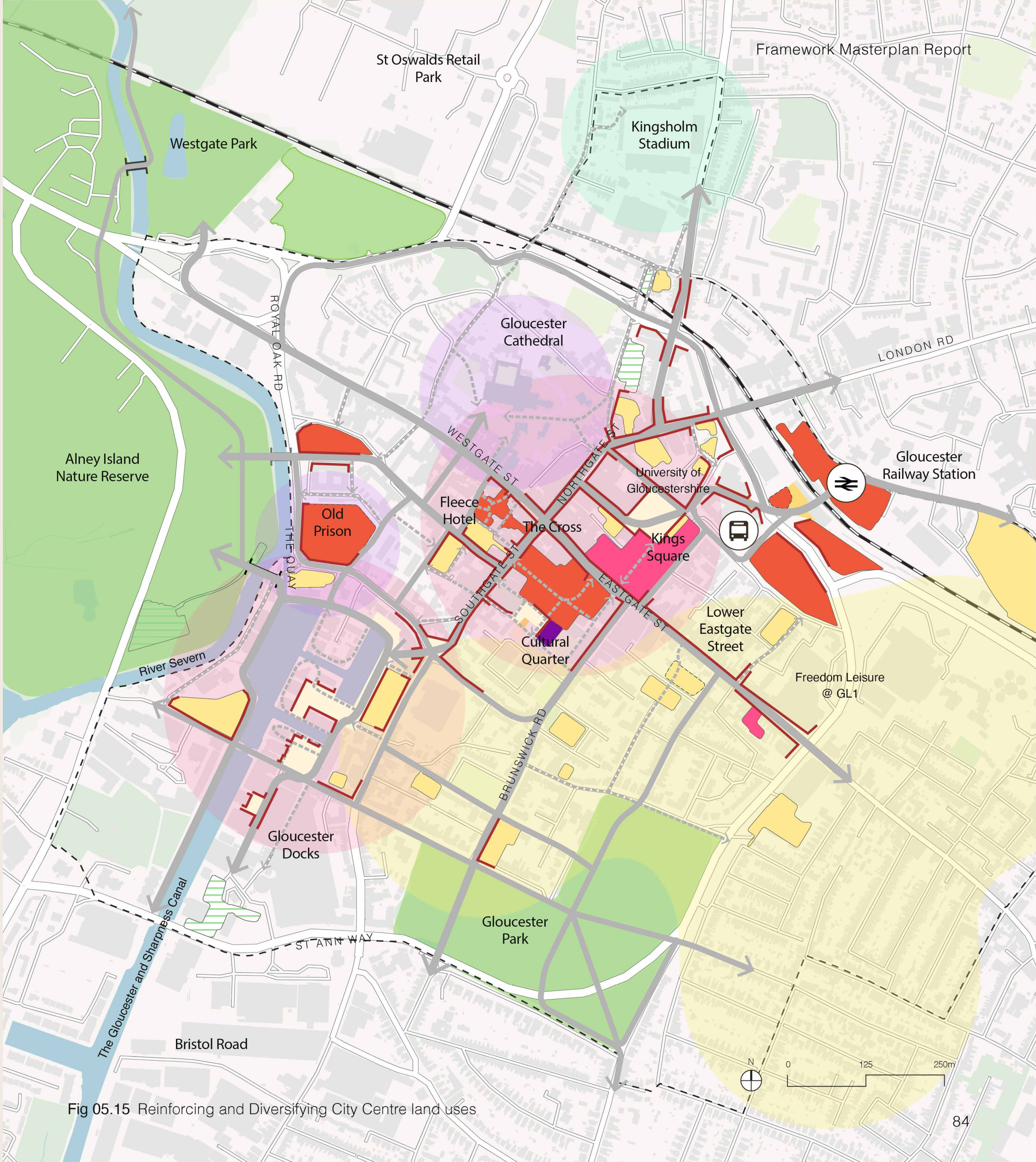


Fig 05.15 Reinforcing and Diversifying City Centre land uses

05.7.2
Culture, Leisure and Recreation

Create places and spaces where play for all ages can be accessible for both residents and visitors, through the introduction and improvement of cultural, leisure, community and recreational uses, and enhancement of public art in the City.

Local Interventions:

- 01 Create coherent clusters where urban character informs the specific activities and uses to create new or reinforce and exsiting character areas within the City Centre.
- 02 Consolidate new leisure uses within the Eastgate Shopping Centre to complement the existing Gloucester Guildhall and current plans to introduce new cultural uses within the Indoor Market Hall.
- 03 Lean into the historic character of the city with public art and street furniture installations that reinforce the sense of identity of Gloucester.
- 04 Enhance Gloucester Docks as a city destination through additional events and greater activation to attract footfall to move between the Docks and the Gate Streets. Introduce wayfinding measures to reduce the psychological barrier created by Kimbrose Way.
- 05 Use public art as wayfinding within the City Centre while creating moments of whimsy and humour.
- 06 Retain and create indoor and outdoor spaces where grassroots community led groups can self organise community initiatives, events and activities.



Fig 05.16 Example of culture and activation in City Centres



Fig 05.17 Culture, leisure and recreation in the City Centre

An Urban Green and Blue Network

Nature, Resilience and Net Zero

Introduce a green and blue network through the City Centre to aid nature recovery, support climate resilience and net zero delivery, while generating comfort in outdoor spaces, health and wellbeing and high quality urban spaces and buildings.

Local Interventions:

- 01 Implement street planting and street greening throughout the main streets of the City Centre such as Northgate Street, Southgate Street and Eastgate Street.
- 02 Improve Kingsholm Road, Lower Eastgate Street by introducing street planting and SuDs to soften the urban streets, create shade and improve flood resilience.
- 03 Introduce appropriate waterfront planting on The Quay and along Gloucester and Sharpness Canal to improve the ecological quality of the water bodies within the City Centre.
- 04 Potentially create a publicly accessible landmark roof garden and play space on Eastgate Shopping Centre to improve provision of green and play space in the City Centre (subject to further structural investigation).
- 05 Improve connectivity to existing open spaces and play spaces, including improvements to connections across Trier Way and Royal Oak Road.
- 06 Improve and maintain the biodiversity and habitat quality within existing greenspaces such as Gloucester Park and Gloucester Cathedral Grounds.



Refer to the next pages for potential early landscape and building interventions examples that can enhance climate resilience.

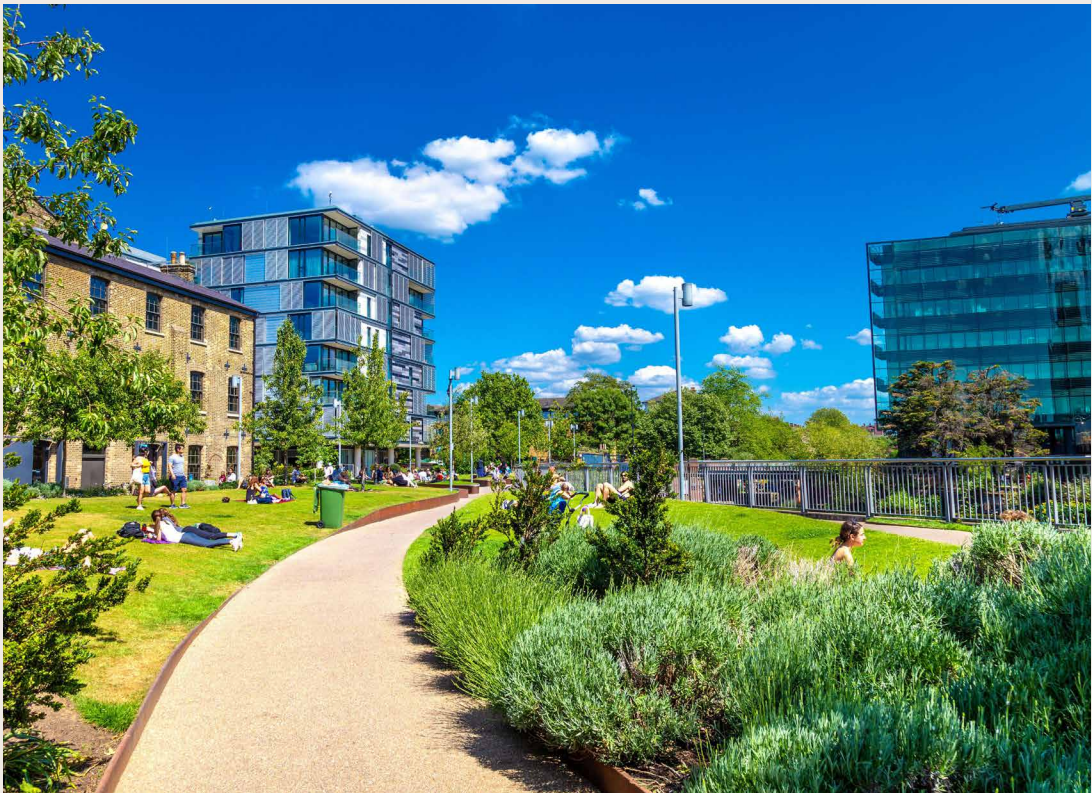


Fig 05.18 Example of a green canalside corridor

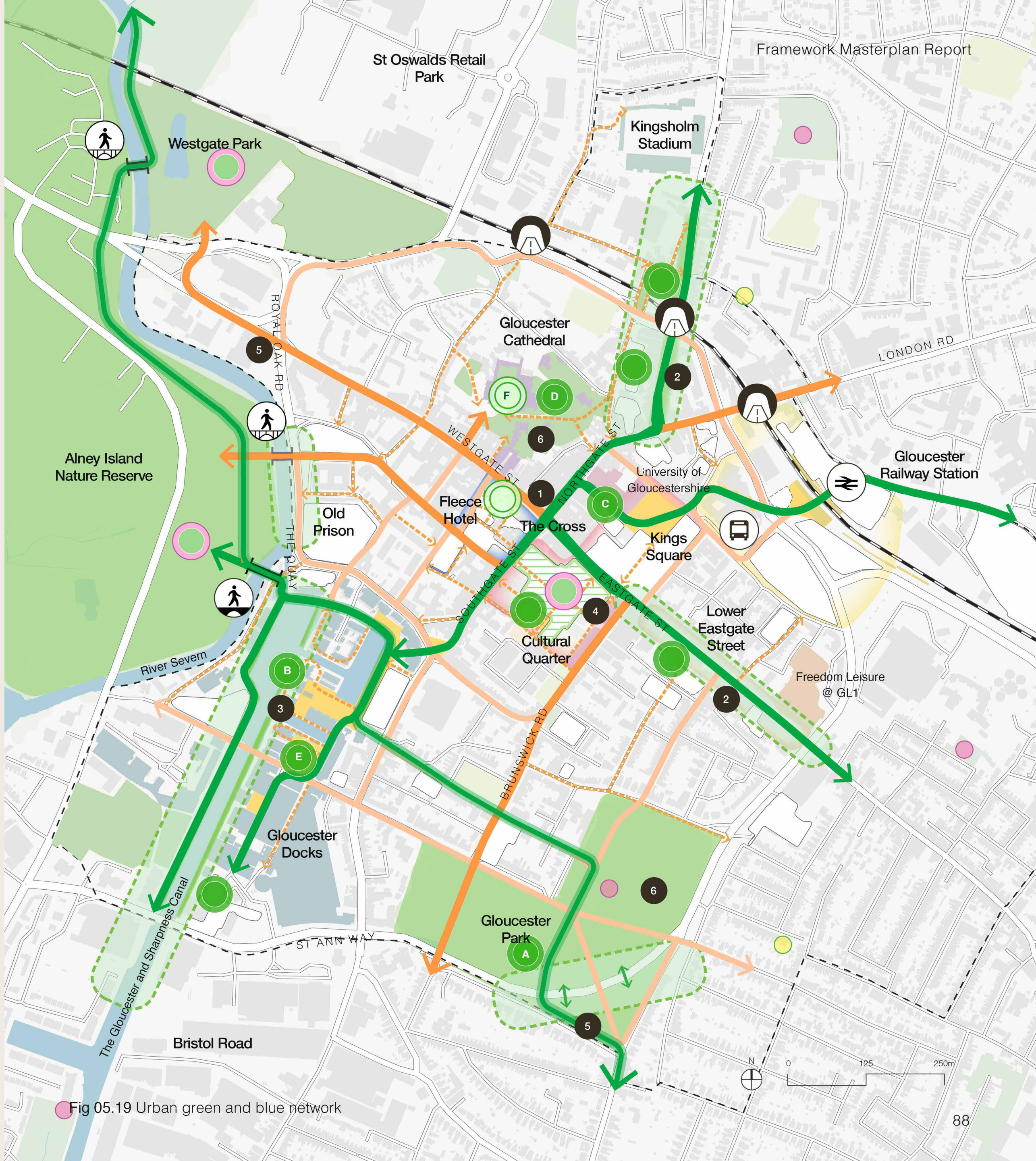
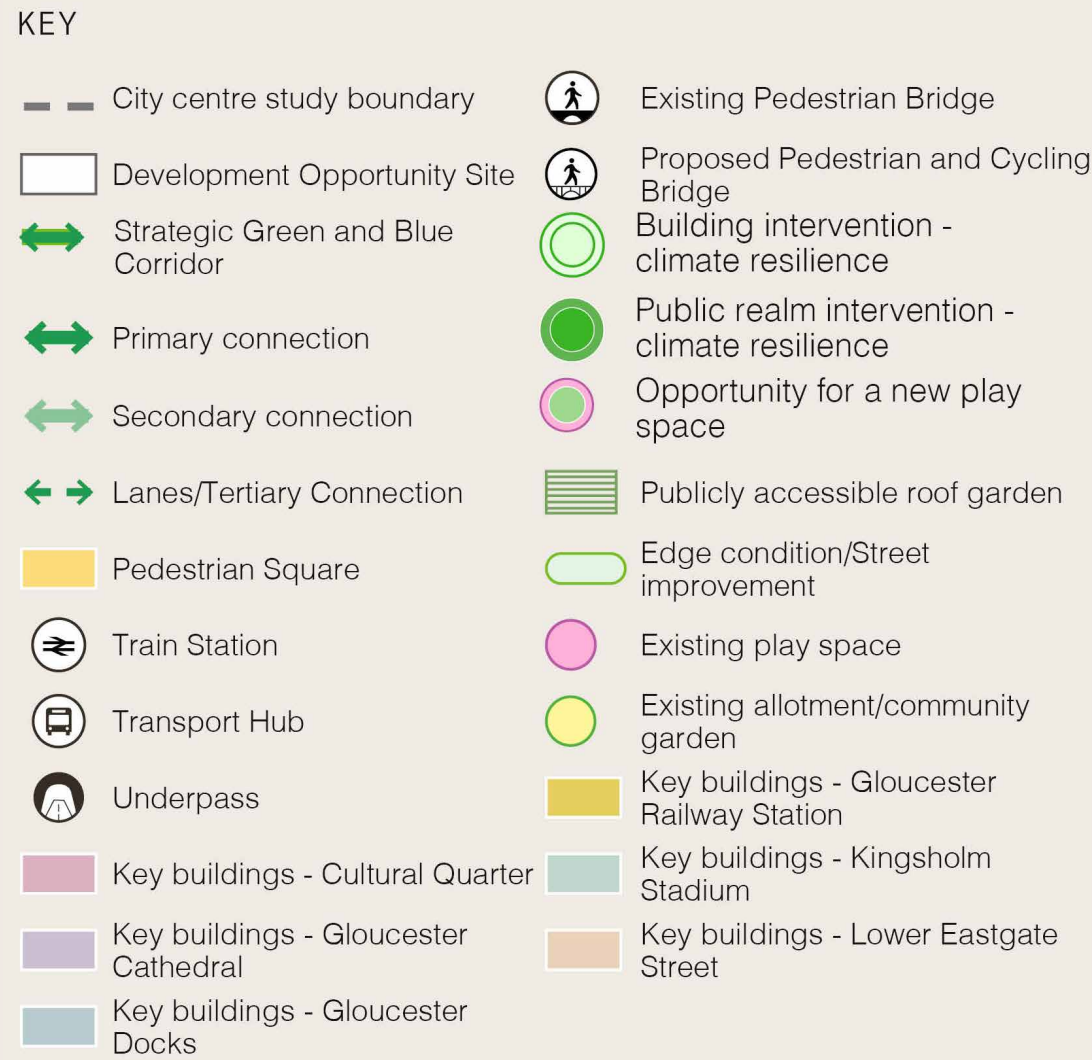


Fig 05.19 Urban green and blue network

05.8.2

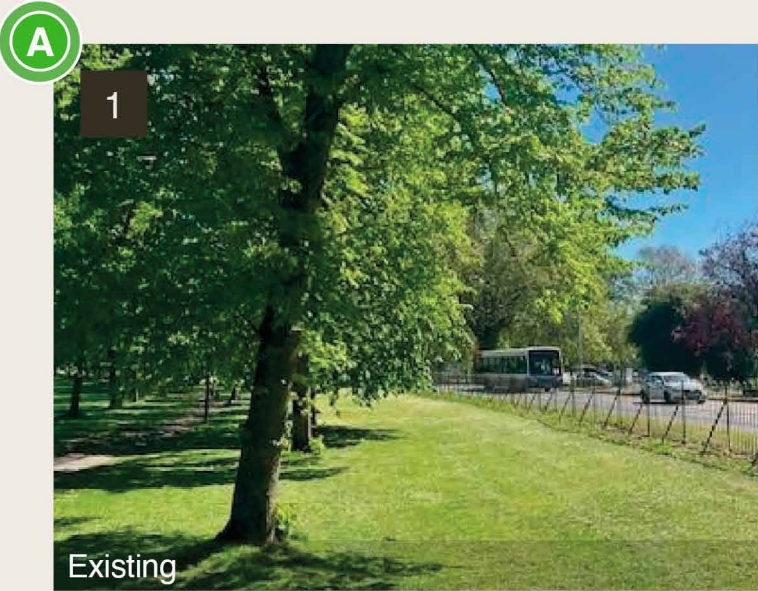
Early Interventions Examples

Typology interventions are suggested that demonstrate benefits for the City Centre and how similar interventions could be applied across the rest of the City once tested for effectiveness and viability. These interventions include, Sustainable Urban Drainage, wildflower verges, moveable planters etc.

Gloucester City Winget Cricket Club

Creating diverse boundary planting on edges of lawn, to include:

- Boundary management;
- Planting native species;
- Installing nest boxes.



