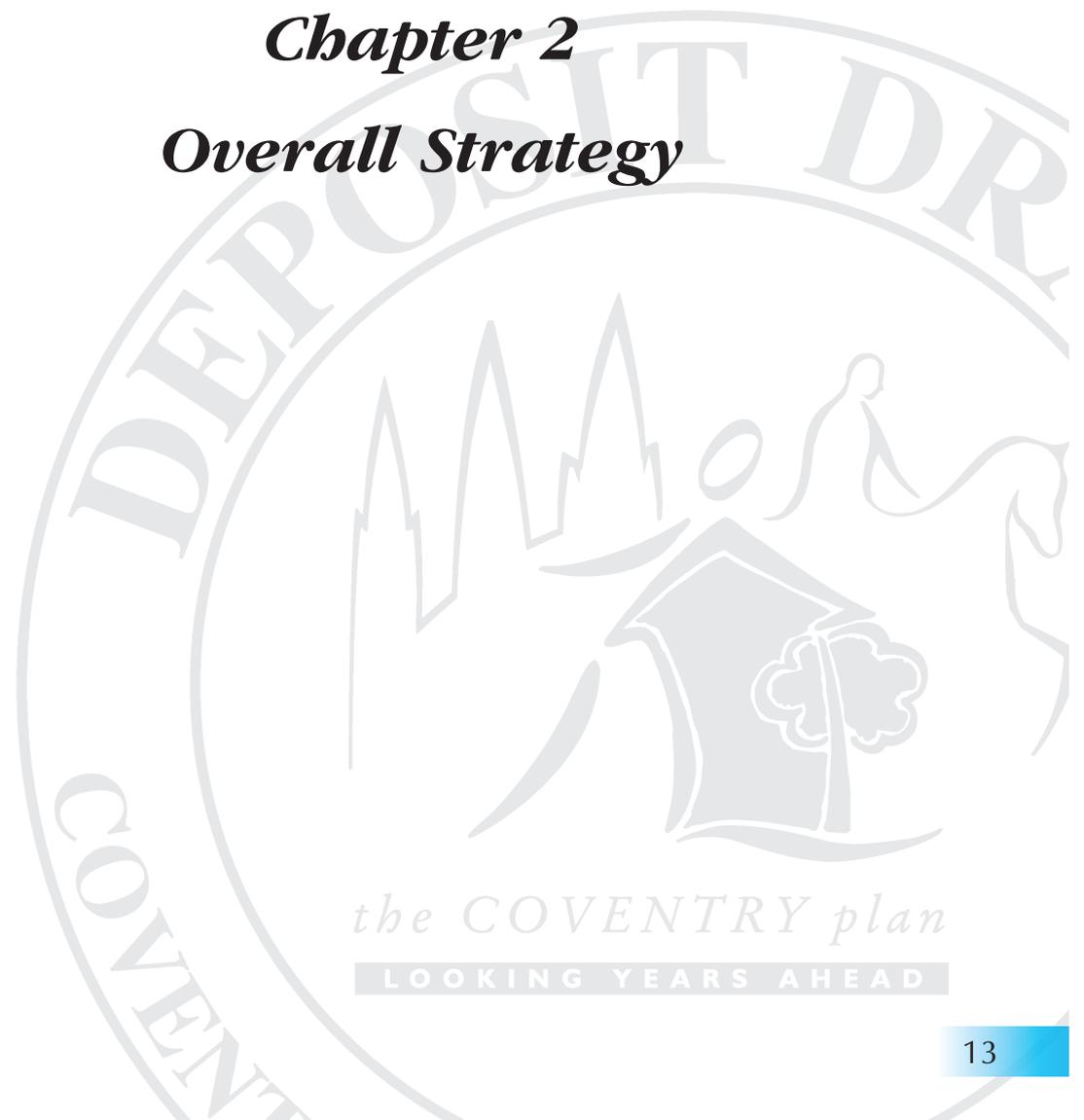




## *Chapter 2*

### *Overall Strategy*





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## INTRODUCTION AND POLICY AIMS

### Vision

- 2.1 The development of a prosperous, attractive and vibrant City providing for the needs of all individuals and communities in a civilised and sustainable manner.

