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**Report to**

**Scrutiny Board 3  
Cabinet**

**19 March 2007  
20 March 2007**

**Report of**

Directors of City Development, Finance and ICT and Legal and Democratic Services.

**Title**

Swanswell Initiative - Masterplanning

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**1. Purpose of the Report**

- 1.1 The Swanswell Initiative is a once in a lifetime opportunity to create transformational and sustainable change in this large 64 Hectare (160 acre) area. The initiative has two fundamental aims. Firstly to expand the growing but land-locked northern sector of the city centre, and secondly to regenerate one of the city's most disadvantaged areas immediately to its north.
- 1.2 Three years successful planning has been completed with key stakeholder partners. The Council has led this vision from the outset. Cabinet has already approved a previous version of the evolving Swanswell Masterplan and a range of projects that are now progressing well (notably the new £50m City College).
- 1.3 This report now seeks a range of further approvals that would allow the masterplan's programme to move to the next phases. This would further un-lock the potential programme of: over 2,000 new homes, over 100,000 sq. m. of new office development, the transformation of the environment and the lives of the local communities. There is the potential for up to £600m of innovative and sustainable investment (principally by the private sector) over the next 10-15 years.

**2. Recommendations**

**Scrutiny Board 3 are asked to:**

- 2.1 Note and endorse this report, and provide any comments to be considered by Cabinet at their meeting on 20 March.

**The Cabinet are asked to:**

- 2.2 Approve 'Option 2' as the preferred option for the Swanswell sections of the ring road. This is to retain the basic elevated structure, but to remove the slip-road network that connects to/from Junction 2 (as described in section 5). This is based on

the principle of creating 'added value' from newly released land values, and potential funding from Advantage West Midlands.

However, if Option 2 proves for any reason to be unfeasible then the Council will revert to 'no change' to the Swanswell sections of the ring road. (Section 5.2.5.3 refers).

Officers to report back to Cabinet with a more worked-up preliminary design scheme in June.

At this stage funding for this option has not been formalised and its feasibility will need to be reassessed as part of the Swanswell regeneration appraisals.

2.3 Approve that the draft masterplan should be amended on the above Option 2 basis, and that it should now be progressed further towards adoption as a Supplementary Planning Document that will be of weight when reaching decisions on individual proposals, and provide clarity as to expectations to prospective developers (section 5.3 refers).

2.4 Authorise officers to develop a regeneration appraisal for delivery of the scheme via a potential Special Purpose Vehicle, as detailed in section 8. This is subject to a report back for further consideration.

2.5 Note the situation in respect of the council owned former Central Depot site, and that ambitions for a Council led Creative industries Village have been re-focused to the preferred Far Gosford Street area, for the reasons detailed in section 11.

### **3. Information/Background**

3.1 Cabinet has already approved a number of reports on the Swanswell Initiative. These are detailed in **Appendix 1** to this report. The **Appendix 2** plan defines the Swanswell area. A large model of the area, showing the 'massing' and extent of the development possible has been made, and has been on display in Civic Centre 4 for some months, and more recently outside the Council Chamber in the Council House.

3.2 This report now brings together a range of work and issues that need to be considered. It covers:

- A general update on achievements to date.
- Options for the ring-road, and the way forward for the draft Swanswell Masterplan.
- Delivery and funding options, including the concept of a Special Purpose Vehicle.
- Market demand analysis
- Feedback from the Cabinet (Swanswell) Advisory Panel.
- An update on current key projects.

### **4. Achievements to date:**

4.1 These can be summarised as follows:

- The draft masterplanning, traffic modelling, market demand and output study work is now effectively complete.

- AWM support the principle of providing substantial AWM funding towards the project and this has also been backed by CSWP's Board.
- Delivery of the Learning Quarter is progressing. The Compulsory Purchase Order was confirmed last year (after a public Inquiry in July). As a consequence the new City College is being built, with completion of its first phase due this September, and Phase 2 next September.
- An expression of Interest for a new Academy School in the learning Quarter has been submitted to the DfES.
- Invitations to tender for the new Learning Quarter multi-storey car park ('MSCP') have been issued. Construction is programmed for completion in September 2008 (To coincide with the opening of Phase 2 of the college).
- The former Central Depot site on Foleshill Road has been ready for development since 2003.
- The Coventry and Warwickshire Hospital has formally closed, with the PCT bringing forward plans for the development of a new city centre health centre on part of the site that could be developed by them by late 2009. The remainder of the site will be ready for redevelopment once that has occurred.
- An architectural feasibility study has been completed for relocation options for the Swimming Baths and Sports Centre.
- A new private sector residential development ('C.V.One') has been completed in Lower Ford Street.
- Commercial development schemes within the ring road (such as Millennium View and Axa Equity and Law) are moving forward.
- Pool Meadow Bus Station's long-term sustainability has been secured by the successful opening of the new bus lane under the Whittle Arch.
- The Old Fire Station has recently re-opened as a Bar Escape and M.Y.O. Restaurant.
- The Sprint rapid transport system has been programmed to travel through and connect the key Swanswell developments.
- There is substantial market interest and confidence in the area.