Gloucester Cathedral Grounds

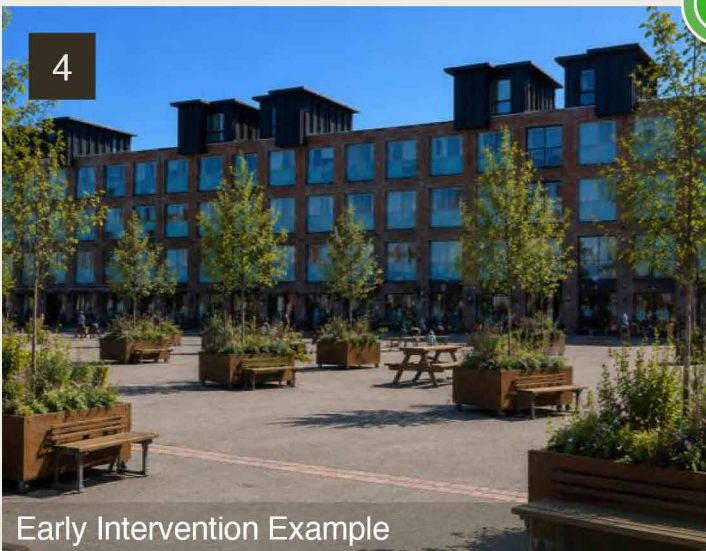
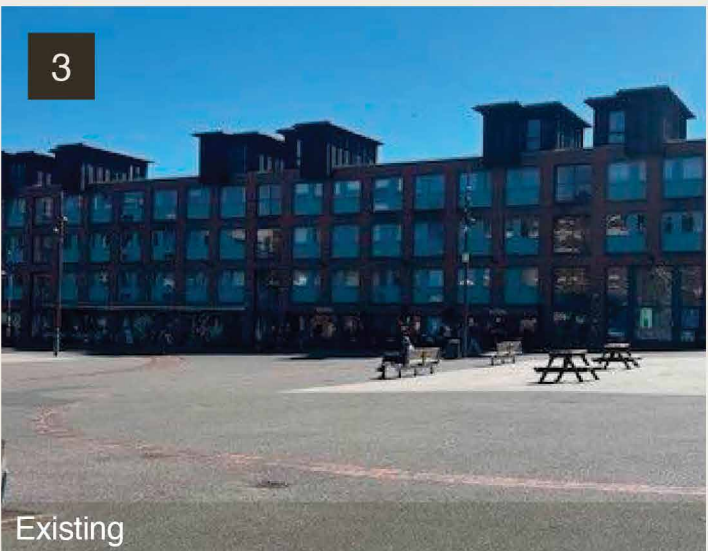
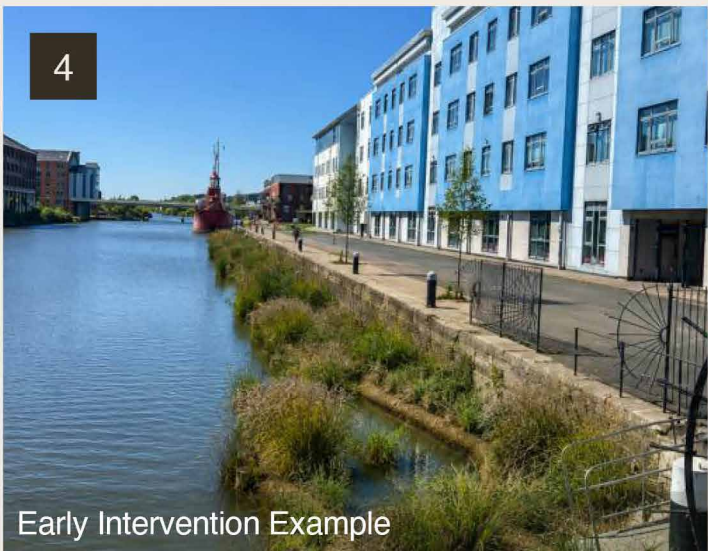
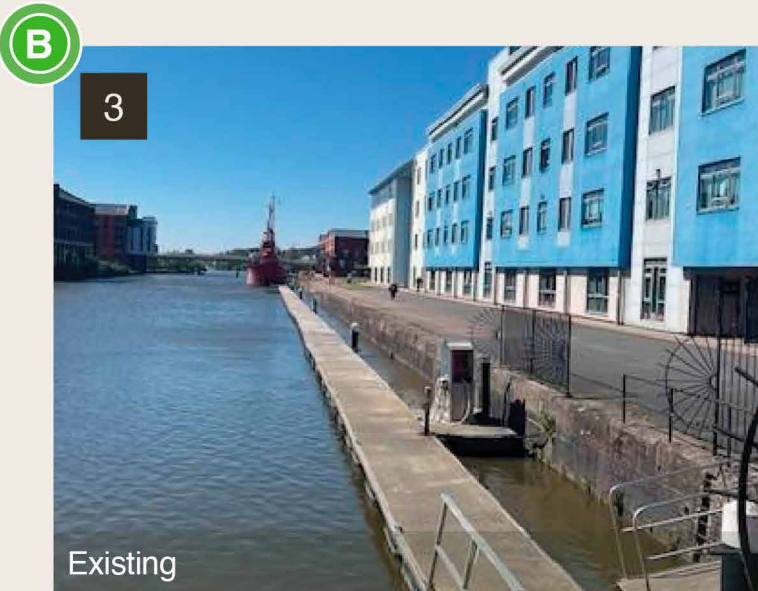
Introducing biodiversity into the lawns within the Cathedral Grounds, to include:

- Wildflower meadow planting;
- Enhanced habitat value;
- Low-intensity land management.

Gloucester Docks

Introducing wetlands planting to hard dock edges, to include:

- Introducing floating wetlands;
- Water quality improvements;
- Enhanced ecological connectivity.



Orchard Square

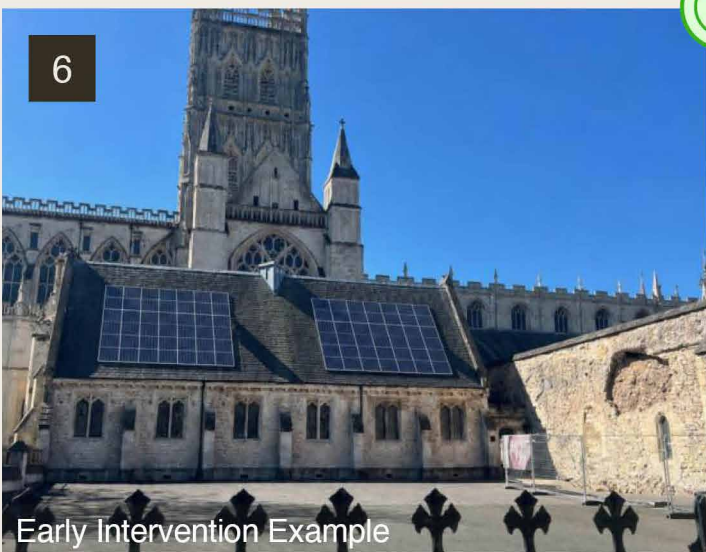
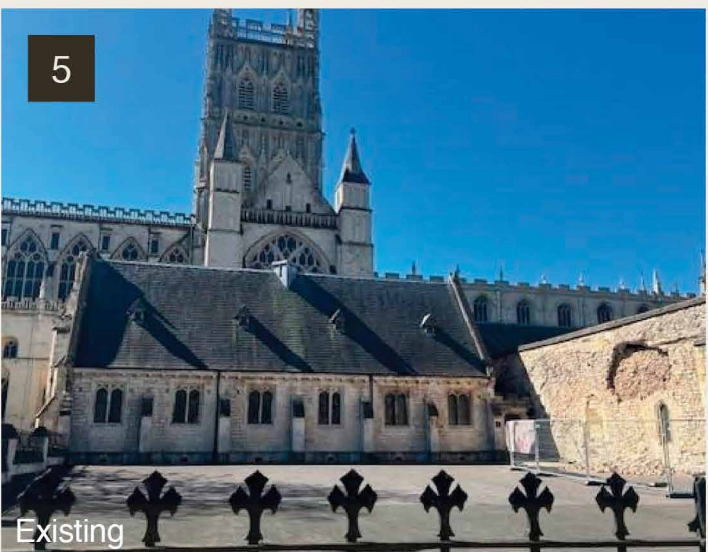
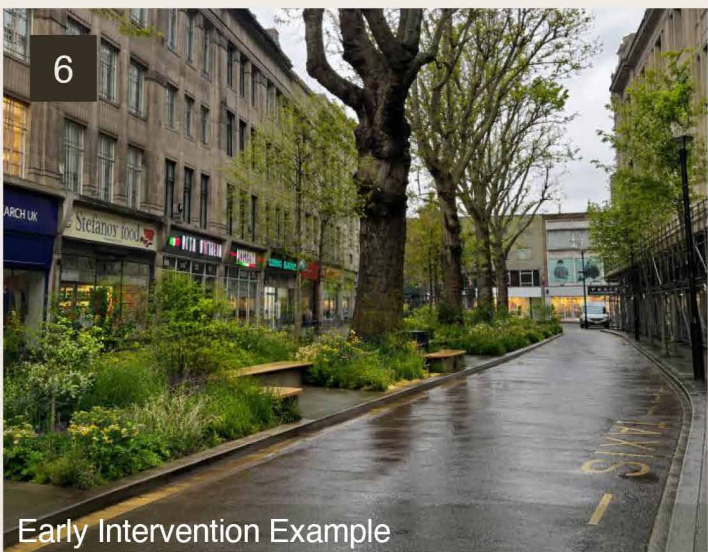
Introduce 'movable mini-forests' in spaces where there are underground constraints, to include:

- Rain gardens and raised planters;
- Flexible/moveable green infrastructure.

Kings Square (The Oxbode)

Implementing diverse street planting to soften hard streetscape and improve pedestrian comfort, to include:

- Introducing rain gardens;
- Urban greening;
- Planting for ecological and climate resilience.



Gloucester Cathedral - Photovoltaics

Expanding Solar PV across other roofs of the Cathedral:

- Provide a highly visible, progressive model for renewable energy deployment across Gloucester's historic building stock.

Fig 05.20 Examples of green and blue network early interventions for the City Centre

Fig 05.21 Examples of green and blue network early interventions for the City Centre

05.8.3

Green and Blue Network: City Centre Typologies

Details of City Centre network typologies are provided which consider particular difficulties due to underground heritage assets and utilities, how existing water bodies can be integrated into civic life and creating places of respite within the bustling City Centre.

Green and Blue Corridor along Streets

Local Interventions:

- Introduce street planting to active streets and key connections to create shade, pedestrian comfort and mitigate the urban heat island effect. Planting street trees, especially deciduous trees, will create shade in the warmer months of the year while allow sun and light into streets during the winter.
- Integrate ‘moveable mini-forests’ where trees can be planted in large moveable planters. This could be implemented where tree planting is not possible directly into ground due to heritage assets or underground utilities.
- Use planting to soften built-up urban areas and introduce nature into everyday journeys.
- Create continuity between larger habitats and ecological spaces using greened street corridors.



Green and Blue Corridor along River/Canal

Local Interventions:

- Enhance planting and biodiversity of water side edges to improve the ecological value of water bodies.
- Improve access to and interaction with water bodies through pathways and waterside spaces that allow water bodies to function as everyday amenity within the City Centre.



Fig 05.22 Examples of green and blue network typologies that can be applied to the City Centre

Pocket Parks

Local Interventions:

- Introduce planting and small green spaces to create contrasting moments of reprieve within the urban fabric.
- Utilise in-between and underutilised urban spaces to introduce small pocket parks that supplement the larger green spaces located at the periphery of the City Centre. Introduce greater access to nature, increased ecological connections and natural play within the City Centre.



Urban Playspace

Local Interventions:

- Introduce interactive and movable elements within existing public spaces to create opportunities for urban play.
- Utilise left over or underutilised spaces such as larger roofs or surface car parks to create interesting spaces for play, sport or leisure activities.
- Consider temporary or meanwhile elements that introduce play as an activity for all within urban spaces of the City Centre.



Fig 05.23 Precedents of green and blue network typologies applied to the city centre

An Active and Well Connected Public Realm

Pedestrian movement and activity

Connect key destinations and land use clusters with clear and legible routes, new wayfinding elements and a pedestrian-centred public realm design that enhances the pedestrian experience. Introduce measure that encourage greater dwell time within the public realm, enhancing civic life, and strengthen the City Centre’s role as the heart of Gloucester.

Local Interventions:

- 01 Improve the arrival experience from the train station and transport hub with the creation of coherent and comfortable pedestrian connections into the City Centre.
- 02 Strengthen the connection between Kingsholm Stadium and the City Centre to improve the match day experience and encourage spectators to spend more of their day within the City Centre.
- 03 Improve the permeability of Gloucester Cathedral Grounds to create alternative pedestrian routes through the City Centre.
- 04 Strengthen the existing retail cluster at the Gate Streets and extend the city experience seamlessly to Gloucester Docks and elevate the Docks an integrated part of the City Centre.
- 05 Increase pedestrian routes through larger, impermeable urban blocks (e.g. the Cultural Quarter and Fleece Hotel) through introducing narrow lanes to increase the spatial variety and reference existing historic lanes.
- 06 Connect Lower Eastgate Street to the Cultural Quarter to enhance connections from eastern residential neighbourhoods.
- 07 Create new, more direct connections between Alney Island and the City Centre with a new pedestrian bridge over the River Severn. Strengthen routes to Gloucester Park to improve access to significant green open spaces.



Fig 05.24 Example of active public realm

KEY

City Centre study boundary

Development Opportunity Area

Primary connection

Secondary connection

Lanes/Tertiary Connection

Pedestrian Square

Key buildings - Cultural Quarter

Key buildings - Gloucester Cathedral

Key buildings - Gloucester Docks

Train Station

Transport Hub

Underpass

Existing Pedestrian Bridge

Proposed Pedestrian and Cycling Bridge

Key gateway

Key buildings - Gloucester Railway Station

Key buildings - Kingsholm Stadium

Key buildings - Lower Eastgate Street



Fig 05.25 An active and connected public realm across the City Centre

05.9.2
Improving cycle infrastructure

Encourage active travel around and through the City Centre to enable stronger connections to the wider City and reduce reliance on private vehicles for shorter daily journeys by building on existing cycle infrastructure.

Local Interventions:

- 01 Integrate the Gloucestershire Cycle Spine within the City's cycling network, creating seamless connections between regional routes, local cycleways and key destinations.
- 02 Ensure continuity of cycling routes through the City Centre and connectivity to the outer parts of Gloucester.
- 03 Introducing street planting with Sustainable Urban Drainage along cycle routes as a useful separation between cyclists and vehicles to improve cycling and pedestrian experience while integrating climate resilience.
- 04 Potential enhancement in the future of routes that connect east-west across the City to improve connectivity to and from Barton and Tredworth and the civic heart of Gloucester.
- 05 Establish and enforce pedestrian priority areas within Gloucester City Centre, where cycling is to be restricted to improve pedestrian safety, comfort, accessibility and the overall quality of the public realm.



Fig 05.26 Example of urban cycling provision

KEY	
City centre study boundary	Primary connection
Development Opportunity Site	Secondary connection
Pedestrian Priority Area	Lanes/Tertiary Connection
Funded section of the Gloucestershire Cycle Spine	Pedestrian Square
Unfunded section of the Gloucestershire Cycle Spine	Train Station
Primary LCWIP Route	Transport Hub
Secondary LCWIP Route	Underpass
Proposed Secondary Route	Existing Pedestrian Bridge
Strategic Desire Line	Proposed Pedestrian and Cycling Bridge
Key buildings - Cultural Quarter	Key buildings - Gloucester Railway Station
Key buildings - Gloucester Cathedral	Key buildings - Kingsholm Stadium
Key buildings - Gloucester Docks	Key buildings - Lower Eastgate Street

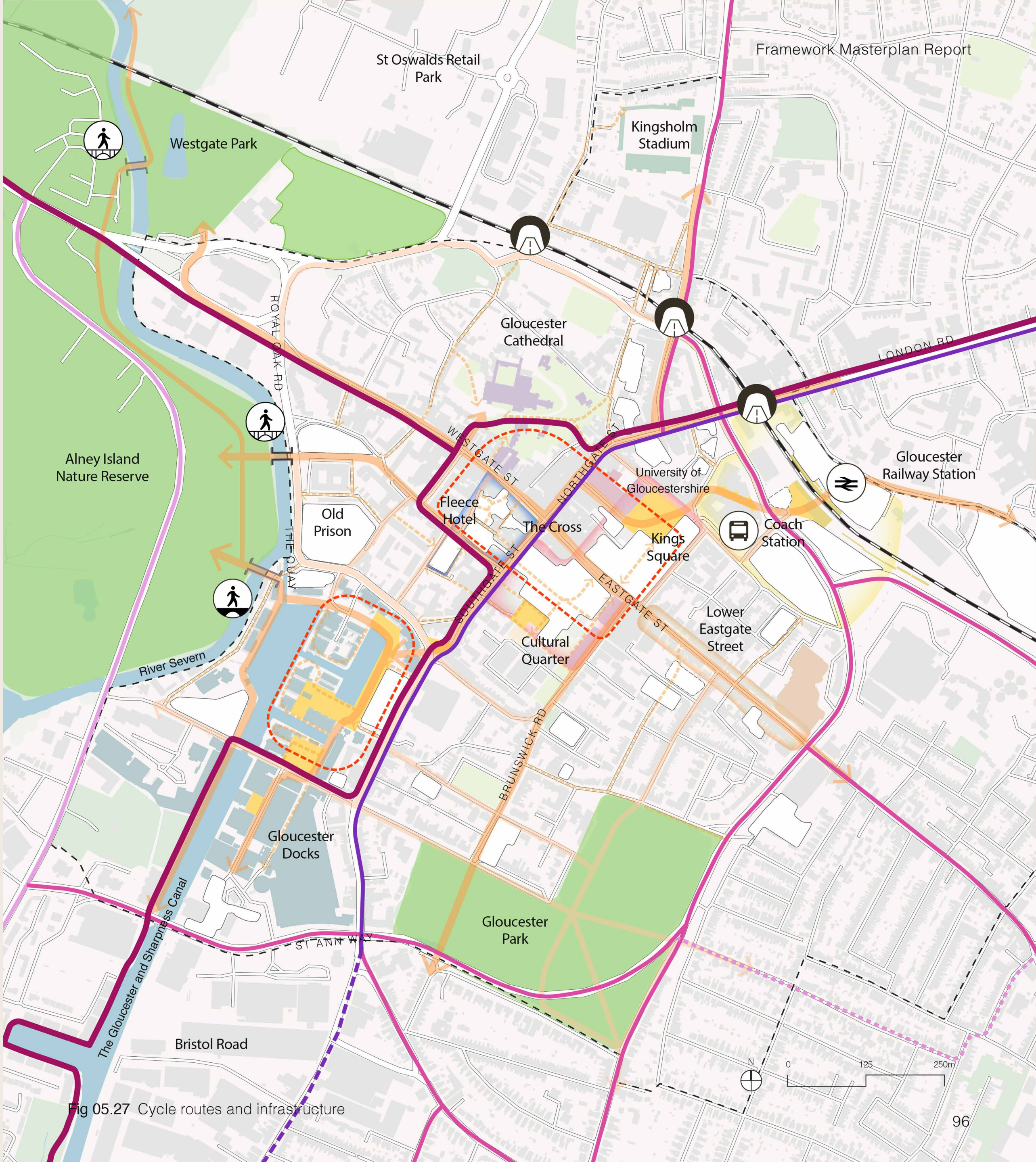


Fig 05.27 Cycle routes and infrastructure

05.9.3
Public Transport

Build on the strong existing public transport network to enhance the connectivity between the City Centre, the wider City and the Gloucestershire region and bring more people, more easily into the City Centre. Enhance public transport infrastructure within the City Centre to further strengthen civic identity and improve the experience of City Centre spaces.

Local Interventions:

- 01 Ensure infrastructure (e.g bus shelters, signage, arrivals information) for public transport within City Centre is maintained and integrated well within streetscape and public realm improvements.
- 02 Provide bus shelters, seating, schedule information boards, and dropped kerbs to improve the accessibility of public transport.
- 03 Future-proof the bus network and bus stops to enable the integration of the Gloucestershire MRT in the future, to improve connectivity and ensure the City Centre is embedded in the wider regional regeneration provided by mass transit.