This is the Vision for Coventry contained within the Plan.

### Strategic Objectives and Outcomes

#### OS 1: THE OBJECTIVES AND OUTCOMES OF THE PLAN

The objectives of Economic Regeneration, Social Equity and Environmental Quality in Coventry will be promoted in order to create a regenerated, sustainable and high quality City. These will be achieved by the Coventry Development Plan through:

- the promotion and encouragement of desirable change; and
- the control of development.

(Part 1 Policy)

- 2.2 In the light of this Vision, the three strategic objectives from the 1993 Plan have been reformulated:

- Economic Regeneration: to strengthen, diversity and consolidate the economic base of the City to maximise the benefits for its people and, above all, to create and sustain jobs.
- Social Equity: to improve access for all of the City's people and communities to high quality services and facilities within the City.
- Environmental Quality: to achieve and maintain a high quality environment throughout the City to sustain it as an attractive place in which to live, work, play, invest and visit.

- 2.3 The three strategic objectives should not be seen as mutually exclusive. In any given development the three relate to each other in different ways. The Plan is concerned with guiding development in the City in ways which will give tangible improvements

by using planning powers to influence how development takes place. The result will be a City which is different during and at the end of the Plan period from the way it is now, leading to three strategic outcomes:

- A Regenerated City: promoting social, economic and environmental regeneration with particular regard to the more deprived parts of the City;
- A Sustainable City: moving progressively towards a City that can meet today's needs without prejudicing the ability of future generations to meet their needs; and
- A High Quality City: achieving a high quality appearance and functioning of the City by promoting proposals, setting standards, providing guidance and encouraging innovative design.

Each chapter of the Plan contributes to the achievements of these outcomes through policies and proposals which use a mix of promotion, encouragement and control best suited to each development proposal.

## THE REGENERATED CITY

- 2.4 Paragraph 1.14 and the accompanying table in the Introduction Chapter showed that Coventry's population level has entered a period of broad stability having passed through a period of sharp decline. The Plan's assumption that this will continue in the period up to 2011 is critically related to the success of the City Council's commitment to regeneration of the more deprived areas of the City. Buoyant inner-city population levels and a significant increase in the City Centre population depend upon access to jobs. These, in turn, relate to education and training, accessibility by a choice of means of transport and a safe and attractive physical environment. It is recognised that the complex series of challenges involving urban regeneration range far beyond the ability of town planning powers alone to meet.

- 2.5 The theme of regeneration within the Coventry Development Plan, therefore, is designed as a support for the wider work of the City Council and other agencies in the promotion of initiatives for change. These range from multi-million pound strategic regeneration projects to locally based initiatives and are all designed to restore the economic, social and environmental well-being of the most deprived areas of the City.

The Plan provides a statutory context for the land use aspects of these regeneration projects, since conflicts will inevitably arise from time to time between economic, social and environmental impacts of regeneration schemes.

### ***The North-South Regeneration Corridor***

2.6 The concept of the North-South Regeneration Corridor flows from the Warwickshire Transport Corridors Study, carried out by the City Council, Warwickshire CC and Solihull MBC in response to a request in RPG 11. The Study identified a number of railway based corridors through the area, Corridor 6 running from Atherstone to Leamington through the City.

