



# **Wolverhampton** **Unitary Development Plan**

2001 - 2011

**Adopted as the development plan  
for Wolverhampton in June 2006**

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**Wolverhampton**  
City Council



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## CHAPTER 1: INTRODUCTION AND CONTEXT

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**1.1 How Does Planning Affect You?**

1.1.1 What is “planning”? Put simply, planning is the management of physical development and the use of land in the public interest.

Planning:

- Guides development to the most appropriate locations
- Helps to protect and improve the environment and local amenity
- Assists regeneration and development investment
- Includes transportation proposals
- Works in the public interest
- Affects everyone

1.1.2 The planning system exists to protect and enhance the natural, historic and built environment, whilst trying to ensure that the right amount of housing, jobs, shops and other facilities are provided in the right locations. Planning therefore affects everyone’s daily life to some degree or other. Most people and businesses become involved with planning when they make a planning application to, say, extend their house or factory or when a development proposal affects their home or neighbourhood.

1.1.3 Development covers many different changes in the use of land, including the reuse of derelict land, building on new sites, building more on existing sites, extending existing buildings, changing the use of land and buildings and new advertisements.

1.1.4 Wolverhampton was previously covered by the Unitary Development Plan (UDP / the Plan for short) adopted in 1993, which covered the period up until 2001. The UDP is a statutory document produced by the City Council in consultation and participation with other organisations and local people. It must be generally consistent with guidance issued by central government, through for example Regional Planning and other policy guidance. The plan also

has to be monitored and reviewed in order to keep it up-to-date.

1.1.5 This UDP is the second development plan produced for Wolverhampton and replaces the previous one adopted in 1993. The Plan covers the period up to 2011, in accordance with Regional Spatial Strategy timescales. The Plan has been prepared under Part One of the Town and Country Planning Act 1990 (as amended) and consists of the written statement, a City-wide Proposals Map and inset maps for Wolverhampton City Centre, Bilston and Wednesfield centres. The Written Statement comprises two parts. Part I contains strategic objectives and policies and Part II contains detailed policies and proposals. Also accompanying the Plan is a Sustainability and Equality Appraisal (see 1.5) and a Statement of Community Involvement (see 1.6).

1.1.6 The Plan contains policies and proposals for the physical development and use of land, including measures for the protection and improvement of the environment, managing the impact of traffic and public transport proposals. The Plan takes into account a range of environment, social and economic factors, but only includes policies and proposals that are related to land use and development considerations.

1.1.7 The UDP is used by the City Council in reaching decisions on planning applications and proposals - section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions should be in accordance with the development plan unless material considerations indicate otherwise.

1.1.8 The UDP is long term in nature but forms the basis in the short to medium term for the promotion of investment and job creation, environmental and social improvements and the day-to-day control of development through the City Council determining planning applications.

1.1.9 Local Government boundary changes occurred in 1994 following the adoption of the existing UDP. Those areas that came into Wolverhampton at this time have been included and are covered by the Plan's policies and proposals.

**1.2 The UDP Review Process**

1.2.1 As part of the UDP review process, the Council published for consultation three review documents. The first, a "Discussion Document" (May 1997) sought views on the main issues which the review of the Plan would need to address. The second, a "Draft Strategy Statement" (October 1999), set out the strategic framework and policy directions within which the review was to be undertaken. A summary of this Statement was also published in January 2000. The responses to both of these documents were used to inform the new Plan. The First Deposit Plan was placed on deposit in April 2003 for a period of 6 weeks to provide the opportunity for residents, businesses, voluntary and community organisations and other agencies to consider the contents of the Plan and to make representations to the Council. Negotiations then took place on the representations made, in an attempt to secure the withdrawal of objections. Changes made to the Plan in response to objections were set out in the Revised Deposit Plan. This Plan was made publicly available for 6 weeks for objections and supporting statements to be made on the changes made. A Local Public Inquiry was held during November 2004 - March 2005 to consider outstanding objections. The Plan was then taken through the necessary stages as prescribed in the 1999 Development Plan regulations and adopted on 28th June 2006.

**1.3 Implications of the Planning and Compulsory Purchase Act 2004**

1.3.1 The Planning and Compulsory Purchase Act 2004 takes forward proposals for

reform of the planning system set out in the Green Paper "Planning: delivering a fundamental change" (December 2001), the Planning Policy Statement "Sustainable communities - Delivering through Planning" (July 2002) and "Making the System Work Better - Planning at Regional and Local Levels" (August 2002). Part 2 of the Act provides for the preparation of "Local Development Documents" (LDDs), the constituent parts of the Local Development Framework (LDF). These will replace Unitary Development Plans. A series of policy documents have been published to accompany the Planning Act, including Planning Policy Statement 12, which sets out formal Government policy on the preparations of LDDs. The Government stressed the importance of completing development plan reviews under the 1990 Act, and suggests that many of the principles that will underpin LDFs can be acted upon under the current system.

**1.4 How to use the Plan**

1.4.1 The Plan is laid out as follows:

**Part I: Chapters 1, 2 and 3**

- Outlines the national, regional and local context within which the Plan has been formulated and developed, including links to other important documents such as the Community Plan.
- Sets out the Plan's Vision, Objectives and Guiding Principles
- Details the Development Framework or Spatial Strategy for the Plan area.
- Includes a series of Strategic Policies to provide a framework for the detailed Part II policies and proposals.
- Sets out how the Council intends to implement, monitor and review the Plan.

**Part II: Chapters 4 to 7**

- This is the largest part of the Plan and includes a series of detailed policies under various topic headings such as Housing, Business and Industry, Design,

Historic Environment, the City Centre, etc.

- It has details of specific proposals, which are also shown on the City-wide proposals map and inset maps for Wolverhampton City Centre and Bilston Town Centre and Wednesfield Village Centres. These maps would be the first place to look for any specific proposals and for the boundaries of particular areas, such as the Green Belt, new housing sites, Defined Business Areas, Conservation Areas, Recreational Open Space, Sites of Importance for Nature Conservation, Local Centres, etc. Each proposal shown, either site specific or area based, has a reference linking it to a policy or policies within the Written Statement.

1.4.2 Both Part I policies and Part II policies and proposals are used to inform decisions on planning applications and development proposals.

1.4.3 It is important that users of the Plan, in most circumstances, do not rely on just one particular policy. When considering, for example, a proposal for new housing development, policies in the Part II Housing Chapter should be referred to first, followed by other relevant policies such as those dealing with design, open space, access, etc. Reference should also be made to the Proposals Map or Inset Maps, any applicable Supplementary Planning Guidance, Development Briefs or any other Supplementary Planning Documents and, where necessary, Government planning guidance.

**1.5 Sustainability and Equality Appraisal**

1.5.1 An important part of the Plan preparation process has been to check the policies and proposals to ensure they help in moving the City towards a more sustainable and equitable future. As changes have been made to existing policies and new policies introduced consideration has been given to their impact on sustainability and equality principles. A separate Sustainability and

Equality Appraisal report has been published to accompany this Plan. This report will provide the basis for future monitoring, together with specific indicators and targets that are set out in Chapter 3.

1.5.2 The report satisfies the requirements of the Development Plan Regulations (1999), the Race Relations (Amendment) Act (2000), other equality legislation, and the Crime and Disorder Act (1998). By assessing the UDP in terms of equality and crime and disorder issues, the appraisal is wider in scope than would be required by the Development Plan Regulations alone, reflecting the importance of these issues to the Council and local people in the review of the UDP.

1.5.3 The appraisal assesses the impact of the Plan on three 'strategic assets': 'Environment', 'People and Society' and 'Economic Wellbeing'. For each asset a series of objectives are identified which set out how the Plan can contribute towards promoting sustainable development, equality and the reduction of crime and disorder.

1.5.4 The appraisal adopts a two stage process. Stage one assesses the scope of Plan policies and proposals against the range of objectives identified. Stage two assesses each policy and proposal in the UDP against the objectives to determine whether individually and cumulatively the UDP contributes towards protecting and enhancing the strategic assets and whether policies should be amended or in some cases replaced.

1.5.5 In summary, the appraisal shows that the Plan adopts a balanced and positive approach to sustainability and equality. In terms of equality issues, the Plan is strongly supportive of the Council's Equality Scheme and the requirements of the Race Relations Act 2000, and the Disability Discrimination Act 1995. The impact of the Plan upon crime and disorder issues is also strongly positive.

**1.6 Statement of Community Involvement**

- 1.6.1 Section 21 of the Town and Country Planning (Development Plan) (England) Regulations 1999 and paragraph 2.11 of PPG12 (1999) required the Council to prepare a statement outlining:
  - (a) steps the Council has taken during the UDP Review to:
    - publicise the matters to be dealt with in the Plan;
    - provide opportunities for people to make representations; and
    - consult relevant organisations and persons.
  - (b) steps the Council intends to take to publicise and consult on the Plan during the adoption process and provide persons with an opportunity of making representations in respect of the Plan.
- 1.6.2 A Statement of Community Involvement was prepared to accompany the First Deposit Plan to fulfil these requirements and also seek to address some of the requirements emerging from the review of the planning system (see 1.3). One of the principles of the review is promoting more effective community involvement in the planning system and decision-making processes. The Town and Country Planning (Local Development) (England) Regulations 2004 and the guidance provided in Planning Policy Statement 12: Local Development Framework (2004) have subsequently replaced the regulations stated in paragraph 1.6.1. Under these new regulations the Council commenced the preparation of a replacement Statement of Community Involvement in September 2004 and submitted the Statement of Community Involvement to the Secretary of State in March 2006 for formal examination.
- 1.6.3 The emerging Statement of Community Involvement (SCI) sets out the following:
  - An explanation of the recent changes to the planning system;

- The Councils approach to community involvement and the standards expected;
- The arrangements for involving the community in the preparation and continuing review of all parts of the Local Development Framework;
- How communities can get involved in the consideration of planning applications and the role of applicants;
- Who can get involved in the planning process;
- What methods of community involvement will be employed;
- The benefits of communities getting involved in the planning process; and
- How community involvement will be monitored, managed and resourced.

1.6.4 Government also advises that development plan reviews should make explicit links between the Development Plan and the Community Plan, and that development plan policies should take into account the land use consequences of other policies and programmes relevant to the Community Plan (e.g. education, health, sustainability) and assist in their delivery. Greater emphasis has also been placed on monitoring and review, with annual reports to be submitted to the Secretary of State.

1.6.5 Once the SCI has been adopted (expected to be in September 2006), all Local Development Documents and planning applications will be required to be made in accordance with the principles set out in the SCI.

**1.7 Supplementary Planning Guidance / Supplementary Planning Documents**

1.7.1 Supplementary Planning Guidance (SPG) notes, known as Supplementary Planning Documents (SPD) under the new planning system, are prepared and published to provide more detailed planning guidance for local people, developers and other agencies on individual topics, areas, sites or buildings. SPDs are based on existing

UDP policies and proposals and sometimes provide a mechanism to update the planning policy framework. Supplementary Planning Documents do not form part of the Plan, although they are a material consideration in determining planning applications. Since the previous UDP was adopted in 1993 the City Council has published a number of topic SPGs, area action plans, Development Briefs for major sites and a Master Plan for the Bilston Urban Village area. An Action Plan for the City Centre was adopted in 1995 and replaced with a new City Centre Strategy and Action Plan in 2005. A Bilston Town Centre Strategy has been prepared and over the Plan period other area-based Action Plans will be produced, including those for parts of the All Saints and Blakenhall Community Development New Deal for Communities area. A list of current SPGs/SPDs is provided at Appendix 1.

1.7.2 SPDs are prepared in draft form and approved in principle by the City Council for public consultation purposes. Following consultation, responses are considered, amendments made and the final guidance agreed and issued. The City Council is committed to a proper process of consultation in the preparation of additional guidance in accordance with best practice and national planning guidance. Existing SPGs will be reviewed and new SPDs produced as set out in the current Wolverhampton Local Development Scheme.

**1.8 Technical Background Papers**

1.8.1 A number of technical background papers have been produced at First and Revised Deposit stages on selected topic areas, namely Housing; Urban Housing Capacity Study; Business & Industry; Green Belt and Shopping and the Role of Centres. These explain in more detail how the policies and proposals in the Plan have been developed and include information

which would not be appropriate to include within the Plan itself.

**1.9 National Context**

1.9.1 Planning Policy Guidance Notes / Statements (PPGs / PPSs) set out the Government's policies on different aspects of planning. The content of PPGs / PPSs has been taken into account in reviewing the Wolverhampton UDP. A number of PPGs / PPSs deal with specific planning topics, for example Nature Conservation, Archaeology, Open Space, Sport and Recreation and Noise. Reference to these is made where appropriate in the relevant sections of the Plan. Some PPGs / PPSs include important principles which have been reflected in the Plan, especially within the strategic or Part I policies, as detailed below. Many PPGs are now subject to review or have been superseded as a result of the introduction of the new planning system, and will be renamed PPSs (Planning Policy Statements).

**PPS1: Creating Sustainable Communities**

1.9.2 This sets out the Government's vision for planning and the key policies and principles which should underpin the planning system. It emphasises the contribution of the planning system to achieving sustainable communities, of embracing an approach based upon spatial planning, and increasing community involvement in the planning system.

1.9.3 The guidance also stresses the importance of good design in addressing the way places work in addition to how they look. It emphasises the importance of design in linking jobs and the key services that people need to access, to movement and urban form and the natural and built environment. A companion document to PPS1 - 'Safer Places - the Planning System and Crime Prevention

provides further guidance on how the planning system can influence the built environment, in particular how good planning should be guided by principles of crime prevention.

**PPG3: Housing**

1.9.4 This guidance highlights the need to meet the housing requirements of the whole community, including those in need of affordable and special needs housing. It emphasises the need for a better mix in the size, type and location of housing in order to create mixed communities. Priority should be given to the reuse of previously developed land within urban areas, bringing empty houses back into use and converting existing buildings in preference to the development of greenfield sites.

1.9.5 The guidance also considers that in order to reduce car dependence over time that improvements are required to linkages by public transport between housing, jobs, local services and amenities and through planning for mixed use. New housing and residential environments should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life of all the community. Finally, the guidance requires local authorities to encourage development which makes more efficient use of land (between 30 and 50 dwellings per hectare) and to seek greater intensity of development at places with good public transport accessibility.

**PPS6: Planning for Town Centres**

1.9.6 This guidance re-emphasises the Government's commitment to promoting vital and viable town centres, and encourages development to be focussed in existing centres in order to strengthen and regenerate them. In order to deliver these objectives, local planning authorities should:

- Actively promote growth and manage change in town centres;
- Define a network and hierarchy of centres each performing their appropriate role to meet the needs of their catchments; and
- Adopt a proactive, plan led approach to planning for town centres.

**PPG13: Transport**

1.9.7 This guidance seeks to promote more sustainable transport choices and to reduce the need to travel, especially by car. In order to deliver these objectives the guidance stresses the importance of linked strategies within the Local Transport Plan and the Development Plan. It also states that Plans should focus major generators of travel demand in city, town and district centres or near to major public transport interchanges.

1.9.8 It considers that priority should be given to people over traffic in centres, other areas of mixed use and local neighbourhoods and that parking policies should be used to promote sustainable transport choices.

**Urban White Paper**

1.9.9 In November 2000 the Government published an Urban White Paper entitled "Our Towns and Cities: The Future Delivery: An Urban Renaissance". The vision set out in the White Paper is of an "urban renaissance which will benefit everyone, making towns and cities vibrant and successful places where people will choose to live, and helping protect the countryside from development pressure". Particular aims are:

- people sharing the future of their community, supported by strong and truly representative local leaders;
- people living in attractive, well-kept towns and cities which use space and buildings well;

- good design and planning which makes it practical to live in a more environmentally sustainable way, with less noise, pollution and traffic congestion;
- town and cities able to create and share prosperity, investing to help all their citizens reach their full potential; and
- good quality services - health, education, housing, transport, finance, shopping, leisure and protection from crime - that meet the needs of people and businesses wherever they are.

The UDP through its policies and proposals can play a part in helping to achieve this.

**1.10 Regional and Sub-Regional Context**

**Regional Planning Guidance Review**

1.10.1 The regional context for the UDP Review is provided by Regional Planning Guidance. At the time of the preparation of the First and Revised Deposit versions of the UDP, this Regional Planning Guidance was in the form of RPG11 (April 1998). Since then it has been replaced by RPG11 (2004) as the Regional Spatial Strategy (RSS) which now has the status of development plan policy.

1.10.2 RPG11 (2004) identifies four major challenges for the Region:

- Urban renaissance
- Rural renaissance
- Diversifying and modernising the Region's economy
- Modernising the transport infrastructure of the West Midlands

1.10.3 Wolverhampton is identified as a strategic centre within the Black Country Major Urban Area (MUA), together with parts of Dudley, Sandwell and Walsall Boroughs. The Black Country MUA is one of four areas identified as the major focus for development and investment in the West Midlands. Much of

Wolverhampton is within the North Black Country and South Staffordshire Regeneration Zone. Wolverhampton is also identified as a Housing Renewal Area, where action is encouraged to renew and redevelop neighbourhoods in areas of decline.

1.10.4 The key to the Region's Spatial Strategy is stated as achieving an urban renaissance in each of the four MUAs, creating a dynamic network of places by developing enhanced economic and social roles, and building on their roles as service centres for cultural activities and on their historic heritage.

1.10.5 The particular role identified for the Black Country is to continue the economic, physical and environmental renewal of the area, focussed around improved infrastructure and the regeneration of town and city centres to create modern and sustainable communities.

1.10.6 The First Secretary of State has acknowledged that the new RSS is insufficiently regionally specific in places and requested an early review of certain aspects to be undertaken. Phase 1 of the RSS Review is based upon the Black Country Study (see below), which develops and tests a plan for long term change and development of the Black Country. The draft Phase 1 Revision was published for consultation in June 2006 and will be subject to an Examination in Public in early 2007. Phase 2 of the RSS Review was launched in November 2005 and is examining housing figures, employment land, transport and waste. The Revision is due to be submitted to the Secretary of State in June 2007. Phase 3 will be launched in 2006 and will cover regionally significant environmental issues, critical rural services, recreational provision and gypsies and travellers.

**Regional Economic Strategy**

- 1.10.7 The Regional Development Agency, Advantage West Midlands (AWM) completed the first Regional Economic Strategy (RES) in October 1999. Key themes emerging from this strategy, which are backed up by specific aims are as follows:
  - developing a diverse and dynamic business base
  - promoting a learning and skilful region
  - creating the right conditions for growth
  - regenerating communities in the West Midlands
- 1.10.8A Strategy and Action Plan to take forward the original 10 year vision was published in 2004 and runs until 2010. The RES introduced the concept of Regeneration Zones. A large part of Wolverhampton is included in the North Black Country and South Staffordshire Regeneration Zone (Future Foundations) (see Map 2.1). The aim of the zone is to create a direct link between investment opportunities, the creation of wealth and community regeneration. The zone provides a focus for regeneration funding from a range of sources including AWM and Europe.
- 1.10.9A Zone Executive Steering Group / Board has been established to act as the Partnership Agency for the zone, drawing on existing structures. The Partnership has prepared a vision, a set of priorities and an Implementation Plan for the zone (ZIP). The detailed implications of the Agenda for Action and the ZIP are set out in Chapter 9: Business and Industry in Part II of the Plan.

**The West Midlands Local Transport Plan**

- 1.10.10 The proper integration of transportation and land use planning is crucial to the quality of life of local people and to the regeneration of Wolverhampton's economy. The West Midlands Local Transport Plan 2006-2011 (LTP2) seeks to identify what is needed to allow the West Midlands Metropolitan area to

achieve a world-class transport system. The LTP2 sets out a coherent strategy for improving accessibility, public transport, air quality and safety over the next five years, along with better management of traffic.

- 1.10.11 In support of objectives identified by Government within the Transport Act 2000 and its overall transport strategy set out in the White Paper "The future of Transport: A Network for 2030", and in support of the regional strategy for transport set out in the RSS, the seven authorities of the West Midlands Metropolitan Area have formally agreed a shared vision for:
  - a thriving, sustainable and vibrant community where people want to live and where business can develop and grow
  - town, city and local centres that are attractive and vibrant, where high-quality public transport is the norm and walking and cycling are common-place
  - cleaner air and less congested traffic conditions
  - a safer community with fewer road accidents and with environments in which people feel secure
  - equal opportunities for everyone to gain access to services and facilities and enjoy a better quality of life, with travel choices that are attractive, viable and sustainable
- 1.10.12 The LTP2 provides the framework for the programme of initiatives to be pursued between 2006 and 2011. It was prepared in the light of the findings of the West Midlands Area Multi-Modal Study and the RSS in order to address the more expansive agenda required to meet their objectives. The LTP2 vision, relevant programmes and specific schemes within the City are reflected throughout the Plan.

**The West Midlands Area Multi Modal Study and Regional Transport Strategy**

- 1.10.13 Government commissioned a number of Multi-Modal studies in response to the growing severity of transport

problems and competing demands on the nation's transport network. The recommendations of the West Midlands Area Study have been used to inform the Regional Transport Strategy (RTS) which forms part of RSS. The recommendations include a comprehensive package of measures for public transport, the strategic road network and to encourage walking and cycling. A key element of the package is the need for a 'hearts and minds' campaign to inform and encourage people to make lifestyle changes to encourage the use of non-car modes for some journeys. The aim of the RTS is to create a Region with an efficient network of integrated transport facilities and services to fully support the Region's Spatial Strategy, reduce the impact of transport on the environment and meet the needs of both individuals and the business community in the most sustainable way. The Regional Vision for Transport will therefore be achieved by ensuring that:

- Improved transport choices are provided to enhance peoples' quality of life
- The need for travel for essential goods and services is reduced
- Journey reliability on strategic transport networks is improved
- Transport capacity in the Major Urban Areas is improved significantly to support the Regional economy

**The Black Country Study**

- 1.10.14 The Black Country Consortium, (the company tasked with coordinating the Black Country Study as a partnership of the four Black local authorities, Black Country Chamber and Business link and the Black Country Learning and Skills Council), together with regional partners led by the Regional Planning Body (the West Midlands Local Government Association) have undertaken a major sub-regional study to identify what improvements will be required in the short, medium and long term to support sustainable regeneration.

- 1.10.15 The First Secretary of State proposed that this study should advise on a broad range of issues, including "urban capacity, identification of employment land, scope for environmental and town centre improvements and ways of improving access to regeneration sites, particularly on its eastern side." The Black Country authorities are committed to radical proposals to achieve the "step change" required to deliver urban renaissance in the Black Country, as set out in the Black Country Vision. The final study outcomes are being progressed as Phase 1 revision of RPG11 and will be used to inform and influence government, regional and other plans and spending programmes. This work will have a major impact on the content and ongoing review of the first Local Development Framework for Wolverhampton.

**1.11 Local Context**

- 1.11.1 The UDP review has not been prepared in isolation. There are a number of other important strategies and policy documents prepared by the Council, other agencies and partnerships which have direct links to and impact upon the Plan's policies and proposals.

**The Council's Corporate Plan**

- 1.11.2 This City Council's Corporate Plan closely reflects the Wolverhampton Community Plan (see below). It also includes corporate performance management priorities and ways in which the organisation is striving for continuous improvement. Community Plan preparation became a statutory requirement for local authorities through the Local Government Act 2000.

**The Wolverhampton Community Plan (2002-2012)**

- 1.11.3 The Community Plan presents a vision of how the quality of life for all the people of Wolverhampton can be

improved over the next 10 years. The first Community Plan was published in May 2002. The actions and targets within the plan have been put together by the Wolverhampton Partnership, made up of different organisations that form the strategic alliance within the City. The jointly agreed aim is for - "Wolverhampton to be a culturally diverse and sustainable City that is recognised nationally and internationally as a principle City of the region".

- 1.11.4 The priorities for action are set out under the following key themes:
- A safe City
  - A green City
  - A healthy City
  - A wealth-creating City
  - A learning City
  - A caring City
  - A City of communities and neighbourhoods.
- 1.11.5 The Community Plan, with its remit to deliver the economic, social and environmental well-being of its community, has superseded the Local Agenda 21 Strategy in delivering sustainability in the City. The Strategic Partnership that oversees the delivery of the Community Plan has adopted a Sustainability Charter to help with this aspect of its work.
- 1.11.6 The UDP has a role to play in providing the planning, development, land use and transportation policy and proposal framework to help in achieving a number of the detailed actions within the Community Plan. Indicators set out in Chapter 3 will also inform the review and future development of some aspects of the Community Plan, and provide a guide to the success or otherwise of some of the actions and targets.
- 1.11.7 The vision, objectives, guiding principles and policies set out in the UDP reflect those themes, actions and targets that are relevant and appropriate in the context of a land use and transportation plan.

### Housing Strategy

- 1.11.8 The Wolverhampton Housing Strategy 2004-2007 sets out the vision and direction for housing in Wolverhampton in the public and private sectors and forms a framework for housing activity and investment by the City Council and its partners. The Housing Strategy Vision is that by 2010, Wolverhampton will comprise of successful and sustainable communities and neighbourhoods, where people want to live. To deliver this four priorities have been identified for action:
- To make all neighbourhoods safe, popular and desirable;
  - To ensure that there is an adequate supply of housing which meets needs and aspirations;
  - To ensure that people with special needs or who are vulnerable have appropriate housing and support;
  - To ensure that all housing stock in Wolverhampton is in good condition.
- 1.11.9 The Council has established a Wolverhampton Strategic Housing Partnership. This is based around a multi-disciplinary approach to neighbourhood renewal and will address both development and environmental issues. The main objectives of the Partnership are to:
- Develop a detailed understanding of housing demand and supply (public and private sectors) in Wolverhampton;
  - Link development options into relevant community regeneration initiatives e.g. neighbourhood renewal, specific site briefs, master and action plans;
  - Examine and progress phased development and improvement options for failing housing markets and areas;
  - Develop best practices which can be used to create sustainable neighbourhoods reflecting both local, regional and sub-regional aspirations;
  - Produce prioritised investment plans for the selected areas.
- 1.11.10 The UDP policies and proposals will play their part in the above process through, for example:

- Planning policies and proposals that will assist in the regeneration of the City and help to steer new development to sustainable locations.
- Setting the land use and development policy framework for dealing with housing planning applications, future development briefs and local Action Plans
- Allocating land for new housing development
- Providing the planning context for affordable housing provision and protecting and enhancing the local environment in respect of recreational open space, etc.
- Policy guidance for enhancing local services and amenities through the implementation of appropriate planning obligations.

### Neighbourhood Renewal Strategy

- 1.11.11 Wolverhampton's Neighbourhood Renewal Strategy (NRS), published in May 2002 and updated in February 2005, sets out the framework for joint action by public agencies, local communities, voluntary and community organisations and businesses to improve the quality of life in the City's most deprived neighbourhoods. It forms part of the national strategy for neighbourhood renewal, which has the aim that:

**"In 10-20 years, no one will be seriously disadvantaged by where they live"**

- 1.11.12 The NRS is based on an extensive analysis of deprivation and of previous regeneration initiatives, and suggests that 'closing the gap' in the quality of life between neighbourhoods requires an integrated and co-ordinated approach. The needs of particular neighbourhoods and the priorities of the people who live there have to be identified and local action plans jointly agreed and implemented. The Strategy and subsequent action focuses on 29 'Priority Neighbourhoods'.

- 1.11.13 As part of developing and testing the strategy the Wolverhampton Strategic Partnership is supporting 7 Neighbourhood Management pilot clusters in the City with the aid of the Neighbourhood Renewal Fund. In addition, the All Saints and Blakenhall Community Development New Deal for Communities delivery plan will adopt a neighbourhood management approach.
- 1.11.14 The UDP will assist in this process through the type of activity referred to under the Housing Strategy section (see 1.11.10).

### Crime Reduction, Community Safety and Drug Strategy (2005-2008)

- 1.11.15 The Crime and Disorder Act 1998 places a duty on local authorities and the police to work together with other partners and local people to develop and implement a strategy for reducing crime and promoting community safety in their areas. A Crime Reduction and Community Safety Strategy for Wolverhampton was published in May 1999 and is subject to regular review. A revised strategy, covering the period 2005-2008, has since been adopted.
- 1.11.16 The aims of the Strategy are:
- To reduce all crime in Wolverhampton by 20% by 2008;
  - To reassure the public, reduce the fear of crime and anti social behaviour, build confidence in our communities, and ensure that Wolverhampton is a city where people will be safer and feel safer.
- 1.11.17 Planning has an important role to play in achieving these aims. The design and layout of new development and parking areas, the type and location of landscaping schemes, pedestrian access within a development and to adjoining areas, neighbourhood surveillance and mixed uses which create activity throughout the day all have a bearing on community safety. The prevention of crime is also a material consideration when determining planning applications.

### The Council's Equality Scheme

- 1.11.18 The Race Relations (Amendment) Act 2000 gives public authorities a new statutory duty to promote racial equality. The general duty of the Race Relations (Amendment) Act requires the Council to:
- Eliminate discrimination
  - Promote equality of opportunity
  - Promote good race relations
- 1.11.19 The Council's Equality Scheme was produced in September 2002 to implement the requirements of the Race Relations (Amendment) Act 2000 and updated in April 2006. The Scheme is based upon the six specific duties set out in the Act:
- monitor existing functions and policies for any adverse impact and act on the results;
  - assess and consult on the potential impact of proposed policies;
  - publish results of the monitoring, assessments and consultations;
  - ensure that all sections of the public have access to information about Council services and to the services they require;
  - train staff responsible for managing and delivering the Scheme;
  - review employment.
- 1.11.20 The Disability Discrimination Act (1995) (DDA) and subsequent Code of Conduct requires that any individual or organisation providing goods, facilities or services should not discriminate against disabled people. In preparing the UDP, carrying out the consultation exercise, and using its policies to determine planning applications, the Council must ensure that the Plan is considered in terms of its impact upon the DDA.

### Cultural Strategy

- 1.11.21 Wolverhampton is a culturally diverse city in terms of its population and the range of facilities available to residents and visitors. A rich cultural life helps to support economic regeneration, encourage the widest participation and

improves the quality of life of local people. The Council and its partners published a Cultural Strategy for the City in 2002, which forms the basis for action to improve and encourage increased participation in all forms of cultural activity. The Strategy is currently being updated.

- 1.11.22 The Cultural Strategy mission statement is: "To encourage the provision of high quality cultural services for the community that compare with the best in the country. The Council will work with everyone who wants a better cultural future for our City. Our actions will be driven by the concerns and needs of local people".

- 1.11.23 The strategy sets out a series of actions and milestones under the following key areas:
- Profile and promotion
  - City-wide Development
  - Local Development
  - More Information
  - Access
  - Talents and opportunities
  - A City for the Future

- 1.11.24 The UDP can assist in the implementation of the strategy in a number of ways. The first UDP adopted in 1993, for example, laid the foundations for the successful development of the City Centre Entertainment and Cultural Quarters. Cultural activities and associated facilities provide employment and enjoyment for many local people. These include opportunities offered by the city's leisure and nightlife, tourism, media and creative industries, arts and crafts studios, sport and recreation, museums, art galleries and theatres and important facilities at many of the city's educational establishments.

- 1.11.25 Most cultural facilities outside of the home require a building or other space in which to undertake a particular activity. In many cases planning permission will be required, for example for commercial leisure development,

new changing rooms in order to utilise sports pitches more effectively and changes of use of shop to a restaurant or bar. The UDP provides the policy framework within which specific development proposals will be determined.

- 1.11.26 Within local neighbourhoods community halls, school buildings or similar premises are used by the community for a wide range of cultural and other activities. Safeguarding the future of such local facilities whilst at the same time protecting the amenity of local residents are important planning policy considerations.

### Tourism Strategy

- 1.11.27 Wolverhampton's first tourism strategy has been developed in an attempt to provide a more strategic and co-ordinated approach to tourism in the City. The strategy examines all of the main areas of tourism in the town, such as our key markets, the tourism infrastructure, the branding and image of the town, communication and information and the organisation of tourism, including the establishment of a Wolverhampton Marketing Partnership. Each of the main sections includes key actions to ensure progress is made, with the implementation of the tourism strategy being overseen by the Wolverhampton Marketing Partnership.

**CHAPTER 2: STRATEGY**

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**2.1 Introduction**

- 2.1.1 This Chapter describes what the Council is trying to achieve through the Wolverhampton Unitary Development Plan (UDP), which provides the framework for the way in which Wolverhampton will change over the period to 2011.
- 2.1.2 The Chapter comprises the following elements:
  - A Vision statement and set of objectives
  - A set of guiding principles
  - An area development framework or spatial strategy
  - A set of strategic (Part I) policies for the development and use of land
- 2.1.3 In devising this strategy the UDP provides a logical and transparent hierarchy of policies. The aim of the strategy is to interpret national and regional guidance and a range of local initiatives so as to formulate a land use planning response to the issues facing the City over the UDP period.

**2.2 Vision and Objectives**

- 2.2.1 The overall Vision of the UDP is:
 

**‘To create a more sustainable Wolverhampton by improving the economic, social and environmental well being for everyone within the City; to contribute to raising the quality of life of residents and to support the development of strong, safe and inclusive communities’**
- 2.2.2 To implement the Vision, the UDP has four objectives. These are:
  - **economic regeneration**
  - **social inclusion**
  - **protecting and enhancing the environment**
  - **the prudent use of natural resources**
- 2.2.3 The UDP review has been prepared within the context of a ten year vision for

Wolverhampton, as set out in the Community Plan and associated strategies detailed in Chapter 1. These seek to promote the City’s economic, social and environmental well being and to help improve people’s quality of life. A careful balance is however needed between these sometimes competing aims. The Plan seeks to achieve this balance through the concept of sustainable development which seeks to meet current needs and improve people’s quality of life without damaging the environment or detracting from the present or future needs of others, especially future generations.

- 2.2.4 Land use planning is central to the achievement of sustainability because it guides and directs how land and buildings should be used over extended timescales. It impacts, therefore, on the use of resources and the quality of life for people who live and work in and visit the City.
- 2.2.5 In order to seek conformity with the Vision, a continuous process of Sustainability and Equality Appraisal has taken place throughout the preparation of the UDP. The Sustainability and Equality Appraisal assesses the UDP strategy and individual policies and proposals in terms of their impact upon three key ‘sustainable assets’; Economic well being, People and society, and Environment. The Sustainability and Equality Appraisal is produced as part of the Plan.
- 2.2.6 The ability of the UDP to deliver its objectives is summarised below:

**Economic Regeneration**

- 2.2.7 Economic regeneration within the City is a principal objective of UK Government and European Union assistance programmes and the Wolverhampton Community Plan. Continued economic regeneration and diversification is vital to the future prosperity of the City in order to help reduce unemployment and stimulate the creation of job

opportunities for local people over the UDP period.

- 2.2.8 Examples of how planning can influence and help promote economic regeneration include:
  - Promoting and opening up sites for business development
  - Protecting existing employment sites and premises from redevelopment to other uses
  - Improving the highway and public transport infrastructure through improved roads and traffic management and extensions to the Midland Metro
  - Tackling inequalities in the job market by targeting employment opportunities in areas of high unemployment and poverty
  - Ensuring that planning policies encourage initiative and innovation by adopting a flexible and efficient response to the needs of the market in response to changes in technology and market demands
  - Promoting secure and attractive environments

**Social Inclusion**

- 2.2.9 It is vital to consider the needs of all residents of the City when considering development proposals. Government and local policies and programmes aim to reduce social exclusion and increase equality of opportunity in order to, for example, improve people’s quality of life, providing sufficient and convenient local services to meet everyday needs and accessible job opportunities.
- 2.2.10 Residents including those from black and ethnic minority communities, people with disabilities, women, people with children, older people, young people, unemployed people and people on low incomes can all suffer in varying degrees from social exclusion and disadvantage. The Council is committed to help eliminate disadvantage and discrimination. Examples of how planning can influence and help promote social inclusion and reduce disadvantage include:

2.2.11 Black and Ethnic Minorities:

- Through the layout and design of buildings to meet particular religious, community and cultural needs;
- Encouraging a range of housing size, types and tenures to meet, for example, the needs of larger families;
- Providing local employment and business opportunities, which respond to diverse cultural services and facilities;
- Monitoring of planning applications and decisions to ensure that discrimination is not taking place in the delivery of the planning service.

2.2.12 Women, People with Children and Older People:

- Incorporating community safety and “planning out crime” in the design and layout of all developments;
- Providing improved, well lit and safe pedestrian routes, especially those which serve local primary schools, local centres and other neighbourhood facilities;
- Road safety improvement schemes, giving priority to pedestrians and cyclists;
- Safeguarding local centres, shops and other neighbourhood/community facilities, within the constraints of the planning development control system;
- Improving public transport interchange facilities between bus, metro and rail;
- Considering the particular needs of these people and young people in the preparation of planning site development briefs, neighbourhood plans and Action Plans, etc;
- Encouraging mixed use schemes that create compatible and complimentary activity throughout the day and evening;
- Providing children’s play facilities within major new housing developments or on another easily accessible recreational open space within the neighbourhood.

2.2.13 Unemployed People and People on Low Incomes:

- Promoting and encouraging the provision of new investment in

- employment creating development;
- Safeguarding good quality employment sites and buildings for continued or new employment provision;
- Linking areas of need and disadvantage to areas of job opportunity and growth, through for example improved public transport provision and working with training providers to improve the employment prospects of local people;
- Using planning agreements on major employment development schemes (where applicable) to secure new training and skill enhancement for local people.

2.2.14 Young People:

- Encouraging the dual-use of school and further education facilities, where appropriate, particularly catering for sport, recreation, art and drama activities;
- Helping schools on particular environmental and planning related projects as part of the curriculum;
- Consulting and discussing with schools, their pupils and teachers on new proposals in the area, in particular Action Plans and local planning site development briefs;
- Consulting and engaging with the Youth Council on for example planning issues and policy, major developments and opportunities to encourage the private sector to more fully consider the needs of young people.

2.2.15 People with Disabilities:

- Ensuring that new developments are easily accessible for people with disabilities;
- Working to ensure that existing public buildings are accessible for people with disabilities;
- Consulting with the ‘One Voice’ disability forum on planning policies and development proposals.

2.2.16 The above examples are not mutually exclusive - community safety and “planning out crime” within new development help all the community,

but they do have a greater beneficial impact upon particular vulnerable people and groups. Planning can only have a direct influence on certain activities. The Community Plan, Neighbourhood Renewal Strategy and partner programmes and actions all place a high priority on addressing inequality and social exclusion.

**Protecting and Enhancing the Environment**

2.2.17 Wolverhampton has many environmental resources which help to provide a healthy, safe and attractive environment for residents and visitors. This includes places such as nature conservation sites, canals, public open spaces and historic buildings, and natural resources, such the air that we breathe, water and soil.

2.2.18 UDP policies have a major role to play in protecting and enhancing the quality of environmental resources by encouraging sustainable development. It is important to locate and design new development so that it does not harm local and global environmental resources, but enhances quality of life and makes best use of derelict and underused land and buildings in the City. A high quality environment is also a key factor in encouraging new investment and social and economic regeneration. Good quality design, which takes into account community safety and includes green open space and improved access for all members of the community is vital.

**2.2.19 Planning can help to protect and enhance the environment by:**

- protecting and increasing access to the historic, built and natural environment;
- ensuring the design of all new development is of high quality and helps to create a safe and secure environment;
- helping local people to increase their understanding of environmental issues and get involved;

- protecting the recreation and nature conservation value of the Green Belt;
- securing improvements to the public spaces in the City.

**Prudent Use of Natural Resources**

2.2.20 The prudent use of natural resources is a key element of the Government’s sustainable development objectives and of the Regional Spatial Strategy. Planning can help to promote the prudent use of natural resources by:

- Helping local people to increase their understanding of environmental issues;
- Providing a sound framework for the provision of facilities to facilitate the recycling of waste materials;
- Encouraging the reuse of existing buildings and encouraging development on previously developed land;
- Encouraging patterns of development which encourage the use of public transport and discourage private vehicular journeys;
- Encourage development that maximises the use of natural heat and light and maximise the conservation of non-renewable energy sources.

**2.3 Guiding Principles**

2.3.1 To translate the UDP objectives into specific policies and proposals, and to ensure consistency and compatibility between the Community Plan and the constituent parts of the UDP Vision, requires the development of Guiding Principles. The scale, pattern and design of development in Wolverhampton over the UDP period will be guided by the principles set out below. The principles are grouped under the three objectives of the Plan.

**Economic Regeneration**

**P1 the UDP will seek to strengthen and diversify the City’s employment base by attracting new investment and safeguarding existing jobs.**

**P2 the UDP will seek to create a leading ‘industrial city’ with an increasing number of businesses that are creative, enterprising and use the latest technologies.**

**P3 the UDP will promote an extensive and diverse service sector, through in particular the further development and strengthening of the City Centre, Bilston town centre and Wednesfield village centre and the district and local centres.**

**P4 the UDP will seek to ensure that the benefits of economic development are shared by all, particularly the residents of those areas of greatest need. It will promote better access for local people to a broader range of job opportunities to reduce disparities between different areas of the City.**

**P5 the UDP will seek to generate a more positive image for the City through the development of high quality environments, the use of good design practices and promoting conservation-led regeneration where appropriate.**

**Social Inclusion**

**P6 the UDP will seek to ensure that proper consideration is given in development proposals and plans to the needs of all the community, particularly disadvantaged people and groups, in order to assist in promoting social inclusion and equality of opportunity.**

**P7 the UDP will seek to promote community safety and crime reduction through the location and design of development.**

**P8 the UDP will enable the provision of an adequate quantity and range of housing to meet local needs and aspirations and create balanced communities.**

**P9 the UDP will promote the development of sustainable**

communities by protecting and improving opportunities for access to services and facilities, giving priority to those which are appropriate to the location and character of the area in question, including health, welfare and lifelong learning, transport, utilities, shopping, recreation and open space. It will aim to provide new development, facilities and services as close as possible to the point of need through promoting a hierarchy of centres.

promote the use of non car based transport for necessary trips and leisure travel, where possible. It will guide new development to locations which offer a choice of transport modes for movement of people and freight.

is the most accessible location in the City by a choice of means of transport. Therefore it is also the most suitable location for very high density housing developments, which will help to create a vibrant and sustainable mixed use environment.

services provided; the location and accessibility of potential development sites by modes other than the car; the physical suitability of sites to accommodate the development proposed; and a wide range of environmental factors. Policies S1 to S4 are the principal means by which the Area Development Framework will be implemented.

**P10** the UDP will support development that helps to promote a contemporary, lively and culturally diverse City, subject to other Plan policies, particularly the need to safeguard residential amenity, promote high quality design and protect key environmental resources.

**P14** the UDP will encourage the use of recycled and renewable resources, energy conservation and waste reduction.

2.5.3 Bilston Town Centre and Wednesfield Village Centre are important centres on the eastern side of the City. They offer a range of employment opportunities, community services and facilities and are important public transport termini. By directing additional growth to these centres the UDP will reinforce their roles by supporting existing facilities and reducing the need to travel outside the City boundary to access jobs and services. High density housing, particularly living over the shop, is also suitable within these centres.

**2.6 Strategic Regeneration Areas**

**Policy S1: Strategic Regeneration Areas (P1, P2, P3, P4, P8, P9, P10, P11, P12, P13)**

**The following Strategic Regeneration Areas, shown on the Proposals Map and Map 2.1, will be subject to major change over the lifetime of the Plan:**

**Protecting and Improving the Environment**

**2.4 Part I Policies**

2.4.1 The policies in the remainder of this Chapter, together with Policies IMR1 - IMR4 in the Implementation, Monitoring and Review Chapter, form the UDP Part I policies. The Guiding Principles that underpin each Part I policy are listed in brackets next to each policy heading. Throughout the UDP, Part I policies are shown in bold type. A number of the Strategic Part I policies listed in 2.10 also have a detailed Part II element. The whole policy text is provided in Part II of the Plan.

2.5.4 Outside these locations, large-scale employment, high density housing and other development which has specific locational requirements (such as Park and Ride), or that is inappropriate in an existing centre, will be directed to Strategic Regeneration Corridors, where possible and appropriate. These corridors are defined on the basis of their ability to promote City-wide economic regeneration, their proximity to defined priority neighbourhoods, the location of brownfield development opportunities and existing or proposed public transport facilities. The Strategic Regeneration Corridors and Areas contain the majority of sites identified for large-scale employment and housing development. These areas are likely to contain other sites which may be suitable for high density mixed use developments should opportunities arise.

1. Wolverhampton City Centre Inset\* See Chapter 15: City Centre
2. Wolverhampton City Centre Urban Village, including St John's Urban Village See Chapter 15: City Centre
3. Bilston Town Centre Inset\* See Chapter 16: Bilston Town Centre
4. Bilston Urban Village\* See Chapter 16: Bilston Town Centre
5. Wednesfield Village Centre Inset\* See Chapter 17: Wednesfield Village Centre
6. All Saints and Blakenhall Community Development (ABCD) New Deal for Communities Area\*
7. Wolverhampton Science Park See Chapter 9: Business and Industry

Those identified with an asterisk are or will be the subject of Master/ Action Plans or existing Action Plan reviews.

**P11** the UDP will protect and enhance environmental assets, giving special attention to irreplaceable resources and to the distinctive character of local environments. It will give priority to conserving and enhancing designated areas, historic buildings, archaeology, geodiversity, nature conservation resources and biodiversity, and ensuring a high standard of design which is sustainable and promotes the sympathetic integration of new land use and development.

**2.5 Area Development Framework**

2.5.1 In the light of the Vision, Objectives and Guiding Principles, an overall approach to the location of development in the City has been formulated, illustrated by a Key Diagram - Map 2.1. To take forward the overall thrust of the Regional Spatial Strategy and the Regional Economic Strategy, large scale development should be directed to Strategic Regeneration Areas, sites within or adjacent to defined centres, and the Strategic Regeneration Corridors which link the City's major investment opportunities with areas of greatest need.

2.5.5 Within this framework, all development proposals will be subject to an overall appraisal of their sustainability. This appraisal will have regard to such factors as the availability of previously developed land and buildings; infrastructure capacity; the ability to build communities and the range of

2.6.1 The Strategic Regeneration Areas listed in Policy S1 are located within the North Black Country and South Staffordshire Regeneration Zone, the boundary of

**P12** the UDP will promote sustainable land use and management, especially through the restoration, reuse and enhancement of degraded environmental assets, including the recycling of previously used land and buildings for the most appropriate new use.

2.5.2 Development of "town centre uses" (as defined by Policy SH2) meeting city-wide needs will generally be directed to Wolverhampton City Centre. The City Centre is a sub regional centre providing a wide range of employment, shopping, educational and community services and

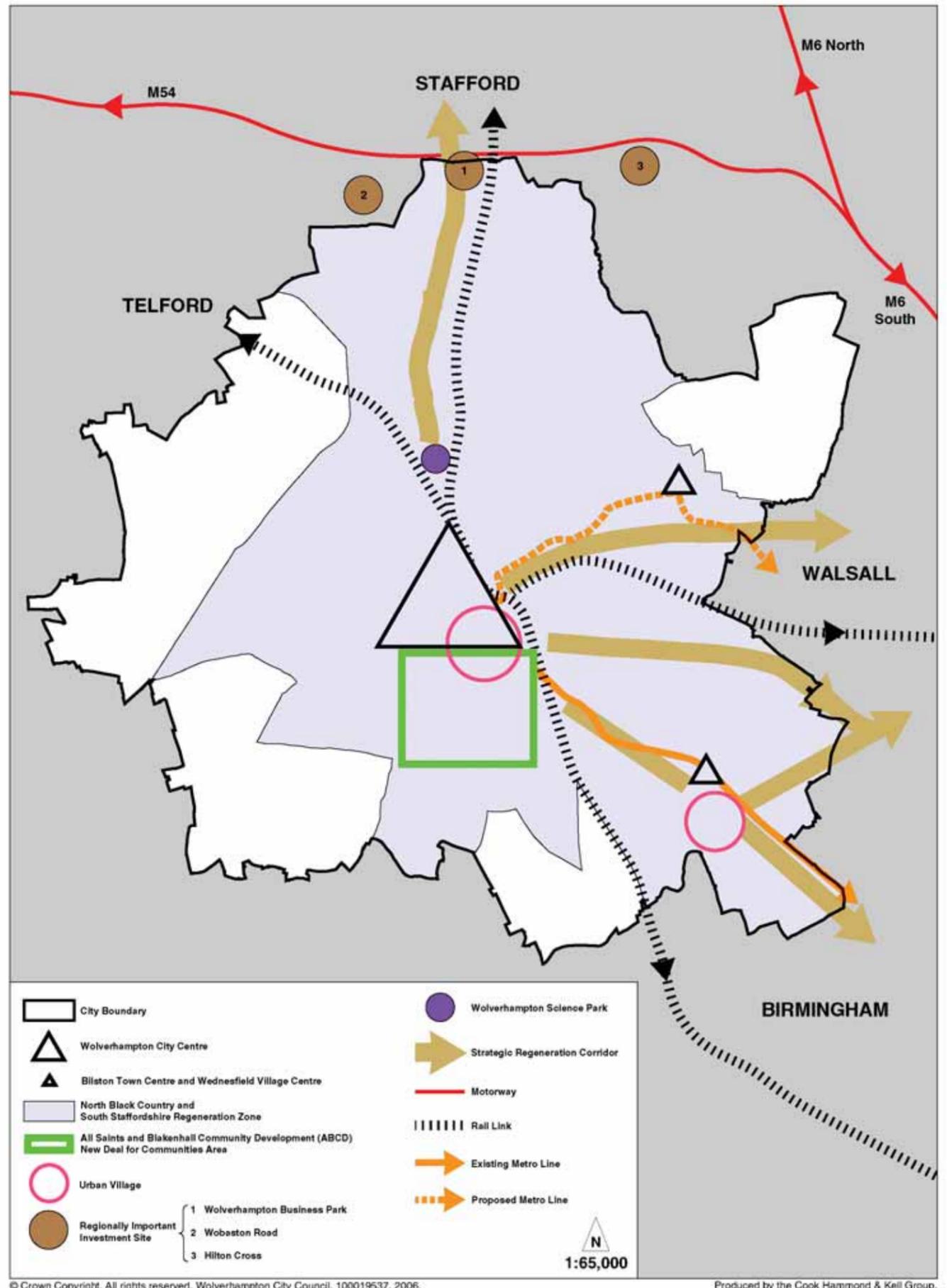
**Prudent Use of Natural Resources**

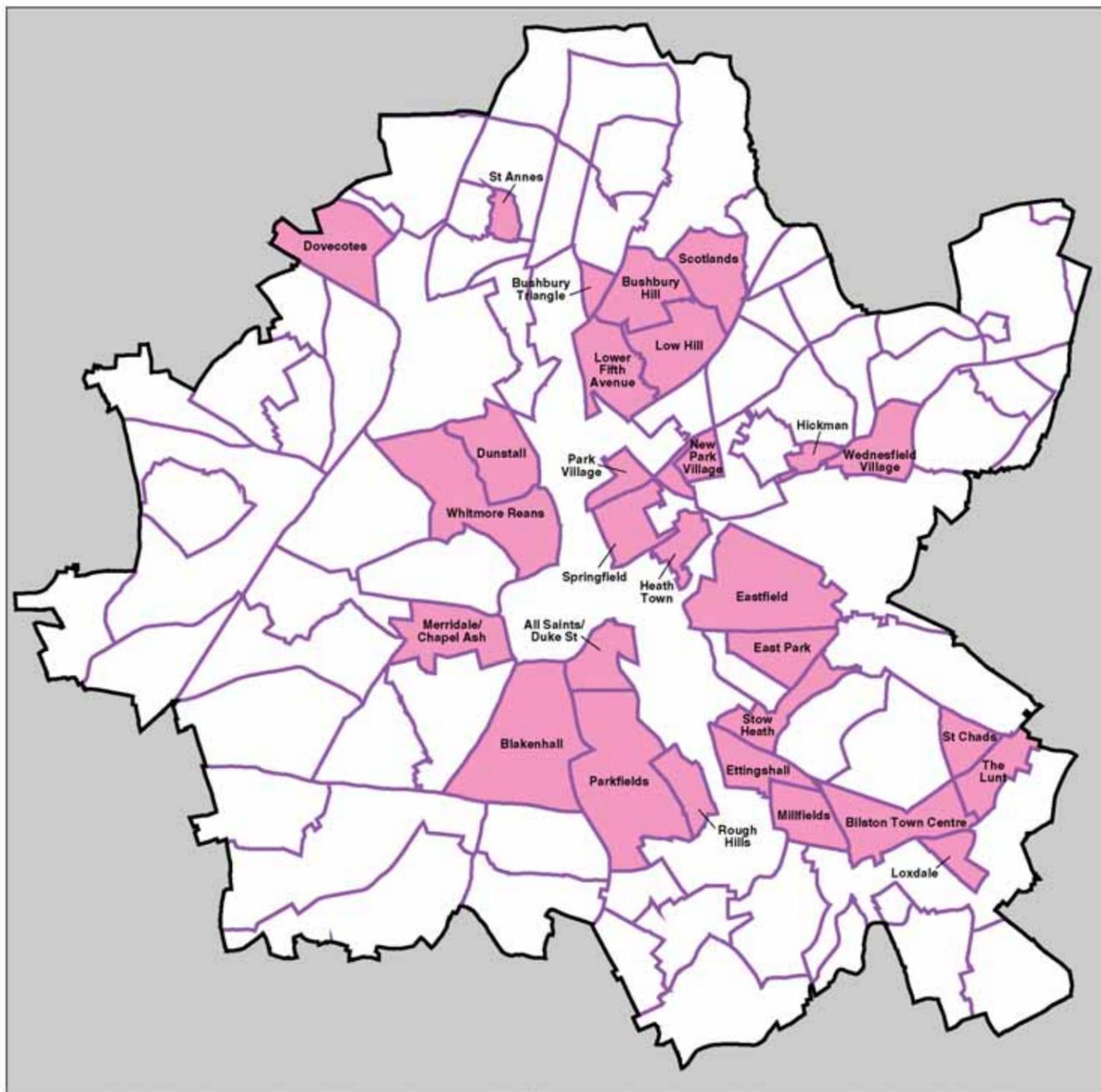
**P13** the UDP will promote better accessibility to work, services and facilities in ways which reduce the need for unnecessary travel, and will

which is shown on Map 2.1. Where appropriate, the Council will prepare detailed Action Plans to guide the development of these Areas. The three centres - Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre are subject to detailed policies set out in Chapters 15, 16 and 17, with proposals identified on separate inset maps for each centre. Detailed proposals for Bilston Urban Village and the All Saints and Blakenhall Community Development (ABCD) New Deal for Communities Area are referred to below.

2.6.2 Wolverhampton Science Park and its future expansion is considered in the Business and Industry Chapter. The Wobaston Road and Hilton Cross Regional Investment Sites, the Wobaston Road Major Investment Site (which are in South Staffordshire) and the Wolverhampton Business Park Regional Investment Site, are also shown on Map 2.1, because they are of strategic importance to the economic regeneration of the Wolverhampton Travel To Work Area (see Business and Industry Chapter).

Map 2.1 Wolverhampton Area Development Framework Key Diagram





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**Bilston Urban Village**

2.6.3 The site of the proposed Bilston Urban Village lies south of the Black Country Route and Bilston Town Centre and is bounded to the east by the Midland Metro, to the south by the Bradley Arm canal and to the west by Coseley Road and Highfields Road. It comprises some 40 hectares (100 acres) of development land currently characterised by dereliction, uneven topography, low grade uses such as scrapyards and open space of variable quality. Most of the land is owned by the City Council and Advantage West Midlands.

2.6.4 A Master Plan for the entire area has been prepared which proposes a radical alteration in the landform and a mixture of land uses focusing on residential and employment uses. The Master Plan proposes the following principal aims:

- To transform a largely degraded environment into a form of development of high quality and which encompasses the principles of sustainable development
- To support economic activity within the adjacent Bilston Town Centre
- To ensure that the benefits of the Urban Village are available to the widest number of people.

2.6.5 Alterations to the landform are proposed for two main reasons. Firstly, ground conditions, including mine workings and made ground, require wide-ranging remedial works to be undertaken. Extensive site investigations indicate that much of the material is capable of reuse. Reclamation on this scale will represent value for money provided that material can be reworked within the site.

2.6.6 Secondly, this movement of material will be used to create more efficient development plots and to help to define the urban village area. This landform will essentially involve the re-creation of the catchment of the Bilston Brook, which runs through the site, in culvert, along a Southwest to Northeast axis. This will

signal a major transformation of the area and will boost investor confidence and improve the quality of life for residents living around the area.

2.6.7 The key proposals of the Master Plan include:

- The creation of a new park at the heart of the development incorporating a significant area of open water.
- A mixture of land uses, predominantly for housing and employment.
- A network of new pedestrian and cycle links across the site and the improvement of existing links, particularly from Bradley to Bilston Town Centre.
- The development of quality public transport through the site with links to the Metro and the bus station.
- Residential development of a consistently high quality and at urban densities, incorporating the latest techniques in, for example, energy efficiency, and taking account of orientation, views across the site and easy access to facilities.

2.6.8 The development of the Urban Village represents the largest mixed-use development opportunity within the City, is entirely on previously developed land and will make a significant contribution to the City's housing requirements within the Plan period. Providing improved links across the Black Country Route can be established it has the potential to boost spend within Bilston Town Centre. Bilston wards show persistent high levels of unemployment and the proposed employment areas will give opportunities for new and established residents of Bilston to access new jobs.

2.6.9 The nature of the proposed development will require changes in land use designations across the site. Current designations include employment areas, a private sports ground and public open space.

**All Saints and Blakenhall Community Development (ABCD) New Deal for Communities Area**

2.6.10 The ABCD programme started in 2001 and will continue until 2010/11. A Master Plan for the area has been produced which provides a framework for the ABCD area, identifying the key levers for change. Priority areas for action detailed in the Master Plan include:

- The Spine Roads (Dudley Rd, Birmingham Rd)
- Blakenhall Gardens
- All Saints
- Industrial areas including the Warehouse Quarter
- Parks zone / Open space strategy

**2.7 Strategic Regeneration Corridors**

**Policy S2: Strategic Regeneration Corridors(P1, P2, P3, P4, P7, P8, P9, P10, P11, P12, P13)**

**The following four Strategic Regeneration Corridors are shown on Map 2.1:**

- a A449 Stafford Road / West-Coast Main Railway Line Corridor;**
- b Wednesfield Corridor: A4124 from Wolverhampton to Wednesfield (proposed for a metro extension);**
- c A454 Willenhall Road Corridor (major link to the Black Country Route and M6 motorway);**
- d Bilston Corridor: Wolverhampton to Bilston metro line, A41 Bilston Road and Black Country Route.**

**Within these Corridors particular attention will be given to the following development and regeneration initiatives:**

- 1. Employment investment to provide opportunities for local people to access new jobs;**
- 2. Further public transport improvements and the creation of better linkages between the Corridors and nearby Priority Neighbourhoods;**

- 3. Encouraging high quality housing development with higher densities on appropriate sites;**
- 4. Improving environmental conditions and image, including high quality 'gateway development' and landscaping, control of advert hoardings and commercial signage, traffic management and safety measures, cycling and pedestrian facilities and preserving key environmental assets;**
- 5. Opportunities will be considered to introduce new park and ride facilities to support the vitality and viability of the City Centre and to encourage more people to utilise public transport, subject to local amenity and traffic considerations; and**
- 6. Continued improvement to town, district and local centres, details of which are set out elsewhere in the Plan.**

2.7.1 Policy S2 identifies four Strategic Regeneration Corridors, shown diagrammatically on Map 2.1. The purpose of the corridors is to identify those areas of the City where priority will be given to projects which promote City wide economic regeneration.

2.7.2 The Strategic Regeneration Corridors have been identified on the basis of the following characteristics:

- 1. They contain concentrations of investment opportunities. The corridors contain and link the Strategic Regeneration Areas listed in Policy S1. These areas are anticipated to undergo major change over the Plan period and will be the focus for large scale investment in the City. In addition, the corridors contain concentrations of other smaller business and housing allocations identified in the UDP.
- 2. They are focussed upon major public transport investment routes, notably existing and proposed metro lines and bus showcase routes. As a result of this investment, these routes will be

associated with high frequency bus and light rail services and will offer a choice of modes of transport to serve developments along them.

- 3. They provide linkages between investment opportunities and areas of greatest need. The Strategic Regeneration Corridors contain strong physical linkages between major investment opportunities listed above and the Priority Neighbourhoods, the areas of highest unemployment and poverty in the City.
- 4. They provide important external links between the City and other key centres and major regeneration initiatives in the region. These include key locations within the Wolverhampton-Telford High Technology corridor, adjacent High Technology corridors and the Regeneration Zone as identified in the Regional Spatial Strategy and the Regional Economic Strategy. These other principal nodes include Telford to the west, Walsall to the east and West Bromwich, Dudley and Birmingham to the south east.

2.7.3 Within the corridors priority will be given to a range of initiatives that are able to promote sustainable economic and community regeneration and promote patterns of development that support the Plan's Guiding Principles, in particular:

- Development able to provide employment opportunities for local people, particularly in Priority Neighbourhoods (see 2.8.1), through targeted training and recruitment programmes.
- Major improvements in public transport at and between key nodes along the corridor. Priority will also be given to improvements in physical linkages between regeneration opportunities, existing service and employment centres and areas of greatest need in order to reduce social exclusion.
- Encouraging high quality, high density residential development. High public transport accessibility associated with the corridors makes them appropriate for residential developments that

accommodate large numbers of people who use centres within them for the majority of their shopping, employment, leisure and services needs.

- Improvements in environmental conditions and control over advert hoardings and other commercial signage. The corridors form the principal links between Wolverhampton and the West Midlands conurbation and provide important cross City links. They also contain a number of 'gateways' and high profile sites where high quality development can enhance the overall image of the City.
- Park and ride facilities. The corridors contain opportunities to provide park and ride facilities making use of existing and proposed public transport accessibility.
- The enhancement of the City Centre, town, district and local centres. The City Centre forms the hub of the four corridors, with Bilston and Wednesfield forming the principal nodes on the A41 / Metro line 1 corridor and the Wednesfield corridor respectively. The corridors also contain a number of district and local centres which provide a focus for local shopping, employment and community needs in highly accessible locations. Enhancing the vitality and viability of these centres and the links between them and adjacent residential areas will serve to reduce social exclusion though the provision of improved local services easily accessible from where people live.
- Creating a carefully balanced mix of land uses which are "good neighbours".

2.7.4 In addition to these initiatives, the Stafford Road corridor has an important function in supporting a range of projects in the Wolverhampton - Telford High Technology Corridor, a principal policy tool of the Regional Economic Strategy (RES) and the Regional Spatial Strategy. The High Technology Corridor is an area where the Regional Development Agency seeks to concentrate certain cluster and high technology businesses generally by linking businesses to Universities and other research centres. The Stafford Road corridor contains a

concentration of research and development establishments at the University and Wolverhampton Science Park whose expertise can be transferred to the existing business base. The corridor also contains a number of high profile, high quality development opportunities capable of attracting new high technology companies. The principal development opportunities are at Wolverhampton Business Park, Wobaston Road and Wolverhampton Science Park.

2.7.5 Where appropriate, the Council will prepare detailed action plans to guide the development of these corridors. Further information on the key development opportunities within the corridors can be found in the relevant Chapters of the Plan.

**2.8 Local Area and Neighbourhood Renewal**

**Policy S3: Local Area and Neighbourhood Renewal (P1, P2, P3, P4, P5, P6, P7, P8, P9, P10, P11, P12, P13)**

**Local area and neighbourhood renewal initiatives and development proposals will be promoted and encouraged throughout the City, with special emphasis on Priority Neighbourhoods. The Priority Neighbourhoods are identified on Map 2.2.**

**Such initiatives and proposals will help to secure sustainable improvements to the quality of life and prosperity of local people, through:**

- 1. Promoting and encouraging employment development in appropriate locations to provide local jobs;**
- 2. Improving the existing housing stock;**
- 3. Providing opportunities for new mixed tenure and special needs housing;**

- 4. The beneficial development and reuse of previously developed (“brownfield”) land and buildings;**
- 5. Meeting, where practical, the cultural, leisure and recreational needs of the local community;**
- 6. Improving the natural and built environment and protecting key environmental assets;**
- 7. Reducing the impact of traffic;**
- 8. Securing development and other improvements that help to improve community safety, reduce the opportunities for crime and encourage social inclusion;**
- 9. Improving accessibility and providing a choice of transport modes for all the community, especially people with disabilities;**
- 10. Acting as a focus for new investment through a range of funding opportunities from the Council, the private sector, AWM, Government, European and other sources; and**
- 11. Seeking to improve district and local centres to provide a range of services and facilities, particularly for food shopping.**

2.8.1 The Wolverhampton Strategic Partnership has adopted a Wolverhampton Neighbourhood Renewal Strategy (see 1.11.11). In developing the strategy, 85 distinct neighbourhoods were identified and profiles prepared for each neighbourhood. This process confirmed that the City contains both highly affluent and deeply deprived areas. For example, St. Peter’s ward, ranked 316 most deprived nationally, adjoins Tettenhall Regis, ranked 3,055, and just touches Tettenhall Wightwick, ranked 4,928. Using various deprivation rankings and information from local consultations, 29 Priority Neighbourhoods, which suffer from the highest levels of multiple

deprivation, were identified (see Map 2.2).

2.8.2 In order to “close the gap” in quality of life between neighbourhoods, the Wolverhampton Strategic Partnership, through the Neighbourhood Renewal Strategy, is promoting a neighbourhood management approach focusing mainly, but not solely, on priority neighbourhoods. Neighbourhood Management pilot projects are being progressed, with the aid of the Neighbourhood Renewal Fund, to identify the detailed needs of particular neighbourhoods and the priorities of the people who live there, and to jointly agree and implement action plans. Further pilots will be identified in future years and, eventually, neighbourhood management will be rolled-out across the City as a whole.

**2.9 Mixed Use Development**

**Policy S4: Mixed Use Development (P4, P5, P9, P10, P11, P12, P13)**

**All development proposals should contribute towards providing a well-balanced mix of uses in an area which work together to create vital, viable and sustainable neighbourhoods. Large areas of single use should be avoided unless this is necessary in order to protect residential amenity or meet other major policy aims.**

**Mixed use development of individual sites and buildings will be encouraged**

**at appropriate locations in or adjacent to centres and on key nodes in strategic regeneration corridors, where it will contribute towards minimising the need to travel and increasing local diversity and vitality. The design of such proposals should integrate compatible uses in a manner which creates an interesting and vibrant urban environment and does not prejudice the amenities of existing and proposed residents and other service users.**

**Proposals that include major residential - elements should provide an appropriate mix of dwellings, community services and recreation facilities, reflecting the wider needs of the neighbourhood.**

2.9.1 Areas where housing, employment, retail, recreation and community uses are mixed are not new - they have always been a feature of urban areas. In recent years, however, there has been a recognition of the important role mixed use development can play in delivering a sustainable urban environment, through reducing the need to travel, producing vibrant and interesting places, contributing towards regeneration and making new and better use of existing redundant and vacant buildings. There have been focused attempts to promote mixed use in Wolverhampton, ranging from proposals to create whole new mixed use areas e.g. Bilston Urban Village, to the introduction of new uses into town and city centres e.g. ‘living over the shop’. Sites which are currently allocated for mixed use development include a number of City Centre sites (see City Centre Chapter) and the predominantly residential mixed use site allocations shown on the Proposals Map (see Policy H4 / Table 13.2).

2.9.2 The mix of uses within a building, street or wider area can help to determine how well used a place is. In general, a mix of uses provides interest, diversity and vitality in the urban environment in contrast to the possible dullness and monotony of a single use area and can help to generate activity throughout the day and evening. Mixed use areas can also group housing, jobs, shops and services at locations within the local neighbourhood which help reduce distances people have to travel and promote the use of public transport, walking and cycling.

2.9.3 An appropriate mix of housing, employment, community and retail uses at a macro (area) level can help to produce balanced, sustainable communities in most areas. However, to

safeguard the amenity of local residents, it is necessary to allocate some single use areas for land uses such as industry, which are likely to create pollution and / or large volumes of traffic. Mixed use at a micro (site and building) level is best suited to locations within or adjacent to centres and other key public transport nodes where it can help to make the most of opportunities for higher densities and intensive activities. For example, in such locations, housing provides customers for shops and offices, makes use of space above them and generates activity when they are closed.

2.9.4 It is important that uses are mixed in ways that ensure compatibility. For example, community or open space uses can provide a useful buffer between employment and residential uses. High standards of acoustic insulation, double-glazing, efficient waste disposal and good space standards can ensure that residential amenity is not compromised in mixed use development.

**2.10 Strategic Policies**

2.10.1 The following Strategic Policies are Part I policies which are repeated and justified within the subject chapters of the Plan.

**Policy D1: Design Quality (P5, P9)**

All development proposals should demonstrate a high standard of design and contribute towards creating a strong sense of place. Proposals should evolve from an understanding of local distinctiveness and the historic context. Poor and mediocre designs will be unacceptable.

**Policy D10: Community Safety (P7)**

Proposals should take full account of the need to prevent crime, reduce the fear of crime and promote community safety throughout the design process.

**Policy D11: Access for People with Disabilities (P6)**

All highway and development proposals should be designed to provide safe and convenient access for people with disabilities.

**Policy EP1: Pollution Control (P10, P14)**

Development which may result in pollution of air, ground or water or pollution through noise, smell, dust, vibration, light, heat or radiation will only be permitted where it can be shown that there would be no material adverse impact on:

- The immediate, medium or long term health, safety or amenity of users of the land or surrounding areas; or
- Quality and enjoyment of the environment.

Where appropriate, conditions or planning obligations will be used to reduce such impacts to acceptable levels.

Pollution sensitive developments will not be permitted where users of the land may be subject to the adverse impacts of existing or proposed potentially polluting uses, unless conditions or planning obligations can be used to reduce such impacts to acceptable levels.

**Policy EP13: Waste and Development (P9, P11, P12, P14)**

The Council will seek to ensure that:

- Sufficient waste management facilities are provided across the City, in appropriate locations, in accordance with applicable waste management legislation, to meet adopted regional, sub-regional and local waste management targets;
- All development is designed so that, throughout construction and operation, the production and transportation of waste is minimised and the recovery of waste is maximised;

- Opportunities to utilise sustainable transport modes, including rail and water, will be investigated and taken wherever possible.

**Policy EP16: Energy Conservation (P9, P13, P14)**

The conservation and efficient use of energy will be maximised by:

- Ensuring that the energy demands of developments are minimised through appropriate location, orientation, siting and design;
- Encouraging the production and use of renewable energy.