Fig 05.28 Example of public transport infrastructure

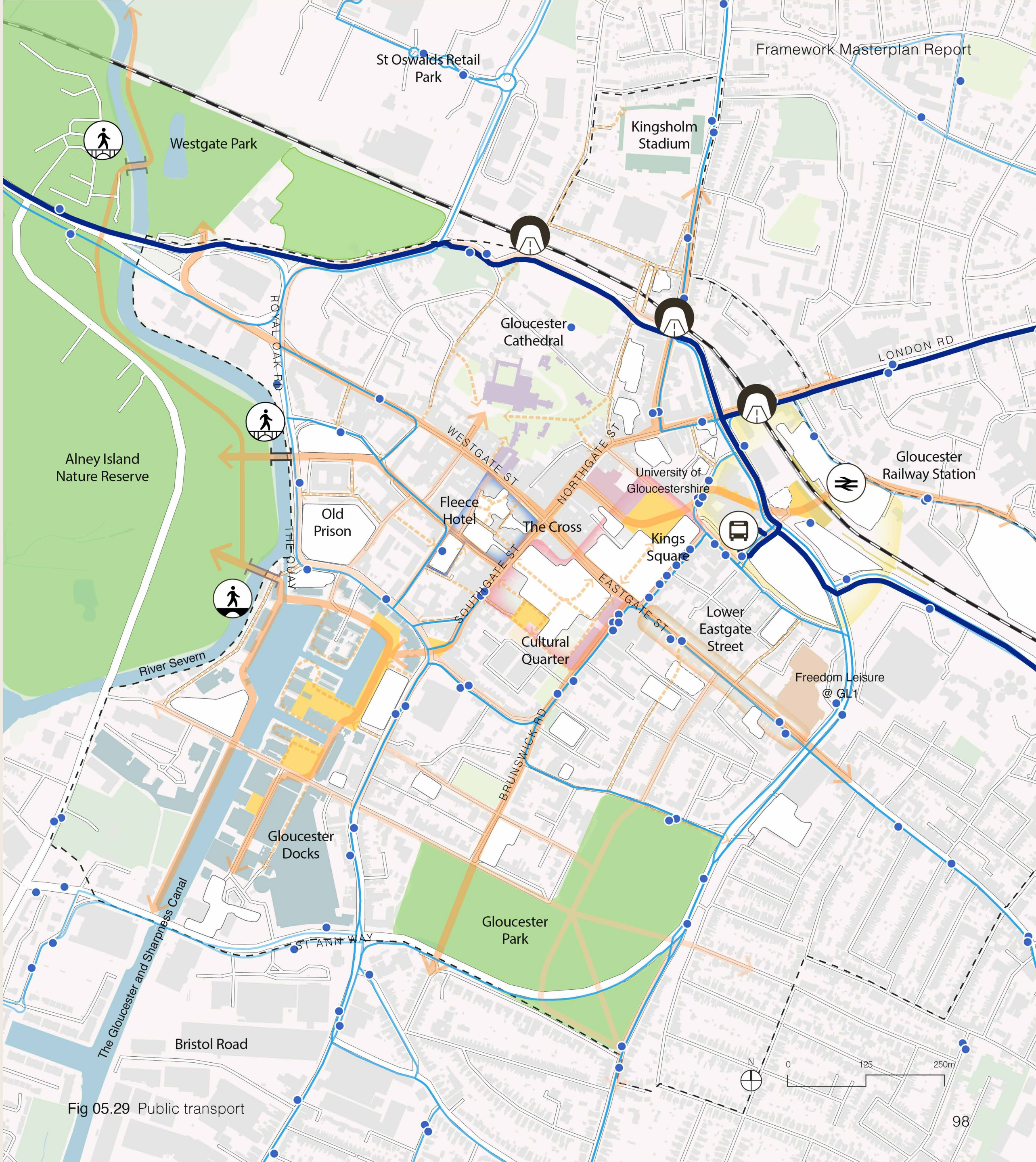
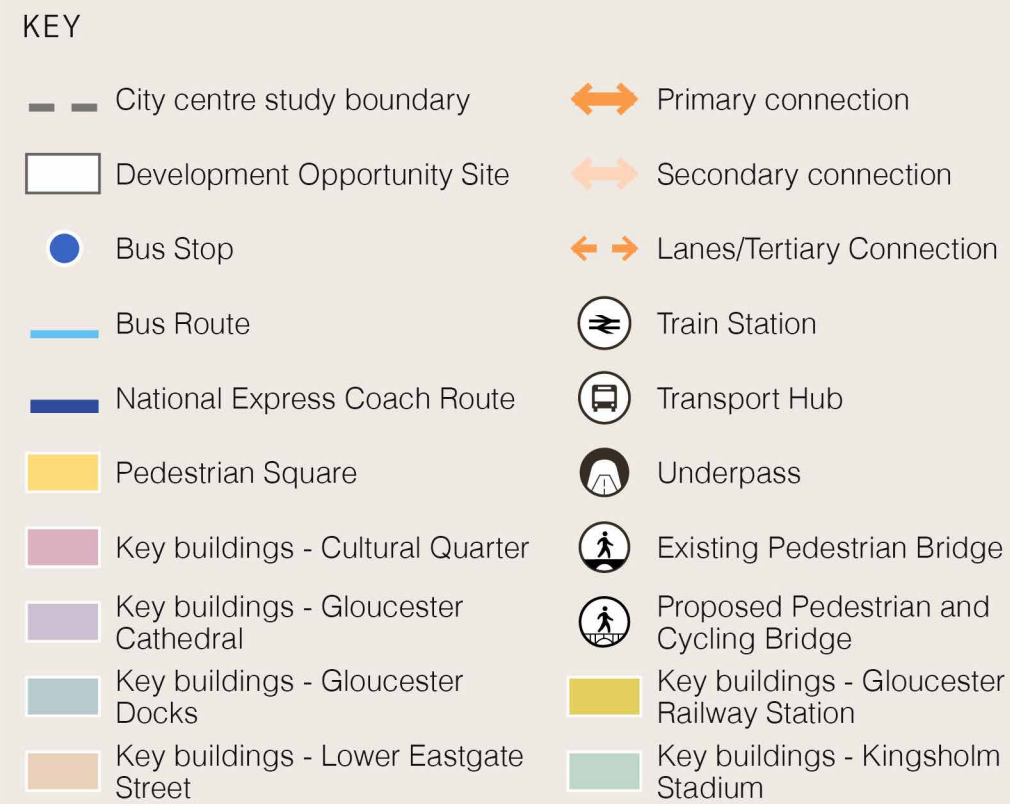


Fig 05.29 Public transport

Celebrating and Revitalising Heritage

Heritage Assets and Historic Fabric

Enhance, restore and preserve the rich historic fabric of Gloucester. Identify opportunities to strengthen the character, legibility and vitality of Gloucester’s historic environment through targeted conservation, restoration and sensitive integration of new uses and new development.

Local Interventions:

- 01 Recognise and celebrate the scheduled monuments as part of the regeneration of the City Centre.
- 02 Enhance Pitt Street and adjacent opportunity sites, as outlined in the Cathedral Precinct Conservation Area appraisal, to improve the setting of the Cathedral.
- 03 Prioritise utilising vacant spaces within buildings on the Heritage at Risk register and any heritage buildings adjacent to redevelopment opportunities to promote reuse to ensure the retention of the historic fabric.
- 04 Explore the conversion of upper floors of heritage buildings within City Centre into residential use.
- 05 Refresh existing retail frontages along the Gate Streets and any vacant units with a coherent design language to enhance the heritage value of the buildings and streets.
- 06 Create partnerships with industry, education and training institutions specialised in the skills required for heritage management.
- 07 Create new, active focal points around significant heritage landmarks such as the Old Prison and the Dry Docks to increase further the variety and richness of heritage experiences within Gloucester City Centre.

Notes: Refer to the Gloucester Heritage Strategy to understand existing guiding principles around heritage management in the city. Alongside development occurring in the four identified Opportunity Areas in Chapter 6, attention should be paid to the additional heritage intervention areas marked in Fig 05.31.



Fig 05.30 Example of place-specific heritage interventions



Fig 05.31 Enhancing the historic fabric of the City Centre



City Centre Opportunity Areas

Key Opportunity Areas

Overview

Four Opportunity Areas, with the potential to have a transformative impact on the quality and activity within the City Centre, have been prioritised to explore opportunities in further detail.

The Opportunity Areas have been prioritised due to their proximity to transport, key destinations, the inclusion of public ownership and the potential for higher deliverability. Through focused investment in these areas and their surrounding townscape and public realm, collectively they can generate a multitude of positive outcomes and public benefits.

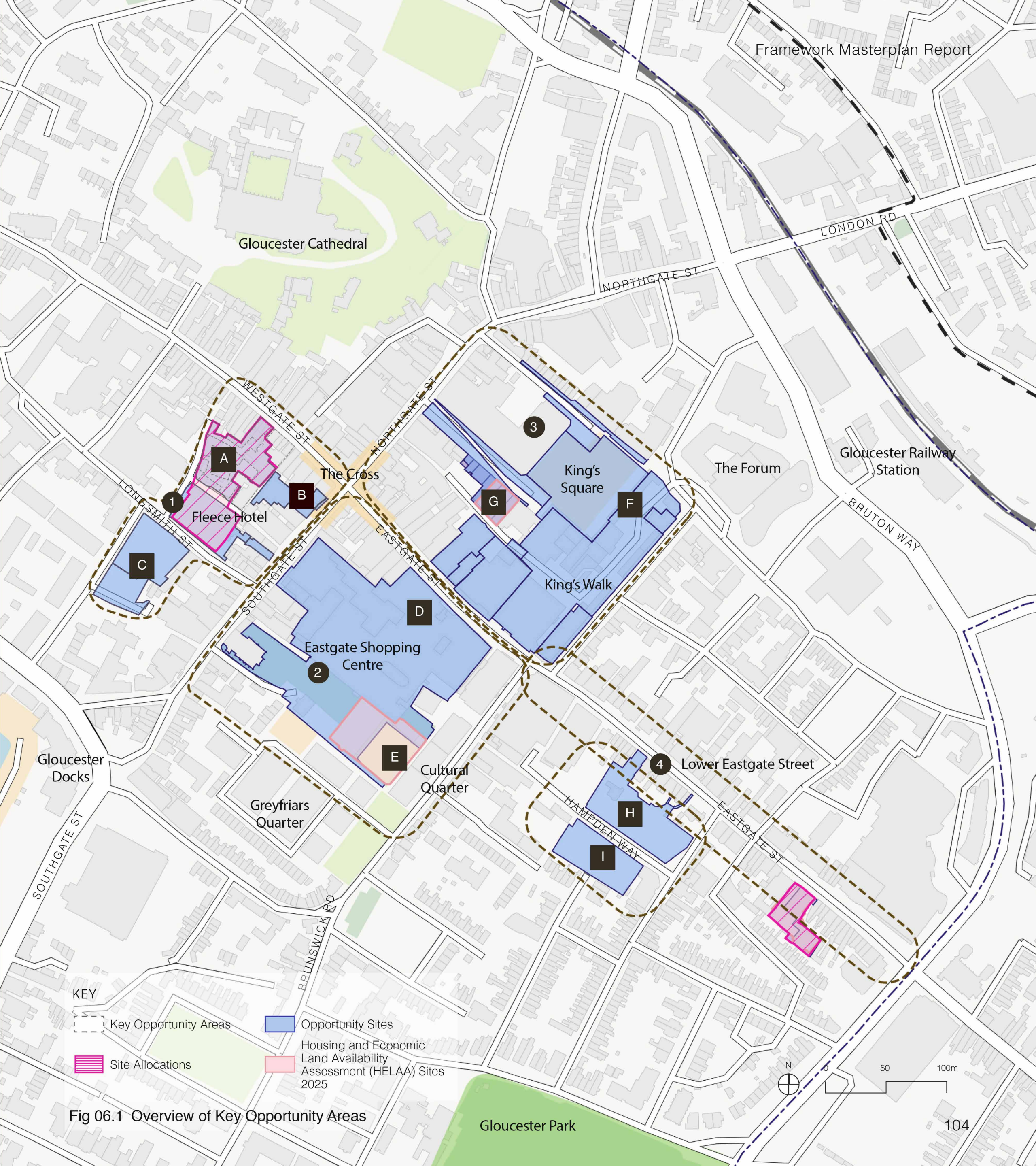
Within this Chapter, each Opportunity Area is explored in further detail, setting out the current status, key opportunities and constraints, and the potential for future change. Key Moves are identified for each Opportunity Area, providing a framework for co-ordinated transformation, aligned with the City Centre Spatial Framework (in Chapter 05).

Applicants are encouraged to demonstrate compliance with the Key Moves outlined in each Opportunity Area.

In accordance with the overarching Sustainability principles described in Chapter 05, sustainability opportunities have been explored and described for each of the Opportunity Areas to inform the approach to potential future regeneration and development, illustrating how Biodiversity & Green-Blue Infrastructure, Energy & Net Zero and Climate Resilience measures can be embedded alongside the wider design and placemaking principles.

The four Opportunity Areas are:

- 01 The Fleece and Longsmith St - including the Fleece Hotel, 22 Southgate Street and Longsmith Street Carpark (Site A), 4/6 Southgate Street (Site B) as well as Ladybelle-gate Street Carpark and Blackfriars Carpark (Site C)
- 02 Eastgate Shopping Centre (Site D and E)
- 03 Kings's Walk (Site F and G)
- 04 Lower Eastgate Street (Site H and I)



06.2

Fleece Hotel and Longsmith Street

06.2.1 Current Status

The Fleece Hotel and Longsmith Street Opportunity Area comprises several buildings and car parks within the Gloucester City Centre.

Opportunity Site A includes:

- The Fleece Hotel premises.
- The Longsmith Street Multi-Storey Car Park, identified as a Local Plan site allocation and owned by Gloucester City Council.
- The elevated structure linking the Longsmith Street Car Park to the 22 Southgate Street frontage.

All of these elements are included within the Opportunity Area boundary.

Opportunity Site B comprises:

- The three-storey building at 4–6 Southgate Street, which includes a ground-floor retail frontage and the adjoining two-storey building extending to Mercer’s Entry at the rear.

Opportunity Site C comprises two surface car parks fronting Ladybellegate Street:

- Blackfriars Car Park, owned freehold by CP CO 2 Limited and leased by National Car Parks (NCP).
- Ladybellegate Car Park, owned by Gloucester City Council.

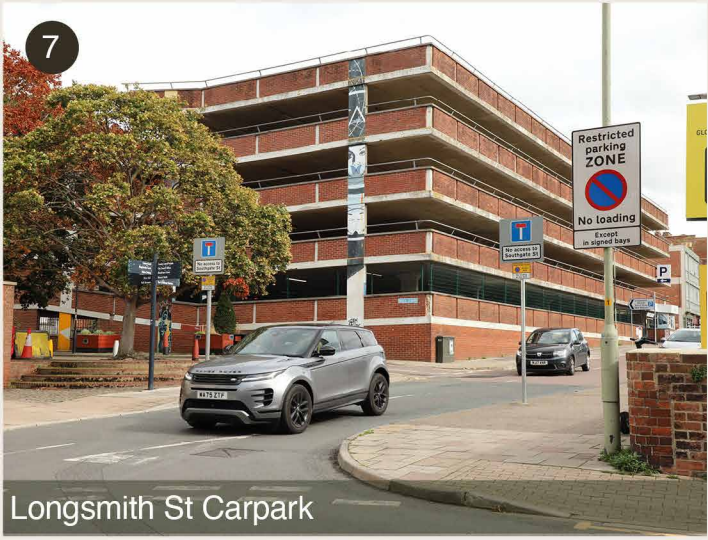
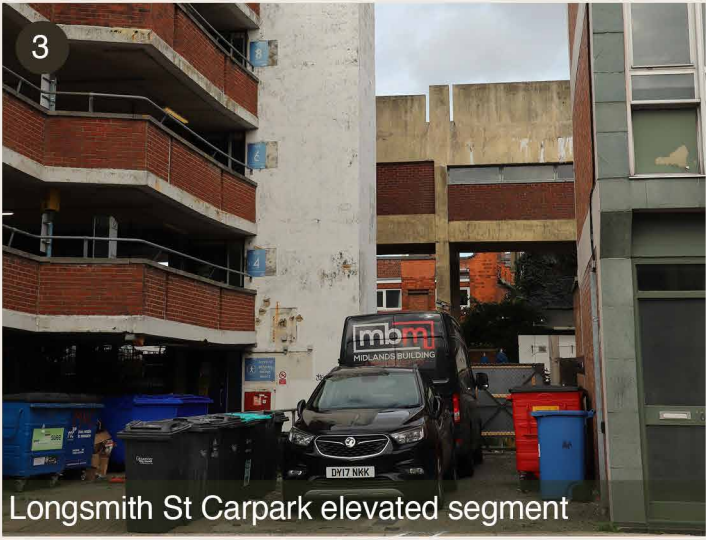
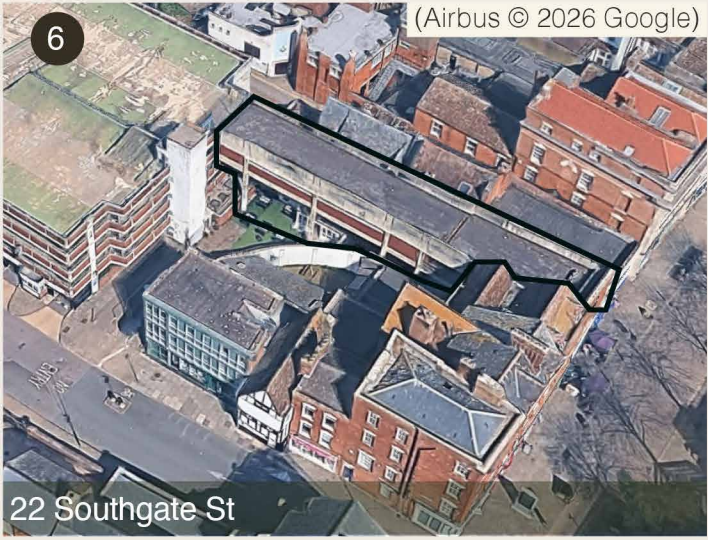
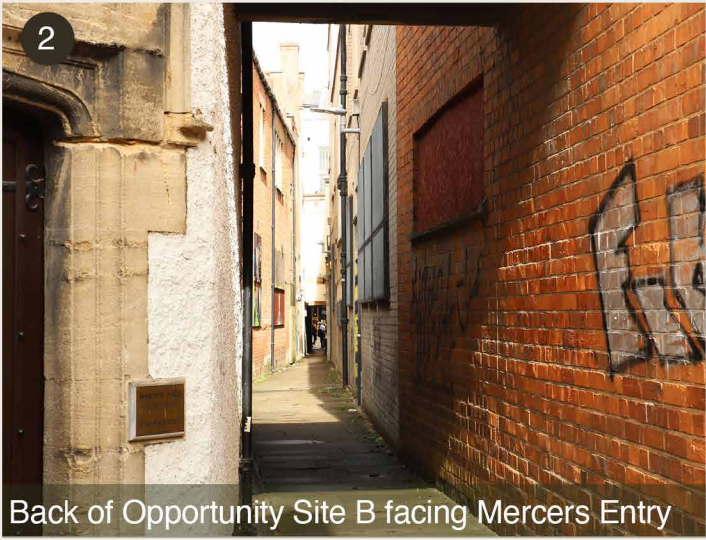
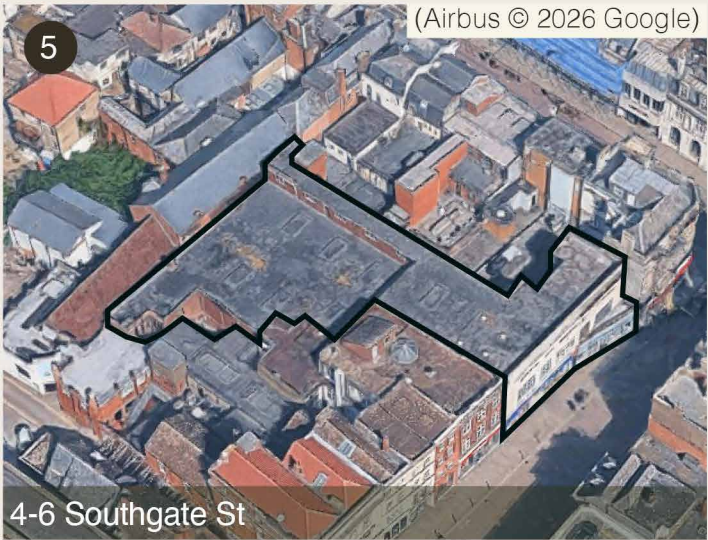


Fig 06.2 Sites and buildings comprising the Fleece Hotel and Longsmith Street Opportunity Area

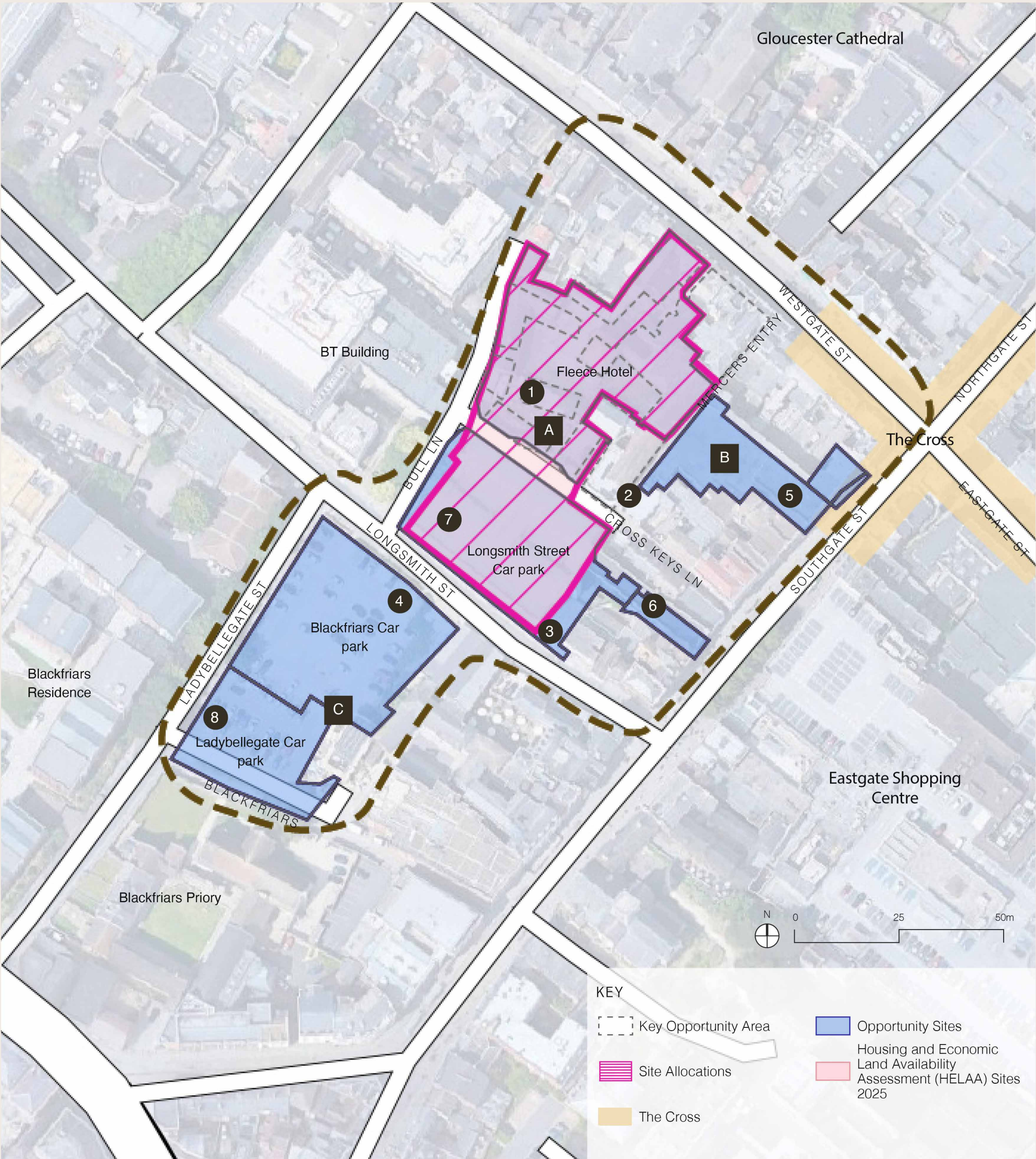


Fig 06.3 Overview of the Fleece Hotel and Longsmith Street Opportunity Area

Opportunities and Constraints

Opportunities:

- 01 Utilise space currently occupied by surface parking to deliver new typologies of City Centre housing.
- 02 Create continuous development frontages along Longsmith St and Ladybellegate St, providing enclosure and strengthening the north-south connection between the Cathedral and the Docks. Opportunity for ground floor active uses, including building lobbies and entrances to ensure over- looking, greater footfall and activation of streets and lanes.
- 03 Create or improve north-south lane connections from West- gate Street to Longsmith Street and Blackfriars to maintain permeability and reinforce a finer urban grain.
- 04 Introduce green space amenity in this part of the City Centre.
- 05 Revitalise the existing Fleece Hotel which is currently in- cluded on the Heritage at Risk register.
- 06 Improve the existing buildings that front onto Southgate Street through partial demolition and refurbishment.
- 07 Re-establish the fine-grained and intricate historic urban form that once characterised the rear setting of the Fleece Hotel, whilst retaining key views towards the Cathedral.