2.7 This North-South Regeneration Corridor is the current focus of transport infrastructure investment at the time of Plan preparation and is likely to remain so within the City during the earlier years of the Plan period. It features:

- Nuneaton/Coventry/Leamington railway line (see Policy AM 7);
- the first Bus Showcase route (B4113, Foleshill/Longford Road), recently completed;
- North-South Road Phases 1 and 2 (A444, Phoenix Way), recently completed;
- North-South Road Phase 3 (Binley Road to Whitley) (see Policy AM 16-1) ; linking to
- the Stivichall/Cheylesmore By-Pass (A444);
- Coventry Canal Corridor (see Policy BE 5);
- existing southern & proposed northern Park & Ride sites (see Policy AM 5); and
- promotion of rail freight at Keresley (see Policy AM 22)

2.8 Within the North-South Regeneration Corridor, the main area of physical change during the Plan period is intended to be the North of Coventry Regeneration Zone. During the preparation of the Review of the 1993 Plan it became clear that the two Strategic Regeneration Sites (see Policy OS 2) within the Zone, at the Foleshill Gasworks and at the former Coventry Colliery and adjacent Homefire Plant at Keresley, required careful integration.

This was particularly important because the site at Keresley straddled the City boundary and therefore is also a matter for the parallel Reviews of the Development Plans for Warwickshire and Nuneaton and Bedworth.

2.9 The three local authorities jointly commissioned the consultants DTZ Peda to review policy approaches to the Regeneration Zone to provide them with a co-ordinated approach to their redevelopment, by providing them with the implications of alternative redevelopment packages for both sites. DTZ's work has formed the basis of the three Plans' development proposals for the Gasworks and Keresley sites.

### ***Strategic Regeneration Sites***

2.10 Within this North-South Regeneration Corridor, the City Council proposes a fresh approach to three "Strategic Regeneration Sites". Successful redevelopment of these sites is considered to be crucial to generation of the new jobs and environmental improvement needed by Coventry as a whole and these local areas in particular.

#### **OS 2: STRATEGIC REGENERATION SITES**

**Strategic Regeneration Sites are shown on the Proposals Map at:**

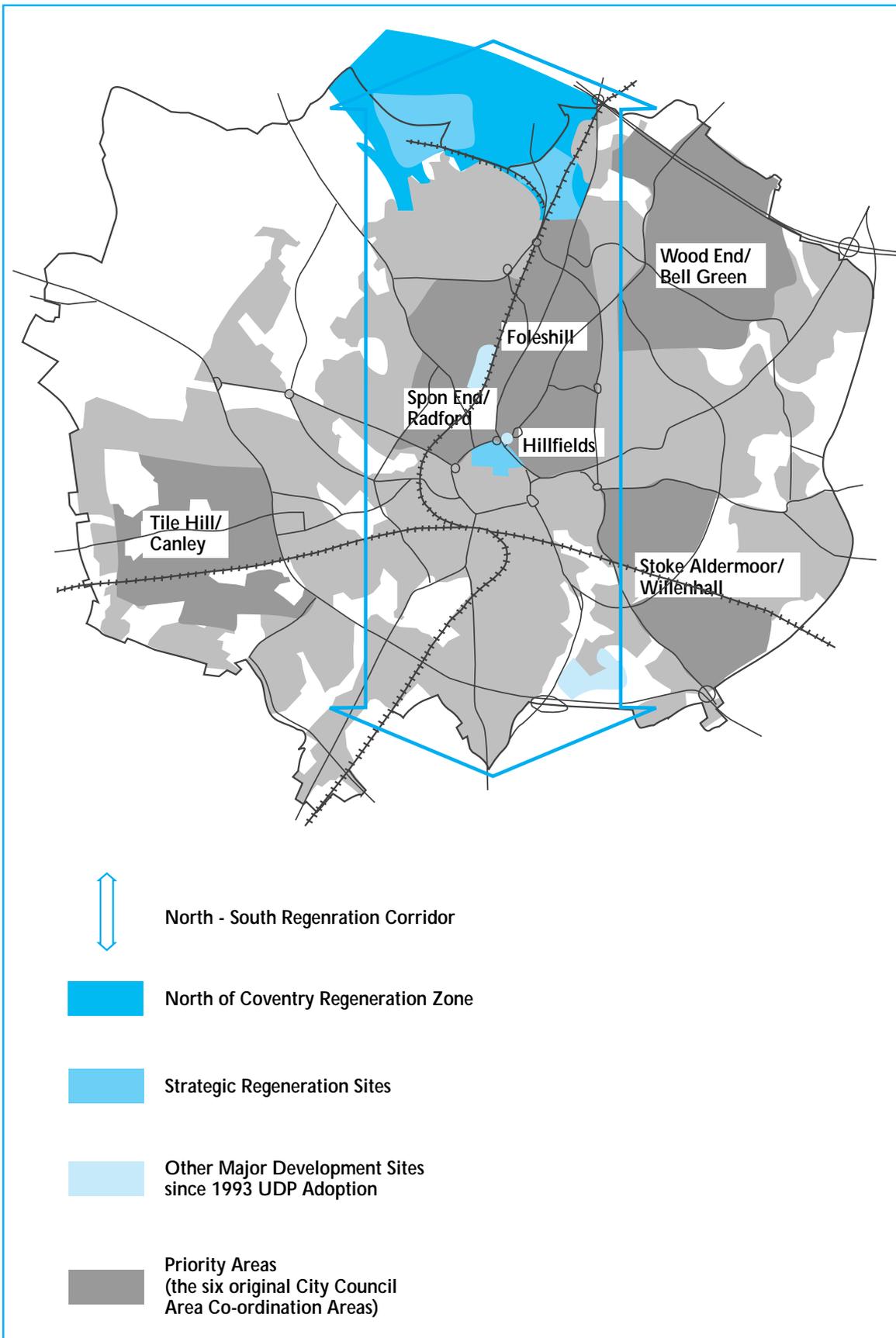
- 1 Foleshill Gasworks;**
- 2 Keresley; and**
- 3 Phoenix Initiative (Millennium Project).**