## **5. Ring Road and Masterplanning**

5.1 A key decision on the ring road is required for the Swanswell Masterplan, as the chosen option will fundamentally influence future land-uses and developments in the area.

5.1.2 The section of the ring road under consideration is that from Junction 1 (Foleshill Road roundabout), through Junction 2 (White Street), to Junction 3 (Sky Blue Way). From the outset almost four years ago the Swanswell stakeholders considered four possible options for the ring road. These were:

- Option 1 Do nothing (basically leave it as it is)
- Option 2 Retain the elevated ring road structure, but removing the slip roads that serve Junction 2.
- Option 3 Take this elevated section of the road down, and replace it within 'at-grade' street (on the same alignment). This has often been referred to as the Boulevard option.
- Option 4 Tunnel these sections.

5.1.3 Option 4 was discounted fairly early on as it was not cost-effective in engineering and land-use terms. Option 2 also had to be discounted later as the traffic modelling showed that it created a flawed solution that would create difficult site access issues that would

probably result in 'rat-running' in the surrounding residential street network. (Note: This situation has recently changed – see section 5.2.2/3).

- 5.1.4 Consequently, until very recently Options 1 and 3 were masterplanned in more detail, awaiting a final choice, and with the reality that Option 3 had a number of major challenges that prejudiced its deliverability.

## 5.2 TRAFFIC MODELLING:

A large piece of computer traffic modelling work has been undertaken by our traffic-engineering consultants Mott MacDonald for these options from the outset. The model has looked (and modelled) the present real traffic flows at peak times (including Saturdays). On this has been layered the projected traffic flows from the following existing or planned key schemes:

- Ikea
- Belgrade Plaza
- The Railway Station development area proposals
- The Expansion of the central retail area,
- The various development ambitions of Swanswell

- 5.2.1 The various options have been overlaid to see if the ring road network can accommodate all of these schemes. The conclusions were that that it could technically accommodate all of the projected schemes, but at various traffic costs and risks in each case. There were concerns with Option 2, and serious concerns with the radical Option 3. These were:

- That the programmed future traffic could be higher than our projections, leading to grid-lock at peak times.
- That the projected 4+ years build programme for Option 3 could result in unacceptable traffic congestion in and around the network for the whole of this complex construction period.
- That the anticipated £25m. cost for Option 3 is unfundable at present. (Note: The previously targeted major government 'Local Transport Plan' funding source has had to be discounted).
- That the Option 2 (removal of slip-roads to Junction 2) would result in poor access to particular existing and proposed office development sites below it. This would create rat-runs in surrounding residential side streets at peaks. However, revised land-use assumptions here have recently resolved this concern (see next section).

### 5.2.2 Implications of the recent market demand study work:

This is detailed in section 7, and concluded that the market demand for commercial office development within Swanswell will be focussed within the ring road (City Centre) rather than outside it. As such development is the major traffic generator at peak times, this market view has had a major impact on the traffic model. The masterplan had previously assumed substantial office development both inside and outside the ring road. Consequently, to test this, the original traffic model has recently been re-worked by our consultants. This was on the following two bases (Note: both were based on the Option 2 Ring Road designs):

- (1) Re-test original assumptions (i.e. assume substantial office development outside ring-road), and.
- (2) Assume city centre based office development focussed within the ring road, and substantial housing focussed outside (as predicted by the market demand study).

5.2.3 This work re-confirmed that we could not remove the slip roads to Junction 2 with the first scenario, as it would create rat-running in surrounding road network. However, the second scenario would work, as the intensification of residential (rather than offices) outside the ring road does not produce such peak hour traffic problems. Consequently, officers are of the opinion that ring-road Option 2 is now deliverable in traffic terms (subject to detailed scheme being worked up).

5.2.4 An Options Analysis of Options 1, 2 & 3 for the Ring Road is now attached in **Appendix 3**.

5.2.5 Ring Road conclusions and recommendations:

5.2.5.1 In view of the above, officers recommend that the fundamental integrity of this elevated section Ring Road should be safeguarded for the time-being for the emerging development schemes currently programmed around its whole network. Option 2 should be endorsed as safeguarding this principle, whilst also allowing transformational change at this point, by radically opening up and improving the visual amenity of the currently 'dead' urban environment, and providing major opportunities to improve the linkages underneath it. It would also create a site immediately to the north of Pool Meadow Bus Station that could potentially be developed as new Coach Station (the best city centre location for such a facility).

It would be the focal point for the Swanswell Initiative masterplan, and would also create major new sites that could be developed, that may increase the financial viability and regeneration benefits of the remodelled Swanswell, although these would need to outweigh the initial costs. It would contribute to addressing one of the fundamental masterplan challenges, namely dealing with the negative impacts of the ring road at this point. By approving this report today, you will not be committing the Council to undertaking this scheme at this stage.

5.2.5.2 If members approve this option a further detailed local traffic plan, preliminary designs, programme and costing work will be commissioned and brought back to you for further consideration. Similarly a funding bid will be submitted to AWM. With regards to the long-term, the council should not preclude Option 3, as it could maximise the regeneration benefits of the masterplan. This is, of course, subject to all of the Option 3 challenges having first been resolved. It should be noted that the planned development proposals would not fundamentally preclude this.