**Policy HE1: Preservation of Local Character and Distinctiveness (P11)**

All development proposals should take account of the character of the area in which they are to be sited, including its historic character, and should respect its positive attributes. Physical features which strongly and positively contribute to the local character and distinctiveness of the City's landscape and townscape should be retained. In particular, proposals should take account of the special contribution of conservation areas, historic parks and gardens, listed and local list buildings, the canal network, archaeological sites and protected trees.

**Policy N1: Promotion of Nature Conservation (P11)**

The Council, in partnership with a range of organisations and adjoining local authorities, and developers will seek to secure the appropriate study, protection, management, enhancement and expansion of Wolverhampton's existing nature conservation resource, including the creation of new habitats and features of value for nature conservation. The value of Local Nature Reserves and Sites of Importance for Nature Conservation will be strongly protected.

**Policy G1: Protection of the Green Belt (P11)**

Within the Green Belt, inappropriate development will not be permitted except in very special circumstances, where the harm caused is clearly outweighed by other considerations. Any such case will be referred to the Secretary of State as a departure from the UDP.

**Policy B1: Economic Prosperity (P1, P2, P3, P4, P5)**

The Council will seek to improve Wolverhampton's prosperity by granting planning permissions for inward investment, the establishment of new small and medium sized enterprises and the expansion or relocation of existing businesses on existing and allocated sites / buildings within the City.

**Policy B2: Balanced Portfolio of Employment Land (P1, P2, P3)**

The Council will work towards the provision of a balanced portfolio and geographical spread of Class B employment land that is readily capable of development and well served (or capable of being served) by existing infrastructure.

**Policy SH1: Centres Strategy (P1, P3, P8, P9, P13)**

The network of centres shown on the Proposals Map will be maintained and enhanced as a means of providing access to a wide range of shops, services and other activities in readily accessible locations, and as a focus for regeneration in the City. Centre uses, as defined in Policy SH2, will be expected to locate within centres and will be subject to the application of a sequential approach. In applying this strategy the following broad roles of centres will be recognised:

- Wolverhampton City Centre will be maintained in its role as a sub-regional centre and the principal location for employment, shopping, commerce and leisure activity in the City. Uses serving a sub-regional or City-wide catchment area will be encouraged to locate within the City Centre.
- Bilston Town Centre and Wednesfield Village Centre will function as town centres providing a wide range of shopping and other services in the sectors of the City that they serve. Appropriate activities will be encouraged to locate within them.
- The four district centres identified on the Proposals Map and listed in Policy SH7 will be supported as the focus of convenience shopping and other local services, social, leisure and community uses within their respective localities.
- The 24 local centres identified on the Proposals Map and listed in Policy SH8 will be fostered and protected in order that an accessible range of local shops and services is available, especially to those who do not have access to a car.

Outside identified centres, retail and other centre uses will be permitted where they are small in scale and meet the day to day needs of a population living mainly within walking distance which cannot conveniently be served from an identified centre, as required by Policy SH9. Other development of centre uses in edge of centre and out of centre locations will be permitted only where the requirements of Policy SH3 are met.

**Policy C1: Health, Education and other Community Services (P6, P9, P13)**

Subject to other UDP policies, the Council will seek to meet existing and future needs for community services, by:

- Protecting land and buildings in community service use;
- Encouraging improvements in access to existing community service facilities;

- Supporting the expansion and improvement of community facilities and the provision of new facilities, in accessible locations.

Where major new developments are proposed (especially residential and mixed use schemes) contributions towards the provision of new community facilities may be required to serve the needs of the development and the local area.

**Policy R1: Local Standards for Open Space, Sport and Recreation Facilities (P6, P9, P11)**

The Council will carry out assessments of the existing and future needs of Wolverhampton communities for different types of open space, sport and recreation facilities. These assessments will be used to set local standards for different types of provision, in terms of quantity, quality and accessibility. Audits will be undertaken to define areas of deficit or surplus in relation to these standards. Community safety and crime reduction will be an important concern in any assessment.

The Council will seek to ensure that open space, sport and recreation standards are met, both across the City and at a local level, by:

- Resisting the loss of open space, sport and recreation facilities required to meet local needs;
- Improving the provision, quality and accessibility of such facilities, where resources allow, and encouraging their appropriate management;
- Ensuring that new developments meet their own open space, sport and recreation needs;
- Ensuring that links are provided between adjacent open spaces.

**Policy H1: Housing (P1, P6, P8)**

The Council will seek to:

- Maintain existing residential populations in the City and, where appropriate, increase levels,

- particularly within inner urban areas;
- Improve the condition and use of the existing housing stock;
- Identify sufficient land and buildings to provide for the housing needs and aspirations of the whole community and meet Regional Planning Guidance targets;
- Locate as much new housing as possible on appropriate previously-developed sites within the urban area, particularly at places with good public transport accessibility, where high densities will be promoted;
- Ensure that new housing is developed to a high standard of design and provides appropriate services to meet the needs of new residents and the wider community.

**Policy H2: Housing Land Provision (P8)**

In order to meet established housing needs, sites will be made available for the provision of 5,026 new dwellings over the period 2004-2011, through completion of committed sites and granting permission for housing on allocated sites and other suitable land and buildings within the urban area. Such provision will be subject to monitoring and review.

**Policy AM1: Access, Mobility and New Development (P6, P9, P13)**

The Council will work in partnership with Centro, neighbouring authorities, the health community, business sector and transport operators to improve access and mobility for all members of the community.

All new development will be expected to contribute towards improvements in access and mobility, by ensuring that people have a wide choice of mode of transport to access the site, including public transport, cycling and walking. Such contributions will be sought in accordance with UDP Policy IMR2 'Planning Obligations and Agreements.'

**CHAPTER 3: IMPLEMENTATION, MONITORING AND REVIEW**

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**3.1 Introduction**

3.1.1 This Chapter sets out the how the Council will implement the Plan, how the effectiveness of the Plan will be monitored and how the Plan will be kept up-to-date.

**3.2 Implementation**

**Policy IMR1: Implementation (P1 - P14)**

**The Council will exert influence to achieve the objectives of the UDP in the following ways:**

- **Through its statutory role as Local Planning Authority, monitoring and reviewing the Plan, preparing Supplementary Planning Documents, determining planning applications and seeking planning obligations;**
- **By promoting development opportunities and proactively bringing sites forward e.g. through the use of action plans, development briefs and compulsory purchase orders;**
- **By taking direct action under its own capital and revenue spending programmes and by accessing external funding;**
- **By co-ordinating and enabling action largely undertaken by others, through various forms of partnership, grants and other types of assistance;**
- **Through advocacy and lobbying of Central Government and other agencies for appropriate policies, resources and action.**

3.2.1 The UDP provides a statutory framework for the way in which land is used and development takes place in the City. It has been prepared on the basis of consultations with an extensive range of organisations and individuals and reflects widely held aspirations for the future of Wolverhampton. The main way that the Council can directly implement the objectives of the Plan is through its role as Local Planning Authority, responsible for determining planning applications and preparing Supplementary Planning Documents, both topic and area-based.

The Council has also prepared a statement of protocol and procedures which provides guidance on the process used in the determination of planning applications.

3.2.2 However, what actually happens on the ground is also the outcome of a multiplicity of day to day decisions by a large number of public and voluntary sector agencies, private companies and individuals. All of these have their own distinctive objectives and all are in various ways constrained by the resources at their disposal. Therefore, if the policies and proposals of the UDP are to be achieved, a close partnership must be maintained between the Council and other bodies, with the Council providing a co-ordinating and enabling role.

3.2.3 The Council will continue to ensure that financial resources are directed towards the achievement of UDP objectives. The UDP will be an important consideration for the Council when it prepares its annual Capital Programme. In particular, the Plan will provide the basis for determining priorities for environmental and conservation programmes and the long-term context for the Council's input to the West Midlands Local Transport Plan. Other Council capital programmes of relevance are the Housing Capital Programme, the Economic Development Programme and Parks and Recreation budgets.

3.2.4 The Council will maximise use of external funding to meet UDP objectives. Significant sources of external funding include New Deal for Communities, European funding sources and grants from bodies such as the Countryside Commission, English Nature and English Heritage. Advantage West Midlands (the Regional Development Agency) will be an important partner in the mobilisation of such resources. The North Black Country and South Staffordshire Regeneration Zone will provide a focus for regeneration funding from a range of sources including AWM and Europe.

3.2.5 Public sector resources are likely to continue to be scarce and so implementation will depend to a great extent on the private sector. Much of the underlying philosophy of the UDP is to provide the right circumstances to attract private sector investment of the right kind to the right places. Scarce public sector resources will, where necessary, be targeted to encourage further investment by the private sector.

**Policy IMR2: Planning Obligations and Agreements (P1 - P14)**

**In appropriate circumstances planning obligations will be negotiated with developers to enable development to proceed and / or secure the proper planning of the development and of the area.**

**In determining the nature and scale of benefits regard will be had to the following:**

- **Government Guidance;**
- **The Community Plan and other relevant Council Strategies;**
- **The Unitary Development Plan;**
- **The Local Transport Plan;**
- **Relevant local action plans, development briefs and other Supplementary Planning Documents;**
- **The views of the developer and occupier(s);**
- **The views of the community;**
- **The type and location of the development; and**
- **The economic viability of the scheme and any exceptional costs associated with the development e.g. reclamation costs or costs of conversion of an existing building.**

3.2.6 To assist in the implementation process, there are occasions in the consideration of planning applications when there is a need to seek agreements with developers for measures that cannot be achieved through conditions attached to a planning permission. Section 106 of the Town and Country Planning Act 1990 (as amended) enables local authorities to reach agreements with developers, or for developers to give undertakings, for such measures to be carried out in association with a development. Such obligations can enhance the quality of development and enable proposals to go ahead which might otherwise be refused planning permission. Government guidance in Circular 5/05 Planning Obligations advises that any obligations should be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects.

3.2.7 Obligations may be sought, for example, where a development will generate need for improved or additional infrastructure, facilities or services, or where measures are needed to offset the negative impact of a development on the environment or local amenity. Table 3.1 lists examples of planning obligations that may be sought. Reference to the use of planning obligations in specific circumstances is made in other chapters of the Plan. A development may be required to fund a number of related measures, which may be located on-site or nearby. In some cases, a number of developers may be asked to contribute jointly to an improved facility that will be of benefit to all of them and the wider community.

**Table 3.1 Examples of Planning Obligations Which May Be Sought**

Type of Measure / Obligation	Examples
1. Transport / Physical Infrastructure	<ul style="list-style-type: none"> <li>• Green Transport Plans</li> <li>• Public transport e.g. park and ride, bus service improvements</li> <li>• Cycle and pedestrian facilities</li> <li>• Highways e.g. improvements to road network and site access</li> <li>• Improvements to public parking</li> <li>• Access for people with disabilities e.g. shopmobility</li> <li>• Land reclamation</li> </ul>
2. Measures To Offset Impacts On The Built And Natural Environment / Local Amenity	<ul style="list-style-type: none"> <li>• Physical measures to minimise harm to amenity e.g. traffic management, landscaping, noise insulation</li> <li>• Replacement / alternative provision (on-site or nearby) of recreation / environmental facilities e.g. recreational open space, playing field, wildlife habitat</li> <li>• Replacement / alternative provision (on-site or nearby) of social and economic facilities e.g. training scheme, community centre</li> </ul>
3. Provision Of Facilities/ Services To Support Development And Secure Proper Planning Of The Area	<ul style="list-style-type: none"> <li>• Affordable housing and lifetime homes</li> <li>• Use controls e.g. removal of non-conforming use, ensuring balance of uses in a mixed-use development</li> <li>• Recreational open space</li> <li>• Play space</li> <li>• Sports facilities</li> <li>• Community and cultural facilities</li> <li>• Education and health facilities</li> <li>• Retail facilities</li> <li>• Childcare facilities</li> </ul>
4. Enhancing The Built And Natural Environment	<ul style="list-style-type: none"> <li>• Archaeology e.g. retention / recording of important features</li> <li>• Restoration of Listed and Local List buildings</li> <li>• Nature conservation e.g. protection / enhancement of habitats</li> <li>• Public access within development</li> <li>• Public access to open space</li> <li>• Public art</li> <li>• Crime prevention measures e.g. CCTV, secure parking spaces</li> </ul>
5. Maintenance	<ul style="list-style-type: none"> <li>• Commuted sums to cover maintenance costs for a limited period e.g. open space, recreational facilities, public transport</li> </ul>

**Policy IMR3: Compulsory Purchase Orders (P1 - P14)**

**In appropriate circumstances the Council will use its Compulsory Purchase powers to enable development to proceed and / or secure the proper planning of the development and of the area.**

- 3.2.8 Compulsory purchase powers are provided to allow authorities to compulsorily purchase land to carry out a function which Parliament has decided is in the public interest. Anyone who has land acquired is generally entitled to compensation. The greatest users of compulsory purchase powers are Local Authorities and the Highways Agency and the two most commonly used powers of compulsory purchase are:
  - \* A Compulsory Purchase Order (CPO) based on a specific Act of Parliament,
  - \* An Order under the Transport and Works Act 1992.
- 3.2.9 Wherever possible the Council will negotiate with landowners to assemble key development sites. However, where negotiations are unsuccessful, the Council will consider the use of CPO powers, to ensure that key development opportunities are realised in the City and otherwise allow appropriate development to proceed.

**3.3 Monitoring and Review**

**Policy IMR4: Monitoring and Review (P1 - P14)**

**The Council will monitor (i) land use development taking place within Wolverhampton and (ii) the effectiveness of the policies and proposals of the UDP. Regular monitoring reports will be published and will inform the review of policies and proposals in the UDP and preparation of Supplementary Planning Documents. Local people will be consulted on and actively involved in the continuing monitoring and**

**review of the UDP and its replacement with the Local Development Framework.**

- 3.3.1 The Council is required by law to keep under review all matters that are expected to affect the development of the City - in particular (a) the principal physical and economic characteristics (b) the size, composition and distribution of population, and (c) the communications, transport system and traffic. Also of importance are the rate of house-building activity, changes in floorspace of retail and business premises, the impact of development in the Green Belt and any loss or creation of open space. Much of this information is currently monitored on an annual basis to meet regional and national requirements. There is also a specific requirement for the Council to monitor the effectiveness of the policies and proposals of the UDP.
- 3.3.2 The Council supports the Government's commitment to maintaining relevant and up to date development plans and will ensure that its Development Plan is kept up to date through a continuous process of monitoring and review which actively involves local people and is co-ordinated with the monitoring and review of the Community Plan. Both topic and area-based Supplementary Planning Guidance will also be reviewed on a regular basis and new Supplementary Planning Documents prepared to complement UDP policies and proposals.
- 3.3.3 In line with Government Policy, the Regional Spatial Strategy, the Community Plan and the requirements of Best Value, a comprehensive set of key indicators and targets have been selected to enable performance to be monitored over the UDP period. These are listed in Table 3.2. The Council will regularly monitor these indicators and publish them in an Annual Monitoring Report, together with any other indicators required by national guidance. These reports will also highlight any changes in the principal physical, social and economic characteristics of the City and other

relevant monitoring information. Monitoring reports will be used to inform preparation of the new Local Development Framework and Supplementary Planning Documents.

3.3.4 With the new planning legislation now in force, Plan policies and proposals will be reviewed more frequently. Instead of reviewing the whole Plan every ten years, as happened in the past, an up-date will take place at least once every three years. Some core elements of the Plan, such as Part I policies and Green Belt boundaries, may not need to change, whereas others, such as housing allocations, will need to be frequently reviewed. It will also become possible to supplement the Plan with new, area-based plans as and when necessary.

3.3.5 This more flexible system will allow the Plan to reflect changes in national, regional and local policy and changing local circumstances and trends more quickly and effectively. The next review of the Plan will need to take particular account of the requirements of new planning legislation and the contents of the West Midlands Regional Spatial Strategy.

3.3.6 The Council will also continue to work with other local authorities throughout the region to monitor and keep under review the provision of the West Midlands Regional Spatial Strategy.

**Table 3.2 UDP Monitoring Indicators and Targets**

**1. Design**

Indicator	Key policies	Monitoring	Baseline	Target (2011)
No. of new developments recognised for design quality and excellence	All Design Policies	Civic Trust Awards & Wolverhampton City Council Environmental Awards	4	Maintain at a constant level
Proportion of planning application design statements that have addressed crime prevention criteria	D2	Planning application monitoring	Not known	100% by end 2006
Proportion of public art schemes secured on qualifying developments	D14	Planning application monitoring	100%	100%

**2. Environmental Protection**

Indicator	Key policies	Monitoring	Baseline	Target (2011)
Number of Air Quality Management Zones	EP3	Council air quality monitoring systems	0	0
Area of new development permitted in floodplains contrary to Environment Agency Advice	EP7	Planning application monitoring	0	0
% of household waste recycled or composted	EP13, EP14	Council Waste Management Strategy	6%	30%

**3. Nature Conservation**

Indicator	Key policies	Monitoring	Baseline	Target (2011)
Hectares of Local Nature Reserve per 1,000 popn	N4	LNR management plans	0.2 ha	0.5 ha
Hectares of land designated as SINC	N3, N5	Habitat survey once every 5 years	148 has	Maintain at 148 has and increase every 5 years

#### 4. Greenbelt and Rural Landscapes

Indicator	Key policies	Monitoring	Baseline	Target (2011)
No. of developments which compromise the open nature of the green belt	G1, G2	Planning application monitoring	0	0

#### 5. Business and Industry

Indicator	Key policies	Monitoring	Baseline	Target (2011)
Amount of business and industrial development per annum (ha's)	B1	Employment monitoring system	8ha pa (1986-02)	8ha pa
Providing a balanced portfolio of employment and as required by RPG	B2	Annual monitoring to Regional Employment Land Study (RELS)	Achieved	Achieved

#### 6. Shopping and the Role of Centres

Indicator	Key policies	Monitoring	Baseline	Target (2011)
% of new retail, office and leisure floorspace completed within or adjacent to defined centres.	SH1, SH2, SH3	Development monitoring system (completions)	42% retail within centres (1991 - 2001)	50%
% of new retail, office and leisure floorspace given permission within or adjacent to defined centres.	SH1, SH2, SH3	Planning application monitoring	Not known	90%
Number of multiple retail outlets in Wolverhampton City Centre	SH1, SH2, SH4	Development monitoring system (completions)	72 (1995)	Increase

#### 7. Open Space, Sport and Recreation

Indicator	Key policies	Monitoring	Baseline	Target (2011)
Number of Neighbourhood Park Areas meeting current recreational open space standard (ha's per 1,000 residents)	R1, R2, R3, R7, R8, R9	Regular open space audits	22 out of 38	Maintain at 22 and increase
Number of Neighbourhood Parks	R2	Regular open space audits	35 out of 38	38 out of 38
Hectares of accessible playing fields and outdoor playing space per 1,000 residents	R2, R3, R5, R8	Regular open space audits	0.6 ha	Increase to 0.8 ha and improve distribution

#### 8. Housing

Indicator	Key policies	Monitoring	Baseline	Target (2011)
Total new build completions per annum	H2, H3, H4, H5	Housing monitoring system	437 (average 1991-2002)	680 per annum
Total conversion completions per annum (net)	H2, H3, H4, H7, H8, H10	Housing monitoring system	33 (average 1995-2002)	60 per annum
Affordable housing completions	H12, H13	Housing monitoring system	187 per annum (average 1991-2002)	180 per annum
Proportion of completions on previously-developed land / buildings	H1, H3	Housing monitoring system	87% (1996-2002)	99%
Average net density of new housing developments (> 5 dwellings, excluding conversions)	H10	Housing monitoring system	33 dwellings / hectare (1996-2001)	Minimum 40 dwellings / hectare

#### 9. Access and Mobility

Indicator	Key policies	Monitoring	Baseline	Target (2011)
% of developments meeting car park standards	AM12	Planning application monitoring	Not known	100%
Publicly available long-stay car parking spaces in the City and Town Centres	CC5	Annual monitoring as part of Local Transport Plan	100%	Reduce by average of 3% per annum
Share of trips undertaken by public transport	AM8	Annual monitoring as part of Local Transport Plan	1998: to be determined	Maintain at 1998 levels
Number of journeys made by bus per annum	AM8	Annual monitoring as part of Local Transport Plan	1998: to be determined	Increase from 1998 baseline by 5% per annum
Proportion of West Midlands employees working for companies with a travel plan	AM7	Annual monitoring as part of Regional Transport Plan	1998: to be determined	40% by 2006



**CHAPTER 4: DESIGN**

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**4.1 Introduction**

- 4.1.1 The purpose of this Chapter is to promote and achieve higher standards in the design of new development. The Government’s Planning Policy Statement 1 seeks to ensure high quality development through good design. It states that the key objectives of design policies include ensuring that developments are sustainable, create an appropriate mix of uses, respond to their local context and create or reinforce local distinctiveness and are visually attractive as a result of good architecture.
- 4.1.2 Advice on how to achieve good design is contained in the government’s guide: “By Design” (DETR/CABE 2000). This underlines that quality design is best ensured by approaches which build from design principles or objectives and not by rigid templates and standard designs. The guide outlines what these objectives should be and provides detail on the characteristics of good design.
- 4.1.3 As part of the creation of a Green City and a Safe City, the Wolverhampton Community Plan (2002-2012) aims to:
  - Increase awareness of and respect for the natural and built environment;
  - Improve the quality of urban design of new buildings and spaces (including hard and soft landscaping);
  - Create well-designed urban spaces, “pocket parks” and walkways;
  - Increase the general feeling of safety and security among people in neighbourhoods;
  - Improve design and lighting in car parks, parks and open spaces to deter robbery and other crimes.
- 4.1.4 Good design can enhance the quality of people’s everyday lives, help achieve sustainable development and reinforce civic pride. Achieving a positive image for Wolverhampton is critical for attracting investment and achieving sustainable economic and social regeneration. The Council’s vision is to encourage and achieve high design standards throughout the City, not just in key

locations such as conservation areas, centres and along major roads. The aim is to produce attractive, high quality places, where people will want to live, work and enjoy themselves.

- 4.1.5 Greater attention will be given to improving the design of new buildings and the spaces around them. Site specific design solutions are required that react explicitly to the characteristics of a location and connect with the wider area. New buildings will be expected to contribute towards creating strongly defined public spaces. Buildings and landscaping should form part of an integrated design, which must not be visually dominated by car parking and should provide for people travelling to the site by public transport, on foot or by bicycle. Development should relate well to the scale of existing buildings, safeguard local amenities and create more secure environments. Creativity and innovation will be encouraged and challenging or radical designs positively welcomed. Larger schemes in appropriate locations will be expected to incorporate an appropriate mix of uses (see Policy S4). The Council is committed to ensuring that buildings and sites are accessible for people with disabilities.
- 4.1.6 All new development takes place within an existing context. The policies in this Chapter should be read in conjunction with policies in Chapter 6: Historic Environment. Further guidance on design is provided by the Council’s Supplementary Planning Guidance notes / Supplementary Planning Documents. These include helpful additional material on specific topics (e.g. Residential Development), and Development Briefs providing design guidance for particular sites. The Council also produces conservation area appraisals (see Policy HE3). These documents carry significant weight when decisions are taken on planning applications.

**4.2 Design Quality**

**Policy D1: Design Quality (Part I)**

**All development proposals should demonstrate a high standard of design and contribute towards creating a strong sense of place. Proposals should evolve from an understanding of local distinctiveness and the historic context. Poor and mediocre designs will be unacceptable.**

- 4.2.1 The aim of Policy D1 is to ensure that all development is of high quality and benefits its surrounding area. Good design should be the aim of all those involved in the development process and is required throughout the City.
- 4.2.2 Good design is rarely achieved through rigid design standards. Successful buildings, streets and cities tend to have characteristics in common. These factors have been analysed to produce principles or objectives of good design which are reflected in the policies in this Chapter. The Council encourages responsible innovation, originality and initiative, and recognises that the qualities of an outstanding scheme may justify a departure from certain design policies in this chapter.
- 4.2.3 What the City feels like is a crucial part of its identity. Careful design of buildings, and the streets and spaces between buildings, can help achieve a strong sense of place. This can help make urban areas safer and more attractive, and may help to accommodate more homes and facilities that such areas need to flourish. Encouraging more people to live in the City and increasing urbanity can help create more sustainable patterns of development and contribute towards an urban renaissance.
- 4.2.4 The overall strategy for the City’s hierarchy of built form is to build up densities in line with Government guidance and to create a compact urban feel at the City centre, town centres and to a lesser extent in local centres.

Towards the fringes of the City, built form should taper off, retaining green space and trees that merge City into countryside. On the main approaches to the City, particularly close to metro stops and along bus showcase routes, there will be opportunities to increase density and build up urban form. Development that reinforces or creates gateways to the City will be encouraged.

**4.3 Design Statement**

**Policy D2: Design Statement**

All planning applications should be accompanied by a written statement justifying the proposed design in relation to the site and its wider context.

- 4.3.1 Applicants for planning permission should provide a written statement setting out the design principles they have adopted in relation to the site and its wider context. This will help to assess the application against design policies and encourage applicants to think about design in an analytical and positive way.
- 4.3.2 A design statement submitted with planning applications should:
  - explain the design principles and design context;
  - outline how these are reflected in the development’s layout, density, scale, visual appearance and landscape;
  - explain how the design relates to its site and wider area (through a full site and area appraisal where appropriate), and to the purpose of the proposed development;
  - justify the chosen design solution and demonstrate how the proposed development has taken into account Wolverhampton’s design policies (and its other development plan planning policies and advice in relevant Supplementary Planning Guidance / Supplementary Planning Documents);
  - include an easy to understand summary where this would be of value in public consultation;

- explain how the design addresses the need for safe, sustainable and accessible development.

4.3.3 A written design statement should be illustrated, as appropriate, by:

- plans and elevations (these should extend some way beyond the site boundaries to show the relationship of the proposal to the neighbouring buildings);
- photographs of the site and its surroundings;
- other illustrations, such as perspective views.

4.3.4 Planning application design statements are appropriate for even the smallest and most uncontroversial development proposals, as together these have an enormous impact on the environment. In such cases only a brief unillustrated statement is likely to be necessary. For example, in the case of a minor house extension a simple statement indicating that the proposal complies with Supplementary Planning Guidance / SPD on Extension to Houses may well be sufficient.

**4.4 Urban Structure**

Policy D3: Urban Structure

Proposals should retain and improve all useful, safe and appropriate vehicular and pedestrian routes and provide new ones that make movement easier, safer, more attractive and visually varied through and within built up areas.

The following principles should be taken into account in the design of new development:

- Priority should be given to establishing a sense of place and community, with movement networks used to enhance those qualities;
- Streets should generally link up and layouts should be designed to encourage safer walking, cycling and access to public transport;

- In residential areas, new streets should be designed so that traffic moves slowly;
- Direct, convenient and safe access should be provided to new developments for pedestrians and cyclists.

4.4.1 Urban structure is the framework of streets, spaces and built form that connect locally and more widely. In new development it is the sense of place which should have priority. In the making of places it is not the road layout but the relationship of buildings to each other and the street which should be paramount.

4.4.2 The general aim is to put people before traffic and create places of real character, which are also functional. Developments should aim to promote a network of interconnecting streets and places. Areas that are easy to move through can be called “permeable”. The free flow of pedestrians through linked streets and places can have a positive benefit in increasing vitality, safety and security.

**4.5 Urban Grain**

Policy D4: Urban Grain

Proposals should respond positively to the established pattern of streets and buildings, including plot sizes, spatial character and building lines, of which they form a part. Those elements that contribute to the quality of the surrounding environment should be respected.

The design of new schemes should create a significant improvement everywhere, including areas of poor or indifferent quality.

The following principles should be taken into account in the design of new development:

- Proposals should respond to the existing context of buildings, streets and spaces, ensuring that adjacent

- buildings relate positively to each other.
- Building lines should generally be respected and buildings generally aligned parallel to the street.
- The relationship of proposed buildings to the spaces around them should not constitute over development leading to cramped layouts and/or obtrusiveness in relation to adjoining properties.
- The spaciousness and character of established residential gardens should be respected and enhanced.

4.5.1 Urban grain is the pattern of streets, plot sizes, buildings and spaces that characterise urban areas. Developments should be carefully considered to add quality to the character and amenity of the area. Imaginative designs and layouts that make more efficient use of land without compromising the quality of the environment are encouraged. The Council will seek greater intensities of development and a more compact City form at places with good public transport accessibility, including the city centre, town, district and local centres, and along the main approaches to the City. Respecting existing building lines will better integrate new development into the streetscene, although projections and set backs to existing building lines can be used to add emphasis, providing the spaces created are clearly defined and functional.

4.5.2 Applicants for proposed development must demonstrate that the design solution retains and builds on the positive attributes of the area and improves or ameliorates the poor ones. Where local distinctiveness is lacking, the development should create its own rather than emulating, replicating or adding to poor quality surroundings. Any design proposals that are considered to be of mediocre or poor quality will be unacceptable.

**4.6 Public Realm (public space/ private space)**

Policy D5: Public Realm (public space/ private space)

Proposals should promote active street frontages as a means of enclosing the public realm. Developments should clearly differentiate between private areas and public spaces.

The following principles should be taken into account in the design of new development:

- The fronts and backs of buildings should be clearly defined to ensure places are easily understood, physically secure, and feel safe and pleasant.
- Main entrances should open onto the public realm, windows and more active rooms should face the public realm, and blank walls or inactive facades should be avoided on frontages.
- Frontages should not be dominated by parking or servicing areas.
- Parking arrangements should be catered for in ways that do not detract from the effectiveness of the built up frontage in defining public areas.
- Parking areas should be secure, attractive and overlooked.

4.6.1 The public realm comprises the streets, squares, spaces and building facades that define them. It is important that these facades provide an “active”, public frontage with clear points of entry and overlooking from windows to promote security. It is equally important that private activities, for example gardens, rear parking and servicing take place away from the public realm. The rear gardens of houses are more secure if they back onto other gardens, rather than roads, service lanes and footpaths. Successful streets are capable of accommodating the parked car and can help reduce car speeds and create street activity. Clearly indicating the extent of private ownership of space around a building (by means such as walls, fences,

railings, gates and arches) visually and physically defines the boundary between public and private space.

**4.7 Townscape and Landscape**

**Policy D6: Townscape and Landscape**

Proposals should create or reinforce local distinctiveness by comprising site-specific design solutions that respond explicitly to the site and its context. Proposals should preserve or enhance qualities of townscape and landscape character that are of value (see Policy HE1). In areas lacking in local distinctiveness, proposals should contribute towards repairing or creating qualities of townscape and landscape character.

The following principles should be taken into account in the design of new development:

- Building frontages and boundary treatments should provide definition and a sense of enclosure for streets and public spaces.
- Distinctive features should be provided to define and emphasise landmarks, corners sites, junctions, vistas, street scenes and public spaces.
- Existing buildings, structures and physical features of local distinctiveness or townscape value should be retained and integrated into new development to maintain the continuity of built form (see Policy HE1).
- Proposals should respect existing vistas, views and skylines that contribute to the character of an area.
- Buildings should relate positively to and face towards streets, open space, squares and canals.
- Public or communal open space should relate to the buildings around it, be designed with a specific purpose in mind and should not just be space left over after development.
- Attractive landscaping, including hard surfaces, parking areas and adequate and useable gardens/amenity areas, should form an integral part of the design of new development and should complement the surrounding area.

- Proposals should make positive use of the topography, land form, changes in levels, landscape setting and natural features (see Policy D12) of the site and the surrounding area.
- Existing landscape features of value should be retained (see Policy D12).

- 4.7.1 The aim of Policy D6 is to promote and achieve character in townscape and landscape, in order to retain, enhance or create local distinctiveness. The character of townscape depends upon how individual buildings contribute to a harmonious whole, through relating to the scale of their neighbours and creating a continuous, coherent and integrated form. Integrating new and existing development at their boundaries maintains the continuity of urban form and landscape. Boundary treatments such as walls and railings can contribute to the enclosure of the street, reinforce the building line and enclose front gardens. Well designed corner buildings or features create visual interest, contribute to a distinctive identity and provide points of orientation. Landmarks and distinctive features make places attractive, memorable and legible. The legibility of a place is the ease with which people can understand its layout and find their way around.
- 4.7.2 The character of landscape depends upon the appearance of land, its shape, form, ecology and natural features including all open space and planting. Landscape schemes and boundary details should be submitted with full planning applications and will not be determined without them.

**4.8 Scale - Height**

**Policy D7: Scale - Height**

All development should be of a height that helps achieve a strong sense of place, relates positively to its surroundings and the local topography, and does not detract from important views and landmarks.

Proposals should take account of the following principles:

- Buildings should be of sufficient height to positively contribute to a sense of enclosure of the public realm.
- Buildings should appear to be of a human scale overall and particularly at ground floor level and should not appear overbearing.
- Buildings should be compatible with the general pattern of heights in an area.
- Corner buildings should emphasise the prominence and importance of the position to provide identity and act as points of orientation.

4.8.1 The aim of Policy D7 is to ensure that individual buildings contribute to a sense of place, through relating to the scale of their surroundings and creating a coherent urban form. The height and position of new buildings should consider the geometry of the street and the local topography. The height of new buildings should not be determined by existing development of inappropriate heights.

4.8.2 Densities and heights should generally increase towards the city centre and higher buildings are likely to be required along the strategic highway network, in centres, on prominent sites, and at significant nodes and gateways. Most buildings in these locations should be at least 3 domestic storeys (or the commercial equivalent) in height. The actual height would need to relate to the size, extent and proportion of the adjacent space, the objective being to achieve a good sense of enclosure. Higher buildings may be allowed on sites in Wolverhampton City Centre, subject to relevant urban design criteria being appropriately addressed in accordance with the other design policies.

4.8.3 On minor streets which are not primary circulation routes, buildings of no more than 2 or 3 stories high are likely to be suitable. Adding greater emphasis to buildings in corner positions, for example through an increase in height, can

provide landmarks that contribute to a sense of local identity, and can help people orientate themselves and find their way around. Higher buildings can also be appropriate in other situations, for example in the middle of a long terrace, to create articulation and a central focus.

- 4.8.4 People relate better to buildings of a human scale. Whilst this is not simply a question of height, tall buildings can appear overbearing and create adverse micro-climatic effects such as down draughts and lateral winds. The height of a building should also have regard to the degree of overlooking and overshadowing of other buildings and land.
- 4.8.5 As well as taking account of the general pattern of existing heights and the topography of city, important views and landmarks, e.g. the spires of city churches should be respected. Buildings of over six stories are generally unlikely to be appropriate, even in the City Centre.

**4.9 Scale - Massing**

**Policy D8: Scale - Massing**

**Proposals should make a positive contribution to the appearance of an area by means of appropriate massing and orientation. The massing of a proposal should not adversely affect people's amenities in respect of immediate outlook, loss of daylight/sunlight and loss of privacy.**

**Proposals should have regard to the following principles.**

- Elevations should be in scale with the proportions of the adjacent space and provide a sense of place to the streets and spaces to which it provides a built edge.
- The scale of a building should relate positively to and be appropriate to its context.
- Buildings should be in scale with and compatible with their surroundings, except where existing buildings are

considered to be of an inappropriate scale.

- 4.9.1 The massing of development can contribute to creating distinctive street scenes and skylines. It is important to provide a sense of containment if streets and open spaces are to develop a sense of place and encourage activity. The Government's Planning Policy Statement 1 advises local authorities not to accept design which is inappropriate in its context.
- 4.9.2 The size and massing of a building needs to be appropriate and harmonise with its context / surroundings. The architectural scale of a building i.e. the proportions of each architectural element in itself and its relationship to the whole, also needs to be appropriate.

**4.10 Appearance**

**Policy D9: Appearance**

**Buildings, structures, boundary treatments and landscape features should make a positive contribution to the locality through the use of appropriate form and good quality detailing and materials. Developers are expected to provide details of the external materials and finishes to be used on proposed buildings.**

**Proposals should take account of the following principles:**

- **Form. As well as scale (height and massing), composition, proportion, articulation, modulation, rhythm, balance and framing are all important to the appearance of a development and may significantly affect the character or quality of an area.**
- **Detailing. Details include all building elements such as entrances, walling, fenestration, roofs, gables, eaves, bays, balconies, porches, walls and fences, and external works. The way in which these details are designed and articulated will effect the visual interest, character and quality of a development when viewed as a whole**

**or in close proximity. The richness of detail is particularly important at ground level or where it is prominent and easily appreciated.**

- **Materials. The quality of materials and finishes contribute to the attractiveness of a proposal's appearance and the character of an area. The use of good quality materials will be required.**
- **The use of local and/or reclaimed materials, where appropriate, can be a major factor in enhancing local distinctiveness and will be encouraged.**

- 4.10.1 The Government's Planning Policy Statement 1 advises that the visual appearance and the architecture of individual buildings are clearly factors in achieving the objective of high quality design. A key objective is ensuring that developments are visually attractive as a result of good architecture. The local authority should not attempt to impose architectural styles and should not stifle innovation and originality. However it is proper to promote or reinforce local distinctiveness as supported by Policies D1, D6 and HE1.
- 4.10.2 Individual expression and variety of architectural style is encouraged. If a design is of a sufficiently high standard it will help create urban richness and diversity. The Council aims to promote a high quality environment which combines contemporary design with the best architectural traditions of the city; quality development as distinct from a particular style. The following criteria are the basis for the definition of quality design:
  - Integration:** To fit into its surroundings a building should possess several qualities, including: appropriate siting, massing, scale, proportion, rhythm and materials.
  - Order and Unity:** Buildings and the spaces between them should possess a sense of order and unity. Symmetry, balance, repetition, the grid, the bay, the frame and the roofscape can combine to give buildings coherence. Order enables us to interpret what we see.

**Plan and Section:** A building is much more than just its elevations. The way its internal spaces, structure and services are designed is integral to a building's overall quality.

**Integrity:** Employing principles of separation and articulation in design and using an appropriate method of construction can assist a building's integrity.

**Detail:** The word "detail" is used in preference to ornament or decoration, though it can often fulfil a similar role in modern architecture. The lack of detail impoverishes architecture, whereas the consistent handling of details throughout a building allows us to admire the beauty of materials and the skill of the design and construction.

**4.11 Community Safety**

**Policy D10: Community Safety (Part I)**

**Proposals should take full account of the need to prevent crime, reduce the fear of crime and promote community safety throughout the design process.**

Proposals should take account of the following principles:

- Opportunities for surveillance of public space should be maximised. Buildings should front onto the public realm (see Policy D5). Exposed blank facades should be minimised. Streets and other public spaces should be well lit.
- The layout of buildings and landscaping schemes should avoid creating "dead space", hiding places or cover for criminals. Segregated routes, footpaths and alleyways and parking spaces which are not directly overlooked should be avoided.
- Private space around buildings should be designed to be "defensible space" i.e. it should be secure, attractive and overlooked so that it is controlled, or perceived to be controlled by its occupiers.

- Attractive landscaping, fencing, walls, pillars, railings and other treatments should be used to reinforce boundaries and deter intruders.

Where appropriate, planning conditions or obligations will be used to secure the provision of community safety measures.

- 4.11.1 Government guidance in the companion guide to PPS1 entitled "Safer Places: The Planning System and Crime Prevention" (April 2004) confirms that crime prevention and related measures can be a material consideration in making planning decisions and that the planning system can make a significant contribution to deterring crime.
- 4.11.2 The aim of this policy is to ensure that the design of new developments contributes towards reducing both the risk of criminal activity and the fear of crime. All applications for new development will be assessed in accordance with the Crime and Disorder Act 1998 and the companion guide to PPS1 entitled "Safer Places: The Planning System and Crime Prevention". Account will also be taken of the Crime Reduction and Community Safety Strategy for Wolverhampton and the Council's Crime Prevention Strategy for Parks and Open Spaces.
- 4.11.3 The Council will work with developers and the Police, in particular the Police Liaison Officer, to reduce the potential for crime through design. In applying Policy D10, the Council will have regard to guidance provided by the Police through the "Secured by Design" scheme. Developers will be expected to have taken that guidance into account and to have applied its principles, particularly in the preparation of major new housing, industrial, retail, leisure and car park schemes.
- 4.11.4 Community Safety and Crime Prevention should be an integral part of the design and layout of all new buildings - not an excuse for poor or unacceptable design. Community safety issues will be

addressed in all future Supplementary Planning Documents (including Development Briefs) provided by the Council.

- 4.11.5 The range of community safety measures which can be incorporated within development proposals are numerous and include, for example, careful detailed design and layout of new development and buildings, lighting and security arrangements, overlooking and surveillance, closed circuit television, adequate and properly planned defensible space, appropriate landscaping, direct and uncluttered walkways and mixed use developments which provide for different activities and encourage pedestrian movement during the day. There is also a need for car parks and other transport facilities to be built to "Secured by Design" standards and for personal safety and security to be of high priority in all development schemes and proposals.
- 4.11.6 Streets and spaces that are overlooked allow natural surveillance, feel safer and generally are safer. Buildings of all types which front onto streets, squares or parks, contribute to overlooking by showing their public face. One of the most effective measures for community safety and crime prevention is the creation of lively, lived-in urban areas and public spaces which are easy to overlook and oversee.

**4.12 Access for People with Disabilities**

**Policy D11: Access for People with Disabilities (Part I)**

**All highway and development proposals should be designed to provide safe and convenient access for people with disabilities.**

Measures should include special facilities within the highway and paving schemes, dedicated parking spaces and appropriate footpaths, approaches and entrances to buildings. Transport facilities should also be

designed to ensure easy access for everyone, with convenient interchange facilities. Measures to provide such accessibility should be of a high standard of design and materials to protect and improve visual amenity.

- 4.12.1 A fundamental aim of Wolverhampton City Council is to promote an accessible built environment to ensure that disabled people are not denied the opportunity to participate fully in all aspects of City life. Development, including parking where provided, must therefore meet the highest standard of accessibility and promote inclusion.
- 4.12.2 The Disability Discrimination Act (1995) defines a person with a disability as being a person who has a physical or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. Section 21 of the Act requires that the design and construction of a building and the approach or access to it must be accessible for people with disabilities. The Act also places responsibilities on transport operators and local authorities to ensure that vehicles and infrastructure are fully accessible.
- 4.12.3 Therefore, planning permission for new developments (except house extensions and alterations) will only be granted where developers can demonstrate that their proposals meet the needs of people with disabilities. The Council acknowledges the special needs which disabled persons require as pedestrians and drivers and will ensure highway schemes are accessible for people with disabilities.
- 4.12.4 Proposals should demonstrate that everyone could use and move around the development without physical hindrance, separation or special treatment. These requirements will only be waived in exceptional circumstances, for example, where it is not acceptable to carry out alterations to a statutory listed building. For larger scale developments,

applicants should provide an "Access Statement" as part of the Design Statement (see Policy D2), explaining how the scheme will meet the needs of people with disabilities.

- 4.12.5 Applicants are advised that pre-planning discussions with the Council's Access Officers are always welcome and can assist in solving problems, particularly on difficult sites, before planning permission is sought.
- 4.12.6 The internal design of a building is not usually a planning matter, except, for example in the case of listed buildings. Applicants are advised, however, to consider the internal layout at an early stage as the internal requirements of the Building Regulations 2000 (Approved Document M) can on occasions require changes to the building layout and external appearance. If this happens after planning consent has been granted, an amendment may need to be sought, prolonging the development process and adding extra costs to the scheme.
- 4.12.7 Accessible design criteria can be found in British Standard 8300:2001, "Design of buildings and their approaches to meet the needs of disabled people - Code of practice". Applicants are also advised to refer to the Council's Supplementary Planning Guidance on Access and Facilities for People with Disabilities (1995), which includes technical guidelines which are still relevant. However, parts of the SPG are now out of date and it will be subject to review shortly.

**4.13 Nature Conservation and Natural Features**

**Policy D12: Nature Conservation and Natural Features**

All proposals should demonstrate a consideration of the following:

- Woodland, trees, hedgerows, wetland habitats, watercourses, flood plains, geological features and other natural

features or habitats should be retained, where possible (see Policies N5, EP6 and EP7).

- Where appropriate, creative conservation measures, such as new wildlife habitats and fresh geological exposures, should be incorporated.
  - Any landscaping or planting scheme should incorporate the greatest possible proportion of appropriate native vegetation, except where special requirements in terms of purpose or location dictate otherwise.
  - Sustainable urban drainage measures should be incorporated to create a more natural pattern of drainage (see Policy EP9).
  - Built structures should be designed, where possible, to incorporate habitat features attractive to species that inhabit the built environment.
  - Proposals should positively address any nature conservation resources which lie adjacent to or near to the development site.
- 4.13.1 The diversity of landscapes and wildlife in Wolverhampton are a valuable resource. The protection and enhancement of this resource will contribute towards the overall regeneration of the City and the well being of its residents. Chapter 7: Nature Conservation sets out policies to protect certain identified nature conservation sites, habitats and species and to ensure that development respects the constraints imposed by floodplains and other natural features. However, new development need not necessarily result in losses of natural habitats and features, but can be designed to preserve and enhance them. Redevelopment may also allow the creation of new areas of natural value, which form an integral part of the design.
  - 4.13.2 Policy D12 sets out the criteria the Council will use to assess the standard of design of any development proposal in relation to nature conservation and natural features, but especially to sites:
    - in proximity to a LNR, SINC or SLINC;
    - within or in proximity to a wildlife corridor or other area where wildlife is

- accessible to the local community;
- containing a species or habitat for which a national or local Biodiversity Action Plan has been prepared;
- used by species protected by the Wildlife and Countryside Act 1981 as amended;
- used by species specially protected by the Conservation (Natural Habitats etc.) Regulations 1994 as amended.

4.13.3 Policy D12 should be read alongside Policy D6: Townscape and Landscape and more detailed guidance in the forthcoming Supplementary Planning Document on Nature Conservation.

#### 4.14 Sustainable Development (Natural Resources and Energy Use)

Policy D13: Sustainable Development (Natural Resources and Energy Use)

All proposals should respect the principles of a sustainable environment in terms of their use of resources and energy.

The following principles shall be taken into account in the design of new development:

- Proposals should make good and efficient use of natural resources for building and landscaping including the retention of existing natural and manmade features of value.
- Existing buildings should be retained and re-used wherever possible.
- Proposals should have the potential to be long-lived and adaptable for future changes of use, including consideration of the changing needs of any occupants.
- The siting, orientation, internal and external design of buildings and use of landscaping should maximise the use of natural heat and light (i.e. solar gain), and maximise conservation of non-renewable energy sources (see Policies EP8, EP9, EP16 and EP17).
- Preference should be given to the use of reclaimed or locally sourced building materials, which save energy in production and transport.
- Production of waste during construction and use should be minimised (see Policy EP13).

4.14.1 All the policies in this Chapter contribute towards making sustainable places but Policy D13 concentrates on issues relating to resource use which are of particular importance.

4.14.2 The way in which resources are used in development can have long term implications for the depletion of natural resources and energy use. The council is keen to ensure that development makes the most efficient use of natural resources and promotes energy conservation. The repair and reuse of existing buildings or structures can be sustainable, in that energy and materials are already invested in them. (However circumstances also arise in which it is more sustainable to replace or remove old buildings or structures).

4.14.3 Developers will be encouraged to minimise pollution and waste during demolition and construction, and encouraged to make use of materials that that are recycled, from a renewable source and have low levels of energy use in manufacture.

4.14.4 Robust buildings and spaces that are capable of being adapted for a variety of other uses with minimal disruption reduce the use of natural resources and energy. Shallow plot depths of between 9 and 13 metres can facilitate the adaptation of buildings to alternative uses.

#### 4.15 The Provision of Public Art

Policy D14: The Provision of Public Art

The Council will seek to negotiate provision for public art on all major residential and commercial developments and will also encourage the making of such provision on smaller developments. Where agreement is reached that public art will be provided, such provision will be secured through the use of conditions, planning obligations or management agreements.

4.15.1 Public art can make an important contribution to the amenity and environmental quality of an area. In smaller developments it can enhance existing character, while in larger projects, particularly urban regeneration schemes, it can contribute towards creating a new sense of place. It can integrate new development into the surrounding community by recording and celebrating the past and contribute towards the wider cultural environment and civic pride. The Council is a "Percent for Art" authority. This programme seeks the allocation of at least one percent of the construction costs of a project towards the production of works of art or craft to enrich the final structure and its environment. Supplementary Planning Guidance on the Provision of Public Art provides further advice and explanation.

4.15.2 The Council's initial aim in negotiations will be that at least one percent of the total construction costs of a project will be sought as a contribution to the provision for public art. This will apply to major commercial and residential developments as defined in the Town and Country Planning (General Development Procedure) Order 1995 Article 8. In the latter case, it is not envisaged that the houses themselves necessarily incorporate such features, but that provision should be made within the site as a whole, perhaps in association with the any open space to be provided or at the gateway to the site. Artists or craft persons should be involved throughout the project, from the production of separate features and the embellishment of standard items such as fencing and gates, through to involvement with the project design team. The one percent figure negotiated for may be reduced, or no provision for public art may be sought, where the viability of the development scheme would otherwise be jeopardised.



**CHAPTER 5: ENVIRONMENTAL PROTECTION**

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**5.1 Introduction**

- 5.1.1 Inefficient use and pollution of natural resources can threaten the health, safety and quality of life of human beings and harm the environment, both locally and globally, in ways that are sometimes irreversible. A large amount of money can also be wasted, due to loss of resources and the cost of removing pollutants from water, land and air. Environmental legislation helps to control activities which cause direct and substantial harm to the environment and human beings, but the planning system also has a major part to play, through preventing pollution, promoting effective and natural water drainage systems, minimising waste production, ensuring land is used efficiently and promoting energy conservation.
- 5.1.2 As part of the creation of a Green City, the Wolverhampton Community Plan (2002-2012) aims to:
- Increase awareness of and respect for the environment;
  - Increase recycling of household waste;
  - Convert non-recyclable waste into energy by incineration and use the ash residue for road building.

**5.2 Pollution Control**

**Policy EP1: Pollution Control (Part I)**

**Development which may result in pollution of air, ground or water or pollution through noise, smell, dust, vibration, light, heat or radiation will only be permitted where it can be shown that there would be no material adverse impact on:**

- **The immediate, medium or long term health, safety or amenity of users of the land or surrounding areas; or**
- **Quality and enjoyment of the environment.**

**Where appropriate, conditions or planning obligations will be used to reduce such impacts to acceptable levels.**

**Pollution sensitive developments will not be permitted where users of the land may be subject to the adverse impacts of existing or proposed potentially polluting uses, unless conditions or planning obligations can be used to reduce such impacts to acceptable levels.**

- 5.2.1 Pollution is caused by the release of damaging substances into the air, ground or water or by excessive noise, smell, dust, vibration, light, heat or radiation. A key objective of the Plan is to minimise the effects of pollution in order to protect the health, safety and amenity of local people and safeguard the natural environment. Pollution control legislation, enforced by the Environment Agency and Council Environmental Health Officers, is in place to control activities which may cause direct and substantial harm to people and the environment. In addition to these statutory controls, Planning Policy Guidance 23 (PPG23) on Planning and Pollution Control (1994), PPG24 on Planning and Noise (1994) and Circular 02/2000: Contaminated Land provide guidance on how the effects of pollution can be minimised through controls on the use of land.
- 5.2.2 In recent years, a significant amount of new development has taken place on former employment sites. Development of this type helps to make efficient use of land and will continue over the Plan period. However, it is inappropriate to site pollution sensitive developments, such as housing, schools, hospitals and some high technology industries, where they may be adversely affected by existing or proposed polluting uses. Such siting could also place constraints upon the legitimate activities of established employment uses and put their future viability in doubt. Similarly, uses with the potential to cause pollution should not be sited where they would adversely effect the health, safety or amenity of existing and future occupiers of the site and surrounding areas, or the local environment, unless these effects can be successfully managed through legal

agreements or planning conditions. Where conditions are imposed to control pollution, the preference will be to attach them to structures rather than operations, to aid enforcement.

- 5.2.3 With respect to the storage of oil on a site, all oil storage (over 200 litres) will also need to comply with the Control of Pollution (Oil Storage)(England) Regulations 2001.

**5.3 Environmental Impact Assessments**

**Policy EP2: Environmental Impact Assessments**

The submission of an environmental statement to accompany a development proposal may be required, subject to the provisions of the Town and Country Planning (Environmental Impact Assessments) Regulations 1999.

- 5.3.1 Where a development proposal may have a significant impact on the environment by virtue of its nature, size or location, an Environmental Impact Assessment (EIA) will be required. The Environmental Impact Assessment Regulations (1999) specify that an EIA will usually be required for:
- major development of more than local importance;
  - development in particularly environmentally sensitive locations (such as a Site of Importance for Nature Conservation);
  - development with unusual, complex and potentially hazardous environmental effects (such as a heavily contaminated site).

- 5.3.2 Where an EIA is required, the developer must compile detailed information about the likely main environmental effects of the proposed development and publish this as an Environmental Statement. The Regulations allow developers to obtain a formal opinion from the Council on what should be included in the Environmental Statement. This Statement, together with

any other information, comments and representations made on it, will be taken into account during the consideration of the planning application.

**5.4 Air Pollution**

**Policy EP3: Air Pollution**

Development which is likely to hinder the achievement of the Council's air quality objectives will not be permitted unless such effects are mitigated to the satisfaction of the Council, through the use of planning obligations and conditions, where appropriate.

Development proposals which may affect an Air Quality Management Area should clearly demonstrate how they will contribute towards the achievement of air quality objectives for that area.

- 5.4.1 Air pollution can be damaging to human health and well-being, wildlife and the fabric of buildings and has knock-on effects on soil and water quality. Certain types of air pollution also contribute towards global warming, which is causing major changes in climate around the world. Emissions from road transport and industry are the major causes of air pollution in Wolverhampton. Emissions from some industries are controlled by the Council and the Environment Agency through environmental protection legislation.

- 5.4.2 The 2000 National Air Quality Strategy sets out Government's objectives for concentrations of a wide range of pollutants, below which there are no significant risks to human health. The Strategy sets target dates for achievement of these objectives, depending on the pollutant. In response, the Council has a duty to evaluate local air quality across Wolverhampton, predict pollutant levels against these targets and declare Air Quality Management Areas (AQMA's) in locations where the public will be exposed to air quality that is predicted to fall below national standards. For each AQMA identified, the

Council must produce an Action Plan to bring air quality up to acceptable standards. The Council's first review and assessment of air quality was completed in 2000 and concluded that air quality objectives for some pollutants are being met and that others would be met by 2005. However, the Government has proposed a number of changes that may have an impact on whether the Council will need to declare AQMA's, notably changes to targets for particles and changes to vehicle emission factors.

5.4.3 Land use planning has an important role to play in the Council's strategy to achieve air quality objectives. Developments can produce air pollutants either by direct emissions e.g. by certain industrial processes, during construction / demolition, or indirectly, via changes in traffic flows. The Council will seek to ensure that new development does not result in a significant increase in production of air pollutants and that opportunities are taken to improve air quality, where possible. The impact of air pollutants is material to the consideration of planning applications. A detailed air quality assessment should be produced where a proposed development may have a significant adverse effect on air quality, particularly if an AQMA will be affected. This consideration will take into account the results of any Transport Assessment required under Policy AM1. In some cases, an Environmental Impact Assessment may be required (see Policy EP2). Lower concentrations of air pollutants, which do not prejudice air quality objectives but may nevertheless have an adverse affect on people's quality of life and the environment, should also be appropriately mitigated (see EP1).

5.4.4 In some cases, impacts on air quality can be successfully mitigated through measures such as Green Travel Plans (see Policy AM2), contributions to improve public transport and separating polluting uses from residential areas. A key objective of the UDP is to guide

development to locations which will minimise the number of car journeys generated, and this is reflected in policies throughout the Plan. Areas of woodland also play an important role by absorbing air pollutants (see Policy N7). Further guidance is provided in "Air Quality and Land Use Planning" (DETR, 1997) and "Air Quality and Land Use Planning - Good Practice Guide" (ARUP & RTPI, 1999).

**5.5 Light Pollution**

Policy EP4: Light Pollution

Development proposals which include external lighting should:

- demonstrate that the use and design of the lighting scheme is the minimum required to undertake the task;
- minimise light spillage; and
- include measures to adequately screen neighbouring areas from the glare produced by lighting installations, particularly residential and commercial areas, areas of nature conservation interest and areas whose open landscape qualities would be affected.

5.5.1 Night time lighting is necessary for convenience, safety and personal security reasons and can also be used to enhance the appearance of buildings and contribute towards a vibrant night time economy in town centres. However, poorly located or designed lighting can cause nuisance to nearby residents, detract from the character of townscapes and landscapes and waste energy.

**5.6 Noise Pollution**

Policy EP5: Noise Pollution

Developments which are likely to give rise to unacceptable levels of noise pollution will not be permitted, unless measures can be taken to reduce noise emissions or intrusion to acceptable levels. Such measures will be secured through the use of conditions or planning obligations, where appropriate.

5.6.1 Noise pollution can have a significant adverse effect on the environment and the quality of life enjoyed by individuals and communities. Environmental Health Legislation allows the Council to control excessive noise pollution and a European Community Framework Directive, soon to be produced, will require areas like Wolverhampton to prepare noise maps and draw up action plans to tackle excessive noise, over a period of four years.

5.6.2 The planning system plays an important part in avoiding noise pollution by ensuring that developments which produce noise, such as roads and certain industrial activities, are separated from developments sensitive to noise, such as housing. The level at which noise becomes unacceptable noise pollution will vary, depending upon factors such as type and frequency of noise, levels of existing background noise and the need to protect areas which are valued locally for their tranquillity. Therefore, each case will be considered on its merits, in accordance with PPG24: Planning and Noise. However, residential development will generally not be acceptable in locations where noise levels exceed Noise Exposure Category D, as specified in PPG24.

5.6.3 In order to encourage mixed use development a flexible approach will be taken where it is possible to control or reduce noise levels or to mitigate the impact of noise. For example, where the predicted noise emission from a proposed development is acceptable during normal working hours but not at other times, permission may be given subject to a condition restricting operations and vehicle movements to certain specified hours. Sound insulation measures, such as landscaped mounds, acoustic screening or insulation within buildings, can also be used to reduce noise pollution to acceptable levels.

**5.7 Water Resources**

Policy EP6: Protection of Groundwater, Watercourses and Canals

Development which could adversely affect the quality or quantity of water in groundwater, watercourses or canals will not be permitted unless measures are included which would overcome any threat, to the satisfaction of the Council, in consultation with the Environment Agency and other appropriate authorities.

Proposals that include the culverting of watercourses will be resisted. Where a culverted watercourse exists on site, developments should include proposals to restore culverts to open water courses.

5.7.1 As with all natural resources, it is important to conserve and use water efficiently. Water resources, in the form of groundwater, watercourses and canals, are valuable for wildlife, quality of life of local people and provision of water supplies, but are particularly sensitive to pollution. Groundwater is abstracted for industrial purposes and provides baseflows to rivers, which is especially significant at times of low flows. Once polluted, it is virtually impossible to clean groundwater up to its former state. It is therefore important that new development does not threaten water quantity or quality. Particular care should be taken in relation to contaminated land, where disturbance can allow pollutants present to remobilise and leach into watercourses and groundwater. The Environment Agency, as the statutory regulatory body, has a wide variety of powers to prevent and control water related problems. Groundwater protection zone maps for Wolverhampton are held by the Environment Agency.

5.7.2 The need to improve the conservation and amenity value of watercourses is recognised by the Environment Agency, in the Local Environment Agency Plan (LEAP) for the River Tame - West Midlands Catchment. However, past development

has severely modified natural watercourses, or buried them within culverts, disrupting the ecological continuity which allows wildlife to thrive and to move along rivers and streams. An identified aim of the Agency is therefore to resist further culverting of watercourses in new development and restore existing culverts to open channel (LEAP, West Midlands - Tame Action Plan, March 1999).

**Policy EP7: Protection of Floodplains**

The Council will adopt a risk based approach to development in or affecting flood risk areas. Within the indicative flood risk areas listed below, development proposals will only be permitted in the following circumstances:

**Zone 2 - Low to Medium Risk of flooding (annual probability of flooding 0.1-1.0%)**

These areas are suitable for most development. However, subject to operational requirements in terms of response times, these areas are not considered suitable for essential civil infrastructure such as hospitals and fire stations. Where such infrastructure has to be or already is located in these areas, access must be guaranteed and they must be capable of remaining operational in times of emergency due to extreme flooding.

**Zone 3 - High Risk of flooding (annual probability of flooding 1.0% or greater)**

- Developed areas - may be suitable for residential, commercial and industrial development provided the minimum standard of flood defence (including suitable warning and evacuation procedures) can be maintained for the lifetime of the development, with preference for those areas already defended to that standard.
- Undeveloped and sparsely developed areas - not suitable for residential, commercial and industrial development unless a particular location is essential (eg for navigation and water based

recreation uses, agriculture and essential transport and utilities infrastructure), and an alternative lower risk location is not available. General purpose housing or other development comprising residential or institutional accommodation will not normally be permitted. Residential uses should be limited to job related accommodation (eg caretakers and operational staff). Caravan and camping sites will generally not be located in these areas. Where, exceptionally, development is permitted, it should be provided with the appropriate minimum standard of flood defence and should not impede flood flows or result in a net loss of flood plain storage.

- Functional flood plains - may be suitable for some recreation, sport, amenity and conservation uses (provided adequate warning and evacuation procedures are in place). Built development should be wholly exceptional and limited to essential transport and utilities infrastructure that has to be there. Such infrastructure should be designed and constructed so as to remain operational even at times of flood, to result in no net loss of flood plain storage, not to impede water flows and not to increase flood risk elsewhere. There will be a presumption against the provision of camping and caravan sites.

For Zones 2 and 3, a flood risk assessment appropriate to the scale and nature of the development and risk should be provided with planning applications. Flood resistant construction and suitable warning / evacuation procedures may be required depending on the flood risk assessment.

5.7.3 Policy EP7 sets out the approach used in the determination of planning applications with regards to flood risk. The Policy reflects Government Guidance in PPG25 and advocates a risk based

approach to development. The Guidance introduces Flood Zones, which are the mapping constraint that must be used when considering new development in England. The extent of these indicative Flood Zones for Wolverhampton is shown on the UDP proposals map as produced by the Environment Agency in 2005. The extent of these Flood Zones will be subject to review over the UDP period.

5.7.4 The Policy recognises that some types of development are particularly vulnerable to flooding and would be unlikely to gain planning permission if proposed in an area where flood risk is high. In Wolverhampton, current Environment Agency Flood Zone maps indicate that the great majority of City is at little or no risk of flooding. However, the indicative Flood Zone maps show that there are areas within Flood Zones 2 and 3, where there is an annual probability of flooding of over 0.1%

**Policy EP8: Water Supply Arrangements for Development**

All developments should be designed so as to minimise the consumption of water and maximise the recycling and treatment of used water.

Major developments will only be permitted where adequate water supply services are available or under construction, or where such services can be efficiently extended without harm to the environment. Where necessary infrastructure improvements can be carried out to the satisfaction of the statutory undertaker, planning permission will be subject to a condition and/or formal legal agreement specifying the improvements that must be carried out before development commences.

5.7.5 The Council will seek to ensure that development does not proceed unless water supply, sewerage or sewage treatment infrastructure is adequate or can be upgraded to serve additional demands. Developers are advised to discuss requirements with water, sewerage and sewage undertakers so

that an assessment of any necessary works can be made at the earliest opportunity. The use of water recycling and water efficient devices in new developments, particularly those which make intensive use of water, will be encouraged.

**Policy EP9: Sustainable Drainage Arrangements for Development**

All development proposals should be located and designed so as to minimise the quantity and maximise the quality of surface water run-off, by incorporating the maximum possible area of permeable ground surface and features which regulate surface water flows from impermeable surfaces.

Development will only be permitted where adequate provision is made for the drainage of foul and surface water. Where necessary infrastructure improvements can be carried out to the satisfaction of the statutory sewerage undertaker, planning permission will be subject to a condition and / or formal legal agreement specifying the improvements that must be carried out before development commences.

5.7.6 Disposal of surface water run-off from development has to be carefully managed to avoid adverse environmental impacts. The traditional practice for the disposal of surface water is to pipe it away to the nearest watercourse to ensure rapid disposal. This can lead to increased flood risk, aquifers not being recharged and less water retention in subsoil, resulting in a greater use of treated water and an increased risk of pollutant transmission in watercourses. All new developments will be expected to minimise such negative effects, through the use of sustainable urban drainage measures, as advocated by the Environment Agency. Measures such as porous ground surfaces, grass swales and ponds can be easily incorporated into most developments to create a more natural pattern of drainage, and they also provide a more conducive environment for wildlife. It is

also important to install adequate oil interceptor facilities or trapped gullies, as appropriate, to avoid unnecessary pollution of the watercourse system.

5.7.7 Requirements for the sustainable design of new developments are given in Policy D13: Sustainable Development.

**5.8 Notifiable Installations**

Policy EP10: Notifiable Installations

Development which would be designated as a notifiable installation will only be permitted if it is adequately separated from other land uses, in order to avoid risks to health and safety. The council will pay due regard to the advice of the Health and Safety Executive in relation to such risks.

A decision on any development proposal within a defined consultation distance of a notifiable installation will pay due regard to advice given by the Health and Safety Executive and other appropriate agencies.

5.8.1 Certain sites and pipelines are designated as notifiable installations because of the quantities of hazardous substances stored or used on the site or in the pipeline. Such installations can pose a safety risk and must be sited at suitable distances from housing and other land uses. The Council will consult the Health and Safety Executive on any proposals for such development.

5.8.2 There are a number of existing notifiable installations in Wolverhampton, including high pressure natural gas transmission pipelines. Whilst they are subject to strict controls under existing health and safety legislation, it is considered prudent to control the types of development permitted close to these installations. Therefore, the Council will consult the Health and Safety Executive on any development proposals within a designated consultation distance of a notifiable installation. The Environment Agency and English Nature may also be consulted, where appropriate. Plans

showing the extent of consultation zones are available for public inspection at the Council's planning offices.

**5.9 Contaminated, Unstable and Derelict Land**

Policy EP11: Development on Contaminated or Unstable Land

For all sites where:

- There is reason to suspect contamination or unstable land (for example, land formerly used for industrial purposes or landfill waste disposal or falling within a Lower Limestone or British Coal Consideration Zone); and
- The possibility of contamination / instability has the potential to materially affect the development or use for which planning permission is being sought or neighbouring users / occupiers (for example, housing, community services or open space uses)

the developer will be required to carry out a desk study of readily available records assessing the previous uses of the site and their potential for contamination / instability in relation to the proposed development.

If the desk study establishes that contamination / instability is likely but does not provide sufficient information to establish its exact extent or nature, the developer will be required to carry out a site investigation and risk assessment to determine the standard of remediation required to make the site suitable for its intended use.

Where remediation measures are deemed necessary, conditions or obligations may be used to ensure that the development does not take place until such measures are completed to the satisfaction of the Council.

5.9.1 Due to Wolverhampton's industrial heritage, industrial processes have affected ground conditions in much of

the City. There are former mineshafts and workings on many sites, including those related to abandoned limestone mines. Some sites are contaminated as a result of the tipping of domestic, commercial and industrial wastes in landfill sites, resulting in varying degrees of ground pollution. Development on or near contaminated or unstable land can prejudice health and safety and cause harm to the environment, both on the site itself and in neighbouring areas. For example, methane gas produced by some landfill sites can cause explosions if it is allowed to accumulate and mixed with air. Toxic chemicals can leach into watercourses and groundwater, harming local wildlife and water quality. The stability of structures built on mineworkings may be compromised due to the risk of collapses.

5.9.2 However, modern methods now allow on-site pollution to be treated or removed and mine workings to be made stable. In the pursuit of more efficient use of land, the Council will encourage the regeneration of potentially contaminated and unstable sites. Where development is proposed on or near such sites, including areas within 250 metres of a landfill site, the Council will consult the Environment Agency about the risks involved and may require desk studies and/or site investigations to be undertaken and any necessary treatment completed before development can take place. PPG14: Development on Unstable Land, Circular 02/2000: Contaminated Land and Technical Advice on Development of Land Affected by Contamination provide more detailed guidance on contamination and instability issues affecting development proposals. The preference will be for treatment and disposal of contaminants on-site, where appropriate, rather than simply transporting untreated contaminants elsewhere.

5.9.3 Plans showing known former landfill sites and the Lower Limestone and British Coal Consideration Zones are available for public inspection at Council offices.

However, the Council does not hold exhaustive information about contaminated and unstable land and it remains the responsibility of the developer to determine the extent and effects of such constraints.

5.9.4 The Council is currently implementing a Contaminated Land Strategy, which describes how it will identify and investigate contaminated land which has been given a statutory definition in the Environmental Protection Act 1990. This definition is restricted to a small number of sites where significant harm is being or may be caused to people, property, controlled waters or important nature conservation sites. Where contamination on such sites is proven to pose unacceptable risks, given the actual or intended use of the site, Part IIA of the Environmental Protection Act (1990) requires the person responsible for the contamination to clean up the site.

5.9.5 Land which is not "contaminated land" under the statutory definition may still contain substances with the potential to cause harm if the land use is changed. Therefore, any land which may contain potentially harmful substances must be subject to a formal risk management process prior to development.

Policy EP12: Reclamation of Derelict Land

The Council will seek to reclaim, and support others to reclaim, derelict land and bring it back into productive use, in accordance with regeneration priorities, historic environment and nature conservation policies and where resources allow.

5.9.6 Given the lack of land for new development in Wolverhampton, one of the key objectives of the Plan is to make effective use of brownfield (previously developed) land. Many of the brownfield sites allocated in the Plan for development are derelict, that is, they have been so damaged by a previous use that some form of reclamation or remedial action will be required before

development or environmental improvements can take place. The Council keeps an up-to-date record of all derelict land and buildings in Wolverhampton, which forms part of the National Land Use Database. The Council will work with relevant bodies, such as the Regional Development Agency, and the private sector to enable these sites to be brought back into productive use, including the creation of open space. Priorities for reclamation of derelict land will be determined by wider regeneration strategies. The Council will explore mechanisms to enable the reclamation of derelict land, including securing external funding and serving compulsory purchase orders, where necessary. The Council also has powers under section 215 of the Town and Country Planning Act (1990) to require the clearing up of unsightly land for reasons of visual amenity.

5.9.7 Long term dereliction and neglect of sites can result in natural regeneration, producing valuable natural habitats of a type which are scarce in Wolverhampton and provide refuges for rare plant and animal species. Before reclamation takes place, such sites should be surveyed, in accordance with Policies in the Nature Conservation Chapter, the Historic Environment Chapter, and the forthcoming Supplementary Planning Document on Nature Conservation, and any proposals for reclamation and development should take full account of the nature conservation value of the site, either by preserving the important elements of the habitat or by providing an equivalent replacement habitat nearby, as appropriate. Reclamation of derelict sites may also offer opportunities to create new wildlife habitats, for example wetland features or woodlands, at a low cost.