**A mixed use approach will be taken to these sites in order to achieve the best development for the City within a reasonable timescale.**

(Part 1 Policy)

2.11 For the Foleshill Gasworks site, a possible mixed use approach to include a Major District Centre (see Policies S 1, S 2, SCL 1, and SCL 2) and:

- a major Arena for sporting and other events including conferences and trade fairs;
- associated leisure development.



2.12 For the Keresley site, the mixed use approach includes:

- major industrial development (see Policy E 7);
- limited rail access based warehousing (see Policy AM 22); and
- some new housing (see Policy H 7-18).

2.13 For the Phoenix Initiative (Millennium Project), the mixed use approach includes:

- public spaces;
- retail with residential or office space above; and
- hotel extension.

This approach is dealt with in more detail in Policies CC 36 to 40.

2.14 In addition to the three Strategic Regeneration Sites, there are three other large development or redevelopment sites that have emerged since the 1993 Plan, all lying within the North-South Regeneration Corridor.

- redevelopment of the Coventry & Warwickshire Hospital (see Policy SCL 11);
- a business park on land adjoining the Jaguar Plant at Whitley (see Policy E 7-17); and
- an “urban village” at the former Jaguar Plant in Radford (see Policy H 7-1).

### ***City Centre Regeneration***

2.15 The Coventry Community Plan sets out a strategy for City Centre regeneration, dealt with in more detail in paragraph 10.23. The broad objectives are to:

- make the City Centre accessible to everyone;
- provide facilities that meet people’s needs; and
- create the right environment.

This is developed overall as the City Centre Strategy (see Policy CC 1) and amongst other new policy areas is the Phoenix Initiative (Millennium Project) (see Policies OS 2 and CC 37 to CC 40).