Constraints:

- 08 Low-priority site contamination has been identified in parts of the Opportunity Area. Further investigation will be required to understand the impact and constraints of devel- opment, land uses and viability.
- 09 Part of scheduled monument ‘Glevum Roman colonia’ is located within the Opportunity Area.
- 10 This is a sensitive location that lies within the City Centre conservation area and is surrounded by numerous listed heritage assets.
- 11 Servicing access on Blackfriars will need to be maintained.
- 12 Sensitivity of height towards the south of the Opportunity Area in proximity to the Grade I listed Blackfriars Priory.

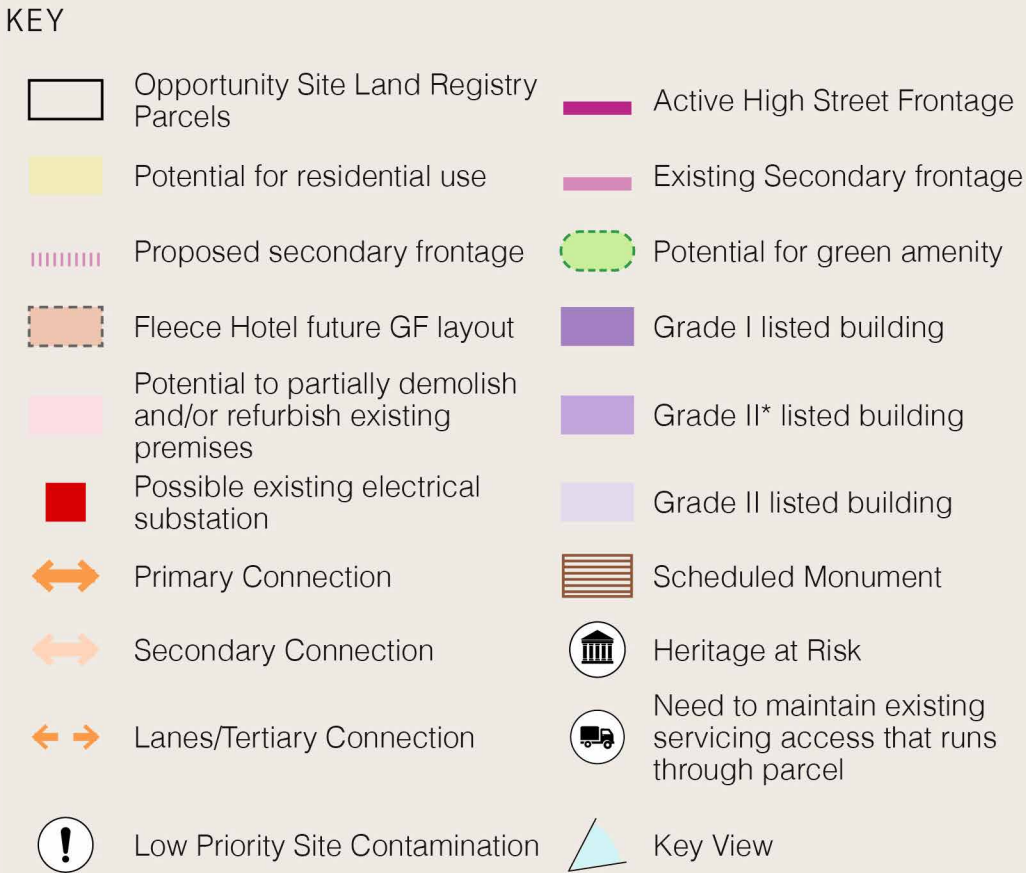


Fig 06.4 Fleece Hotel and Longsmith Street Opportunity Area - Opportunities and Constraints

06.2.3

Key Moves

These Key Moves have been identified to provide a framework for co-ordinated transformation, aligned with the City Centre Spatial Framework.

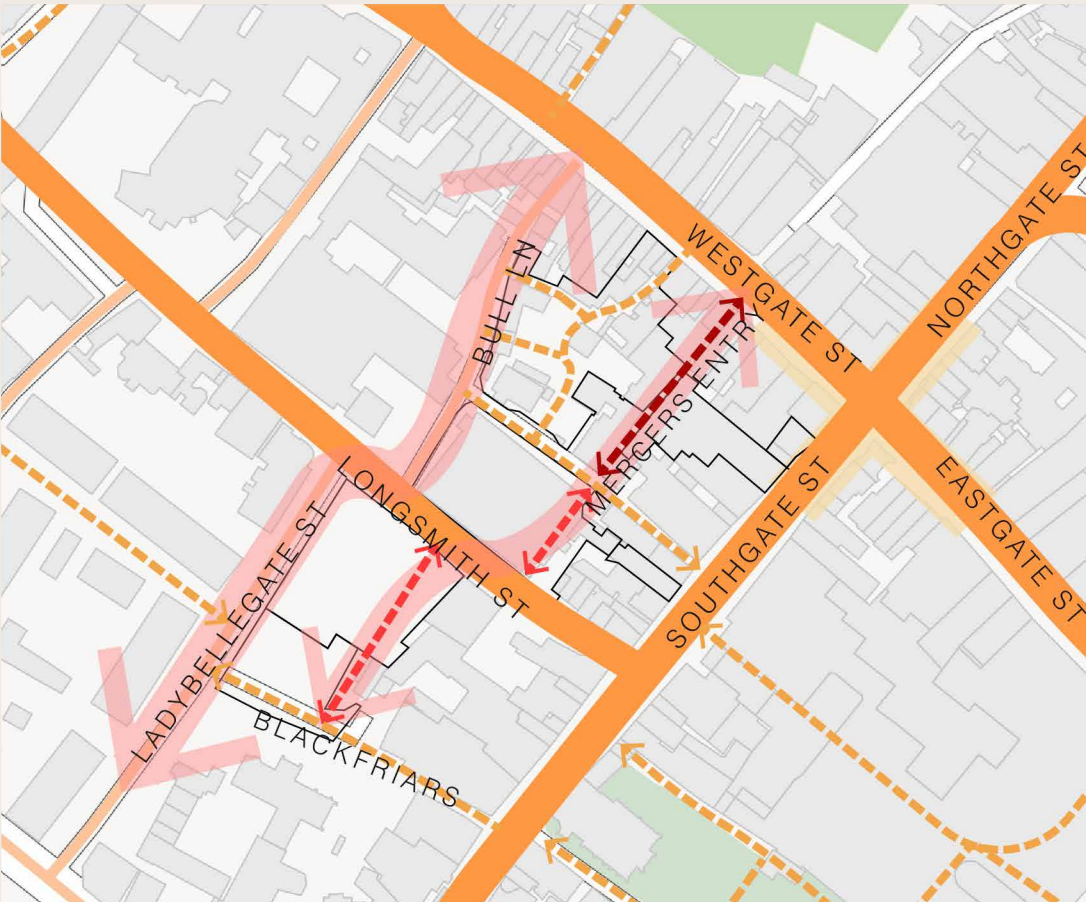


Fig 06.5 Fleece Hotel and Longsmith Street Key Move 01

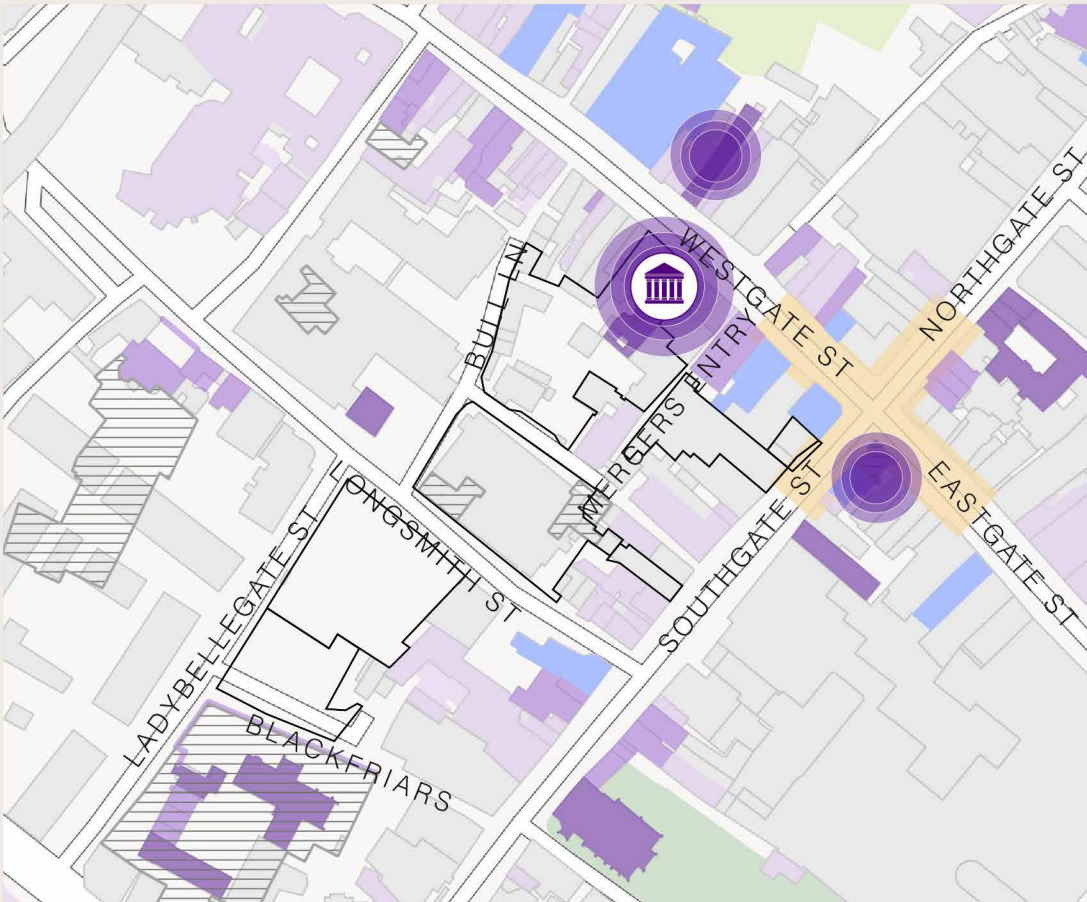


Fig 06.6 Fleece Hotel and Longsmith Street Key Move 02

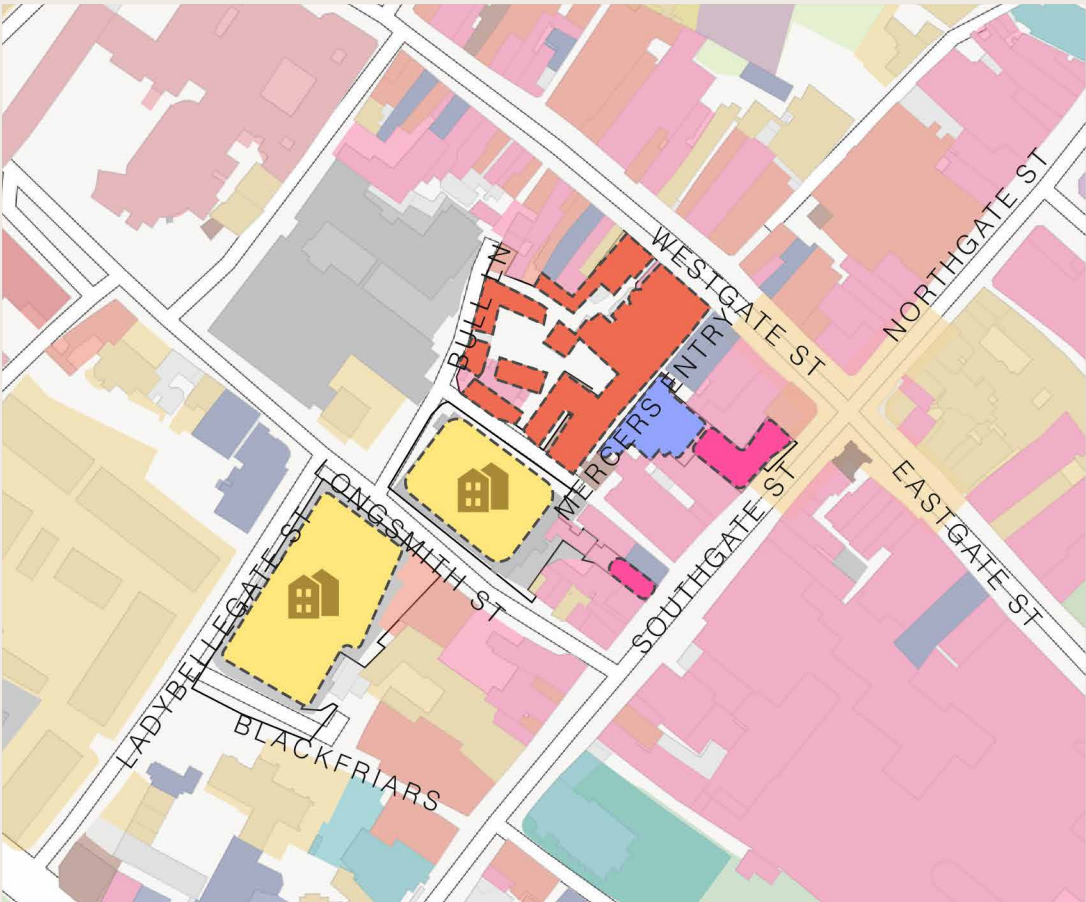


Fig 06.7 Fleece Hotel and Longsmith Street Key Move 03

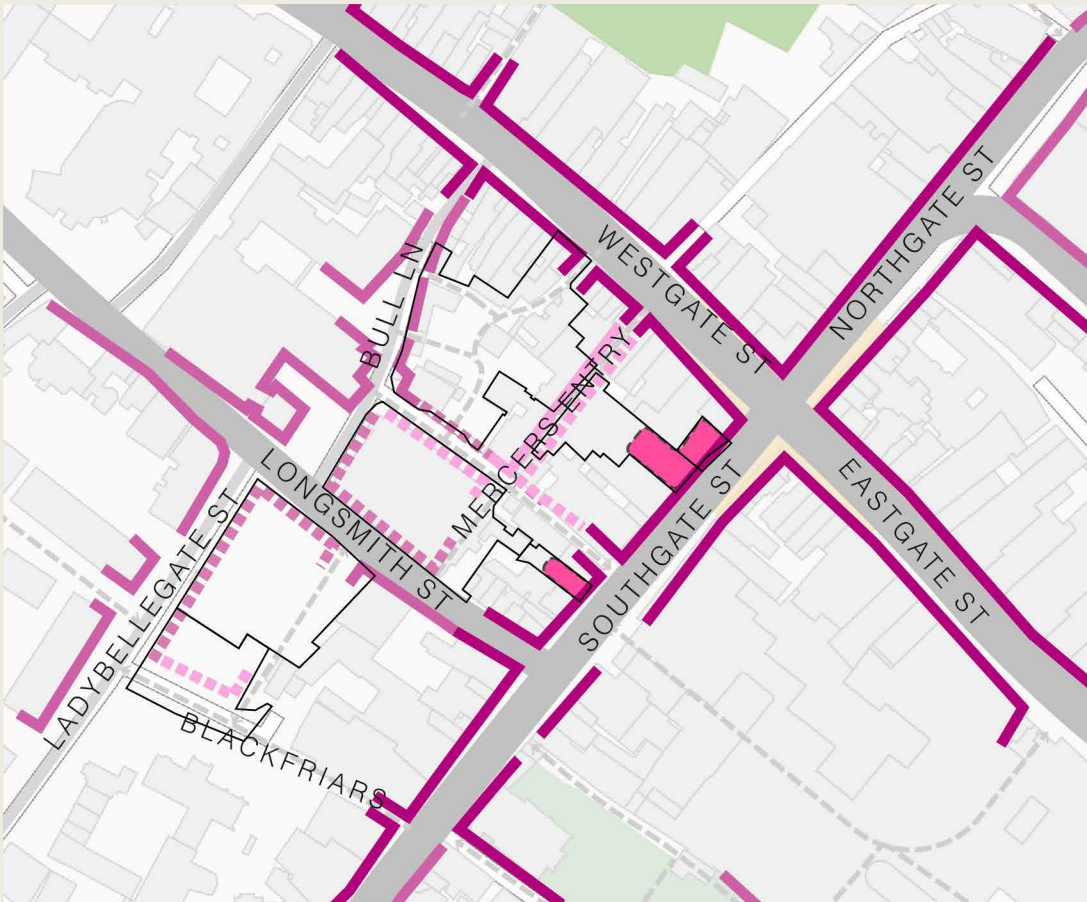


Fig 06.8 Fleece Hotel and Longsmith Street Key Move 04

1 Strengthen north-south connectivity from Westgate Street to Blackfriars and the Gloucester Docks by enhancing street frontages and improving lane connections to maintain a permeable urban grain.

2 Protect and enhance the area's heritage character by revitalising the historic Fleece Hotel and sensitively refurbishing existing buildings.

3 Deliver new city centre homes and much-needed public green amenity by repurposing underused areas and surface parking.

4 Create continuous frontages with activations, building lobbies and residential entrances at ground floor along Longsmith Street and Ladybellegate Street while improving the quality of the Southgate Street edge.

06.2.4

The Fleece Hotel: Sustainability Opportunities

The following provides an overview of the Sustainability opportunities for the Fleece Hotel.

KEY

Nature-based measures that strengthen habitat, ecological connectivity & multifunctional green and blue infrastructure.

Measures that reduce energy demand and operational carbon, and support low-carbon heat and renewable energy.

Measures that help Gloucester adapt to climate risks, including overheating, flooding and water management.

Cooling and shading

Noise reduction

Flood regulation

Recreation

Pollination

Aesthetic value

Water quality protection

Education

Carbon storage

Interaction with nature

Air quality regulation

Sense of place

Energy & Net Zero

— Roof-mounted solar PV on concealed roof slopes where appropriate.

— Air source heat pump following fabric improvements.

— Fabric-first retrofit following the heritage retrofit hierarchy.

— Secondary glazing (LETI retrofit target:U-value ≤1.3 W/m²K).

— Roof insulation (LETI retrofit target: Uvalue ≤0.12 W/m²K).

Improves energy performance through a sensitive, fabric-first heritage retrofit, with low-carbon heating and renewable energy integrated where compatible with the building's historic significance.

Climate Resilience

— Rain gardens integrated sensitively into the public realm to attenuate surface water.

— Permeable paving within appropriate areas of the historic public realm to increase infiltration.

— Drought-tolerant planting to improve resilience during periods of extreme heat.