**5.10 Waste**

**Policy EP13: Waste and Development (Part I)**

**The Council will seek to ensure that:**

- **Sufficient waste management facilities are provided across the City, in appropriate locations in accordance with applicable waste management legislation, to meet adopted regional, sub-regional and local waste management targets;**
- **All development is designed so that, throughout construction and operation, the production and transportation of waste is minimised and the recovery of waste is maximised.**
- **Opportunities to utilise sustainable transport modes, including rail and water, will be investigated and taken where possible**

Development proposals will be expected to incorporate appropriate provision for the segregation, recovery and recycling of waste generated by the development, commensurate with its scale and nature. In the case of major developments, a waste audit and provision for in-house or on-site recycling or treatment of wastes may be required.

5.10.1 The Government’s Waste Strategy (2000) includes recommended methods of implementation for the Waste Management Legislation incorporated within the Environment Protection Act 1990 (paragraphs 45-50) and sets out national targets for waste management. These targets are based on the waste hierarchy, which ranks different waste management options according to their sustainability. Waste reduction is the best option, followed by re-use, then recovery, including recycling, composting and energy recovery. Making more efficient use of irreplaceable natural resources in the first instance is a key factor in reducing waste and conserving energy. Safe waste disposal (e.g. to landfill) should only take place when all other options have been exhausted. It is also

important to handle waste as close as possible to where it arises (the proximity principle), because of the environmental impacts of transporting waste. A consideration of the waste hierarchy and the proximity principle can help to identify the “Best Practicable Environmental Option” for waste management in any individual case.

5.10.2 Regional targets for waste management have been established through the preparation of a Regional Waste Strategy and review of Regional Planning Guidance and reflect the national requirement that all waste produced within a Region should be treated or disposed of within that Region (regional self-sufficiency).

5.10.3 Businesses and households produce large amounts of waste, the treatment and disposal of which can cause major economic and environmental problems. In the past waste has often been managed in a way which makes inefficient use of land, energy and scarce resources and causes harm to human health and safety, the environment and wildlife.

5.10.4 The Council is a Waste Disposal Authority, responsible for the safe management of household and some commercial wastes arising in Wolverhampton. At present, 9.6% of household waste is recycled and 67% is incinerated at the Crown Street Energy from Waste facility, which exports electricity to the National Grid. The remaining 22% is non-combustible and is disposed of at landfill sites outside Wolverhampton (2001/02 figures). The Council, in partnership with commercial operators, provides recycling facilities for a wide range of household and commercial wastes, including glass, paper, metals, batteries, textiles, oil and rubble, and a composting scheme for green garden waste. The Environment Agency holds estimates of the types and quantities of industrial and commercial waste produced in Wolverhampton in 2005/2006), which forms the bulk of total waste produced.

5.10.5 The Council, together with its partners, is developing a Waste Management Strategy for Wolverhampton, which will set out Best Practicable Environmental Options for dealing with different waste streams in Wolverhampton, in order to achieve national, regional, sub-regional and statutory targets. The Council considers that the most effective way of dealing with waste produced in the City is for producers to look at the potential for minimising and recovering their own waste.

5.10.6 The Regional Waste Study currently taking place as part of the review of the Regional Spatial Strategy over the period to 2026 will have an impact on the location of waste and recycling facilities across the West Midlands and the Metropolitan Authorities. This will have a direct effect on the facilities that are to be located in Wolverhampton and therefore it is the intention of the Council to await publication of the study and then proceed to prepare a Waste Local Development Document

5.10.7 Table 5.1 shows the number of waste treatment facilities that are present in the city in 2001 and the predicted amount of waste and recycling and recovery facilities that are required by 2021. These figures may be liable to change due to regional waste study work which is ongoing. While the table below uses information compiled from a region wide study, it does give an indication of magnitude of facilities that may be required.

**Table 5.1 Future Capacity Requirements - Waste Treatment Facilities**

Future Requirements By Type of Capacity	Existing Capacity	Additional Capacity Requirements by 2021	Equivalent Number of Facilities
Municipal Recycling	0	60	2
Municipal Recovery (Recycling)	105	-12	0
Industrial and Commercial Recycling and Recovery	31	206	8
Construction and Demolition Recycling	5	364	4
Hazardous Recycling and Recovery	43	-24	-1
<b>Total</b>	<b>184</b>	<b>594</b>	<b>13</b>

Sources: WMRA - West Midlands Waste Facilities, Phase 2: Future Capacity Requirements (2005)

waste, but this can be minimised. For example, waste materials produced during demolition and construction, such as rubble, can be recovered for use on-site or elsewhere by the construction industry. Waste recovery facilities should also be considered for inclusion in all new developments, wherever possible and appropriate. These could take the form of recycling bin storage areas for individual dwellings or premises and centralised recycling points and energy recovery schemes for larger developments. Other requirements for the sustainable design of new developments are given in Policy D13: Sustainable Development.

5.10.8 During 2005/2006 it is estimated that there will be an annual waste management requirement in Wolverhampton of 276,077 tonnes of all types of waste and that by 2015 this will have been reduced to 264,215 tonnes. (WMRA - West Midlands Waste Facilities)

5.10.9 Wolverhampton already exceeds the national target to recover value from 45% of municipal waste by 2010. However, the Council, other bodies, businesses and householders will need to take action to achieve two other targets:

- to recycle or compost at least 30% of household waste by 2010;
- to reduce the amount of industrial and commercial waste sent to landfill to 85% of 1998 levels by 2005.

5.10.10 The land use system can play a major role in achieving waste management targets, as detailed in PPS10 on Planning for Sustainable Waste Management (2005). The construction of a development and its long-term use inevitably give rise to

**Policy EP14: Waste Management Facilities**

Proposals for the establishment or extension of waste management facilities will be permitted where:

- It can be demonstrated that the proposal represents the Best Practicable Environmental Option for the achievement of the Council's Waste Management Strategy;

- The risk of any adverse impact on the environment, local wildlife and the health, safety, general well being and amenity of local people will be minimised and mitigated to the satisfaction of the Council and other relevant bodies;
- And
- The following locational requirements are satisfied:
  1. Energy recovery, waste transfer, waste treatment and material recycling facilities should only be located in areas used or allocated for industrial purposes in accordance with policies B5, B9, and B11 and sufficiently distant from existing housing or other sensitive uses to avoid detriment to amenity;
  2. Composting sites should be located at a reasonable distance from residential areas to avoid harm to local amenity;
  3. Container banks should be accessible by a choice of means of transport or by car in a location which would encourage a combined journey purpose;
  4. Sites should be capable of providing sufficient on-site space for staff and customer parking and on-site turning facilities for the size of commercial vehicles likely to visit the site.

5.10.11 The move towards more sustainable waste management will mean a greater need for facilities to store, sort and recover waste in Wolverhampton. The Council will aim to maintain sufficient waste management facilities across the City to meet local, regional and sub-regional needs and targets, ranging from energy recovery facilities, waste transfer sites (for sorting and storing waste prior to recycling) and material recycling plants, to public waste disposal sites, composting facilities and local container banks. It is likely that a substantial waste transfer facility will be required to serve the Black Country area. The Council will work with neighbouring authorities to determine the optimum location for such a facility. This decision has resulted in no site allocations for waste treatment

facilities being made for Wolverhampton until Regional studies to inform RSS Phase 2 revision have been completed which are researching comprehensive ways of managing and recycling the waste produced across the Unitary Authorities. The applicant will be required to discuss proposals with the Environment Agency at the earliest opportunity.

5.10.12 Extensions to existing facilities and new facilities will be encouraged where they would contribute towards the objectives of the Waste Management Strategy. However, care will be taken to ensure that the environment and the amenity of nearby residents are protected by guiding facilities to appropriate locations and requiring measures such as screening and containment of activities within buildings, where appropriate. Some applications for waste management facilities will require an Environmental Impact Assessment (see Policy EP2).

5.10.13 Particular care should be taken regarding the storage, treatment and disposal of industrial wastes. Due to the risks associated with the disposal and treatment of hazardous or toxic wastes, known as "special" wastes, existing special waste treatment facilities will be strictly controlled and proposals for new facilities will only be permitted where it is comprehensively demonstrated that these risks have been minimised to acceptable levels, in accordance with Policy EP14.

**Policy EP15: Landfill Activities**

Development proposals involving landfill of domestic and commercial waste will not be permitted, except where it can be demonstrated that this is necessary to achieve the reclamation of a site for a defined beneficial after-use.

5.10.14 There are at present no active landfill sites in Wolverhampton. However, previous use of large areas for landfill has given rise to long term problems, such as

landfill gas contamination. Given that all other possible options for waste management should be explored before landfill is considered, the Council will not allocate any further landfill sites over the plan period. Landfill activities will only be permitted where fill with inert waste is necessary in order to bring a derelict or contaminated site back into use. In such cases, the Council will need to be satisfied that waste disposal is a by-product of the need to reclaim the land, rather than an end in itself. The Council will require that the applicant discuss landfill proposals with the Environment Agency at the earliest opportunity.

**5.11 Energy**

**Policy EP16: Energy Conservation (Part I)**

**The conservation and efficient use of energy will be maximised by:**

- Ensuring that the energy demands of developments are minimised through appropriate location, orientation, siting and design;
- Encouraging the production and use of renewable energy.

- 5.11.1 PPG22 Renewable Energy (1993) requires local planning authorities to consider the contribution their area can make towards energy conservation, given that current use of fossil fuels is unsustainable, in economic and environmental terms. Transport is a major consumer of fossil fuel resources and UDP policies which guide development to locations where the need to travel is minimised will make a large contribution towards energy conservation.
- 5.11.2 Buildings generate large demands for energy over their lifespan. Building Regulations ensure that detailed measures for energy conservation, such as insulation, are included in the construction of new buildings. The planning system can also help by promoting energy saving features in the design of developments e.g. orientating buildings so they retain maximum heat

from the sun (passive solar gain) and are sheltered from wind chill effects. Design features which improve water efficiency and encourage recycling of waste are also energy efficient. See also Policy D13: Sustainable Development.

**Policy EP17: Renewable Energy**

Favourable consideration will be given to developments that produce or use renewable energy, where such proposals conform with other Plan policies and are in scale and character with their surroundings.

Where a new development will generate significant energy demands, consideration should be given to the provision of combined heat and power systems and district heating schemes to serve the development. Renewable energy facilities which are of a large size or likely to have a significant impact on the environment should be located within industrial areas.

5.11.3 Another way of conserving energy resources is through encouraging greater use of renewable sources of energy, such as solar, wind and water power or waste incineration. Other renewable sources of energy include wood from local, sustainably-managed woodlands and controlled use of landfill gas, which can supplement gas supplies, generate heat and electricity and also remove the risk of fires and explosions. The Crown Street Energy from Waste facility is a major source of renewable energy in Wolverhampton, generating 7 megawatts of energy each year, sufficient power for 12,000 households. If proposals come forward for further renewable energy facilities, these will be considered favourably, providing they conform with other Plan policies and are located appropriately. An Environmental Impact Assessment may be required for such facilities (see Policy EP2).

5.11.4 The inclusion of appropriate renewable energy features in the design of new development, such as solar panels on buildings or combined heat and power (CHP) facilities, which make use of waste

heat e.g. from industrial processes, will also be encouraged. These features allow developments to harness renewable energy for use on site, to the extent that some developments can be self-sufficient or even net producers of energy. This also helps to reduce the large amount of energy wasted during transfer across the national grid. All renewable energy facilities should be carefully located and designed to ensure that no harm is caused to the environment or to the health and well-being of occupants of the site or the surrounding area.

**5.12 Mineral Extraction**

**Policy EP18: Mineral Extraction**

Any proposals for the extraction and transport of minerals, coal or fill should:

- Be sited, constructed and operated so as to minimise environmental impacts on the surrounding area and the local highway network, including any impact arising from a temporary cessation of working, to acceptable levels;
- Have regard to the need to protect environmentally sensitive areas and sites;
- Include measures for the satisfactory transport of material to and from the site, with preference for rail transport;
- Include, in respect of underground extraction, details of measures to minimise any problems of subsidence;
- Include measures to achieve restoration of the site to an appropriate after-use, which should include the creation of new nature conservation resources. Restoration should preferably be by progressive restoration, with the importation of any infill materials phased to minimise environmental impacts.

In cases where development is proposed over the known "area of opencast interest" the Council will seek the removal of remnant shallow coal prior to development where possible.

- 5.12.1 The industrial heritage of the Black Country was based, to a large extent, on the exploitation of the South Staffordshire coalfield. Although there are at present no active mineral workings in Wolverhampton, it is important to protect known accessible mineral reserves (coal and clays) to allow future extraction, if necessary. The Coal Authority have defined an area of "opencast interest present and future" in the south east of Wolverhampton, where they wish to be consulted on any major development proposals in order to consider the need for any further extraction of coal before development occurs. Plans showing this area and Mineral Resource Information Maps produced by the British Geological Survey are available from the Council on request.
- 5.12.2 The Council will consult with the Coal Authority in making assessments of whether shallow coal should be removed in advance of proposed developments in areas of opencast interest.
- 5.12.3 The Council, in conjunction with the other West Midlands Metropolitan Councils, will seek to maintain a land bank of permitted reserves of aggregates equivalent to at least ten years production, to contribute towards meeting regional demand for aggregates. However, in line with sustainable development principles and the waste hierarchy, the processing and use of secondary aggregates will be encouraged, where practicable, in accordance with Policies EP13 and EP14.
- 5.12.4 In the unlikely event that proposals for mineral extraction come forward during the plan period, they will be considered on their merits, in accordance with Minerals Planning Guidance Notes, criteria set out in Policy EP18 and other UDP policies. If any substantial proposals are made, an Environmental Impact Assessment may be required (see Policy EP2).

5.12.5 The Council will consult with the Coal Authority in making assessments of whether shallow coal should be removed in advance of proposed developments in areas of opencast interest.

signs can, both individually and collectively, prove particularly damaging to appearance. Acceptable free-standing commercial signage is generally more difficult to achieve within a predominantly residential environment

**5.13 Advertisements and Telecommunications Apparatus**

**Policy EP19: Outdoor Advertisements**

Outdoor advertisements will not be permitted where their location, scale, design or means of illumination would:

1. Have a harmful effect on public safety, including road or pedestrian safety; or
2. Have a harmful effect on the appearance of an area by reason of visual clutter, over dominance in the street scene or otherwise being out of scale or character with the building, buildings or immediate neighbourhood where they are to be displayed. The impact of proposed advertisements on amenity will be subject to particularly close scrutiny in the following locations:
  - Within or affecting the setting of a conservation area (see Policy HE11);
  - On or adjacent to a Listed Building or local list building (see Policies HE14 & HE19);
  - On sites fronting onto or dominating views from the ring road, main roads, railways or canals;
  - In predominantly residential areas or in close proximity to residential properties;
  - Where the proposed advertisement would screen attractive views, significant landscaping or other visually important features.

5.13.2 Advertisements and signs that could distract road users or those in control of other forms of transport can increase the risk of accidents and are therefore not acceptable. This particularly applies to large hoardings and illuminated advertisements near to junctions and road signals of any kind.

5.13.3 In considering the impact of a proposed advertisement on the safety of traffic and pedestrians, the Council will take into account that the primary purpose of an advertisement is to attract people's attention, and will not automatically presume that the advertisement will distract the attention of passers by. The vital consideration will be whether the advertisement is likely to be so distracting or so confusing as to endanger, or create a hazard to passing drivers, cyclists or pedestrians. Proposed advertisements, including large hoardings and illuminated displays near to road junctions and traffic signals, which would cause that level of distraction, or confusion, will not be acceptable

5.13.4 Further advice on the display of outdoor advertisements can be found in Supplementary Planning Guidance on Outdoor Advertisements and Signs (1996).

**Policy EP20: Telecommunications**

Applications for planning permission or prior approval for telecommunications development will be granted where it has been demonstrated that:

- There is a need for the development;
- The development has been designed and sited to minimise its visual impact;
- It has been demonstrated that no practicable alternative sites in less sensitive locations are available;

5.13.1 Advertisements on business premises are usually acceptable, provided they do not detract from the appearance of the premises themselves or the immediate environment, or create or add to visual clutter, particularly in predominantly residential areas. In the key locations listed in Policy EP19, where it is especially important to enhance the environment, poorly designed advertisements and

- Where possible masts and sites for telecommunications purposes are shared where it represents the optimum environmental solution; and
- Applications must provide evidence that they have sought to locate the mast or antenna on an existing building, mast or structure.

5.13.5 The provision of telecommunications apparatus which is both necessary and environmentally sensitive in terms of siting, design and amenity, will be encouraged. Supplementary Planning Guidance on Telecommunications (2002) provides more detailed design guidance for different types of telecommunications equipment.

5.13.6 Health considerations and public concern can in principle be material considerations in determining applications for planning permission and prior approval. Whether such matters are material in a particular case is ultimately a matter for the courts. It is for the Council to determine what weight to attach to such considerations in any particular case.

5.13.6 However, it is the view of Central Government that the planning system is not the place for determining health safeguards. In the Government's view, if a proposed mobile phone base station meets the ICNIRP (International Commission for Non-Ionizing Radiation Protection) guidelines for public exposure it should not be necessary for a local planning authority, in processing an application for planning permission or prior approval, to consider further the health aspects and concerns about them.



**CHAPTER 6: HISTORIC ENVIRONMENT**

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**6.1 Introduction**

- 6.1.1 The whole of Wolverhampton is an historic landscape, which has gradually evolved over time. People began to influence that evolution around 6,000 years ago, in prehistoric times. Buildings and other standing structures provide tangible evidence of human occupation since Saxon times (449 - 1066 A.D.). Over the years, new buildings have been erected, sometimes on the same sites as old ones, preserving the old street pattern for generations. Preserved below and within these streets are archaeological remains of earlier times which only come to light during redevelopment.
- 6.1.2 In addition to built up areas, many of Wolverhampton's open spaces also have a long history, containing woodlands and hedgerows which are evidence of management by farmers and landowners for hundreds of years. There are also remains of parks, gardens and green open spaces provided for the enjoyment of individuals or local people. The growth and prosperity of Wolverhampton and its industry began in the later years of the eighteenth century and has continued to the present century. Whilst this has destroyed much evidence of earlier times, it has also created a wealth of new buildings and structures which are now some of Wolverhampton's greatest heritage assets.
- 6.1.3 Parts of the historic environment, such as Listed Buildings, Conservation Areas, Scheduled Ancient Monuments and Registered Parks and Gardens, are protected by designations. Laws exist to protect some of these sites and buildings from alterations which would harm their historic character and special features. In addition to statutory protection, many valuable features of the historic environment are protected through the planning system. Conditions can be attached to planning permissions and special agreements can be made with developers to protect and enhance historic sites and buildings.

- 6.1.4 As part of the creation of a City of Communities and Neighbourhoods and a Green City, the Wolverhampton Community Plan aims to:
  - Increase respect and care for the natural and built environment;
  - Improve the quality of urban design of new buildings and spaces;
  - Bring prominent empty and underused listed buildings into active use, especially in the City Centre.
- 6.1.5 The Government and English Heritage are currently reviewing policies relating to England's historic environment. This will result in a new statement of policy and the revision of Planning Policy Guidance Note 15 (PPG15): Planning and the Historic Environment and PPG16: Archaeology. The review is in its early stages, but clear policy directions are emerging, which are reflected in this Chapter.
- 6.1.6 In particular, there is a move away from the idea of "heritage" and the designation of sites of special historic value, and towards a broad definition of the historic environment as all of the physical remains of the past, including the typical and the ordinary. There is also a growing recognition of the importance of the historic environment to sustainable development and the need to treat historic, social, economic and cultural issues as an integrated whole.
- 6.1.7 The patterns of buildings and landscapes in Wolverhampton have evolved over time and are unique, creating a local character and distinctiveness which are constantly under pressure from the demands of modern development. Not every part of the historic environment can or should be protected from change. Conservation is a dynamic process of managing change to ensure that those parts of the historic environment which are most valued and contribute most to local distinctiveness are protected for future generations to experience and learn from. A study of local historic character and distinctiveness can help in

the conservation of this broader historic environment, through defining character areas and types and by involving local people. The Council has begun to adopt this approach by identifying Areas of Special Character, to protect historic landscapes, and starting to keep a list of locally important and valued buildings and landscapes, assessing their value against a list of criteria.

- 6.1.8 It is also important to ensure that the present generation's contribution to local character is of a quality which will become valued by the next. The policies in this Chapter should be read in conjunction with policies in Chapter 4: Design. Further detailed guidance regarding the Historic Environment will be provided in forthcoming SPD on the Protection of Heritage and the Historic Environment and SPD on Design.

**6.2 Local Character and Distinctiveness**

**Policy HE1: Preservation of Local Character and Distinctiveness (Part I)**

**All development proposals should take account of the character of the area in which they are to be sited, including its historic character, and should respect its positive attributes. Physical features which strongly and positively contribute to the local character and distinctiveness of the City's landscape and townscape should be retained. In particular, proposals should take account of the special contribution of conservation areas, historic parks and gardens, listed and local list buildings, the canal network, archaeological sites and protected trees.**

In exceptional cases where the loss of such features is permitted, the following may be required:

- An appropriate level of survey and recording which may involve archaeological excavation;
- Provision of replacement building(s) of comparable quality and design, especially in respect of buildings of landmark value;

Where possible, the salvage of special features or elements for re-use in the replacement development scheme.

- 6.2.1 An appraisal of local character describes how and why one area differs from another, in other words, its distinctiveness. It recognises and describes the ways in which the present environment reflects how people have used, changed and adapted to their physical environment through time. It seeks to explain the development of the historic environment and its relationship with other valued assets, such as wildlife habitats and species. It is closely associated with local identity and offers scope for involving local communities. Defining character does not indicate value, but can form the basis of decision-making about change.
- 6.2.2 The Council will seek to carry out a study of local character and distinctiveness in Wolverhampton during the lifetime of the Plan. The study will identify broad, geographic "Character Areas" and a range of landscape and townscape "Character Types". The study will help to ensure that all new development conserves and enhances positive features of local character and distinctiveness. The study results and further guidance will be adopted as SPD.
- 6.2.3 In the absence of such a study, local character and distinctiveness should still be a major factor in assessing good design. As part of the Design Statement required for every development proposal (see Policy D2), applicants should analyse and take into account the positive elements of character and distinctiveness relating to the site and its locality and seek to address negative elements, in accordance with Policy D6: Townscape and Landscape and forthcoming SPD on Design.

**Policy HE2: Historic Resources and Enabling Development**

Enabling development proposed to secure the future of an historic resource will not be permitted unless it meets all of the following criteria:

1. The enabling development will secure the long term future of the resource and, where applicable, its continued use for a sympathetic purpose;
2. It is demonstrated that the amount of development is the minimum necessary to secure the future of the resource, and that its form minimises disbenefits;
3. The justification for the development arises from the inherent needs of the resource, rather than the circumstances of the present owner or the purchase price paid;
4. Sufficient financial assistance is not available from any other source;
5. The proposal avoids detrimental fragmentation of management of the resource;
6. The enabling development will not materially detract from the archaeological, architectural, historic, landscape or biodiversity interest of the asset, or materially harm its setting; and
7. The value or benefit of the survival or enhancement of the heritage asset outweighs the long-term cost to the community of providing the enabling development.

Where a scheme meets these criteria, planning permission will only be granted if:

- The impact of the development is precisely defined at the outset, normally through granting of full rather than outline planning permission, and any related listed building or conservation area consents;
- The achievement of value or benefit is securely and enforceably linked to the impact of the development, preferably by means of a legal agreement; and
- The feature is repaired to an agreed standard, and the funds to do so made available, as early as possible in the

course of the development and before completion or occupation.

- 6.2.4 Many planning applications affect the historic environment, in its widest sense. Most either enhance, or are not materially damaging to, the historic environment and conform with other UDP policies. On occasion, however, 'enabling development' is proposed which, whilst it would achieve significant benefit to a particular historic resource (such as a listed building), would normally be rejected as clearly contrary to other UDP policies. Such proposals are put forward on the basis that the benefit to the community of conserving the resource would outweigh the harm to other material interests. 'Enabling development' is an established and useful planning tool by which a community may be able to secure the future of an historic resource, which would otherwise be lost or deteriorate. However, strict criteria must be applied to such development to ensure that the long-term benefits to the community outweigh any harm which may be caused. Further guidance on this issue is contained in the English Heritage policy statement entitled 'Enabling development and the conservation of heritage assets' (June 2001).

- 6.2.5 Historic resources are any component of the man-made historic environment including any building, structure, object, area or site that is significant in the history, architecture, archaeology or culture of the City. They may include statutorily listed or locally listed buildings (individually or in association) of architectural or historic significance; areas such as parks, gardens or other designated historic landscapes including conservation areas; and archaeological remains including scheduled monuments.

**6.3 Conservation Areas**

**Policy HE3: Preservation and Enhancement of Conservation Areas**

Preservation and enhancement of the character and appearance of designated conservation areas will be promoted.

The Council will:

- Continue to review existing conservation areas and make new designations or extend existing ones during the life of the UDP;
- Produce an up-to-date character appraisal and proposal for preservation and enhancement for each conservation area;
- Seek to ensure that proposals for the preservation and enhancement of conservation areas are designed to provide safe and convenient access for people with disabilities.

- 6.3.1 The Council has a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990, to designate, protect and enhance conservation areas. A conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance. Thirty conservation areas have been designated to date in Wolverhampton, as shown on the Proposals Map. These cover a wide variety of environments, including town and village centres, industrial buildings, manor houses, residential areas, parks, canal and railway corridors and farmland.

- 6.3.2 Further conservation area designations may be made during the life of the Plan and these will be subject to the same Plan policies. Conservation areas will be designated on the basis of a thorough assessment of the following factors:
- Location and population;
  - Origins and development;
  - Topography and historic layout of property boundaries and thoroughfares;

- Prevailing and former uses and the influence of these on plan form and building type;
- The quality and relationship of buildings and the contribution of key unlisted buildings;
- Prevalent and traditional building materials, textures and colours;
- Archaeological significance and potential
- Character and relationship of open spaces;
- Contribution made by green spaces, trees, hedges and other natural or cultivated elements;
- Local details;
- Setting in relationship with the surrounding area.

- 6.3.3 Local Authorities are encouraged to publish a character appraisal for each conservation area, giving the reasons for designation. A phased programme of conservation area appraisals is currently being undertaken in Wolverhampton. Improvements to conservation areas can be achieved by a combination of voluntary co-operation, development control and grant aid, where appropriate. The Council is committed to undertake appraisals for all conservation areas, to formulate and publish proposals for their preservation and enhancement and to seek resources, in partnership with English Heritage and other agencies, to facilitate repairs and improvements.

- 6.3.4 In particular, proposals may include:
- Offering, within any financial constraints, financial assistance to owners and occupiers to improve buildings and features within conservation areas and their setting;
  - Carrying out improvements to the street scene including re-paving, improved street furniture and landscaping;
  - Landscaping for a temporary period on vacant sites pending redevelopment;
  - Preventing deterioration of disused buildings and structures and encouraging them back into viable use.

**Policy HE4: Proposals Affecting a Conservation Area**

Where a proposal for development may affect a conservation area or its setting, a full planning application should be submitted, giving sufficient detail, within the plans and the design statement accompanying the application, to fully assess the impact of the proposal on the special architectural or historic character of the conservation area and its setting.

Such proposals should pay particular attention to, and precisely define the impact of the development on the scale, proportions, character, materials and detailing of the conservation area and its setting.

Where appropriate, the submission of a general historic survey and impact assessment with the proposal, including documentary research information and an archaeological evaluation, may also be required.

Where development is permitted which may harm or destroy any important feature of a conservation area, conditions may be imposed to ensure that:

- Such features are investigated and recorded to an appropriate level prior to or during works;
- Where possible, such features are preserved either in situ or off site;
- Provision is made for any records to be deposited with the archive service.

**Policy HE5: Control of Development in a Conservation Area**

Proposals for new build, change of use, alterations, extensions or redevelopment within or affecting the setting of a conservation area will be permitted only if they comply with all of the following criteria:

- The development should preserve or enhance all features which contribute positively to the area's character or appearance, including archaeological sites and remains, trees, hedges and landscape features;

- The development should not adversely affect the historic street patterns and morphology, roofscape, skyline and setting of the conservation area, important open spaces or significant views into, out of and within the area;
- The positioning and mass of the development should be in scale and in harmony with surrounding buildings and open spaces;
- The proportions of different parts of the development and of individual buildings should be in scale with each other and relate well to adjoining buildings;
- Architectural details, materials and colours used should be appropriate to the area and in keeping with surrounding buildings.

6.3.5 Due to the sensitive nature of the character and appearance of conservation areas, strong design controls will be exercised over any proposals for new development affecting a conservation area, including those affecting unlisted buildings and spaces. The design of any new development should respect and enhance the existing character and appearance of the area and pay special regard to scale, materials, colour and design. For this reason, full planning applications only will be accepted.

6.3.6 Policies in Chapter 4: Design and forthcoming SPD on Protection of Heritage and the Historic Environment and on Design provide further guidance on appropriate development in a conservation area. Special guidance on development affecting places of worship in conservation areas is given in the Supplementary Planning Guidance on Places of Worship. Supplementary Planning Guidance on Access and Facilities for People with Disabilities gives advice on access improvements to buildings in a conservation area.

**Policy HE6: Demolition of Buildings or Structures in a Conservation Area**

The demolition of buildings or structures in a conservation area which contribute to the special architectural or historic character or appearance of the area will not be permitted, unless:

- All other alternatives have been pursued and it can be demonstrated that the building or structure is dangerous or incapable of repair; and
- Detailed plans for redevelopment, which will preserve and enhance the conservation area in accordance with Policy HE5, have been approved and the contract for redevelopment let prior to demolition.

6.3.7 The arrangement of a group of buildings and spaces in a conservation area is often what gives it a distinctive character. Such areas are sensitive to the demolition of even one building. Therefore, the Council will require a separate application for Conservation Area Consent to demolish any building or structure in a conservation area.

**Policy HE7: Underused Buildings and Structures in a Conservation Area**

Wholly or partially disused buildings or structures in conservation areas should be brought back into appropriate use and not deliberately allowed to deteriorate. In such cases, the Council will consider taking appropriate action to secure their continued preservation.

6.3.8 Buildings and structures in a conservation area which suffer from disuse can detract from its character. The fabric of such buildings and structures can be allowed to deteriorate to such an extent that the damage is prohibitively expensive to repair. The Council has powers to prevent this from happening, including the use of urgent works and repairs notices.

**Policy HE8: Encouragement of Appropriate Redevelopment in Conservation Areas**

Favourable consideration will be given to appropriate redevelopment of sites within or affecting the setting of a conservation area which currently detract from the character or appearance of the area.

6.3.9 In some cases, conservation areas are blighted by inappropriate or derelict buildings and sites. It is important to take opportunities to bring these sites back into appropriate use and improve their appearance and character.

**Policy HE9: Relaxation of Normal Standards in a Conservation Area**

The Council will consider relaxing normal highway, parking and amenity standards in conservation areas where it can be demonstrated that:

- Their rigid application would result in designs which fail to respect and integrate with the character and form of the area; and
- Health and safety would not be unacceptably prejudiced.

6.3.10 It is recognised that certain standards required for modern developments can be inappropriate to the complex and sensitive nature of historic environments. In order to successfully integrate new development into conservation areas and preserve their special character and form, it may be necessary to relax certain standards. This can often be achieved within the bounds of safety and practicality without compromising the intention of the standards.

**Policy HE10: Removal of Permitted Development Rights in a Conservation Area**

Where appropriate, control will be exercised over detailed features of all or part of a conservation area by the making of directions under Article 4 of the Town and Country Planning (General Permitted Development) Order, 1995 or the use of planning conditions.

6.3.11 Sometimes the character of a conservation area can be adversely affected by small alterations or extensions, which normally constitute permitted development and do not require a planning application. In these cases, Article 4 directions can be used to remove permitted development rights.

**Policy HE11: Shop Fronts and Advertisements in Conservation Areas**

Within a conservation area, changes to shop fronts and new shop fronts will only be permitted if the design will not adversely affect the character and appearance of the conservation area and, specifically will:

- Retain or restore any original or period features;
- Relate well in scale, height, proportions, materials and detailing to other parts of the building, adjoining shop fronts and to the street scene generally;
- Not involve a single shop front spanning two or more frontages;
- Not involve the use of inappropriate modern shop front features, such as plastic canopies, large plate glass display windows and roller shutters;
- Improve access for people with disabilities, wherever possible and compatible with the other requirements detailed above.

Display of advertisements in a conservation area which are of an inappropriate scale, illumination or materials, lead to clutter or obstruct or detract from the character or appearance of the conservation area or the architectural features of the buildings on which they are displayed will not be

permitted. Discontinuance action will be taken to remove posters and other material considered to be harmful to the character or appearance of the conservation area.

6.3.12 An increase in the number of standardised style shop fronts and projecting signs can harm the appearance of the street scene, particularly in a conservation area. Similarly, an increase in the number of advertisements and their size and visibility can harm the appearance of a conservation area. Shop fronts, particularly those which are original or are of period character, provide interest and detail for passers-by and form an important part of the overall street scene. Sensitive renovation of such shop fronts and quality design of new shop fronts can enhance the historic and architectural quality of the street scene and improve the shopping environment.

6.3.13 The Council's general policy on control of advertisements and signs is Policy EP19. SPG on Outdoor Advertisements and Signs (which will be updated and revised) gives specific guidance relating to advertisements and signs in conservation areas and relating to listed buildings. Supplementary Planning Guidance on Shopfront Design provides a clear and explicit design framework for the sympathetic renovation of older shopfronts and design of new and modern shopfronts in the City.

**6.4 Listed Buildings**

**Policy HE12: Preservation and Active Use of Listed Buildings**

The full, active and proper use and effective and sensitive upkeep of listed buildings will be promoted.

The Council will seek to ensure that listed buildings are not allowed to deteriorate and will consider taking appropriate action to secure their continued preservation, including use of urgent works and repairs notices.

6.4.1 Listed buildings are buildings and structures of recognised special architectural or historic importance which have been included in a list compiled by the Department of Culture, Media and Sport. There are currently over 500 individual listed properties and structures in Wolverhampton, including farm buildings, churches, canal bridges, public houses and industrial and railway buildings. Details of listed buildings within the City are available from the Council. Additions may be made to the list during the lifetime of the Plan.

6.4.2 Listed buildings are valuable resources in themselves and also often make a major contribution to local historic character and distinctiveness. The Council will seek to ensure the preservation and active use of listed buildings and encourage enhancement and high standards of maintenance and repair. This will be achieved through the development control process and by making advice and, in some cases, grant aid available to owners and occupiers. In order to safeguard Wolverhampton's stock of historic buildings, the Council undertakes a buildings at risk survey every two years. Where a historic building shows significant signs of neglect, the Council will act as soon as possible to prevent further deterioration whilst a long-term solution is found. Such action will usually involve the use of powers under the Planning (Listed Buildings and Conservation Areas) Act 1990 to carry out urgent works or serve repairs notices.

**Policy HE13: Development Affecting a Listed Building**

Where a proposal for development may affect a listed building or its setting, a full planning application will be required, giving sufficient detail, within the plans and the design statement accompanying the application, to fully assess the impact of the proposal on the special architectural or historic interest of the listed building and its setting.

Such proposals should pay particular attention to, and precisely define the impact of the development on, the scale, proportions, character, materials and detailing of the listed building and its setting.

Where appropriate, the submission of a general historic survey and impact assessment with the proposal, including documentary research information and an archaeological evaluation, may also be required.

Where development is permitted which may harm or destroy any important feature of a listed building, conditions may be imposed to ensure that:

- Such features are investigated and recorded to an appropriate level prior to or during works;
- Where possible, such features are preserved either in situ or off site;
- Provision is made for any records to be deposited with the archive service.

6.4.3 Due to the sensitive nature of listed buildings and their settings, the Council will exercise strong design controls over any proposals for new development which may affect them. Any such proposal should respect and enhance the special architectural and historic interest of the listed building and pay special regard to scale, materials, colour and design. For this reason, the Council will require comprehensive information about the possible effects of any works before considering an application. Applicants are encouraged to discuss proposals at an early stage with Council officers.

**Policy HE14: Alterations and Extensions to a Listed Building**

Development involving:

- external or internal alteration to a listed building; or
- the erection of extensions or new structures within the curtilage of a listed building

will only be permitted where it can be clearly demonstrated that the special architectural

or historic interest of the listed building, including its setting, will not be adversely affected.

Applicants should include sufficient information, within the plans and the design statement accompanying the application, to demonstrate how the proposal will contribute to the conservation of the listed building, whilst preserving or enhancing its architectural or historic interest.

Alterations to shop fronts and fixing of advertisements to a listed building will only be permitted where they complement the special architectural or historic interest of the building, as per criteria listed in HE11. Appropriate adverts will be of a modest nature and relate to the use of the building.

Where it is possible to do so without having adverse effects on the special interest of the listed building and its setting, proposals should be designed to provide safe and convenient access for people with disabilities.

6.4.4 As well as the external appearance of listed buildings, their internal fabric and features, such as panelling and fire surrounds, are often also of value. Listed Building Consent must be obtained from the Council for demolition or any works of alteration or extension, even minor ones, which would affect the special architectural or historic interest of a listed building. Applicants must demonstrate why such works are necessary and how they will contribute towards the conservation and enhancement of the listed building. Regarding shop fronts and advertisements, the criteria listed in Policy HE11 for conservation areas should also be applied to listed buildings.

6.4.5 Some places of worship are exempt from Listed Building Consent requirements, as explained in Supplementary Planning Guidance on Places of Worship, but are still subject to normal requirements for planning permission. Supplementary Planning Guidance on Access and Facilities for People with Disabilities gives advice on access improvements to listed buildings, which should be carried out

sensitively. Supplementary Planning Guidance on Shopfront Design provides a clear design framework for the sympathetic renovation of older shop fronts. SPG on Outdoor Advertisements and Signs gives specific guidance on advertisements and signs relating to listed buildings.

**Policy HE15: Change of Use of a Listed Building**

Proposals for change of use of Listed Buildings will be permitted provided that the new use can be accommodated without harming the special architectural or historic interest of the building or its setting.

Applications for change of use to a listed building which provide insufficient information to assess the impact of associated alterations will not be accepted.

**Policy HE16: Demolition of a Listed Building**

Planning permission for redevelopment and related applications for listed building consent for the demolition or substantial demolition of a listed building will only be granted in exceptional circumstances. Consideration will be given to:

- The importance of the building in terms of its architectural and historic interest;
- Its setting and contribution to the local scene;
- Its condition and the cost of repair and maintenance in relation to its importance and the value derived from its continued use;
- The adequacy of the efforts to sustain existing uses or find viable new uses, or where appropriate, to achieve its preservation in some form of charitable or community ownership;
- The merits of alternative proposals, including the benefits for the community that would decisively outweigh the loss resulting from demolition.

Partial demolition within the curtilage of a listed building will only be permitted:

- In order to remove later modern additions of no historic or architectural importance; or
- Where it forms an essential part of redevelopment that is necessary to preserve or enhance the listed building and its setting.

In all cases, demolition will not be permitted until there are approved detailed plans for redevelopment and the contract for redevelopment has been let.

6.4.6 Listed buildings are an irreplaceable national asset and demolition or destruction of important features will only be permitted in exceptional circumstances, as clarified in PPG15: Planning and the Historic environment and forthcoming SPD on the Protection of Heritage and the Historic Environment. In such exceptional circumstances, it is important for local heritage that any features to be lost or harmed are properly investigated and recorded and, if possible, preserved in some way.

6.4.7 Much of the quality and character of listed buildings derives from their continuing use for their original purpose. However, vacant or part vacant listed buildings can present special problems. Encouragement will be given to bringing these buildings back into use, but care will be taken in the choice of any alternative use and the details of any alterations to be made.

**Policy HE17: Development Affecting the Setting of a Listed Building**

Development affecting the setting of a listed building will only be permitted if it respects and enhances the special architectural and historic interest of the listed building, paying special regard to scale, materials, colour and design.

6.4.8 Unsuitable development in the vicinity of a listed building can seriously detract from its special architectural or historic interest. This may include work affecting the public realm, for example, the use of paving materials.

**6.5 Local List Buildings and Sites**

**Policy HE18: Preservation and Enhancement of Local List Buildings and Sites**

The Council will produce and regularly review a list of locally important historic buildings, structures, landscapes and archaeological sites on the basis of their age, special character, design or historic interest, to be referred to as the local list.

The conservation of locally listed structures and sites through their retention, proper maintenance, sympathetic use and, where appropriate, restoration, will be encouraged.

Buildings and other features included on the Local List will not enjoy the full protection of statutory listing.

**Policy HE19: Development Affecting a Local List Building or Site**

Development affecting local list buildings or sites will not be permitted if it involves:

- Alterations, extensions or change of use which would have an adverse effect on features of special character or historic interest;
- Any adverse effect on the setting of a local list building or structure

Unless it can be demonstrated that:

- The proposed development is essential to the success of a scheme which would provide other, overriding, planning benefits; and
- All reasonable alternatives which would avoid the adverse effects have been investigated and proved not to be feasible.

**Policy HE20: Demolition of a Local List Building or Site**

Development which involves the total demolition of a local list building or site, or partial demolition which would result in the loss of features of special character or historic interest, will not be permitted unless it can be clearly demonstrated that:

- The proposed demolition is essential to the success of a scheme which would provide other, overriding, planning benefits; and
- All reasonable alternatives to demolition have been investigated and proved not to be feasible.

In such cases, the following may be required:

- An appropriate level of survey and recording which may involve archaeological excavation;
- Provision of replacement building(s) of comparable quality and design, especially in respect of buildings of landmark value;
- Where possible, the salvage of special features or elements for re-use in the replacement development scheme;
- The use of road or building names in any new development which reflect the historic origins of the area, maintaining a link with the past.

Planning permission involving the total or partial demolition of a local list building may be granted subject to a condition that the building shall not be demolished before a contract for the carrying out of works of redevelopment of the site has been made, and there are detailed plans for redevelopment.

6.5.1 There are many historic buildings, landscapes and sites in Wolverhampton which do not currently meet national criteria for statutory or special protection but are nonetheless valued by residents as part of their local heritage. Local authorities can protect such sites through the system of planning control and by the adoption of local lists. The Council has produced and will regularly review a local list for Wolverhampton, subject to consultation. Any sites added

to the list during the lifetime of the Plan will be subject to the same policies. Details of sites currently on the local list and selection criteria are available from the Council.

**6.6 Historic Parks and Gardens**

**Policy HE21: Historic Parks and Gardens**

Development which preserves and enhances the historic landscape, features and architectural elements which together give historic parks and gardens their special character, will be encouraged. Historic parks and gardens are defined as those on the national register or the local list.

Development which would:

- result in the loss or substantial redevelopment of an historic park or garden or adversely affect its special historic character or appearance; or
- impair views into, out of or within an historic park or garden and its wider landscape setting

will not be permitted, unless it can be clearly demonstrated that:

- the development is essential to the success of a scheme which would provide other, overriding, planning benefits;
- all reasonable alternatives have been investigated and proved not to be feasible; and
- opportunities have been taken to conserve and, where appropriate, restore important landscape design features and architectural elements.

In such cases, a full planning application should be submitted and an impact assessment, including documentary research information and a comprehensive landscape survey, may be required. Where such development is permitted, the council will consider imposing conditions to ensure that:

- Any features to be harmed or lost are investigated and recorded to an appropriate level prior to or during works;
- Where possible, such features are preserved in situ or off site;
- Provision is made for any records to be deposited with the archive service.

6.6.1 A register of parks and gardens of national importance for their special historic interest was compiled by the Historic Buildings and Monuments Commission in 1986. Parks and gardens are defined as all designed open spaces, including sites such as village greens. West Park was included on the original register and Wightwick Manor has since been added to the register. Both sites are shown on the Proposals Map. Inclusion on the register confers no statutory protection, but is an important planning consideration. Further parks or gardens may be added to the register during the life of the Plan. It is important, however, that all local sites of significant historic and landscape value are protected. A number of such sites have been added to the Local List to ensure that they are preserved and enhanced, where possible. Such areas make a vital contribution to Wolverhampton's heritage, local amenity and, in some case, nature conservation value. Parts of these sites are also protected under policies in Chapter 7: Nature Conservation.

**6.7 Canals**

**Policy HE22: Protection and Enhancement of the Canal Network**

The Council will work with partners to protect and enhance the historical, recreational and nature conservation value of the canal network and increase its attractiveness as both a local amenity and a tourist attraction.

Where development sites are crossed, bounded by or readily visible from canal corridors, proposals will be expected to make optimum use of their visual and recreational potential. In particular, new development alongside canals will be expected to:

- Protect and take opportunities to enhance features of the corridor which contribute to its historic, recreational or nature conservation value;
- Demonstrate a high quality of design, including boundary treatments;
- Contribute towards neighbourhood regeneration, where possible; and
- Protect and enhance public access to the corridor.

6.7.1 The canal network in Wolverhampton has many important functions. Many parts of the network and associated features are of architectural, archaeological and historical significance and some sections of canal corridor are designated conservation areas because of their special historical character and interest. The network is a key local and regional recreational resource, catering for a wide variety of leisure interests ranging from boating and angling to the study of nature, and forms part of the Greenway Network (see Policy R6), with many shared use paths providing harmonious routeways for pedestrians and cyclists. Canals are important wildlife corridors (see Policy N5) and some parts are valuable wildlife habitats, increasingly so as water quality improves. They can also be of value for environmental education and tourism.

6.7.2 Canal corridors, which include buildings adjacent to the canal and towpath, have the potential to play a major positive role in regeneration projects. The Canalside Quarter in Wolverhampton City Centre (see Policy CC12) will provide many canal-related recreational, tourism and amenity benefits. Bilston Urban Village will also provide opportunities to maximise the potential of neglected buildings and sites alongside the Birmingham Canal (see Chapter 16: Bilston Town Centre).

6.7.3 The Council will seek to protect the canal network from harmful development and will continue to work with British Waterways, the voluntary sector, the local community and businesses to enhance existing facilities, provide new facilities,

improve water quality and increase access to the network. The Council will also seek to stimulate appropriate canalside development opportunities and encourage the positive use of canal corridors where they cross or bound major development sites. A high standard of design will be expected within canal corridors. Buildings should present active frontages towards the canal and developments should incorporate elements of canalside vernacular architecture, where possible.

**Policy HE23: Bradley Arm of the Birmingham Canal**

The line of the Bradley Arm of the Birmingham Mainline Canal will be safeguarded from any development which would prejudice its possible future reinstatement as a canal link between the Birmingham Mainline and Walsall Canals.

6.7.4 Reinstatement of the former Bradley Arm of the Birmingham Canal Navigations at some time in the future may yield significant economic, tourism and recreation benefits. It is important to ensure that the line of this Canal is safeguarded to avoid prejudicing any future discussions that may take place regarding the feasibility and viability of reinstating the link. The link is shown on the Proposals Map.

**6.8 Archaeology**

**Policy HE24: Management and Protection of Archaeological Sites**

The Council will promote the conservation, protection and enhancement of the archaeological heritage of Wolverhampton and, where appropriate, its interpretation and presentation to the public.

6.8.1 Although a primarily urban area, Wolverhampton retains a rich variety of archaeological sites and remains, ranging from the Saxon cross by St Peter's church, to the site of John Wilkinson's furnace, dating from the 18th century. These

remains provide a valuable link with the past and help engender a sense of local identity in addition to providing a valuable educational, leisure and tourist resource.

6.8.2 Some of these sites and monuments are of national importance. Four monuments in Wolverhampton have been declared Scheduled Ancient Monuments, as shown on the Proposals Map, and more are likely to be scheduled as the national Monuments Protection Programme proceeds. In some cases, especially for urban sites, central government believes the planning system to be a more effective means of protection than scheduling. Other sites may be judged as less important nationally but are nevertheless vital in telling us something about the unique character and distinctiveness of Wolverhampton and the wider region. Wolverhampton has a particularly rich heritage of industrial remains, both above and below ground, which may be affected by the development of brownfield land. Natural formations, such as old stream channels, ponds, kettle holes and other waterlogged sites, may preserve archaeological deposits of importance, particularly evidence of past environments. These may be affected by drainage, decontamination activities and development.

6.8.3 In certain cases it will be appropriate for the Council to assist in the management and protection of archaeological sites in order to ensure their preservation for this and future generations and, where appropriate, their use as an educational, leisure and tourist resource.

**Policy HE25: Sites and Monuments Record**

The Council will maintain and enhance a database of all known archaeological sites and monuments within Wolverhampton as part of the Black Country Sites and Monuments Record.

6.8.4 There are at present over 1,200 entries for Wolverhampton on the Black Country Sites and Monuments Record. Many more archaeological sites are likely to exist either buried below the ground or as surface features unrecognised due to lack of documentary research or fieldwork.

6.8.5 In order to protect such sites, it is important that all available evidence is collected and stored on a single computer database. This has been achieved for Wolverhampton as part of the Black Country Sites and Monuments Record. This record, however, needs constant maintenance and updating as more information is discovered about existing sites, new sites are discovered, and technological advances for storage and display of information are made. Projects for enhancing the record in particular geographic areas or for particular types of monuments are required. In some cases grants for this type of enhancement work may be available. In addition, the record is the main way of checking for archaeological sites in proposed development areas and for recording management data.

**Policy HE26: Requirement for Archaeological Evaluation**

Proposals for development which may affect an archaeological site should be accompanied by an evaluation report, comprising a desk-based assessment and fieldwork and carried out by a suitably qualified archaeologist or professional organisation. The report should include:

- An evaluation of the archaeological resource;
- An assessment of the probable impacts of the proposal upon it;
- A mitigation strategy designed to minimise damage to the archaeological resource.

6.8.6 Planning Policy Guidance Note 16 (PPG16) on Archaeology recommends that where there is good reason to believe an archaeological site may be affected by a development it is reasonable to require an archaeological evaluation of the site and of the impact of the development proposals upon it. The scope of the evaluation should normally be set out in a brief prepared by the Council's archaeologist. A copy of any evaluation report should be lodged with the Black Country Sites and Monuments Record.

**Policy HE27: Development Affecting a Monument of National Importance**

Any development which would adversely affect a monument of national importance, whether scheduled or not, or its setting, will not be permitted.

**Policy HE28: Development Affecting Other Archaeological Sites**

Development which would adversely affect an archaeological site of less than national importance or its setting will not be permitted unless the benefits of the development clearly outweigh the need for protection of the archaeological site.

In such cases, development will not be allowed to proceed until it has been demonstrated, via the evaluation report, that the archaeological remains will be preserved in situ or by record, as appropriate. Preservation by record may comprise fieldwork before or during development and will include the publication of a report upon the work. A combination of preservation and recording may be required.

- 6.8.7 PPG16 makes it clear that archaeological sites are a material consideration in the planning process and that there should be a presumption against development which would adversely affect monuments of national importance or their setting. Any works to a Scheduled Ancient Monument itself require Scheduled Monument Consent, to be obtained from the Secretary of State. Monuments of regional and local significance should be preserved wherever possible unless there is an overriding benefit of another kind in the development taking place. In this case archaeological sites should either be preserved within the development area, or where this is not possible, recorded ahead of destruction. Again, the scope of the work should be defined in a brief written by the Council's archaeologist.



**CHAPTER 7: NATURE CONSERVATION**

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**7.1 Introduction**

- 7.1.1 Although densely built-up, Wolverhampton contains pockets of green space, trapped countryside and areas of open water which provide a variety of habitats for a wide range of plant and animal species, some of which, like the great crested-newt, are relatively rare. Buildings, gardens and areas of “wasteland” are examples of other valuable urban wildlife habitats. There are also a variety of natural and man-made geological features in Wolverhampton which have value as archaeological relics and as educational and nature conservation resources. The biological diversity or “biodiversity” of wildlife found in Wolverhampton contributes towards the survival of species at a regional and national level and also gives residents a valuable opportunity to have direct daily contact with nature.
- 7.1.2 As part of the creation of a green and healthy City, the Wolverhampton Community Plan aims to:
  - safeguard and improve natural green space, including parks and allotments;
  - enhance school grounds for nature conservation and promote environmental awareness among pupils;
  - assess the potential for providing new or improving existing green open space and wildlife habitats as part of new developments, especially in areas which are deficient in such habitats.
- 7.1.3 Policies in this Chapter and Policy D12 in Chapter 4: Design, aim to protect and enhance biodiversity in Wolverhampton, whether this is found on designated sites or in built-up areas, and to promote the improvement and creation of habitats for wildlife, close to where people live and work. This can be achieved through careful management and sensitive design of buildings, landscaping and open spaces. The intention of the policies in this Chapter is to ensure that there will be no overall reduction in biodiversity due to development.

- 7.1.4 Revised Planning Policy Statement 9 on Biodiversity and Geological Conservation (2005) and the Conservation (Natural Habitats, etc.) Regulations 1994 now provide a clear national framework for the protection and enhancement of regionally and locally important nature conservation sites and the wider network of landscape features which are of value to wildlife.
- 7.1.5 Regionally, there have been a number of nature conservation initiatives in recent years. The Black Country Millennium Urban Forest has created significant areas of new woodland in Wolverhampton. The Black Country Nature Conservation Strategy was adopted in 1994 and a Birmingham and Black Country Biodiversity Action Plan (BAP) was published in 2000, listing actions that need to be taken to safeguard important local species and habitats. Policies in this Chapter and the programmed Supplementary Planning Document on Nature Conservation will seek to address those actions which relate directly to land use planning in Wolverhampton.

**7.2 Promotion of Nature Conservation**

**Policy N1: Promotion of Nature Conservation (Part I)**

**The Council, in partnership with a range of organisations and adjoining local authorities, and developers will seek to secure the appropriate study, protection, management, enhancement and expansion of Wolverhampton’s existing nature conservation resource, including the creation of new habitats and features of value for nature conservation. The value of Local Nature Reserves and Sites of Importance for Nature Conservation will be strongly protected.**

In particular, the Council will seek to:

- Carry out regular survey work, sufficient to effectively monitor, protect and enhance Wolverhampton’s nature conservation resource, and make site

designation criteria and survey results publicly accessible, where appropriate;

- Prepare a Supplementary Planning Document on nature conservation in relation to development control and land management;
- Develop the nature conservation value of open space within its ownership;
- Enter into agreements to improve the use, treatment and management of land of nature conservation value;
- Acquire land of high existing or potential nature conservation value, subject to resources;
- Enhance public appreciation of wildlife in Wolverhampton through, for example, improving access and signage, use of promotional materials and work with schools;
- Ensure that there is no overall reduction in biodiversity due to development; and
- Wherever possible, ensure an enhancement in biodiversity through new development.

- 7.2.1 Nature conservation resources are constantly changing in response to a variety of factors, including natural evolution and management practices. The use of land for recreation or the encroachment of new built development can damage or destroy vulnerable habitats, especially where sites are small or isolated. In an urban area such as Wolverhampton, where nature conservation resources are limited, it is extremely important to protect and manage these resources appropriately and to take opportunities to create new resources on existing open space and via new development. In many cases, management practices which favour wildlife cost little but can create rich new habitat within a relatively short period of time.
- 7.2.2 It is also important to maximise the value of wildlife for local residents, both for recreation and education. The Council, in conjunction with the Wildlife Trust for Birmingham and the Black Country, runs a Natural Curriculum Project, which promotes nature conservation education

- 7.2.3 In order to make effective management decisions, up-to-date survey information and technical expertise and advice are needed. The Council is committed to carry out regular surveys of important nature conservation areas and developers will also be required to produce survey reports to accompany development proposals which may affect wildlife. This information will feed into EcoRecord, the habitat and wildlife database for Birmingham and Black Country, managed by the Local Authorities and the Wildlife Trust. Studies of habitat creation and management practices, a number of which have already taken place in Wolverhampton, also help build up local information and expertise.
- 7.2.4 The Council will seek to work in partnership with others to promote nature conservation in Wolverhampton and consult partners, where appropriate, throughout the planning process. Partners will include English Nature, The Wildlife Trust for Birmingham and the Black Country, the University of Wolverhampton, neighbouring Local Authorities, wildlife groups and local people.
- 7.2.5 A positive and pragmatic approach will be taken to the planning and management of open space owned by the Council itself. Projects to enhance biodiversity will be developed and prioritised, with reference to the Birmingham and Black Country Biodiversity Action Plan and the Council’s Parks and Green Spaces Strategy, and on the basis of:
  - Potential for the enhancement of biodiversity and linkages with other natural green space;
  - Local access to natural green space (as defined under Policy N2);

- Results of public consultation and practical support from the local community;
- Ability to implement and maintain the proposal;
- Value for money.

**7.3 Access to Natural Green Space**

**Policy N2: Access to Natural Green Space**

The Council will seek to ensure that all residents have access to a natural green space within 400m of their home. In areas falling short of this requirement, the protection and provision of publicly accessible natural green space of value for wildlife will be a high priority.

7.3.1 Everyday contact with nature is important for the well-being and quality of life of local people and as an educational resource. However, there are many areas of Wolverhampton where residents have little access to natural green space. Natural green space is defined as any area of open space or water, including watercourses, which is of value for wildlife or for geological features, or is managed to encourage colonisation by wildlife, whether in public or private ownership. In Wolverhampton this includes a hierarchy of sites, ranging from the regionally important Local Nature Reserves (LNRs) and Sites of Importance for Nature Conservation (SINCs), through Sites of Local Importance for Nature Conservation (SLINCs), to sites which are currently undesignated (due to their low quality or lack of information) but have the potential for enhancement over time.

7.3.2 English Nature have proposed a number of standards for provision of accessible natural green space. At present, Wolverhampton is a long way from meeting all of these standards. The Council has, nevertheless, adopted a similar standard on access to natural green space. Accessibility in relation to recreational open space is defined in Chapter 12: Open Space, Sport and

Recreation. An exercise is underway to map known areas of accessible natural green space and identify areas which do not meet this standard. The results will be incorporated into a Supplementary Planning Document on Nature Conservation and the Wolverhampton Parks and Green Spaces Strategy and used to define further open space, sport and recreation priority areas, as detailed in Policy R2. All recreational open space in Wolverhampton is protected under Policy R3.

7.3.3 In such areas, the creation, protection, enhancement and appropriate management of natural green space will be a priority and the Council will expect development proposals to take all possible opportunities to preserve and create accessible natural green space. The Council will also seek voluntary management agreements to create habitats on temporarily vacant sites in these areas.

**7.4 Nature Conservation Sites**

**Policy N3: Protection of Sites of Importance for Nature Conservation**

Development likely to have a harmful effect on the nature conservation or geological value of all or part of a Site of Importance for Nature Conservation (SINC) will not be permitted.

Where a proposed development site adjoins a SINC, the Council will seek to secure the protection and long term management of important habitats or features, through the use of conditions, planning obligations or management agreements, where appropriate. Developers may be required to submit an ecological survey and impact assessment to accompany any proposal or as a condition of any permission.

7.4.1 In Wolverhampton there are currently no nature conservation sites considered to be of sufficient national importance to

merit statutory protection, such as Sites of Special Scientific Interest or National Nature Reserves. However, there are currently 148 ha of regionally important sites for wildlife or geology, called Sites of Importance for Nature Conservation (SINCs). SINCs in Wolverhampton cover a wide range of habitats, from wildflower meadows and ancient woodlands to pools and abandoned quarries. SINCs are designated by English Nature, following a detailed survey and assessment of value for wildlife, geology and the local community. The SINC system originated in the West Midlands and has the support of the Metropolitan Councils, the Black Country Geological Society and the Wildlife Trusts.

7.4.2 A full survey of all existing and potential SINCs in Wolverhampton was carried out during 2000/2001, and resulted in the designation of 44 new SINCs, the loss of 5 ha SINCs and the alteration of a number of boundaries. The revised boundaries of all current SINCs are shown on the Proposals Map and a full list is provided in Appendix 4 to this Plan. The Council will ensure that all existing and potential SINCs are re-surveyed at least once every 5 years during the lifetime of the UDP, in accordance with Black Country Nature Conservation Strategy and Biodiversity Action Plan targets.

7.4.3 SINCs are prime nature conservation assets which it would be almost impossible to replace if lost. 2% of Wolverhampton's total land area is designated as SINC, a lower proportion than any other West Midlands District. It is, therefore, of great importance that SINCs should be protected from inappropriate development and properly managed in order to prevent any loss of valuable wildlife, habitats or geological features.

7.4.4 Policy N3 will apply to any further SINCs designated following survey work during the lifetime of the plan, and also to SSSIs, should any be designated by English Nature.

**Policy N4: Protection, Declaration and Enhancement of Local Nature Reserves**

Development likely to have a harmful effect on the nature conservation value of all or part of a Local Nature Reserve will not be permitted. In considering development proposals the Council will seek to enhance the nature conservation value and the level of interpretation provision of Local Nature Reserves.

The Council will seek to declare the following sites as Local Nature Reserves over the lifetime of the UDP:

1. Northcote Farm, Bushbury (See Policy G7)
2. Extensions to existing Smestow Valley Local Nature Reserve
3. Parts of Goldthorn Wedge, including Ashen and Park Coppices (private)
4. Brook Point Pool (private)
5. Monmore Green disused railway
6. Ladymoor Pool
7. Peascroft Wood
8. Springvale Park
9. The Gorge, Cinder Hill

The Council will, where possible, seek to enhance and increase access to and links between Local Nature Reserves, where this will not harm their nature conservation value.

7.4.5 Sites which are of regional or local importance for wildlife, and are also of value for education and community development, including the quiet enjoyment and appreciation of nature, can be designated as Local Nature Reserves (LNRs) by the Council. In such cases, the Council makes a commitment to manage the site for the benefit of the local community and can pass byelaws protecting the site and apply for grant aid to carry out improvements. In 1998, Smestow Valley was designated Wolverhampton's first Local Nature Reserve. The 48 ha site supports a wide variety of woodland, grassland and wetland habitats and is an important wildlife corridor, running alongside the Valley Park pathway (a disused railway) and the Staffordshire and Worcestershire Canal.

7.4.6 English Nature recommend that 1ha of Local Nature Reserve should be provided for every 1,000 residents. Wolverhampton falls below this standard by 194 ha. The Council has identified a number of sites which it will seek to declare as LNRs during the lifetime of the UDP, to increase present provision to 0.5 ha per 1,000 residents. These sites, shown on the proposals map and listed in Policy N4, have been prioritised in accordance with Policies N1 and N2. As Council resources are limited and not all sites are owned by the Council, management options, such as partnership arrangements and the use of trusts will be explored, where appropriate. The Council will also encourage South Staffordshire District Council to declare Pendeford Mill a LNR. Any LNR declared during the lifetime of the UDP will be subject to Policy N4.

**Policy N5:** Protection of Sites of Local Importance for Nature Conservation and Landscape Features of Value for Wildlife or Geology

Where a proposed development site includes or adjoins:

- A Site of Local Importance for Nature Conservation; or
- Any landscape feature of value for wildlife, as specified in the Conservation (Natural Habitats, etc.) Regulations 1994,

the protection and long term management of important features will be sought through the use of conditions, planning obligations or management agreements, where appropriate. Developers will usually be required to submit an ecological / geological survey and impact assessment to accompany any proposal.

Development which may have a harmful effect on the nature conservation value, geological value or integrity as a wildlife corridor, of such sites or features will only be permitted in exceptional circumstances, where the benefits generated by the development would clearly outweigh nature conservation considerations. In such cases, developers will be required,

through the use of conditions, planning obligations or management agreements where appropriate, to minimise any harm caused and to carry out sufficient measures to compensate for any harmful effects, as defined in any current Supplementary Planning Document on Nature Conservation.

7.4.7 In addition to SINC and LNRs, Wolverhampton currently contains 136 ha of sites of local importance for wildlife and geology. These sites were originally identified by the Wildlife Trust for Birmingham and the Black Country and The Black Country Geological Society as Sites of Local Importance for Nature Conservation (SLINCs), following a Habitat Survey in the late 1980s. It is particularly important to protect and properly manage SLINCs in Wolverhampton, as there are few SINC sites and no nationally important sites. Also, it has been demonstrated that habitat creation and appropriate management over a number of years can result in the enhancement of SLINC sites to SINC status.

7.4.8 All current SLINCs are listed in Appendix 4 to this Plan and the boundaries of these sites are shown on the proposals map. Two thirds of the original total SLINC site area was surveyed in 2000/2001 and 43 ha was found to have increased to SINC value. A further 22 ha of natural green space was surveyed and found to be of SLINC value. There are further natural green spaces in Wolverhampton which need to be surveyed to discover if they are of SLINC value. The Council will carry out a rolling re-survey programme for remaining SLINCs and other sites over the lifetime of the Plan. Any new SLINCs identified as a result of this survey work will be subject to Policy N5.

7.4.9 Although some sites are of particular value for nature conservation, their value is greatly enhanced by the presence of wider networks of natural green space which act as important wildlife corridors and reservoirs for biodiversity, as well as

giving local communities access to wildlife on their doorstep. Section 37 of the Conservation (Natural Habitats, etc.) Regulations 1994 recognises the importance of linear and “stepping stone” landscape features for the migration, dispersal and genetic exchange of wild flora and fauna and requires Councils to maintain and enhance such features and their integrity as wildlife corridors.

7.4.10 The following landscape features are considered of importance for wildlife in Wolverhampton:

- Hedgerows
- Old walls, including slag walls
- Linear tree belts and individual trees of special interest
- Plantations and semi-natural or ancient woodlands
- River / stream corridors
- Canals
- Ponds, lakes and reservoirs
- Natural green spaces
- Wild roadside verges
- Active rail transport corridors
- Redundant railway corridors
- Urban “wasteland” sites characterised by limiting environmental conditions (especially at early stages of succession)
- Gardens and Allotments
- The Built Environment

7.4.11 A number of these landscape features form part of the Wolverhampton Greenway Network and are protected under Policy R6. Urban forestry and canals are also protected under Policies N7 and HE22 respectively. The Black Country Nature Conservation Strategy, adopted in 1994, identifies a network of important wildlife corridors in the Black Country. Policy N5 also applies to a number of sites identified in the 2000/2001 SINC survey report as having potential nature conservation value, although they currently have no SINC / SLINC designation.

7.4.12 Policy N5, which should be read alongside Policy D12, strongly controls any development which may harm the nature conservation value of a SLINC, or any of the landscape features listed

above. Depending on the nature of the site and the development proposed, an ecological / geological survey and impact assessment will usually be required, which should:

- identify the current nature conservation / geological value of the site;
- identify the potential effects of the proposed development on the nature conservation / geological value of the site;
- predict and evaluate the significance of these effects;
- identify any compensatory measures which could be put in place to mitigate for these effects.

7.4.13 A Supplementary Planning Document on Nature Conservation will be prepared which will detail the requirements of an ecological / geological survey and impact assessment and suggests appropriate measures to avoid or compensate for any harmful effects. In most cases, development can be designed or controlled so as to preserve and protect natural features, for example, by fencing or bunding off areas or restricting harmful operations or uses to specific times of year.

7.4.14 In the few cases where loss of a landscape / geological feature is unavoidable, compensation will usually involve the creation and long term management of one site, of more than equivalent size and similar quality and habitat type to that lost, located on nearby open space. It is necessary to provide a larger area than that lost in order to compensate for the disturbance caused to local ecosystems during the many years it takes for new habitats to become established. Improvements to the quality or accessibility of remaining landscape / geological sites or features may also be acceptable compensation in areas where there is a large amount of accessible natural green space, as identified in the Wolverhampton Parks and Green Spaces Strategy. The relative ease or difficulty of creating different habitat types / geological exposures will be taken into account when deciding the

acceptability of compensatory measures. In all cases, detailed landscape plans must be submitted and agreed before planning permission will be granted.

**7.5 Hedgerows and Woodland**

**Policy N6: Protection of Important Hedgerows**

Council approval must be sought for any works involving damage to or removal of a hedgerow of potential importance, as defined by the Hedgerows Regulations (1997).

The Council will seek to protect important hedgerows, as defined by the Hedgerows Regulations (1997), through refusal to grant consent for such works or through the use of conditions, planning obligations or management agreements to secure long term management, where appropriate.

7.4.15 Certain important hedgerows are given protection by the Hedgerows Regulations 1997. Under these regulations, the Council must give approval for any plans to remove a hedgerow which is over 20m long (or meets at each end with other hedgerows), and adjoins agricultural or forestry land, a Local Nature Reserve or land used for keeping or breeding of horses, ponies or donkeys. The regulations do not apply to hedgerows bounding domestic properties. If the hedgerow is considered important, against a list of criteria (available on request), the Council can refuse consent to remove it or impose conditions on the consent to ensure long term management of any remaining hedgerow. Any breach of the regulations is a criminal offence.

**Policy N7: The Urban Forest**

The Council will, in partnership with others, seek to preserve, enhance and extend the urban forest within Wolverhampton, by:

- Ensuring trees and areas of woodland are properly managed and maintained, and

taking opportunities to plant new trees and areas of woodland on land in council and private ownership, where appropriate;

- Encouraging short term forestry techniques on temporarily vacant sites;
- Discouraging the removal of mature, healthy trees, including the placing of tree preservation orders on trees worthy of and in need of protection;
- Requiring, where appropriate, the replacement of trees removed with council consent, with trees of a size and species specified by the council;
- Maintaining and re-establishing trees within the street scene;
- Protecting and enhancing existing hedgerows and ancient and semi-natural woodlands.

The Council will require that species native to the local area are used in planting and landscaping, where possible.

7.5.1 Tree and woodland cover has a major role to play in improving the quality of urban life and helping to secure regeneration and economic revitalisation. Trees help to reduce the effects of pollution, generate health benefits, provide wildlife habitats, and are also a renewable source of energy and wood products. Woodland can also contribute to local character and distinctiveness and the overall appearance of the landscape, and also improve surroundings for leisure and recreation. In assessing the appropriateness of development proposals that involve new tree or woodland planting, the Council will take into account any effects that such planting would have on the value of the site and adjacent land for nature conservation, archaeology, amenity, landscape and formal or informal recreation.

7.5.2 The term “urban forest” describes all the trees, woodland and associated green space in an urban area, including street and garden trees, hedgerows, trees in open spaces, newly planted woodland and woodland which has colonised

derelict land. Wolverhampton contains approximately 450 ha of woodland and over 13,000 street trees.

**Policy N8: Tettenhall Ridge Ancient Woodland**

The Council will seek to ensure that any woodland or trees of value within the Tettenhall Ridge Ancient Woodland area are protected and managed appropriately, to prolong their life, through the use of planning conditions or planning obligations or Tree Preservation Orders, as appropriate.