### ***Local Area Regeneration***

#### **OS 3: LOCAL AREA REGENERATION**

**Local Area Regeneration initiatives will be promoted and encouraged in order to:**

- **help improve local economic conditions;**
- **create jobs for local people;**
- **encourage the redevelopment of brownfield sites;**
- **remove dereliction and contamination;**
- **improve and protect the natural and built environment; and**
- **reverse the adverse impact of traffic on the environment.**

**Local people will be involved in their identification, design and implementation, through the preparation and adoption of Supplementary Planning Guidance where appropriate.**

(Part 1 Policy)

2.16 The 1993 Plan identified a “Priority Area” based on the area defined for the Urban Programme which covered about a quarter of the City. The Urban Programme has long since been wound up and the City Council’s replacement expression of geographical priority is the six areas initially targeted in its Area Co-ordination initiative. These following six Priority Areas were identified in the light of the 1991 Census data highlighting relatively high economic, social and environmental disadvantage in Coventry:

- Foleshill;
- Hillfields;
- Spon End/Radford;
- Stoke Aldermoor/Willenhall;
- Tile Hill/Canley; and
- Wood End/Bell Green.

The extension of Area Co-ordination to the whole of the City still retains the concept of “Priority Neighbourhoods”. For the purposes of the Plan, the above six areas form the “Priority Areas”.

2.17 Tackling decay and dereliction, re-using land and buildings and taking opportunities for inward investment are all important actions. Specific sites within the Priority Areas cause problems but provide opportunities for local area regeneration. During the Plan period a continually evolving pattern of issues together with a continually evolving pattern of shorter term government/private sector-funded initiatives can be anticipated. Such issues will be identified and responded to through a range of initiatives, statutory and non-statutory, but not all necessarily using planning powers. Supplementary Planning Guidance will be used as part of area regeneration initiatives, and prepared in partnership with the local communities involved, when town planning issues appear to play a substantial role in working up a project.

2.18 The defined Centres in these areas provide a focus for local facilities and activities but often experience problems of congestion, outworn infrastructure and a lack of investment. Action is therefore often needed to retain the viability and vitality of such Centres. Policies for regenerating these Centres are set out principally in the Shopping Chapter. For regeneration to be a complete success there is a clear need to go beyond the enhancement of the shopping facilities and also provide a focus for the development of social, community and leisure facilities. All of these should take advantage of the Centres' good accessibility by a choice of means of transport.

2.20 The Agenda 21 agreement was signed at the Earth Summit based on a programme of local action throughout the world to work towards sustainability. Local authorities have a crucial role to play because of their range of functions and their ability to influence others and all local authorities in the UK have been asked to produce a Local Agenda 21 Programme. Coventry has done this and the Agenda 21 Team has played a significant role in the evolution of this Plan from its predecessor, the 1993 Plan.

**OS 4: CREATING A MORE SUSTAINABLE CITY**

**The developing concepts and techniques of sustainability will be applied through policies in this Plan to:**

- ensure the efficient use and re-use of land;
- encourage rational modes and patterns of travel; and
- promote the good stewardship of the physical environment.

**Sustainability Assessments may be required in respect of large-scale or high impact development proposals in order to establish the best practicable mix of land uses and design of developments and relationship to the built and natural environment.**

(Part 1 Policy)

2.21 Environmental, social and economic sustainability are interdependent. The efficient use of land requires the correct balance between satisfying today's needs and tomorrow's inheritance. The contribution that town planning can make to sustainability is in the promotion and control of types and patterns of development of land, to create a more sustainable City. The potential of the Plan to do this has been enhanced by the carrying out of a Sustainability Appraisal during its preparation. This document is published alongside the Plan and demonstrates that the recommendations of PPG 12 "Development Plans and Regional Planning Guidance" 1992 in seeking to ensure policies are formulated to recognise their sustainability implications. The Appraisal was designed to help understand the totality of the environmental, social and economic implications of the policies and proposals. The sustainability of individual planned developments will also arise and will need to be considered carefully. In the case of major developments, the submission of a sustainability assessment may be required.