— Street trees positioned to provide summer shade while respecting key views and the historic setting.

Creates a more climate-resilient setting through discreet sustainable drainage, increased shade and drought-resilient landscape design.

Biodiversity & Green-Blue Infrastructure

— Street trees using climate-resilient, flowering species.

— Rain gardens with ≥75% RHS pollinator friendly planting

— Planting designed to provide seasonal nectar (April–September).

— Diverse native planting to provide year -round habitat value.

Enhances the historic setting through biodiversity-rich planting, street trees and multifunctional green infrastructure.



Fig 06.9 Fleece Hotel Sustainability Opportunities

06.3

Eastgate Shopping Centre

06.3.1

Current Status

Most of the Eastgate Shopping Centre Opportunity Area sits within Gloucester City Council Ownership and is currently well-patronised as one of Gloucester’s primary retail destinations. The area comprises two Opportunity Sites:

- Opportunity Site D: This opportunity site encompasses the main shopping centre, as well as associated buildings and surrounding open spaces. This includes the Eastgate Market Hall, which is proposed to be refurbished as a flexible performance venue as part of the Greyfriars Quarter regeneration scheme. The proposal also includes the delivery of a new public park with play facilities within the grounds of the historic Greyfriars Monastery.
- Opportunity Site E: This opportunity site comprises the Bowling Green along Constitution Walk. This site is also designated as a Housing and Economic Land Availability Assessment (HELAA) site. The Bowling Green is currently gated and not accessible to the public.

Further information on the existing structural loading capacity of the building will be required to inform additional design proposals for the future of Eastgate Shopping Centre, including its capacity to accommodate any proposed changes or additional loading arising from future redevelopment.

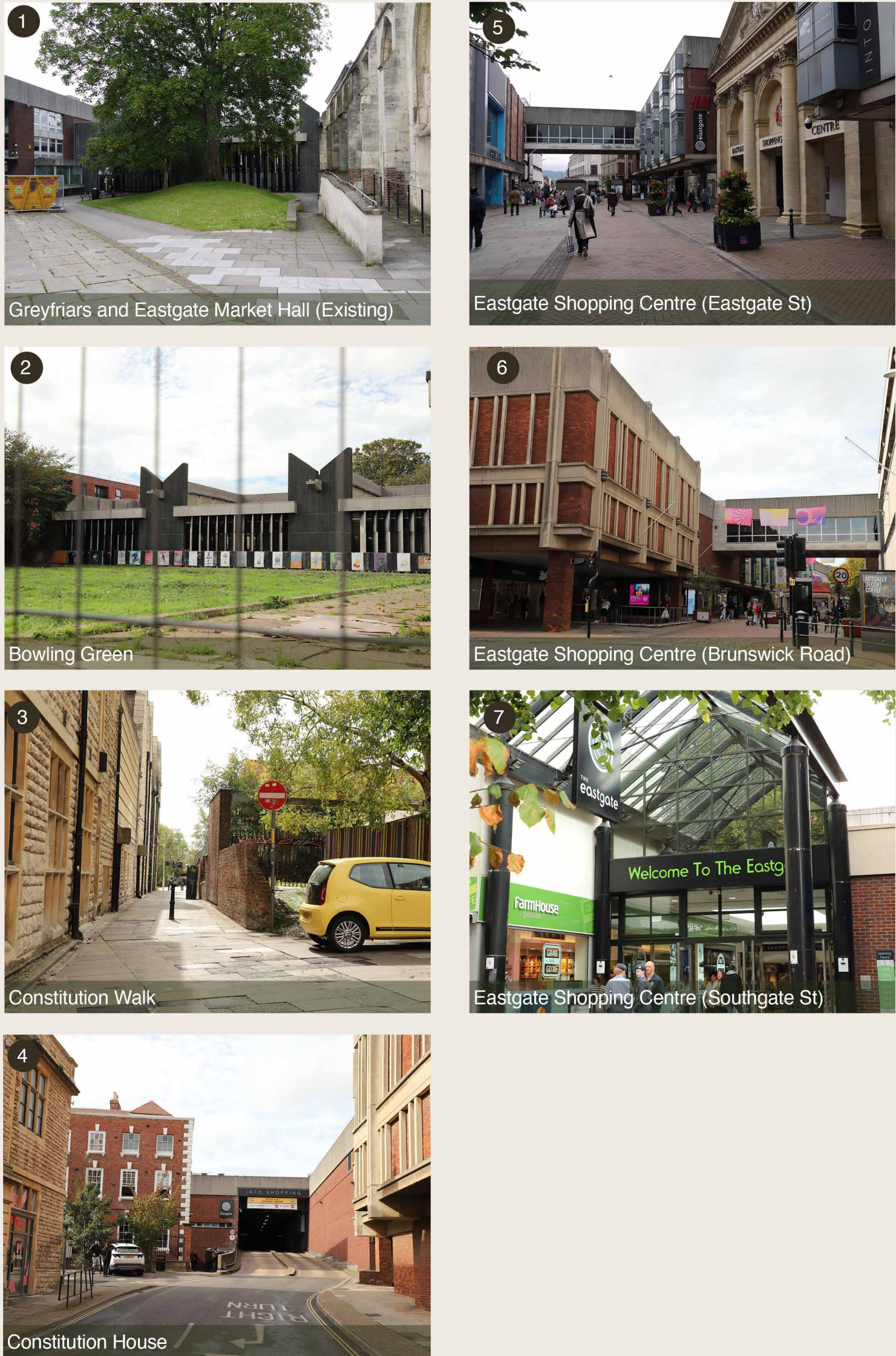


Fig 06.10 Sites and buildings comprising the Eastgate Shopping Centre Opportunity Area



Fig 06.11 Overview of the Eastgate Shopping Centre Opportunity Area

06.3.2

Opportunities and Constraints
(at Ground Floor)

Opportunities:

- 01 Enhancement of frontages, setting and green space around Grade I listed and Scheduled Monument of Greyfriars House and Priory to create a pocket park connecting to Eastgate Shopping Centre and Eastgate Market Hall.
- 02 Connecting Eastgate Market Hall to Bowling Green and Gloucester Library to Constitution Walk (partially beyond Opportunity Site Boundary but within GCC Ownership)
- 03 Potential infill development opportunity for non-residential use.
- 04 Strengthening connections to Greyfriars Priory through Eastgate Shopping Centre.
- 05 Potential to reuse/reconfigure existing retail units within shopping centre into leisure/culture uses to diversify offer in the shopping centre and the City Centre as a whole.

Constraints:

- 06 Addison's Folly, and Greyfriars House and Priory area noted to be Heritage at Risk - there is currently significant cost generated in their conservation and maintenance.
- 07 Enhancing connection to Brunswick Road from Eastgate Shopping Centre will be limited due to the access ramp to the rooftop carpark.

This assessment considers opportunities and constraints at ground floor level only. Further structural information will be required to understand the existing building's capacity and the constraints this may place on future development, particularly in relation to accommodating additional loading. This information will help inform the work of future design teams and the development of more detailed proposals.

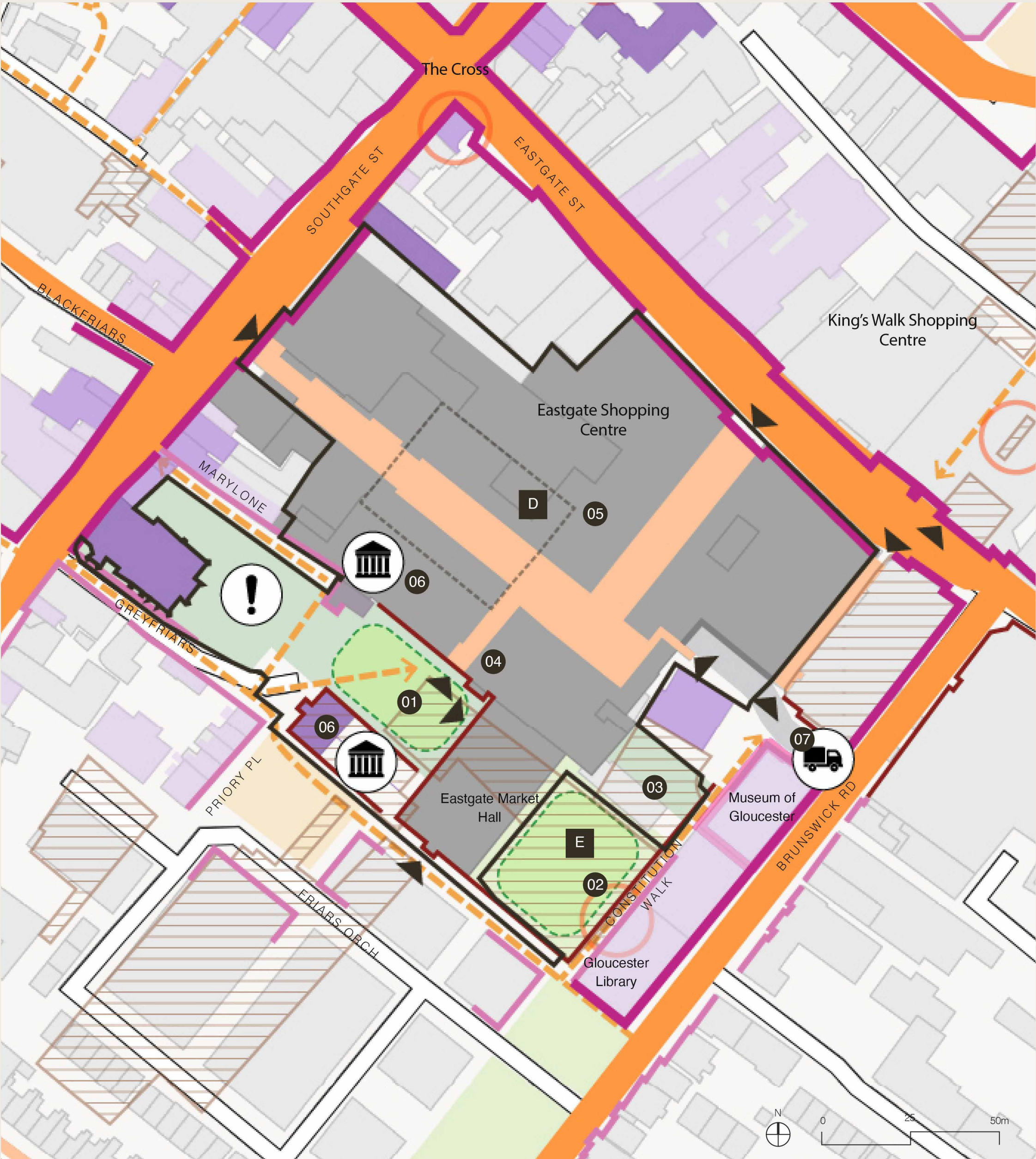


Fig 06.12 Eastgate Shopping Centre Opportunity Area - Opportunities and Constraints

06.3.3

Key Moves

These Key Moves have been identified to provide a framework for co-ordinated transformation, aligned with the City Centre Spatial Framework.



Fig 06.13 Eastgate Shopping Centre Key Move 01

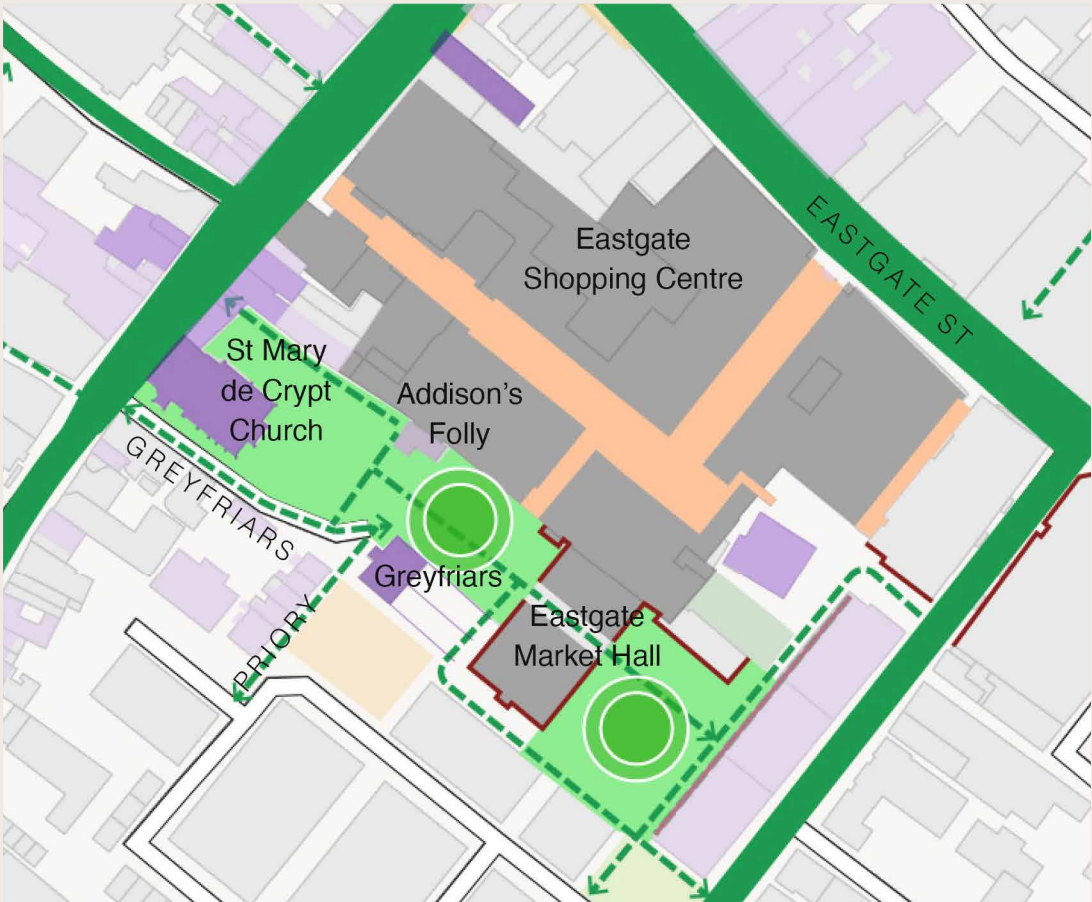


Fig 06.14 Eastgate Shopping Centre Key Move 02

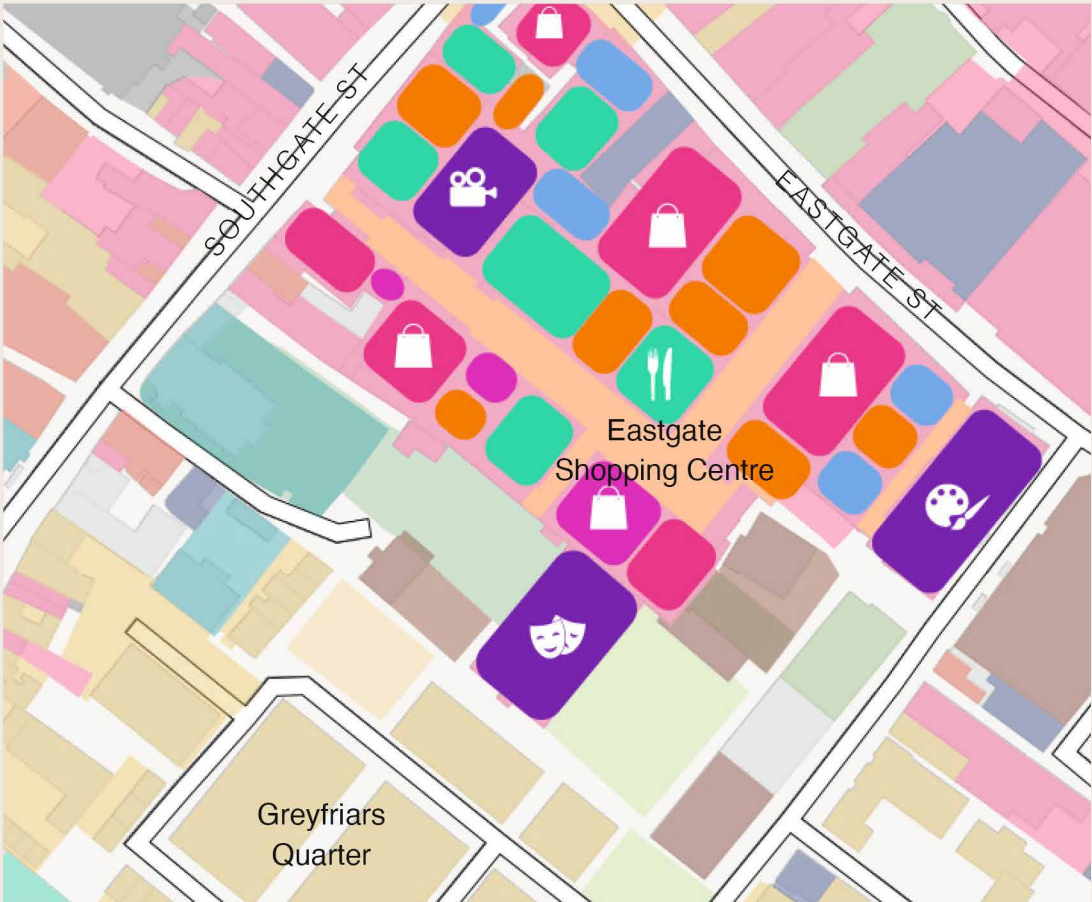


Fig 06.15 Eastgate Shopping Centre Key Move 03

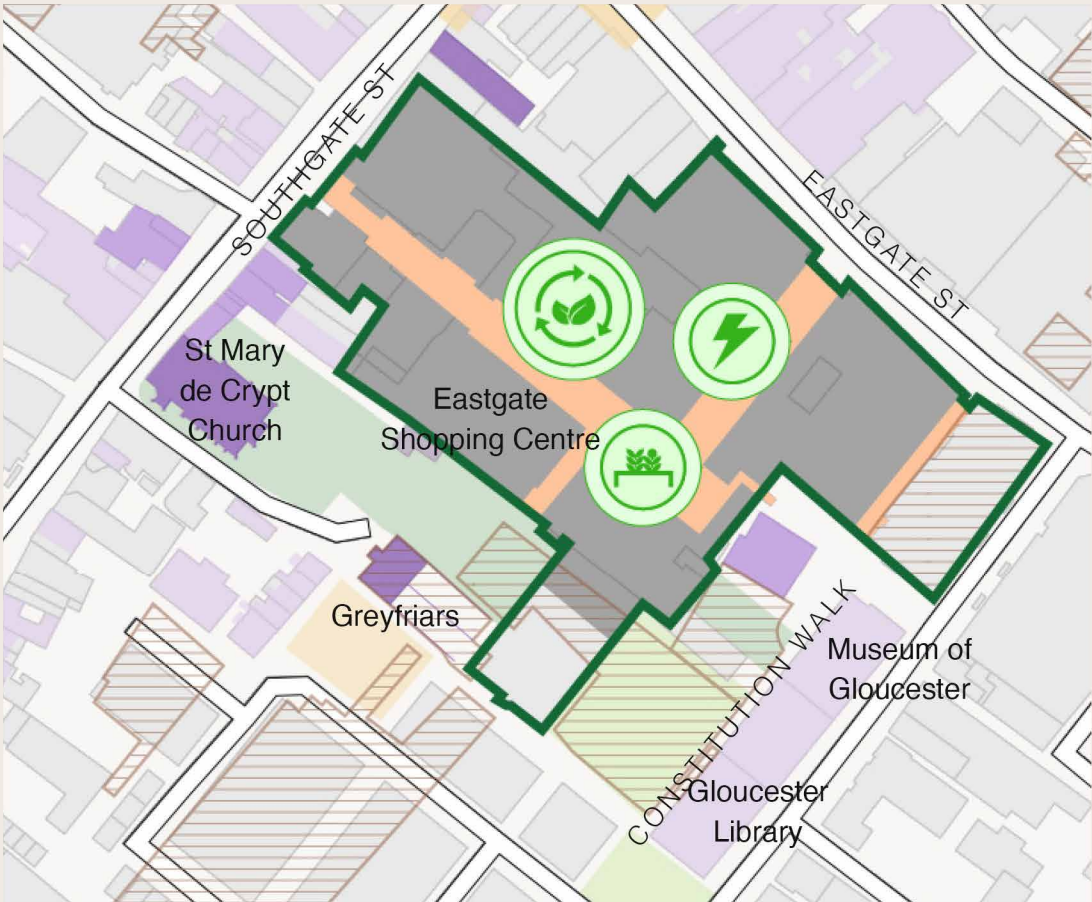


Fig 06.16 Eastgate Shopping Centre Key Move 04

1 Strengthen east–west connections by improving pedestrian connections between Eastgate Market Hall, Bowling Green, Museum of Gloucester and Constitution Walk. This could help stitch together currently fragmented areas and improve access through the site.