7.5.3 There are two known ancient semi-natural woodlands in Wolverhampton (Park Coppice and Ashen Coppice SINCs) and two known areas of plantation on ancient sites (Mount Hotel Woodland SINC and Tettenhall Ridge). Ancient woodland formerly dominated the Tettenhall Ridge area, the approximate boundary of which is shown on the Proposals Map. The 2000/2001 nature conservation survey revealed that along the Ridge there are many small patches of ancient woodland and groups and individual veteran trees surviving, in public and private ownership, some of which are not protected under other designations. Policy N8 aims to protect as much of the remaining woodland and tree resource as possible.

7.5.4 There is a history of urban forestry planting in Wolverhampton which stretches back 20 years. The most recent initiative is the Black Country Millennium Urban Forest, a project funded with Lottery and Forestry Commission money, which has planted 61 ha of new woodland in Wolverhampton to date. Urban forestry planting has contributed greatly towards the enhancement of derelict and vacant land, run-down urban green space and, through management grants, neglected parks and woodlands.

7.5.5 The Black Country Urban Forest Strategy (1995) stresses the need to protect and properly manage both mature and new woodland and trees in the urban environment. The Council, as a partner in

the Black Country Urban Forest, is committed to maintaining woodland cover at least 7.5% of the City’s land area, following completion of the current planting programme, and will continue to take opportunities to improve management of and extend this cover. The boundaries of sites currently managed as Black Country Urban Forest are held by the Council and are available on request. Policy N7 will ensure that opportunities are taken to introduce new native trees and woodland as part of the development process and that any unavoidable loss of trees is compensated for. Woodland habitats are also protected under Policies N3, N4 and N5.

**7.6 Wildlife Species**

**Policy N9: Protection of Wildlife Species**

Development proposals that would harm wildlife species protected by law, species identified in the UK or Birmingham and Black Country Biodiversity Action Plan, and species that are rare and vulnerable in the Black Country, and their habitat requirements, will only be permitted where it can be demonstrated clearly that measures to protect the species have been proposed.

In addition, where a development site is used by species protected under Schedule 2 of the Habitat Regulations, planning permission will not be granted unless all the requirements of Article 16 of the Habitats Directive have been met, that is:

- The development is for reasons of public health and safety or overriding public interest;
- There is no satisfactory alternative to the development proposal; and
- The development would not be detrimental to the maintenance of the population of the species in its natural range.

Where there is a strong indication that a proposed development site is made use of

by wildlife species protected by law, species identified in the UK or Birmingham and Black Country Biodiversity Action Plan, and species that are rare and vulnerable in the Black Country, proposals will be required to:

- Provide an ecological survey and impact assessment;
- Accommodate the long-term needs of these species in the design and layout of the proposal;
- Adequately mitigate any effects on the active breeding, resting, or feeding habitat requirements of these species in order to minimise any adverse harm caused so that population levels are sustained.

Through the use of conditions, planning obligations and management agreements, the Council will seek to secure:

- The implementation of sufficient mitigation measures to compensate for any adverse effects and to minimise any harm caused to such species;

The long-term protection and management of breeding, resting and feeding habitats sufficient to safeguard current populations of such species.

7.6.1 The Wildlife and Countryside Act 1981 (as amended), The Conservation (Natural Habitats, etc.) Regulations 1994 and the Badgers Act 1992 give varying degrees of legal protection to a number of threatened wildlife species. Species known to occur in Wolverhampton include great-crested newts, badgers, bats, water voles and floating water plantain. Legislation usually protects the animals or plants themselves and breeding or resting sites. However, feeding areas and habitats occupied for only part of the year, but which are essential to the survival of the species, are not legally protected. The Birmingham and Black Country Biodiversity Action Plan (BAP) makes

reference to legally protected species, but also to species of national importance for biodiversity and species characteristic of the Birmingham and Black Country area which are believed to be declining or under threat.

7.6.2 The PPS9 on Biodiversity and Geological Conservation (2005) considers the presence of protected species to be a material planning consideration. Protected species and BAP species often occur outside designated wildlife sites and some, like bats, are often dependent on the built environment itself as a habitat. In order to protect these species, it is important that new development takes their presence into account and mitigates for any unavoidable harmful effects.

7.6.3 A Supplementary Planning Document on Nature Conservation will list all species known to be found in Wolverhampton which are either legally protected species, species of national importance for biodiversity or species characteristic of the Birmingham and Black Country area which are believed to be declining or under threat. This list of species may be amended during the life of the plan in response to reviews of relevant legislation or survey work revealing the existence of new species or the vulnerability of existing species in the Wolverhampton area.

7.6.4 Policy N9 sets out how the Council will seek to protect the habitats used by these species from inappropriate development and should be read alongside Policy D12. SPD on Nature Conservation will, for each species provide details of any legal protection, ecological survey and impact assessment procedures and measures that should be taken to accommodate habitat requirements in site design and layout. In all cases, detailed landscape plans must be submitted and agreed before planning permission will be granted.



CHAPTER 8: THE GREEN BELT AND RURAL LANDSCAPES

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**8.1 Introduction**

8.1.1 Wolverhampton is a highly urbanised, industrial area, with limited areas of green open space. Such space provides opportunities for recreation and valuable wildlife habitats (see Chapter 7: Nature Conservation and Chapter 12: Open Space, Sport and Recreation), particularly where it forms part of a wider network of open space, but it is often under pressure from a variety of uses and demand for development land. Open space on the urban fringe can play a vital role in separating settlements and linking the urban open space network into the surrounding countryside. Green Belt and other designations help to protect such areas from inappropriate development.

**National Planning Policy context**

8.1.2 Planning Policy Guidance Note 2 (PPG2): Green Belts (1995) states that Green Belt boundaries should endure over a longer time period than the life of the Development Plan and should only be altered in exceptional circumstances. In accordance with this guidance, Green Belt boundaries as defined in the 1993 UDP have largely been retained.

8.1.3 The principal change in PPG2 from that used as the basis for the 1993 UDP is the removal of ‘institutions standing in large grounds’ from the list of appropriate uses in Green Belts. To compensate, PPG2 introduces the concept of Major Developed Sites (MDS) for the first time. The UDP identifies a number of MDS’s, as set out in Policy G4.

**Supporting documents**

8.1.4 A background paper has been produced to support the Plan’s Green Belt policies. This paper contains a full appraisal of the purpose and role of each Green Belt area in the City, in response to the revised PPG2. This appraisal highlights the need to remove certain small areas from the Green Belt because they do not fulfil a Green Belt function, as defined by PPG2, and their amenity, historic or nature

conservation value is protected by other UDP policies. A number of minor alterations to the Green Belt have also been made to take account of the 1994 Local Authority boundary changes. These few and minor revisions to the Green Belt boundary (shown on Plans in the Green Belt Background Paper) do not compromise the purposes of the Green Belt.

**8.2 The Function and Role of the Green Belt**

**Policy G1: Protection of the Green Belt (Part I)**

**Within the Green Belt, inappropriate development will not be permitted except in very special circumstances, where the harm caused is clearly outweighed by other considerations. Any such case will be referred to the Secretary of State as a departure from the UDP.**

8.2.1 Many of the significant open spaces in Wolverhampton have been given long term protection as Green Belt. Many areas of Green Belt are also protected by other Plan policies. There are four purposes of including land in the Green Belt in Wolverhampton:

1. To check the further growth of the conurbation;
2. To prevent the conurbation from merging into neighbouring settlements, such as Bilbrook and Perton;
3. To assist in safeguarding the South Staffordshire countryside from encroachment;
4. To assist in urban regeneration, by encouraging the recycling of derelict and other urban land in the conurbation.

8.2.2 The areas of Green Belt in Wolverhampton are shown on the Proposals Map. The majority is in the form of wedges which stretch from the open countryside into the built up area. These wedges are located at:

- (a) Tettenhall / South Staffordshire golfcourse
- (b) Smestow Valley / Valley Park

- (c) Goldthorn / Lower Penn
- (d) Bushbury

8.2.3 Wolverhampton Green Belt areas also have a number of positive roles, helping to retain attractive landscapes and agricultural uses, and providing facilities for recreation, dedicated nature conservation areas and access to the open countryside for the urban population. Watercourses, canals and a significant number of education facilities are also located in the Green Belt, adding to its value.

**8.3 Control of Development Affecting the Green Belt**

**Policy G2: Control of Development in the Green Belt**

Within the Green Belt, appropriate development, as defined in PPG2, will only be permitted where the siting, scale, materials and design of the proposed development (including its relationship to any existing buildings) will be in keeping with the purposes of the Green Belt and its openness.

Re-use of existing buildings in the Green Belt will be permitted subject to criteria defined in PPG2.

**Policy G3: Control of Development Conspicuous from the Green Belt**

Any development in a location conspicuous from the Green Belt will be permitted only where it can be shown that the proposed use and the siting, scale, materials and design of the development would not harm the visual amenity or visual character of the Green Belt.

8.3.1 Within the Green Belt, development will be strictly controlled. PPG2 states that the construction of new buildings in a Green Belt area is inappropriate, unless it is for one of the following purposes:

- agriculture and forestry;
- essential facilities for outdoor sport and recreation, cemeteries and other uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land in it;
- limited extension, alteration or replacement of existing dwellings;
- limited infilling or redevelopment of major existing developed sites (see below);
- park and ride schemes.

8.3.2 The countryside surrounding urban areas will often be the most sustainable location for park and ride schemes. For this reason, park and ride development may not be inappropriate in the Green Belt, providing that the proposal complies with criteria listed in PPG2. Park and ride schemes are also subject to Policy AM11.

8.3.3 The re-use of buildings in the Green Belt is also appropriate development, providing that:

- the proposed use will not have a greater impact on the openness of the Green Belt than the existing use;
- there is strict control over extensions to buildings and uses of land surrounding buildings;
- the buildings are of permanent and substantial construction and capable of conversion;
- the design of buildings is in keeping with their surroundings.

8.3.4 If proposals for appropriate development are made within the Green Belt, the Council will expect provision to be made to minimise any impact on the environment and opportunities taken to develop the positive roles of the site, as outlined in 8.2.3. It is also important that development, both within and conspicuous from the Green Belt, does not harm the visual amenity or character of the Green Belt.

**8.4 Major Developed Sites**

**Policy G4: Major Developed Sites in the Green Belt**

Within designated major developed sites in the Green Belt re-use of buildings, limited infilling and redevelopment will be permitted where it can be shown that the proposed development will:

- Have no greater impact on the purposes of including land in the Green Belt than the last known use of the site; and
- Will not exceed the height of any existing buildings.

Any infill development should not, either in itself or cumulatively, lead to a major (>10%) increase over and above the original developed area of the site.

Any complete or partial redevelopment should result in environmental improvements and should not occupy a larger area than the buildings which previously occupied the site, unless this would achieve a reduction in height which would benefit visual amenity.

8.4.1 PPG2 states that major developed sites may be designated within the Green Belt. The Council has adopted the following criteria for the designation of major developed sites in Wolverhampton, based on guidance in PPG2:

- 8.4.2 All Major Developed Sites should:
- be of a substantial size to include a substantial built footprint, totalling more than 5,000 sqm, which has a significant impact on the openness of the Green Belt;
  - have an identifiable core of buildings which could accommodate limited infill development without having any greater impact on the openness of the Green Belt than existing development;
  - offer the prospect for environmental improvement through complete or partial redevelopment without having any greater impact on the openness of the Green Belt than existing development.

8.4.3 Using this definition, eleven major developed sites have been designated. These sites are identified on the proposals map and listed below. Most are in active use, but a few include redundant buildings which could be released for other, appropriate, uses. On other sites, improvements to facilities could be made which would benefit the economy and the local community or provide environmental enhancements. The Council will allow re-use, limited infilling or redevelopment on these identified sites, providing this does not increase any impact on the character of the Green Belt.

- 8.4.5 The Major Developed Sites identified in the UDP are:
1. Aldersley School
  2. Barnhurst Sewage Treatment Works
  3. University of Wolverhampton Compton Road Campus
  4. St Peters C of E Collegiate School
  5. St Edmunds RC School
  6. Bushbury Hill Junior School and Moreton Community School
  7. Smestow School
  8. Colton Hills School
  9. Highfields School
  10. Penderford High School
  11. Wulfrun College of FE

**8.5 Access to the Green Belt**

**Policy G5: Access to the Green Belt**

Existing public access to, through and within the green belt will be protected and, wherever possible, enhanced, giving reasonable access for all sections of the community to the amenities provided by the green belt, subject to the need to protect nature conservation areas from disturbance.

8.5.1 Adequate access to open areas at the urban fringe is particularly important for urban dwellers, particularly those living in inner city areas and those without private transport. The Council will continue to try to make areas of Green Belt and the wider countryside more easily accessible to as many people as

possible. This can be achieved, for example, through the negotiation of access agreements, improving public rights of ways, signposting and the production of leaflets for self-guided walks.

**8.6 Northcote Farm Country Park**

**Policy G6: Northcote Farm Country Park**

Within Northcote Farm Country Park, development which will improve visitor facilities, including the provision of car parks, picnic sites, footpaths and nature trails, will be actively encouraged, as long as such facilities are located and designed so as not to intrude on the character and appearance of the countryside or harm areas of nature conservation value, in line with the area's future status as a Local Nature reserve (see Policy N4).

8.6.1 A Country Park is an area of land which offers the public, with or without charge, the opportunity to enjoy recreational activities in the countryside. Northcote Farm Country Park is the only Country Park in Wolverhampton and a proposed Local Nature Reserve. The site was acquired by the Council over a period of time and the buildings were restored with grant aid from the Countryside Commission in the early 1990's. The Country Park boasts a restored seventeenth century Grade II listed farmhouse and large areas of pasture, parkland and woodland, designated as a Site of Importance for Nature Conservation. The Park also forms part of the Bushbury Wedge Area of Special Character and provides opportunities for informal public access for residents of Wolverhampton to the countryside of South Staffordshire.

8.6.2 The Country Park is managed by an Advisory Group, including officers and Members of the Council and representatives of the Friends of Northcote Farm. A range of visitor facilities have been developed, including a model working farm, guided walks around the farmhouse and public events and school visits throughout the year. There is scope to develop these facilities further and encourage greater public participation in a range of leisure, recreational and nature conservation activities. The Council, through the Advisory Group, will continue to prepare management plans and seek to take advantage of grants and other sources of funding in order to further the aims of the Country Park.



**CHAPTER 9: BUSINESS AND INDUSTRY**

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**9.1 Introduction**

9.1.1 This Chapter is concerned predominantly with land uses which fall within part B of the Use Classes Order as defined by the 1990 Town & Country Planning Act. The B Use Class covers employment development for office (B1a), research and development (B1b), light industrial (B1c), general industrial (B2) and storage and distribution uses (B8). The Chapter also considers those sui generis non retail commercial uses which have similar characteristics to Class B uses. Additional guidance is given on the closely allied business and conference tourism sector.

9.1.2 Employment opportunities are increasingly being created in other Use Classes such as hospitals, educational establishments and the leisure and retail industries. Key policies relating to these sectors are contained in other chapters.

9.1.3 The Plans Business and Industry policies support a number of regional, sub-regional and local strategies to which the Council is party. These include the Wolverhampton Neighbourhood Renewal Strategy and the implementation programmes of the Regional Economic Strategy and European Union Objective 2. Of particular significance is the Plan's ability to realise the objectives of the Wolverhampton Community Plan, the most relevant of which to this Chapter are:

- to contribute towards a wealth generating city by:
  - promoting and opening up sites for business development
  - safeguarding existing jobs by allowing companies to expand and protecting viable employment premises from redevelopment
- to contribute towards a green city by:
  - encouraging the reuse of prominent empty buildings
- to contribute towards a City of communities and Neighbourhoods by:

- targeting employment opportunities in areas of high unemployment and poverty to reduce the worst differences between the least well off neighbourhoods with the rest of the City

**Supporting documents**

9.1.4 A background paper has been produced to support the Plan's business and industry policies and proposals. The paper incorporates the results of several studies which have been used to inform the Plan:

- Regional Employment Land Study (2001 & 2005)
- Wolverhampton Economic Prospects; a report to Wolverhampton Task Force (2001) (Prism consultants)
- West Midlands Regional Planning Guidance Review - A Study into the future of Employment Land Provision in the West Midlands (Chesterton)
- Analysis of enquiries to the Council and its partners for land and premises (ongoing)
- Market Sensitive Appraisal of Industrial Land and Premises in Wolverhampton (1997) (GVA Grimley)

9.1.5 Each of these reports is available from the Council.

**National and Regional Policy Context**

9.1.6 Major changes in national planning policy since 1993 require a review of the policy approach towards Business and Industry as set out in the first Wolverhampton UDP. In particular, changes in PPG6 (1996), now known as PPS6: Planning for Town Centres, PPG12 (2000), now known as PPS12: Local Development Frameworks and PPG13: Transport (2001) have placed much greater weight on the importance of the planning system in promoting more sustainable patterns of development.

9.1.7 PPS6 supports the protection of industrial and commercial land from retail development, especially where it can be shown to have the effect of

limiting the range and quality of sites in such uses. The guidance also introduces the concept of the sequential test under which town centres are regarded as the normal location for development that attracts lots of people, such as commercial offices.

9.1.8 Under both the UDP system and the new Local Development Framework system, as set out in PPS12, local authorities are encouraged to create the conditions in which businesses can thrive and prosper. Local authorities should take account of the need to revitalise and broaden the local economy, the need to stimulate employment opportunities and the importance of industrial and commercial development particularly in the growing knowledge driven sector. A range of sites suitable for existing and future businesses should be provided for.

9.1.9 PPG13 advises that job creating development should take place in locations that offer a realistic choice of modes of transport. Office developments should be directed to areas which are or may become highly accessible by public transport. It also advises that harnessing the use of new technologies can help to reduce the need to travel.

9.1.10 The Regional Spatial Strategy (RSS) stresses the need to regenerate the metropolitan areas of the West Midlands region in order to support urban renaissance and reverse historic decentralisation into the shires. It also:

- Emphasises the need to diversify the economy through encouragement of growth industries, the service sector, high technology activity and inward investment
- Advises that a range of employment sites should be offered 'to reflect the differing development needs of businesses and to give a choice in terms of size and quality';
- Locations should minimise reliance on the car for access and should provide for the juxtaposition of employment and residential uses.

9.1.11 RSS promotes a series of 'high technology corridors' as the catalyst for economic diversification in the West Midlands and also encourages development plans to facilitate the development of 'clusters' of successful and growing businesses in order to promote economic regeneration and reduce reliance on declining manufacturing sectors. Wolverhampton is identified as a key location within the Wolverhampton-Telford High Technology Corridor where such cluster development should be promoted.

**The Local Economy**

9.1.12 The Business and Industry Background Paper emphasises the City's high levels of unemployment, narrow economic base and its dependence on declining industries, and correspondingly low levels of activity in 'growth' sectors.

9.1.13 The Wolverhampton Economic Prospects Report (2001) predicts significant changes to the size and structure of the local economy over the UDP period. Overall levels of employment are anticipated to contract to 2011, but this is predicted to be contrasted by an increase in total output, indicating that firms will continue to invest in more efficient means of production.

9.1.14 These changes in the economy of the City will be exacerbated by skill problems in the local workforce. The new jobs likely to be created in the service sector are dominated by managerial, professional and skilled technical occupations. Without significant levels of training, the local workforce will experience increasing problems in competing for new job opportunities, resulting in increased levels of in commuting.

**Regional Policy initiatives**

9.1.15 The City's economic vulnerability is reflected in and recognised by its inclusion in a wide range of European, national, regional and local funding areas and other initiatives. These include EU

Objective 2, UK Government Assisted Area status (Tier 1 and 2), Single Regeneration Budget; and Advantage West Midlands Regeneration Zone. The UDP Strategy, as set out in Chapter 2, has been developed alongside the strategic approaches being promoted by these initiatives in order to maximise their effectiveness and provide a clear framework for investment decisions.

9.1.16 The implementation of these initiatives is underpinned by the Regional Economic Strategy (RES) produced by the Regional Development Agency (RDA) and set within the overall framework of RSS.

9.1.17 The implementation of the RES is being carried forward by the 'Agenda for Action' which sets out a shortlist of priority projects. These projects range from spatially targeted initiatives to more thematic and sectoral assistance programmes. The most significant of these in terms of the land use planning system are:

- Regeneration Zones
- Sectors and Clusters
- High Technology Corridors

9.1.18 Regeneration Zones provide the framework by which UK Government and EU resources can be targeted effectively to areas of greatest need in order to realise maximum benefit. The RES identifies six Regeneration Zones (RZ). The North Black Country and South Staffordshire Regeneration Zone covers the great majority of central and eastern Wolverhampton including all the major concentrations of industrial activity in the City.

9.1.19 The RES also promotes the concept of cluster development to drive the sustainable economic development of the region by attracting growth sector organisations. Clusters are groups of companies and organisations in related industries that have economic links through, for example, trading, common skills and infrastructure, or other areas of mutual interest.

9.1.20 The Agenda for Action identifies a number of target clusters that are either established (transport technologies, building technologies, food and drink, tourism and leisure, high value added consumer products); growing (information and communication technology, specialist business and professional services and environmental technologies) or embryonic / aspirational (interactive media, medical technologies). Appropriate clusters will be encouraged to locate within the Regeneration Zone and High Technology Corridors.

9.1.21 The Rover Task Force Report, published in June 2000, identified the promotion of three 'High Technology Corridors' as a means of diversifying and modernising the Region's economic base. These corridors now form a principal element of RSS. One of the selected corridors links Wolverhampton with Telford via the A449/M54 axis. The corridors were selected on the basis of the following characteristics:

- The potential to attract and develop more high tech, high value added businesses by virtue of the presence of Universities, research institutions or property opportunities;
- They were located in areas heavily dependent upon the automotive sector.

9.1.22 The Wolverhampton - Telford corridor has deliberately not been tightly defined. It is more relevant to interpret it as an approach to discovering and delivering opportunities in a range of key established nodal points within the corridor, such as Wolverhampton Science Park and Wolverhampton Business Park.

**UDP Strategy**

9.1.23 The Council's ability to tackle underlying economic issues is severely constrained. The regeneration of the local economy is governed by the state of the national economy, levels of central government funding, EU policy and capital spending, and the actions of the private sector.

However, the UDP is of crucial importance in complementing the regional policy initiatives described above and local regeneration programmes, and can provide a clear framework for and positive encouragement to, private sector investment.

9.1.24 In order to fulfil these requirements, the Plan adopts a flexible and positive policy framework. The UDP can ensure the protection of key sites and provide a good choice of sites to meet, as far as possible, the full range of business requirements. Employment growth will be promoted principally at key nodal points located on a series of three of the Strategic Regeneration Corridors; the A449 Stafford Road Corridor, the Bilston Corridor and the Wednesfield Corridor. The Stafford Road corridor is of particular importance to the implementation of the Plan's strategy. It contains a number of the City's larger employers, including the University of Wolverhampton and Wolverhampton Business and Science Parks. By virtue of its excellent communication links, high quality development opportunities and existing businesses, the corridor has the potential to attract high profile, growth sector cluster organisations and has a key role in supporting a range of initiatives in the Wolverhampton - Telford High Technology Corridor.

9.1.25 The Plan also contains policies which set out to support the growth and expansion of indigenous firms, as well as the attraction of new businesses into Wolverhampton. The Plan contains design guidance for new employment development and seeks to ensure that local people are able to benefit from new job opportunities.

**Aims and Objectives**

9.1.26 The policies in this Chapter aim to:

- Maximise local employment opportunities and minimise economic disadvantage;

- Strengthen and diversify the City's economic base;
- Ensure that the benefits of economic development are shared by all, particularly the residents of those areas of greatest need.

9.1.27 In order to realise these aims, the policies have the following specific objectives:

- To enable the provision of an adequate supply of land for development and to ensure that the land identified provides a portfolio of sites to reflect the differing development needs of businesses and to give a choice in terms of size, location, quality and use class;
- To ensure that the land identified is readily capable of development for the uses proposed;
- To facilitate the expansion of existing businesses and promote the development of clusters of growth sector organisations;
- To avoid the loss of existing viable employment land and premises to other uses;
- To ensure that in terms of location, sites should contribute to reducing the need to travel and are readily accessible by a choice of modes of transport;
- To ensure that local people, particularly in areas of greatest need are able to access appropriate new job opportunities and training programmes;
- To ensure a high standard of design in new development in order to avoid significant detrimental impact upon adjacent land uses and create an attractive working environment.

**9.2 Promoting Investment**

**Policy B1: Economic Prosperity (Part I)**

**The Council will seek to improve Wolverhampton's prosperity by granting planning permissions for inward investment, the establishment of new small and medium sized enterprises and the expansion or relocation of existing businesses on existing and allocated sites / buildings within the City.**

9.2.1 Creating a prosperous and successful economy is a key objective of the Council and the Local Strategic Partnership. The Plan can help to achieve this by ensuring the protection of key sites and providing a good choice of sites to meet, as far as possible, the full range of business requirements. The Plan also provides a flexible and positive policy framework, against which planning applications for different types of business development can be assessed, bearing in mind other planning considerations

**9.3 Portfolio of Sites**

**Policy B2: Balanced Portfolio of Employment Land (Part I)**

**The Council will work towards the provision of a balanced portfolio and geographical spread of Class B employment land that is readily capable of development and well served (or capable of being served) by existing infrastructure.**

9.3.1 One of the key roles of the UDP endorsed in RSS is the establishment of a balanced portfolio of development sites in order to assist in the process of urban regeneration.

9.3.2 A balanced portfolio means a supply of land available for development and capable of meeting anticipated market demands. It should provide a diversity of sites and premises in terms of size, location, market sector and quality, the balance of which changes to reflect market requirements. The allocation of a range of sites to provide this balanced portfolio is provided in Policy B3 and in other parts of the Plan dealing with office and retail development.

**Policy B3: Business Development Allocations**

Business Development Allocations are sites of over 0.4ha (1 acre) and available at 1 April 2003. The sites listed in Table 9.1 are primarily safeguarded for Class B employment uses, subject to the restrictions on development for offices and warehousing in policies B6 and B8;

Other employment generating uses will be permitted where:

- the uses concerned are not main town centre uses as listed in Policy SH2;
- they are consistent with the status of the site as part of the portfolio of employment land in the City;
- they have characteristics comparable with uses within Classes B1, B2 and B8, including terms of job creation;
- they are compatible with the use of other areas of the site for Class B purposes and will not prejudice the efficient operation of existing or proposed industrial uses; and
- it is shown that they are necessary in order to make development of an allocated site viable.

**Table 9.1 Business Development Allocations**

Site category	Site reference	Site name	Size (ha)
Premium (Regional Investment Site)	B3.1	Wolverhampton Business Park	8.6(o)
<b>Total premium</b>			<b>8.6</b>
Sub-regional	B3.2	Brook Point	8.1
	B3.3	Wolverhampton Science Park	5.2(o) (3.7ha net)
	B3.4	Science Park extension	2.9(o)
	B3.5	Antar Phase 4	4.4++
	B3.6	Citadel Junction	5.7+
	B3.7	Bowmans Harbour	9.8**
<b>Total sub-regional</b>			<b>36.1</b>
Good local	B3.8	Planetary Road	4.4
	B3.9	Ladymoor Road	3.0+
	B3.10	Corus	4.9
	B3.11	Pendeford Business Park	0.9(o)
	B3.12	Spring Vale	0.4
	B3.14	Bentley Bridge	2.0*
	B3.15	Former IMI works	3.7*
	MU4	Former GKN site	3.2(o - office block only)
	Strategic Regeneration Area	Bilston Urban Village	7.0
	B3.18	Rear IMI Marston	2.3
	B3.26	Rolls Royce	2.5++
<b>Total good local</b>			<b>34.3</b>
Other local	B3.19	Old Heath Road	0.7
	B3.20	Phoenix Road	1.5
	B3.21	Qualcast Bridge	1.5
	B3.22	Qualcast Road	0.4
	B3.23	Vulcan Road	2.3
	B3.24	Crown Works	1.5
	B3.25	Cable Street	1.2
<b>Total other local</b>			<b>9.1</b>
<b>Grand total</b>			<b>88.1</b>

• suitable for a Medipark which could include high technology industry, business, research and development uses related to healthcare and medical technologies and health care related office and education uses  
 \*\* development could include other employment generating community uses  
 + known nature conservation interest on site that should be considered in development proposals  
 ++ compensatory provision or commuted payment in lieu of on site provision for the loss of recreational open space required  
 (o) development for Class B1 (a) office uses will be acceptable

9.3.3 Policy B2 states that the Plan will allocate and seek to retain a portfolio of sufficient employment land of appropriate size and quality. The UDP employment land requirement is based upon a two-stage process:

Stage 1 - establish minimum quantitative requirements on the basis of past build rates

Stage 2 - identify qualitative shortfalls in terms of the requirements of the revised Regional Planning Guidance, and the needs of the property market.

9.3.4 This approach is discussed in more detail in the Business and Industry Background Paper

**Medipark Facilities**

9.3.5 In addition to the proposals for New Cross Hospital set out in Policy C5, a partnership of the Royal Hospital Trust, the City College, Black Country LSC and Wolverhampton University are considering plans for a Medipark in the City. The Medipark could contain a range of facilities based around the medical technologies/health sector, including research and development, office and education provision, and will be strongly linked both physically and functionally to New Cross Hospital. Given their location close to New Cross, the mixed nature of the adjacent land uses and proximity to the proposed Metro line, site B3.14 and/or site B3.15 would be the most appropriate location for this facility. Such development will only be permitted as part of a phased comprehensive development scheme set out in a Masterplan to be approved by the Council.

**Quantitative requirement**

9.3.6 Build rates for Class B1, B2 and B8 uses over the period since 1986/87 have equated to some 6.4 ha per annum. Over the two most recent five yearly monitoring periods, build rates have been slightly higher, varying between 9.4 ha per annum and 10.0 ha per annum.

Using these rates as the basis for UDP land supply over the period 2003-11 would equate to between 75.2 ha and 80.0 ha.

9.3.7 Class B employment land availability at April 2003 comprised 88.1 ha. This is made up of 38.5 ha from undeveloped 1993 UDP sites carried forward, 28.7 ha on large 'windfall' sites and 20.9 ha of land identified through the Regional Employment Land study. The City is therefore able to satisfy quantitative employment land requirements over the UDP period.

**Qualitative requirement**

9.3.8 Policy PA8 of RSS promotes a two-tier approach to defining the employment land portfolio. First tier sites are of regional significance and are made up of the following sub tiers:

- Regional investment sites
- Major investment sites
- Regional logistics sites

9.3.9 Second tier sites are of more local importance and consist of:

- Sub-regional employment sites
- Good quality employment sites
- Other local employment sites

9.3.10 Policy B3 demonstrates that the UDP is able to provide a balanced portfolio of sites in terms of potential market sectors and geographical location. This portfolio of sites is considered appropriate to meet anticipated development requirements over the UDP period without the need to identify additional sites through the Plan process. The principal sites within each of the RSS categories are described below.

**Regional Investment Sites (RIS)**

9.3.11 Wolverhampton Business Park forms the City's Regional Investment Site. The site has been identified through the regional planning process as a site with the potential to help diversify the regional economy and assist in the development

of clusters. The site serves the Wolverhampton-Telford High Technology Corridor and the North Black Country and South Staffordshire Regeneration Zone. Wolverhampton Business Park is safeguarded for Class B1 use only and has an approved Masterplan for a Class B1 business park that comprises largely office development. The Council will not permit any additional large-scale ancillary development on the site following the completion of the hotel and health club.

9.3.12 In addition to Wolverhampton Business Park, two further sites comprising 43.7ha of land within the RIS category are located to the north of Wolverhampton within South Staffordshire District as shown on Map 2.1. These sites are located at Wobaston Road (35ha) and Hilton Cross (8.7ha).

**Major Investment sites**

9.3.13 Current provision of Major Investment Sites in the Black Country is limited to the Wobaston Road site to the north of Wolverhampton and within South Staffordshire District. This site abuts the Wobaston Road RIS and is identified in the Staffordshire Structure Plan. The Structure Plan requires that the site should comprise some 50 ha and be reserved for one or exceptionally two large firms within the B1 and B2 use class.

**Regional Logistics sites**

9.3.14 The Plan does not provide for a Regional Logistics site in the City. This approach is consistent with Policy PA11 of RSS which does not identify the Black Country as a priority location for such development. The development of Class B8 floorspace in the City will be limited to small scale proposals in accordance with Policy B8.

**Sub-regional sites**

9.3.15 Sub-regional sites are around 10ha in size with the potential to attract regional, sub regional and national operators. Sites are close to the strategic highway network,

with good (or potentially good) public transport links, well sized and attractive, with the potential to meet both cluster priorities and local needs. Size and location are key when identifying such sites.

9.3.16 In Wolverhampton, the larger Wednesfield Way sites, Antar Phase 4, Wolverhampton Science Park, Citadel Junction and Bowmans Harbour have been included on the basis that they have excellent links to the strategic highway network and are thus likely to prove attractive market propositions. In particular, the proposed extension to Wolverhampton Science Park is proposed to build upon the success of earlier phases of development in attracting inward investment and indigenous high technology research and development organisations.

**Good quality local employment sites**

9.3.17 Good quality local employment sites are above 0.4ha and other large sites that may be some distance from the strategic highway network. Such sites are usually best suited to accommodating local investment needs although they are also capable of attracting small to medium sized projects from further afield. The majority of sites in Wolverhampton are within this category. Indeed, over the past 10 years the majority of employment development has taken place on such sites and has been to accommodate sub-regional indigenous needs. This Plan has identified the potential use of two of these sites (B3.14 and B3.15) as a Medipark for New Cross Hospital as described in paragraph 9.3.5

**Other local employment sites**

9.3.18 Other employment sites are predominantly to meet local needs and are usually located such that they provide an important source of moderately priced land.

**9.4 Business Expansion**

**Policy B4:** Expansion of Existing Businesses

The extension or expansion of existing businesses will be permitted providing that the proposal can be satisfactorily accommodated within the existing site or other suitable land for the purpose is available, subject to other UDP policies.

9.4.1 The growth and expansion of existing businesses often leads to demand for physical development. One of the key objectives of the Wolverhampton Community Plan / RZ Partnership is to encourage sustainable indigenous business growth, and the UDP has a role in supporting this objective and the many actions linked to it. Overall, it is important that expansion proposals do not lead to over intensive development of a site or premises, and that adverse impacts, for example on the environment or traffic generation, are avoided. It may be the case that the expansion needs of a growing business are best met through relocation rather than continued occupancy of an increasingly restricted or cramped site. In this event the Council will assist wherever possible.

**9.5 Design Standards**

**Policy B5:** Design Standards for Employment Sites

Proposals for Class B employment purposes and appropriate sui generis commercial uses should provide for adequate infrastructure and the protection of the amenity of surrounding land uses, particularly residential uses, by:

1. Limiting proposals for land adjacent to residential areas or other noise sensitive uses to Class B1 and small scale B8 uses or other commercial uses where this would protect amenity, and imposing conditions as required to protect amenity;

2. Orientating buildings and operations away from residential or other sensitive areas, and limiting door and window openings and external plant in buildings facing such areas to a minimum;
3. Providing a buffer between buildings and land used for employment purposes and residential curtilages, such buffer to include landscaping, fencing, acoustic bunding, screen planting and noise attenuation measures as required and to exclude buildings and vehicle parking and manoeuvring areas;
4. Incorporating a landscaping scheme which respects the site features, existing and potential, and the nature conservation value of the site, makes provision for amenity open space areas, includes perimeter screen planting and integrates with other aspects of the development;
5. Ensuring that outdoor storage areas are kept to a minimum and, where essential, that they are suitably located, properly designed and screened;
6. Providing appropriate environmental protection by ensuring satisfactory means for the disposal of trade effluent and the storage of by-products and waste awaiting disposal;
7. Incorporating pedestrian and cycle links to residential areas and existing footpaths and greenways, together with access for public transport vehicles where appropriate and including measures to improve access for employees by alternative means of transport, including Travel Plans, where appropriate (see Policy AM7);
8. Not permitting proposals where the traffic generated is likely to cause serious nuisance to adjacent uses, adversely affect the effective use of land for employment uses, or lead to a significant increase in environmental disturbance caused by heavy goods vehicle movements on the local road network. Transport Assessments may be required when appropriate, as set out in Policy AM6;

9. Providing appropriate levels of vehicle parking and circulation and on-site turning space as required by Policy AM12;
10. Taking full account of the need to prevent crime and reduce the fear of crime in line with Policy D10; and
11. Minimising levels of light pollution as set out in Policy EP4.

- 9.5.1 In considering the development control criteria to be applied to Class B employment development, it is appropriate to provide more detailed policy guidance to supplement that set out in the Design Chapter of the Plan. This reflects the importance of ensuring that the environmental and amenity aspects of employment related development are properly assessed and controlled.
- 9.5.2 It is important that employment and allied development can fit into the surrounding pattern of land uses without detriment, with particular emphasis placed on ensuring that residential amenity is protected through a variety of means including landscaping, use of buffer zones, building siting and use, and design. The depth of any buffer will be determined through a development brief or negotiation. Conditions may be imposed to ameliorate or reduce the impact of certain uses or processes, including restrictions on days and hours of operation, where this is justified in order to overcome potential problems or concerns for proposals adjacent to sensitive areas.
- 9.5.3 A number of the Principal Employment Sites listed at Policy B3 are known to include areas or landscape features of importance for wildlife or geology. Urban 'wasteland' sites can also be of great importance for wildlife and a survey and impact assessment may be required in relevant cases as set out in Policy N5.
- 9.5.4 In some cases, development briefs will be prepared setting out detailed development guidance for particular employment sites. Suitable car parking

and operational space for servicing and manoeuvring will be required in accordance with relevant Plan policies. The design of junctions and estate access roads should be to the requirements of the highway authority.

**9.6 Offices**

**Policy B6:** Offices

Wolverhampton City Centre, as defined on the inset map, will provide the main concentration of office employment and will be the primary location for major new office development proposals. Proposals for office development within the City Centre inset map area will be determined against the criteria in Policy SH4 and SH5, and subject to any site specific policies and proposals where relevant

Office development of an appropriate scale will also be encouraged in the following locations:

- identified key sites within the Stafford Road Corridor as listed in Table 9.1;
- within the inset maps for Bilston Town Centre and Wednesfield Village Centre in accordance with Policies SH4 and SH6;
- District and Local Centres (as defined on the Proposals Map) in accordance with Policies SH4, SH7 and SH8.

Office development in other locations will only be permitted where:

1. the development is compatible with adjacent uses and is consistent with Policy B5;
2. it is ancillary to an existing or proposed production or storage / distribution use; or
3. development will result in the retention of a building or group of buildings of architectural or historic interest and subject to Policy HE2; or
4. a need has been identified and a sequential approach to site selection has shown that an edge of centre or out of centre site is the sequentially preferred location; or

5. there are no other suitable locations in or adjacent to a defined centre and the proposal will meet an identified local need as set out in Policy SH9. In such circumstances the site should be accessible by a choice of modes of travel including public transport, walking or cycling.

- 9.6.1 Business office uses are any of those defined in Class B1(a) of the Use Classes Order but specifically exclude those financial and professional services found in Class A2 of the Use Classes Order.
- 9.6.2 The 1990s has seen some decentralisation of Wolverhampton's office market, resulting in developments at Pendeford Business Park and Wolverhampton Business Park. These developments have been successful in attracting and retaining firms within Wolverhampton, particularly large-scale requirements that could not be accommodated in City Centre locations. While these sites are peripheral, existing and proposed improvements in public transport do permit a choice of modes of transport for employees. While the UDP will continue to promote appropriate development in such sustainable locations, the Plan will seek also seek to direct additional office development to the City Centre. The City Centre is accessible to the majority of the City's workforce and is the hub of the public transport system. Large-scale office development also contributes to vitality and viability by attracting more people to leisure, retail and cultural facilities. It is envisaged that over the Plan period there will be a number of opportunities for new office development within the Canalside Quarter and St John's Urban Village. More information on specific proposals can be found in the Wolverhampton City Centre Chapter.
- 9.6.3 As described above, opportunities also exist for office development on key sites identified in Policy B3, namely remaining plots at Pendeford Business Park (site B3.11), Wolverhampton Business Park (B3.1) and Wolverhampton Science Park

(B3.3, B3.4). These are the key sites in the Wolverhampton-Telford High Technology Corridor and will benefit from significant public transport investment over the plan period, which will enhance their accessibility. Furthermore, a number of planning permissions for offices are extant on these sites, particularly high technology and research and development.

- 9.6.4 Bilston Town Centre and particularly Bilston Urban Village also have the potential to accommodate new office development given their high levels of public transport accessibility. Wednesfield Village Centre also offers the opportunity for smaller scale office development. More details can be found in the appropriate chapters of the Plan.
- 9.6.5 There may be some scope for small-scale office development within Wolverhampton's district and local centres provided it is of a scale consistent with the size and function of the centre (as defined in Policies SH7 and SH8) and does not detract from their primary role of providing convenience shopping facilities and associated local services. In many instances, such provision may be limited to the reuse of upper floors. The Council will not encourage such proposals where they will detract from local amenity.
- 9.6.6 On other employment sites, the Council will resist office development unless it is ancillary to an established or proposed production or distribution use. When new development is proposed, conditions to this effect may be imposed. Such an approach is intended to steer such development to the most accessible locations and to safeguard other sites in the portfolio for more suitable employment uses. Free-standing office development on such sites will only be considered when there are no realistic options in the preferred locations and there is an identified local employment need for the types of jobs to be provided at the site. In such instances, only sites that can be easily accessed by a choice of

modes of transport including public transport will be considered.

- 9.6.7 Office development in predominantly residential areas will not generally be considered acceptable due to traffic generation and amenity considerations. However, in exceptional circumstances, and where a building is of architectural or historic importance the Council has a duty to encourage its retention and restoration wherever possible, and office uses of such buildings may be an appropriate way of achieving this. The criteria which should be used to assess such proposals for 'enabling development' are set out in Policy HE2.
- 9.6.8 The design and layout of proposals for office development must comply with planning standards, including satisfactory car parking provision and amenity considerations and the requirements of Policy B5 where relevant.

**Policy B7: Loss of City Centre Offices**

Proposals involving the loss of existing City Centre offices will only be permitted where:

- it can be demonstrated that the size, location or design of the property render it unsuited to modern business requirements; or
- the development and / or land use will be of acknowledged strategic benefit to the functioning of the City Centre.

- 9.6.9 It is recognised that some buildings in the City Centre are no longer appropriate for office use. The reuse of obsolete office buildings, particularly for residential purposes and subject to Policy H7, will be supported if it can be demonstrated that they are no longer of a standard capable of meeting modern business requirements. The loss of modern buildings that are capable of providing good quality office accommodation or older premises more suited to the needs of small and start up companies will be resisted. Where this is the case, the Council will consider the individual circumstances and the applicant may be

required to produce market and financial evidence to justify the loss of office floorspace.

- 9.6.10 In addition, in exceptional circumstances, change of use or redevelopment of viable office accommodation but may be supported because the proposal is of significant strategic benefit to the role and status of the City Centre. For example, major development proposals of town centre uses such as shopping in the City centre which enhance its role as a sub-regional centre in accordance with Policy SH1 may be supported. In locations outside the City Centre, proposals involving the change of use or redevelopment of offices will be determined in accordance with Policy B9.

## 9.7 Warehousing

**Policy B8: Warehousing**

A proposal for large scale warehousing will only be permitted if it can be shown that:

1. it is essential and ancillary to local manufacturing or has demonstrable links elsewhere in the local economy; or
2. employment generation is comparable to that which could be expected to result from other forms of employment development. Recent research by English Partnerships suggests that a density of 1 job per 35 sq metres is an appropriate basis on which to make this comparison; or
3. it is to accommodate the expansion needs of an established Wolverhampton based distributors; and
4. in all cases the local road network is capable of accommodating the traffic generated, taking into account both the capacity of the highways and the effect on traffic and pedestrian safety.

- 9.7.1 Warehousing (including wholesale cash and carry uses) means those storage and distribution uses in Class B8 of the Use Classes Order. It does not include retail

warehousing which is a Class A1 Use and is subject to the policies and proposals of the Shopping and Role of Centres Chapter.

- 9.7.2 Warehousing requires a considerable site area but usually provides fewer job opportunities than similar sized Class B1 or B2 uses. The Council considers large scale uncontrolled warehousing development is not appropriate in an urban area like Wolverhampton with a limited supply of employment land.
- 9.7.3 It is recognised that warehousing may be complementary to manufacturing industries in Wolverhampton and, therefore, large scale warehousing may be acceptable if it can be demonstrated that it is essential to the efficient functioning of these industries. Wholesale cash and carry outlets may also serve local retailers and traders and their development on employment land may be supported.
- 9.7.4 Exceptionally, large scale warehousing may be acceptable if it can be demonstrated that the resultant employment levels compare favourably with those that might be expected from similar sized Class B1 or B2 employment uses. Proposals to accommodate the expansion needs of established Wolverhampton based distributors will be permitted, subject to compliance with the criterion concerning traffic generation
- 9.7.5 Large scale warehousing is defined as being in excess of 4000sqm of gross internal floorspace (approximately 1ha of land).
- 9.7.6 The design and layout of proposals for warehouse development must comply with planning standards set out in SPG / SPD, including satisfactory car parking provision and amenity considerations and the requirements of Policy B5 where relevant.

**9.8 Employment Areas**

**Policy B9: Defined Business Areas**

In the Defined Business Areas (DBAs) shown on the Proposals Map, and subject to Policy B5, the following uses will be considered acceptable on both vacant sites and through the redevelopment of sites already in use:

- B1 (business) subject to Policy B6;
- B2 (industry);
- B8 (storage / distribution) subject to Policy B8;
- A1 (food), A3, A4, A5 (food and drink) and D1 care facilities of a scale, nature and location to serve the needs of the DBA, in accordance with Policy SH9;
- Uses ancillary to the principal Class B use of the property as defined in Policy B11.

On appropriate sites, sui generis commercial uses may also be appropriate where they have characteristics comparable with uses within Classes B1, B2 and B8 or where they create job opportunities, assist the regeneration of an Employment Area or accommodate uses that cannot be located in defined centres or residential areas. Such development will only be permitted if the extent to which the area can function as an Employment Area will be maintained or enhanced. Factors to be taken into account are job creation, the availability of land for employment uses and the compatibility of the proposed use with the use of adjacent land for employment uses.

Proposals in Defined Business Areas, for uses other than those listed above, will not be permitted unless the requirements of Policy B10 can be satisfied.

- 9.8.1 The Proposals Map identifies a series of Defined Business Areas (DBAs). These DBAs accommodate the majority of the City’s industrial activity and will continue to do so in the future. The purpose of DBAs is to identify areas where Class B employment development is likely to be acceptable having regard to the criteria set out in Policy B5. For example, in some instances, the proximity of residential or

community uses may preclude employment activity to Class B1 or B8 uses.

- 9.8.2 Sites within DBAs may be appropriate for uses which serve the needs of businesses and employees working within the area. Such uses include food and drink or care facilities. Such uses should be of a scale, nature and location to serve the immediate needs of the DBA, where existing facilities are inadequate, and where the requirements of Policy SH9 are satisfied.
- 9.8.3 On appropriate sites, other acceptable sui generis employment uses which would otherwise be difficult to locate, such as plant / machinery hire, builders merchants or motor trade may be acceptable within DBAs. Such uses can assist the regeneration of DBAs and create jobs. In considering proposals for development account will be taken of the cumulative impact of land lost to non Class B uses, and the availability of alternative sites in appropriate locations.
- 9.8.4 In considering whether a site or building within a DBA is suitable for a sui generis use, the Council will need to ensure that the efficient operation of industrial uses elsewhere in the DBA are not prejudiced. Permission may therefore be refused where, for example, the future industrial activity in neighbouring premises and sites could be unduly constrained; where the public may be brought into contact with atmospheric or noise pollution, contaminated and, heavy industrial traffic, etc; or where other conflicting land use patterns may be established. Proposals for change of use of modern industrial premises to non employment uses will also be resisted, due to the impact on the supply of such premises.
- 9.8.5 The location and extent of the DBAs is based upon the 1993 UDP. However, these boundaries have been subject to review having regard to the nature of existing uses and the suitability of introducing alternative forms of development such as housing. This

review has resulted in a number of changes to DBAs, as detailed in the Business and Industry background paper.

- 9.8.6 Over the lifetime of the UDP it is anticipated that a number of sites and premises within DBAs will become available for redevelopment as a result of a number of macro economic (structural economic changes) and micro economic factors (the changing fortunes of individual firms). In some instances, and subject to Policy B10, some of these sites will no longer be suited to continued economic activity, and other uses may be supported. These sites may make a contribution towards the provision of new homes in the City, as set out in paragraphs 13.3.6-13.3.7 of the Housing Chapter.

**Policy B10: Redevelopment of Employment Land and Premises**

Proposals in Defined Business Areas, or at individual or small groups of employment premises not shown on the Proposals Map, for uses other than the uses set out in Policy B9 will only be permitted where:

1. the loss of the employment use and its replacement by the proposed use would be in accordance with another policy or proposal in the UDP; or
2. the existing use and/or the traffic generated by that use has unacceptable impacts on the amenity of surrounding land uses and/or on the highway network, and the proposed use would remove those unacceptable impacts; or
3. the site or premises are unsuitable for continued employment use, whether by reuse of existing buildings or by redevelopment, due to their location and/or the standard of accommodation and/or the condition of the land and the need for and costs of remediation works; and it has been shown that there is no market demand for continued employment use; or
4. it has been demonstrated that the loss of the site or premises from employment use would not prejudice the required supply of a balanced portfolio and

geographical spread of land for employment purposes over the UDP period in accordance with Policy B2.

In all cases it will also be necessary to demonstrate that the introduction of the alternative uses proposed will not inhibit or prejudice the operations of any nearby occupiers or businesses.

- 9.8.7 Policy B9 safeguards land and premises within Defined Business Areas for appropriate employment generating uses. In addition to the major concentrations of activity in the DBAs, the Council recognises that there are smaller pockets of industrial uses across the City that are vital for providing local employment and a balanced portfolio of different sizes and quality of sites. These areas are a key characteristic of the City where industrial activity sits side by side with housing and other land uses. The loss of these areas would mean that residents may have to travel increased distances to work. Among other things, these areas may provide a less expensive source of industrial floorspace.
- 9.8.8 If sites within the DBAs or other employment areas become available during the Plan period the Council will seek their reuse for Class B employment purposes in the first instance particularly if they have the potential to accommodate a large number of local jobs. Such employment 'windfalls' will make a contribution towards the City's employment land portfolio. Similarly, a stock of available property is also needed if companies are to start up and expand. A range of sites is essential to the Council's strategy to promote indigenous growth, and also to attract new forms of employment, including small and start up firms, to counterbalance the dependence upon declining traditional industries
- 9.8.9 The Policy establishes the circumstances where proposals for uses not listed in Policy B9 will be permitted on land in

DBAs and other employment areas.

- 9.8.10 The Policy accepts that in some circumstances, land and premises currently in employment use may be subject to other UDP proposals for non employment uses. In such cases, redevelopment or reuse for non employment uses may be acceptable. However, in all other circumstances, one of the criteria (2), (3) or (4) must be satisfied. Applicants will be required to provide an Economic and Market Assessment in respect of criteria (3) and (4). The detailed requirements of this assessment are set out in 9.8.12 and 9.8.13.
- 9.8.11 In addressing criteria (2), it must be demonstrated that a business does not conform with the predominant land use, such as established industrial operations within residential areas, or otherwise creates environmental, traffic or amenity conflicts. The benefits to be gained from the removal of such businesses will need to be balanced against the wider advantages of retaining the site or premises in employment use. Mitigating measures such as sound insulation or revised access arrangements might enable a site's retention rather than a change to non employment use.
- 9.8.12 In addressing criteria (3), applicants will be expected to submit an Economic and Market Assessment which demonstrates that the site is unsuitable for continued employment use. The sustainability of the location (including its accessibility by a choice of modes of transport) will be one matter that should be considered in this context. In assessing the potential of attracting continued employment use, the economic and market assessment should take into account whether the costs of the necessary remediation works would make the reuse or redevelopment for employment uses unviable. The Economic and Market Assessment should also include evidence that the site has been marketed over a reasonable period of time and at realistic rental and capital values.

- 9.8.13 In addressing criteria (4), the Economic and Market Assessment should show that the redevelopment of the site or premises concerned will not have an unacceptable impact upon the range and quality of the sites available for employment use in the relevant area. The relevant area should be determined on the basis of the quality of the site having regard to the definition of employment land set out in Policy B3 and paragraphs 9.3.8 -9.3.18. For example in assessing the supply of sites of sub-regional quality the relevant area may include the whole of the City and in some cases, particularly on the edge of the city, the supply of land in neighbouring authority areas will need to be considered. The relevant area of sites of local significance will be much more localised, and limited to a much smaller geographical area from which the demand for such premises is likely to be drawn.
- 9.8.14 Where it can be demonstrated that these criteria are satisfied, in many situations particularly outside DBAs, housing development may be the best option but other uses including community facilities and open space may also be considered. Proposals for non ancillary retail or other uses more appropriately located within centres will be subject to the policies and proposals of the shopping and the role of centres chapter.

**B11: Ancillary Uses in Employment Areas and Premises**

Within existing and proposed employment sites and premises, proposals for ancillary uses will be considered as ancillary and appropriate where:

1. the ancillary use will not change the principal purpose of the business operating from the site; and
2. the ancillary use will not change the principal mode of operation for the existing business; and
3. the level and type of employment created by the ancillary use will not exceed the existing level of employment provided by the principal uses of the premises. ancillary use.

Regard will also be given to the location and size of the ancillary use as a whole in that it should not affect the operation of the principal use.

- 9.8.15 Some established and proposed employment uses are hybrid in nature, including for instance elements of non Class B uses, such as factory shops. In order to prevent inappropriate uses from encroaching into established industrial areas and to protect existing and proposed employment land and premises it is important to ensure that any ancillary use is related directly to the principal purpose of the premises as a whole.
- 9.8.16 The extent to which the non class B use is ancillary to the principal operation of the premises will be determined having regard to the purpose of the business, the predominant use of the premises, the mode of operation and impact of such uses, and the criteria set out in Policy B5.
- 9.8.17 In the case of retail uses it will be appropriate to limit any sales to only the products of the in situ company and planning conditions will need to be applied to restrict the area accessible to visiting members of the public. Where retail development is considered ancillary and appropriate, the sales area should not exceed 10% of the gross floorspace of the unit concerned, or 200sq metres, whichever is the least. Ancillary retail development in excess of the 10% or 200sqm thresholds will be permitted where it can be demonstrated that there is a need for the retail activity which cannot be occupied on a sequentially preferable site in a defined centre (in line with policies SH5-SH8) or on the edge of a defined centre.
- 9.8.18 Proposals for town centre uses, as defined in Policy SH2, which are not considered ancillary to a Class B use, will be determined in accordance with the policies and proposals of the Shopping and Role of Centres Chapter.

**9.9 Employment**

**Policy B12: Access to Job Opportunities**

The Council will negotiate planning obligations with the developers and occupiers of major new job creating developments to secure initiative and/or contributions towards the recruitment and training of local people. The training schemes should offer help particularly to disadvantaged groups, so that they may obtain the necessary skills to increase their access to job opportunities.

- 9.9.1 In attracting new employers to Wolverhampton, it is recognised that people commuting from the rest of the region will take some of the new jobs. It is important, however, that the jobs created in the new and existing sectors of the economy are made available to all of the City's workforce.
- 9.9.2 In particular, many of Wolverhampton's industrial areas and development sites are in close proximity to 'Priority Neighbourhoods' as identified in the City's Neighbourhood Renewal Strategy. These areas form the focus for a range of public sector initiatives designed to improve problems of high unemployment, poor health, crime, low educational attainment and a poor physical environment. Although close proximity to job opportunities is important, it is not the only factor in determining employment levels. As such, a proactive multi-agency approach to secure job opportunities for residents in Priority Neighbourhoods is required.
- 9.9.3 When new job creating development is proposed the Council and its partners will negotiate with the company to devise suitable training and recruitment programmes that benefit local people. In some instances childcare will be appropriate. This is consistent with key aims of the plan that seek to tackle high unemployment and minimise economic disadvantage.

- 9.9.4 The Council will also support proposals which develop new employment within the community through 'Social Enterprise' projects. Social Enterprise projects aim to reinvest profits made into developing new employment within the community or delivering a service in the neighbourhood. These projects can play an important role in promoting neighbourhood regeneration, particularly in Priority Neighbourhoods.

**9.10 Hotel and Conference Facilities**

**Policy B13: Business Tourism, Hotel and Conference Facilities**

Proposals for hotel and conference facilities will be supported on sites within and immediately adjacent to Wolverhampton City Centre, Bilston Town Centre, Wednesfield Village Centre and defined District and Local Centres of a scale appropriate to the scale of those centres as defined in Policies SH5, SH6, SH7 and SH8, and subject to Policy SH3.

Proposals for hotel and conference facilities will only be permitted on sites adjacent to the City Centre, Bilston Town Centre, Wednesfield Village Centre and the defined district and local centres if a need for the facility concerned has been demonstrated, and a sequential approach to site selection has shown that no alternative site is available within the relevant centre. In addition, the form, scale and design of the development should be appropriate to the site and location and satisfy the requirements of Policy SH2.

- 9.10.1 Throughout the 1990s, Wolverhampton experienced some growth in leisure and tourism and this is expected to continue during the Plan period. This sector is of benefit to both visitors and residents, providing valuable local employment and supporting and diversifying the local economy. In recognition of this, the Council has recently adopted a Tourism Strategy. The Strategy outlines actions to promote the City as a tourism location, encourage new infrastructure

development and co-ordinate activity within the sector as a whole. Within the tourism sector, business tourism, defined as hotel and conference facilities, is widely acknowledged as being at the high yield end of the market. It accounts for a large number of overnight stays and a significant proportion of overall expenditure.

- 9.10.2 Although the sub-regional business tourism and conference market has grown strongly in recent years, there is considerable scope for further development in Wolverhampton. As such, the Tourism Strategy identifies the need to promote the area as a business and conference location and encourage the development of new facilities. Research has indicated that there is a particular need for a dedicated conference venue. In accordance with Central Government Guidance contained in PPS6 and PPG13, proposals for hotel and conference facilities will be directed to defined centres or to locations that are well served by a choice of means of transport. Locations within or adjacent to the City Centre and town centres are likely to be the most suitable and are able to contribute to vitality and viability.

**9.11 All Saints and Blakenhall Community Development Area - Warehouse Quarter**

**Policy B14: All Saints and Blakenhall Community Development Area - Warehouse Quarter**

The Warehouse Quarter includes the area bounded by St John's Ring Road, Penn Road, Dudley Road and Fellows Street. Within the sub-areas shown on the Proposals Map, the following uses will be permitted:

- i) Northern and Central Area - refurbishment and reuse of the historic buildings and mixed use development with an emphasis on creative and technology light industrial activity, and live/work units as demand arises;

- ii) Eastern Area - retail use on land fronting Dudley Road;
- iii) Southern Area - residential development on Drayton Street and Pearson Street.

Additionally, improvements to the Graislely Recreation Ground are encouraged as is the introduction of a green corridor for pedestrians and cyclists along Thomas Street into the City Centre.

- 9.11.1 The regeneration of the ABCD area is a key priority for the Council. The area is identified as a Strategic Regeneration Area in Policy S1 of the UDP. The ABCD Masterplan identifies the Warehouse Quarter as shown on the UDP Proposals Map for a sustainable mix of uses including housing, creative and technology light industry, live / work development and the reuse of historic buildings in the area. Retail uses will also be permitted in recognition of the potential upgrading of the existing local trading community on the Dudley Road. Policy B14 sets out the appropriate range of uses for this area as shown on the ABCD Masterplan. Development briefs are likely to be required to include design guidance and access arrangements. There will also be a need to review parking and traffic circulation within and into/out of the area.

- 9.11.2 To the north west of the area subject to Policy B14 is the Marshalls Building, Pool Street. This site is also within the ABCD Masterplan area and detailed guidance on the development and appropriate range of uses for the site is set out in Policy CC9.



**CHAPTER 10: SHOPPING AND THE ROLE OF CENTRES**

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**10.1 Introduction**

- 10.1.1 Shopping is a vital part of people’s lives, enabling them to buy food to eat and clothes to wear and to fulfil a wide range of other requirements. Access to a range of shops with competitive prices, and the opportunity to shop in convenient and pleasant surroundings, is an important part of the quality of life. Restricted access to shops or a poor choice of shops is a form of deprivation, which can exacerbate other inequalities. Shopping also contributes to the local economy, providing jobs and income, particularly in a place like Wolverhampton, which serves a ‘sub-region’ extending well beyond the City boundary.
- 10.1.2 As part of the creation of a Wealth Creating City, a Healthy City and a City of Communities, the Wolverhampton Community Plan aims to:
  - Create more jobs in the service sectors through providing opportunities to expand the role of the City Centre;
  - Encourage the facilities that will enable the City to be marketed to visitors and investors;
  - Ensure all local communities have good access to healthy food;
  - Provide sites for an accessible hierarchy of health care facilities;
  - Encourage the role of appropriate district and local centres as the focus of communities;
  - Provide opportunities for retail and other services that meet the needs of culturally diverse communities
- 10.1.3 The key aims of the shopping and role of centres policies are therefore:
  1. to maintain a pattern of provision across the City that gives the best possible choice of shops and services in locations accessible to people in their everyday lives; and
  2. to support economic regeneration by sustaining and strengthening the sub-regional role of the City Centre.
- 10.1.4 Part of the overall strategy of the UDP is to focus the activities to which people need frequent access, including social,

community and leisure facilities, as well as shopping and office employment, within a hierarchy of centres, as part of a sustainable approach to land use. The policies in this Chapter contribute to this by defining the broad roles of particular centres and the types of development appropriate to each.

**Scope of the Policies**

- 10.1.5 Shopping provides the primary raison d’être for centres and policies are therefore concerned principally with development falling within Class A1 Shops of the Town and Country Planning (Use Classes)(Amendment)(England) Order 2005 (the Use Classes Order). However there is a wide range of other activities and uses that require a high degree of accessibility to their users and/or generate a large number of trips, and whose location therefore needs to be considered in accordance with similar principles. The policies of this chapter are therefore relevant to all centre uses, as defined in Policy SH2, although in a number of cases policies elsewhere in the UDP also apply.

**Supporting Documents**

- 10.1.6 Central to the review of policies for shopping and the role of centres has been the Wolverhampton Shopping and Town Centres Study (1998) by consultants DTZ-Pieda. The consultants’ report examined the existing retailing structure of Wolverhampton and the potential for new retail development during the period covered by the review; and made recommendations as to its location. The consultants undertook a partial update in 2000, the Supplementary Report on Retail Capacity. This study was itself subject to review in 2003 by consultants CB Richard Ellis, and again by the same consultants in October 2004.
- 10.1.7 The Council has also produced a Retail and Centres Background Paper to support UDP policies and proposals, covering aspects where further technical

work has been undertaken or where there was a particular need to further update or supplement the consultants’ findings. Each of these reports is available from the Council.

**National and Regional Policy Context**

- 10.1.8 The key national planning policy guidance for the policies and proposals contained in this Chapter is provided by PPS6 ‘Planning for Town Centres’ (2005). This guidance re-emphasises the Government’s commitment to promoting vital and viable town centres, and encourages development to be focussed in existing centres in order to strengthen and regenerate them. In order to deliver these objectives, local planning authorities should:
  - Actively promote growth and manage change in town centres;
  - Define a network and hierarchy of centres each performing their appropriate role to meet the needs of their catchments; and
  - Adopt a proactive, plan led approach to planning for town centres.
- 10.1.9 The Regional Spatial Strategy for the West Midlands (RPG11, 2004) reiterates the national principles and sets out a development strategy for town centres and retail development in the region. Local development plans should ensure that centres remain the main foci for retail and office development. The guidance identifies Wolverhampton as one of a network of 25 “strategic town and city centres” serving the region, while Birmingham is to be further developed as “a major regional capital of European and international standing”.

**Local Changes and Consultants’ Recommendations**

- 10.1.10 The pattern of retailing in Wolverhampton has changed significantly since the 1993 UDP was prepared. Approximately 71,000 m<sub>2</sub> of new shopping has been developed (1988-2001) mostly in the form of food superstores and retail warehouse parks.

The plan has had a fair measure of success in steering these developments towards in-centre or edge of centre locations and a number of out of centre schemes have been resisted. However existing centres have clearly lost trade and some have significantly changed their roles.

- 10.1.11 Improvement of the City Centre, and the centres of Bilston and Wednesfield, has in recent years become a key priority for the council. Consultants Donaldsons undertook an audit of the City Centre in 1994 and an action plan was adopted in 1995. There has been considerable success on the ground, for example enhancement of the entertainment quarter and progress with the scheme to improve the retail markets and create a new town square in the Salop Street / School Street area. A forum bringing together key stakeholders was established and its work is now being carried forward and expanded through a City Centre company. Major improvements have also been achieved in Bilston and Wednesfield centres, including full or partial pedestrianisation of their main shopping streets.
- 10.1.12 At the same time, notwithstanding some recent evidence of an uplift, Wolverhampton’s ranking in the national and regional centre hierarchies remains lower than it was in the late 1980s. The development of Merry Hill shopping centre (major phase opened 1989) led to profound changes in shopping patterns in and around the Black Country. Towns in immediate competition with Wolverhampton like Walsall and Telford have also continued to extend their retail provision. In addition, during the period covered by the UDP review, major new shopping developments in Birmingham will fundamentally increase that City’s attraction. The need to broaden Wolverhampton’s shopping appeal is becoming increasingly urgent.
- 10.1.13 The 1998 DTZ-Pieda study, as updated by the 2003 CB Richard Ellis review examined the health of centres in

Wolverhampton and made recommendations on future action. The principal findings of these studies were:

- The overall hierarchy of centres in the City as set out in Policy S1 of the 1993 UDP remains generally valid;
- Wolverhampton City Centre is an important catalyst for the regeneration of the City as a whole and in seeking to attract new investment and employment opportunities the focus should wherever possible be on the City Centre;
- The City Centre remains reasonably healthy. However there is a quantitative and qualitative deficiency in retail and leisure provision in Wolverhampton, resulting from a lack of investment in recent years and this is reflected in some increased dissatisfaction amongst shoppers.
- There is a quantitative need over the UDP period for new comparison shopping floorspace in the City Centre. This is supported by known demand from retailers and the growing investor confidence evident since the Secretary of State's decision in 1997 to refuse a major expansion of Merry Hill. The 1998/2000 DTZ Study also identified a requirement for further retail warehousing and a new foodstore provision. The CB Richard Ellis review has confirmed that this retail warehouse and foodstore need will be satisfied by development proposals granted planning permission since 2000.
- The most appropriate direction for expansion of the City Centre retail core so as to enhance its overall appeal to shoppers is towards the south in the Victoria Street/School Street area.
- It is not feasible, or necessarily desirable, to accommodate all City Centre development pressures within the ring road. Some of the centre uses expected in a sub-regional centre, and other activities contributing to the role of the City Centre, could be located outside providing good links are created.

**Retail Need**

10.1.14 UDP policies and proposals seek to address the above issues, within the context of an assessment of quantitative

need derived from DTZ-Pieda's / CB Richard Ellis' work. By assessing future changes in population and spending power within the catchment area the consultants were able to identify the additional expenditure likely to be available to shops in Wolverhampton over the review period. This, in turn enabled the need for additional floorspace to be predicted. Separate estimates were made for capacity associated with the city centre and retail warehouse comparison goods market and that associated with the foodstore market.

10.1.15 In using these figures the Council has been conscious that projections of this kind are subject to margins of error and are likely to be overtaken by events as particular developments come forward. Furthermore, estimates of expenditure capacity do not in themselves demonstrate need. Whilst such capacity is usually a necessary condition for development, qualitative considerations are often of importance in determining the scale and form of need.

**Comparison Goods**

10.1.16 For comparison goods the consultants studies have identified the following broad quantitative need for development associated with the city centre to 2011:

2004	21,830 sqm net
2006	27,350 sqm net
2011	36,310 sqm net

10.1.17 This analysis has not been extended to assess the capacity associated with Bilston and Wednesfield centres, and any such capacity associated with these centres would be over and above that identified. Given the size of these centres, this would be comparatively modest, and reflect their role in serving the south eastern and north eastern sector of the City respectively.

**Retail Warehousing**

10.1.18 With regard to quantitative need associated with the retail warehouse market, additional floorspace requirements for Wolverhampton to 2011 are very modest beyond that currently with the benefit of planning permission. On the basis of existing commitments and a modest uplift in market share (resulting from the development of modern, good quality and permitted floorspace), the anticipated requirement arising out of this market is:

2003	7,210 sqm net
2006	surplus of 580 sqm net
2011	150 sqm net

10.1.19 The most significant retail warehousing commitment is at Raglan Street on the edge of Wolverhampton City Centre.

**Foodstores**

10.1.20 With regard to foodstores the 2004 CB Richard Ellis Assessment identifies the following level of convenience need:

2003	1,670 sqm net
2006	630 sqm net
2011	2,140 sqm net

10.1.21 This assessment is made on the basis that the existing J Sainsbury store at St George's Parade will cease to trade and not be replaced by another foodstore operator, following completion of the Raglan Street development. However, if the existing store continues to trade or is replaced by a smaller replacement store this level of residual spending would reduce substantially. The 2004 CB Richard Ellis Assessment indicates that if the J Sainsbury store at St George's Parade is replaced by a smaller foodstore, the residual convenience need at 2011 would equate to approximately 700 sqm net. The Council understands that it is the current intention of J Sainsbury to remain trading from St George's Parade and not to implement proposals for a new store at Raglan Street. This notwithstanding, the need for one large food store

originally identified in the 1998 DTZ Pieda study will be satisfied by the approved proposal at Raglan Street.

10.1.22 The above forecasts of capacity in each of the main retailing sectors provide the basis for the detailed policies and proposals set out below.