**THE SUSTAINABLE CITY**

2.19 The Rio Earth Summit of 1992 marked the commitment from national governments to promote sustainability with the historic objective "to ensure that development meets the needs of the present without compromising the ability of future generations to meet their own needs". However, it has subsequently become widely recognised that this objective needs to take account of social and economic considerations as well as environmental ones. The government's strategy is based on four broad objectives:

- social progress which recognises everyone's needs;
- effective protection of the environment;
- prudent use of natural resources; and
- maintenance of high and stable levels of economic growth and employment.

***Efficient Use and Re-use of Land***

2.22 The Plan promotes the efficient use of land in a variety of ways. The recycling of brownfield land is a major contribution to sustainable development which helps to regenerate and diversify existing urban areas, while also minimising the need to use greenfield land. The Plan seeks to ensure that this will take place by taking prudent account of likely future levels of brownfield land release within the City in making future housing and employment land provision. Ensuring that land does not lie idle and derelict for long periods of time is also crucial in ensuring the efficient use of land and the Plan places strong emphasis on urban regeneration schemes, working with English Partnerships and private developers, to achieve its objectives.

***Rational Modes and Patterns of Travel***

2.23 The location and juxtaposition of specific land uses, such as different scales of shopping facilities in relation to where people live, can help to ensure that people's needs are met in a sustainable manner, minimising the need to make unnecessary or longer than necessary trips. This is also the case in relation to social, community and leisure facilities which, depending upon the scale and distribution of population served, need to be carefully located so as to minimise the need for and distance people travel.

2.24 The promotion of much better public transport, cycling and walking facilities is a major theme within the Plan, both City-wide in the form of networks and in terms of specific facilities to be provided within developments. While the private car will continue to play an important role in people's mobility it is crucial that the car is used sensibly and with proper regard to its environmental consequences. Many journeys within the urban area are best made by these other means and yet the facilities are not always available or of the highest quality. It is for this reason that the Plan promotes the provision of these facilities.

***Stewardship of the Physical Environment***

2.25 Development plans have traditionally protected both the built and green environment, and the Plan also does that. However, it also takes matters further for the first time in Coventry. In addition to giving protection to listed buildings and conservation areas, it also recognises the importance to people of other distinctive areas within the City. It promotes much higher standards of design in the built environment. Within the green environment there is strong recognition and protection of locally important landscapes and biodiversity. Coventry Nature Conservation Sites are designated for the first time and given protection, and the creation of community pocket parks, nature reserves and community woodlands is promoted.

2.26 The achievement of the principles and provision for waste reduction, re-use and recycling of materials, together with the safe disposal of waste, are facilitated within the Plan. These functional aspects are important in helping to create a more sustainable City.

***Energy Conservation*****OS 5: ENERGY**

**The conservation and efficient use of energy in the siting, landscaping, design, use of materials, layout and orientation of buildings will be encouraged through the provision of advice and in pre-application negotiations.**

**Proposals may be refused where reasonable provision has not been made for energy conservation.**

(Part 1 Policy)

2.27 PPG 22 "Renewable Energy" 1993 expects local authorities to consider the contribution the area can make to reduce the consumption of energy on a local, regional and national basis.

2.28 Buildings are major energy consumers and are thus responsible for a large proportion of the UK's emissions of "greenhouse gases". While Building Regulations deal with detailed specifications on energy conservation measures, the local planning authority will seek, through negotiation, the consideration of the conservation and efficient use of energy. The amount of energy consumption required by a particular proposal can be reduced through thoughtful detailed design. The design of such features should not, however, detract from the achievement of a good quality of design in keeping with its surroundings. Policies which promote a choice of means of transport will also be important and these are referred to in the Access and Movement Chapter.

### **Pollution Control**

2.29 PPG 23 "Planning and Pollution Control" 1994 sets the national framework for taking into account the possibility of the release of polluting substances into the air, water, or land, or any combination of them, as part of the national commitment to sustainable development. The Environment Agency was created in order to promote the integrated control of pollution at national level. PPG 24 "Planning and Noise" 1994 gives guidance on the use of planning powers to minimise the adverse impacts of noise for both noise-sensitive developments and for those activities which will generate noise.