2 Create a new heritage-led public spaces that enhance the setting of Greyfriars House, Priory and Addison's Folly through improved landscaping, public realm and green space and connects the heritage assets with Eastgate Shopping Centre and Eastgate Market Hall.

3 Re-purpose and diversify Eastgate Shopping Centre by exploring opportunities to reconfigure existing retail space and introduce leisure, cultural and community uses, alongside potential non-residential infill development.

4 Prioritise sensitive redevelopment of the existing fabric, adopting a fabric-first retrofit approach, with opportunities for on-site energy generation through PV panels and air-source heat pumps, alongside green roofs. Any additional massing explored in future design proposals should respond sensitively to surrounding listed heritage assets and Scheduled Monuments.

06.3.4

Eastgate Shopping Centre: Sustainability

This page provides an overview of the potential Sustainability opportunities for the Eastgate Shopping Centre.

KEY

Nature-based measures that strengthen habitat, ecological connectivity & multifunctional green and blue infrastructure.

Measures that reduce energy demand and operational carbon, and support low-carbon heat and renewable energy.

Measures that help Gloucester adapt to climate risks, including overheating, flooding and water management.

Cooling and shading

Noise reduction

Flood regulation

Recreation

Pollination

Aesthetic value

Water quality protection

Education

Carbon storage

Interaction with nature

Air quality regulation

Sense of place

Energy & Net Zero

— Fabric-first retrofit to improve the existing building envelope.

— Roof-mounted solar PV (aim for ≥40% roof coverage, where suitable).

— Green/biosolar roofs to combine renewable energy with biodiversity.

— Air source heat pumps to replace fossil fuel heating.

— LED lighting (target 50–100 lm/W) and smart building controls.

Uses the scale of the shopping centre to reduce operational carbon through building retrofit, efficient services and substantial on-site renewable energy generation.

Climate Resilience

— Rain gardens integrated into new public spaces and pedestrian connections around Greyfriars and the shopping centre.

— Permeable paving within upgraded pedestrian connections and external public spaces.

— Street trees positioned within key pedestrian spaces to increase shade and summer comfort.

— Rainwater harvesting for landscape irrigation.

Transforms hard-surfaced areas through integrated sustainable drainage, urban cooling and water-sensitive landscape design.

Biodiversity & Green-Blue Infrastructure

— Living walls on suitable façades.

— Street trees and native planting throughout the public realm.

— Rain gardens with ≥75% RHS pollinator friendly planting.

— Habitat features integrated into new landscaping where appropriate.

Creates a greener shopping destination by extending habitat onto roofs, façades and public spaces and strengthening connections with surrounding green infrastructure.

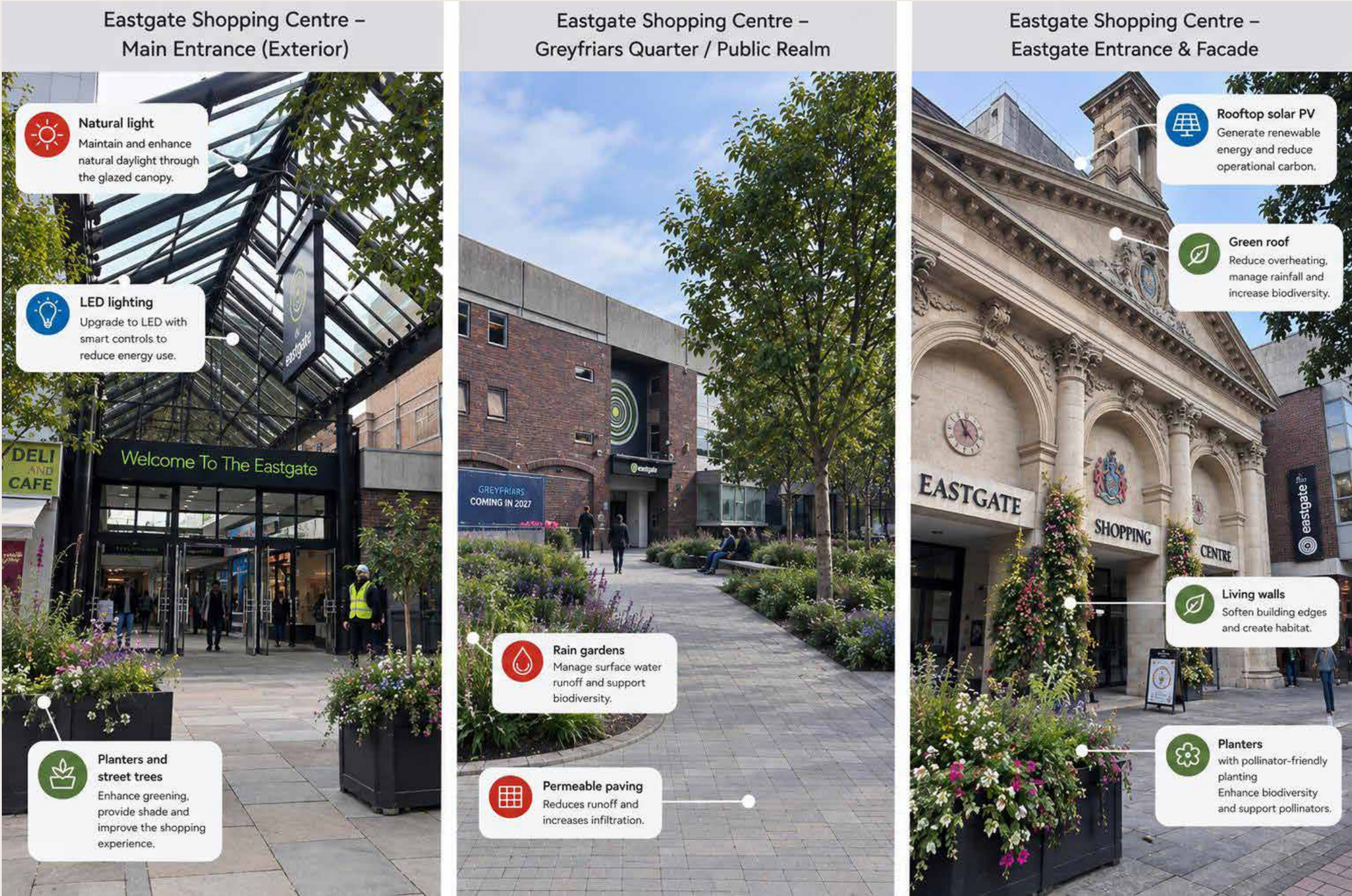


Fig 06.17 Eastgate Shopping Centre Sustainability Opportunities

06.4

King's Walk

06.4.1

Current Status

The King's Walk Opportunity Area comprises two main Opportunity Sites:

- Opportunity Site F: This opportunity site comprises a narrow bar building that is part of the King's Walk Shopping Centre, with active retail uses fronting the southern edge of Kings Square and two additional storeys above.
- Opportunity Site G: This opportunity site comprises units 10-20 of the terrace facing the Oxbody. There are various retail uses on the ground floor with two additional storeys above, however many of these premises remain vacant, both at ground floors and upper floors, as identified in the Gloucester City Centre Conservation Area Appraisal and Management Plan.

There is a service yard (as shown in Image 4) that has not been identified as part of the opportunity site but is within Gloucester City Council ownership and therefore could be explored in terms of its development potential, while ensuring the servicing requirements of adjacent buildings continue to be met.

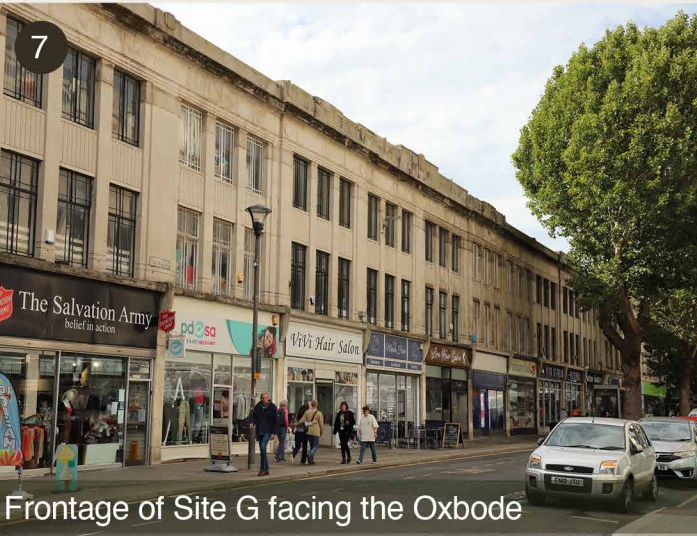


Fig 06.18 Sites and buildings comprising the King's Walk Opportunity Area



Fig 06.19 Overview of the King's Walk Opportunity Area

06.4.2
Opportunities and Constraints

Opportunities:

- 01 Enhance and improve the surrounding buildings and their frontages to further establish Kings Square as one of Gloucester's primary destinations and public spaces.
- 02 Retain and revitalise the existing Art Deco frontage facing the Oxboode, reinforcing the area's character and active frontage. Consider both facade retention and retrofit and extension of the existing building.
- 03 Transform the public realm character of the Oxboode by adding street planting and Sustainable Urban Drainage Systems (SuDS).
- 04 Potential to increase building height (at site F and G) by an additional storey to maximise the site's development potential while responding appropriately to the surrounding townscape.
- 05 Expand opportunity site G to include Council Land Ownership area to maximise opportunity.

Constraints:

- 06 The building comprising opportunity site F is only 8.2m wide, limiting the range of suitable residential typologies.
- 07 The rear of site F faces the elevated parking and servicing deck for King's Walk Shopping Centre, making it undesirable to locate habitable rooms with windows in this direction and further constraining residential layouts.
- 08 Opportunity site G is bounded by existing buildings on both sides, requiring any new development to accommodate adjoining party walls.
- 09 New Inn Lane is a key servicing route for buildings fronting the Oxboode, so any development must maintain servicing access and operational requirements for existing uses and buildings.
- 10 The Gloucester Guildhall is located just south of the site and could potentially be a source of noise disruption.

KEY

Opportunity Site Land Registry Parcels

Potential for residential use

Grade I listed building

Grade II* listed building

Grade II listed building

Scheduled Monument

Heritage at Risk

Servicing/Vehicular Access to Rooftop Carpark

Source of noise disruption

Primary Connection

Secondary Connection

Lanes/Tertiary Connection

Active High Street Frontage

Frontage requiring improvement

Servicing frontage

Existing Party Wall

Potential for green amenity

A detailed map of the King's Walk Opportunity Area in Gloucester. The map shows a network of streets including Northgate St, Eastgate St, The Oxboode, St Aldate St, New Inn Ln, Clarence St, and Station Rd. Key locations marked include Kings Square, The Cross, University of Gloucestershire City Campus, Gloucester Guildhall, King's Walk Shopping Centre, and Eastgate Shopping Centre. Numbered circles (1-10) indicate specific opportunities and constraints. Colored lines and areas represent different types of connections, frontages, and potential for residential use or green amenity. A scale bar (0-50m) and a north arrow are located in the bottom right corner.

Fig 06.20 King's Walk Opportunity Area - Opportunities and Constraints

123

124

06.4.3

Key Moves

These Key Moves have been identified to provide a framework for co-ordinated transformation, aligned with the City Centre Spatial Framework.