**10.2 Centres Strategy and the Sequential Approach**

**Policy SH1: Centres Strategy (Part I)**

**The network of centres shown on the Proposals Map will be maintained and enhanced as a means of providing access to a wide range of shops, services and other activities in readily accessible locations, and as a focus for regeneration in the City. Centre uses, as defined in Policy SH2, will be expected to locate within centres and will be subject to the application of a sequential approach. In applying this strategy the following broad roles of centres will be recognised:**

- **Wolverhampton City Centre will be maintained in its role as a sub-regional centre and the principal location for employment, shopping, commerce and leisure activity in the City. Uses serving a sub-regional or City-wide catchment area will be encouraged to locate within the City Centre.**
- **Bilston and Wednesfield will function as town centres providing a wide range of shopping and other services in the sectors of the City that they serve. Appropriate activities will be encouraged to locate within them.**
- **The four district centres identified on the Proposals Map and listed in Policy SH7 will be supported as the focus of convenience shopping and other local services, social, leisure and community uses within their respective localities.**
- **The 24 local centres identified on the Proposals Map and listed in Policy SH8 will be fostered and protected in order that an accessible range of local shops and services is available, especially to**

**those who do not have access to a car. Outside identified centres, retail and other centre uses will be permitted where they are small in scale and meet the day to day needs of a population living mainly within walking distance which cannot conveniently be served from an identified centre, as required by Policy SH9. Other development of centre uses in edge of centre or out of centre locations will be permitted only where the requirements of Policy SH3 are met.**

- 10.2.1 The strategy for centres forms part of the wider strategy of sustainable development. Centres are accessible by a choice of means of transport and are thereby available to all sectors of the community. The concentration of activities within them therefore helps to counteract social exclusion. It also allows a variety of needs to be met in a single trip, so reducing the overall need to travel. Centres also help to define local communities and to promote a sense of identity.
- 10.2.2 In applying this strategy the City Council does not seek to impose a rigid 'hierarchy' within which the relative status of all centres is permanently fixed. Nevertheless the recognition of broad categories of centre and the identification of types of development appropriate to each has important benefits, providing a framework of complementary roles within which retail and other services requiring widely different 'support populations' can be accommodated and accessibility optimised.
- 10.2.3 Wolverhampton City Centre is the most accessible location in the City and the hub of public transport services. It is the key focus of employment, shopping, commerce and leisure activity in the City and a surrounding 'sub-region' and its continued vitality is crucial to successful regeneration. Improvements to the centre's infrastructure and the provision of opportunities for further development of a City-wide or sub-regional scale will therefore contribute to environmental, social and economic objectives (see Policy SH5).

- 10.2.4 Other centres also have a significant strategic role to play. On the eastern side of the City, Bilston and Wednesfield are important town centres at the core of strong local communities. Both have been the focus of regeneration initiatives in recent years and the Council is committed to maintaining this momentum (see Policy SH6). Both centres are at the core of Strategic Regeneration Corridors (see Policy S2) and inset proposals (see Chapters 16 and 17) provide opportunities for appropriate development to reinforce their roles.
- 10.2.5 Other sectors of the City do not have major centres like Bilston and Wednesfield. However there is an important network of district and local centres, often within walking distance of people's homes, many of which include community uses as well as retail services. Plan policies aim to protect these centres and to steer appropriate development towards them. A sequential approach has been applied in preparing the Plan's detailed policies in respect of centre uses and this approach will also be applied in assessing specific development proposals (Policy SH3).

**10.3 Centre Uses**

Policy SH2: Centre Uses

The following will be regarded as centre uses:

- Retail (including warehouse clubs and factory outlet centres);
- Leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- Offices, both commercial and those of public bodies; and
- Arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities)

In addition, housing will be an important element in most mixed use, multi storey developments.

- 10.3.1 This Policy sets out the uses which the Council regards as town centre uses for the purpose of applying the sequential approach. The definition of centre uses is consistent with the definition of "town centre uses" set out in PPS6. Retailing which is associated with on-site manufacturing or distribution activities but which is on such a scale as to be more than subsidiary to these activities (see Policy B11) will be subject to this Policy.

**10.4 Need and the Sequential Approach**

Policy SH3: Need and the Sequential Approach

Proposals for the development of centre uses which serve more than a local need in locations outside defined centres and not in accordance with allocations made in this Plan will be permitted provided that it has been demonstrated that:

1. There is a need for the proposed development;
2. A sequential approach to site selection has been adopted; and
3. The proposed development is of a scale and nature appropriate to the location concerned.

When adopting a sequential approach to site selection the first preference should be for sites within a defined centre appropriate in role and scale to the proposed development and its intended catchment area. Only in the absence of such sites should edge of centre sites be considered, and then out of centre sites accessible by a choice of means of transport. "In centre" and "edge of centre" are defined in Policy SH4.

Where an edge of centre or out of centre site is proposed, applicants will need to demonstrate that sites within the main shopping areas of appropriate defined centres are not suitable, viable and likely to become available over the period within which the need is likely to arise. Proposals for out of centre sites will also need to demonstrate that the type of goods to be sold

could not be sold within, or failing that on the edge of, a centre. The Council will apply the sequential test in a flexible and realistic manner.

The Council will take into account any genuine difficulties applicants can demonstrate in operating their business model from the sequentially preferable sites in terms of scale, format, car parking provision and scope for disaggregation. The Council will also expect applicants to be innovative and flexible in their requirements in terms of considerations such as floorspace, unit sizes, layouts and configurations, ancillary facilities, car parking, servicing and design, so as not to preclude the possibility of identifying locations in centres. Where an edge of centre or out of centre proposal comprises different elements or units, or involves adding floorspace to or within an existing or permitted development, then each part of the proposal should be considered separately for an in centre location.

However, a single operator will not be expected to split their proposed development into separate sites where flexibility in terms of scale, format, car parking provision and scope for disaggregation has been clearly demonstrated.

For proposals involving an extension to existing facilities, the sequential approach will only be a relevant consideration where the gross floor space of the proposed extension exceeds 200 sqm.

The following additional criteria will also need to be met:

4. The proposed development will not have a harmful effect on the vitality or viability of any defined centre (including centres outside Wolverhampton), either alone or cumulatively.
5. The proposal must offer genuine and realistic safe and easy access by public transport, walking and cycling for all sections of the community, and from a wide catchment, to help achieve better access to facilities and development by a choice of transport modes.

6. The proposed development contributes to the objectives of reducing the need to travel and reducing car use and does not significantly increase local traffic levels of congestion.
7. There is no significant detriment to local amenity.

Where necessary, when edge of centre or out of centre developments are approved, the Council will impose appropriate planning conditions to ensure that such developments will not change their character in such a way as to have an adverse impact in terms of the policies of this Plan. The particular conditions to be attached will depend on the character of individual schemes, but the following principles will be followed for retail developments:

- i. maximum and minimum unit sizes will be controlled and, in particular (apart from external sales and storage areas) no comparison retail units of under 929 sqm (10,000 sqft) gross will be allowed unless it meets a local need;
- ii. sub-division of units will be restricted;
- iii. the insertion of mezzanine floors which increase the sales area above that which led to the edge of centre or out of centre site being justified will be restricted
- iv. the ranges of goods to be sold will be restricted to those which led to the edge of centre or out of centre site being justified
- v. the range and proportion of ancillary services, sales and activities proposed may be restricted in order to ensure that they remain ancillary to the main development where it is considered that, if uncontrolled, these ancillary uses would not otherwise have been permitted.

10.4.1 The Council's strategy is to concentrate new retail and other activities used regularly by large numbers of people in centres. In allocating sites for centre uses in the UDP, the Council has carried out assessments of need, and has adopted a sequential approach to identifying sites to meet such need. The continuing

application of these tests to future development proposals is the primary means by which the plan will sustain the network of centres defined in Policy SH1 and ensure that shopping and other activities that attract large numbers of people are accessible by a choice of means of transport.

10.4.2 All relevant significant proposals for centre uses outside defined centres will have to establish a need. The Council's definition of need refers to meeting the requirements of all sections of the population for a good choice of shopping and other services in accessible locations close to where they live. These needs are not necessarily the same as predicted growth in and availability of expenditure, although in the case of retailing this will usually be a necessary condition. The promotion of regeneration or social inclusion will not be regarded as indicators of retail need but may be material considerations in the selection of sites.

10.4.3 If need can be demonstrated, a sequential approach to site selection must then be followed. If no sites within a defined centre of appropriate scale and role are suitable, viable or likely to become available within a reasonable time, edge of centre sites are next to be considered because, if appropriately located, these can also provide for joint shopping trips. If there are no edge of centre sites, out of centre sites will be a last resort.

10.4.4 Where the above criteria lead to proposals for edge of centre or out of centre sites, a more detailed assessment will be made on the basis of the second group of criteria. If there is a question of potentially significant retail impact on a defined centre, a retail impact assessment in accordance with PPS6 will be required. For an edge of centre location the proposition that the development would support the role of the centre through joint shopping trips will need to be considered. Edge of centre sites are often already accessible

by a choice of means of transport although convenient, barrier-free pedestrian and cycle routes to and from the existing main shopping area of the centre will need to be demonstrated (see Policy SH4). Consideration of wider travel patterns and the impact upon car use will need to be demonstrated in a suitable statement. Consideration of compatibility with nearby uses will ensure the protection of residential amenity. Consideration of compatibility with other UDP policies will ensure a suitable design and layout. If the site is allocated for some other use in the UDP (for example as a housing or business development allocation), this will take precedence.

10.4.5 For any edge of centre or out of centre site it will need to be demonstrated that this is accessible by a choice of means of transport or can be made so. Public transport accessibility must be, or be capable of becoming, extensive. It must provide the opportunity of reaching the site from a wide range of places and for a diverse range of people, with particular reference to those without access to private transport.

10.4.6 The imposition of a minimum unit size and restrictions on the range of goods to be sold from retail warehouse developments will ensure that the retail impact of a proposal upon a defined centre will be controlled. Comparison goods that could be expected to be found within the defined centres will be excluded. As a minimum, conditions will usually prevent the sale of clothing and footwear, books, electrical and audio-visual goods, pharmaceutical goods, jewellery, silverware, watches and clocks and sports and recreational goods.

10.4.7 All proposals for centre uses (as defined in Policy SH2) on the edge of, or out of centre, will be subject to this policy and will have to be accompanied by supporting material demonstrating compliance. The level of detail required will depend on the scale of development and the range of policy issues it is likely to give rise to.

10.4.8 The definition of centre uses for the purposes of this Policy is consistent with the definition of "town centre uses" set out in PPS6. Retailing which is associated with on-site manufacturing or distribution activities but which is on such a scale as to be more than subsidiary to these activities (see Policy B11) will be subject to this Policy. In the case of warehouse clubs, they will be treated as retail uses and centre uses for the purpose of this Policy.

**Policy SH4: Integration of Development into Centres**

To ensure the proper integration of developments in or on the edge of centres, proposals should be sensitively integrated, in functional and visual terms, with the Primary Shopping Area and with other land uses, pedestrian routes, car parking, public transport facilities, servicing arrangements, traffic circulation, and the local townscape. Development proposals will be considered as 'in centre' or 'edge of centre' according to the following principles:-

Wolverhampton City Centre and Bilston and Wednesfield town centres:

- For the purposes of retail development, sites within the defined Shopping Quarter of the City Centre or within the Primary Shopping Areas of the defined town centres will be treated as in centre locations.
- For the purposes of development for leisure uses, or for other centre uses that attract a significant number of visits from members of the public or for uses that are likely to be visited in the course of shopping trips sites within the Ring Road (in the case of the City Centre) or within the Inset Map boundaries (in the case of Bilston and Wednesfield town centres) will be treated as in centre locations.
- or the purposes of development of Class B1 office uses or for other uses that do not attract large numbers of visits from members of the public sites within the relevant Inset Map boundary will be treated as in centre locations.

**Edge of Centre**

For retail purposes, a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the Shopping Quarter of the City Centre or the Primary Shopping Areas of the Town Centres will be regarded as edge of centre.

**District and Local Centres:**

- In centre developments will be within the centre boundaries shown on the Proposals Map.
- Edge of centre developments - for retailing and other uses - should be well connected and immediately adjoining or close to existing in centre shopping / service provision.

All developments within and on the edge of established centres should make best use of land and buildings within or on the edge of the centre, including upper floors.

Development proposals that would prejudice a comprehensive approach to the use of land and buildings will be resisted.

10.4.9 It is important that all developments within centres are carefully integrated into the existing urban fabric, both visually and functionally, so that they function properly as part of the centre as a whole and contribute positively to the local townscape. Policy SH4 sets out some general principles that will help to ensure that this is achieved. The policy will be applied at every level of the centre hierarchy, including local centres.

10.4.10 Government guidance (PPS6) provides some indications as to what may reasonably be regarded as an edge of centre location. The Guidance explains that for retail purposes, a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the primary shopping area may be regarded as edge of centre. For all other major town centre uses, this is likely to be within 300 metres of the ring road (in the case of the City Centre), or Town Centre Inset Map boundaries. For office development, locations outside the City and Town centres but within 500 metres of a public transport interchange,

including railway and bus stations can be considered edge of centre for the purpose of the sequential approach. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the centre. A site not well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre. This Policy seeks to provide an interpretation of the national guidance in the context of the centres identified in the Wolverhampton UDP. The circumstances of individual sites will determine what can reasonably be regarded as edge of centre. In district or local centres a maximum of 100 metres for any centre use is likely to be more appropriate

**10.5 City and Town Centres**

**Policy SH5: Wolverhampton City Centre**

The role of Wolverhampton City Centre as a sub-regional centre providing a comprehensive range of shopping and other services for a catchment area embracing the north-western part of the West Midlands Conurbation, southern Staffordshire and eastern Shropshire will be maintained and enhanced.

Shopping, office, leisure and cultural, educational, health, transportation and other facilities appropriate to this role will be encouraged. This will include convenience shopping and other services important to nearby residents and to people working within the City Centre.

Development in the City Centre area will be guided by the detailed policies and

proposals set out in Chapter 15 and the associated City Centre Inset Plan. Priority will be given to the following:

1. Expansion of the prime comparison shopping core in the Victoria Street and Cleveland Street area;
2. Implementation of the Wolverhampton City Centre Access and Interchange Scheme;
3. Facilitating the further development and consolidation of the University;
4. Further development of the Cultural/Entertainment and Artist Quarters;
5. Development which contributes to the achievement of the Wolverhampton Urban Village;
6. Enhancement of the Canalside Quarter and its integration with the rest of the City Centre.
7. Retention and enhancement of convenience shopping provision within the City Centre, including the existing retail markets;
8. Development of a large foodstore and bulky goods retailing as part of a mixed-use development at Raglan Street;
9. Achievement of a mixed use redevelopment of the former Royal Hospital area including residential, but excluding large scale retail.

10.5.1 Wolverhampton's role as a major sub-regional centre, providing shopping, leisure, business, higher education and other services, is a key element in the local economy. Notwithstanding competing developments, the City Centre continues to serve a substantial catchment area extending well beyond the City boundary. It accounts for some 33,000 jobs (one third of the City total) a significant proportion of which are attributable to the sub-regional role. In addition, the quality and range of services available in the City Centre is a key element in the quality of life and experience of residents and visitors to the City.

10.5.2 The wide range of activities concentrated in the City Centre tend to reinforce each other and the maintenance of a healthy

shopping base is essential if there is to be continued development of Wolverhampton's role in respect of, for example, business services and cultural and leisure activities. The Shopping and Town Centres Study concluded that most of the additional shopping floorspace required in Wolverhampton - other than that required to meet purely local needs - should be located within or immediately adjoining the City Centre. The key requirement, if Wolverhampton is to retain its market share, is for new quality shopping space integrated with the existing shopping core to accommodate a further department store and other comparison retailers. This will be provided primarily by development in the Victoria Street / Cleveland Street area, where there are opportunities for integration with the Mander and Wulfrun centres, Beatties department store and the retail markets (see Chapter 15: Wolverhampton City Centre).

10.5.3 The Shopping and Town Centres Study also indicated a need for an additional large foodstore and further non-food shopping of the 'retail warehouse' type during the period to 2011. The CB Richard Ellis review confirmed that these needs can be accommodated principally by the approved major mixed-use redevelopment in the Raglan Street area to the west of the ring road and other small scale developments. Convenience shopping is a significant component of the City Centre generally, including the prime-shopping core. It complements comparison-shopping and provides regular food shopping opportunities, particularly for public transport users and people employed in the City Centre. The Council will seek to retain and where possible enhance these facilities, including supermarket facilities and the existing retail markets.

10.5.4 Accessibility is crucial to the role of the City Centre. Major enhancement will be achieved by implementation of the Access and Interchange scheme, which has now been accepted for LTP funding. This development will create a major

public transport hub by integration of the rail station with a remodelled and extended bus station and potentially with Midland Metro, extended in the form of an extension along the Wednesfield corridor. The high accessibility of the interchange will promote opportunities for intensive forms of land use in its vicinity. The eastern side of the City Centre generally provides opportunities for regeneration, in part associated with the transport interchange. This area is defined as the Canalside Quarter and is the subject of proposals, particularly for new business and leisure uses, which are set out in detail in Chapter 15.

- 10.5.5 The presence of a large university is a positive factor in the educational, economic, social and cultural life of the City generally. The main campus of the University is a key land user in the northern sector of the City Centre. There are major interactions between the University and the other functions of the City Centre and the presence of a large staff and student population is an important contributor to the overall vitality and viability of the centre. The UDP makes provision for the continued consolidation and expansion of the campus area.
- 10.5.6 A major success of recent years in diversifying the role of the City Centre has been the consolidation of a strong cultural and entertainment quarter, focussed in particular in the Lichfield Street area, and the associated expansion of the 'night-time economy'. This potential will be further developed, in particular through the creation of an 'artists quarter'.
- 10.5.7 The UDP also seeks to substantially augment the residential population of the City Centre through the promotion of an urban village. This embraces the St. John's area on the southern side of the centre together with adjacent areas outside the ring road - Royal Hospital / All Saints to the east and Chapel Ash to the west. This proposal is an important

component in meeting the City's housing needs as well as contributing to the vitality of the City Centre. Additional housing is to be provided both through adaptation of existing buildings (including "living over the shop") and by new development including mixed-use schemes. A key mixed-use scheme will be that for the Royal Hospital area.

**Policy SH6: Bilston Town Centre and Wednesfield Village Centre**

The role of Bilston and Wednesfield as town centres serving the south-eastern and north-eastern sectors of the City respectively will be maintained and enhanced. The main role of these centres will be to provide for bulk convenience shopping, an element of comparison-shopping, and other services and community facilities for the areas they serve.

Development in the two centres will be guided by the detailed policies and proposals set out in the Bilston and Wednesfield inset chapters and the associated inset plans.

Priority will be given to the following:

1. Continued environmental improvements in both centres.
2. Enhanced linkages:-
  - In Bilston between the town centre and the retail markets and between the town centre/retail markets and the Morrison superstore and proposed Bilston Urban Village area;
  - In Wednesfield between the Primary Shopping Area and the Sainsbury's superstore and between the Village Centre and Bentley Bridge retail and leisure park developments.

Complementary residential use may be appropriate in both centres subject to the creation of a satisfactory residential environment.

- 10.5.8 The hierarchy of centres in Wolverhampton differs substantially between the east of the City and the other sectors. In the east, Bilston and Wednesfield have a role as town centres, which is not paralleled in any of the more

local centres that serve other parts of the City. Although Wednesfield is a substantially smaller centre than Bilston, both centres have a long history as the focus of areas with a strong sense of local identity. Both retain a significant range of services and of business and community facilities in addition to their retail role and both act as significant nodes in the public transport network.

- 10.5.9 The UDP recognises and seeks to reinforce the distinctive roles of Bilston and Wednesfield. The main emphasis over the UDP period will be consolidating the major changes which have taken place in both centres over the past five to ten years and ensuring that both continue to act as a focus for regeneration in their respective areas. Proposals, which are set out in detail in Chapters 16 and 17, aim to ensure that the future development of both centres is fully integrated with, and benefits from, the major changes which will be taking place in their immediate localities.
- 10.5.10 The 1993 UDP proposed for both Bilston and Wednesfield a combination of improved accessibility; environmental improvements (associated with the removal of through traffic by the Black Country Route and Wednesfield Way respectively); and the introduction of a large foodstore and non-food retailing to complement existing retail facilities. These proposals have largely been implemented. Major environmental improvements in the form of full and partial pedestrianisation have been achieved in both centres and complementary food and non-food retail development has taken place or is committed. The nodal position of both centres in the public transport network has been enhanced. In Bilston, Midland Metro Line 1 now provides an interchange with the bus station in the heart of the town centre, whilst in Wednesfield bus showcase services have been implemented along the Wolverhampton to Ashmore Park and Bloxwich corridor. Furthermore, the Wolverhampton - New Cross Hospital -

Wednesfield section is now identified as one of four routes for the further development of Midland Metro following the imminent Birmingham City Centre and Brierley Hill extensions and is identified as a priority in the local Community Plan.

- 10.5.11 Unfortunately in neither centre has new food and non food retail development been as fully integrated with the town centre as was intended in the plan and improvements in this situation are a major emphasis of the review proposals. The Morrison foodstore at Bilston, is separated from the Primary Shopping Area by the Black Country Route, but has complemented the existing town centre to some degree. Surveys in Wednesfield, suggest that the Sainsbury's (ex. Coop) store tends to act as a free-standing attraction, little used in association with the village centre proper. In both cases action is required to secure better integration and to overcome the barriers to pedestrian movement. In Bilston these linkages will be associated with measures to link the centre with the proposed Bilston urban village mixed-use development to the south. In Wednesfield some remodelling of land use is required to enhance the links between the centre and the new foodstore.
- 10.5.12 Retail and leisure development has taken place or is committed in proximity to both Bilston and Wednesfield - at Springvale and Bentley Bridge respectively. In both cases the sites are too distant to be regarded as edge of centre.
- 10.5.13 Although recent developments have largely fulfilled UDP requirements for additional retailing in both centres, limited further development or redevelopment appropriate to the role defined in Policy SH5 would be acceptable within the main shopping area in both cases. Development which is of a scale to serve City wide centre use needs, particularly retail and leisure, will

be directed to locations within Wolverhampton City Centre as defined in Policy SH3. Sites within Bilston and Wednesfield are unlikely to satisfy these needs and may have the effect of compromising further investment in the City Centre. Other uses appropriate to the role of these centres will be welcome, subject to Policies SH2 and SH3 and the detailed proposals in Chapters 16 and 17. Although recent experience suggests a very limited market for office development in either centre, office uses will be also acceptable on appropriate sites.

10.6 District and Local Centres

Policy SH7: District Centres

The role of the following district centres, providing a wide range of convenience goods, an element of comparison shopping and a range of other services for the areas they serve, will be maintained and enhanced:

- 1) Stafford Road (Three Tuns)
- 2) Cannock Road (Scotlands)
- 3) Tettenhall Village
- 4) Whitmore Reans / Avion Centre

The Council will support proposals for new retail and other centre use development appropriate in scale to the function of these centres and their catchments within their defined boundaries, subject to Policies SH1 and SH3 and environmental and traffic considerations.

The location of new community facilities within or adjacent to these centres will be encouraged, subject to environmental and traffic considerations. Complementary residential use may also be appropriate, subject to the creation of a satisfactory residential environment. Environmental improvements will be undertaken in these centres as opportunities arise.

Any proposal involving the loss of a shop or shops within a district centre will also be subject to Policies SH9 and SH10.

10.6.1 The four centres listed in Policy SH6 were all identified as local centres in the 1993 UDP. However the UDP now recognises a further tier of smaller, more strictly local centres (Policy SH7). Most of these district centres have between 25 and 50 shops and approximately 2,500 sqm to 5,000 sqm gross of retail floor space.

10.6.2 These centres, by virtue of their range of shopping (generally including at least one supermarket) and other services, and an element of off-street car parking, have a particularly significant role distinguishing them from the newly recognised local centres now covered by Policy SH8. Some of the district centres, such as Tettenhall Village, are highly nucleated. Others, like Stafford Road / Three Tuns, are linear in form. However they are all important in meeting a wide range of convenience shopping and other needs in their localities. Comparison retailing is generally limited.

10.6.3 The establishment of centre boundaries on the Proposals Map provides a framework within which existing uses and new development can be consolidated. District centres provide a particularly suitable, accessible location for medium-sized supermarkets, including discount food stores. Where new community facilities are proposed in a particular part of the City it will often be appropriate to locate these in the appropriate district centre.

Policy SH8: Local Centres

The role of the following local centres, providing mainly for the day-to-day convenience shopping needs of a population mostly living within walking distance will be maintained and enhanced:

- 1) Broadway
- 2) Bushbury Lane
- 3) Showell Circus
- 4) Wood End
- 5) Stubby Lane
- 6) Heathtown
- 7) Parkfield
- 8) Spring Hill

- 9) Penn Manor
- 10) Upper Penn
- 11) Pennfields
- 12) Bradmore
- 13) Merry Hill
- 14) Castlecroft
- 15) Finchfield
- 16) Tettenhall Wood
- 17) Newbridge
- 18) Aldersley
- 19) Pendeford Park
- 20) Fallings Park
- 21) Ashmore Park
- 22) Compton Village
- 23) Warstones Road
- 24) Dudley Road / Blakenhall

The Council will support proposals for new retailing and centre uses appropriate in scale to the role and function of these centres and their catchments within their defined boundaries, subject to Policy SH2 and environmental and traffic considerations. The centres will also be encouraged to develop as a focus for social, community and leisure uses which serve the immediate local area. Complementary residential use may also be appropriate, subject to the creation of a satisfactory residential environment.

Any proposal involving the loss of a shop or shops within a local centre will also be subject to Policies SH9 and SH10.

10.6.4 In addition to Bilston and Wednesfield town centres and the four district centres, 24 local centres are now identified on the Proposals Map. Most of these centres have between 10 and 20 shops and approximately 750 to 1,500m<sup>2</sup> of retail floor space (although significantly more in a few centres where there is a discount food store / supermarket). They usually include several food and other convenience stores and in most cases they provide other goods and services including a pharmacy and a post office.

10.6.5 The protection and enhancement of local centres is particularly important if people are to have the opportunity of making basic convenience purchases close to their homes. They are particularly

valuable to the elderly and other less mobile groups. The definition of local centre on the Proposals Map provides the opportunity to identify suitable sites for additional retail and non-retail facilities appropriate to their role.

10.7 Local Shops and Centre Uses

Policy SH9: Local Shops and Centre Uses outside Defined Centres

The Council will seek to ensure the provision and retention of local shops and other centre uses (as defined in Policy SH2)\_ to meet essential day-to-day needs within reasonable walking distance of people's homes.

Existing Local Shops

Shops that provide an important service to a local area, whether they are within a defined centre or in a free-standing location, will wherever possible be protected. Development involving the loss of a convenience shop, pharmacy or post office will be resisted where this would result in an increase in the number of people living more than 400 metres from alternative provision.

New Centre Uses meeting Local Needs

Proposals for new local shops and centre uses by new build or change of use, and for extensions to premises used as local shops or for centre uses which are located outside the defined boundaries of local centres, will only be permitted if it can be shown that all of the following criteria will be met:

1. There is a demonstrated local need which cannot be met by existing provision in the area or by development on an available site in a local centre or the use of suitable vacant premises in the area;
2. the proposed development is commensurate in scale with the local need that has been identified;
3. the proposal will help to reduce the need to travel, especially by car, and will offer safe and easy access by walking and cycling, and if possible by public transport, from the catchment it is intended to serve;

4. there will be no significant impact upon a defined centre, including centres outside Wolverhampton;
5. there will be no adverse impact on highway safety, the free flow of traffic and residential amenity (in particular the establishment of shops in terraced properties adjoining residential accommodation will be resisted);
6. the site of the proposal is adjacent to an existing cluster or parade of shops, unless it is shown that no site in such a location is available.

These considerations will apply to proposals for non ancillary retailing at petrol filling stations outside of defined centres. Where local shopping and local facilities for centre uses are inadequate to meet the needs of an existing or growing population, the Council will seek to negotiate planning agreements for the inclusion of such facilities within new housing or other development schemes.

- 1 the main role of 'local shops' is to meet the everyday needs of people living within walking distance
- 2 'convenience shops' are those selling predominantly food and other everyday requirements

10.7.1 Notwithstanding the identification of additional local centres, there remain many individual shops and small parades outside defined centres that perform an important role in the City's shopping and services provision. These facilities often provide a 'top-up' convenience shopping facility close to people's homes and they are particularly significant to the less mobile members of the community. This Policy defines the Council's approach in respect of such shops and services and also states its approach regarding the protection of key local shopping facilities generally, whether these are in or outside the defined centres.

10.7.2 The provision and retention of essential local shops and services within easy walking distance of people's homes and workplaces is an important element of

the Council's centres strategy. Where the Council is itself the landlord it can use its powers in this capacity to encourage the provision or retention of essential local shopping facilities. Elsewhere however it cannot prevent the closure of a shop or a change of use from one type of Class A1 retail shop to another, notwithstanding that such changes can have a profound effect on the shopping facilities available to a local community. The Council's powers are generally limited to determining applications for changes of use of shops to Class A2 financial and professional services, Class A3, A4 and A5 food and drink, and other non-retail uses. In seeking to ensure the retention of shopping facilities which are important to a local area the Council will take into account the availability of convenient alternative provision within a reasonable walking distance which will be taken as a maximum 400 metres by existing pedestrian routes. It will also apply policies that seek to retain the predominant retail use of key retail frontages (see Policy SH10).

10.7.3 In terms of new shopping development outside identified centres, it would be inappropriate to identify a rigid maximum size of unit that could be regarded as a new 'local shop'. The acceptable scale for new local shopping provision will depend on local circumstances including the nature of the retailing envisaged, the characteristics of the site and the relationship to existing shopping facilities.

10.7.4 While wishing to ensure an adequate provision of local shops the Council is also aware that shops, if not well located, can be a major nuisance to the amenity of nearby occupiers. It is therefore essential to set down rigorous requirements against which proposals will be assessed. Where residential areas are not already served by defined centres or existing local shops, proposals for appropriate new shops such as neighbourhood convenience stores, or for changes of use to retailing may be considered favourably, subject to these

criteria. These requirements are most favourably met where new shops are provided adjoining existing shop clusters or parades; as part of a new development scheme or within a new mixed use residential development.

## 10.8 Protected Frontages

### Policy SH10: Protected Frontages

Frontage use policies for Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre are set out in the relevant inset chapters.

Within district and local centres, proposals to use ground floor units for non-retail uses will be considered favourably only where all of the following criteria are met:

1. the overall retail function of the centre/group of shops would not be undermined. Permission will not be granted where non A1 uses constitute any of the following:
  - i more than 30% of shop units in the centre concerned;
  - ii more than 30% of frontage length;
  - iii more than three consecutive units;
2. the use would make a positive contribution to the overall role of the centre / group of shops;
3. there would be no conflict with Policy SH9 in respect of the retention of convenience shops, post offices and pharmacies;
4. the use is compatible with other UDP policies; and
5. shop front treatment, including security measures, should harmonise with the building of which it forms a part and with neighbouring buildings in terms of design, scale, materials, colour and texture. Shopfront treatments should also maintain views into the unit in the daytime and at night. Further guidance on shopfront treatment is set out in Supplementary Planning Guidance.

For the purposes of this Policy a frontage is defined as one side of a street or parade which is not separated by a significant gap such as a road junction. Proposals to change

the use of a shop to a restaurant, a hot food take-away, or an amusement centre, will also be subject to Policies SH14 and SH16 respectively.

10.8.1 Many non-retail uses which provide for visiting members of the public (mostly falling within Classes A2, A3, A4 and A5 of the Town and Country Planning (Use Classes) (Amendment)(England) Order 2005 along with certain sui generis, social, community and leisure uses) are appropriate in shopping centres and within groups of local shops. Examples of such uses are banks and building societies, estate and employment agencies and catering outlets. Such uses complement shopping and help to provide the visit or with a complete range of shops and services in one location, minimising the need to travel. They can also provide an alternative form of commercial investment where the shopping role of a centre is declining. However an excessive concentration of non-retail uses can threaten the retail role of suburban shopping locations and the service which they provide to local communities. Policy SH10 therefore provides criteria through which a reasonable balance can be maintained.

10.8.2 Certain non-retail uses attract levels of pedestrian activity comparable to some shops. It is also recognised that some financial service establishments are similar in appearance to shops. However some uses do create 'dead frontage' which reduces the attraction of a centre or part thereof, with cumulative effects on remaining retailing. The Policy therefore seeks to ensure that such uses are dispersed within a centre as well as being limited in overall number. Conditions limiting future changes of use may also be imposed on planning permissions where appropriate.

10.9 New Retail Development

Policy SH11: New Retail Development - Comparison Goods

Based on the likely future expenditure of the City's residents and those of its immediate catchment area, the Council has identified a capacity for approximately 36,310 sqm net of comparison goods floorspace to be provided in Wolverhampton City Centre over the period 2003-2011. Most of this floorspace will be developed in the form of an extension to the retail core area, in accordance with policies and proposals in the Wolverhampton City Centre Chapter.

Proposals that include an element of comparison floorspace within the Primary Shopping Areas of Bilston and Wednesfield town centres will also be supported, providing that the proposals are consistent with the defined role of these centres and with detailed policies and proposals in the relevant inset chapters.

Where no suitable site exists within the Primary Shopping Area of these centres and the development proposed is adjacent to it, the Council will require that the development is fully integrated with the core area in terms of its proximity, character and pedestrian and vehicle circulation (see Policy SH4).

Any other proposals for comparison shopping development will only be supported where there is a proven need for the development and it will not cause harm to the vitality and viability of any neighbouring town centre. Any such proposals in edge of centre or out of centre locations will also be subject to the further requirements of Policies SH3 and SH4.

10.9.1 In terms of expenditure changes and floor space requirements for city centre comparison retailing, the Wolverhampton Shopping and Town Centres Study implies a remaining need for an additional 36,310 sqm net of floor space in the City Centre (2001-2011). The key requirement in providing this floor space is for an expansion of the primary

retail core. The plan contains detailed policies and proposals in Chapter 15 for implementing this development, and the Council will be taking action in partnership with private developers to bring forward appropriate proposals.

10.9.2 Any proposals emerging elsewhere in the City will be treated with extreme caution in the light of the priority for City Centre core expansion. It is possible that small-scale additions of pure comparison retailing could be appropriate to the defined roles of Bilston and Wednesfield town centres. However any such developments must be fully integrated into the Primary Shopping Area of the centre concerned and should not be of such a scale as to jeopardise the priority for City Centre investment.

Policy SH12: New Retail Development - Bulky Comparison Goods

The committed mixed use development at Raglan Street, at Bentley Bridge and other small scale commitments will accommodate the requirement for additional large scale retail warehousing floorspace to 2011.

These developments are largely expected to meet the requirements for bulky goods retail and any additional proposals will be considered on their merits and in relation to other UDP policies.

10.9.3 Bulky goods retail units in the form of 'retail warehouses' - large single level stores specialising in the sale of household goods (such as carpets, furniture and electrical goods) and bulky DIY items - are now a familiar feature in the retail structure of the City. The main concentrations, mostly comprising groups of units ('retail parks') are located on radial routes close to the City Centre and ring road (e.g. Lower Stafford Street, Bilston Road and St. John's) and there are further developments in the vicinity of Bilston and Wednesfield. Policy SH3 explains that planning conditions will be imposed to ensure that new bulky goods retail developments do not change their characteristics in such a way as to have

an adverse impact in terms of the Policies in this Plan. With an increasing number of retailers expressing a preference for large, free-standing units, developer interest remains strong and there is also pressure to broaden the range of goods which can be sold through these outlets to include goods which can be sold from centres. Where such units are in out of centre locations, proposals for the variation of conditions that restrict the range of goods sold, proposals for the insertion of mezzanine floors, or proposals for the sub division of units will be determined against Policy SH3.

10.9.4 To maximise the potential benefits from such developments in terms of City or town centre regeneration and of accessibility to all sections of the community, the Council, utilising the sequential approach, has identified sites to accommodate the anticipated demand. These comprise principally sites on the edge of the City Centre, in locations where integration with the retail core inside the ring road can be achieved.

Policy SH13: New Retail Development - Foodstores

The approved mixed use development at Raglan Street and other small commitments will accommodate the requirement for large scale convenience goods floorspace to 2011.

Additional convenience goods floorspace in the form of new stores, or extensions to existing units will be encouraged to locate within the identified City, town, district and local centres providing that they are of a size appropriate to the scale and function of these centres as defined in Policies SH5-SH9 and they meet the other requirements of Policy SH3.

10.9.5 Since the 1993 UDP was prepared three large new food stores - all in the 6,000 to 8,000 sqm size range - have opened in Wolverhampton, two associated with Bilston and Wednesfield town centres respectively and the third on a free-standing site at Penn Road (where it is

conveniently placed to meet a previously recognised deficiency in the south west of the City). The Wolverhampton Shopping and Town Centres Study identified a limited further potential up to 2011 which, after allowance is made for the expansion of the Wednesfield store which has already taken place, can be met through the provision of a single large store in the vicinity of Wolverhampton City Centre. This need would be met by the foodstore element of the approved mixed use development at Raglan Street. If the approved development at Raglan Street is not implemented, the Council will seek an alternative development of the site incorporating similar food store provision.

10.9.6 The development of some smaller stores with a local catchment area is not ruled out, particularly in those areas of the City currently lacking immediate access to food store facilities. The introduction of additional convenience goods floorspace into a number of district and local centres and of a size appropriate to their scale and function where they are currently absent - subject to the other criteria of the plan - would be particularly welcome. The Council's position on local shopping provision outside defined centres is set out in Policy SH9.

10.10 Other Centre Uses

Policy SH14: Catering Outlets

Catering outlets (comprising uses within Classes A3, A4 and A5 of the Use Classes Order) should be located within defined centres, except where a proposal would comply with Policy SH9 in meeting a local need for this type of use which cannot be met within a defined centre.

Proposals for catering outlets will not be permitted where:

1. the proposal would conflict with the frontage use policy for the centre in which it would be sited, or would

- otherwise harm the vitality and / or viability of the centre; or
- 2. significant harm would be caused to the amenities of existing or proposed residential accommodation in the vicinity, either individually or cumulatively with other Class A3, A4 and A5 uses, including by reason of noise, smell, general disturbance or traffic impact; or
- 3. significant harm would be caused to the visual amenities of the area by proposed ventilation and / or fume extraction equipment incorporated in the proposal; or
- 4. the vehicle movements and parking generated would be harmful to highway safety or the free flow of traffic, taking into account the availability of space for parking and servicing; or
- 5. adequate provision would not be made for the storage and disposal of refuse.

Proposals which could affect the amenities of residential accommodation may be permitted subject to conditions to limit the permitted hours of operation, where it is considered that the effects can be satisfactorily mitigated by such a limit. Proposals that include a drive through facility will also be subject to Policy SH15.

10.10.1 Catering outlets (Classes A3, A4 and A5) typically include pubs, restaurants, cafes and hot food takeaways. The policy will apply both to proposals for new buildings and to changes of use / conversions. Policy SH10 (Protected Frontages) and the frontage use policies for Wolverhampton City Centre and Bilston and Wednesfield town centres will also need to be considered.

10.10.2 The Council recognises that catering uses provide a useful and necessary service to the community and can add to the vitality of shopping centres. They can however cause considerable pedestrian and vehicle activity and the Council needs to consider the likelihood of noise, fumes and disturbance to nearby residents, particularly at the weekend and late at night.

10.10.3 In order to minimise the environmental and transport issues raised by catering outlets and to ensure that they are accessible by a choice of transport modes they should be located within the defined centres, subject to frontage use policies. In some cases they may also be suitable in employment areas where there are unlikely to be problems with residential amenity and they can provide a service to local employees. In local shopping areas (i.e. those not identified as defined centres), proposals for catering outlets may be acceptable provided they do not cause significant problems with residential amenity, parking or highway capacity or threaten the local shopping role.

10.10.4 In all potential locations the Council will consider compatibility with nearby uses in order to ensure the protection of residential amenity and achieve a suitable design and layout. Particular attention will be paid to the arrangements for fume and ventilation extraction, especially in terms of the height of any associated ducting and soundproofing arrangements. If inappropriately located, such equipment can generate noise nuisance and be visually intrusive.

10.10.5 Highway considerations, which include capacity, road safety, car parking and delivery facilities may be considered to distinguish between hot-food takeaways and other types of outlet (for example, restaurants and cafes open during normal shop hours). If there are problems with these criteria, a condition preventing takeaway sales may be imposed where it is felt that such problems could thereby be overcome. There may be locations where it is felt that a significant group of catering outlets could cause cumulative problems, for example in competing for a limited amount of car parking and, if so, such concentrations will be discouraged.

**Policy SH15: Drive-Through Facilities**

Drive-through or drive-in facilities will be discouraged, unless it can be shown that this format is an absolute requirement of the use proposed, which cannot be met in any other way.

The inclusion of a drive-through facility should not be a reason to require an edge of centre or out of centre location. Facilities should instead be provided in centres, where they will be accessible by a choice of means of transport, and must be well integrated, both functionally and visually into the centre concerned, with any parking provision serving the centre as a whole.

10.10.6 The concept of drive-through or drive-in facilities usually involves dedicated on-site car parking provision for customers, who may park either while they visit the premises or are served in their cars. The format is most commonly applied to fast-food outlets but might also be used for other goods and services.

10.10.7 Since this marketing format is clearly aimed at encouraging car-based trade it is liable to be in direct conflict with Government policies, and the policies of this plan, for reducing reliance on the private car. For this reason this policy discourages such facilities and encourages operators to provide goods and services in other ways.

**Policy SH16: Amusement Centres and Arcades**

Proposals for amusement centres and arcades will only be permitted in the following locations:

- i. within those parts of Wolverhampton City Centre which are outside of the designated Primary and Secondary shopping frontages;
- ii. within those parts of Bilston Town Centre and Wednesfield Village Centre outside of the designated Primary Shopping Areas;
- iii. within the defined district centres.

In these locations, proposals will not be

permitted at sites or buildings that are adjoined by residential accommodation or by other sensitive uses, such as schools or places of worship.

In addition to the general locational considerations above, proposals will only be permitted where:

- a) they are limited to the ground floor of the premises; and
- b) a shop front and permanent shop window display is provided to avoid a break in the shopping frontage; and
- c) no significant harm will be caused to:
  - the amenities of existing or proposed residential accommodation and other sensitive uses in the vicinity; and
  - the visual amenities and character of the area; and
  - highway safety; and
  - the potential for increased crime and disorder in the locality.

Proposals which would otherwise affect the amenities of residential accommodation or other sensitive uses may be permitted subject to conditions to limit the permitted hours of operation, where it is considered that the effects can be satisfactorily mitigated by such a limit.

10.10.8 The most suitable locations for these uses are within the City Centre outside the primary and secondary frontages, Bilston and Wednesfield Centres outside the Primary Shopping Area, and the District Centres. However, within these locations, the impact on adjoining occupiers and the area generally will be given careful consideration. In particular, the Council will seek to avoid any adverse effect on the amenities and viability of existing or potential residential accommodation. In this context the Council's intention to encourage the re-use of vacant upper floors above shops for residential use is relevant.

10.10.9 Moral and social implications associated with gambling, especially by young people, at these premises is not a matter which can be considered through existing planning control legislation. The

Council will, however, in dealing with the issue of licences consider, as far as they are able under current legislation, these broader implications in consultation with the police, education and welfare services and environmental health and consumer services.

### 10.11 Retailing at Petrol Filling Stations

#### Policy SH17: Retailing at Petrol Filling Stations

Where proposals for retailing at petrol filling stations do not comply with Policies SH3 or with Policy SH9, the extent of retail floorspace will be limited to that which is ancillary to the principal use of the site for the sale of fuel; the retail use will be confined to motoring accessories, newspapers and magazines, tobacco and confectionery and a limited range of basic food and other convenience goods, and the gross retail floorspace should not exceed 90 sqm.

10.11.1 An emerging form of retailing at the local level is the introduction of small supermarkets/convenience stores in association with petrol filling stations. The Council recognises that in certain circumstances such developments may provide a local shopping facility in an area that might otherwise remain deficient. However, Policy SH17 requires that where proposals for retailing at petrol filling stations is not in compliance with Policies SH3 or Policy SH9, the retail element will be confined to motoring accessories, newspapers and magazines, tobacco and confectionery and a limited range of basic food and other convenience goods, and the gross retail floorspace should not exceed 90 sqm.



CHAPTER 11: COMMUNITY SERVICES

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**11.1 Introduction**

11.1.1 A wide variety of community services are provided in Wolverhampton, ranging from hospitals and schools to pubs, community centres and cemeteries. Recent years have seen an increase in the proportion of people employed in the community service sector, and further growth is forecast.

11.1.2 As part of the creation of a Learning City, a Caring City, a Healthy City and a City of Communities and Neighbourhoods, the Wolverhampton Community Plan (2002-2012) aims to:

- Create a City where more people can take part in learning throughout their lives and reach their full potential;
- Develop a City Learning Quarter and new University facilities to cater for 22,000 students in the City Centre;
- Create a new City Academy and four new specialist schools for 14-19 year olds;
- Provide a range of modern health care facilities in the right place and in proportion to need;
- Redevelop New Cross Hospital to include a Cardiac Centre and more facilities for treating cancer patients, and take other traditional hospital-based services closer to people's homes;
- Provide new buildings for family doctors, a Children's Centre and a new hospital at Penn to treat people with mental illness;
- Ensure more good quality childcare is available across the City;
- Improve community facilities and increase the number of local people involved in community or voluntary activities.

11.1.3 A healthy lifestyle and access to health and social care facilities is crucial to everyone's quality of life. This is also a close relationship between health and regeneration. Good health is important in relation to employment (paid or voluntary), in increasing social inclusion and ability to participate in social, leisure and recreational activities.

11.1.4 The Wolverhampton Learning Partnership is the 'learning arm' of the Wolverhampton Strategic Partnership. The vision in its Strategy and Operational Plan 2005-6 is to ensure Wolverhampton becomes a City of Learning Communities. To assist in achieving the Learning Plan objectives and targets requires good quality buildings and associated facilities in which to undertake learning, training and formal education.

11.1.5 Lifelong Learning encompasses school, higher and further education, work based training and a wide variety of less formal education undertaken in local communities and at home. Continual education and learning new skills plays a crucial part in improving people's quality of life; is a cornerstone of economic regeneration and future prosperity and lays the foundation for a socially inclusive and just society.

11.1.6 The City Council is the largest provider of social, welfare and education services in Wolverhampton and Wolverhampton Health Authority is responsible for the provision of hospital and primary health care facilities. A variety of other organisations are involved in the provision of community services and, in recent years, the voluntary sector has expanded to become a significant provider. Many of the larger community service providers have major land holdings and have developed estates strategies to guide future development.

**11.2 Community Needs**

**Policy C1: Health, Education and other Community Services (Part I)**

**Subject to other UDP policies, the Council will seek to meet existing and future needs for community services, by:**

- **Protecting land and buildings in community service use;**
- **Encouraging improvements in access to existing community service facilities;**

- **Supporting the expansion and improvement of community facilities and the provision of new facilities, in accessible locations.**

**Where major new developments are proposed (especially residential and mixed-use schemes) contributions towards the provision of new community facilities may be required to serve the needs of the development and the local area.**

11.2.1 Community services tend to have limited and uncertain access to funding and so have difficulties competing on the open market for land and premises. Social trends can also have an impact on service needs. For example, an anticipated rise in the number of elderly people in future years will mean an increased need for suitable facilities for dependent elderly people. The Council will continue to work in partnership with other community service providers to ensure that the essential land and premises required to deliver community services are protected and that new sites are provided, where necessary, to respond to changing service needs.

11.2.2 Where new or replacement community facilities are proposed, it is particularly important that they are located where there is good access to public transport and cycling and pedestrian links, and that satisfactory access is provided for people with disabilities, the elderly and those with children. Policies in Chapter 14: Access and Mobility, Policy D11 and SPG on Access and Facilities for People with Disabilities provide policy context and detailed guidance on accessibility issues.

**Policy C2: Location of New Community Services Development**

Proposals for new public service, cultural, community and health facilities within Use Class D1 and higher, further and adult education facilities through either new development or change of use of existing buildings will be directed to identified centres appropriate in role and scale to the

proposed development and its intended catchment area. Proposals for the development of community facilities in locations outside defined centres will only be permitted where all of the following criteria are satisfied:

- a) The proposed development is of a scale and nature appropriate to the location concerned;
- b) The proposal must offer genuine and realistic safe and easy access by public transport, walking and cycling for all sections of the community, to help achieve better access to facilities and development by a choice of transport modes;
- c) The proposed development contributes to the objectives of reducing the need to travel and reducing car use, and does not significantly increase local traffic levels or congestion;
- d) There is no significant detriment to local amenity.

11.2.3 Proposals for new public service, cultural, community, health and education facilities will be directed to sites within existing defined centres, having regard to the role and function of the centres concerned as defined in Policy SH1. Proposals for new community uses in locations outside defined centres will be permitted where there is a genuine need for the development, where a sequential approach to site selection has been followed, and locations are easily accessible by a choice of modes of transport.

11.2.4 Major new developments, which will significantly increase local demand for health, education and other community services, may be required to make a financial contribution towards the cost of providing such facilities.

**11.3 Community Meeting Places**

**Policy C3: Community Meeting Places**

Proposals involving the loss of community meeting places, including clubs, public houses and community centres, will only be permitted if it can be demonstrated that:

1. There is no longer a need for the facility;
2. There are other existing facilities, in locations that are reasonably accessible including on foot by members of the community served, which would accommodate any community activities displaced by the proposed development;
3. The proposal would involve the replacement of the facility in an equally convenient location; or
4. It would not be possible to retain the facility or provide an alternative facility because, despite all reasonable efforts, this would not be economically viable.

11.3.1 The Council has a strong commitment to support the variety of community and voluntary groups, including religious groups, which exist in Wolverhampton. Many such groups have difficulty finding a suitable meeting place, to act as a focus for social, cultural or religious activities. In order to meet this need, it is important to protect existing meeting places and maximise their use, and also to provide land and premises for a variety of new facilities. Special consideration should be given to the needs of ethnic communities and communities suffering from deprivation or social exclusion. Meeting places can include community centres, school halls, religious buildings, clubs and public houses.

11.3.2 Policy C3 indicates a presumption in favour of retaining community meeting places, particularly in neighbourhoods where there are few such facilities. When considering applications for redevelopment or change of use of community meeting places to other non-community uses, the Council will expect developers to provide detailed evidence

to demonstrate compliance with this policy e.g. public consultation results, marketing evidence, a revenue investment appraisal, a structural report or detailed proposals showing how existing uses will be accommodated elsewhere. SPG on Places of Worship provides specific guidance on proposals involving religious buildings.

**11.4 Education and Childcare Facilities**

**Policy C4: Education Facilities**

Land and buildings in educational use should be retained where there is a recognised need for such facilities. Development which will lead to the improvement of education facilities in the City will be supported where this will not conflict with other UDP policies. Dual-use of both existing and proposed education facilities will be encouraged.

11.4.1 Education facilities constitute a major land use in Wolverhampton. Wolverhampton Local Education Authority has produced a School Organisation Plan to cover the period 2004-2009. The Plan, which will be reviewed annually, assesses school places in the City and determines present and future accommodation needs. Varying changes in the population structure of different parts of Wolverhampton have resulted in the need to rationalise school premises in some areas and increase the capacity of oversubscribed schools in other areas. This will result in the need to extend, remodel or dispose of land and buildings on a number of school sites.

11.4.2 It is important to retain grounds and buildings for educational use where these are required to serve current or future needs. However, where grounds and buildings in educational use are declared surplus to requirements, appropriate redevelopment will be encouraged, subject to Policy R5 regarding the protection of sports grounds. Alternative community uses should be considered before any other uses. The re-use of existing buildings should also be considered, particularly within the Green

Belt (see Policy G2). Extensions to existing education facilities will be encouraged, subject to other UDP policies.

11.4.3 A number of education facilities fall within the Green Belt, which places limitations on any future development. However, the Council has designated a number of these sites as Major Developed Sites, to allow a limited amount of expansion and redevelopment to take place, for the benefit of lifelong learning in the City. Major housing developments due to come forward over the lifetime of the Plan, such as Bilston Urban Village, will impact on school place provision and may result in the need for new or expanded school facilities.

11.4.4 Within Wolverhampton City Centre there are a number of innovative proposals within the 'Learning Quarter', including the establishment of a City Academy. Further details are set out in Chapter 15. Wolverhampton University has an estates strategy and is undergoing a major expansion of its City Centre Campus, which will continue for a number of years. The Campus serves 14,000 students and employs 2,000 staff.

11.4.5 A growing number of education establishments, particularly secondary schools, Wolverhampton University and colleges, have opened up a range of valuable facilities for wider use by the local community. These include sport, arts, theatre and dance activities, adult education and the use of meeting rooms by local groups in the evenings. In some areas such sites provide the only available local swimming pool, sports hall or outdoor sports pitches. The Council recognises that schools (particularly secondary schools) and colleges are an important community asset and encourages greater dual-use of facilities through a Strategy for Community Use of School Facilities (see also Policy R8). Decisions on dual-use of schools are taken by the governing body in consultation with the Local Education Authority and the local community.

11.4.6 The provision of conveniently located childcare for pre-school age children is very important both economically and socially, as it allows parents to continue to, or return to work. The Early Years Development and Child Care Plan includes a commitment to provide school nursery places for all three year olds in the City. However, a large proportion of childcare is provided by privately-run day nurseries, play groups and crèches. SPG on Day Nurseries provides specific guidance on proposals involving non-residential care for children up to five years of age, including play groups and crèches.

11.4.7 The lack of childcare facilities close to Wolverhampton employment sites can be a barrier to economically active women entering the workforce. Therefore, the Council will support the provision of childcare facilities as part of new commercial and retail development in Wolverhampton City Centre and large-scale employment developments to serve workers and shoppers.

**11.5 Health Facilities**

**Policy C5: Health Service Improvements**

The Council will work with the Health Authority and other health service providers to identify appropriate sites and premises for the implementation of health service improvements.

All proposals to develop or improve health services should be located and designed so as to maximise accessibility by non-car modes of transport whilst providing sufficient access arrangements for emergency vehicles and those who need to use cars.

11.5.1 The Council wishes to support and encourage the provision of new or improved health and social care facilities in appropriate locations to serve local people. This will be particularly important in areas where existing provision is poor and inadequate and where, for example, new healthy living centres or GP group practice facilities are needed. The Health

Authority and other providers will be consulted at an early stage on the needs of particular areas when major development proposals are being considered.

11.5.2 Policies and proposals elsewhere in the Plan cover other health related matters such as improving air quality by encouraging high traffic generating activities to locate in areas which are already (or have potential to be) served by public transport, improvements to public transport, placing a high priority on the needs of pedestrians to help increase walking, protection of key environmental resources such as green spaces and in dealing with contaminated land.

11.5.3 In recent years, there have been major changes in thinking about the way that health and social care should be provided, linked to national government requirements to improve health and tackle health inequalities. These include a move towards providing care close to where people live, wherever practical. Wolverhampton's Health Improvement Programme (HImP) brings together key actions arising from national and local strategies and makes proposals for the future development of health and social care facilities in Wolverhampton. Proposals arising from the HImP which relate to land use are detailed in the Wolverhampton Health Community Estates Strategy.

11.5.4 Plans are already underway to radically improve the buildings and facilities provided by The Royal Wolverhampton Hospitals NHS Trust at New Cross Hospital, located to the north east of the City Centre. This may result in the release of parts of the site for redevelopment. As part of the resulting service reorganisation, outpatient, investigation and day case treatments will move from New Cross Hospital to new Primary Care Centres. These easily accessible, walk-in centres will compliment hospital and GP services by providing treatment for minor conditions. At least two Primary Care

Centres will be provided, one located in or near the City Centre and another in Bilston.

11.5.5 Another major proposal is to refurbish, consolidate and expand facilities provided by GP surgeries across Wolverhampton, to provide further, good quality primary care close to where people live. There are also plans to create a specialist Women and Children's Centre and to close the three existing continuing care homes for the elderly infirm and replace them with a new facility located in or near the City Centre. Policy H11: Special Needs Housing, Policy H12: Residential Care Homes and associated SPD provide guidance on proposals involving the provision of public and private nursing homes for the elderly and housing for others with special needs.

11.5.6 It is important that all new or improved health facilities are located and designed so that local people can easily access services. Proposals should demonstrate accessibility by a range of means of transport and should be located as near as possible to where people live, both in order to increase accessibility and to reduce the need for car journeys.

**Policy C6: New Cross Hospital**

The Council will work closely with the Royal Wolverhampton NHS Trust and other partners, within the context of the estate strategy and master plan, to ensure that the major redevelopment proposals for the New Cross Hospital complex address the following matters:

1. Improved public transport accessibility and related facilities;
2. Enhanced vehicular, pedestrian and cycling circulation networks;
3. Provision of adequate car parking to meet the long-term needs of the hospital, linked to a green transport plan;
4. Sustainable energy, waste treatment and recycling facilities;

5. Improved building and environment design and layout;
6. Quality hard and soft landscaping, including recreational open space and sitting-out areas;
7. Key gateway sites, buildings and entrance points and appropriate signage;
8. Public art provision;
9. Protecting the amenity and environment of local residents.

11.5.7 The Royal Wolverhampton NHS Trust has been given permission by the Secretary of State for Health to continue to plan for the development of services for the local community, with a view to significant investment in new facilities. Therefore, over the Plan period it is likely that New Cross Hospital will undergo major changes. The developments will, when complete, provide a first class hospital for the City and the surrounding area. The programme will create integrated centres for particular types of care, including: an emergency centre; an elective centre; a cardiac centre; a women & children's centre; a head and neck centre; and a heart and lung centre.

11.5.8 All of these developments will be set within an emerging master plan for the whole hospital complex and most will require planning permission. It is therefore important for the City Council to work in partnership with the Hospital Trust, local people and other partners such as Centro and bus operators, in order to secure the master plan objectives. The New Cross Hospital site is shown on the Proposals Map.

**Policy C7: Medical Practices in Residential Areas**

Changes of use of dwelling houses to medical practices and extensions to existing practices within residential areas will be permitted if:

1. There is proper provision of safe access and adequate parking for staff and patients, which will not harm the amenity of local residents;

2. Any alterations or extensions to the premises would not prejudice their return to full residential use at a later date; and
3. If the property is linked to a dwelling house, the problem of noise transference and loss of amenity can be adequately controlled.

11.5.9 Medical practices include doctors, dentists, opticians, chiropractors and homeopaths and other similar uses. Such practices are typically located in local centres or in residential areas. Local and district centres are particularly appropriate locations for medical practices (see Policies SH6 and SH7), subject to Policy C8 and Policy SH9 regarding active ground floor frontages. Whilst locating or extending medical practices in residential areas may be appropriate in terms of accessibility, it is important that the amenity of local residents is respected. Similar principles will also apply to veterinary surgeries, where particular effort should be taken to avoid nuisances caused by noise, smell and waste.

**Policy C8: Access to Medical Practices**

New medical practices should provide at least one patients surgery on the ground floor which has satisfactory access for people with disabilities, elderly people and people with young children. This policy will apply to changes of use and new development.

11.5.10A number of existing medical practices occupy only the upper floors of a building. This arrangement restricts access for people with disabilities, the elderly and those with young children. Therefore, it is important that proposals to develop new practices or redevelop existing practices, allow for the access and treatment of patients at ground level. In cases of exceptional and urgent need, temporary planning permission may be granted for the use of upper floors as surgeries on the understanding that at least one surgery is provided on the ground floor as quickly as is practical.

## 11.6 Cemetery Provision

### Policy C9: Cemetery Provision

Consideration will be given to the provision of additional cemetery and woodland burial facilities where there is an identified need, subject to:

1. Appropriate protection of nature conservation value and preservation of features which contribute towards area of special character interest;
2. Appropriate ground conditions; and
3. Good accessibility.

The following site has been safeguarded for cemetery use:

Land off Barnhurst Lane, adj.  
Aldersley School

11.6.1 The Council has identified an urgent need for more cemetery and woodland burial sites to meet Wolverhampton's needs beyond 2003. A number of potential sites have been identified to meet this need, which are of an appropriate size and location and have suitable ground conditions for such use. Part of one of these sites falls within the City Boundary and is shown on the Proposals Map. If it is necessary to identify further sites during the Plan period, they will be assessed against criteria in Policy C9 and other UDP policies.



**CHAPTER 12: OPEN SPACE, SPORT AND RECREATION**

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**12.1 Introduction**

12.1.1 Open space, sport and recreation facilities make an important contribution to the health and wider quality of life of residents and visitors to Wolverhampton and also help to create a vibrant economy. The Council aims to ensure that a wide range of open space, sport and recreation opportunities are provided within easy reach of all residents, given resource constraints. As part of the creation of a Green and Healthy City and a Caring City, the Wolverhampton Community Plan aims to:

- promote access to and uptake of recreational and sporting activities for everyone, regardless of age or disability;
- work towards providing 2.6 hectares of recreational open space for every 1,000 residents by 2010, through maximising the potential to create well-designed open spaces in areas with little open space and as part of major new developments;
- safeguard and improve parks, playing fields, allotments, natural green space and children’s play areas;
- create more and better places for children to play safely;
- open a new “state of the art” leisure complex in the City by 2005.

12.1.2 There are a variety of built facilities for sport and recreation in the City, including swimming pools, sports centres, gymnasiums, indoor tennis courts and community centres, as well as larger stadium facilities at Dunstall Park Racecourse, the Molineux Football Ground and Monmore Green Stadium. The Council, through its Sport and Recreation Strategy, seeks to provide new and improve existing sports facilities, particularly in areas of greatest deficiency, to ensure that all local people have the opportunity to participate in a wide range of sports activities, at different levels.

12.1.3 The quality of the urban environment and its appeal to residents and visitors, is to a large extent dependent upon a

network of quality open spaces. Open space gives people of all ages the opportunity to relax, socialise, keep fit, play and learn about nature and can also provide important habitats for wildlife (see Chapter 7: Nature Conservation). Wolverhampton is a highly urbanised, industrial area, with limited areas of green open space. The majority of open spaces in Wolverhampton are owned and managed by the Council, but there are also a number of privately-owned open spaces in the City, which are of value to local communities. Open space is often under pressure from a variety of users and demand for development land. It is important to strike a balance between providing land for important urban regeneration activities and maintaining a network of quality open spaces.

12.1.4 Open space is of value if it fulfils one or more of the following functions:

- Providing formal or informal areas or facilities for sport and recreation;
- Providing areas for children’s play;
- Providing allotment gardens;
- Contributing towards visual amenity or landscape value;
- Contributing towards historic value;
- Providing a place for holding community events;
- Contributing towards nature conservation;
- Urban forest;
- Forming part of the existing or proposed greenway network;
- Acting as a buffer between incompatible uses;
- Defining community boundaries;
- Redressing or avoiding a deficiency of open space.

12.1.5 Open spaces which are neglected, inaccessible or small may still have a function if they provide openness in an area of deficiency (see Policy R2) and could be enhanced in the future. Recreational open space, which is readily accessible to the general public, is of particular value to local communities and can fulfil a wide range of functions.

12.1.6 The vast majority of open space is shown on the Proposals Map, categorised as Recreational Open Space, Private Sports Grounds, Historic Parks and Gardens, nature conservation sites (SINCs, SLINCs and LNRs) and Greenways. For simplicity, canal corridors and school playing fields are not shown. However, the Policies in this Chapter apply to any area of open space which fulfils one of the listed functions, whether or not it is shown on the Proposals Map, including new open spaces created over the Plan period. This includes some green spaces, such as those along the Black Country Route, which are not usable for recreational purposes but are of value for their function as buffer zones or attractive landscaped areas.

**12.2 Open Space, Sport and Recreation Standards**

**Policy R1: Local Standards for Open Space, Sport and Recreation Facilities (Part I)**

**The Council will carry out assessments of the existing and future needs of Wolverhampton communities for different types of open space, sport and recreation facilities. These assessments will be used to set local standards for different types of provision, in terms of quantity, quality and accessibility. Audits will be undertaken to define areas of deficit or surplus in relation to these standards. Community safety and crime reduction will be an important concern in any assessment.**

**The Council will seek to ensure that open space, sport and recreation standards are met, both across the City and at a local level, by:**

- **Resisting the loss of open space, sport and recreation facilities required to meet local needs;**
- **improving the provision, quality and accessibility of such facilities, where resources allow, and encouraging their appropriate management;**
- **Ensuring that new developments meet their own open space, sport and recreation needs;**

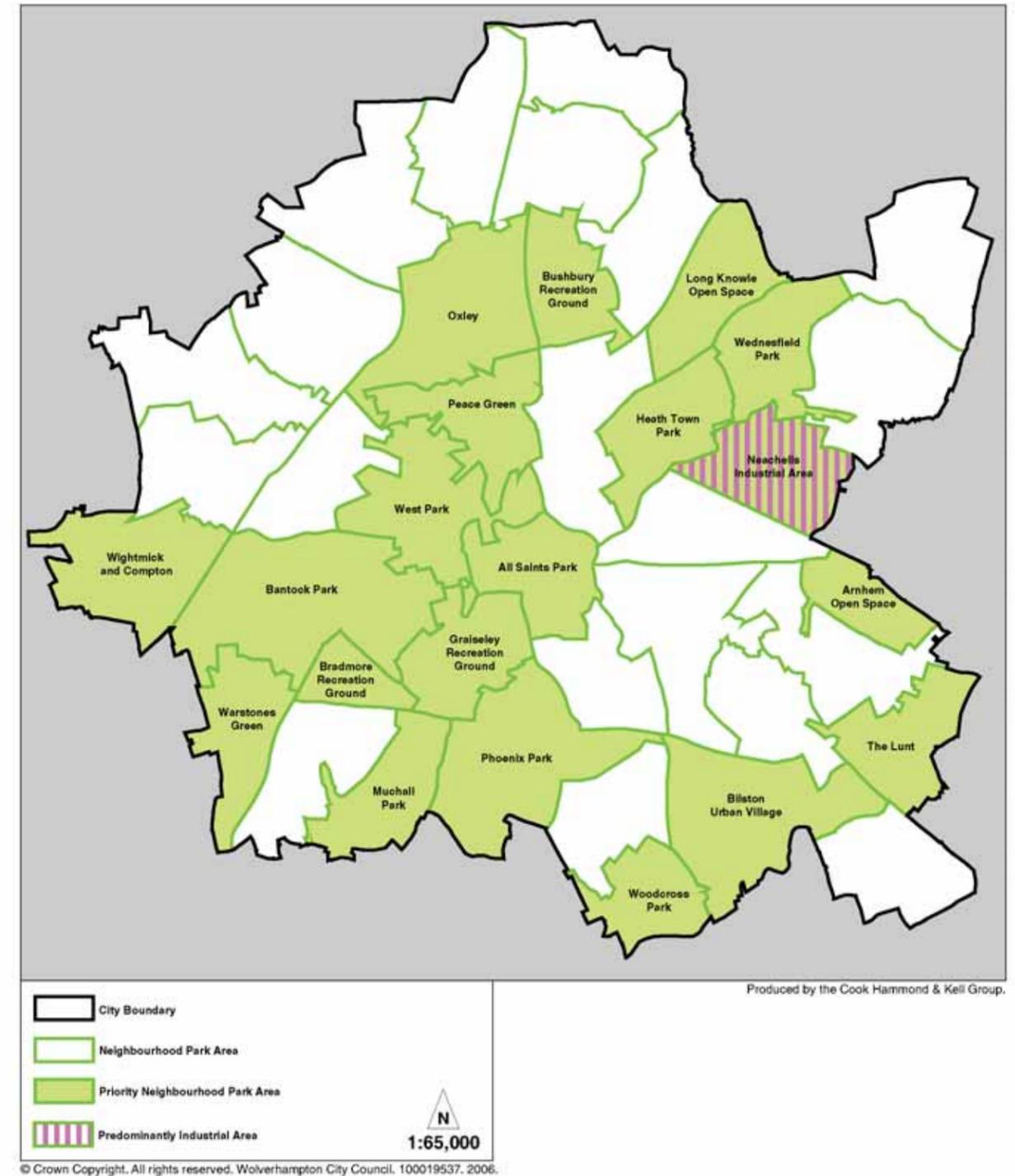
**• Ensuring that links are provided between adjacent open spaces.**

12.2.1 Revised PPG17 on Open Space, Sport and Recreation (July 2002) requires Local Authorities to set robust local standards for open space, sports and recreational facilities in their areas, based on assessments of need and audits of existing facilities. It is recommended that these standards should be included in Local Plans. There has not yet been time to carry out a full assessment of needs in Wolverhampton, although a sports pitch assessment is currently underway. In the interim, the Council has adopted a range of definitions and minimum standards for provision of important types of recreational open space and sport and recreation facilities, set out in Table 12.1, which reflect both national guidance and local circumstances. These standards will be amended in the light of future needs assessments and audits and the new standards will be published in a Supplementary Planning Document. The Wolverhampton Sport and Recreation Strategy and the Wolverhampton Parks and Green Spaces Strategy, which are regularly reviewed and subject to community consultation, set out how the Council aims to improve provision and work towards meeting standards.