2.30 The aim of policies dealing with potentially polluting uses is to protect people from risks to their health and safety and damage to their amenity and to safeguard the natural environment. Policies need to ensure that uses with the potential to cause pollution are properly sited and controlled and that uses that may be affected by pollution are either kept away from its sources or protected by other means.

### **OS 6 : POLLUTION PROTECTION STRATEGY**

**Proposals which could result in pollution of water, air or ground or pollution through noise, dust, vibration, smell, light, heat or radiation will only be permitted if:**

- the health, safety and amenity of the users of the land and neighbouring land; and
- the quality and enjoyment of the environment;

**are assured.**

**Proposals for uses which are sensitive to pollution will not be permitted close to existing or proposed potentially polluting uses or in their areas of influence.**

(Part 1 Policy)

2.31 Pollution may be caused by the release of substances into the air, ground or water or by excessive noise, smell, dust, vibration, light or heat. Planning policy is concerned with the land use aspects of pollution, and should avoid the unnecessary duplication of other statutory regimes for the control of pollution. There are some uses which require licences under pollution control legislation such as waste transfer stations. Other forms of pollution like noise or odours can be controlled through legal agreements and planning conditions. Environmental Assessments may be required in order to achieve a basis for a clear understanding of pollution potential and the appropriate way forward in dealing with associated risks.

2.32 Pollution sensitive developments such as housing, school, hospitals and some high technology industries should not be located where they may be detrimentally affected by existing or proposed polluting uses. In the case of potentially polluting development, permission will only be granted when it can be shown that there would be no material impact on the health, safety or amenity of existing and future occupiers that cannot be managed successfully by legal agreements or planning conditions.

## THE HIGH QUALITY CITY

### Function and Design

2.33 The Plan ensures that major improvements to how the City functions will take place. These include more housing opportunities, new employment opportunities, better transport infrastructure, a new Major District Centre, greater protection of important nature conservation sites and major improvements in the City Centre. However, the Plan seeks to achieve, in addition to development that creates an efficient City, development which lifts the human spirit and which meets the whole community's needs and aspirations. This will mean ensuring high quality development design by setting standards, providing guidance and promoting innovative design. The design of development can also discourage crime and help reassure people.

#### OS 7: ACHIEVING A HIGH QUALITY CITY

**A higher quality of life and living environment will be promoted and encouraged. Measures will include:**

- **design and protection of urban and rural Green Spaces for their recreational, amenity and natural history value (See Policy GE 1);**
- **design in the built environment generally (Policy BE 2)**
- **personal security through good design of both public and private spaces (Policy BE 2)**
- **creation of high quality urban public spaces (Policy BE 2)**
- **introduction of public art into developments (Policy BE 18);**
- **diversity and vitality through compatible mixtures of land uses (See Policy OS 9)**
- **equality of opportunity for all (Policy OS 10)**
- **access to buildings for disabled people (Policy OS 11)**

(Part 1 Policy)

2.34 In part, this process is about understanding the particular visual and other characteristics of different parts of the City. What is best about them needs to be protected and reflected in new developments, redevelopments and the continuous process of adaptation of

older buildings and the spaces between them. Particular attention will continue to be given to the entrances to and main routes through and around the City by which its principal visual image is formed for the resident and visitor alike. To assist in reviewing policy in this area, the City Council commissioned a City wide Urban Design Study, referred to in paragraph 7.8 of the Built Environment Chapter.

2

### Change of Land Use

#### OS 8: CHANGE OF LAND USE

**Except where specific proposals are shown on the Proposals Map, the general policies of the Plan will apply and developments should be compatible with nearby uses.**

(Part 1 Policy)

2.35 The Plan is not a land allocation plan for all parts of the City. Old style development plans did this, producing a degree of certainty for householders and potential developers but lacking flexibility to handle change. The City Council values a consistent long term policy approach while retaining sufficient adaptability to deal with unforeseen aspects of developments or the emergence of fresh priorities. The Plan is therefore intended to offer both certainty in areas where this is important and flexibility where this is appropriate. To provide certainty, for instance for purchasers of residential properties, it is necessary to ensure that within areas where a particular land use predominates, other land uses which are not compatible with and will cause harm to amenity will not normally be permitted.