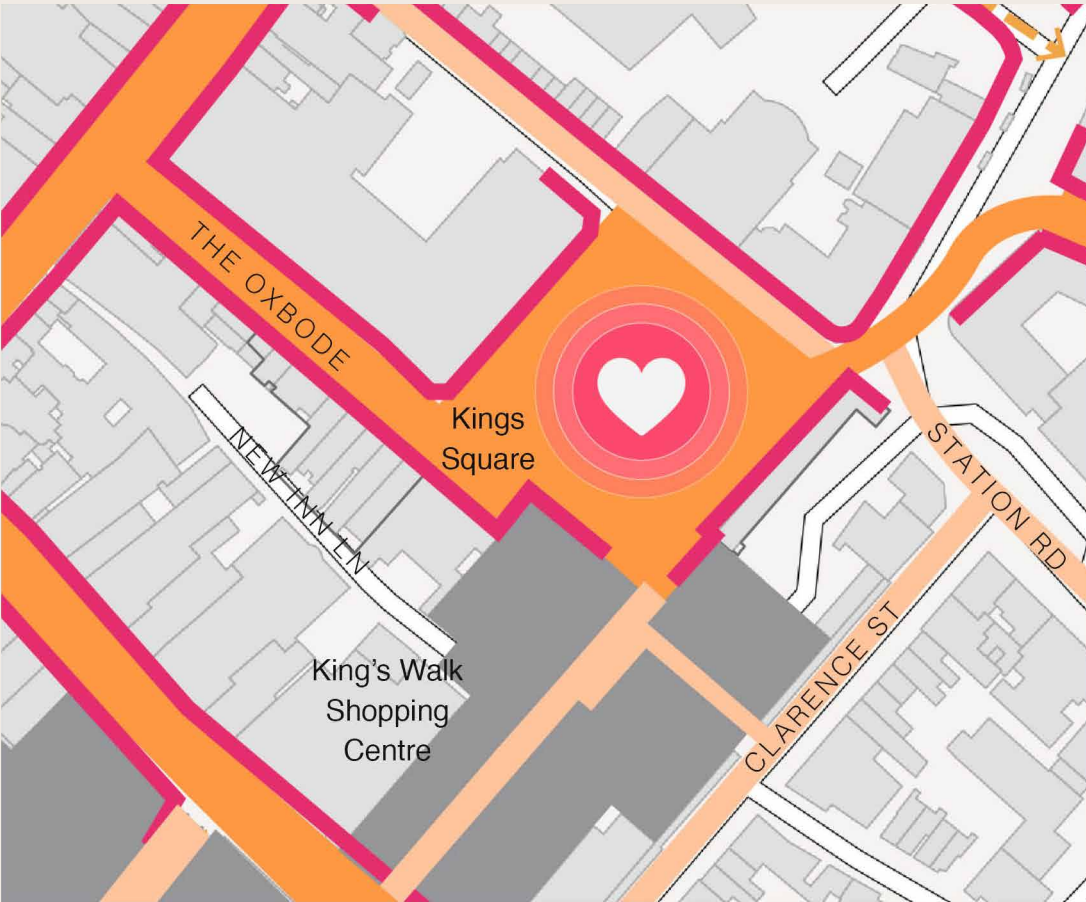


Fig 06.22 King's Walk Key Move 01

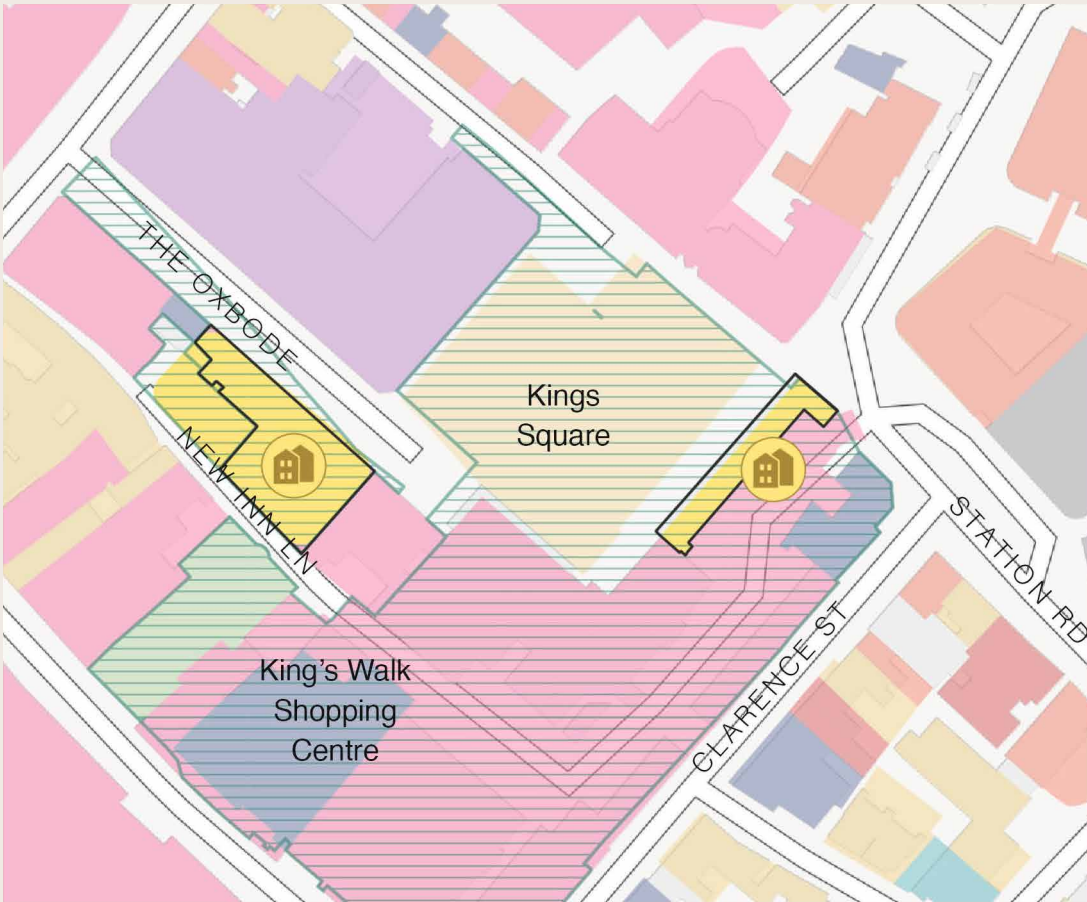


Fig 06.23 King's Walk Key Move 02

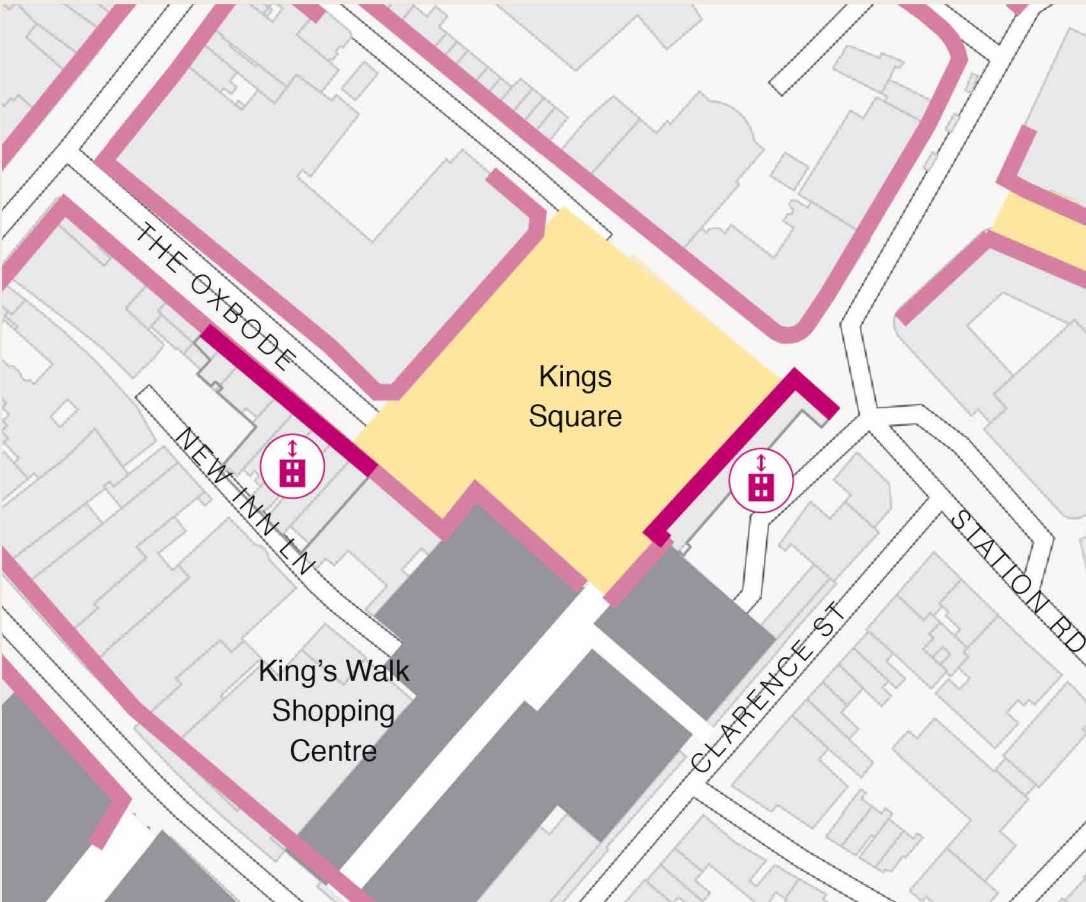


Fig 06.23 King's Walk Key Move 03

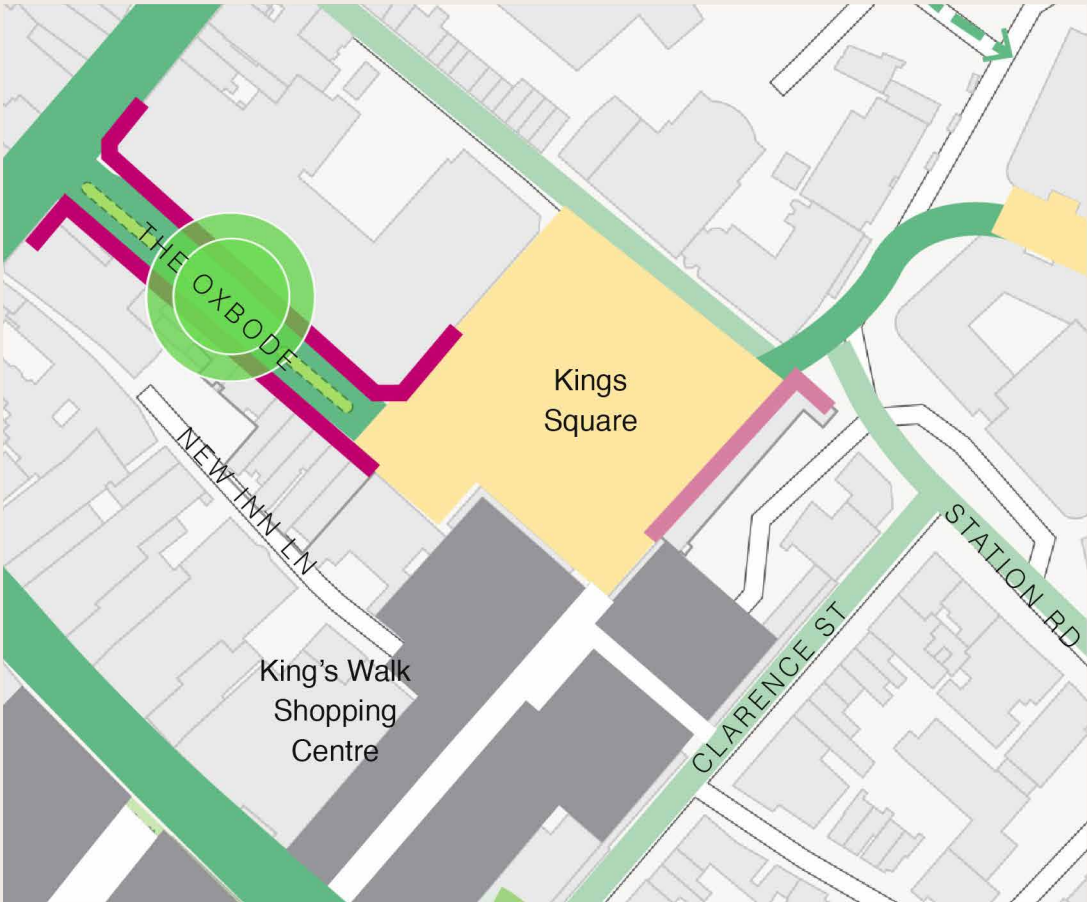


Fig 06.24 King's Walk Key Move 04

1 Reinforce Kings Square as one of Gloucester's principal civic destinations by enhancing the surrounding buildings and frontages as well as the approaches to the Square such as the Oxboe.

2 Redevelop or retrofit underperforming City Centre buildings to deliver new homes, making efficient use of land within the Council's property interests.

3 Strengthen key frontages by retaining and revitalising the existing Art Deco frontage along the Oxboe, while sensitively adding a storey to both buildings to optimise development capacity and improve the overall townscape.

4 Transform the Oxboe into a greener, more distinctive route connecting Northgate Street and Kings Square through enhanced landscaping and sustainable drainage (SuDS).

06.4.4

King’s Walk: Sustainability Opportunities

This page provides an overview of the potential Sustainability opportunities for Kings Walk.

KEY

Nature-based measures that strengthen habitat, ecological connectivity & multifunctional green and blue infrastructure.

Measures that reduce energy demand and operational carbon, and support low-carbon heat and renewable energy.

Measures that help Gloucester adapt to climate risks, including overheating, flooding and water management.

Cooling and shading

Noise reduction

Flood regulation

Recreation

Pollination

Aesthetic value

Water quality protection

Education

Carbon storage

Interaction with nature

Air quality regulation

Sense of place

Energy & Net Zero

— Fabric-first retrofit of retained buildings.

— Roof-mounted solar PV (aim for ≥40% roof coverage).

— Air source heat pumps.

— LED lighting (target 50–100 lm/W) and smart controls.

Reduces operational carbon through retrofit of retained buildings, efficient building services and renewable energy generation.

Climate Resilience

— Rain gardens along The Oxkode to manage surface water runoff.

— Permeable paving to complement rain gardens and manage runoff at source.

— Moving Forest planters for flexible shade and seasonal greening, adapting to events and public-realm needs.

— Permanent street trees to provide long-term canopy alongside flexible planting

Transforms The Oxkode into a cooler, more climate-resilient pedestrian route through sustainable drainage, permanent tree canopy and adaptable greening.

Biodiversity & Green-Blue Infrastructure

— Green/biosolar roofs to increase habitat provision.

— Living walls on suitable façades.

— Rain gardens with ≥75% RHS pollinatorfriendly planting.

— Street trees and native planting to strengthen ecological connectivity.

— Pollinator-friendly planting integrated throughout the public realm.

Creates a greener pedestrian corridor linking King’s Square and Northgate Street through connected planting, habitat provision and nature-based infrastructure.



Fig 06.25 King's Walk Sustainability Opportunities

06.5

Lower Eastgate Street

06.4.5

Current Status

Lower Eastgate Street is another opportunity area within Gloucester City Centre that merits more detailed study. There are identified opportunities for improved streetscape and reuse of vacant land for a pocket park (on the site marked 5), along-side improvements to pedestrian provision, additional seating and tree planting and enhanced pedestrian crossings.

Two surface car parks located to the south of the street also present more significant redevelopment opportunities:

- Opportunity site H: This site comprises the Hampden Way Car Park which is part of a site owned by Gloucester City Council and has been marked as an 'area for enhancement' within the Eastgate and St Michael's Conservation Area Appraisal.
- Opportunity site I: This site comprises the car park north of Hampden Way, which is called the Old School Car Park and is owned freehold by the Official Custodian for Charities. The title also includes the Gloucester City Mission building immediately to its west which is Grade II listed. This has also been marked as an 'area for enhancement' within the Eastgate and St Michael's Conservation Area Appraisal.

Additionally, there is a site on Eastgate Street that is listed as a site allocation and a HELAA site. It comprises of a one storey building occupied by the Non-Profit Organisation, the Treasure Seekers Hub as well as a shed and parking space towards the rear.

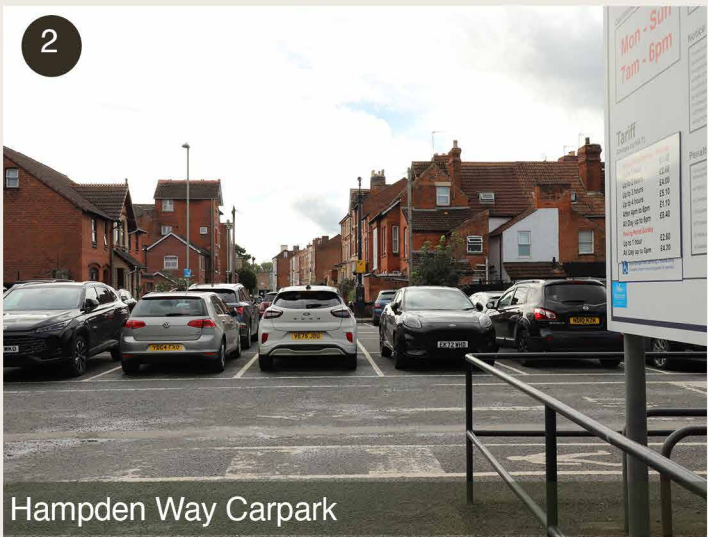


Fig 06.26 Sites and buildings comprising the Lower Eastgate Street Opportunity Area



Fig 06.27 Overview of the Lower Eastgate Street Opportunity Area

06.5.1
Opportunities and Constraints

Opportunities:

- 01 Strengthen Lower Eastgate Street as a vibrant destination for businesses, visitors, and the local community.
- 02 Enhance the public realm through street greening, landscaping, and improved pedestrian spaces.
- 03 Improve crossings to enhance pedestrian movement and connectivity.
- 04 Enhance the heritage/conservation area through restoring historic shop frontages and key views.
- 05 Consolidate land currently used for surface car parking to deliver City Centre housing, particularly parts under ownership of Gloucester City Council such as the existing Hampden Way Car Park.
- 06 Create a more desirable north-south route connecting Cromwell Street to Eastgate Street and further north to the Gloucester Transport Hub via a proposed pocket park north of the Gloucester City Mission building.
- 07 Frame Hampden Way and Wellington Street with continuous frontages, Wellington Street in particular is important as a key route connecting to Gloucester Park.
- 08 Create a better setting for the Gloucester City Mission building which is Grade II listed. A proposed pocket park could provide an improved setting to this building.
- 09 Potential to provide green amenity space in both development opportunity sites.

Constraints:

- 10 A number of boundary walls and back facades of buildings abut both opportunity sites, resulting in a loss of developable area as offset distances will be required.
- 11 Creating a more direct north-south connection from Cromwell Street to Eastgate Street could require the demolition of a boundary wall attached to the Grade II listed Gloucester City Mission building. Although this wall is not highlighted within the listing, it could be considered curtilage and require listed building consent to allow demolition.

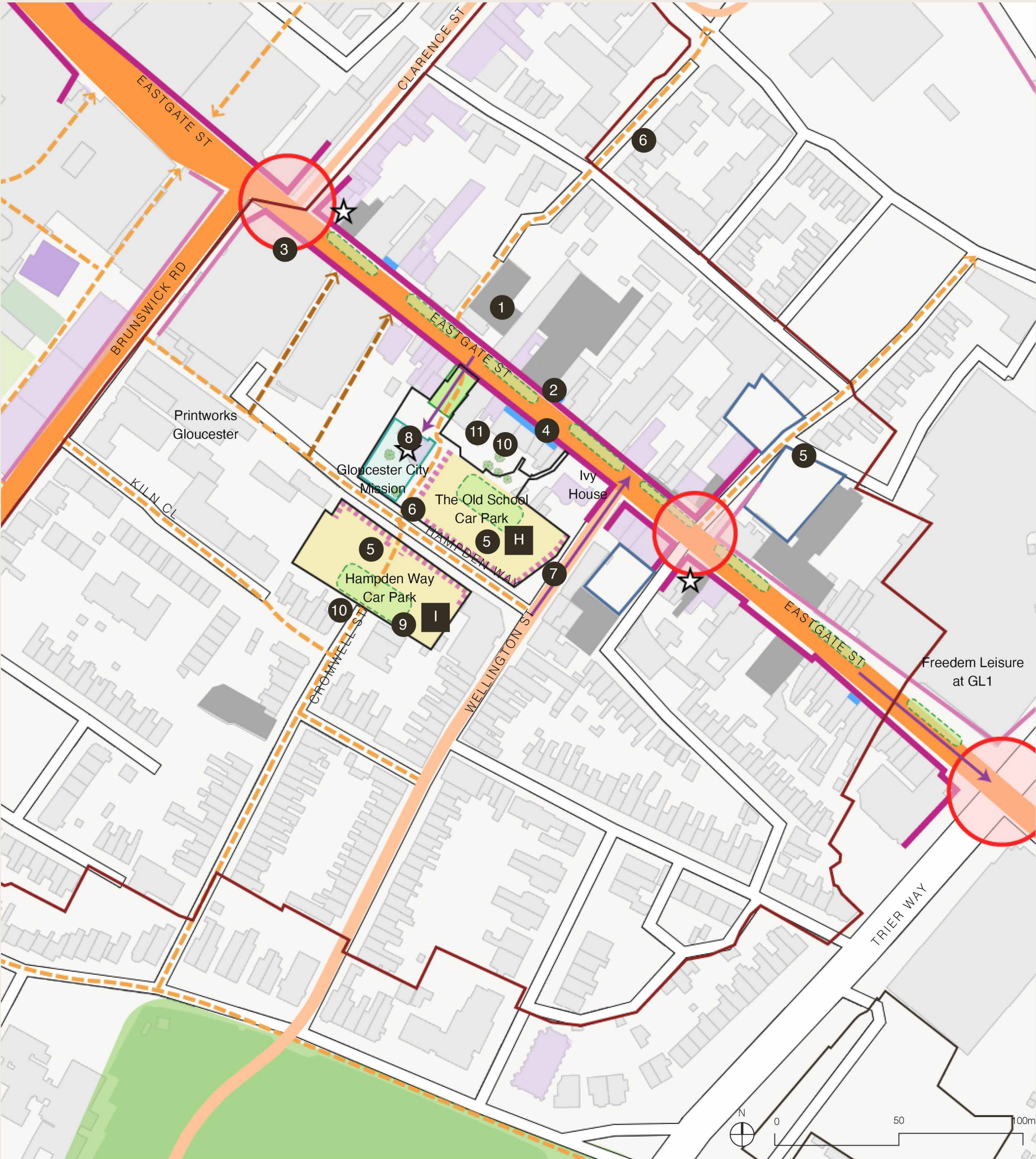


Fig 06.28 Lower Eastgate Street Opportunity Area - Opportunities and Constraints

06.5.2

Key Moves

These Key Moves have been identified to provide a framework for co-ordinated transformation, aligned with the City Centre Spatial Framework.