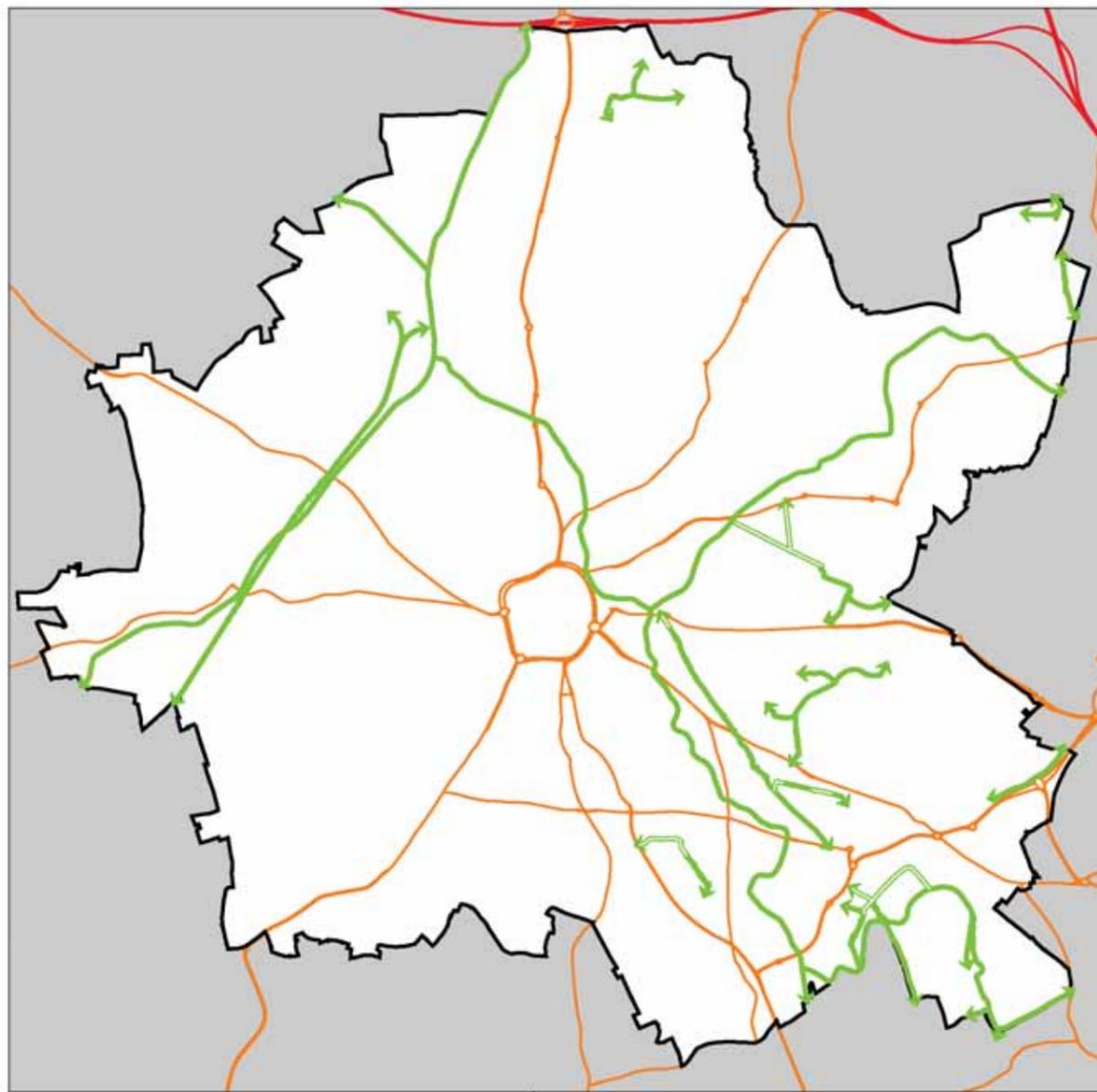
Table 12.1 Wolverhampton Open Space, Sport and Recreation Standards (Interim)

<p>The following minimum standards will be applied to the provision of open space, sport and recreation provision in Wolverhampton, until up-to-date assessments of need for different types of provision have been completed. The standards are based on guidance from the National Playing Fields Association, Sport England and English Nature. An area of open space may contribute towards the achievement of more than one standard.</p>	<p><b>Other Standards</b></p> <ul style="list-style-type: none"> <li>* A Neighbourhood Equipped Area for Play (NEAP) within each District Park &amp; the City Park;</li> <li>• Local Equipped Area for Play (LEAP) for every 1,000 residents, located within 400m walking distance of every home;</li> <li>• A multi-ball games area for every 2,000 residents;</li> <li>• An accessible natural green space within 400m walking distance of every home (see Policy N2);</li> <li>• 0.5 hectares of Local Nature Reserve for every 1,000 residents across the City as a whole (see Policy N4);</li> <li>• Parks and Public Open Spaces including appropriate facilities and evenly distributed across Wolverhampton,</li> </ul>
<p><b>Recreational Open Space</b></p> <p>2.6 hectares of recreational open space per 1,000 residents in each Neighbourhood Park Area. To include the following:</p> <ol style="list-style-type: none"> <li>1.2 hectares playing fields used for association football, rugby, hockey, cricket, lacrosse or American football, including those available through dual-use agreements and on private sports grounds;</li> <li>0.4 hectares outdoor playing space for non-pitch sports (bowling greens, tennis courts, athletics tracks, rounders pitches, synthetic courts and cycle tracks), including playing space available through dual-use agreements and on private sports grounds;</li> <li>0.2 hectares allotments;</li> <li>0.8 hectares of other accessible open space, including formal and informal outdoor playing space for children and accessible natural green space.</li> </ol>	<p><b>Definitions</b></p> <ol style="list-style-type: none"> <li><b>Recreational open space:</b> any area of open space, whether publicly or privately owned or dual-use, which is suitable for sport, children's play or any other formal or informal recreational use (including walking) and which is safely accessible to the public. This includes civic squares and canal corridors, but excludes cemeteries, historic parks and gardens and golf courses.</li> <li><b>Natural green space:</b> any area of open space or water which is of value for wildlife or geological features or is managed to improve that value (includes LNRs, SINC and SLINC).</li> </ol>

Map 12.1 Wolverhampton Park Areas



Map 12.2 Wolverhampton Greenway Network



Produced by the Cook Hammond & Kell Group.

City Boundary  
→ Existing Greenways  
- - - Proposed Greenways

N  
 1:65,000

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- 12.2.2 District Park and Neighbourhood Park Areas (see Map 12.1) have been adopted, which are based on minimum walking distances of 2.5 km and 400m respectively and take into account barriers such as main roads, canals and railway lines. These boundaries can be used to measure the degree of accessibility to facilities in different parts of Wolverhampton.
- 12.2.3 The accessibility of an open space, sport or recreation facility can also be determined by assessing the extent to which:
- it can be approached, entered and crossed safely and easily by pedestrians, including children, old people and the less mobile;
  - it can be used by right or tradition by the public;
  - any membership conditions governing use of the open space are inclusive and any charges made are affordable to the majority of potential users.
- 12.2.4 An audit of existing recreational open space has been carried out to identify current areas of deficiency in terms of the interim standards. Recreational open space which is outside the City boundary but within walking distance of Wolverhampton residents has been included as part of this assessment. Currently, every 1,000 Wolverhampton residents have access to 3.6 hectares of recreational open space, above the standard of 2.6 hectares. However, this total includes only 0.6 ha of accessible playing fields and other outdoor playing space (40% of the 1.6 ha standard) and 0.16 ha of allotments (compared with a standard of 0.2 ha). The Wolverhampton definition of recreational open space also includes natural green space (see also Policy N2) and canal corridors, whereas the standard of 2.6 ha, taken from NPFA guidelines, is designed to be applied to playing space only. A full needs assessment may, therefore, result in increases to some of these standards. Open space is also unevenly distributed between Neighbourhood Park Areas and varies in terms of quality, accessibility and function from area to area.

- 12.2.5 Allotments are an important part of the open space network, giving plot holders opportunities for outdoor activity and food production and providing an important wildlife habitat. Wolverhampton currently falls below the standard of 0.2 hectares per 1,000 residents set by the Thorpe Report of 1969 (Report of Departmental Committee of Inquiry into Allotments), by 8.5 hectares. Some Neighbourhood Park Areas have no allotments at all. The Council has a statutory duty to provide allotments, although in recent years there has been a decline in their use. All existing allotments, both publicly and privately-owned, are shown on the Proposals Map.
- 12.2.6 Allotments, and land where the last known use was for allotments, will continue to be strongly protected, taking into account local need and use, and enhanced, where resources and local amenity allow, in accordance with the Council's Allotment Development Plan. Statutory sites (freehold land originally purchased or appropriated for use as allotments) cannot be taken out of allotment use unless the land is no longer needed for the purpose of allotments. In such cases, Government approval is needed and all proceeds must be used to enhance allotment provision.
- 12.2.7 The Council will continue to protect and maintain children's play areas, and will enhance and create new play areas, where resources allow, in accordance with the Council's Play Area Development Plan and taking account of local need and amenity. Current standards of provision for children's play areas, including multi-ball games areas, are set out in table 12.1 and the Wolverhampton Parks and Green Spaces Strategy. It is the Council's aim that no child should have to walk more than 400m from home to reach an equipped play area and, to this end, will seek to ensure that new provision is located in areas where there is a deficiency. To reduce the possibility of noise and disturbance, it is considered prudent to preserve a buffer between children's play areas and residential areas or roads.

**Policy R2: Open Space, Sport and Recreation Priority Areas**

Areas which fall below any of Wolverhampton's current adopted open space, sport and recreation standards will be treated as priority areas for protection, enhancement and new provision.

12.2.8 There are limited resources available for the provision and maintenance of open space, sport and recreation facilities in Wolverhampton. It is important to target these resources on priority areas, which fall below standards in terms of quantity, quality or accessibility. The size of area used will vary depending on the catchment area of the particular type of facility concerned. Current priority Neighbourhood Park Areas in terms of the two major interim standards are listed below and shown on Map 12.1. Neachells Industrial Area is not included, as it is an industrial area. New priority areas will be defined in a Supplementary Planning Document following the completion of needs assessments and the setting of new standards.

**Less than 2.6 ha recreational open space per 1,000 residents:**

- Bushbury Recreation Ground
- Graiseley Recreation Ground
- Long Knowle Open Space
- All Saints Park
- Arnhem Open Space
- Phoenix Park
- Oxley
- Woodcross Park
- Bradmore Recreation Ground
- Muchall Park
- Warstones Green
- Bantock Park
- Peace Green
- West Park
- Heath Town Park
- Wednesfield Park

No Neighbourhood Park:  
Oxley  
Bilston Urban Village  
Wightwick and Compton  
The Lunt

12.2.9 There is usually little potential to create new open space, sport and recreation facilities in priority areas, except via new developments (see Policy R7), so it is often more appropriate to improve the quality and accessibility of existing facilities, increase the range of facilities available or bring private facilities into public use through dual-use agreements (see Policy R8). Ensuring people feel safe to use facilities can also make them more valuable and effective. This is being addressed through the Council's Crime Prevention Strategy for Parks and Open Spaces and design policies (see Policy D10).

**12.3 Protection of Open Space, Sport and Recreation Facilities**

**Policy R3: Protection of Open Space, Sport and Recreation Facilities**

Until appropriate needs assessments have been completed, development which would result in the loss of any part of an open space, sport or recreation facility, will not be permitted, unless:

1. It is for a recreational or community use in keeping with the functions of the facility; or
  2. A satisfactory exchange of land can be secured which would maintain or improve the value of the facility to the local community and is supported by the results of community consultation.
- Given the availability of an appropriate needs assessment, development which would result in the loss of any part of an open space, sport or recreation facility will only be permitted if (1) or (2) apply, or if:
3. The needs assessment clearly demonstrates that the facility is

surplus to requirements in terms of its existing and potential value to the community, including not only in its existing or last use but also for all the other functions which open space can perform; or

4. The needs assessment clearly demonstrates that the facility is surplus to requirements for its [existing use and the proposed development would include the provision of another type of open space or sports or recreation facility for which there is an identified deficit.

In cases where permission is granted for the redevelopment of an open space, sport or recreation facility that has not been shown to be surplus to requirements, compensatory provision will be required, which should:

- a) Involve the creation or enhancement of open space, sport or recreation facilities within a reasonable distance of the facility to be lost (depending on its function);
- b) Be of equal or greater value to the local community, in terms of quantity, quality and accessibility, to that lost;
- c) Be operational within one year of the existing facility being lost; and
- d) Contribute towards the achievement of the current Wolverhampton open space, sport and recreation standards.

Appropriate compensatory provision will be determined in consultation with Sport England and other relevant bodies and will be secured through the use of conditions, planning obligations or management agreements, where appropriate.

12.3.1 Once developed, open space, sport and recreation facilities are likely to be lost to the local community permanently. Therefore, development which would reduce the size or value of any open space, sport or recreation facility will be strongly resisted, particularly in the absence of any up-to-date assessment of need. A needs assessment must be produced which demonstrates that the facility is surplus to requirements for its current or most recent use, and also demonstrates that the site is surplus for

all other open space functions, unless the proposal includes the provision of an open space, sport or recreation facility for which there is an identified deficit. In exceptional circumstances where permission is granted for the loss of a facility that has not been shown to be surplus to requirements, some form of compensatory provision which is of at least the same value to the local community will be required. In most cases some form of community consultation will be required to establish local views about the value of the facility to be lost and the acceptability of any compensatory provision.

12.3.2 Where it is considered that facilities have been deliberately abandoned in order to justify redevelopment for other uses, compensatory provision of the same value as the original facility will be required. Where open space is to be lost, in most cases it will be preferable to use contributions to improve the quality of existing open space and facilities than to provide new open space. Policies in this Chapter and Chapter 7: Nature Conservation give details of extra levels of protection and compensatory requirements related to specific types of open space and facilities.

12.3.3 However, opportunities should be taken to relocate open space, sport and recreation facilities to more appropriate or accessible locations, providing the new facility is at least equivalent, in terms of size and quality and accessibility, to that lost. Such land swaps are particularly desirable where they will bring previously-developed sites where other forms of development are precluded (e.g. because of contamination) back into productive use.

12.3.4 There are a number of open spaces, listed below, which are of very limited recreational value, for example, due to their location or size. Protected open space status has been removed from these sites so that their potential to meet other social and economic objectives identified in the Plan can be realised.

However, in all such cases, an appropriate proportion of the proceeds from the sale or development of the land will be retained to enhance or create recreational open space and facilities in the surrounding area.

**Recreational Open Spaces to be Reallocated**

Goldthorn Hill Allotments - 0.17 ha (H9)  
Rolls Royce Playing Fields (excluding bowling green) - 2.5 ha (B3.26)

**Recreational Open Space Identified for Land Swap**

Thompson Avenue Open Space (H3)  
Open Space within Bilston Urban Village (SRA)

**12.4 Development Adjacent to Open Spaces**

**Policy R4: Development Adjacent to Open Spaces**

Development proposals for sites adjacent to open spaces will not be permitted if:

- The proposed use is incompatible with the functions of the open space; or
- The functions of the open space will suffer unduly from encroachment.

Residential development adjacent to open spaces will be expected to incorporate an appropriate level of overlooking to improve the security of the open space.

Development adjacent to any of the following key open spaces will be expected to incorporate opportunities to improve access to the open space and open up views across it:

1. Bradmore Recreation Ground (Neighbourhood Park)
2. Bushbury Memorial Recreation Ground (Neighbourhood Park)
3. Brickheath Road Open Space (Neighbourhood Park)
4. Wednesfield Park (Neighbourhood Park)
5. Springvale Park (Neighbourhood Park)
6. Coronation Park (Neighbourhood Park)
7. Grassy Lane Open Space (Long Knowle Playing Fields Neighbourhood Park Area)
8. Cedar Grove Open Space (Moseley Playing Fields Neighbourhood Park Area)

12.4.1 The character and function of open spaces can be harmed by insensitive development on adjacent sites. However, if such development is sensitively designed it can help to improve the accessibility, appearance and security of the open space, as set out in Policy R4. There are certain parks and open spaces, listed in Policy R4, which are surrounded by development and whose use is restricted by a lack of access points and open vistas, which would improve safety and amenity.

**12.5 Sports Grounds**

**Policy R5: Sports Grounds**

Any development which would result in the loss of all or part of a sports ground will not be permitted, unless:

- ▮ The proposed development is ancillary to the principal use of the site and will not adversely affect use of any playing pitches; or
- ▮ The proposed development is for an indoor or outdoor sports facility which would be of sufficient benefit to the development of sport to outweigh the loss;

or

- ▮ It can be clearly demonstrated, with reference to an up-to-date needs assessment, that the existing provision is no longer required to meet local demand and the site has no special significance to the interests of sport. The assessment should show that the sports ground is surplus to requirements not only for its existing use but also for all other possible open space functions;

Except in cases where the sports ground has been shown to be surplus to requirements for all open space purposes, a replacement facility of at least equivalent area and quality will be required. The replacement facility will need to be provided prior to the commencement of development unless there are exceptional circumstances, in which case the replacement facility will be required

within not more than 1 year of the commencement of the development.

Where school playing fields are declared surplus to educational requirements, their future use will be determined with reference to the following sequential approach:

1. If the site is located in a priority area, in terms of open space or playing fields standards, the playing fields should be retained in an outdoor recreational use and made available to the public;
2. Where the site is not suitable for public use or a beneficial reconfiguration of land uses can be achieved, development for other uses will only be permitted if relocation of the playing fields in full to an alternative location within the local area can be secured;
3. If a suitable relocation site is not available or where there is an identified surplus of recreational open space and playing fields in the local area, development for other uses will only be permitted if contributions towards the provision or enhancement of alternative sport or recreation facilities of an equivalent value to the local community can be secured.

12.5.1 Playing fields are outdoor areas for formal sporting purposes which accommodate one or more playing pitches and other land which allows for proper use of the pitches. A playing pitch is defined as an area of 0.4 ha or more which is used for formal sports such as football, rugby, cricket and hockey. Sport England must be consulted on any planning application for development which will affect a playing field. Where a playing field is Council-owned or has been used by an educational institution at any time in the last five years and Sport England objects to its loss, the Secretary of State must be notified before planning permission can be granted.

12.5.2 The definition of sports grounds used for the purposes of Policy R5 includes playing fields and outdoor playing space for non-pitch sports as defined in Table 12.1, but also pitch-and-putt, putting and golf courses and stadia (although these do not contribute towards standards set out in Table 12.1). All sports grounds, whether belonging to schools or controlled by public, private or voluntary bodies, are of special significance for their existing and potential recreational value, their contribution to the green open space of Wolverhampton and their ability to contribute towards the regeneration of inner urban areas.

12.5.3 As mentioned above, there are currently only 0.6 hectares of accessible playing fields and other outdoor playing space for every 1,000 residents in Wolverhampton, well below the minimum standard of 1.6 hectares. This provision varies across the City in terms of quantity and quality. A detailed audit and assessment of the extent to which this provision is able to meet the long term needs of local communities, given the growing demand for recreational land in the wider community, is currently being carried out. It is unlikely that enough new playing fields can be created in the future to reach the standard. However, there is potential to bring the large number of playing fields currently used solely by educational institutions into some form of public use via dual-use agreements (see Policy R8). Therefore a target of 0.8 hectares per 1,000 residents across the City is considered to be realistic within the Plan period.

12.5.4 Existing sports grounds, both public and private, will continue to be strongly protected to ensure that they are not lost except in very special circumstances. In such circumstances the Council, in consultation with Sport England and with reference to the Wolverhampton Sport and Recreation Strategy, will determine appropriate compensation for any loss and decide the function and location of replacement sports pitches

and facilities. Permission will not be granted for development simply because playing fields have been allowed to fall out of use and become derelict.

12.5.5 A number of privately-owned sports grounds have been lost in recent years and those remaining are subject to intense development pressures. All known private sports grounds (including those which are publicly-owned but leased to private clubs) are identified on the Proposals Map. Fowler Street Bowling Green and Tudor Road Bowling Green are shown on the Proposals Map but have planning permission for redevelopment, subject to Section 106 agreements involving compensatory provision. The former Rolls Royce Playing Fields have also been relocated for employment use (see above).

12.5.6 In addition to the protection afforded by Policy R5, Section 77 of the School Standards and Frameworks Act 1998 requires local authorities and school governing bodies to obtain the prior consent of the Secretary of State before disposal or change of use of school playing fields. The Education (School Premises) Regulations 1999, produced by the DfEE, set out minimum standards for playing field provision at schools. Where a school is closed or school playing fields are declared surplus to educational requirements, a sequential approach will be taken to deciding the future use of any playing fields, as set out in Policy R5. The value of any dual-use facilities to the local community will also be taken into account.

**12.6 Greenways**

**Policy R6: The Greenway Network**

The Council will work with other agencies to extend and increase access to the Greenway network, enhance its value for recreation, education, sustainable transport and wildlife and realise its potential to facilitate regeneration.

Existing and proposed Greenways will be safeguarded from development that may prejudice their character or intended function.

Development adjacent to an existing or proposed Greenway will be expected to include provision for new or improved access to the Greenway.

12.6.1 Greenways are linear features of mostly open character, including footpaths, cycleways and bridleways, which act as wildlife corridors and attractive, safe off-road links between residential areas, open spaces, urban centres, leisure facilities and employment areas. They also give residents access to natural green space and the open countryside and provide opportunities for recreation. Greenways increase in value if they are linked to form a network which extends beyond the City boundary. The Wolverhampton Greenway network (see Map 12.2) includes the canal network, watercourses, disused railway lines and linear open spaces such as Valley Park.

12.6.2 Given the lack of open space in urban areas like Wolverhampton and the potential to contribute towards regeneration, the development of a comprehensive Greenway network is a priority in Wolverhampton. The Council and other agencies, including British Waterways, have already undertaken substantial work to enhance the network's value for recreation and wildlife and increase its continuity and extent, by making use of existing linear features, such as disused railway lines and canals. Further work will be undertaken over the lifetime of the Plan, including extensions to the network, shown as "Proposed Greenways".

12.6.3 Existing and proposed Greenways are protected from development which would narrow or sever them under Policy R6. Parts of the Greenway network are also given protection under Policy N5: Sites of Local Importance for Nature Conservation and Landscape Features of Value for Wildlife and Policy HE22: Canals.

**12.7 Open Space Requirements For New Development**

**Policy R7: Open Space Requirements for New Development**

All new development will be expected to include appropriate areas of good quality soft and hard landscaping and open space, commensurate with the scale of the development, designed to:

1. Improve the design and appearance of the development;
2. Provide amenity and recreational areas for residents, employees and visitors;
3. Contribute towards nature conservation and open space networks;
4. Remedy local deficiencies in the quantity or quality of open space, sport and recreational provision.

12.7.1 To maintain and improve the quality of life of people who work and live in Wolverhampton, it is important that all new developments include sufficient areas of quality open space and landscaping (see Policy D6). These green and open areas fulfil many functions, improving the appearance of the development, creating havens for wildlife and creating valuable amenity areas for residents and workers. Development proposals which do not include sufficient open space or landscaped areas will be refused. Specific open space requirements for housing developments are given in Policy H8 and Appendix 2, and those for employment sites are given in Policy B5.

**12.8 Dual-use of Open Space, Sport and Recreation Facilities**

**Policy R8: Dual-Use of Open Space, Sport and Recreation Facilities**

Dual-use of sports grounds and other sport and recreation facilities provided at places of education or on privately-owned land will be encouraged, where this will not harm local amenity or highway safety.

12.8.1 The provision of new open space, sport and recreation facilities is not always feasible but, in some cases, increasing public access to existing facilities can help to meet local needs. The Council are seeking to work with commercial operators to make private sports facilities more accessible to the public and are encouraging greater dual-use of school facilities through a Strategy for Community Use of School Facilities.

**12.9 New Open Space, Sport and Recreation Facilities**

**Policy R9: New Open Space, Sport and Recreation Facilities**

New open space, sport and recreation facilities will be permitted subject to:

1. Accessibility by a choice of means of transport;
2. Compatibility with nearby uses;
3. Compatibility with other UDP policies, particularly regarding loss of existing / allocated residential or employment land and the role of centres;
4. Compatibility with the aims and objectives of the current Parks and Green Spaces Strategy / Sport and Recreation Strategy.

Open Space Creation Sites are shown on the Proposals Map.

New and adapted open space, sport and recreation facilities should be designed to be physically accessible for all users, especially families with children, elderly people and people with disabilities.

12.9.1 The Council's Sport and Recreation Strategy stresses the need to develop new sports and recreation facilities in a sustainable and equitable way. To achieve this, it is important that core sports and recreation facilities are located within easy reach of local communities by a variety of types of transport. Special consideration should also be given to the

social role of leisure facilities in regeneration and increasing access to such facilities for ethnic minorities, women, people with disabilities and older people. Policies in the Design Chapter will be relevant to the design of new open spaces and facilities.

- 12.9.2 Major sport and recreation developments which attract large numbers of visits, such as large leisure centres or football stadia, should be located in highly accessible locations within or immediately adjacent to Wolverhampton City Centre, Bilston Town Centre, Wednesfield Village Centre or any District Centre. Such proposals will be subject to Policies SH1, SH3 and AM6. Planning permission will not be granted for such development on a site outside a centre if this would undermine the role of the centre. Where sport and recreation facilities designed to serve the day-to-day needs of local people will attract people from a wider catchment, they should be located where they will be well served by public transport.
- 12.9.3 The Council is pursuing the creation of a new playing fields site at the corner of Major St and Dixon St (in exchange for the release of Thompson Avenue Open Space for housing) and a major new open space at Bentley Bridge (subject to remediation works). These sites are shown on the Proposals Map as Open Space Creation Sites. If on detailed investigation the exchange of land to facilitate housing development at Thompson Avenue is demonstrated to not be feasible, the land at Major Street / Dixon Street designated as an Open Space Creation Site would be expected to remain in its existing use or to be used for other purposes which would accord with the policies of the UDP.
- 12.9.4 Sport and recreation facilities which have a negative effect on their surroundings, through generation of traffic and noise and light pollution, should be sensitively sited and designed, with measures undertaken to reduce any negative impacts to acceptable levels.

**Policy R10: Floodlighting and Synthetic Turf Pitches**

The installation of floodlighting at sports facilities and the provision of synthetic turf pitches and multi-use games areas will be supported, providing these facilities are located and designed so as to avoid harm to residential amenity.

- 12.9.5 Synthetic turf pitches and their smaller counterparts, multi-ball games areas, make a valuable contribution to participation in sport, especially where there are a limited number of natural turf pitches available. Hard surfacing can accommodate higher levels of use and the introduction of floodlighting allows extended periods of activity. However, because of this intensive use, particular care must be taken in the design and location of such facilities to minimise light and noise pollution and other nuisances. Policies EP4 and EP5 detail controls on light and noise pollution caused by new developments. Also, the benefits of such provision should be balanced against the amenity effects of any resulting loss of existing green recreational open space.



**CHAPTER 13: HOUSING**

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**13.1 Introduction**

- 13.1.1 As part of the creation of a City of Communities and Neighbourhoods, a Caring City and a Wealth Creating City, the Wolverhampton Community Plan aims to:
- Provide a range of housing that meets people’s needs, including affordable housing;
  - Improve neighbourhoods as places to live and reduce the worst differences between the least well-off neighbourhoods and the rest of the City in terms of quality of housing and environment;
  - Improve the condition of poor housing and replace older and unpopular housing;
  - Reduce the number of empty properties across the City;
  - Develop a range of accommodation choices for younger and older people and people with disabilities to enable them to live more independently.
- 13.1.2 The Policies in this Chapter set out the ways that the UDP can help to meet these aims.

**13.2 Meeting Housing Needs**

**Policy H1: Housing (Part I)**

**The Council will seek to:**

- 1. Maintain existing residential populations in the City and, where appropriate, increase levels, particularly within inner urban areas;**
- 2. Improve the condition and use of the existing housing stock;**
- 3. Identify sufficient land and buildings to provide for the housing needs and aspirations of the whole community and meet Regional Spatial Strategy targets;**
- 4. Locate as much new housing as possible on appropriate previously-developed sites within the urban area, particularly at places with good public transport accessibility, where high densities will be promoted;**

**5. Ensure that new housing is developed to a high standard of design and provides appropriate services to meet the needs of new residents and the wider community.**

- 13.2.1 In order to meet regeneration objectives and create a balanced, sustainable urban community, it is important to retain and attract a variety of people to live and work in Wolverhampton. This can only be achieved if the City’s existing and future residents have access to a high quality housing stock that meets their varied needs and aspirations, set within an attractive residential environment. Therefore, making the best use of the existing housing stock and providing sufficient land for a variety of new housing is one of the key objectives of the UDP. The Wolverhampton Housing Needs Survey (2002 and updated in 2004) provides a detailed assessment of the varied needs which must be met, in particular the need for affordable housing.
- 13.2.2 Planning Policy Guidance Note 3 provides the national planning policy context for housing issues. The Regional Spatial Strategy for the West Midlands (RPG11), adopted in June 2004, sets out specific housing requirements for Wolverhampton for the period up to 2011, which is covered by this UDP, and for the period 2011 - 2021. In the past, it has been possible to meet most of Wolverhampton’s housing requirements by re-using previously developed land. In the light of strengthened national policy and the continued need to protect green spaces within and around the urban area (see Chapter 12: Open Space, Sport and Recreation), this will continue to form an important UDP objective. A comprehensive Urban Housing Capacity Study, which forms a background paper to the UDP, has proved that there is sufficient suitable previously-developed land available within the urban area to meet the RPG11 (June 2004) housing requirement without any significant release of greenfield land.

**Policy H2: Housing Land Provision (Part I)**

**In order to meet established housing needs, sites will be made available to provide 5,026 new dwellings over the period 2004-2011, through completion of committed sites and granting permission for housing on allocated sites and other suitable land and buildings within the urban area. Such provision will be subject to monitoring and review.**

- 13.2.3 RPG11 (June 2004) requires that sufficient land and buildings be made available in Wolverhampton to provide 5,000 new dwellings over the period 2001-2011. This target has been increased to 6,196 to take account of an anticipated 1,196 extra demolitions on housing renewal sites over the remaining RPG11 period. Table 13.1 shows Wolverhampton’s progress towards meeting this target as of April 2004 and how it is likely that the remaining allocation will be met over the period 2004-2011. A detailed explanation of the figures included in this Table can be found in the Housing Background Paper (April 2002), update (March 2004) and the proceedings of the UDP Inquiry.
- 13.2.4 There were 1,170 completions over the period 2001-2004, leaving 5,026 dwellings to be completed over the remaining 7 years of the Plan, or 718 every year. Given the number of dwellings likely to be completed on committed sites, there is a need to find sites to accommodate a further 2,747 dwellings over the remaining RPG11 period. This target will be met through a combination of housing allocations, replacement dwellings on housing renewal sites and windfall sites which meet the criteria listed in Policy H3. Supply is likely to be 3,159 units, incorporating a flexibility allowance of 412 units to buffer against unforeseen circumstances.

13.2.5 It is recognised that the UDP does not meet the requirements of the Ministerial statement of 17 July 2003 that provision should be made for at least 10 years’ potential supply of housing from the UDP adoption date. Therefore, a Site Allocation Development Plan Document, which will extend housing land supply up to 2016 in accordance with the requirements of Table 1 of RPG11, will be prepared as a matter of urgency. The Local Development Scheme currently programmes this work to commence in 2006, concluding with adoption in 2008.

**Table 13.1 Housing Land Supply**

RPG11 Allocation	5,000
Increase in demolitions_	1,196%
<b>Requirement 2001 - 2011</b>	<b>6,196</b>
Completions and Conversions (2001-2004)	1,170
Under Construction at April 2004	710
Commitments at April 2004 <sup>2,3</sup>	1,569
<b>Supply 2001-2004</b>	<b>3,449</b>
<b>Remaining Requirement 2004 - 2011</b>	<b>2,747</b>
<b>Supply 2004-2011: Identified Sites</b>	
Housing Allocations <sup>a</sup>	1,418
Housing Renewal Sites <sup>2</sup>	234
<b>Supply 2004-2011: Unidentified Sites</b>	<b>1,507</b>
<b>Total Likely Supply 2004-2011</b>	<b>3,159</b>
Flexibility Allowance	412 (15%)

1 Demolitions anticipated over and above RPG11(2004) allowance  
 2 10% discount applied  
 3 Includes 400 of the 1,300 units committed on Bilston Urban Village (before discount)  
 a 20% discount applied

**13.3 Housing Site Assessment Criteria**

**Policy H3: Housing Site Assessment Criteria**

The following criteria will be used to:

- Select and review housing allocations; and
- Decide if and when to release other sites emerging over the Plan period for housing.

All proposed housing sites must be considered against the following suitability criteria:

1. Compatibility with other Plan policies, including the protection of the City's environmental, nature conservation, historic and recreational assets;
2. Protection of the amenity of existing and future residents;
3. Compatibility of housing with the existing adjacent uses;
4. Protection of the character and amenity of the surrounding local area;
5. Consideration of physical constraints, including contamination and flood risk, and the ability of the proposal to reduce such constraints to an acceptable level;
6. The capacity of existing and potential infrastructure, both physical and social, to accommodate new housing;
7. The accessibility of the site by public transport, cycling or walking or the ability of the proposal to sufficiently enhance such provision.

The following sites will be given priority for housing development:

- a) Sites which maximise the use of previously developed land and buildings;
- b) Vacant sites not allocated or required for another use;
- c) Sites currently in another use which is proven to be no longer necessary or viable;
- d) Sites close to Strategic Regeneration Corridors / other main transport corridors, with good public transport access to local services and jobs, which help minimise the need to travel and maximise opportunities

- for high density housing;
- e) Sites which maximise the contribution housing can make to urban regeneration objectives, including the development of urban villages and the promotion of housing in city and town centres;
- f) Existing unpopular housing areas which are suitable for housing renewal;
- g) Sites which maximise opportunities for mixed use schemes;
- h) Sites which contribute towards providing a sufficient range of dwellings in Wolverhampton as a whole to help meet local housing needs, in terms of location and/or housing type and affordability.

13.3.1 Guidance from both the Government and the Regional Planning Authority directs local authorities to adopt a systematic approach to identifying housing sites and assessing their potential for development, in order to allocate sites which are both sustainable and promote urban renaissance. The Council has adopted an approach which:

1. identifies sites potentially suitable for housing, given environmental, amenity and other policy considerations;
2. prioritises sites for release.

13.3.2 This approach will be used to review housing allocations and assess windfall proposals, in accordance with plan, monitor and manage.

**Suitability Criteria**

13.3.3 Policies in other Chapters of the Plan specify how development which may have an adverse effect on valuable environmental assets, such as recreational open space, nature conservation areas and historic buildings, should be controlled. Policies in the Environmental Protection Chapter detail how physical constraints such as flood plains and contaminated land should be considered through the development process. Policy H9 specifies the

contribution that residential developments should make towards the provision of open space, sport and recreation facilities. On larger housing developments, contributions may also be sought to offset the increased demands on local community and education facilities. In most cases poor accessibility will not preclude residential development but will limit acceptable densities. For larger schemes a transport assessment may be required in accordance with Policy AM6.

13.3.4 Employment and housing uses have traditionally existed cheek by jowl in Wolverhampton, which has given rise to poor quality residential environments. However, in order to promote easy accessibility to job opportunities from home, the Council encourages development of mixed use areas, including employment categories that would not be detrimental to residential amenities. It also recognises that in some cases it is possible to create sustainable residential development on sites adjacent to existing employment areas, through careful consideration of design and layout and the use of mitigation measures. However, some employment activities create levels and types of traffic generation, noise, odour and vibration that would have serious adverse effects upon residential amenity (see policies in the Environmental Protection Chapter). It is also important to ensure that residential development does not place constraints on legitimate employment activities and put their future viability in doubt.

13.3.5 Policies H6 and H7 provide more detailed criteria regarding the suitability of residential infill sites for housing, the conversion of buildings from non-residential to residential use and subdivision of existing dwellings. In all such cases, the potential effects of such development on the character and amenity of the local area, including that defined in Conservation Area Appraisals (see Policy HE3) and any local study of character and distinctiveness, will be a key consideration.

**Prioritisation Criteria**

13.3.6 It is expected that at least 99% of completions over the Plan period will take place on previously-developed land, in accordance with the target for Wolverhampton in the Regional Spatial Strategy. This will contribute towards meeting the West Midlands Region target of 76%. Almost all of the housing allocations put forward in the Plan make use of previously-developed land or buildings. To promote more sustainable patterns of development, new housing will be concentrated on sites within or close to City and Town Centres and public transport corridors and opportunities will be taken to bring underused buildings into residential use.

13.3.7 Changing economic patterns have led to the closure of some significant employment sites in Wolverhampton in recent years. While some of these sites have the potential to be reused for employment purposes, many are no longer suited to employment activities, due to the character of the surrounding area, or because they no longer meet the requirements of modern industry. A number of these sites have been removed from employment designations, where appropriate, and have been designated housing allocations. If other employment sites come up for redevelopment during the Plan period, their suitability for housing will be assessed against the criteria listed in H3 and policies in the Business and Industry Chapter. Regard will also be had to the current housing land availability and completions situation.

13.3.8 Land at Thompson Avenue is the only greenfield housing allocation. The site will only be released for housing subject to the creation of an equivalent area of public playing fields on former employment land at the corner of Major St and Dixon St (see 12.9.3). This land exchange will create a net improvement in open space, sport and recreation provision in the local area and bring a derelict brownfield site back into

productive use. A public consultation exercise has been carried out which supports the land exchange. If other open space sites are considered for redevelopment during the Plan period, their suitability for housing will be assessed against the criteria listed in H3 and policies in the Open Space, Sport and Recreation Chapter. Regard will also be had to the current housing land availability and completions situation and the availability of previously-developed land to meet housing targets, in preference to greenfield land of any kind.

buildings which are both suitable and available for housing use over the Plan period. A significant proportion of the sites have an adopted development brief or have planning permission subject to a S106 agreement. It is considered unlikely that it will be necessary to restrict the supply of housing land over the Plan period, although annual monitoring of housing land availability and completions will indicate if this is necessary. The site allocations will be reviewed and updated as the Plan is reviewed and rolled forward.

13.3.9 On the periphery of Wolverhampton there are open areas which predominantly lie within the West Midlands Metropolitan Green Belt. These areas fulfil the role of containing the urban area of the West Midlands and protecting the character of surrounding small settlements. In addition, they provide an important recreational resource for the City, which is deficient in recreational open space in overall terms. Therefore, these peripheral open areas are not considered appropriate locations for residential development (see Green Belt Review Background Paper).

13.4.2 For each site, a guide capacity has been identified based on either an outstanding planning application, an adopted development brief or an individually determined target figure which takes into account the constraints of the site and its proximity to major transport routes and services, in line with Government guidance. A minimum net density of 40 dwellings per hectare has been assumed (except where the character or constraints of the site dictate otherwise - see Policy H7). In most cases, especially in Wolverhampton City Centre, target densities are much higher.

13.4.3 Significant committed housing sites relied upon in Table 13.1 (excluding those under construction) are listed in Table 13.4. Among the key housing commitments and allocations are urban village proposals in the City Centre and Bilston Urban Village. These mixed use development areas will provide sustainable employment and leisure opportunities closely linked to new housing. In the case of mixed use developments there is an element of flexibility as to final housing numbers.

**13.4 Housing Allocations**

**Policy H4: Housing Allocations**

Housing allocations are sites, normally larger than 0.25 ha, which have been identified for residential use or mixed use development including residential. Ancillary uses such as health facilities, community centres and local shops may be integrated into the development of these sites but otherwise they should be reserved for housing and other identified uses.

13.4.1 Following the completion of the Urban Housing Capacity Study and the application of the criteria listed in Policy H3, a number of housing allocations are proposed, as listed in Table 13.2 and shown on the Proposals Map. These sites constitute a portfolio of land and

**Table 13.2 Housing Allocations**

Site Ref	Site Name	Size (ha)	Target Net Density (dwigs/ha)	Guide New Build Capacity	Guide Conversion Capacity	Affordable Housing Target	
						General Purpose	Special Needs
<b>Wolverhampton City Centre</b>							
CC9 (iii)	Worcester St / Church St / Temple St, St John's Urban Village	0.43	93	40	0	20%	-
CC11 (i)	Royal Hospital / Bus Garage, All Saints / Royal Hospital Area	10.51 <sup>a</sup>	50	140 *	0	20%	-
CC11 (ii)	Gordon St / Granville St, All Saints / Royal Hospital Area	1.12	54	60	0	20%	-
CC12 (I)	Springfield Brewery, Canalside Quarter	4.79 <sup>a</sup>	Na	240	0	20%	-
CC12 (ii)	Land at Grimstone St / Culwell St, Canalside Quarter	0.79	82	65	0	20%	-
CC12 (vi)	The Old Steam Mill, Corn Hill, Canalside Quarter	0.24	167	0	40	20%	-
<b>Sub-total</b>				<b>405</b>	<b>40</b>		
MU1	Fmr Chubb Site, Wednesfield Road (residential, employment and community uses)	5.14 <sup>a</sup>	50	120	0	25%	-
MU2	Factory rear of Fifth Avenue / Humphries Road, Low Hill (residential and community uses)	3.11 <sup>a</sup>	40	100	0	25%	-
MU3	Former Tettenhall Library, Regis Road (residential, business and/or community uses)	0.24 <sup>a</sup>	Na	5	10	Na	Na
H1	Ward St Gas Works, Maxxiom, Ward St and Former Elm Energy Works, Ettingshall Road _ (residential, employment, open space and community uses)	16 <sup>a</sup>	40	380	0	To be decided	
H2	Craddock Street Industrial Estate, Craddock St / Gatis St, Whitmore Reans	3.68	3.68	145	0	25%	
H3	Land at Thompson Avenue, Parkfields <sup>2</sup>	3.06	40	120	-	25%	-

Site Ref	Site Name	Size (ha)	Target Net Density (dwigs/ha)	Guide New Build Capacity	Guide Conversion Capacity	Affordable Housing Target	
						General Purpose	Special Needs
H4	Dixon St Wharf / Rough Hills Works, D'Urberville Road	2.35	40	96	0	25%	-
H5	Fmr Bilston Girls School, Windsor St	2.61	45	69	26	-	-
H6	The Tap Works, Showell Rd, Low Hill	2.38	45	85	0	To be Decided	-
H7	Former Miza Pharmaceuticals, Pond Lane, Blakenhall	1.33	40	50	0	25%	-
H8	Fmr Farndale Junior School	0.76	40	30		25%	-
H9	Goldthorn Hill Pumping Station & Fmr Allotments	0.48	52	24	0	Na	Na
H10	Land at Cross St South / Park St South, Blakenhall	0.46	43	20	0	20	-
H11	Land at 380-398 Bilston Road, Ettingshall	0.27	67	18	0	Na	Na
H12	Land rear of 18-32 Turner Avenue, Woodcross	0.26	40	10	0	Na	Na
<b>Sub-total</b>				<b>1257</b>	<b>51</b>		
<b>TOTAL</b>				<b>1662</b>	<b>91</b>		

<sup>a</sup> Total size of mixed use site

\* The capacity of the Royal Hospital / Bus Garage site has been wholly discounted from the housing land supply calculations set out in Table 13.1, as it is unlikely to be completed within the Plan period. Therefore, the capacity of this site is not included in the Wolverhampton City Centre sub-total.

<sup>2</sup> Subject to the following:

- that potential exists for the land to the east of Ward St to be developed independently and in advance of the land to the west of Ward St, subject to the detail of proposal being in accordance with a Master Plan which is to be prepared for the whole of the allocation;
- that development is likely to require the provision of a buffer zone and other mitigation measures to protect the amenities of future residents from activities on the Reliance Trading Estate;
- that development will be required to positively address the Birmingham Canal;
- that development will be required to include replacement recreational open space for any such areas to be lost, as well as open space to meet the needs arising from new development;
- that development should retain the existing greenway link along the former railway cutting along the north east of the site;
- that known nature conservation interest on the site will be considered as part of development proposals. Compensatory provision for loss of habitat will be required.

<sup>2</sup> Subject to the provision of an equivalent area of public playing fields on land at the corner of Major St and Dixon St

**Table 13.3 Housing Renewal Sites**

Site Ref	Site Name	Size (ha)	Target Net Density (dwigs/ha)	Guide New Build Capacity	Guide Conversion Capacity	Affordable Housing Target	
						General Purpose	Special Needs
HR1	The Mayfield, Willenhall Road, Old Heath	3.14	36	45	0	18	- *
HR2	Bushbury Triangle (Stanley Road / Purcell Road / Bushbury Lane)	4.16	39	140	0	30%	-
HR3	Portobello Flats, New Street & South Street	1.50 <sup>a</sup>	50	75	0	30%	-
<b>TOTAL</b>				<b>260</b>	<b>0</b>		

\* 48 completed

**Table 13.4 4Significant Housing Sites (20 dwellings or more) with Planning Permission as of April 2004 (excluding sites under construction)**

Site Ref	Site Name	Size (ha)	Total Capacity
2741	Bilston Urban Village	39.74	1300 (400 by 2011)
MU4	Former GKN Site, Birmingham New Road / Taylor Road	8.12	277
2735	Raglan Street Area (City Centre)	5.65	183
2739	Former Royal Mail Site, Canalside Quarter	0.51	153
2738	Land Bounded By Worcester Street/School Street/ Little Brickiln Street (City Centre)	0.67	85
2603	70-101 Chetton Green Flats, Brinsford Road	1.03	54
2716	Clifton House and Land Corner of Merridale Road / Lord St	0.21	42
1670	Land At Bowker St / Willenhall Road	0.82	40
2575	Land Corner Of Mill St / Wolverhampton St, Bilston	0.59	40
2662	School Rd, Cnr Shaw Lane (Turner's Garage/ Garage Crt R/O School Rd)	0.43	36
2892	Land Adj Bushbury Arms PH, Showell Circus, Low Hill	0.46	36
2639	Land Cnr Tudor Rd / Station Rd	0.31	27
2891	8-14 Muchall Road, Penn	0.50	24
2704	Land At Rookery Street	0.23	23
2560	Riches St Garage, Riches Street	0.20	21
2591	Former Cumbria House, 83a/98 Goldthorn Hill	0.24	20
2877	Land and Building West of Merridale Lane	0.33	20

**Renewal**

Policy H5: Housing Renewal and Neighbourhood Renewal

Where there are areas of unpopular or unsustainable housing, the Council will use a variety of mechanisms to achieve housing renewal. In significant areas, strategies will be prepared to guide neighbourhood renewal, based on the following principles:

1. Maintaining and reusing existing land and buildings, where possible;
2. Working in partnership with the local community and private and public agencies to identify, target and promote renewal initiatives and co-ordinate action;
3. Ensuring a high quality of design through the preparation of development briefs, design frameworks and master plans, as appropriate;
4. Achieving high densities on suitably located sites, whilst ensuring that sufficient recreational open space and other important community facilities are provided to create a sustainable urban community;
5. Achieving a sustainable mix of market, affordable and special needs housing;
6. Taking account of the need to provide safe and secure neighbourhoods.

13.5.1 Meeting Wolverhampton's housing needs depends to a large extent on the continued survival and usefulness of the existing residential stock. The type and condition of the homes together with the quality of their immediate surroundings and accessibility of local facilities, jobs, training and leisure needs are important factors affecting quality of life. However, a proportion of the existing housing stock is in a poor state of repair and there are a large number of vacant properties. Local problems of low demand for social rented and low value private housing have been identified. The sustainability of certain areas of high and medium rise social accommodation is also in question. Such areas often coincide with pockets of social exclusion and multiple deprivation.

13.5.2 The Council, in partnership with other public and private sector bodies, has developed a range of approaches to make better use of the existing housing stock. These include an Empty Homes Initiative to reduce vacancy rates, renovation and conversion of existing Council units and environmental enhancement schemes to improve the residential environment. In some cases compulsory purchase procedures may be used to acquire vacant properties. The results of the Wolverhampton Housing Needs Survey, completed in 2002, updated in 2004, and any future further update will be an important consideration in determining future approaches to renewal of the existing housing stock as well as the type and affordability of new housing (see Policy H10).

13.5.3 Where existing housing has reached the end of its useful life and cannot be viably improved or converted, demolition and remodelling may be the best option. On some sites a combination of renovation and clearance may be pursued. Where a significant amount of housing renewal is planned the Council recognises the need to prepare strategies for neighbourhood renewal, through active engagement with the local community, which comprehensively tackle wider social, economic and physical problems, as well as housing issues, and act as a focus for public and private sector investment. Such strategies will be based on the principles set out in Policy H5 and objectives of the Neighbourhood Renewal Strategy, the Council's Housing Strategy and other relevant strategies.

13.5.4 Sites where housing renewal is currently taking place or is programmed are listed in Table 13.3 and shown on the Proposals Map. In addition, the All Saints and Blakenhall Community Development New Deal Area and Low Hill Action Plan areas have been identified as likely to give rise to a significant amount of housing renewal. Large-scale demolition programmes are already underway in

these areas, focusing on Blakenhall Gardens and Fourth and Fifth Avenues respectively. A Master Plan has been produced for the All Saints and Blakenhall Area identifying key levers for change and priority areas for action, including Blakenhall Gardens and the All Saints residential area. An Action Plan and Development Brief is in the process of being prepared to guide the redevelopment of the Low Hill South area. Further areas will be added to the housing renewal programme during the lifetime of the Plan.

**13.6 Design of Housing Development**

Policy H6: Design of Housing Development

A high standard of design will be required for all housing developments, including new build, building conversions and subdivision of existing dwellings. Proposals will be considered on the basis of policies in the Design Chapter and the ability of the design to:

1. Be compatible with adjacent uses;
2. Create a distinctive identity and respect and enhance local character, being informed by the townscape and landscape of the wider locality as well as immediate neighbouring buildings;
3. Protect the amenity of neighbouring residents;
4. Create a development of an appropriate scale, density and proportions;
5. Provide appropriate access and parking arrangements (see Policy AM12);
6. Incorporate sustainable design principles, including good orientation for habitable rooms;
7. Promote community safety (see Policy D10);

8. Create satisfactory and flexible living

- accommodation;
  - 9. Ensure any affordable dwellings are designed to “lifetime homes” standards, where appropriate;
  - 10. Provide an attractive, green residential environment, with adequate private garden space and other areas of open space.
- 13.6.1 A high quality of design for residential schemes of all sizes is essential in order to achieve the objectives of Policy H1. For this reason, poorly designed proposals will be rejected. Affordable dwellings, as defined in Policy H10, should include Lifetime Homes features, as recommended in Housing Corporation Scheme Development Standards. These features ensure that a new dwelling will meet the needs of most households, including the elderly and those with disabilities. The Housing Needs Survey has shown that there is a particular need for such dwellings in Wolverhampton. However, it is recognised that certain types of dwellings e.g. three storey town houses and small low cost market flats, are incapable of meeting some key Lifetime Homes requirements. Where there are demonstrable reasons to provide such types of dwelling, the Lifetime Homes requirement will be waived.
- 13.6.2 Policies in other Chapters of the Plan, particularly the Design Chapter, the Access and Mobility Chapter and Supplementary Planning Guidance on Residential Development provide detailed guidance on achieving a quality, sustainable residential environment. Policies H9 and H10 detail requirements regarding density, mix of housing types and affordability. Development briefs may be prepared for larger housing and mixed use sites, setting out detailed design guidance.

**13.7 Conversion of Buildings from Non-**

**Residential to Residential Use**

Policy H7: Conversion of Buildings from Non-Residential to Residential Use

Proposals for the conversion of non-residential buildings to residential use will be encouraged, subject to compliance with the following criteria:

1. Compatibility with other UDP policies;
2. Compatibility with adjacent land uses;
3. The creation of satisfactory living accommodation and an appropriate residential environment, including adequate private garden space; and
4. Proximity to public transport and other local facilities.

13.7.1 There are a large number of buildings in Wolverhampton which are underused or vacant, with little scope for commercial or other re-use, but potential to provide a valuable supply of residential accommodation. Upper floor space over shops is also a significant potential source of flatted accommodation and is promoted by the Council. The Council will encourage the conversion of whole buildings or certain floors to residential use in suitable locations, providing that the accommodation is not required for other uses (see in particular Policies B7 and B10). Many of the buildings suitable for conversion are located within or close to Centres or on significant public transport routes. In these locations they are well served by good quality public transport and, therefore, reduced levels of car parking may also be required. In order to encourage the conversion of such buildings to residential use, a flexible approach will be taken to the amenity space, density and overlooking requirements for such proposals, although high standards of design should be maintained. Affordable housing, which is characterised by low levels of car ownership and the need for proximity to local services, is particularly suited to building conversions.

**13.8 Open Space, Sport and Recreation**

**Requirements for New Housing Developments**

Policy H8: Open Space, Sport and Recreation Requirements for New Housing Developments

Any housing development of 10 dwellings or more will be required to contribute towards the provision and / or enhancement of open space, sport and recreation facilities sufficient to serve new residents. Such provision will be secured through the use of conditions, planning obligations or management agreements, where appropriate.

Contributions will be proportional to the number of residents expected to occupy the development, regardless of where the development is located. However, the form of the contributions will be determined on a case by case basis, based on the guidance set out in Appendix 2 and the current Wolverhampton Open Space, Sport and Recreation Standards contained in Table 12.1.

13.8.1 The residents of new housing developments generate specific additional demands for open space, sport and recreation facilities which need to be met either by creating open space and facilities within the development itself, or by improving the quality and capacity of existing open space and facilities close by. In future, a large proportion of new housing will be built on small, fragmented sites across the City. Therefore, to ensure that open space, sport and recreation standards are not compromised, all new housing developments of 10 dwellings or more will be expected to make formal contributions towards open space, sport and recreation provision.

13.8.2 These contributions may take the form of on-site or off-site provision, depending on a number of factors. For example, it may not be practical or useful to incorporate recreational open space within small developments or developments close to existing recreational open space. In these cases, improving the capacity and quality of

existing, nearby open space would be the preferable option. Appendix 2 sets out detailed requirements for the provision of open space, sport and recreation facilities to serve new housing developments.

13.8.3 The requirements set out in Policy H8 are distinct from any provision that may be required to compensate for the loss of existing open space, sport or recreation facilities (see Policy R3). Policy IMR2: Planning Obligations gives examples of other obligations which may be sought for new developments.

**13.9 Housing Density and Mix**

Policy H9: Housing Density and Mix

Residential development should make efficient use of land and contribute towards meeting local housing needs in accordance with the following criteria:

- a. Housing densities of less than 30 dwellings per hectare net should be avoided;
- b. The density target for most housing developments will be within the range of 30-50 dwellings per hectare net;
- c. A greater intensity of development in excess of 50 dwellings per hectare net will be expected in the case of housing developments in the City Centre and defined town, village and district centres, and around major nodes along good quality public transport corridors;
- d. Very high densities of 90 dwellings per hectare net or more will only be permitted on sites within the City Centre;
- e. A mix of dwelling types and sizes to reflect local housing needs will be required on larger sites as defined in the supporting text.

13.9.1 An increase in average housing densities, compared to those achieved in the past, is important in an area like Wolverhampton in order to meet housing targets and maximise the

potential of urban land. For this reason, net densities of 30-50 dwellings per hectare will be the target for most developments of 5 dwellings or more. Densities of 50 dwellings per hectare net and above will be expected on sites within an existing City, Town, Village or District centre or very close to a metro stop or a major node on a good quality public transport corridor, where high level bus services intersect (see definition in Policy AM12). Very high densities of 90 dwellings per hectare net or more will be appropriate only in the City Centre.

13.9.2 The Wolverhampton Housing Needs Survey (2002) and Update (2004) provide detail on the size, types and affordability of housing required in different parts of the City up until 2007. The Survey will be regularly reviewed and updated to reflect changing needs. The Survey shows that there is a growing mismatch between the preferences of households in housing need and the type and size of the existing housing stock. Therefore it is important that all large housing developments, for the purposes of this Policy those capable of accommodating 25 dwellings or more, help to meet local housing needs. This will include the provision of a mix of dwelling types and sizes with a range of numbers of habitable rooms, sufficient to create a balanced community, both within the site and the local area and to meet the changing needs and preferences of the City's existing and future residents. The preferred types and sizes of dwellings required in different parts of Wolverhampton will be derived from an analysis of the most recent Housing Needs Survey, the Council's Housing Strategy, a consideration of the local housing mix and other relevant sources of information. It is recognised that there is no scope to provide houses on very high density City Centre sites, and therefore these sites will be expected to provide a mix of one, two and three bedroom flats.

13.9.4 Higher densities demand a more careful

consideration of location and design. High quality design is necessary in order to encourage confidence in such accommodation, ensure the privacy of residents and protect the amenity of adjacent areas. Particular attention should be paid to height (Policy D7) and massing (Policy D8). It is crucial that any high density residential development has good access to appropriate support facilities, particularly recreational open space, shops and access to high quality public transport that either already exists, or will be linked to the development. Wherever possible, community and support facilities should be within walking or cycling distance of homes. This is particularly important where reduced car parking standards are implemented (see Policy AM12).

### 13.10 Affordable Housing

#### Policy H10: Affordable Housing

In order to meet affordable housing need, both City-wide and at a local level, and to ensure mixed communities, the Council will seek to negotiate the provision of an element of affordable housing on all suitable private sector housing developments larger than one hectare or comprising 25 dwellings or more.

The amount of affordable housing sought will be:

- 20% of units on sites within the City Centre Inset area;
- 25% of units on sites outside the City Centre Inset area; and
- 30% of units on housing renewal sites.

The type of affordable housing sought will depend upon a number of factors, including local housing needs and the location and characteristics of the site. The requirement will be secured via planning obligations or other legal agreements, as appropriate.

The amount sought may be reduced or

waived, where:

1. It can be proved that the requirement would genuinely threaten the overall viability of the development; or
2. The Council considers that this is desirable in order to meet other major policy objectives.

Off-site provision of the affordable element may be considered appropriate in exceptional circumstances, where:

- a) The proposal site is not a suitable location for affordable housing e.g. because of poor public transport access or distance from a centre; or
- b) The Council considers that this is desirable in order to meet other major policy objectives.

13.10.1 The Council defines "affordable housing" as housing provided, with subsidy, for rent or sale at a price which is affordable to local people in housing need, and which meets their housing requirements. Local people in housing need are those who are unable to meet their housing requirements in the general housing market because of the relationship between local housing costs and incomes. What constitutes affordable housing for the purposes of this Plan, having regard to local income levels and housing costs for dwellings of varying types, has been determined by the 2002 Wolverhampton Housing Needs Survey and will be subject to review in the light of subsequent surveys. The affordable benchmark used in the 2002 survey is that a household should not spend more than 25% of its net income on rent or take out a mortgage for more than 3 times the main earner's gross income.

13.10.2 The Council recognises three categories of affordable housing:

- 1) Housing for rent provided by a social landlord (housing association or local authority) which is allocated on the basis of need. This includes both general purpose and special needs supported housing.
- 2) Housing provided under low cost home

ownership schemes:

- Shared ownership housing (where a social landlord retains a continuing interest);
- Shared equity housing (where land value is retained to provide housing for sale at below market levels, to current and subsequent purchasers, for as long as this is required).
- 3) Discounted market rent housing (where subsidy is used by a landlord to provide housing at rent levels below market rents, for as long as this is required)

The Wolverhampton 2002 Housing Needs Survey and the 2004 Update to the Housing Needs Survey have identified a range of housing needs predicted to arise over the period 2002-2007, including a significant need for affordable housing for first time buyers, single people, the elderly and other low income households. Taking into account the capacity of existing stock, the 2004 Update recommends that an additional 542 units of affordable housing should be provided every year to meet these needs. The total is broken down by type as follows:

#### General Purpose Housing

- 256 units of housing for rent provided by a social landlord;
- 48 units of shared ownership housing provided by a social landlord;
- 38 units of shared equity or discounted market rent housing.

13.10.7 Special Needs Supported Housing (see 13.11.4)

- 135 units of sheltered housing for older people provided by a social landlord;
- 20 units of very sheltered housing for older people provided by a social landlord;
- 45 units of independent accommodation with external support provided by a social landlord.

The Housing Needs Survey 2002 (updated 2004) also identifies the need for an additional 30 unsubsidised, small "starter" market units per annum, to meet the needs of households with income

levels just adequate to access the housing market. These do not fall within the Council's definition of affordable housing.

13.10.9 The majority of affordable housing provided in recent years has been on smaller sites purchased by housing associations or granted to them at a discounted rate. The Council will continue to encourage this type of provision. However, given the dwindling supply of suitable sites and rising housing land values, this source is likely to reduce substantially in the future.

13.10.10 A community's need for a mix of housing types, including affordable housing, is a material planning consideration as specified in Circular 6/98: Planning and Affordable Housing and Circular 5/05: Planning Obligations. Therefore, in order to make progress towards meeting affordable housing need, the Council will negotiate with developers to secure a significant proportion of affordable housing on all private housing sites of a suitable size and location, including windfall sites. This will also help to provide a mixed community on the site itself and within the local area. Where a number of smaller developments are taking place in close proximity and it is considered that these form phases of a larger development, affordable housing contributions may also be sought.

In determining the amount and type of affordable accommodation required on any site, the Council will have regard to the findings and recommendations of the most recent Housing Needs Survey, and the aims of its Housing Strategy and other relevant strategies. To assist developers, a Supplementary Planning Document on Affordable Housing will be prepared, setting out detailed affordable housing requirements.

The target general purpose and special needs supported affordable housing elements for each housing allocation are shown in Table 13.2. No affordable housing target has been set for H5:

13.10.12 Former Bilston Girls School, Windsor Street because the Council was required to adopt a view on the issue before the results of the Housing Needs Survey were available.

The requirement for affordable housing on sites in and around the City Centre will need to be carefully balanced against the importance of achieving key regeneration aims. However, it is important that all new urban village areas created over the Plan period seek to create a mixed community. Therefore the Council will ensure that at least 20% of all housing units provided in the City Centre over the Plan period are affordable.

13.10.13 In and around housing renewal areas, the need to re-house tenants decanted from clearance sites and to diversify the local mix of types and tenures of housing, may well be key factors influencing the location and type of affordable housing required. In general, in order to create sustainable communities, a mix of 70% market and 30% affordable housing will be sought on housing renewal sites. The target general purpose and special needs supported affordable housing elements for each identified housing renewal site are shown in Table 13.3.

The Council is now working with a number of preferred Housing Association providers, and the Council's preference is that any general purpose housing should be provided through one of these partners. Affordable housing provided under Policy H10 must be made available at a price level which can be sustained by local people in housing need. Developers will be expected to enter into appropriate legal agreements to secure the affordability of accommodation for as long as is required, and will be encouraged to enter into partnership arrangements with Housing Associations whose interest in the property will control initial and future ownership and occupation.

There will be a presumption in favour of

the provision of affordable housing on-site. All such accommodation should be fully integrated with open market housing and should be distributed throughout the site, except where special needs housing requirements dictate otherwise e.g. very sheltered housing schemes. In phased housing developments, a reasonable proportion of affordable housing should be included in each phase. It is particularly important that affordable dwellings have good access to the public transport network and to local services. Proposals in areas with poor access may not be considered acceptable unless they involve the improvement of such access.

In exceptional circumstances, the Council may consider provision of the affordable housing element off-site, subject to an equivalent level of housing need being met. This may be either by way of the developer directly providing affordable units on the alternative site, or by making a financial contribution to enable the provision. Only where it is important to bring the site forward for housing use and there is a real danger that the affordable housing requirement will prevent this e.g. because of high land reclamation or building restoration costs, or where there is an overriding major policy objective, will the affordable housing requirement be reduced or waived.

**13.11 Special Needs Accommodation**

Policy H11: Special Needs Accommodation

Residential schemes designed for people with special needs will be encouraged subject to the following criteria:

1. The suitability of the site or building;
2. The character of the surrounding area;
3. Compatibility with adjacent land uses;
4. Proximity to public transport and other local facilities;
5. The provision of satisfactory vehicular access and car parking.

Where an identified need for special needs

accommodation exists, including housing accessible to disabled people, the Council will seek to negotiate the provision of appropriate accommodation on suitable sites.

13.11.1 Housing development should meet the needs of all sectors of the community, including those groups with special needs. Such groups will include the elderly, people with physical and sensory disabilities, people with mental health problems, people with learning difficulties, people who misuse drugs or alcohol, and women and children subject to domestic violence. Given the projected increase in the proportion of elderly people in the population, in line with national trends, it is particularly important to address the special needs of the elderly. The Wolverhampton Housing Strategy sets out how the Council and its partners intend to address the housing requirements of those with special needs.

13.11.2 A growing proportion of the community requires intensive levels of care due to age or other significant health problems. To meet these special needs the Council is working with its partners to create a network of sheltered and very sheltered housing schemes. Sheltered housing is a group of flats, bedsits or bungalows set aside for letting to older people, providing a quiet and friendly environment with the reassurance of having an officer living nearby to offer security, help and advice. The Council currently provides 840 sheltered properties for rent in 23 schemes across the City.

13.11.3 Very sheltered housing offers individuals who have identified care needs a self-contained flat within a housing complex or scheme with access to on site domiciliary care. There are currently eight very sheltered schemes in operation in Wolverhampton and a scheme on the former GKN site, Bowen Street, Parkfield

has planning permission. Such schemes

**Table 13.5: Demand for Supported Housing for Older People (2002-2007)**

	Private Market Sheltered	Affordable Sheltered	Affordable Very Sheltered	All Sectors
Existing Households	186	685	83	954
In-migrant Households	412	503	106	1,021
<b>Total</b>	<b>598</b>	<b>1,188</b>	<b>189</b>	<b>1,975</b>

provide a quality alternative to traditional residential care homes. In order to create a Caring City, the Wolverhampton Community Plan aims to:

- Increase by 40% very sheltered housing schemes for older people by 2007;
- Reduce by 25% the number of permanent admissions of older people to residential and nursing care by 2010.

13.11.4 The 2002 Housing Needs Survey (updated 2004) and other studies have revealed a high level of demand for special needs housing throughout the City, particularly for older people. The 2002 Housing Needs Survey identifies a need arising from existing households for 954 units of supported housing for older people over the period 2002-2007, 768 units of which should be affordable (see table 13.5). This constitutes the special needs supported affordable housing target set out in 13.10.3. This target does not take into account the immediate need to replace places at Council residential homes that have been closed in recent years.

13.11.5 The 2002 Housing Needs Survey (updated 2004) also suggests that a significant need for supported housing will arise as older people in-migrate to live near their families in Wolverhampton. This extra need has not been included in the affordable housing need target but may need to be taken into account in future years, subject to monitoring of actual in-migration.

Source: Wolverhampton Housing Needs Survey 2002 (David Couttie Associates)

13.11.6 The Council will oversee the delivery of special needs accommodation, through its role as a provider and enabler. Some of the special needs housing requirement will be addressed through flow of existing stock. However, it is likely that the potential to convert existing stock to meet today's standards will be limited. Further studies into the condition of existing stock will be commissioned, which will inform strategies to guide future provision.

13.11.7 Given the scale of the need, it will be appropriate to seek the provision of special needs supported housing as part of the affordable housing contribution made by larger housing developments (see Policy H10). In view of the needs of the residents of such accommodation, such proposals should be located within easy reach of local facilities and good quality public transport and supported by appropriate professional services. The specific design and open space requirements of special needs housing will be detailed in a Supplementary Planning Document.

13.11.8 It is particularly difficult to assemble

suitable sites of a sufficient size (approx. 0.8 - 1 ha) for very sheltered schemes in a built-up area like Wolverhampton. Therefore, within the next 5 years, very sheltered schemes will be sought on the following housing sites:

- Raglan Street (City Centre)
- Low Hill South

Such schemes may be sought on additional sites, during the remainder of the Plan period, as further need is identified.

**13.12 Residential Care Homes**

Policy H12: Residential Care Homes

Proposals for the development of residential care homes for the elderly will be assessed against the following criteria:

1. The suitability of the site or building;
2. The character of the surrounding area;
3. Compatibility with adjacent land uses;
4. Proximity to public transport and other local facilities;
5. The provision of satisfactory vehicular access and car parking;
6. The provision of adequate useable garden space.

13.12.1 Communal residential care homes for the elderly, which provide nursing care, can often be of a significant size, and therefore not always suited to a traditional residential environment. A careful assessment will therefore be made of the potential impact of proposals, both for new facilities and the enlargement of existing homes. Residential properties have in the past provided a source of accommodation for care homes. Large detached properties (with five or more bedrooms) are the most obviously suited for these uses. Permission will not normally be granted for the conversion of semi-detached or terraced dwellings. Detailed requirements for the location and design of residential care homes will be set out in a Supplementary Planning Document.

**13.13 Sites for Travelling People**

Policy H13: Sites for Travelling People

Proposals for the provision of sites for travelling people, including travelling show people, will be assessed against the following criteria:

1. Compatibility with adjacent land uses;
2. Impact on the surrounding environment;
3. The availability of good highway access;
4. Proximity to local facilities.

13.13.1 Local authorities are required to make appropriate provision for travelling families under the provisions of Circulars 22/91: Travelling Showmen and 01/06: Planning for Gypsy and Traveller Caravan Sites. Unauthorised sites often cause many problems for local communities and provide inadequate facilities for travelling families. To meet the needs of gypsy families 40 permanent pitches have been provided on a site at Showell Lane. To meet the needs of travelling show people the Council has provided a site with 5 plots at Arthur Street, Blakenhall. The Council will continue to explore potential opportunities to improve facilities as appropriate, including the consideration of proposals from the private sector.



**CHAPTER 14: ACCESS AND MOBILITY**

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**14.1 Introduction**

14.1.1 Transport is not an end in itself but a means to ensure good access for people to facilities and services and for the movement of people and goods to promote the area's economic, environmental and social well being. The policies in this Chapter underpin many of the guiding principles of the UDP in the following manner:

**Economic Development and Regeneration** - High quality transport links are essential for new investment to maintain and enhance the viability and vitality of our City and Town Centres.

**Sustainable Development** - The Council is committed to developing a transport system that supports a sustainable pattern of development so minimising adverse environmental impacts and ensuring the most efficient use of energy.

**Social Inclusion and Equality**-Access to economic, educational and social opportunities are integral to our quality of life.

**Health and Safety** - Improvements in our transportation systems are designed to reduce accidents, improve personal security and encourage people to lead more active lifestyles by walking and cycling. There is a direct link between employment and health and providing access to employment, especially for those without access to a car is therefore a priority issue.

**Quality of Life and Environment** - A high quality environment with good urban design standards is essential to improve people's sense of 'well-being'.

**Wolverhampton - The Accessible City**

14.1.2 The challenge we face is to improve mobility, accessibility and therefore the area's economic vitality, whilst at the same time managing the demand for transport, and raising the quality of life of our communities. This requires creative and innovative solutions and new ways of addressing our transport needs in particular increasing the travel and transport choice and encouraging a more sustainable approach. We need to provide the information necessary to

enable individuals and organisations to gain the confidence to change their travel habits and established practices. We then need to deliver standards of service that meet people's expectations.

14.1.3 A prosperous economy and high quality of life depends on people having access to the full range of services and opportunities for work, training, shopping and leisure. Most of us travel every day, even if only locally. Access to opportunities for work, training, education or leisure, be they local or further afield are crucial in supporting our regeneration efforts, particularly in those areas of the City that suffer from multiple problems of economic, social exclusion and poor environmental quality. Access and mobility for people and goods are essential ingredients to generate wealth and economic opportunity.

14.1.4 The principles guiding the Access and Mobility policies for Wolverhampton are to:

- Promote access and mobility for all;
- Provide increased choice of mode of travel and to inform people of the opportunities;
- Encourage environmental sustainability and efficient use of resources;
- Reduce congestion and its cost to the local economy;
- Provide a high quality built environment;
- Improve safety and personal security by better design;
- Support employment growth;
- Integrate the different modes of transport;
- Provide people with information on travel choices;
- Improve the health of the community.

14.1.5 In partnership with transport providers, developers and others the Transportation Programme will therefore need to:

- Support employment growth by ensuring there is good access and a real choice of mode of transport for people to take up new job opportunities, especially the physically disadvantaged and those from the more deprived neighbourhoods;

- Improve access, mobility, image, attractiveness and security of the City and Town Centres to enhance their vitality and viability;
- Promote the quality, reliability, image and attractiveness of the public transport network to meet people's expectations;
- Extend and develop a high quality light rail system along key transport corridors;
- Improve the environment for pedestrians and cyclists to encourage these as sustainable and healthy modes of travel;
- Reduce the adverse impact of traffic on local communities by reducing the volume of traffic and related air and noise pollution;
- Improve safety and personal security for all, especially the more vulnerable groups in society;
- Provide a strategy for car parking in the City in collaboration with colleagues across the wider West Midlands Region;
- Provide the context for the introduction of Travel Management Tools such as Travel Plans;
- Improve the health of individuals by encouraging more environmentally sustainable transport choices and more active lifestyles.