### Mixed Use

#### OS 9: MIXED LAND USE

**In order to encourage diversity and vitality within the City, and minimise the need to travel, a mix of uses will be encouraged on appropriate sites provided that the amenities and functional needs of existing and nearby uses will be protected.**

(Part 1 Policy)

2.36 The carefully considered introduction of mixed use development can add importantly to the vitality and diversity of parts of the City and to the reduction of the need to travel. This can be done by integrating home, workplace and leisure functions, especially in the City Centre and also in other key locations. Developments must be purposely designed or comprehensively adapted from the outset to take account of the complexities of delivering successful multiple land use. The mixed uses must not cause problems for each other or for any surrounding developments.

**Equal Opportunity**

**OS 10: EQUAL OPPORTUNITY**

**In all development proposals the specific needs of disadvantaged people will be considered in order to maximise equality of opportunity. Every practical effort will be made to ensure that these needs are taken into account sensitively in order to achieve social equity.**

(Part 1 Policy)

2.37 Equality of access to housing, employment, shopping, social, community and leisure facilities is important to people’s well-being and most people take this for granted. If progress in achieving social equity is to be achieved, it is vital that the needs and problems of deprived groups in the community are explicitly acknowledged in the policies of the Plan. These needs vary considerably within and between such groups of people like ethnic minorities, the elderly, disabled people and women. As a result, these varied needs require to be carefully assessed and sensitively taken into account.

**Access to Buildings by Disabled People**

**OS 11: ACCESS TO BUILDINGS BY DISABLED PEOPLE**

**Proposals for the creation, enlargement or alteration of premises used by the public, and of workplaces, must include adequate provision for access by disabled people wherever practical.**

**Detailed guidance will be set out in Supplementary Planning Guidance.**

(Part 1 Policy)

2.38 When a new building is proposed or when planning permission is required for an alteration or a change of use involving material alterations, consideration of the needs of people with physical and/or mental impairment should be addressed at an early stage in the design process. Flexible and imaginative solutions will be encouraged depending on the circumstances of each case. The proposals need to provide a suitable means of access into and through buildings, including access to upper floor levels, and facilities to meet the needs of people with disabilities, whether clients or employees. Extensions to Part M of Schedule 1 of the Building Regulations are expected to come into operation before the adoption of this Plan, dealing with access to private dwelling houses.

**RELATING THE OVERALL STRATEGY TO THE PLAN AS A WHOLE**

2.39 The strategic shape of the Plan is represented by the policies in this Chapter, taken together with the strategic (“Part 1”) policies distributed through the remainder of the Plan as follows:

- Chapter 3 Housing
  - H1: People and their Housing Needs
  - H2: Balancing New and Existing Housing
  - H3: The Improvement of the Housing Stock
  - H6: Housing Land Provision
- Chapter 4 Economy and Employment
  - E1: Overall Policy

- Chapter 5 Shopping  
S1: Shopping Strategy
- Chapter 6 Access and Movement  
AM1: An Integrated and Sustainable Transport Strategy  
AM2: Public Transport  
AM8: Safer Pedestrian Routes  
AM12: Safer and more Convenient Cycling  
AM15: Roads
- Chapter 7 Built Environment  
BE1: Overall Built Environment Strategy
- Chapter 8 Green Environment  
GE1: Green Environment Strategy  
GE6 : Control Over Development in the Green Belt
- Chapter 9 Social and Community Facilities  
SCL1: Social, Community, Leisure and Indoor Sport Facilities  
SCL6: Education Facilities  
SCL10: Health and Social Care
- Chapter 10 City Centre  
CC1: City Centre Strategy