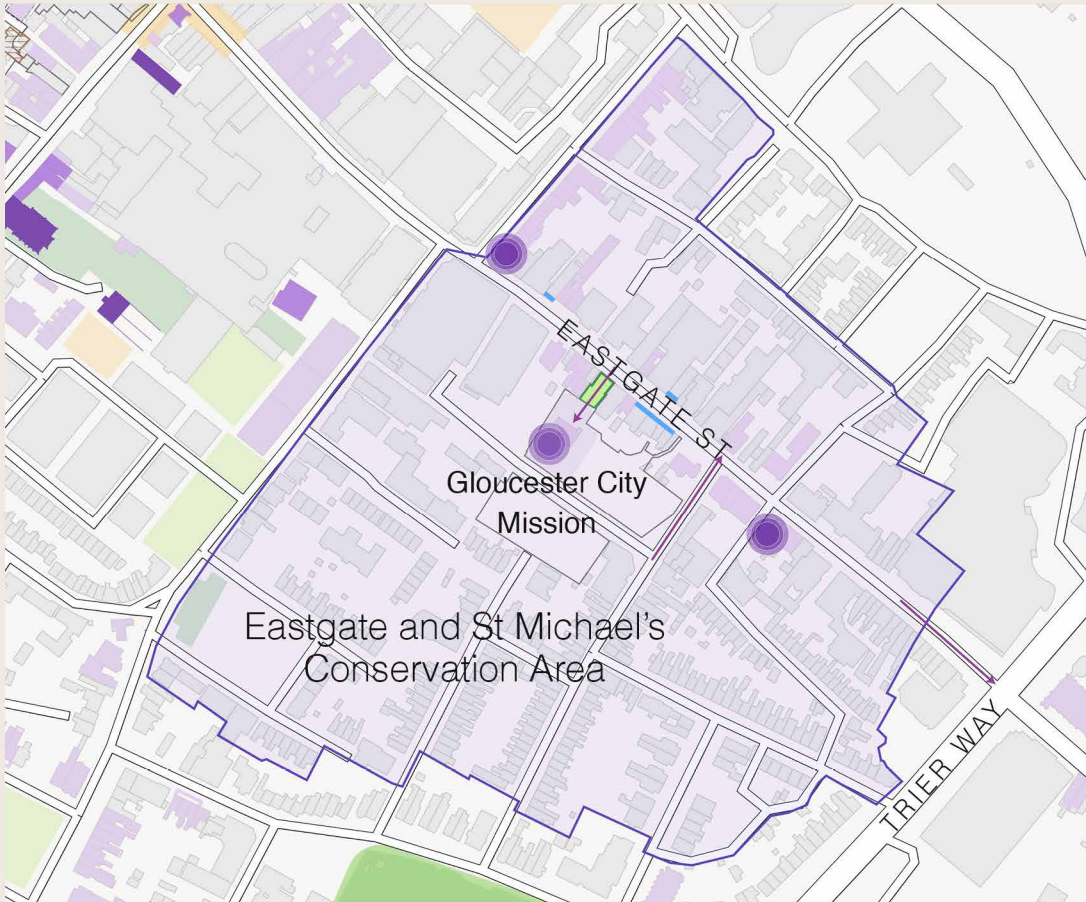


Fig 06.29 Lower Eastgate Street Key Move 01

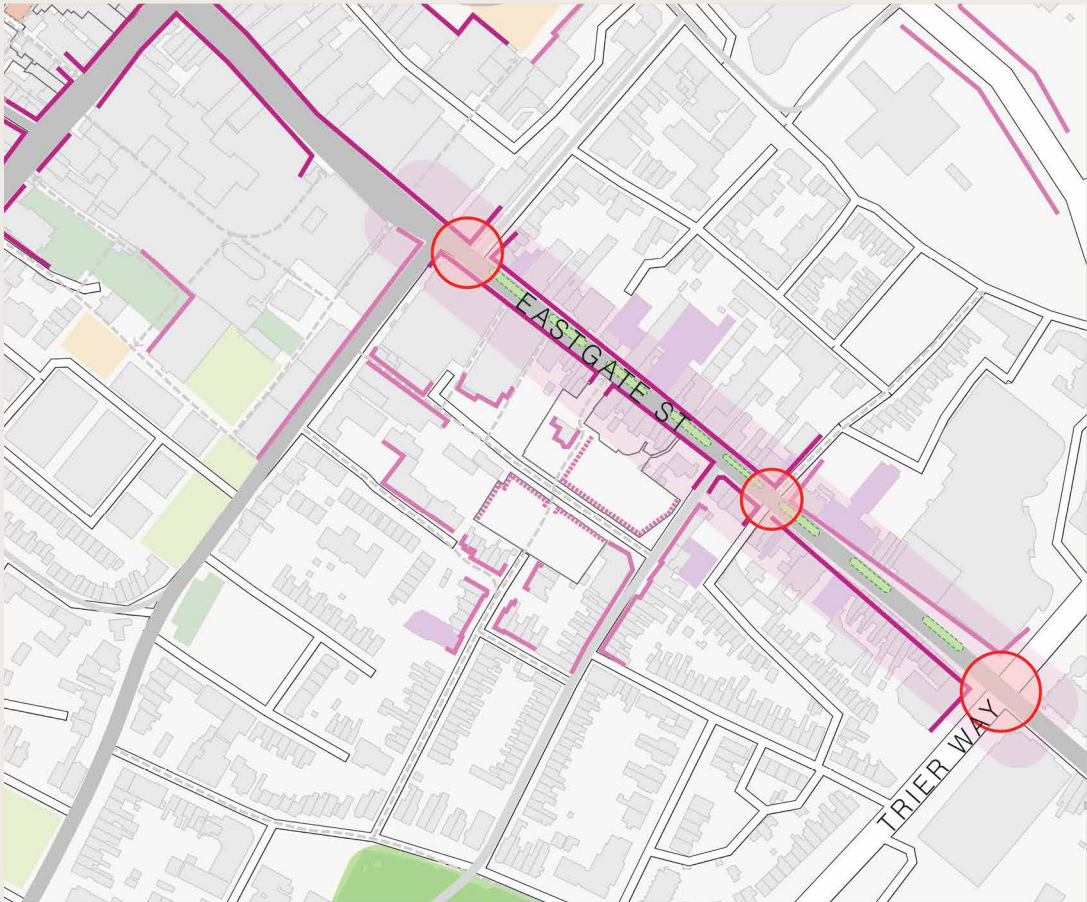


Fig 06.30 Lower Eastgate Street Key Move 02

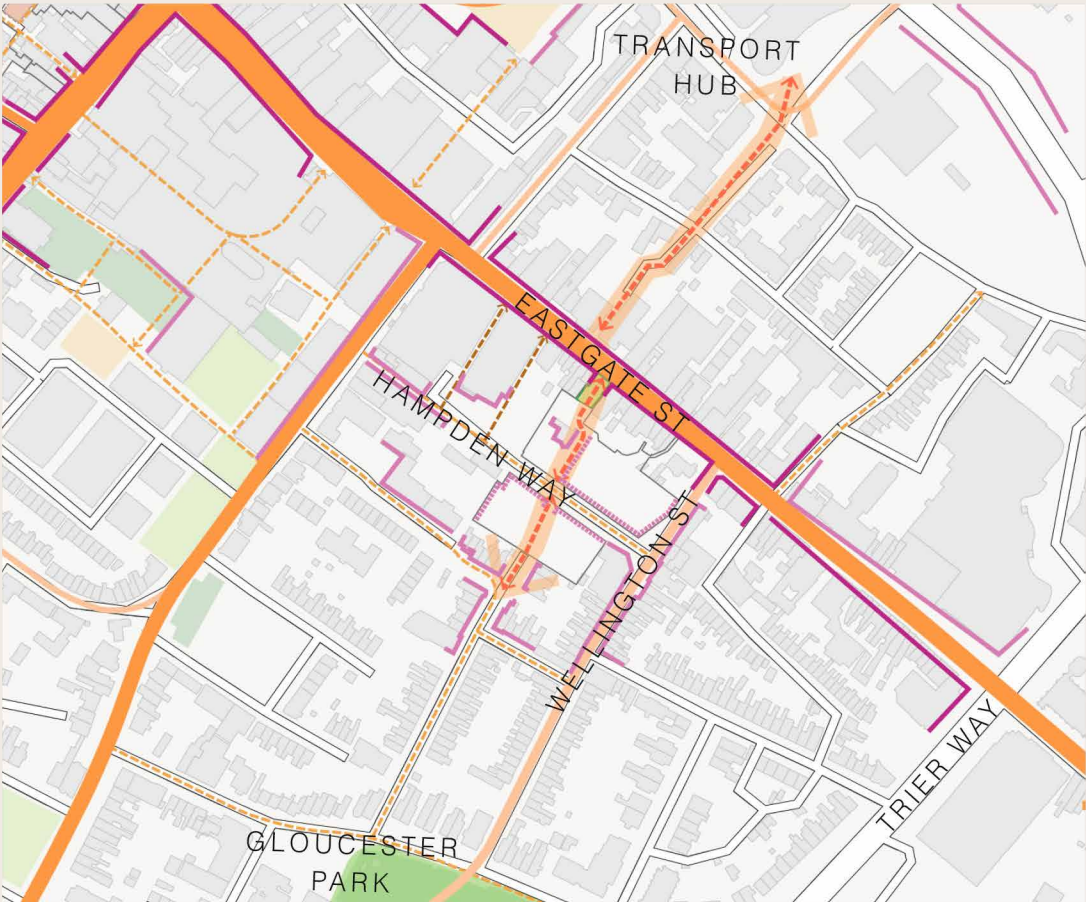


Fig 06.31 Lower Eastgate Street Key Move 03

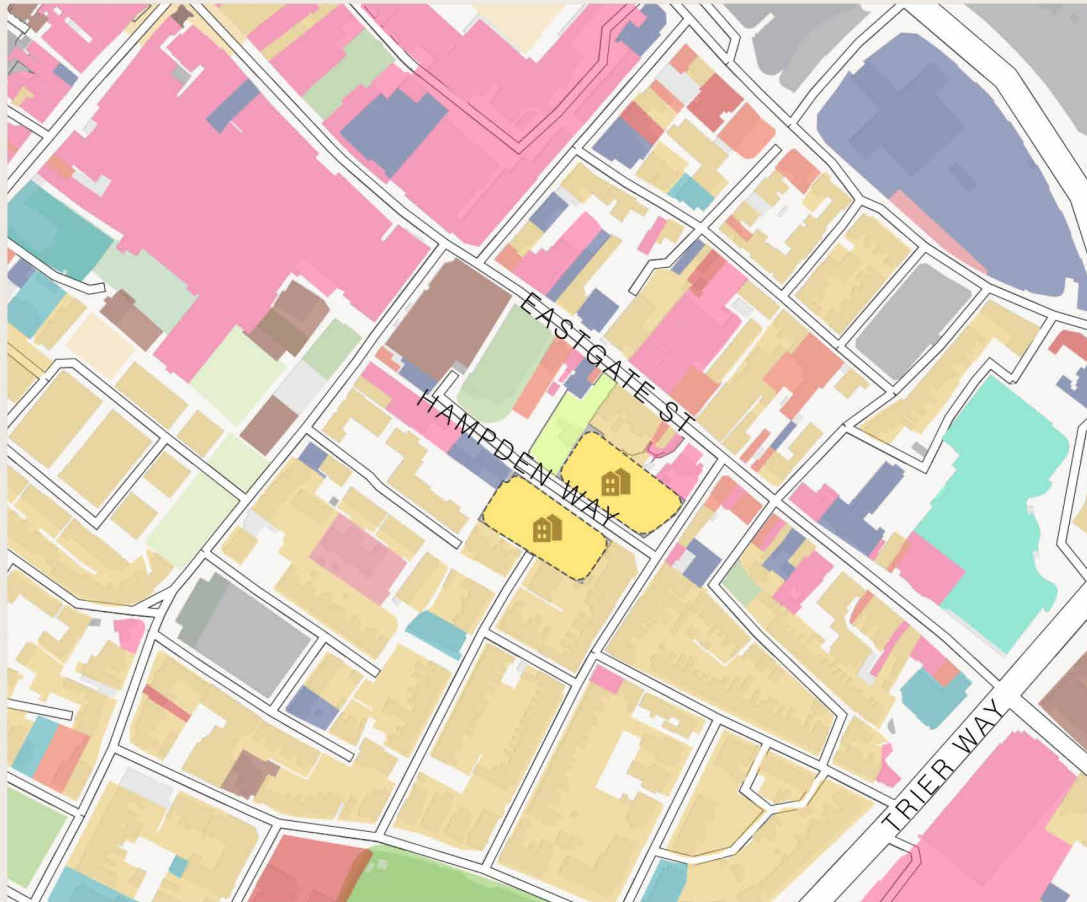


Fig 06.32 Lower Eastgate Street Key Move 04

1 Celebrate and enhance heritage by improving the character of the Eastgate and St Michael's Conservation Area, restoring historic shopfronts where appropriate, and ensuring development responds sensitively to the Grade II listed Gloucester City Mission building through high-quality design and public realm improvements.

2 Regenerate Eastgate Street by enhancing active frontages, restoring historic shopfronts, reducing shop vacancy and improving the public realm with greening and landscaping. Strengthen pedestrian crossings and connectivity to reinforce its role as a vibrant destination for businesses, visitors and the local community.

3 Improve connectivity and legibility by creating a new north–south pedestrian lane linking Cromwell Street to Eastgate Street and further north to the Gloucester Transport Hub and delivering continuous street frontages overlooking Hampden Way and Wellington Street to reinforce key routes to Gloucester Park.

4 Deliver new City Centre homes by redeveloping land occupied by surface car parks, including the council-owned site south of Hampden Way.

06.5.3

Lower Eastgate Street: Sustainability Opportunities

The following provides an overview of the Sustainability opportunities for Lower Eastgate Street.

KEY

Nature-based measures that strengthen habitat, ecological connectivity & multifunctional green and blue infrastructure.

Measures that reduce energy demand and operational carbon, and support low-carbon heat and renewable energy.

Measures that help Gloucester adapt to climate risks, including overheating, flooding and water management.

Cooling and shading

Noise reduction

Flood regulation

Recreation

Pollination

Aesthetic value

Water quality protection

Education

Carbon storage

Interaction with nature

Air quality regulation

Sense of place

Energy & Net Zero

— Fabric-first design to minimise energy demand.

— Roof-mounted solar PV (aim for ≥40% roof coverage, where suitable).

— Fossil fuel-free heating using air source heat pumps.

— MVHR or demand-controlled ventilation.

— LED lighting (target 50–100 lm/W) within communal areas.

Supports low-carbon city-centre housing through fabric-first design, efficient building services, fossil fuel-free heating and on-site renewable energy generation.

Climate Resilience

— Rain gardens integrated into residential streets and new public spaces to manage runoff close to source.

— Permeable paving within pedestrian routes

— Climate-resilient street trees to provide shade and improve summer comfort.

— Rainwater harvesting for landscape irrigation.

Creates cooler, greener residential streets and public spaces through sustainable drainage, increased shade and water-sensitive landscape design.

Biodiversity & Green-Blue Infrastructure

— Rain gardens integrated into residential streets and new public spaces to manage runoff close to source.

— Permeable paving within pedestrian routes

— Climate-resilient street trees to provide shade and improve summer comfort.

— Rainwater harvesting for landscape irrigation.

Strengthens the green connection towards Gloucester Park through street trees, habitat-rich planting and multifunctional green infrastructure.



Fig 06.33 Lower Eastgate Street Sustainability Toolkit Application



Fig 06.34 Overview of the ambition for the Opportunity Areas



07.1

List of References

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01 Introduction

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01.1 Purpose of the City Masterplan	Fig 01.2 Rowers on the Gloucester & Sharpness Canal alongside the active travel route connecting Quedgeley and the city centre.		Prior+Partners Ltd (2025) <i>Rowers on the Gloucester & Sharpness Canal alongside the active travel route connecting Quedgeley and the city centre.</i> [Online image].

02 Understanding Gloucester

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02.1 Strategic Position	Fig 02.2 Westgate Street, Gloucester City Centre		Prior+Partners Ltd (2025) <i>Westgate St, Gloucester City Centre.</i> [Online image].
02.2 Key Insights	Fig 02.3 Limited open space in City Centre		dudlajzov (n.d.) <i>Panorama view of Gloucester docks in England.</i> [Online image]. Available at: https://stock.adobe.com/uk/images/panorama-view-of-gloucester-docks-in-england/1956665955?prev_url=detail [Accessed 22 September 2026].
	Fig 02.4 Extensive space given to surface carparking		Woodville T (n.d.) <i>Residential apartment building in Gloucester quays with cars parked in front and a cloudy sky.</i> [Online image]. Available at: https://stock.adobe.com/uk/images/residential-apartment-building-in-gloucester-quays-with-cars-parked-in-front-and-a-cloudy-sky/766563865?prev_url=detail [Accessed 22 September 2026].

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02.2 Key Insights	Fig 02.5 Eastgate Street and Eastgate Shopping Centre		Prior+Partners Ltd (2026) <i>Eastgate St, Gloucester City Centre.</i> [Online image].
	Fig 02.6 Gloucester and Sharpness Canal		Prior+Partners Ltd (2025) <i>Gloucester and Sharpness Canal.</i> [Online image].
	Fig 02.7 Grade I Listed Gloucester Cathedral		Prior+Partners Ltd (2025) <i>Gloucester Cathedral</i> [Online image].
	Fig 02.8 King's Square, Gloucester		Prior+Partners Ltd (2025) <i>King's Square</i> [Online image].
02.3 Recent Regeneration Milestones	Fig 02.11 Gloucester Quays		Prior+Partners Ltd (2025) <i>Gloucester Quays</i> [Online image].
	Fig 02.12 University of Gloucestershire, City campus		Prior+Partners Ltd (2025) <i>University of Gloucestershire, City campus</i> [Online image].
	Fig 02.13 The Forum, on arrival at Gloucester station		Prior+Partners Ltd (2025) <i>The Forum</i> [Online image].
	Fig 02.14 Greyfriars Quarter		Prior+Partners Ltd (2025) <i>Greyfriars Quarter</i> [Online image].
02.5 Benchmarking Gloucester	Fig 02.16 Aerial view of GCHQ, Cheltenham		Thompson, J (n.d.) Aerial view of Cheltenham, England. [Online image]. Available at: https://stock.adobe.com/uk/images/aerial-view-of-cheltenham-england/1344495844?prev_url=detail [Accessed 22 September 2026].
	Fig 02.17 Aerial view of Exeter		Fedorenko, A (n.d.) <i>Aerial view of Exeter in summer day.</i> [Online image]. Available at: https://stock.adobe.com/uk/images/aerial-view-of-exeter-in-summer-day/397234538?prev_url=detail [Accessed 22 September 2026].
	Fig 02.18 Aerial view of Norwich		Wells, J (n.d.) Riverside Walk in Norwich aerial view. [Online image]. Available at: https://stock.adobe.com/uk/search?k=norwich&search_type=usertyped&asset_id=1655245089&filters%5Bgentech%5D=exclude [Accessed 22 September 2026].

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03
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SECTION	FIGURE NUMBER	NO.	SOURCE
07 Appendix	Fig 03.2 Herbert Warehouse, Gloucester Docks		Nadya (n.d.) <i>Gloucester Docks</i> . [Online image]. Available at: https://stock.adobe.com/uk/images/gloucester-docks/740085377?prev_url=detail [Accessed 22 September 2026].
03.3 Leaders & Deputies Group	Fig 03.3 Images of completed worksheets from Key Stakeholder Session 1 (6 May 2026)		Prior+Partners Ltd (2026) <i>Images of Leaders and Deputies Group feedback</i> [Online image].
03.4 Business Group	Fig 03.4 Images of completed worksheets from Key Stakeholder Session 2 (11 June 2026)		Prior+Partners Ltd (2026) <i>Images of Key Stakeholder Session 2 feedback</i> [Online image].
03.5 Community Pop-up	Fig 03.5 Community Pop-Up Event at St. Michael’s Tower, The Cross.		Prior+Partners Ltd (2026) <i>Image of entrance to Community Pop-Up, 19 September 2026</i> [Online image].
	Fig 03.6 Images of Community Pop-Up Event (19th September 2025).		Prior+Partners Ltd (2026) <i>Images of Community Pop-Up Event Feedback</i> [Online image].

04
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04.2 The Emerging Place Ambition	Fig 04.1 Gloucester Docks – a historic waterfront shaped by heritage warehouses, canal activity and an evolving mixed-use city centre		Prior+Partners Ltd (2026) <i>Gloucester Docks</i> [Online image].

05
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05.2 Strengthening the Green and Blue Network	Fig 05.3 Examples of city-wide green and blue network typologies	1	Blacker, J (2014) <i>Velodrome seen across River Lea in Queen Elizabeth Olympic Park, London</i> . [Online image].Available at: https://www.alamy.com/velodrome-seen-across-river-lea-in-queen-elizabeth-olympic-park-london-image68454504.html . [Accessed 22 September 2026].
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05.2 Strengthening the Green and Blue Network	Fig 05.3 Examples of city-wide green and blue network typologies	5	Waugh, M (2023) <i>Railway Ecological Corridor - Mayfield, Manchester</i> . [Online image]. Available at: https://www.alamy.com/mayfield-park-in-gtr-manchester-image559932699.html . [Accessed 22 September 2026].
		6	Homes England (n.d.) <i>Building-scale interventions for climate resilience, Kidbrooke Village</i> . [Online image]. Available at: Homes England Image Bank [Accessed 22 September 2026].
05.3 Planning for Sustainable Growth	Fig 05.5 Gloucester City Centre	1	dudlajzov (n.d.) <i>Panorama view of Gloucester docks in England</i> . [Online image]. Available at: https://stock.adobe.com/uk/images/panorama-view-of-gloucester-docks-in-england/1956665043l [Accessed 22 September 2026].
		2	Prior+Partners Ltd (2026) <i>King's Square</i> [Online image].
	Fig 05.6 Examples of railway and canalside regeneration	1	Imageplotter (2023) <i>Hawley Wharf</i> . [Online image]. Available at: https://www.alamy.com/camden-market-hawley-wharf-and-people-sitting-by-regents-canal-camden-town-london-england-image561941427.html . [Accessed 22 September 2026].
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	Fig 05.7 Precedents of sustainable development in suburban extensions	1	Prior+Partners Ltd (2025) <i>Suburban Extension - Eddington</i> [Online image].
		2	Prior+Partners Ltd (2025) <i>Suburban Extension - Great Kneighton</i> [Online image].
	Fig 05.8 Existing retail centre, Quedgeley		Dorey, S (n.d.) <i>Image of existing retail centre in Quedgeley</i> . [Online image]. Available at: https://www.alamy.com/shopping-centre-at-quedgeley-gloucestershire-image6089657.html . [Accessed 22 September 2026].

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05.3 Planning for Sustainable Growth	Fig 05.9 Eddington Square in Eddington new local centre, Cambridge		Prior+Partners Ltd (2025) <i>Eddington Local Centre</i> [Online image].
05.4 Regeneration of the City Centre	Fig 05.10 Gloucester City Centre	1	Prior+Partners Ltd (2026) <i>Westgate Street</i> [Online image].
		2	Prior+Partners Ltd (2026) <i>King's Square, looking towards University City Campus</i> [Online image].
05.6 City Centre Spatial Framework	Fig 05.12 Westgate Street		Prior+Partners Ltd (2026) <i>Westgate Street with Church tower visible</i> [Online image].
05.7 A Vibrant and Diverse City Centre	Fig 05.14 Example of a vibrant mixed-use development in city centres		Ferrari, N (2017) <i>View of Wapping Wharf, Bristol, UK with people enjoying the local cafes, shops and restaurants</i> . [Online image]. Available at: https://www.alamy.com/stock-photo-view-of-wapping-wharf-bristol-uk-with-people-enjoying-the-local-cafes-148029476.html . [Accessed 22 September 2026].
	Fig 05.16 Example of culture and activation in City Centres		Buettner, R (2017) <i>Bath, Southgate area near train station, UK</i> . [Online image]. Available at: https://www.alamy.com/bath-southgate-area-near-train-station-uk-image363854876.html . [Accessed 22 September 2026].
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	Fig 05.20 Examples of green and blue network early interventions for the City Centre	1	Greengage Environmental (2026) <i>Existing image of Gloucester City Winget Cricket Club lawn</i> . [Online image].
		2	Greengage Environmental (2026) <i>Visualisation of proposed landscape intervention to Gloucester City Winget Cricket Club lawn</i> . [Online image].

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		4	Greengage Environmental (2026) <i>Visualisation of proposed landscape intervention to Gloucester Docks</i> . [Online image].
		5	Greengage Environmental (2026) <i>Existing image of the Oxbode</i> . [Online image].
		6	Greengage Environmental (2026) <i>Visualisation of proposed landscape intervention to the Oxbode</i> . [Online image].
	Fig 05.21 Examples of green and blue network early interventions for the City Centre	1	Greengage Environmental (2026) <i>Existing image of the Gloucester Cathedral Grounds</i> . [Online image].
		2	Greengage Environmental (2026) <i>Visualisation of proposed landscape intervention to the Gloucester Cathedral Grounds</i> . [Online image].
		3	Greengage Environmental (2026) <i>Existing image of Orchard Square</i> . [Online image].
		4	Greengage Environmental (2026) <i>Visualisation of proposed landscape intervention to Orchard Square</i> . [Online image].
		5	Greengage Environmental (2026) <i>Existing image of the Gloucester Cathedral Roof</i> . [Online image].
		6	Greengage Environmental (2026) <i>Visualisation of proposed building intervention to Gloucester Cathedral Roof</i> . [Online image].
	Fig 05.22 Examples of green and blue network typologies that can be applied to the City Centre	1	Phillips, M (2023) <i>Green Street - Strand, Aldwych</i> . [Online image]. Available at: https://www.alamy.com/pedestrianised-area-of-the-strand-part-of-the-northbank-business-improvement-district-london-uk-image554684356.html . [Accessed 22 September 2026].
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	Fig 05.28 Example of public transport infrastructure		John Peter Photography (2017) <i>Bus shelters at Barclays Bank in Crichton Street in Dundee Tayside Scotland UK</i> . [Online image]. Available at: https://www.alamy.com/stock-photo-bus-shelters-at-barclays-bank-in-crichton-street-in-dundee-tayside-145873275.html .
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06
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		5	Airbus (2026) <i>4-6 Southgate Street, Gloucester</i> . [Online image]. Google Maps. [Accessed 22 September 2026].
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		7	Prior+Partners Ltd (2026) <i>Longsmith St Carpark</i> . [Online image].
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		4	Prior+Partners Ltd (2026) <i>Constitution House</i> . [Online image].

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		7	Prior+Partners Ltd (2026) <i>Eastgate Shopping Centre (Southgate St)</i> [Online image].
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		3	Prior+Partners Ltd (2026) <i>Kings Square</i> [Online image].
		4	Prior+Partners Ltd (2026) <i>Back of Site G - New Inn Lane</i> [Online image].
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		6	Prior+Partners Ltd (2026) <i>Gloucester Post office Kings Square</i> . [Online image].
		7	Prior+Partners Ltd (2026) <i>Art Deco Oxbode Frontage</i> . [Online image].
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		2	Prior+Partners Ltd (2026) <i>Hampden Way Carpark</i> . [Online image].
		3	Prior+Partners Ltd (2026) <i>The Old School Car Park</i> . [Online image]
		4	Prior+Partners Ltd (2026) <i>Lower Eastgate Street</i> . [Online image].



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