14.1.6 The UDP reflects regional objectives set out in the Regional Spatial Strategy and the Council's Transport Strategy expressed through successive Local Transport Plans prepared in partnership with the other Metropolitan Districts and Centro. It is influenced by the findings of the West Midlands Area Multi-Modal Study (WMAMMS) and other recent Government-led transport studies (see Chapter 1).

**14.2 Access, Mobility and New Development**

**Policy AM1: Access, Mobility and New Development (Part I)**

**The Council will work in partnership with Centro, neighbouring authorities, the health community, business sector and transport operators to improve access and mobility for all members of the community.**

**All new development will be expected to contribute towards improvements in access and mobility, by ensuring that people have a wide choice of mode of transport to access the site, including public transport, cycling and walking. Such contributions will be sought in accordance with UDP Policy IMR2 'Planning Obligations and Agreements.'**

Development that attracts a large number of people and traffic should be located in areas well served by public transport, so making effective use of existing transport infrastructure and providing real transport choices for the movement of people and goods.

All development should be designed to minimise the adverse effects of any roads and traffic on neighbouring residential areas or other sensitive uses.

The detailed design of new development must make provision for all modes of transport and the needs of people with disabilities. Access to and around the development on foot, by bicycle and by public transport should be given the highest priority in the layout and detailed design (see Policy D3). Car parking provision and design should comply with the Council's Supplementary Planning Guidance / Documents and policies in the Design Chapter. New commercial development in existing streets and centres will be required to include rear-servicing facilities.

14.2.1 All new development should be widely accessible and offer people travel choices. The success of new development depends on how well it is connected to the wider road network, neighbouring streets, public transport routes, cycle routes and footpaths. These links should give people the maximum choice in how to make their journeys and should give a high priority to walking, cycling and public transport.

14.2.2 Maximising travel choice for people means creating routes that are felt to be safe, attractive and direct. Segregated routes for walking and cycling are not always the best way to create a safe and

secure environment and where provided need to be sensitively designed. Success of a development is not just measured in terms of functional performance but also how the development contributes to the quality and character of the City (see Chapter 4: Design).

14.2.3 The strategy for car parking is important to the success of a new development. The level of provision should be determined in the light of current Government Guidance and the Council's Supplementary Planning Guidance / Documents. Buildings, and the spaces around them, should be designed to help control the flow and density of traffic and be designed to complement the new development and improve the local environment.

14.2.4 The Council will seek to ensure that the design of new development will provide off-street servicing wherever possible and preferably from rear access roads in order to reduce nuisance and conflicts between service vehicles and other road users.

**14.3 Strategic Regeneration Areas and Corridors - Transport Investment**

**Policy AM2: Strategic Regeneration Areas and Corridors - Transport Investment**

Transport investment will be focused on identified Strategic Regeneration Areas and Corridors (see Policies S1 and S2), to provide improved public transport, cycle and pedestrian facilities and other measures to address traffic congestion and better management of the Strategic Highway Network.

Park and Ride sites and associated public transport improvements will be identified along these corridors to serve Wolverhampton and the Black Country. Further extensions to Midland Metro Line 1 will be investigated, to serve the route from Wolverhampton to Wednesfield and on to Walsall in the next 5-8 years, and other corridors in the longer term.

14.3.1 The Strategic Regeneration Areas and Corridors identified in Policies S1 and S2 are all located within the North Black Country and South Staffordshire Regeneration Zone and these will be subject to significant development and change over the Plan period. The Black Country Route and Birmingham New Road transport corridors and the City Centre Ring Road are also of strategic significance for transport.

14.3.2 Within these areas and corridors particular attention will be given to transport investment to improve public transport, cycle and pedestrian facilities and introduce measures to tackle traffic congestion to support employment investment. The need to create better links between the areas and corridors and the nearby 'Priority Neighbourhoods' is also considered to be important.

14.3.3 Park and Ride sites will be identified to serve Wolverhampton City Centre and the wider West Midlands Region and complemented by the public transport priority measures being developed along these transport corridors.

14.3.4 New railway stations and a phased extension to the Midland Metro Light Rail Network are also being investigated to serve some key regeneration corridors and strategic development sites.

14.3.5 Particular transport investment proposals are listed below. Others are identified in Policies AM3 and AM8 and the Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre Chapters.

**A449 Stafford Road Corridor**

14.3.6 Short Term (0-3 years) Transportation Schemes include:

- The designation of the route as a 'Red Route' to maximise efficient use of the highway;
- The development of a Bus Showcase along the A449 into the City Centre.

Works will be completed during 2006/2007.

Medium Term Measures (3-5 years):

- New and improved access to the Wobaston Road Regional / Premium (RIS) and Major Investment sites (MIS) including a priority given to access by public transport.

Long Term Measures (5-10 years):

- The Council will also support the development of a new railway station to serve strategic Park and Ride to the north of Wolverhampton at Brinsford in South Staffordshire.

**A41 Bilston Road, Black Country Route and Spine Road Corridor**

14.3.7 The corridor already has the benefit of the Midland Metro Line 1. Further investment in transport along this corridor will be influenced by the development of Bilston Urban Village and the needs of Bilston Town Centre.

**A4124 Wednesfield Road**

14.3.8 Wednesfield Way completed in 1998 provides a bypass to Wednesfield centre and good access to new employment sites. The Bus Showcase scheme in this corridor provides high quality bus links along this corridor;

**Short Term Measures (0-3 years);**

- Junction improvements to improve capacity of the highway and provide opportunities to improve the reliability of public transport;
- Improving accessibility to New Cross Hospital in partnership with the Health Trusts.

Medium Term Measures (3-5 years);

- Investigate running the Midland Metro along the A4124 corridor to Walsall and serving the New Cross Hospital (5 Ws Route);

- Development of the City Centre Interchange Scheme (including the enhancement and redevelopment of the Railway Station and further enhancements to the Bus Stations).

Long Term Measures (5-10 years);

- \* Development of Midland Metro proposals;
- \* Implementation of the 5 Ws Metro Route.

**A454 Willenhall Road**

14.3.9 This corridor already has the benefit of a Bus Showcase route. Future investment along this corridor will be considered in order to further enhance public transport reliability.

**A4123 Birmingham New Road**

14.3.10 Investment in transport along this corridor will be considered in order to enhance public transport reliability.

**City Centre City Ring Road**

14.3.11 The City Centre Ring Road serves a vital function as the collector and distributor of traffic from the radial routes that focus on the City Centre. A number of studies undertaken in recent years have highlighted the barrier effect of the City Centre Ring Road to movement of people, particularly pedestrians and cyclists, into the city from outlying neighbourhoods. Development is now being promoted on sites outside the City Centre Ring Road and a preliminary study has been commissioned to determine some short-term measures to improve conditions for pedestrians and cyclists who wish to cross the City Centre Ring Road. It is essential that this is delivered without impairing traffic capacity.

14.3.12 Further work is being commissioned to evaluate longer-term options for alternatives to collect and distribute Wolverhampton's through-traffic more efficiently and to consider options to provide safer, more attractive, convenient and direct crossings of the Ring Road for pedestrians. This study will influence the

medium and long-term role for the Ring Road.

**14.4 Major Transport Schemes**

**Policy AM3: Major Transport Schemes**

In addition to the measures highlighted in Policy AM2, the following are considered to be priority major transport schemes:

- Strategic Park and Ride sites on the edge of the conurbation to serve commuters travelling in to Wolverhampton and elsewhere in the West Midlands conurbation. Priority will be given to identifying sites to the north and west of the conurbation;
- Public transport improvements along the Strategic Highway Network and serving both local and strategic Park and Ride sites;
- Local Park and Ride sites linked to public transport (bus, tram and rail) for shoppers and city centre workers to support the economic vitality of the City Centre;
- Promotion of Bus Showcase and Super Showcase together with related traffic management measures along the Strategic Highway Network;
- The further development of Midland Metro;
- Improvements to rail infrastructure to improve local links within the region and to enhance Wolverhampton railway station;
- Implementation of the Wolverhampton Interchange Scheme that seeks to integrate rail, Metro and bus services in the City Centre;
- Traffic Management Measures to ensure maximum efficiency of the Strategic Highway Network and reduced impact of traffic and transport on local communities;
- Maintenance of the highway network;
- National Cycle Network Route 81.

14.4.1 The Council has identified the major transport schemes outlined in Policy AM3 to be a priority for the investment programme in the short, medium and long term. Resources for implementation

will be sought from the Transport Settlement through the Local Transport Plan bidding process and from developers and others funding sources as appropriate.

**14.5 Strategic Highway Network**

**Policy AM4: Strategic Highway Network**

Priority will be given to maintaining and improving the Strategic Highway Network as a means of supporting the economic regeneration of the City. This work will be undertaken to complement the promotion of public transport, cycling and walking to reduce the impact of traffic on local communities as detailed elsewhere in the UDP.

14.5.1 The Strategic Highway Network (SHN) incorporates the Department of Transport defined Primary Route Network (PRN) linking primary destinations and distinguished by the green background route information signs and other roads of more than local importance. These latter routes have been determined against the following criteria for inclusion in the SHN:

- a) Large volumes of traffic use the route;
- b) A substantial proportion of the traffic on the route is long distance through-traffic without ready access to the motorway or Primary Route Network (PRN);
- c) The routes carry significant numbers of heavy goods vehicles;
- d) The routes link major industrial or commercial developments and centres of population together or to the PRN; and
- e) The routes make a significant contribution to urban regeneration.

14.5.2 Within Wolverhampton the network comprises the main routes radiating from the City Centre Ring Road, together with the A4039 and A463 and the Black Country Route. The Strategic Highway Network is shown on the Proposals Map.

**14.6 Protection of Highway Improvement Lines**

**Policy AM5: Protection of Highway Improvement Lines**

To avoid the unnecessary blighting of land, improvement lines will only be maintained in the following circumstances:

- a) On the SHN where improvements are envisaged;
- b) Where required for specific schemes not on the SHN but identified in a current programme;
- c) In exceptional circumstances where it is necessary to introduce or maintain an improvement line for a scheme even though it is not in a current programme;
- d) Where it is essential for the achievement of Centro's 20-Year Strategy for Public Transport.

14.6.1 Priority will be given to protecting highway improvement lines on the Strategic Highway Network as the means of supporting economic regeneration and the Council's transport strategy. The Proposals Map identifies highway improvements that are required during the UDP period.

14.6.2 The purpose of highway improvement lines is to protect land required for highway schemes from other development. Long-term improvement schemes will continue to be protected from other development, although they may be brought forward in conjunction with development proposals. Current proposed highway improvement lines are listed in Appendix 3 and shown on the Proposals Map. The programme for minor schemes is prepared only one or two years in advance and schemes in the programme are likely to change for a

variety of reasons. Consequently, the minor scheme programme cannot be listed for the UDP period. A number of highway improvement lines exist on roads not forming part of the SHN.

14.6.3 Certain junctions and highways are identified on the Proposals Map as requiring improvements during the UDP period. These are considered in two categories, those schemes that will be designed and implemented during the UDP period and those where further investigation is required before the exact improvements can be defined. The Highways Agency will be consulted on all junction and other highway improvements that may have an effect on the motorway and trunk road networks.

14.6.4 The SHN includes those key transport routes that have a regional role and require a high capacity and relatively free flow of traffic. The Council will target investment to increase accessibility along selected elements of the SHN, whilst giving a high priority to road safety and local environmental improvements.

14.6.5 On those roads that are not part of the SHN the presumption is that local considerations should predominate. Issues such as environmental impact, safety, the needs of public transport, pedestrians and cyclists will be key factors in planning future development and determining planning applications.

14.6.6 Centro's 20-Year Strategy identifies a number of transport corridors that are considered important or have potential for development for high-volume public transport services. These routes will be investigated for Bus Priority Measures and, in the longer term for guided bus schemes and light rapid transit schemes.

**14.7 Transport Assessments**

**Policy AM6: Transport Assessments**

The Council will require Transport Assessments (TAs) to be submitted with all planning applications for development proposals that have significant implications for transport. Smaller developments will require a TA where it is anticipated that there will be significant transport implications resulting from the development or cumulatively with other proposed developments in the area. They may also be required at sensitive locations where the Council is seeking to reduce current levels of road traffic and to widen the transport choice for people.

The scope and content of the TA will need to reflect the scale of the development but for major proposals will be expected to include:

- a) The transport impacts of the development;
- b) Accessibility to the site by all modes;
- c) Current and proposed modal split of journeys to and from the site;
- d) Details of proposed measures to improve access by public transport, walking and cycling, to reduce the need for parking and to mitigate against transport impacts; and
- e) How safety is to be improved.

The TAs will be used to determine the transport impact of the development and whether developers will be required to prepare and implement a Travel Plan for their development in accordance with Policy AM7. They will also determine the need for the developer to implement transport improvement measures on and/or 'off-site' or to make contributions to implement such measures in order to ameliorate the impact of additional generated traffic. These will be sought in accordance with Policy IMR2: Planning Obligations and Agreements.

14.7.1 All major developments that are considered to have the potential to generate significant numbers of trips will be required to produce TAs. These need to indicate how the transport implications of the proposal are to be addressed. Also, smaller developments that, taken together, will have a significant transport impact will each require a TA. The Government has made a commitment to produce guidance on the scope, content and methodology of TAs and developers should refer to this when it becomes available.

14.7.2 TAs are needed to allow the Council to assess the traffic implications of development proposals for all modes of transport. They will determine whether or not these proposals deliver sustainable transport objectives and will provide a basis for negotiation on the details of schemes, such as the level of parking, provision of a choice of transport, and measures to improve site access arrangements and off-site works required. They will also indicate the need for a Travel Plan to be developed and implemented for the development. Where the consideration of TAs indicates that improvement measures are necessary, affecting roads for which the Council is the highway authority, these may be sought by way of Section 106 obligations, or alternatively Section 38 or 278 agreements (Highways Act 1980, as amended) between the developer and local highway authority. In the case of measures affecting motorway or trunk roads, they may be sought by way of Section 278 agreements (Highways Act 1980, as amended) between the developer and the Highways Agency.

**14.8 Travel Plans**

**Policy AM7: Travel Plans**

Developers will be required to prepare a Travel Plan (TP) where a need is suggested by a Transport Assessment or other circumstances. A TP may be required to be submitted and agreed by the Council before an application is determined or alternatively before a development is occupied. Unacceptable development will not be permitted because of the existence of a TP.

A TP will include proposals for reducing the number of journeys generated by developments through actions such as encouraging reduced car use, reducing traffic speeds, improving safety, increasing the number of journeys done on foot or by bicycle, and improving access by public transport. A TP should also promote more environmentally friendly delivery and freight movements. Specific proposals included within the TP will be measured against agreed targets in order to show that the sustainable transport objectives are being achieved.

The Council and Centro (West Midlands Passenger Transport Executive) will provide assistance with the preparation of the TP. The final TP will need to be agreed with the Council either before the planning application can be approved or before a development is occupied, depending on the nature of the development. It may not be possible to approve an application without evidence that travel demand which would be generated can be satisfactorily managed.

The Council would recommend that all organisations consider adopting a TP as a management tool in order to reduce the impact of traffic generated from the site/s and improve business efficiency.

14.8.1 A TP is a management tool that brings together transport and other business issues in a co-ordinated strategy. It should be an integral part of good business practice in the same way as pollution and waste management has become in recent years. In short they are

a package of measures aimed at reducing car-use, improving access to the site, and improving efficiency by targeting commuter journeys, customer access, business travel and fleet management. As a business tool they can address parking and accessibility problems, widen the labour pool, overcome the transportation problems that are barriers to obtaining planning consent, reduce company costs by reducing business mileage, and enhance a Companies environmental credentials and image.

14.8.2 The Council proposes to adopt its own Travel Plan and encourage their adoption by other organisations such as businesses, schools, hospitals and other organisations that generate significant numbers of journeys.

14.8.3 For an extension to an existing business or a new development with a known end user a full TP should be submitted with a planning application. Where the end user is not known, an interim TP can be submitted alongside the planning application. This can include the range of measures to be considered in the finalised TP and indicative targets for the modal split for trips to and from the site. Where an interim TP is accepted a finalised TP should be submitted after the end user is known and agreed by the Council either before construction commences or, at the latest, prior to occupation.

**14.9 Public Transport**

**Policy AM8: Public Transport**

The provision of a high quality, comprehensive and integrated public transport network to meet local and longer distance travel needs in the City will be pursued by:

- a) Working in partnership with Centro and transport operators;
- b) Working to ensure that communities and neighbourhoods are well served

- by public transport facilities that meet their needs;
  - c) Ensuring that new developments are well served by public transport and, where appropriate, that improved facilities and services are provided by developers as the site is occupied;
  - d) Taking the public transport needs of vulnerable groups into account including users of 'ring and ride' services;
  - e) Providing enhanced passenger waiting and information facilities, better bus/rail/metro interchanges and better provision for cyclists to transfer to public transport;
  - f) Providing improved access by foot to bus stops, metro stops and railway stations;
  - g) Improving rail and bus accessibility to Birmingham International Airport;
  - h) Providing Park and Ride Car Park sites to serve the City and the wider sub-region and linked to improved bus, tram and rail services;
  - i) Taking into account the need to provide for taxi services within the larger development proposals, particularly in Wolverhampton City Centre and at transport interchanges;
  - j) The further development of Midland Metro.
- 14.9.1 Whilst the Council does not directly provide public transport services it has an important enabling role as the Highway and Planning Authority. The West Midlands Passenger Transport Authority (WMPTA) is the policy making body for local public transport and Centro implements it's policies. Centro is responsible for procuring local rail services, it funds concessionary fares, provides bus facilities, information, special needs transport and plans for future public transport. Private companies run the range of public transport services.
- 14.9.2 A high quality and integrated public transport network is essential for economic revitalisation, accessibility and social inclusion and sustainable travel patterns. Bus, rail and metro are brought

- together within a strategic public transport network that is being promoted across the West Midlands Metropolitan area by Centro and the Metropolitan Authorities.
- 14.9.3 The Council is working with Centro, transport operators and community groups to ensure that public transport provision meets the needs of local communities and provides the means by which people can access employment, training, health facilities and leisure opportunities.
- 14.9.4 In this context it is important that new developments are readily accessible by all sectors of the community and that the ability to use facilities is not dependent on the availability of a car. Transport Assessments for all major new developments will determine the overall transport requirements of a proposal and developers will be required to provide appropriate public transport services and facilities to serve the new development (see Policy AM6).
- 14.9.5 Equality of access for all the residents of the City to jobs, homes, shops, social leisure facilities and education and training is a key objective of the Council. The need to combat social exclusion is paramount and the City Council is actively ensuring that the needs of vulnerable groups are catered for on the local transport network.
- 14.9.6 The UDP is seeking to ensure that transport contributes to social inclusion by increasing accessibility for everyone. This includes those who:
- Cannot afford a car or those family members who do not have access to a car;
  - Have mobility problems; and
  - Choose not to, or prefer not to own a car. The elderly, those with child-care responsibilities and people with disabilities are three groups within the community who could benefit significantly by this approach.

14.9.7 The provision of better information on the public transport network will help generate confidence in the network, help people understand the services that are available and the travel opportunities that are provided.

**Bus Provision**

- 14.9.8 The key element of an integrated and improved public transport service is the bus network. Over 90% of public transport journeys are currently made by bus. Even with the expansion of the Metro and rail networks the bus network will continue to carry the majority of public transport users. The Council recognises the importance of the bus network in the City and by working with operators will seek to bring forward improvements that generate efficiency savings for operators and provide the public with an attractive alternative to the private car.
- 14.9.9 The standards for the quality, location, and level of provision of bus stops and related facilities will accord with those stated in Centro's 20-Year Strategy. New development should provide for a direct bus route or, failing that, direct access to an existing route.
- 14.9.10 What matters most is:
- Clear direct and safe routes to bus stops including well-placed road crossings;
  - Locating bus stops close to where activity is taking place and away from locations where people feel vulnerable;
  - Providing clear unambiguous information on bus routes, service frequencies, tickets and fares.
- 14.9.11 Bus priority measures and higher quality services through the Bus Showcase initiative will enable buses to run more reliably and more effectively, making bus travel more attractive for everyone.

**The Local Passenger Rail Network**

14.9.12 The Council will promote the development and improvement of the local passenger rail network. Existing

facilities for passengers will be safeguarded except where it is agreed with the rail industry that the facilities are surplus to current or possible future operational requirements. The Council will investigate with the rail industry and Centro how access to the rail network can be improved from both existing and new developments. This might be achieved through improving access to existing stations by all modes, identifying locations for strategic park and ride sites, and, where necessary and feasible, through the provision of new stations.

14.9.13 Redundant rail lines and rail-heads which are considered to have potential for rail reuse will be protected except where it is agreed with the rail industry that these are surplus to future operational requirements. Where these facilities are surplus to such requirements, other uses will be actively considered, including pedestrian and cycle facilities.

14.9.14 The Council recognises the importance of Wolverhampton Railway Station as a major gateway into the City and as such the Council will work with the rail industry and Centro, to:

- Improve capacity for additional services at the station and provide additional capacity on the West Coast Mainline;
- Enhance the range and quality of passenger facilities;
- Improve integration and interchange with other modes of transport.

14.9.15 The Interchange Scheme seeks to address some of these objectives, particularly enhancing passenger facilities and improving integration with other modes of transport. The improvement of the local rail network is an important part of the strategy for encouraging people to use public transport. High quality rail facilities, particularly the Rail Station, contribute to the image of the City.

**Light Rail / Light Rapid Transit**

14.9.16 The further development of the Midland Metro is complementary to the Council's

strategy for the economic regeneration of the City. It is currently proposed that the existing Metro line will be extended from its terminus to serve the bus and railway stations by an on-street route. It would then continue to New Cross Hospital, Wednesfield and into Walsall Borough. As details of this and other proposed extensions to the Metro are brought forward, the Council will seek to protect land required for the Metro system from alternative development and will support compatible development adjacent to the proposed routes. All Metro proposals will be brought forward through the Local Transport Plan.

**14.10 Provision for Pedestrians**

**Policy AM9: Provision for Pedestrians**

All new developments will be required to provide attractive, direct, safe and convenient routes for pedestrians that integrate with existing pedestrian thoroughfares, desire-lines, public transport facilities, car parks, and other local services. Walking should be given at least equal consideration with the other modes of transport when designing new development and be given greater priority in the City, Town, District and Local Centres and other areas heavily used by pedestrians e.g. schools.

- 14.10.1 People walking to or within a development site should be able to access all buildings safely and conveniently, without having to cross service areas and car parks. Pedestrian routes through a development site should be clear and obvious and provide good links to the existing pedestrian network and to bus stops and car parks.
- 14.10.2 The needs of pedestrians require careful analysis, and should be paramount in development layouts. Key questions that should be addressed are:
  - Should priority be given to pedestrians?
  - Do pedestrian routes connect the places where people want to go?

- Are routes direct, and are crossings easy to use?
- Are routes attractive, well lit and safe?
- What is the quality and width of the footway and is it free from obstructions?
- How easy is it to find and follow a route?
- Are there surface treatments and signs to guide pedestrians?

- 14.10.3 The main considerations for a safe and attractive walking environment are:
  - People prefer to walk along streets where they are overlooked and can be seen by drivers, residents and other pedestrians;
  - If segregated footpaths are provided, they need to be well connected and overlooked by houses and other occupied buildings;
  - Measures that slow traffic and give priority to pedestrians help them to feel safer and encourage more pedestrian journeys;
  - Well-designed shared surfaces avoid conflicts of movement, yet encourage other activities to take place;
  - Footpaths should lead where people want to go rather than follow a preconceived geometry;
  - Footpaths in new developments should be positive, direct and barrier-free.

14.10.4 Walking is the link between other modes of transport and a form of transport in its own right representing almost a third of all journeys undertaken. National statistics show that people now walk less as part of their daily routine and that the population is generally leading less active lives. Walking can be an important part of the solution to reduce traffic congestion problems as well as encouraging a more active and healthy lifestyle.

14.10.5 Increasing the number of people on the streets can improve security and help reduce the fear people have of crime and personal security. It is also an important part of promoting public transport use. A poorly lit area along the route or at the bus stops could result in the choice to travel by car or taxi rather than to walk or use public transport, or could lead to the abandonment of the journey completely.

**14.11 Provision for Cyclists**

**Policy AM10: Provision for Cyclists**

All new development will be required to provide attractive, direct, safe and convenient routes for cyclists that link with the existing or proposed cycle route network, public transport and local services. Developers will also be required to provide secure, covered parking facilities for bicycles, particularly within new housing development and, for large employment development, to provide showers and changing facilities for cyclists.

- 14.11.1 Within new developments cyclists should be provided with clear, direct, and convenient routes. Provision for cycling should be considered as an integral part of the overall site layout including the provision of adequate cycle parking.
- 14.11.2 We cycle less in Britain than in many other European Countries, evidence suggests this is not so much due to topography and climate but because cycling appears to be unsafe and inconvenient. Cycle routes and parking are frequently included as an afterthought and are often inconvenient and therefore underused.
- 14.11.3 The high ownership of bicycles and interest in cycling in the UK mean that there is an enormous potential for increased levels of cycle use. In addition, the majority of journeys are less than 8km (5 miles) in length and a distance considered suitable for travel by bicycle and well within most people's ability. An increase in cycling can make a significant contribution to solving the problems of traffic congestion and improving local accessibility and personal health. There has been significant progress in the development of cycling schemes and traffic management to improve safety for cyclists in Wolverhampton in recent years and all new development should enhance this provision.
- 14.11.4 Cycle storage space should be provided within new housing developments.

Communal, secure cycle storage can make owning and using a bike easier and more attractive. Important factors that need to be addressed to encourage more people to cycle for some journeys include personal safety, secure storage for bicycles, links with public transport and the location and detailed design of new development.

- 14.11.5 Cycle Parking Standards and guidance on the provision of 'trip-end' facilities such as secure cycle parking, storage lockers and showers will be included in a Supplementary Planning Document.
- 14.11.6 The road-space given to cyclists on the highway and new access to development must ensure that conflict with other road users is prevented. Although segregation may be required for safety reasons, cyclists should not be completely segregated from other road users as this leads to actual or perceived loss of personal security and safety. Any segregated paths shall have continuity, specifically with regard to side entrances and road junctions. Specific measures for cyclists that may be included within new highway schemes include special surface treatment for cycle paths, advanced stop lines, and priority measures at roundabouts, traffic signals and other road junctions. Wherever possible, new routes should link with the wider City cycle network.

**14.12 Park and Ride**

**Policy AM11: Park and Ride**

Provision will be made for new park and ride facilities and existing sites protected which serve Wolverhampton and the wider sub-region. For Strategic Sites serving the sub-region they should:

- a) Be close to major radial routes and located to provide maximum benefits to motorists and public transport provision;

- b) Where possible, include secure cycle parking and changing and toilet facilities to allow cyclists to make use of the service;
- c) Be designed to attain a high standard of community safety as outlined in policy D10 and provided with CCTV and security patrols;
- d) Provide a high quality environment incorporating landscaping.

Sites to serve a more local need may be smaller and will be considered on their own merits and in accordance with PPG13, the Local Transport Plan and the wider transport strategy.

14.12.1 Wolverhampton is a sub-regional centre and many people travel into the City for the purposes of work, shopping, education and leisure. The journeys associated with this contribute to the congestion seen on radial routes serving Wolverhampton City Centre during morning and evening peak periods. The provision of high quality park and ride facilities can intercept some of these journeys, reducing the level of congestion. These sites should be close to the main access routes to the City Centre, well signed and well-served by a dedicated or high frequency public transport service. Bus priority measures will be implemented to further support the development of these sites.

14.12.2 A number of sites will be required to serve a more strategic and sub-regional role. These should be located near the main radial routes into Wolverhampton and allow easy access to the rail network either via a new railway station, Midland Metro Stop or via a high quality bus link to the rail network. These will need to be located on the periphery of Wolverhampton, or beyond the City boundary, and consultation with the Highways Agency regarding their effect on the Trunk Road network will be required. The regional study looking at the need for new strategic park and ride sites has been completed. This defines the characteristics required for such sites to be successful and identifies some sites

to serve the conurbation. One of these sites is at Brinsford, to the north-east of Junction 2 of the M54, which lies within South Staffordshire District. The development of a site at Brinsford is supported in principle by the City Council and would serve Wolverhampton City Centre as well as other destinations. Development of such Green Belt sites will only be permitted where more sustainable, alternative, non-Green Belt sites have been exhausted in line with the provision of PPG2 as amended by PPG13 Annex E.

### 14.13 Parking and Servicing Provision

#### Policy AM12: Parking and Servicing Provision

Provision of maximum levels of car parking, minimum levels of disabled car parking and of cycle parking, motorcycle parking and servicing for new developments should be provided in accordance with the details of this Policy. Detailed provision should:

- a) Comply with the City's demand management, traffic reduction and car parking policies and targets;
- b) Reflect existing and potential availability of alternative modes of travel thereby assisting to increase modal choice; and
- c) Address safety and amenity issues in accordance with policies elsewhere in the Plan.

#### Car Parking

The Council will be flexible in the application of parking standards. The following maximum standards should be applied unless the applicant has demonstrated that a higher level of parking is needed. Where appropriate this should be through a Transport Assessment which also demonstrates what measures are being taken to manage travel demand so as to minimise demand for car parking. Notwithstanding the application of maximum parking standards, developments will be required to meet their own transportation needs with no detriment to pedestrian safety and the safe and free flow of

road traffic. Within or on the edge of Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre non-residential parking should generally be below the maximum standards and provide parking to serve the Centre as a whole. A higher level of parking may be permitted where the Council is satisfied that it is consistent with its strategy for managing car parking and it will be made available to serve the Centre as a whole.

Land Use	Maximum Standards	Notes
<b>Residential</b>	To be applied with due regard to PPG3's aim of a maximum of 1.5 spaces per residential unit across the whole authority.	Provision for social housing and for housing for the elderly should reflect lower car ownership rates expected among these social groups. Provision for sheltered housing should take account of any warden or staff parking requirements
- Highly Accessible Locations	1 space per unit plus 0.25 visit or spaces where communal provision	Defined as Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre and any other location which, in the opinion of the City Council, is highly accessible i.e. within easy walking distance of a railway station, tram stop or high level bus service *
<b>Retail</b>		
- below 1,000 sq m	1 space per 22 sq m	
Food Retail - 1,000 sq m & above	1 space per 14 sq m	As per PPG 13 Annex D
Non Food Retail - 1,000 sq m & above	1 space per 20 sq m	As per PPG 13 Annex D
<b>Assembly &amp; Leisure (Use Class D2)</b>		Where considered appropriate by the City Council separate coach parking should also be provided
Cinema and Conference Facilities - 1,000 sq m & above	1 space per 5 seats	As per PPG 13 Annex D
Stadia - 1,500 seats & above	1 space per 15 seats	As per PPG 13 Annex D
Other D2 uses - 1,000 sq m & above	1 space per 22 sq m	As per PPG 13 Annex D
Other D2 uses not specified	1 space per 5 seats or 1 space per 10 sq m	
<b>B1 Uses including Offices</b>		
- below 2,500 sq m	1 space per 50 sq m	
- 2,500 sq m & above	1 space per 30 sq m	As per PPG 13 Annex D
<b>Higher &amp; Further Education</b>		
- below 2,500 sq m	1 space per 2 staff + 1 space per 5 students	
- 2,500 sq m & above	1 space per 2 staff + 1 space per 15 students	As per PPG 13 Annex D

Within the above, all figures relate to gross floorspaces.

- As a guide, easy walking distance is generally no more than 400m from a railway station or tram stop or 300m from a bus stop, at an easy gradient and along a direct and well lit route. A high level bus service will generally mean one or more services which together provide access within 15 minutes journey time to Wolverhampton City Centre, Bilston Town Centre or Wednesfield Village Centre. They should generally have a frequency in each direction of six buses or more per hour during peak hours and daytime plus three buses or more per hour during evenings and on Sundays.

**Disabled Car Parking**

All car parks, whether public or private, including those serving residential developments, should make provision for disabled car parking. This should be provided in accordance with the Council’s Supplementary Planning Guidance on Access and Facilities for People with Disabilities, or any replacement Supplementary Planning Document.

This provision should be in addition to any applicable maximum standards and there will be no maximum disabled parking standards. In general, minimum provision should be 5% of capacity on sites up to 200 spaces and 2% plus 6 spaces on sites providing over 200 spaces. Where existing disabled car parking provision is affected by development proposals it should be retained or replaced in a suitably accessible location, unless it is demonstrated that there is no longer a need for such provision.

**Motorcycle Parking**

All car parks, whether public or private, including those serving residential developments, should provide secure and convenient parking for motorcycles and other Powered Two Wheelers (PTWs).

This provision should be in addition to car parking. There will be no maximum motorcycle parking standards. In general, provision should be two spaces on sites up to 200 spaces and 2% on sites providing over 200 spaces.

**Cycle Parking**

There will be no maximum cycle parking standards and detailed standards will be published in a Supplementary Planning Document.

All residential development should provide ground floor storage suitable to provide secure cycle parking for each unit. For housing this may be incorporated within garages or utility rooms, for flatted development in separate secure storage, preferably within the building. Cycle parking will not be required for sheltered housing for the frail elderly, but for retirement homes for the active elderly some provision should be considered.

All developments providing employment should provide covered and enclosed cycle parking for staff which is accessible and secure and, on major employment sites, showering and changing facilities.

All developments which will attract visitors, either as customers or in another capacity, should provide covered visitor cycle parking conveniently located and in a position which enables informal surveillance. Such a location will normally be adjacent to a main entrance and can be incorporated under entrance canopies.

**Servicing and Operational Requirements**

Within residential layouts adequate provision should be made for refuse collection, removal vans and delivery vehicles to operate and manoeuvre without obstruction.

Within all non-residential layouts adequate provision should be made for refuse collection and for operational and service vehicles to operate and manoeuvre within the site without obstruction. Servicing of commercial premises from the highway will only be acceptable for small-scale developments where it can be carried out without an adverse affect on safety and the free flow of traffic.

- 14.13.1 Car parks should be designed to maximise vehicle and personal security and have regard to lighting, landscaping and layout. The adoption of “Secured by Design” standards is encouraged wherever possible.

- 14.13.2 The Council will also encourage the redevelopment of car parks to other uses in appropriate locations such as the City Centre (see Policy CC5), Bilston Town Centre and Wednesfield Village Centre or other centres where redevelopment will be of benefit, where compensatory provision can be made within the new development or where the loss of car parking would not harm the vitality and viability of the centre or cause parking problems elsewhere.

- 14.13.3 The Council’s current demand management, traffic reduction and car parking policies and targets are to be found within the Local Transport Plan and Regional Transport Strategy.

- 14.13.4 The manner in which car parking is arranged has a fundamental effect on the quality of the development. Vehicles should not be allowed to dominate the space or to inconvenience pedestrians. Parking on the front of a development should be avoided as this detracts from the design of the development, restricts informal surveillance and generally presents an unattractive image.

- 14.13.5 In residential areas, a very careful balance has to be struck between the expectations of car owners, in particular the desire to park as near to their houses as possible, and the need to maintain the character of the overall setting. Where car parking is provided in courts or squares then adjoining buildings should overlook the site.

- 14.13.6 In commercial developments the best way to alleviate the effect of large parking areas is to ensure that they are designed as an integral part of the landscape treatment and managed communally. This also ensures that pedestrian movement is not determined and restricted by vehicular movement requirements and conflict between pedestrians and vehicles is minimised.

- 14.13.7 The Council would encourage the redevelopment of any car parks where this is important for the regeneration of

the City, in particular Wolverhampton City Centre, Bilston Town Centre and Wednesfield Village Centre. Alternative compensatory provision of short stay car park spaces may be required to serve these Centres where this is considered necessary. The shared use of car parks as part of a development will also be considered to serve the wider needs of these Centres.

**14.14 Development of Freight Facilities**

Policy AM13: Development of Freight Facilities

Facilities to aid the movement of freight will be encouraged through:

- a) The improvement of the highway to assist the movement of commercial vehicles to employment sites and access to the Strategic Highway Network;
- b) Routing of commercial vehicles to prevent any loss of amenity of residents;
- c) The assessment, strengthening and renewal programme for bridges and structures to provide for the general introduction of 44 tonne lorries;
- d) Where appropriate, the retention of employment development sites adjacent to railway lines for development that requires a rail connection;
- e) The protection of redundant rail lines and rail heads where it is considered, following consultation with the rail industry, that they have potential to provide rail freight facilities.

- 14.14.1 Improvements to be Strategic Highway Network will aid the movement of commercial vehicles between the City Centre, the main commercial and employment centres of the City, and the Regions trunk road and motorway network. There will be an overriding need to protect the amenity of local residents and reduce the impact of freight and commercial traffic on local communities.

- 14.14.2 The programme to strengthen bridges and structures to provide for the general introduction of 44 tonne lorries is well advanced but further work is still required, particularly on those structures not in the ownership of the City Council. The Council will work with all interested parties to complete this strengthening and renewal programme.
- 14.14.3 A minority of goods are moved by rail but there is potential for the modal shift of freight from road to rail. The Council will therefore encourage the construction of new sidings and rail freight facilities where environmental amenity considerations allow and, where appropriate, sites with potential for rail access will be retained for development that requires a rail connection.

**14.15 Minimising the Effect of Traffic on Communities**

Policy AM14: Minimising the Effect of Traffic on Communities

In traffic sensitive areas, traffic management and traffic calming will be promoted in order to relieve the adverse effects of traffic on existing residential communities.

- 14.15.1 The Council will continually monitor the harm created by the intrusion of motorised traffic in existing residential areas. Traffic sensitive areas, where the greatest road safety, social and environmental problems are identified, will be prioritised for future improvement. As funding becomes available local residents will be consulted so that the most appropriate traffic management improvement schemes may be implemented. In designing improvement schemes the needs of emergency services, public transport and cyclists will be considered to ensure their effective and safe operation. The Council will continue to work with local schools to minimise the impact of the school run on the

local area through measures such as 'School Travel Plans' and 'Safer Routes to School'.

- 14.15.2 A combination of traffic management measures will be used in the design of improvement schemes. These will include:-
  - Traffic calming;
  - Parking restrictions;
  - 0 mph speed restriction zones;
  - 'Streetscape' design;
  - 'Home Zones'; and/or
  - Road Closures.

**14.16 Road Safety and Personal Security**

Policy AM15: Road Safety and Personal Security

All development proposals should be designed and implemented to contribute towards improving road safety and personal security, in accordance with the West Midlands Local Transport Plan objectives and the Road Safety Plan for Wolverhampton.

- 14.16.1 The Government's Road Safety Strategy "Tomorrow's Roads: Safer for Everyone" emphasises that a major improvement in road safety can only be achieved if all agencies involved in road design, building and motor manufacture, traffic regulation and enforcement work in partnership. Wolverhampton has adopted the Government's national targets for casualty reduction by the year 2010 of:
  - 40% reduction in the number of people killed or seriously injured in road accidents;
  - 50% reduction in the number of children killed or seriously injured and
  - 0% reduction in the slight casualty rate (expressed per 100 million vehicle kilometres).
- 14.16.2 Techniques that will be employed to meet these targets will include engineering, education, training and enforcement in accordance objectives detailed in the Road Safety Plan and the

West Midlands Local Transport Plan. The Wolverhampton Road Safety Plan monitors progress towards the National target. The Wolverhampton Road Safety Plan also sets out the programme of safety schemes to be implemented in the City and outlines the education, training and enforcement policies. Local Safety schemes will complement the work on safer routes to school, the policies for walking and cycling, traffic management and public transport.

- 14.16.3 All schemes will be subject to a road safety audit in accordance with the Road Safety Act 1988 and guidance contained within the Institute of Highways and Transportation (1996). These aim to avoid the introduction of new safety problems and to identify opportunities to address current safety concerns. Developers will also be expected to adhere to the detailed standards of safety contained within the DETR Design Bulletin number 32 - "Residential Roads and Footpaths" (1992) and its companion guide - "Places, Streets and Movement" (1998) for all residential development proposals.
- 14.16.4 Wolverhampton Council regards the provision of a safe and secure environment as one of their highest priorities. Actual and perceived safety and security is an important factor in people's choice of mode of transport, particularly their use of public transport or the decision to walk or cycle or indeed whether to travel at all. Child road safety audits, in line with the Government's strategy "Tomorrows Roads - Safer for Everyone", will be undertaken to ensure safety issues are addressed. In addition, Safer Routes to School schemes will address safety issues for children and parents on journeys to and from school.

**14.7 General Aviation**

Policy AM16: General Aviation Facilities

There is considered to be no potential for the development of airports or airfields within the City. Any proposal for a helipad or heliport will be considered against the following criteria:

1. Evidence of need;
2. Proposed surface access and its effect on the transportation network;
3. The environmental impacts;
4. Relevant policies in the Local Transport Plan and Regional Transport Strategy.

- 14.17.1 As a largely urban area with the majority of its open land either designated as Green Belt or in active use such as recreation, Wolverhampton is considered to have no potential for the development of airports or airfields. However, there is growing demand for aviation, and restrictions on the use of airports and airfields may lead to proposals for helipads or heliports within the City. Such facilities could meet business, recreational, training or emergency needs and assist in the regeneration of the City.
- 14.17.2 Any proposal should demonstrate the existence of such need, including the need for any operational or support services on the site. It should also be acceptable in terms of the proposed surface access. The proposed highway access should be suitable for the purpose and not have a negative effect on highway safety or the free flow of traffic. The likely demand for access by means other than private vehicle should also be considered. Any proposal should also not have a detrimental effect on the environment, including wider considerations such as climate change. There should not be an adverse effect on the amenity of surrounding areas, either through noise from helicopters, surface traffic generated by the proposal, or any other means.
- 14.17.3 Any proposal should be in accordance with any relevant transportation policies as contained in the Local Transport Plan and Regional Transport Strategy.



**CHAPTER 15: WOLVERHAMPTON CITY CENTRE**

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**15.1 Introduction**

15.1.1 Wolverhampton City Centre is a vital asset for the City, which needs continual improvement and investment. It is a focus for shopping, leisure, employment, and civic functions and, increasingly, a place for people to live. It also captures the City's identity. A clear, robust, positive and up-to-date planning framework is essential to secure successful regeneration of the City Centre.

15.1.2 The main purposes of the City Centre Inset are: -

- to promote a vision for the City Centre;
- to provide a strategy and policy framework which defines the future shape and role of the City Centre;
- to provide a basis for monitoring and reviewing the performance and success of the City Centre.

**Objectives**

15.1.3 The Council will continue to help create and sustain a City Centre that: -

- is alive and vibrant both day and night, with a range of different uses and activities;
- is repopulated by a 'balanced' and 'active' community;
- is safer, more accessible, healthier, welcoming and attractive to all;
- offers a top quality shopping, cultural and leisure experience;
- is committed to academic excellence and life-long learning;
- meets the needs of businesses, investors, and the whole community, and builds upon the strengths of the City's ethnic diversity;
- is a place that both retains strong traditions and also allows opportunities for innovative new development.

**Strategy**

15.1.4 The Council considers it is essential to improve the competitive performance of Wolverhampton as a sub-regional centre for retailing, leisure and employment, particularly in order to: -

- meet the competitive challenge from other neighbouring centres (such as Walsall, Birmingham, Telford, and Merry Hill);
- strengthen market penetration in the main catchment area;
- prevent further erosion of the catchment area and draw shoppers and expenditure back to Wolverhampton.

15.1.5 There are a number of issues that must be addressed if the City Centre is to be the focus for the regeneration of Wolverhampton. Essential elements must be to build upon the Centre's key strengths as a traditional City Centre whilst addressing key weaknesses, particularly in terms of quality and choice of major retailers.

15.1.6 A diverse and dynamic City Centre is one which: -

- meets its sub-regional requirements for retailing, leisure and employment;
- meets the needs of all social and age groups in the City;
- is safe, and attractive to residents, visitors, businesses and investors;
- promotes a high quality image of Wolverhampton as a focus for attracting investment in the City.

15.1.7 The Council accepts that the area within the Ring Road cannot meet all of these requirements. It is essential that all developments which attract a large number of users or which contribute to the City's sub-regional role and to the image and profile of the City should be located within or on the edge of the City Centre wherever possible. This is consistent with the sequential test approach set out in Chapter 9: Shopping and the Role of Centres.

15.1.8 Development of key sites on the edge of the core can enhance the image of the City Centre and the City as a whole if they are part of a planned and sustainable extension to the City Centre core area, and have effective links with the core to secure full integration. Many components of the Wolverhampton Town Centre Action Plan 1995 remain valid and

crucial to the City Centre's health and have been rolled forward into the UDP and new City Centre Action Plan (2005). Examples already being promoted are the Urban Village and the Cultural Quarter. A series of independent edge-of-centre developments would not be appropriate.

15.1.9 The Main components of the strategy are: -

- to continue to give priority to strengthening and creating new development opportunities within the core area, particularly for shopping (the 'Shopping Quarter');
- to undertake a planned and sustainable extension to the core area for specific uses and functions;
- to create a safe, welcoming and easily accessible City Centre;
- to create a townscape of distinction and environmental excellence.

15.1.10 Another key component of the strategy is to build upon the distinctive character and strengths of different areas of the City Centre, in order to create unique foci for regeneration which reinforce the wider role of the centre. This has been achieved through the definition of a number of quarters, each with a particular character and range of functions: -

- Shopping Quarter (Primary Shopping Area)
- Cultural Quarter, including the Artists Quarter.
- University Quarter
- St John's Urban Village
- Chapel Ash
- All Saints / Royal Hospital
- Canalside Quarter

15.1.11 For each quarter, a vision and set of integrated proposals has been developed, to regenerate, reinforce and enhance the roles of the quarter and to create a broad mix of uses and activities which expands the range of functions within the City Centre as a whole. The boundaries of the quarters emphasise their close links and overlapping functions. It is important that each quarter evolves as an integrated active component of the City Centre. The co-

ordinated approach for each quarter offers: -

- An integrated way of thinking, critical to a move towards sustainable development and economic, social, and environmental regeneration;
- An integrated way of resolving the various demands placed on the City Centre;
- An integrated approach to land-use and transportation issues;
- Opportunities for integrated and co-ordinated public and private action and investment.

15.1.12 The City Centre Inset provides a context for more detailed Supplementary Planning Guidance contained in the City Centre Action Plan (2005), the St.John's Urban Village Framework Plan (1999), Evening Economy Action Plan (2005), ABCD Masterplan (2003) and the Canalside Quarter Implementation Plan (2000), and detailed Development Briefs for the Royal Hospital Area and other specific developments sites. In the event of any potential conflict between the UDP and Supplementary Planning Guidance / Documents, the policies as set out in the UDP will prevail.

**Shopping Quarter**

15.1.13 The Shopping Quarter is characterised by prime shopping locations such as Dudley Street, the Mander and Wulfrun Centres and Beatties Department Store, but also includes other traditional shopping streets within the Ring Road, such as Queen Street, Lichfield Street, Darlington Street and Worcester Street. Whilst the prime shopping streets are similar in character and function, other traditional shopping streets lie in areas with very different characters and overlap with other quarters such as the Cultural Quarter and St John's Urban Village. For the purposes of proposals for retail development and the application of the sequential test as set out in Policies SH3 and SH4, the Shopping Quarter equates to the Primary Shopping Area.

15.1.14 The strategy for this quarter is based on enhancing the attractiveness of the area for shopping through a number of proposals to improve existing shops and secure new developments.

**Cultural Quarter**

15.1.15 The Cultural Quarter, located within the Ring Road, forms the heart of leisure and cultural activities within the City Centre and will be the focus for future tourism activity. Within this area is the Artists Quarter, based around Princess Street, Berry Street and Princess Alley. Parts of the area also fall within the City Centre Conservation Area.

15.1.16 Considerable success has already been achieved within the Cultural Quarter, particularly in respect of the development of the evening economy. The City Centre has become regionally renowned for the quality of entertainment and venues and safety of visitors.

15.1.17 The strategy for this quarter is based on maintaining the standards that have been set through the evening economy, and expanding the role and function of the area. With the provision of a wider range of cultural and leisure activities in the Cultural Quarter, visitors will be encouraged to mix shopping and leisure or cultural visits in one trip.

**University Quarter**

15.1.18 The University of Wolverhampton City Centre Campus comprises two sites, north and south. The former lies between Stafford Street and North Street and houses the Schools of Art and Design and Legal Studies. North Road and Randall Lines Halls of residence are close by. The City Centre (south) campus lies within the Ring Road, between Stafford Street and Wulfruna Street. It houses the main learning and research facilities and the Harrison Centre, which combines traditional library services with hi-tech access to the Internet.

15.1.19 The University of Wolverhampton City Centre Campus plays an important role in the educational, economic and social life of the City Centre. Its Arena Theatre, for example, is a valuable leisure / arts and cultural facility, hosting plays and dance exhibitions for local and national companies, including work by the University's own dance and drama students. The University's expanding student population also supports the City's economy.

15.1.20 The aim for this area is to continue to provide high quality teaching, learning and research facilities and a high quality campus environment.

**Wolverhampton Urban Village**

15.1.21 The Wolverhampton Urban Village comprises the southern third of Wolverhampton's City Centre, as defined by the Ring Road, together with two 'arms', namely Chapel Ash stretching to the west and All Saints / Royal Hospital area extending to the east. The area contains a mix of secondary and tertiary retail areas, office accommodation and some enclaves of attractive old buildings, but much property and land that is not effectively used. There are currently only small numbers of residential properties in this area.

**St John's Urban Village**

15.1.22 The St John's Urban Village Quarter forms a key part of Wolverhampton Urban Village. The area contains the Old Hall Street, St John's and Worcester Street Conservation Areas. It also contains an area designated as the 'Learning Quarter'. This area is based around Old Hall Street and contains the Adult Education Service headquarters, the City Library and what will shortly become the City Centre base for the City of Wolverhampton College.

15.1.23 The strategy for this historic part of the City Centre is to bring back vitality through economic and social regeneration. This will be achieved

through the provision of mixed-use development, such as new houses and flats of mixed tenure, and new shopping, food and drink, office and other commercial development, capable of generating new employment opportunities. Within the Learning Quarter the aim is to introduce new innovative learning facilities that are of national and regional significance.

**Chapel Ash**

15.1.24 The Chapel Ash Quarter is an important part of the City Centre lying to the west and north-west of the Ring Road and centred on Chapel Ash commercial area, which was once a thriving Victorian / Edwardian suburb. The units in this area are small specialist shops and offices providing services for the City and local needs. They play an important and complementary role in the functioning of the City Centre. Many of the upper floors are vacant or under-used. The area includes the Chapel Ash Conservation Area and parts of the Park and City Centre Conservation Areas.

15.1.25 The strategy for this quarter is based on retaining the area as a focus for speciality shops, and other service activities, together with associated retail, business, leisure and housing development.

**All Saints / Royal Hospital Area**

15.1.26 The All Saints area forms the eastern part of the Wolverhampton Urban Village. It consists of a traditional residential area and some large derelict buildings, including the Royal Hospital buildings and the former Travel West Midlands Bus Garage. There are a large number of empty houses and the area suffers from a poor image with a deteriorating housing stock. Commercial properties abut the Ring Road and some investment has occurred close to the City Centre. The area forms part of the wider All Saints and Blakenhall Community Development New Deal for Communities Area (see Policy S1), for which a Master Plan has been adopted as Supplementary Planning Guidance.

15.1.27 The strategy for this quarter is to create a sustainable residential community that compliments and balances new developments in the area, to improve the quality of life for residents and businesses and to promote the successful regeneration of the area.

**Canalside Quarter**

15.1.28 The Canalside Quarter lies to the north and east of the City Centre. The area is dominated by transport infrastructure which presents strong physical barriers to movement into and within the area and prevents the development of a coherent character. Major roads form boundaries to the area e.g. Ring Road St Patrick's and St David's, Cannock Road, and Horseley Fields and Wednesfield Road bisects the area from east to west. The present railway line, High Level Station and the Birmingham Main Line canal also form major boundaries.

15.1.29 The strategy for this quarter is based on improving the image of the area, improving the linkages to and within it and securing the sensitive refurbishment and re-use of its historic buildings, and the introduction of sustainable mixed-use canalside development.

**General Policy**

15.1.30 Policies SH2 and SH5 define the role of Wolverhampton City Centre in support of the above strategy and form the context for the policies and proposals in this Chapter. More detailed policies and proposals are contained in Supplementary Planning Guidance / Documents, including the City Centre Action Plan.

**15.2 City Centre Shopping Strategy**

Policy CC1: City Centre Shopping Strategy

The main priorities are: -

1. To strengthen and create new development opportunities within the Primary Shopping Area, defined as the 'Shopping Quarter' (see Policy CC6);
2. Development of mixed use proposals at Raglan Street including a major foodstore and bulky comparison retail units with strong links to the Primary Shopping Area, directed at reinforcing and expanding the role of the Centre (see Policies CC10, SH12 and SH13).

15.2.1 Whilst the Strategy for the City Centre is to broaden its role and promote a variety of uses, retailing and associated services are likely to remain the dominant function. The ultimate success of the City Centre and its vitality and viability will depend upon the attractiveness of the Centre as a shopping destination. Therefore, it is vital that the City Centre maintains and enhances its retail role.

15.2.2 The attractiveness of the retail quarter for shopping will be enhanced through a number of proposals to improve its existing shops and to secure new developments (see Policy CC6).

**15.3 City Centre Business and Employment**

Policy CC2: City Centre Business and Employment

The main priorities are: -

- i. To strengthen and diversify the City's economic base to the benefit of all its residents and businesses and to safeguard and create new jobs;
- ii. To balance economic regeneration with social and environmental objectives.

The key policies and proposals are to: -

- (i) New Office development
  - Continue to focus office development in the City Centre;
  - Encourage the provision of good quality office space in the City Centre particularly within the Ring Road;
- (ii) Vacant office space
  - Encourage the conversion and refurbishment of redundant / outmoded office space subject to Policy B7 for other uses e.g. residential;
- (iii) Existing industrial areas
  - Consider alternative uses for vacant / obsolete sites and buildings within existing industrial areas, (such as the Blakenhall area), which are not within any Quarter, subject to Policy B10

15.3.1 The office market in Wolverhampton has declined over the past few years. The most severe impact has been within the Ring Road. Conditions are such that speculative office development is unlikely and the refurbishment of existing offices is unviable. Although demand for office space particularly within the Ring Road is low at present, good quality facilities are still desired. Generally the demand is from local businesses wishing to expand or new businesses setting up in the area. This is likely to continue, particularly for small-scale office users. There are opportunities to use existing redundant or outmoded office space for other uses such as residential, for example within St John's Urban Village.

15.3.2 Office activity in the Waterloo Road area of the City Centre could be intensified, possibly through the conversion of existing properties in Chapel Ash in the shorter term or the attraction of a major single occupier in the medium to long term. Policy CC13 identifies Waterloo Road as a particular focus for office development within the City Centre

ring road. The St Johns Urban Village could also cater for the demand for small-scale offices, through the refurbishment of existing buildings or new development.

15.3.3 With respect to large-scale office development this is realistically only likely to take place on a pre-let basis. Generally larger enquiries of a design and build nature are looking to the south of Birmingham along the M42 corridor. There is a need however to ensure that sites are available on high profile / high quality locations close to the Ring Road to attract such development. Such development can also assist in providing the mix of uses necessary to extend the City Centre into wider areas such as the Canalside Quarter.

15.3.4 Providing living accommodation in or close to the City Centre encourages walking to work and also make a significant contribution to the available housing stock (for example, by the conversion of vacant office space or space above shops to residential flats). A balanced approach will be needed, however, to ensure that future office space requirements and job opportunities are not prejudiced.

15.3.5 The decline in traditional manufacturing industries has resulted in areas of derelict land and empty industrial buildings mainly within established employment areas on the periphery of the City Centre, for example the Canalside Quarter and Blakenhall area. It is recognised that these areas could be regenerated to once again provide an important economic and employment role. If buildings in such areas become obsolete or are not suitable for re-use or conversion for industrial growth sectors, then alternative uses should be considered for both buildings and sites.

**15.4 City Centre Housing**

Policy CC3: City Centre Housing

The main priorities are: -

1. To encourage the retention of existing housing, wherever possible, and to improve the quality of the living environment as the opportunity arises;
2. To continue to promote new and refurbishment housing schemes, particularly within Wolverhampton Urban Village, as part of a sustainable mix of uses.

In order to create a sustainable City Centre environment, the following principles will be applied to new residential development:

- a) Promotion of Living Over The Shop schemes and the conversion of under-used or vacant non-residential buildings to residential use, where this will create a satisfactory living environment;
- b) Encouraging mixed use development;
- c) Securing consistently high quality of design;
- d) Promoting high density development - at least 50 dwellings per hectare;
- e) Achievement of 20% affordable housing and a variety of housing types across the City Centre, to help create a mixed community;
- f) Securing contributions towards recreational open space, public realm improvements and supporting facilities.

15.4.1 In the recent past there were significant areas of housing in and around the City Centre, but much has been lost through clearance. The enclaves of housing that remain are often characterised by a poor quality environment. However, as "urban" living in high density, high quality City Centre flats becomes increasingly popular, Wolverhampton City Centre is once again becoming a place where people wish to live. A number of high quality residential schemes are currently being developed such as Princess Lofts in the Cultural Quarter and Redrow Homes scheme in the Canalside Quarter.

15.4.2 The Council is promoting the development of an urban village within the City Centre (the Wolverhampton Urban Village). The aim is to create a living heart to the City, re-populated with a well balanced community and characterised by a mix of land uses designed to be compatible and complementary, recapturing many of the traditional benefits of urban living. Residents of the City Centre will benefit from proximity to major public transport routes, jobs, services, leisure facilities and the regenerated canalside area. In return, residential development will stimulate the regeneration of the City Centre by creating a thriving, mixed use environment and bringing under-used and derelict land and buildings, many of historical importance, back into effective use. Residential development will also be encouraged in the rest of the City Centre, subject to other UDP policies.

15.4.3 Details of larger proposal sites and estimates of the capacity of smaller sites are provided under Policies CC7 to CC12, Chapter 13: Housing, the Technical Background Papers. "Living Over The Shop" schemes have been highly successful in the City Centre, and the conversion of under-used or vacant office space and floors above shops to flats will continue to be supported and facilitated.

15.4.4 In order to meet housing needs, the aim is to achieve a balance of 20% affordable housing and 80% market housing across the City Centre, and a mix of housing types, although flats are likely to predominate. To maximise the use of land in this highly accessible location, high densities and minimal parking provision will be encouraged. As limited private amenity space will be provided on City Centre housing developments, it is particularly important that contributions are secured towards public realm improvements and the creation of new recreational open space. Contributions towards supporting facilities, such as small food shops, cafés and leisure facilities, will also be encouraged, where appropriate.

**15.5 City Centre Environment**

Policy CC4: City Centre Environment

The main priorities are: -

- i. Creating the right image;
- ii. Achieving high standards of design in new development;
- iii. Creating a pleasant, clean, safe and well-maintained pedestrian environment for residents, workers and visitors.

The key policies and proposals are: -

Squares / Open Spaces

- i. To encourage the creation of new urban spaces as part of new development or redevelopment schemes;
- ii. To designate new public town squares or green spaces, for example at High Level Station, and Royal Hospital;
- iii. To retain and encourage better use of existing squares, such as the Civic Centre Piazza, and seek redesign of these areas;

City Links

- i. To identify a network of safe, accessible pedestrian / cycle links between the City's Quarters, and City Centre generally, and to improve linkages to open spaces and squares;
- ii. To investigate ways in which connections across the Ring Road could be improved and examine opportunities to provide safe, convenient surface level pedestrian links to and from the City Centre and the Quarters, such as Royal Hospital and the Raglan Street area; and

Key Gateway Sites and Approaches

- i. To promote higher standards in the design of new developments on key gateways sites and approaches to the City Centre.

15.5.1 Wolverhampton City Centre is a densely developed area with very few urban spaces. The creation of new urban spaces by developers is seen as important to the health and vitality of the City Centre.

Potential new Town Squares have been identified at Markets Phase II development, Low Level Station, Royal Hospital and as part of the Raglan Street redevelopment scheme. New green open spaces / pocket parks will also be created alongside the canal.

15.5.2 Existing squares such as the Civic Centre Piazza could be redesigned to provide a venue for events and activities, themed festivals and promotional events in association with the evening economy, if appropriately marketed.

15.5.3 The Council's vision is to encourage and achieve good design throughout the City Centre, not just within the Conservation Areas and along major roads but also on key gateway sites and approaches. Good design can enhance the quality of people's everyday lives, help achieve sustainable development, attract business and investment and reinforce civic pride.

15.5.4 Creating an attractive, convenient and safe pedestrian environment is extremely important, particularly in determining how well the City Centre functions commercially and as a living environment. Identifying safe and accessible links between the City, its Quarters and beyond is necessary.

**15.6 City Centre Access and Mobility**

Policy CC5: City Centre Access and Mobility

The main priorities are: -

- i. Supporting the economic, social and environmental regeneration of the City Centre;
- ii. Improving the public transport system;
- iii. Improving facilities for people changing between different modes of transport;
- iv. Exploiting key development opportunities and strengthen pedestrian access between the City Centre and key development sites outside the Ring Road;

- v. Improving environmental conditions, including safety, to encourage people to walk and cycle;
- vi. Improving facilities for the mobility impaired and families with young children;
- vii. Giving priority to car parking for shoppers and visitors to the City Centre;
- viii. Providing new and expand Park and Ride facilities to support the City Centre.

The key policies and proposals are: -

- (a) Access and Interchange
  - i. To improve access to High Level Station for pedestrians, buses, taxis and cycles and provide potential for future extension to Metro services, and to provide better integration between transport modes and environmental and regeneration benefits to the Canalside Quarter;
- (b) Midland Metro
  - i. To investigate the feasibility of extending Metro Line 1 to better serve the City Centre;
- (c) Car Parking
  - i. To ensure the provision of high quality, convenient and secure public short stay car parks;
  - ii. To develop a co-ordinated City Centre car parking strategy for the use of sites outside the Ring Road for long-stay / employee parking;
  - iii. To develop a strategy that considers appropriate charges to encourage efficient use of all car parks and provide good parking for those visiting the City for shopping or leisure purposes;
  - iv. To examine the feasibility of introducing residents parking schemes in the City Centre, in particular within St John's Urban Village;
  - v. To investigate the provision of permanent Park and Ride sites on the edge of the City Centre, linked to Bus Showcase, the Rail network and Midland Metro;
- (d) Development Schemes
  - i. To examine opportunities through development schemes for further

- public short stay car parks and public transport facilities to serve the City Centre;
- ii. To seek developer contributions towards the provision of new public car park spaces, and / or public transport proposals, where car parks have been developed;
- (e) Development opportunities
  - i. To adopt a phased approach to the development of existing car parks in the City Centre identified on the City Centre Inset Map, in particular St John's Urban Village, in order that the effects of the closure of each car park can be monitored and then inform the decision on subsequent phases, and provision of new car park spaces.
- (f) Walking and cycling
  - i. To develop a network of safe pedestrian / cycle links between the Quarters and the Shopping Quarter and City Centre generally and the surrounding neighbourhoods.

- 15.6.1 Wolverhampton is a sub-regional centre for shopping, business, work and increasingly leisure activities. Good access and mobility for all is important to the continued vitality and viability of the City Centre, and to the commercial success of local businesses. A sustainable transport system needs to reflect this role and support the economic revitalisation and regeneration of the City Centre.
- 15.6.2 The Council's approach to access and mobility is based upon 'Accessible City' principles which includes providing a sustainable transport system which offers more choice to everyone, that protects the environment, provides for future transport needs, and improves people's quality of life. Enhancing the vitality of the City Centre, through improvements to access, mobility, image, attractiveness and security are seen as key priorities.

- 15.6.3 An effective transport system is vital to the promotion of a vibrant economy, healthier environment for living and to ensure better access and mobility for all. An important part of the strategy is to increase the range of transport choices and improve the quality of what is available, in line with Government Guidance.
- 15.6.4 The railway station is an important hub for services, especially for those who need to change trains between Shropshire and stations to the south. The bus station serves a wide area and provides a stopping point for national coach services. The Metro Line 1 provides an important link to Birmingham. The City's transport system needs to reflect its role in terms of the level and quality of the services provided.
- 15.6.5 The provision of high quality, convenient and secure car parks is essential to support the vitality and viability of the City Centre. Opportunities to provide further short stay car parks will be examined within the context of City Centre development proposals. A strategy that considers appropriate car parking charges to encourage the more efficient use of all City Centre car parks will be developed.
- 15.6.6 The development of some existing surface car parks is essential to the implementation of the St John's Urban Village. A phased approach will be taken to the development of these car parks in order that the effects of the closure of each car park can be monitored and then inform the decision on subsequent phases, and provision of new car parking spaces.
- 15.6.7 An important part of the overall strategy is the provision of Park and Ride sites to serve workers, shoppers and other visitors to the City. These will need to have good public transport services. There may be suitable sites to serve the City located within the Canalside Quarter or the other major opportunity development sites outside the Ring Road.

Park and Ride site in more strategic locations on the edge of the City are also being investigated to encourage people to switch from their car to either bus, train, or tram for the remaining most congested part of their journey. Locations will be sought on the edge of the City, linked to Bus Showcase and the Rail network.

**15.7 Shopping Quarter**

Policy CC6: Shopping Quarter (Primary Shopping Area)

- The main priorities are: -
- i. The Shopping Quarter, as defined on the City Centre Inset Map, will continue to be the main focus for retailing activity and the attraction of investment into the City Centre;
  - ii. The Shopping Quarter will be strengthened through consolidation, improvement, and creating new development opportunities. The different areas of the Shopping Quarter will be clearly defined, to emphasise and strengthen their differing roles, to expand the choice, variety and quality of shopping; each area to have different attractions, but all to have strong links. One element will be the promotion and control of uses and activities.

The key proposals are: -

- (a) **New Shopping Development**
  - i. Retail Core Expansion Area  
Retail led mixed use development including the possibility of a department store in the area bounded by Victoria Street / Bell Street / Cleveland Street / Temple Street / Snow Hill. Any development of this area must create effective linkages, both internally and externally, with the surrounding City Centre; and
  - ii. **Darlington Street**  
Mixed-use development site and public short-stay car parking;

**(b) Frontage Use (Control of Non-A1 uses)**

Retaining and improving a variety of A1 (Shop) uses in the Shopping Quarter is important to the future vitality and viability of the City Centre. Controls over changes to frontage uses are therefore required to ensure that the number, type and range of retail (A1) shops is maintained and strengthened. It is also recognised that other uses such as A2 (Financial and professional services) and A3, A4 and A5 (Food and drink) uses have a key role but their location must be controlled to maintain a healthy mix of uses. The following types of frontage are therefore defined where permission for Non-A1 uses will not be permitted:

- i. Primary Frontages - where such uses would constitute generally more than 30% of the number of units in each retail frontage or exceed 30% of frontage length;
- ii. Secondary Frontages - where such uses would constitute generally more than 50% of the number of units in each frontage or exceed 50% of frontage length
- iii. In addition to the above, Mixed Use Activity Frontages have been defined where there is no set percentage, although it will be important to retain a certain element of retailing. Ground floor uses must be able to attract significant number of customers, generate street level activity, and incorporate attractive and lively window displays.

The individual frontages within each frontage category referred to above are listed in Appendix 5.

- 15.7.1 While much of the focus remains on improving the Shopping Quarter and securing new developments within it there is a need to secure appropriate additional retail development as close as possible on the edge of the Quarter.
- 15.7.2 The sequential approach has been applied in respect of food and non-food and other uses such as leisure and

offices, and in accordance with Policies SH3, SH4 and SH5. One of the important requirements is to ensure that these retail sites, as part of mixed use developments, have strong and attractive pedestrian links with the Shopping Quarter and a high degree of accessibility by all modes of transport.

- 15.7.3 The All Nations Christian Centre, located on Temple Street, provides an important service helping vulnerable people within the City Centre. In line with Policy C2, should proposals for the Retail Core Expansion Area involve the displacement of this community facility, the Council will support its relocation to an equally convenient location.

**15.8 Cultural Quarter**

**Policy CC7: Cultural Quarter**

The Cultural Quarter, as defined on the City Centre Inset Map, will continue to be the focus for leisure, cultural and artist activities in the City Centre. The role and function of the Quarter will be maintained and expanded. The creation of new jobs and businesses within the Artist's Quarter area is seen as a priority.

The key proposals are: -

- i. Princess Alley - Further opportunities for the conversion and re-use of vacant upper floors to artists workspace / studios, craft workshops or arts / culture related uses;
- ii. Piper's Row - Mixed uses including public car parking.

- 15.8.1 The area contains many historic and architecturally important buildings. The sensitive refurbishment and re-use of these buildings for arts / cultural activities, particularly those which form landmarks or gateway features, will be encouraged.

- 15.8.2 The Council wishes to encourage a wide range of quality leisure, cultural and educational activities at different times of

the day and evening, which appeal to all members of the community and complement the existing shopping facilities. The development of the Artists Quarter as an area for artists will support the already established leisure and cultural activities in the City Centre, and provide valuable new job opportunities.

- 15.8.3 The surrounding area's existing leisure and cultural facilities, the range of buildings suitable for use, and the convenient access to the bus and rail station, means that the area is ideally suited to an increase in these kind of activities.

- 15.8.4 The environment of the area will be maintained and enhanced to include upgrading of key pedestrian routes through and to other parts of the City Centre. The creation of new quality public spaces, and improvements to existing squares and sitting areas to increase their usage will be investigated.

**15.9 University Quarter**

**Policy CC8: University Quarter**

The University's City Centre campus will continue to play a key role in supporting the City's and region's economy and assisting social regeneration.

The key proposal is: -

- i. To implement further phases of the University's Master Plan.

- 15.9.1 Since gaining University status in 1992 the University of Wolverhampton has gone from strength to strength. There are over 22,000 students, studying over 300 undergraduate and post-graduate courses ranging from traditional areas, such as history and law, to cutting edge disciplines, including virtual reality and e-commerce. The University has developed a Master Plan (the New Horizons Project) which will strengthen its position as one of the best Regional Universities in the United Kingdom.

- 15.9.2 The first phases of the Master Plan, including the Millennium Building housing state of the art teaching and specialist accommodation, a new lecture theatre and a library extension are now complete. Further phases of the Master Plan are proposed to enhance and improve the University's facilities. The City Centre campus will see a major refurbishment over the next seven years, to include some of the best study facilities available in the United Kingdom.

**15.10 St. John's Urban Village**

**Policy CC9: St. John's Urban Village**

The St John's Urban Village area, as defined on the City Centre Inset Map, will continue to be the focus for housing-led mixed use redevelopment in the City Centre. The provision of complementary supporting facilities is seen as essential to sustainable development objectives.

The Learning Quarter will provide the focus for future investment in learning facilities in the City.

The key proposals are: -

- i. Little Brickiln Street / Worcester Street - redevelopment of area for high quality mixed-use development including provision of new landmark building at the entrance to the City along Worcester Street. This will provide ground floor shops and restaurants with housing above. The remainder of the block will be developed mainly for new housing in a mix of new development and refurbishment. Part of the new housing will be flexible live-work space.
- ii. Worcester Street / Church Street / Temple Street - redevelopment of the area for high quality housing, together with some ground floor retail use on the corner of Temple Street and Worcester Street.

- iii. Learning Quarter (Phase 3), Old Hall Street Area - Extension to Central Library and creation of a major resource and learning facility in conjunction with WAES, City of Wolverhampton College and University of Wolverhampton, providing a major IT based information node.
- iv. School Street - redevelopment of existing car park for mixed uses including an element of housing, with potential for retail use on the ground floor.
- v. Land bounded by Ablow Street / Pool Street / Penn Road - Mixed use development, including residential, of Marshalls Building, Pool Street, subject to the provisions of Policies HE19 and HE20. Land to the south of Jeddo Street is identified for business/commercial led mixed use development.

- 15.10.1 The immediate area surrounding St. John's Church within the Ring Road is at the heart of the Wolverhampton Urban Village. The existence of established areas of heritage and character, such as St. John's Square and the Markets, complemented by the regeneration of key development sites, will help to create a vibrant and exciting place to live, do business, shop and relax. A mix of new build, refurbishment and sensitive re-use of the area's historic buildings is planned, together with a series of environmental improvements which will make the area more pedestrian-friendly. There are also plans to provide complementary community, leisure, cultural, commercial and life long learning facilities within the urban village. Linking developments to the shopping core to ensure the overall viability of the City is seen as a key component to the successful regeneration of the area.

- 15.10.2 In Wolverhampton and the Black Country, learning is fundamental to economic and social regeneration.

Traditional approaches have had limited success in increasing participation, addressing basic skills and encouraging progression to higher education. In Wolverhampton there is both the opportunity and commitment to create a new approach for the sub-region, which would be of national importance. The Learning Quarter will be the focus for this approach through the redevelopment of sites to provide new accommodation for the introduction of innovative, multi-agency learning initiatives. Development proposals should conform with the Old Hall Street Master Plan and reflect the urban design principles laid down in the St John's Urban Village Framework Plan.

**15.11 Chapel Ash**

Policy CC10: Chapel Ash

The Chapel Ash Quarter, as defined on the City Centre Inset Map, will continue to provide an important local and specialist shopping function. It will continue to be the focus for speciality shops, and other service activities together with associated retail, business, leisure and housing development.

The key proposals are: -

- i. Development of a high quality mixed use scheme at Raglan Street, including a retail foodstore, bulky goods comparison retail uses, housing and leisure uses, with strong links to the Shopping Quarter.

15.11.1 The Quarter as a whole has a diversity of uses with business and commercial activity being the principle use; for example it contains one of the City's largest private sector employers Wolverhampton and Dudley Brewery. It also has significant areas of housing, for example terraced housing in Compton Road, Tettenhall Road, and large attractive houses overlooking West Park.

15.11.2 On the whole the area has a unique character and has the potential to be a

distinctive Quarter within the City Centre. The area has suffered high traffic volumes and poor pedestrian links into the City Centre. Some progress has been made to improve pedestrian links to the City Centre through the provision of surface level crossings at Penn Road and Chapel Ash Islands, and Wolverhampton and Dudley Breweries have made significant improvements to rear servicing on the north side of Chapel Ash.

15.11.3 The provision of a wide, rich and vibrant range of land uses will be encouraged to improve the areas vitality and viability. A large part of the Quarter lies within Wolverhampton Urban Village. New housing development is envisaged and will be expected to embrace Urban Village design principles. Important businesses such as the Brewery will continue to be supported. The Council is seeking to attract and sustain private sector investment and the provision of sustainable housing, shopping, leisure and cultural activities.

15.11.4 Improvements to the public realm environment and linkages both into and through the area, especially for pedestrians and cyclists, are considered important. The sensitive re-use of the areas historic buildings is sought together with the enhancement of the Chapel Ash Conservation Area. These are key elements underpinning the regeneration of the area.

**15.12 All Saints / Royal Hospital Area**

Policy CC11: All Saints / Royal Hospital Area

The All Saints / Royal Hospital area, as defined on the City Centre Inset Map, will be developed for a mix of uses, including a substantial element of housing as a key ingredient. Other uses should include leisure (heritage uses, education, hotel, conference and trade centre), community facilities (including health), businesses (such as offices, small workshops and

studios) and local shops.

The key proposals are: -

- i. Royal Hospital / Bus Garage - Redevelopment and re-use in accordance with Urban village principles for high quality mixed uses, but excluding large scale retail, in multi-functional buildings.
- ii. Gordon Street / Granville Street - Redevelopment in accordance with the approved Master Plan for high quality private housing at 'urban' density.
- iii. St George's Ringway - Redevelopment in accordance with the approved Development Brief for mixed-use development, including commercial / business and housing uses.
- iv. Oxford Street car park - Redevelopment for mixed uses, commercial / business, including an element of housing, with existing car parking spaces to be retained or relocated elsewhere.

15.12.1 Despite its decline in the recent past the area still retains an active community committed to its enhancement and regeneration. Key aims are to improve residents' quality of life and the area's image. The Council declared the All Saints Residential Neighbourhood a Housing Renewal Area in 1992. The All Saints Action Network (ASAN) is developing community involvement in the regeneration process. The All Saints area is an area of focus within the Single Regeneration Budget Round 3 and the New Deal for Communities programme. A Master Plan has been prepared for the wider All Saints and Blakenhall Community Development (ABCD) New Deal for Communities Area (see Policy S2). There is an approved development brief for the Royal Hospital / Bus Garage site.

**15.13 Canalside Quarter**

Policy CC12: Canalside Quarter

Within the Canalside Quarter area, as defined on the City Centre Inset Map, comprehensive economic and physical regeneration is envisaged. A wider range of sustainable land uses and activities such as leisure, housing and workshops, taking advantage of canalside development opportunities, will be sought. Improved linkages both into and through the area, especially for cyclists and pedestrians, will be required to secure greater integration with the rest of the City Centre. Priority will be attached to the retention, refurbishment and sensitive reuse of the area's historic buildings and features. Proposals involving the demolition of a listed building or of a local list building will only be permitted in the circumstances detailed in Policies HE16 and HE20.

The key proposals are: -

- i. Springfield Brewery and adjoining land - Residential led mixed-use refurbishment and redevelopment, with some leisure / business elements. Small Scale retail use, related to the local need, may also be appropriate on this site as part of a larger mixed-use scheme, subject to the provisions of Policy SH9;
- ii. Land at Grimstone Street / Culwell Street - Residential development;
- iii. Low Level Station - Mixed use scheme incorporating commercial leisure, business and residential uses including the sensitive refurbishment and re-use of the historic buildings;
- iv. Land at Albion Street / Horseley Fields - Mixed-use scheme including residential and commercial / business / workspace uses;
- v. Former Royal Mail site Horseley Fields - Mixed-use housing development possibly linked to High Level Station.

- vi. Old Steam Mill, Corn Hill - Sensitive refurbishment and re-use of building for workspace or residential use.
- vii. Albion Mill, Albion Street - Sensitive refurbishment and re-use of building for residential or workspace use.
- viii. Lime Kiln Wharf / Commercial Wharf - Redevelopment for industry / workshops and canal related uses.

or appearance or distinctiveness of a conservation area. Further clarification on the latter will be included in conservation area character appraisals prepared during the UDP period. Policies covering proposals that may affect buildings, structures or features within the above categories are detailed in Chapter 6: Historic Environment.

- 15.13.1 The Canalside Quarter is an area of considerable potential with opportunities for a wide range of regeneration initiatives, building on its historic industrial and transportation character and infrastructure and its location on the edge of the City Centre. However at present it suffers badly from a spiral of economic decline, with a lack of investment, site and building dereliction, poor environmental quality and inadequate linkages both within and into the area from the City Centre. The perception of the area is poor in terms of investment, environment and safety.
- 15.13.2 Improving the image of the area to create a strong and positive sense of place and identity will be a priority. This will include improvements to the public realm environment, including enhancing the streetscape and street furniture, the canal and canalside environment.
- 15.13.3 The area's proximity to the railway station and transport interchange will be built upon and the strategic role for High Level Station will be enhanced. There are considerable opportunities for future change and improvement in this area.
- 15.13.4 For the purposes of this policy, historic buildings and features will include buildings and structures included on the Statutory List, the Local List or any other unlisted buildings, structures or unusual features, including elements of the public realm, that make an important contribution to the character

**15.14 Waterloo Road / Darlington Street Quarter**

**Policy CC13: Waterloo Road / Darlington Street Quarter**

The key proposals for the Waterloo Road/Darlington Street Quarter, as defined on the City Centre Inset Map, are:

- i. To encourage high quality mixed use development along Darlington Street in recognition of its gateway location;
- ii. To encourage Waterloo Road as a focus for office development;
- iii. Redevelopment of the Birch Street car park for offices and community uses, with existing car parking spaces retained or replaced elsewhere.

- 15.14.1 Darlington Street is an important western gateway into the City and provides an opportunity for new high quality mixed use development. Any mixed use development should retain a strong element of Class A1 uses at ground floor level, in accordance with the Secondary Frontage designation of this stretch of Darlington Street under Policy CC6 (c).
- 15.14.2 As identified in paragraph 15.3.2, there is an opportunity for office activity in this area of the City to intensify, possibly through the conversion of existing properties in the shorter term or through the attraction of a major single occupier in the medium to long term.



**CHAPTER 16: BILSTON TOWN CENTRE**

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**16.1 Introduction**

- 16.1.1 Bilston Town Centre is the second commercial centre in the City of Wolverhampton and plays an important role in the local shopping hierarchy. However it is much more than just a shopping centre, and in this lies both its recent problems and its future prospects. Bilston is a historic Black Country town with a strong and proud tradition of industry and local identity. It has suffered considerably from the decline of traditional industry in the region as a whole and particularly in and around the town centre. Nonetheless it retains an important role both for local people and, especially through its indoor and outdoor markets, for a wider catchment.
- 16.1.2 The principal findings of an environmental audit of the Town Centre carried out by the Council's consultants Taylor Young in Autumn 2000, highlighted that:
1. The town centre has a strong east-west axis but north-south links are more fragmented
  2. The Black Country route forms a strong edge to the south which constrains movements to / from the proposed urban village
  3. Metro and bus access is good with recent major investment
  4. Road access to Bilston is generally good and there is a significant amount of car parking around the centre
  5. Pedestrian links within the centre are good, except for the north-south link to the markets and to Morrisons foodstore
  6. The environment of Market Way and the markets area is poor
  7. Quality of frontages varies considerably through the centre
  8. The environment of parts of the centre suffers from lack of investment
  9. Recent investment in the public realm in Church Street is generally good
  10. Most of the quality buildings are in the historic core and Mount Pleasant parts of the centre (within the designated Bilston Town Centre Conservation Area).

A further Audit of Town Centre retail activity was carried out by consultants Daniel & Hulme in 2003 for the Bilston Regeneration Forum. This study confirms that Bilston has an important role to play within the hierarchy of centres within the City and identifies strong commercial interest for additional investment over the UDP period.

**Bilston Urban Village**

- 16.1.3 Proposals to develop an Urban Village on a substantial area of brownfield land to the south of Bilston Town Centre are being pursued by the Council and Advantage West Midlands. This major initiative to secure reclamation and mixed use development has the potential to generate some 1300 new homes and 49,000 sq. m of employment space providing almost 1500 jobs together with the creation of new landscape and local linkages. The urban village will be close enough to the Town Centre for there to be close integration between the two, and with improved linkages to surrounding communities, for the additional catchments of residents and business employees to bring major commercial benefits the Town Centre.

**Key Objectives for the Town Centre**

- 16.1.4 Seven principal issues have been identified as needing to be addressed during the Plan period:

**Objective 1 - Strengthening the town's retail activities**

Bilston should not rely on the prospect of further major retail floorspace expansion, but can take positive steps to improve its existing assets and identity as the City's second retail centre. The town has opportunities to enhance its attractiveness and needs to act to avoid falling into a cycle of disinvestment. The Town Centre's assets including the markets, the pedestrianised main street and Morrisons must be fully exploited and should be seen to complement each other.

**Objective 2 - Re-establishing the Heart of Bilston**

The historic core of the town east of the Metro line is seen as an important but underused asset. Action is needed to re-establish a role and identity through new uses and activities linked with environmental improvements. The Town Hall is at the centre of this area and will have a significant impact on its regeneration.

**Objective 3 - Promoting a safer place for all**

Whilst Bilston Town Centre does not face insurmountable crime and safety issues, nonetheless it is recognised locally that action should be taken to improve local circumstances and generate a positive perception of the security situation for business and visitors alike.

**Objective 4 - Improving the linkages**

Movement within the core of the Town Centre is generally convenient, with good links through car parks to Church Street / High Street. The Bus Station and Metro are in close proximity. However there is cause for concern that improved pedestrian links are required between High Street the Markets, Morrison's foodstore and the proposed urban village. Improved access to the Metro is also necessary.

**Objective 5 - Widening the range of uses in the Town Centre**

The Town Centre needs a wider range of activities to broaden its attractiveness and strengthen its economic and social base. The transformation will not occur however without guidance and positive support in order to realise the latent opportunities that exist. A wider range of uses can also bring activity outside the standard working day and help to attract more visitors to the centre.

**Objective 6 - Changing perception of environment and image**

Whilst parts of Bilston have been significantly improved, most notably following the pedestrianisation of Church Street / High Street there remain some areas where run down buildings and sites detract from the attractiveness of the Town Centre, and others where the prospect of decline could detract in the foreseeable future. Furthermore the external perception of the town is not as positive as it could be and action is needed to attract visitors who may otherwise pass by.

**Objective 7 - Expanding employment opportunities**

There is a need to look beyond existing employment patterns in the Town Centre and to explore the means of generating a wider range of local employment opportunities.

**A Strategy for the Town Centre**

- 16.1.5 The strategy for Bilston Town Centre sets the framework for wide ranging involvement in the ongoing process of regeneration, seeking to involve local business and residential communities in strengthening the centre's role and function.

1. It is important to recognise the role that Bilston Town Centre can play in relation to surrounding centres. Its location close to the sub-regional centre of Wolverhampton and within easy reach of the regional centre in Birmingham indicates that it cannot compete with these centres in terms of attracting major investment. However, what is clear from recent analysis is the loyalty of the surrounding population to the town centre. This needs to be built upon to project Bilston as the district centre for south east Wolverhampton and to some extent a centre to serve nearby residential areas in Walsall and Sandwell. Such a strategy would focus upon Bilston acting as a natural centre for a wider catchment than is currently the case for a wide range of activities including shopping, leisure, public administration and local services.
2. To achieve this will require the strengthening of the primary shopping area, a diversified range of activities and an uplift in environmental quality. The town centre can then build upon its links to the Metro line, which provide improved accessibility from nearby plus the potential of the urban village and other residential opportunities.
3. The strategy therefore seeks to re-focus the centre, identifying key issues for each part, promoting a mix of change and consolidation, introducing new uses and

concentrating attention on a series of linked Character Areas which together will build up into a lively and more vibrant whole.

4. Four Character Areas have been identified as follows:
  - Mount Pleasant**  
The area east of Bow Street taking in Mount Pleasant and Lewis Street
  - Historic Core**  
Between the Metro line and Bow Street, including Lichfield Street, the Orchard and part of Church Street, and including Bilston Town Hall
  - Primary Shopping Area**  
The principal retail area of the town between the Orchard development opportunity and Dudley Street.
  - Western Gateway**  
Both sides of High Street, between the pedestrianised area of the primary shopping area and the Wolverhampton Street roundabout

5. Each of these areas has its own identifiable features, form and activities, which will, to varying degrees, provide a basis for future initiatives and changes. Fundamental to the strategy is a recognition that these areas should be complementary to each other. There are, and will continue to be, overlaps in function, but there needs to be a stronger sense of identity and purpose for each together with enhanced linkages between them.

- 16.1.6 The Plan's general policy for 'town centres' (SH6) defines the role of Bilston in support of the above strategy. This forms the context for the policies and proposals set out below. Supplementary Planning Guidance containing detailed proposals is provided in the Bilston Town Centre Strategy (November 2001).

### 16.2 Bilston Town Centre Wide Initiatives

Policy BTC1: Bilston Town Centre Wide Initiatives

A detailed strategy will be developed in particular to:

- i. Improve linkages between character areas and between 'gateways' and destinations;
- ii. Review parking provision to gain an informed picture on existing and future parking quality, quantity and demand on which to assess strategic future use;
- iii. Further involve local people and other stakeholders in the management and improvement of the town;
- iv. Identification of residential development and 'Living Over the Shop' initiatives

- 16.2.1 The Character Area policies set out below need to be complemented by town centre wide initiatives to pull the whole regeneration strategy together. The linkages between different character areas and between key entry points and destinations are in many cases poor. Some marker features, such as the 'gateway' to the markets from the bus station have been well designed but overall signage is utilitarian and unattractive in character. The car parks immediately adjacent to the shopping core appear to be generally well used. However, more peripheral car parks are less well used and may offer other opportunities. The situation also needs to be viewed in the light of recent Government policy on the balance between public and private transport.

- 16.2.2 Recent work in Bilston has demonstrated that buried archaeological deposits of significance for the reconstruction of the history of the town are present. In addition detailed analysis of some of the existing standing buildings has demonstrated that elements of earlier buildings can survive within buildings whose facades date from a later period. Such information is of intrinsic interest but also does much to foster a sense of

shared history and community. Accordingly where there are indications that archaeological features may survive, especially within the historic core, an archaeological assessment will be required for any proposed development (see Policies HE24 to HE28).

- 16.2.3 Bilston will form part of a city-wide study of local character and distinctiveness (Policy HE1). All development proposals will be expected to take full account of local distinctive character types and areas.
- 16.2.4 It is proposed that a signage strategy be drawn up for the town centre to address the issues highlighted above. As well as providing clear guidance signage should say something about the identity of the town and its distinct character areas. Signage can include public art, town information/advertisements, lighting and sponsorship as well as the more traditional pointer signs.
- 16.2.5 A parking strategy, based on survey work and forecasts, would assist in informing the future of underused and strategically important sites. It will be important to achieve a balance between parking requirements of town centre users and the strategic development potential of the town. This is emphasised by the fact that the Black Country Route and proposed development to the south of the town means that what were rear servicing and parking areas are now prominent main road frontages. Further topic specific surveys are required in the areas of: open spaces; shopfronts; local bus routes and community facilities

### 16.3 Mount Pleasant Area

Policy BTC2: Mount Pleasant Area

Within the Mount Pleasant area proposals should seek to:

- Clarify and enhance the role of the area
- Enhance the historic character of the area
- Secure the re-use of vacant buildings and sites
- Ensure that new development is sensitively designed.

Principal proposals are:

- i. Improvement of parking facilities for library / art gallery
- ii. Mixed use refurbishment / redevelopment of technical school / WDET site
- iii. Conservation Area enhancement scheme
- iv. Improvements to public realm and areas of open space

- 16.3.1 The Mount Pleasant area provides an important approach into Bilston Town Centre. It plays only a secondary role in retail terms and retail expansion should not be encouraged as this would detract from the core areas. It provides the most attractive residential environment in the study area, together with the recently refurbished library / art gallery and the important development opportunity of the former college building and transport depot.

- 16.3.2 The area will focus on its potential for a mix of development, primarily residential, but with small-scale Class B1 business opportunities and enhancement of its existing community facilities. There are various possible small-scale residential development sites and also opportunities on the north side of Mount Pleasant between Lichfield Street and Mountford Lane where conversion of upper floors to residential should be explored.

- 16.3.3 As the whole of the Mount Pleasant area falls within a Conservation Area, all proposals must be consistent with

Conservation Areas policies. The development brief for land and buildings on the north side of Mount Pleasant can be seen in the context of the role for the wider area and its proposed mix of residential, community and business uses.

**16.4 Historic Core**

Policy BTC3: Historic Core

Within the Historic Core, proposals should seek to:

- Broaden the area’s role with increased economic activity;
- Enhance the historic character of the area;
- Secure new uses for the Town Hall (see Policy BTC7);
- Improve the quality of linkage to the High Street area;
- Secure re-use and redevelopment of underused buildings and sites.

Principal proposals are:

- i. Improvements to the public realm and areas of open space;
- ii. New pedestrian priority measures in Church Street / Walsall Street;
- iii. Comprehensive refurbishment / redevelopment proposals (residential / leisure / business / specialist retail) for The Orchard area;
- iv. Gateway signage at Lichfield Street and Oxford Street;
- v. Conservation Area enhancement scheme;
- vi. Refurbishment and re-use of the Town Hall (BTC7);
- vii. Traffic related environmental works in Lichfield Street, to include improvements to the pedestrian environment;
- viii. New development opportunities (residential and employment).

16.4.1 The Historic Core of Bilston requires significant intervention to reverse its recent decline. Environmental quality has suffered from the effects of heavy traffic in Lichfield Street, which has contributed

to the wider problems of a lack of investment in businesses and premises. Levels of economic activity have also been restricted and vacancy levels are higher than in the primary shopping area of the town centre. Nonetheless it has some of the most attractive buildings in the town, together with a good mix of viable businesses, interesting spaces, linkages and development opportunities. Accessibility is good, with the Midland Metro line, car parks close at hand and the pedestrianised part of Church Street nearby. However, whilst the juxtaposition with the primary shopping area is a positive asset this area should not seek to compete directly with the principal shopping function of the primary shopping area itself.

16.4.2 The new role should embrace both commercial and community objectives, actively promoting an identity for the Character Area as a whole. It is essential that regeneration is promoted throughout the area and not just focussed on the Town Hall or any other individual opportunity. In this way a stronger context will be provided for specific schemes and the perception of the Heart of Bilston will begin to change. A wider range of uses must be sought, including leisure, residential, community facilities and employment uses, to complement those already in place. Retail activity will continue, but the area should not be dependent on a significant increase for its future prosperity.

16.4.3 The historic character of this area is one of its principal assets, but it requires a comprehensive programme of public realm enhancement together with measures to promote reinvestment in buildings and sites. This is particularly the case for the areas around the Town Hall, The Orchard, the former Pipe Hall hotel and Lichfield Street where action is also needed to reduce the impact of the traffic on the town centre environment.

16.4.4 Where appropriate, the Council will also use its statutory powers, including the securing of Article 4 Directions and

discontinuation and enforcement action, to achieve its wider aims for the enhancement of the area. The Council intend to undertake investigation of the potential for removing through traffic from Lichfield Street during the lifetime of the UDP.

16.4.5 The Town Hall has special significance and its re-use could provide the single most important impetus to regeneration. However this is not an easy prospect and will require considerable long term commitment from public, private and voluntary sectors to secure a sustainable scheme. It should be noted that prospects for the re-use of the Town Hall would be enhanced through successful measures to regenerate the surrounding area.

16.4.6 Development opportunities should not be seen in a piecemeal manner. Land assembly should be explored for parts of the area in order to bring forward key opportunities. The Orchard area in particular presents possibilities for a mix of refurbishment and new development with improvements to pedestrian links and environment. Relocation of some businesses may be required, calling for sensitive management of the regeneration process.

**16.5 Primary Shopping Area**

Policy BTC4: The Primary Shopping Area

Within the primary shopping area area, future proposals should seek to:

- Strengthen the retail function of the Town Centre;
- Enhance the linkage between Church Street, the markets and Morrisons;
- Improve the markets.

Principal proposals are:

- i. Redesign of Market Way;
- ii. Improvements to shops fronting Market Way and remodelling and improvement of Indoor and Outdoor Markets;

- iii. Improved pedestrian crossing of Black Country Route (BCR);
- iv. Development of vacant land on High Street;
- v. Improvements to the public realm and areas of open space.

16.5.1 In recent years retail activity in Bilston has become more strongly focussed on the pedestrianised section of Church Street and the indoor and outdoor markets. This is the area which has benefited most from the environmental and access improvements carried out by Wolverhampton Council, whilst the western part of High Street and the eastern end of Church Street have taken on a more peripheral role. The arrival of Morrisons introduced a significant new factor, which initially posed threats to established patterns of shopping but has become a major focal point as the town’s largest single retail outlet.

16.5.2 The importance of the indoor and outdoor markets cannot be overemphasised. Both play a vital role in defining Bilston as a retail centre, and in drawing visitors from beyond the immediate catchment. However, there is concern that their full potential is not being realised and that action will be needed to strengthen their role for the future.

16.5.3 Strengthening the retail function does not necessarily mean more new retail floorspace, although the strategy does enable this to happen if demand is strong enough. The primary objective is to secure a more robust primary shopping area which can build on the existing features of Bilston Town Centre through improving the quality of both the retail facilities and the environment in which they operate.

16.5.4 At present the east / west axis of Church Street / High Street dominates the primary shopping area, with the link to the markets along Market Way being narrow, dark and claustrophobic. Beyond this the link to Morrisons is poorly defined through the markets, and becomes wholly secondary as it crosses

the BCR, despite the pedestrian crossing.

16.5.5 The strategy proposes a major reorientation within the primary shopping area to improve this north / south axis. This will entail the improvement of Market Way to create an attractive link between Church Street, the markets and Morrisons. This needs to be more than merely cosmetic improvement to make a real impact on the experience and flow of users in the markets area and into the town centre from Morrisons.

16.5.6 This redesigned axis will also provide a link into the town centre from the proposed urban village - in turn this requires the design of layout and land-use in the northern part of the urban village to be orientated towards the principal crossings points on the Black Country Route.

**16.6 Western Gateway**

Policy BTC5: Western Gateway

Within the Western Gateway area, proposals should seek to:

- Broaden economic activity;
- Introduce residential / mixed use development;
- Strengthen the gateway role;
- Improve environmental quality.

Principal proposals are:

- i. Landmark commercial/community use building including high quality landscaping on land adjacent to the roundabout;
- ii. Refurbishment opportunities on High Street;
- iii. Identification of opportunities for re-use of upper floors;
- iv. Gateway improvements;
- v. Review of structural condition / refurbishment opportunities for each block;
- vi. Assembly of land for longer term mixed use development;
- vii. Signage, as part of a town centre wide strategy.

16.6.1 The section of the town centre west of the pedestrianised area faces difficult trends at present. With limited demand for significant retail investment in this area there is a higher level of vacancies than in the primary shopping area, a need to explore alternative uses, but a concern that some existing properties may not merit reinvestment. Nonetheless it provides an important approach to the town centre, both from the existing highway network and potentially from the urban village. The newer development occupied by the Lidl supermarket and the City Council's Housing Office contrasts markedly with the variety of smaller shops, and the environment is less attractive than in the pedestrianised area.

16.6.2 The area needs a new focus of activity that will broaden the range of uses beyond reliance principally on retail. This should complement retained retail activity and also expand into leisure, residential or other uses where appropriate. In the longer term there may be improved market potential arising from the development of the urban village linked via the footbridge over the Black Country Route. Block by block appraisals are therefore needed for each action in this area but it is likely that significant change may only be achieved in the longer term.

16.6.3 The area includes the Grade II\* listed Greyhound and Punchbowl public house. This is a key landmark building on the English Heritage Register of Buildings at Risk 2005. Repairs to the building and enhancement of its setting should be a priority.

16.6.4 A frontage development site may be identified between the two roundabouts, to be explored in detail via a development brief which would take particular account of existing landscape features in the area. This would provide the opportunity for a scheme to create a stronger gateway to High Street.

16.6.5 The block of properties between Lidl and Broad Street should be reviewed. The possibility of selective refurbishment should first be considered, identifying those units which have potential for new or retained uses on ground and upper floors and considering how these might be improved in the shorter term. Partial redevelopment may be more suitably in conjunction with the car park to the south, thereby generating the flexibility of a larger site for a mix of residential, business and retail uses with redesigned parking, and providing a further opportunity to integrate with the proposed urban village. As with other similar opportunities in the town centre the future of Bilston's car parks should be informed by a town centre wide parking study.

16.6.6 The gateway role will be enhanced by improvements to frontages of existing properties, particularly Nos. 61-65 High Street, but this will only be achievable through confidence in reinvestment in the properties themselves. In the shorter term signage improvements will be needed to mark the entrance as part of a town centre wide signage strategy.

**16.7 Frontage Use Policy**

Policy BTC6: Frontage Use Policy

Within the Primary Shopping Area planning permission will not be granted where non A1 uses constitute more than 30% of the number of units in a retail frontage or exceed 30% of frontage length.

For the purposes of this Policy a frontage is defined as one side of a street or parade which is not separated by a significant gap such as a road junction.

Elsewhere no set percentage will be applied although it will be important to retain a majority element of retailing. Ground floor uses must be able to attract significant numbers of customers, generate street level activity and incorporate attractive and lively window displays. Proposals for amusement

arcades will not be permitted in the Primary Shopping Area, and elsewhere will be determined on the basis of the criteria in Policy SH16.

16.7.1 Retaining and improving a variety of Class A1 (Shops) uses is important to the future vitality and viability of the Town Centre. Controls over changes to frontage uses are therefore required to ensure that the number, type and range of retail (A1) shops is maintained and strengthened. It is also recognised that other uses such as Class A2 (Finance and Professional Services) and Class A3, A4 and A5 (Food and Drink) uses have a key role but their location must be controlled to maintain a healthy mix of uses.

**16.8 Bilston Town Hall**

Policy BTC7: Bilston Town Hall

The Council is committed to securing the future of Bilston Town Hall. It will continue to work with private sector partners and community groups to bring the building back into beneficial use.

16.8.1 Bilston Town Hall is a landmark feature in the town centre, and played a central role in the local community until its closure in 1998. Dating from 1872, it is an important Grade II listed building which is regarded with strong local affection and is a focus for community interest in restoration and re-use. Its location at the heart of the historic core of the Town Centre adds to its importance for the area as a whole.

16.8.2 Having stood empty since the Council relocated its Housing Office the Town Hall has deteriorated physically, although recent remedial works have now been undertaken. However, the building continues to face problems of a wider nature. These relate firstly to the building itself, and secondly to its relationship with its surrounding area.

16.8.3 Despite the range of problems the Town Hall rightly retains a central place in the priorities of the local community. The practical opportunities, like the problems, relate to both the building and its surrounding area, and at both levels can tie closely into the wider regeneration aspirations of the local community. Key opportunities have been identified in terms of:

- Listed Building status
- Refurbishment of an important symbol for the town
- Creation of unique floorspace for the Town Centre
- Public / Voluntary / Private sector partnership opportunity
- Role for community uses and private investment
- Creation of new functions for the adjoining public spaces and church yard
- Upgrading of Church Street / Walsall Street for pedestrian priority
- Relationship to the wider Historic Core including The Orchard area
- Upgrading of access to the Metro



**CHAPTER 17: WEDNESFIELD VILLAGE CENTRE**

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**17.1 Introduction**

- 17.1.1 Wednesfield is the centre of a distinct community in the north east of the City which (along with Bilston and Tettenhall) remained administratively separate from Wolverhampton until the 1960s. The village centre provides a range of shopping, office and community facilities for residents in this part of the city and some adjoining parts of Walsall, and also to some extent provides services for the major industrial areas to the south and the New Cross hospital complex to the west.
- 17.1.2 The core of the centre is compact and for the most part clearly defined, bounded by the canal in the north and by residential land uses in the Bolton Road and March End Road areas to the south and east. Along the south west to north east corridor however, boundaries are less clear cut. Some town centre uses (and the Sainsbury's foodstore) extend into the Rookery Street area in the west, while ancillary retailing also extends northwards along Lichfield Road as far as the junction with Wood End Road. Because of their roles in complementing the main core, both of these 'extensions' have been included within the defined inset area.

**Recent Changes**

- 17.1.3 Major proposals identified in the 1993 UDP have largely been implemented. The opening of Wednesfield Way in 1999 created a bypass for through traffic along the A4124 corridor, removing the serious congestion in High Street and improving access to a number of vacant and derelict sites in the wider area. The new road has provided the flexibility for major environmental improvements to be carried out in the village centre to extend the pedestrian area while retaining access for buses and service vehicles.
- 17.1.4 The open retail market is an important facility for local residents. However, its trading position had been in decline for a number of years and the refurbishment

works have created sufficient space for it to be relocated from its former position at the rear of the main shopping area to the widened pedestrian area in High Street. This move has benefited not only the market traders but also the established businesses in High Street as a result of the increased footfall in the street.

- 17.1.5 The other major proposal of the 1993 UDP was the introduction of a modern large foodstore to complement the role of the centre as a major convenience shopping location. This was partially achieved by the opening of the Coop superstore on land south of Rookery Street in 1993. The store was subsequently extended and reopened as Sainsbury's in 2000. However its siting and physical integration with the village centre proved less satisfactory than had been hoped. Overcoming the associated problems, so that the store fulfils a genuinely complementary role, remains a substantial challenge.

**Bentley Bridge**

- 17.1.6 To the west of Sainsbury's, the former Black Country Development Corporation granted permission for further retail and leisure development ('Bentley Bridge Park'). The leisure component was implemented in the form of a multiplex cinema, health and fitness centre and bingo hall (now closed) together with fast food outlets. The retail component (permission for 14,700m<sup>2</sup> on two sites) has been implemented and its relationship to Wednesfield is a further issue for planning in this part of the city. The Council's intention in defining the area for retail expansion in the 1993 UDP was that the food superstore and some adjoining and user-conditioned retail warehousing would be located in such a way as to complement Wednesfield village centre. However the corporation's permission was granted on an area which was both more extensive, and more remote from the village centre, than had been envisaged. As a result the leisure complex, and the committed

further retailing, is in an out of centre location.

**Future Needs**

- 17.1.7 Following the major changes that have taken place in recent years the context for the UDP period is therefore predominantly one of consolidation, building upon the potential created by the completion of the bypass, the introduction of the foodstore and other major developments in the vicinity.

**A Strategy for the Centre**

- 17.1.8 The strategy for Wednesfield must provide the framework, not only for physical development but also for wide ranging participation in the continuing process of regeneration, involving local residential and business interests and other organisations in strengthening the centre's role and function.
- 17.1.9 The UDP's general policy for 'town centres' (SH6) defines the role of Wednesfield (and Bilston) in the context of the network of centres in the city as a whole. The following factors are important in developing a specific strategy for Wednesfield village centre.
- 17.1.10 The A4124 Wednesfield corridor is one of three strategic regeneration corridors identified in the overall UDP strategy. Wednesfield village centre is at the core of this corridor and has a key role to play as a focus for regeneration and in providing services for the corridor as a whole.
- 17.1.11 The relationship to surrounding centres and to the Bentley Bridge development is crucial to the future role of Wednesfield. The proximity to the major comparison shopping and sub-regional centre of Wolverhampton only 3 km to the west is clearly a major constraint on potential investment - and the wider strategy of the UDP would militate against any conflict of roles. Wednesfield is part of a network of lower order Black Country town centres, providing principally

convenience shopping facilities for a local catchment area. Surrounding centres with a similar role (although not necessarily equivalent in retail floorspace terms) include Bilston to the south and Willenhall and Bloxwich, in Walsall Borough, to the east. Wednesfield's role within this network can be consolidated, providing convenience shopping, some leisure, public administration and local services for a catchment area broadly defined by competition from these surrounding centres. In relation to Bentley Bridge Park there is some potential for complementary roles, with an element of spin off to Wednesfield from the wider population attracted to the leisure and potential comparison retail facilities at Bentley Bridge.

- 17.1.12 In order to achieve the above Wednesfield will need a strengthening of its primary shopping area, a closer integration with the food superstore, a more diversified range of other activities and an uplift in environmental quality. In the longer term the centre will be able to build upon its position as a node on the new Metro line which will provide enhanced accessibility along the corridor.
- 17.1.13 In developing policies and proposals to advance this strategy, consideration has been given to whether it would be appropriate to focus upon discrete 'Character Areas', as is the case in Bilston. To an extent distinct components of the centre do exist, as follows:
  1. The Primary Shopping Area embracing the High Street and including the conservation area around the church.
  2. The Alfred Squire Road area, characterised mainly by 'civic' uses.
  3. The Rookery Street / Sainsbury's area.
- 17.1.14 However a crucial policy objective is to secure integration, in particular between Sainsbury's and the Primary Shopping Area of the centre. In these circumstances it seemed potentially counter-productive to seek to treat the areas separately.

17.1.15 The situation in respect of the Lichfield Road area north of the canal is rather different. This area is clearly separated from, and will remain separated from, the rest of the centre and has therefore been made the subject of a specific policy.

**Key Objectives**

17.1.17 In the light of the above strategy, the following are the principal policy objectives for Wednesfield:

1. To maintain and enhance the role of Wednesfield as a 'town centre' serving the north eastern part of the city.
2. To secure improved access by public transport, cycling and walking, and improvements to parking provision.
3. To ensure that bulk convenience and other shopping needs are met.
4. To secure full integration of the Sainsbury's foodstore.
5. To encouraging the provision of high quality health, community and other ancillary facilities,
6. To improve pedestrian and other linkages between the village centre and Bentley Bridge Park and New Cross hospital,
7. To maintain existing open space and amenity areas and encourage new provision as opportunities arise,
8. To encourage residential use above existing units in Wednesfield High Street and in other suitable locations should opportunities arise,
9. To encourage office uses in appropriate locations.

**17.2 The High Street / Market Primary Shopping Area**

**Policy WVC1: Primary Shopping Area**

Within the Primary Shopping Area, the Council will encourage improvements to the quality and range of shopping facilities through refurbishment and redevelopment. Wednesfield retail market will be permanently relocated on Wednesfield High Street.

17.2.1 As a shopping centre, Wednesfield's role is primarily to meet the convenience shopping needs of residents in the north eastern part of the city. These needs are currently met by the large superstore to the south-west of the High Street along with a supermarket and specialist units within the High Street, and the recently relocated retail market. The recent relocation of the retail market to the High Street has added to the vitality and viability of the centre.

**17.3 Improved Linkages and Connectivity**

**Policy WVC2: Improved Linkages and Connectivity**

- i. The Wednesfield Link Project, as shown on the Inset Map, is allocated for a major scheme to create a new village square, a landmark building and improved pedestrian linkages between the High Street, Sainsbury's and Bentley Bridge.
- ii. New pedestrian priority measures will be implemented in the vicinity of High Street / Alfred Squire Road / Well Lane.
- iii. Measures to improve pedestrian linkages between the village centre and Wednesfield Park will also be supported.

17.3.1 Environmental enhancement and the creation of new public space immediately west of the prime shopping core will extend the focus of the centre and secure the integration of the Sainsbury's foodstore. The Wolverhampton Shopping and Town Centres Study indicated a low level of interaction between the foodstore and the centre proper. It is a key objective of the Council's strategy for Wednesfield that this situation be changed. It will be a major benefit to the vitality and viability of the centre if more visitors to the foodstore are encouraged to use the village centre, while the store itself widens the opportunities available to Wednesfield shoppers.

17.3.2 Given the distances involved the Bentley Bridge site cannot be regarded as edge of centre but there will be benefits also in improving the linkages with this development. Better pedestrian linkages are also required between the village centre and the park and this will necessitate a footbridge crossing the canal. Better linkage with the park, along with the creation of the new public space will give a major uplift to the environment of Wednesfield village centre.

**17.4 Midland Metro**

**Policy WVC3: Midland Metro**

Action will be taken to secure the full integration of the proposed new Midland Metro line with the village centre and the development of a bus / Metro interchange will be investigated.

17.4.1 Improved public transport access will be a major contribution to enhancing Wednesfield role as the main community focus in the north eastern part of the city. Bus services along the Wolverhampton-Wednesfield-Ashmore Park and Bloxwich axis are already being upgraded to 'showcase' status and there is now a prospect of Wednesfield being served by a Midland Metro line.

17.4.2 The 1993 UDP safeguarded a route for the then proposed 'Midland Metro Line 3', an extensive route through the Black Country linking Wolverhampton with Walsall via Wednesfield and Willenhall, which was then to continue south to cross Line 1 at Wednesbury and proceed via Dudley to Brierley Hill. Subsequently, however, Centro gave priority to developing the Wednesbury to Brierley Hill section as a branch of Line 1. The Wolverhampton - Walsall - Wednesbury proposal has now been revived and identified as one of four routes in the metropolitan area for implementation following completion of the Brierley Hill and Birmingham City Centre extensions. The development of a City Centre-New

Cross-Wednesfield metro link features as a high priority in the Wolverhampton Community Plan.

17.4.3 It is vital that Metro be properly integrated with Wednesfield village centre so that it makes a positive contribution to environmental quality, and that stops are appropriately located and designed to encourage maximum usage. There would appear to be the potential for bus-metro interchange and that in consequence Wednesfield can also be strengthened as a node in the bus network.

**17.5 Short Stay Car Parking**

**Policy WVC4: Short Stay Car Parking**

The Council will seek to improve short stay parking provision in the High Street area provided that it serves the area/centre as a whole. The site of the former retail market, shown on the Inset Map, will be re-used for such purposes subject to the permanent relocation of the retail market to the High Street.

17.5.1 Considerable improvements have been made to Wednesfield's accessibility. Wednesfield way has opened up sites in the Bentley Bridge and Neachells areas and has improved access to the motorway network and the marketability of a number of employment sites. The new road has also enabled the removal of through traffic from Wednesfield High Street and permitted a major improvement to the pedestrian environment.

17.5.2 The provision of short stay car parking has been a long standing problem in Wednesfield with perceived effects on usage of the village centre. The relocation of the market has permitted some alleviation of this situation with the re-use of the former market area. Further opportunities will be sought in association with any redevelopment that may occur.

**17.6 The Canal**

**Policy WVC5: The Canal**

The Council will encourage the further use of the canal as:

1. A pedestrian and cycle route serving the village centre;
2. A contribution to the village centre environment.

Where the redevelopment or refurbishment on sites which are adjacent to the canal and/or its towpath is proposed, the design statement to be submitted in accordance with Policy D2 shall include a justification of the design in relation to the canal frontage.

17.6.1 The Wyrley and Essington canal runs east to west through Wednesfield but its contribution to the village centre environment is not yet developed to the full. There is potential in particular to 'open up' the centre to the canal and to encourage its role as a corridor of pedestrian and cycle movement to, from and through the centre.

17.6.2 On the northern side of the High Street in particular development or redevelopment should recognise orientation towards the canal and facilitate upgrading and appropriate use of canalside areas.

**17.7 Frontage Use Policy**

**Policy WVC6: Frontage Use Policy**

Within the Primary Shopping Area planning permission will not be granted where non A1 uses constitute more than 30% of the number of units in a retail frontage or exceed 30% of frontage length.

For the purposes of this Policy a frontage is defined as one side of a street or parade which is not separated by a significant gap such as a road junction.

Elsewhere no set percentage will be applied although it will be important to retain a majority element of retailing. Ground floor

uses must be able to attract significant numbers of customers, generate street level activity and incorporate attractive and lively window displays. Proposals for amusement arcades will also be determined against Policy SH16.

17.7.1 Retaining and improving a variety of Class A1 (shop) uses is important to the future vitality and viability of the village centre. Controls over changes to frontage uses are therefore required to ensure that the number, type and range of retail (A1) shops is maintained and strengthened. It is also recognised that other uses such as Class A2 (finance and professional services) and Class A3, A4 and A5 (food and drink) uses have a key role but their location must be controlled to maintain a healthy mix of uses.

**17.8 Housing**

**Policy WVC7: Housing**

The Council will encourage proposals for residential uses above units in Wednesfield High Street and will support residential uses in other suitable locations, particularly as part of mixed use development.

17.8.1 The overall strategy of the UDP includes encouraging housing development within and close to centres and in other locations with good public transport access. Wednesfield village centre will provide some opportunities for such development particularly through the increased use of accommodation above shops and other commercial uses in the high street.

**17.9 Employment Uses**

**Policy WVC8: Employment Uses**

The Council will support the development of office uses within Wednesfield village centre

17.9.1 A number of employment sites are identified close to, but outside the inset area of, Wednesfield village centre. These will contribute to meeting employment needs in the area and it will be important to ensure that good links are provided between these areas and the village centre. There is limited scope for Class B uses within the inset area but small scale development of Class B1(a) office uses would be appropriate and would be encouraged should market demand arise.

**17.10 Lichfield Road**

**Policy WVC9: Lichfield Road**

In the Lichfield Road area north of the canal bridge the Council will encourage the retention and development of uses that complement the village centre, subject to local amenity considerations.

17.10.1 An examination of retail and other uses within this area has revealed that they primarily fulfil a role complementary to the village centre rather than meeting local needs in the immediate vicinity. This role will be recognised in the consideration of future development proposals.

**APPENDIX 1: SUPPLEMENTARY PLANNING GUIDANCE / DOCUMENTS LIST (as of May 2006)**

<b>Topic Supplementary Planning Guidance / Documents</b>	
<b>Name</b>	<b>Date</b>
Day Nurseries	July 1995
Access & Facilities for People with Disabilities	Nov 1995
Places of Worship	Feb 1996
Residential Development	Apr 1996
Extension to Houses	Apr 1996
Outdoor Advertisements & Signs	Apr 1996
Business, Industrial & Warehousing Development	Oct 1996
Shopfront Design Guide	Nov 1996
The Provision of Public Art	Jan 1998
Telecommunications	Jan 2002
<b>Area Action Plans</b>	
<b>Name</b>	<b>Date</b>
St John's Urban Village Framework Plan	Apr 1999
Wolverhampton Canalside Quarter Implementation Plan and Appendices	Dec 2000
Bilston Town Centre Strategy	Nov 2001
All Saints and Blakenhall Community Development	May 2003
New Deal for Communities Masterplan	
Wolverhampton Evening Economy Action Plan	Jan 2005
Wolverhampton City Centre Strategy and Action Plan	Jan 2005
<b>Development Briefs</b>	
<b>Name</b>	<b>Date</b>
Land at Wolverhampton Street, Bilston	Nov 1994
Land adjacent to 19 High Street, Bilston	Nov 1994
Land at Cross Street South, Blakenhall	July 2003
Royal Hospital Development Area, City Centre	Nov 1996
St George's Ringway, Melbourne Street, City Centre	Nov 1996
Land at Harbour Edge, Bowker Street	Feb 1997

<b>Development Brief Continued..</b>	
<b>Name</b>	<b>Date</b>
Town Markets Area Development, City Centre	June 1997
Land at the Junction of Oxford Street & Black Country Route, Bilston	Oct 1997
Land at Qualcast Road, Wolverhampton	July 1998
Wolverhampton Science Park: Area I North	May 1998
Rydal Green	July 1999
Old Hall Street Masterplan	Feb 2000
Chetton Green, Fordhouses	April 2000
Gordon Street / Granville Street, All Saints Masterplan	Sept 2000
The Mayfield, Willenhall Road, Old Heath	Late 2000
GKN Site: Birmingham New Road, Parkfields	Late 2000
Land at Mount Pleasant, Bilston	Dec 2000
Former Bilston Girls' High School, Green Lanes, Bilston	Jan 2001
Former Tettenhall Council Office Buildings and Premises	Jan 2001
Bushbury Triangle	Nov 2001
Little Brickkiln Street, City Centre	Feb 2002
St John's Urban Village, Church Street Development Site	June 2003
St John's Urban Village, The Fox Hotel and Adjoining Car Park	June 2003
Cross Street South, Wolverhampton	July 2003
Cleveland Street, Wolverhampton	Dec 2003
Springfield Brewery	Mar 2004
Tarran Bungalows, Selbourne Crescent, East Park	July 2004
Steelhouse Lane and Cable Street	Sept 2005
Former Farndale School Site	Feb 2006
Ward Street Master Plan	April 2006
Fourth / Fifth Avenue, Low Hill South (AP UK site)	Sept 2004
Retail Core Expansion, Cleveland street / Temple street	Dec 2003
Land at Gordon Street Masterplan, All Saints	Sept 2000
Old Hall Street Masterplan, Learning Quarter, City Centre	Feb 2000
<b>Other Guidance</b>	
<b>Name</b>	<b>Date</b>
Procedures, Design & Maintenance leading to the Proposed Transfer of Public Open Spaces & Equipped Play Areas	Oct 1998
St Johns Urban Village Design Guidance	Jan 2002

## APPENDIX 2: DETAILED OPEN SPACE, SPORT AND RECREATION REQUIREMENTS FOR NEW HOUSING DEVELOPMENTS

The following guidelines will be used to assess the quantity, quality and function of open space, sport and recreation facilities required to serve the residents of new housing developments, as set out in Policy H8 and also any provision that may be required to compensate for loss of open space, sport and recreational facilities. Revised Supplementary Planning Guidance on Residential Development will also provide further guidance. The current Wolverhampton Parks and Green Spaces Strategy and Wolverhampton Sport and Recreation Strategy should also be referred to. Development Briefs will, where appropriate, set out open space, sport and recreation requirements for specific sites.

An amended form of these guidelines will be published and adopted as a Supplementary Planning Document following the completion of appropriate needs assessments and the setting of new standards, if appropriate (see Policy R1).

### Key Definitions

1. It will be assumed that the number of residents a development is designed to accommodate is equivalent to 75% of total bedspaces, except in the case of flatted developments, where this figure will be reduced to 50%.
2. The minimum requirement per resident for recreational open space will be 26 sqm, in accordance with the standard set out in Table 12.1

### Standards of Provision

#### 1 40 dwellings or more

- 1.1 The provision of multifunctional, quality recreational open space should normally form an integral part of the design of any housing development of 40 dwellings or more. A total of 26 sqm recreational open space per resident should be provided on-site, to include:
  - Informal play space
  - One Local Equipped Area for Play (LEAP) for every 1,000 residents & one multi-ball

games area for every 2,000 residents; These requirements may be increased where needs are likely to be greater than normal e.g. certain low-cost or high density schemes or reduced / waived where it can be demonstrated that a development will, during its lifetime, generate a limited demand for children's play

- Footpath / cycle route links between recreational open space on and off site;
- Natural green space which makes use of existing on-site or adjacent landscape features where possible e.g. wildlife corridor along an existing stream.
- Landscape and design elements to provide a setting for architecture and features / public art and focal meeting places for local residents.

- 1.2 Contributions towards the following sports and recreation facilities may also be required, where appropriate:
  - Neighbourhood Equipped Area for Play;
  - Playing field provision;
  - Other sports facilities.
- 1.3 The following will not be considered to contribute towards recreational open space requirements:
  - private amenity areas provided in lieu of gardens on high density developments e.g. flats;
  - small, incidental pockets of open space which are not usable for recreation;
  - areas designed specifically for other purposes e.g. verges, acoustic landscape mounding.
- 1.4 Contributions towards off-site provision / enhancement within the Neighbourhood or District Park area, or a combination of on-site and off-site provision, may be an acceptable alternative, where:
  - The size, shape or topography of the site limit the potential to provide a functional area of recreational open space or play facilities on-site;
  - There is already good access to a sufficient quantity of open space, sport

and recreation facilities in areas nearby, as defined by the Wolverhampton open space, sport and recreation standards and the Parks and Green Spaces Strategy; or

- The ability of the wider community to access facilities on-site would be limited.
- 1.5 Such contributions may be pooled (see 2.4) in certain circumstances e.g. where a major new facility is needed and a number of housing developments in the same area could contribute towards its provision.

#### 2 10 - 39 dwellings

- 2.1 To maintain a high quality of design on smaller housing developments, there will normally be a requirement to provide small areas of open space on-site, around 10% of the total area of the site. The function of these open spaces will be to improve the appearance of the development and provide limited amenity space for residents of the development. They should form an integral part of the design and layout of the streetscape and provide focal points which act both as design features and as informal meeting places for residents. They may include hard or soft landscaping and will normally be maintained by a management company set up by the developer (see 12). For more detailed guidance on the design of residential developments see Chapter 4: Design and SPG / SPD on Residential Development.
- 2.2 Housing developments of between 10 and 39 dwellings will not normally be expected to provide new recreational open space or play facilities on-site, as the small open spaces which would be generated are considered to be of limited value for recreational purposes.
- 2.3 In lieu of on-site provision, developers will be expected to make contributions towards the creation or enhancement of open space, sport and recreation facilities which could reasonably be expected to serve the needs of the development.

Such contributions should equate to the cost of providing: 26 sqm recreational open space per resident (minus any provision made on-site for design purposes); one Local Equipped Area for Play for every 1,000 residents; and one multi-ball games area for every 2,000 residents (calculated pro rata); plus the cost of maintaining all such provision for 10 years. The particular type(s) of recreational open space provision the contributions will be used to improve will depend upon local needs and priorities as set out in the Parks and Green Spaces Strategy and Sport and Recreation Strategy.

- 2.4 Where contributions are not sufficient, at the time, to be viably used to enhance local open space, they will be pooled into a ring-fenced fund dedicated towards providing priority enhancements in the relevant Neighbourhood or District Park Area, and will be spent within a specified time period. Enhancements may include measures to improve safety and security, such as lighting and natural surveillance, provision of play equipment or access improvements.

#### 3 Less than 10 dwellings

- 3.1 Developments of less than 10 dwellings will not usually be expected to make contributions towards recreational open space provision. However, where a number of smaller developments are taking place in close proximity and it is considered that these form phases of a larger development, recreational open space contributions may be required.
- 3.2 Areas of open space which ensure the high quality design and amenity of the development (see 2.1) may still be required on these very small developments.

#### 4 Housing for people with special needs

- 4.1 Where developments are designed to house people with special needs, for example the frail elderly or single homeless people, it may be necessary to

provide most or all of the open space requirement for the development on-site, regardless of the size of the development. These areas of open space may not necessarily be accessible to the wider public.

**Design Issues**

- 5 Planning applications for residential development should provide detailed plans of the open space to be laid out and landscaped as part of the development, indicating those areas which the Council will be requested to adopt.
- 6 Wherever possible, a single open space, no smaller than 2,500 sqm, should be provided, in a location central to the site (or, where appropriate, central to a wider residential area), within 400m walking distance of all residents on the site and with safe and easy access, which does not involve crossing a major road. Fragmented provision may be subject to additional commuted sum payments to cover the increased pro rata maintenance costs of smaller open spaces.
- 7 Formal play areas and areas which may be used for informal ball games should be separated from residential areas by a 25m landscaped buffer and designed so as to avoid nuisance to nearby residents. However, they should also be located so that children at play are visible from substantial areas of the development, to allow supervision.
- 8 All provision should conform with any additional requirements set out in any Supplementary Planning Guidance / Document on Residential Development and the relevant section of the Parks and Green Spaces Strategy.

**Provision and Maintenance of Open Space On-Site**

- 9 Although the provision of recreational open space on-site may be carried out by the developer, the preferred option is by making an appropriate contribution to

Wolverhampton City Council Leisure Services. Where a developer is to provide open space / play space, the design and installation must be completed to a specification agreed by the Council. This will be a condition of the planning permission.

- 10 All open space and facilities should be available for use before 75% of the dwellings on the site are occupied.
- 11 Wherever practical, developers should make arrangements for the adoption of new areas of recreational open space by the Council. However, before the Council adopts any open space, it will require such areas to be laid out to its satisfaction. Therefore, it is important that developers discuss their intentions with Leisure Services as early as possible in the development process. Developers will be required to make arrangements, by way of commuted sums, to cover the cost of ten years maintenance of new open space / facilities by the Council. When agreement in principle is given to the adoption of open space, the Council will determine the level of commuted sum to be payable upon adoption of the open space.
- 12 Alternatively, developers will be required to set up a management company to ensure that open spaces are managed and maintained to a high standard in perpetuity.

**Contributions Towards Off-Site Provision**

- 13 Where off-site provision / enhancement is accepted in lieu of on-site provision, commuted sums will be secured via a S106 agreement. Commuted sums will be calculated on the basis of current costs and shall include the cost of maintaining the relevant open space / facilities for 10 years. There will normally be a requirement for commuted sums to be paid soon after the commencement of development. In exceptional circumstances phased payments may be acceptable.

**APPENDIX 3: CURRENT HIGHWAY IMPROVEMENT LINES**

**Highway Improvement Lines**

**Alfred Squire Road**

**Birches Barn Road**

**Cannock Road 1 & 2**

**Darlington Street**

**Goldthorn Hill**

**Horseley Fields**

**Lower Horseley Fields / Willenhall Road**

**March End Road**

**Meadow Street**

**Millfields Road**

**Parkfield Road**

**Rookery Street**

**Wednesfield Road**

**Wellington Road**

**Wolverhampton Street**

**Worcester Street**

### APPENDIX 4: SITES OF REGIONAL AND LOCAL IMPORTANCE FOR NATURE CONSERVATION

#### Wolverhampton Sites of Importance for Nature Conservation (SINCs)

Site No.	Site Name	Site area (ha)	Interest
S1	Ashen Coppice	4.61	E / AW
S2	Barnhurst Bridge Cutting, Pendeford Avenue	0.38	G
S3	Beechcroft Wood	1.06	E / AW
S4	Brook Point Pool	2.60	E / Am
S5	Colton Hills	3.86	E
S6	Compton Park (LNR)	2	E
S7	Coppice Road Wood	1.14	E
S8	Dunstall Park Racecourse	4.85	E
S9	Finchfield Hill Cutting	0.04	G
S10	The Gorge, Cinder Hill	2.65	E / G / Am
S11	Hadley's Brickworks	1.06	E / Am
S12	Hawthorn Wood (LNR)	3.1	E
S13	The Holdings at Oxley North	4.4	E
S14	Ladymoor Pool	6.36	E / Am
S15	Merridale School Bog	0.18	E / Am
S16	Monmore Green Disused Railway	4.26	E / Am
S17	Moseley Hall	14.06	E
S18	Mount Hotel Woodland	2.10	E / AW
S19	Northycote Farm Coppice	0.44	E
S20	Northycote Farm Parkland	17.51	E / Am
S21	Park Coppice	4.13	E / AW
S22	Park Hill	1.18	E / G
S23	Peascroft Wood	3.80	E
S24	Penn Hall School Wood	1.09	E
S25	Rakegate Wood	0.46	E / Am
S26	The Rock, Tettenhall	0.20	G
S27	Smestow Brook, Compton	4.55	E
S28	Springvale Park	4.13	E / G
S29	Stafford Road Cutting	0.22	G
S30	Staffs and Worcs. Canal	8.8	#
S31	Tettenhall College	3.72	E / AW
S32	Valley Park Pathway Central (LNR)	5.9	#
S33	Valley Park Pathway North: 1 (LNR)	2.06	E
S34	Valley Park Pathway North: 2 (LNR)	1.45	#
S35	Valley Park Pathway South (LNR)	8.31	#
S36	Wightwick Bank	0.08	G
S37	Wightwick Court Woodland	1.23	E / AW
S38	Wightwick Manor	2.37	E
S39	Wightwick Wedge (LNR)	13.9	# (Am)
S40	Windmill Wood (LNR)	3.8	E / G
<b>Total</b>		<b>148.04</b>	

Interest:  
 E Ecological                      AW Ancient Woodland  
 G Geological                      Am Amphibian                      # No full survey in 2000/1

Site No.	Site Name	Site area (ha)	Interest
SL1	Abbeyfield Parklands	4.54	E
SL2	Compton Road West Woodland	0.20	E
SL3	Grassy Lane	0.93	E
SL4	Hawkswell Drive Pool	0.27	E / Am
SL5	Henwood Road	0.50	E
SL6	The Holdings at Oxley South	4.36	E
SL7	Jeremy Road	1.38	E
SL8	Kitchen Lane	4.05	E
SL9	Merridale School	0.78	E
SL10	Neachells Lane	13.34	E
SL11	Northycote Farm	16.91	E / Am
SL12	Park Hill North	0.39	E
SL13	Park Hill South	0.08	E
SL14	Peace Green	0.95	E
SL15	Smestow Brook Floodplain	9.10	E
SL16	St Michael & All Angels' Churchyard	1.52	E
SL17	Taylor Road	5.37	E
SL18	Valley Park School	1.08	E
SL19	Weddell Wynd	1.27	E
SL20	Land south of Perry Hall Bridge	0.10	#
SL21	Bankfield Road	4.91	#
SL22	Bushbury Junction Reservoir (Birdcage Corridor North)	2.54	#
SL23	Land at Fowlers Playing Fields (Birdcage Corridor South)	5.41	#
SL24	Bushbury Sidings	3.64	#
SL25	Land East of Dale Street	2.52	#
SL26	Dudley-Priestfield Disused Railway (North)	3.61	#
SL27	Dudley-Priestfield Disused Railway (Bradley)	2.66	#
SL28	Dunstall Hill Wood	0.33	#
SL29	Grapes Pool, Stowlawn	0.70	#
SL30	Great Bridge Road	2.22	#
SL31	Marnel Drive Wood	0.38	#
SL32	Merridale Cemetery	9.38	#
SL33	Muchall Grove Wood	1.19	#
SL34	Northycote Playing Fields	0.39	#
SL35	Oxley Sidings	10.37	#
SL36	Land at Penk Rise	3.63	#
SL37	Goldthorn Road Open Space	0.49	#
SL38	Rocket Pool	2.02	#
SL39	Midland Metro Line	5.10	#
SL40	Land West of Stafford Road	0.62	#
SL41	Aldersley Stadium (1)	0.08	#
<b>Total</b>		<b>129.31</b>	

Interest:  
 E Ecological                      AW Ancient Woodland  
 G Geological                      Am Amphibian                      # No full survey in 2000/1

## APPENDIX 5: SCHEDULE OF CITY CENTRE FRONTAGES

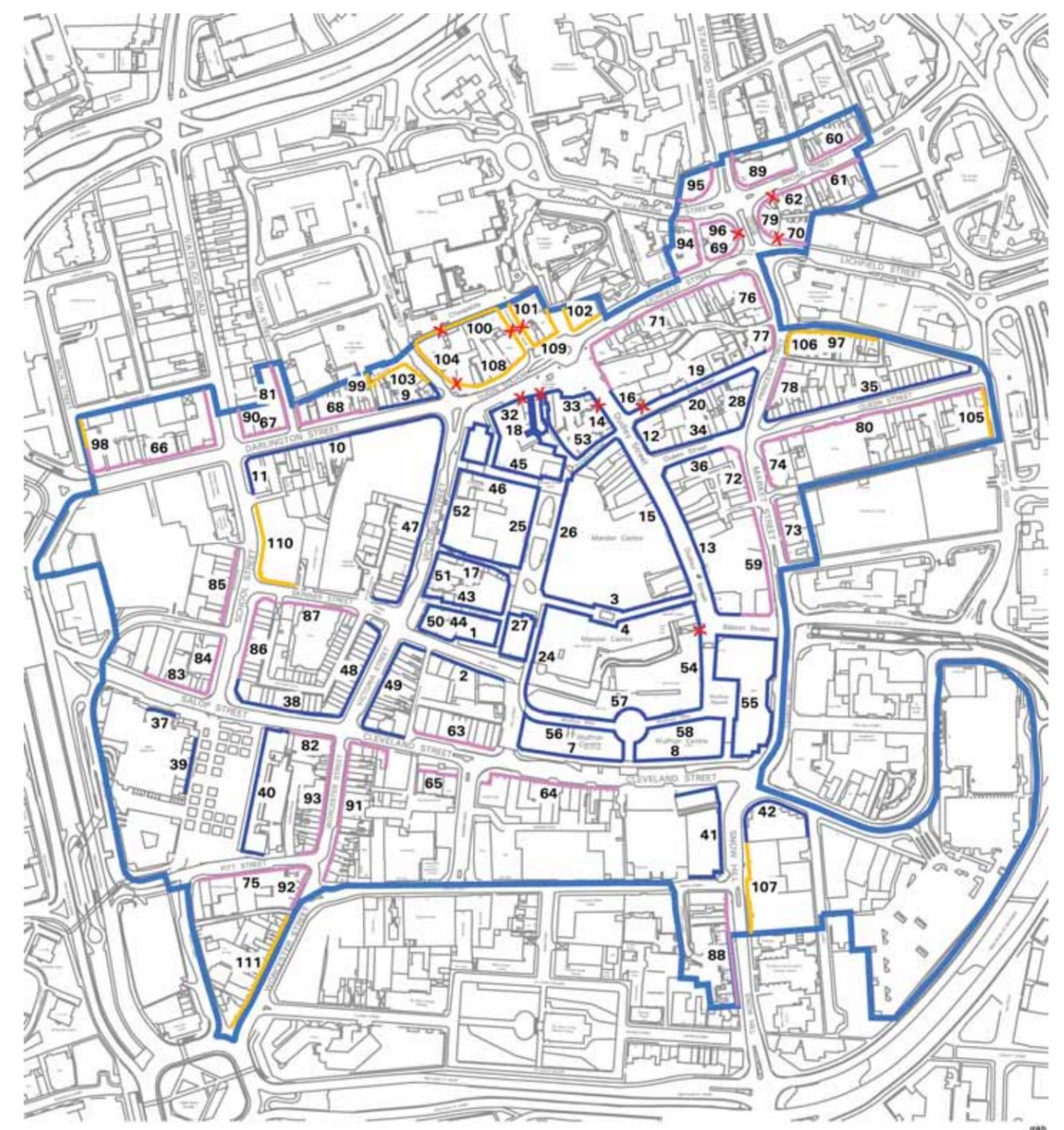
(Defines the individual frontages within each frontage use category)

PRIMARY FRONTAGES		
1	Properties fronting north side of	Bell Street
2	1 - 6	Bell Street
3	Properties fronting north side of	Central Arcade
4	Properties fronting south side of	Central Arcade
5	5 - 15	Central Arcade (Gallery level)
6	4 - 18	Central Arcade (Gallery level)
7	8 - 12	Cleveland Street
8	13 - 18	Cleveland Street
9	93 - 104	Darlington Street
10	1 - 25	Darlington Street
11	3 School Street to 25	Darlington Street
12	5 - 7	Dudley Street
13	8 - 26	Dudley Street
14	57 - 62	Dudley Street
15	27a - 56	Dudley Street
16	1 - 4	Dudley Street
17	1 - 9	Farmers Fold
18	All Units	Hampton Walk
19	1 - 17	King Street
20	25 - 30	King Street
21	1 - 17	Mander Gallery (Gallery level)
22	21 - 38	Mander Gallery (Gallery level)
23	45 - 48	Mander Gallery (Gallery level)
24	39 - 43	Mander Gallery (Gallery level)
25	1 - 16	Mander Square
26	33 - 50	Mander Square
27	45 - 48	Mander Square
28	Public House and 2 - 5	Princess Street
29	1 - 19	Queens Arcade (Gallery level)
30	2 - 4	Queens Arcade (Gallery level)
31	10 - 12	Queens Arcade (Gallery level)
32	19 - 26	Queen Square
33	12 - 18	Queen Square
34	1 - 13	Queen Street
35	15 - 42	Queen Street
36	61a - 68	Queen Street
37	9 - 14 Heantun House	Salop Street
38	117 - 129	Salop Street
39	1 - 8 Heantun House	School Street
40	New Market Square	School Street
41	42 - 51	Snow Hill
42	2	St George's Parade
43	1 St John's Street to 7	St John's Arcade
44	5 St John's Street to 12	St John's Arcade
45	31 - 32 Mander Square and 1 - 15	Victoria Arcade
46	4 - 16	Victoria Arcade
47	53 - 80	Victoria Street

48	37- 51	Victoria Street
49	1 Cleveland Street and 24 - 36	Victoria Street
50	20 - 23	Victoria Street
51	16 - 19	Victoria Street
52	1 - 15	Victoria Street
53	54 - 56	Woolpack Street
54	1 - 2E	Wulfrun Square
55	3 - 10	Wulfrun Square
56	11 - 27	Wulfrun Way
57	28 - 46	Wulfrun Way
58	11 - 12 Wulfrun Square and 1 - 9	Wulfrun Way
SECONDARY FRONTAGES		
59	Corner Castle Yard, Market Street to corner	Bilston Street
60	17 - 35	Broad Street
61	16 - 30	Broad Street
62	2 - 14	Broad Street
63	1a - 7	Cleveland Street
64	20 - 30	Cleveland Street
65	Units 1 - 6 Security House	Cleveland Street
66	68 - 78 (inc 1 Waterloo Road)	Darlington Street
67	79 - 83	Darlington Street
68	84 - 92	Darlington Street
69	Royal London Building	Lichfield Street Frontages
70	23 - 33	Lichfield Street
71	4 - 60	Lichfield Street
72	24 - 29	Market Street
73	Public House and 1 - 5a	Market Street
74	30 - 35	Market Street
75	1 - 13	Pitt Street
76	Public House and 10 - 14	Princess Street
77	7 - 8b	Princess Street
78	Public House and 36 - 41	Princess Street
79	1 - 7	Princess Square
80	43 - 59	Queen Street
81	Rear of 83 Darlington Street	Red Lion Street (fronting)
82	1 - 6	Salop Street
83	107 - 114	Salop Street
84	6 - 8	School Street
85	26 - 46	School Street
86	27 - 51	School Street
87	1 - 21	Skinner Street
88	27 - 41	Snow Hill
89	1 - 15 Broad St to 186	Stafford Street
90	2	Waterloo Road
91	33 Cleveland Street and 1 - 22	Worcester Street
92	61 - 63 and Public House	Worcester Street
93	67 - 83	Worcester Street
94	Lichfield Passage and 4 - 8	Wulfruna Street
95	Public House, corner of Stafford Road and	Wulfruna Street
96	Royal London Building	Wulfruna Street Frontages

MIXED USE ACTIVITY FRONTAGES		
97	32 - 44	Berry Street
98	40 - 43	Birch Street
99	92 - 92a	Blossoms Fold
100	2 - 3	Cheapside
101	2 - 5	Exchange Street
102	1 - 3	Lichfield Street
103	1a - 7	North Street
104	2 - 10	North Street
105	36 and 37	Pipers Row
106	33 and 34	Princess Street
107	21 - 26a	Snow Hill
108	34 - 40	Queen Square
109	41 - 43	Queen Square
110	Ground Floor Beatties Car Park	School Street
111	48 - 60	Worcester Street

Map A5.1 Defined Frontages in Wolverhampton City Centre



**Key**

- Primary Frontages
- Secondary Frontages
- Mixed Use Activity Frontages
- 75 Frontage Identification Number
- X Break Between Different Frontages
- Shopping Quarter



Scale: 1:4500

Wolverhampton City Council  
Regeneration & Environment