5.2.5.3. If Option 2 proves to be unfeasible for any reason, as a consequence of the disruption that would or could be caused at a time when the city centre is undergoing major change, the Council should revert to 'no change' to the Swanswell sections of the elevated ring road structure (i.e. Option 1). It should be recognised that this outcome would put constraints upon achieving the full objectives of the Swanswell Initiative project.

5.3 MASTERPLAN:

5.3.1 The previous version of the draft masterplan endorsed by Cabinet was that of August 2004; and it is a further slightly amended version (from March 2005) that is shown on the Swanswell Initiative's web-page on the City Council's web-site. A further updated version was drafted in December last year, but was awaiting the outcome of the key traffic

modelling work detailed above. At that time only two options were being considered, namely Option 1 (No change), and Option3 (The Boulevard option). **A copy of this version of the Masterplan draft has been available for Members inspection in the Members Lounges since the release of this Cabinet report.**

The recent work now enables us to deliver the previously discounted Option 2. Subject to Cabinet approval today Option 2 will now be worked up as the single option for a finally revised the master plan. Illustrations of how an Option 2 design would look will be displayed at your meeting today.

- 5.3.2 Last year policy advice was that the masterplan should be included in the emerging City Centre Area Action Plan that will form part of the Council's Local Development Framework. However, the Core Strategy that will provide overarching policies to deliver the vision is not now likely to be submitted for examination until 2008, and the Area Action Plan would be required to follow on from this. As the masterplan proposals are consistent with the existing policies of the Coventry Development Plan and for speed, certainty and clarity, it is now proposed that the masterplan be adopted as a Supplemental Planning Document ('SPD'). Consequently, if you approve this report, the masterplan will be re-worked in line with this report, and drafted as a Supplemental Planning Document. The process for this is as follows:
- 5.3.3 Substantial consultation and engagement has already taken place on the evolving masterplan. The version previously considered by Cabinet in 2004 has been updated, and now includes sections on such issues as a more detailed housing policy, sustainability requirements, landscaping policy, and more worked-up urban design guidance on frontages along the key streets within the area. If you approve this report officers will reduce the ring-road options to just one, re-work the masterplan as a draft SPD document, and submit it to Planning Committee, with the recommendation that it is adopted as Draft SPD, and authorisation is given for further consultation in accordance with your adopted Statement of Community Involvement. This would be for a statutory three-month period, after which all comments would be fed back to Planning Committee for consideration, via a second report. At that time Committee would be recommended to adopt the masterplan (with any appropriate changes). This would be the conclusion to the process and the SPD would have considerable weight when individual proposals were being considered.

## **6. AWM Funding:**

- 6.1 The Swanswell programme was formally endorsed by CSWP's Board on 15 July last year. On 5 October it received the further backing of their Resources Advisory Group ('RAG') Board. Similarly, it has received provisional backing by senior officers at AWM. Consequently an Outline Grant Application is now being prepared to AWM. If approved it would allow individual projects to subsequently be submitted straight through to detailed bids. The bid includes schemes for transforming the public realm.
- 6.2 The key initial projects, (subject to potential) affordability constraints, are:
- The expansion and radical improvement of Swanswell Park and Pool.
  - The creation of a new Civic Square to showcase the new Learning Quarter and City Centre Health Centre.
  - The creation of a new 'green link' principally pedestrianised street, linking the Learning Quarter (across the hospital site) to the Central Depot site.

- 6.3 There are a number of properties that may be required for these projects. The allocation of AWM funding would allow these public realm schemes to be worked up and assessed in more detail, and subsequently commissioned. A further report will be brought back to Cabinet once funding has been secured with design concepts, options and a delivery programme.

## **7 Market Analysis**

- 7.1 To inform and guide this masterplanning and development programme, the consultants Knight Frank have been retained to provide two pieces of work. Their reports have now been concluded, and by their nature provide commercially confidential property advice regarding the council's (and other parties) land holdings. Consequently, they are not Public documents. The public conclusions of these two reports can be summarised as follows:

7.2 Commercial and Residential Property Analysis

This assesses the Swanswell Initiative's development aims and aspirations in the context of the known and planned schemes in the city and sub-region. It advises on the strength of demand for a variety of uses and the ability of Swanswell to successfully compete and secure such development and 'end-users'.

- 7.3 The main advice coming out of this work is as follows:

- The regeneration of Swanswell can greatly improve the profile and regeneration of Coventry.
- Swanswell will be an important element of the projected city growth.
- New development needs to respond to occupier demand
- Developing excess units could cause saturation of the market
- Focus on attracting professional service firms, and retaining graduates.
- The ring road ensures easy access to the city centre areas.
- Any future potential 'boulevarding' of the ring road would, enhance the area, and improve connections for communities. If the elevated sections are to stay there needs to be investment in the area below it.
- There is a large amount (oversupply?) of proposed office development in the pipeline. Swanswell's office ambitions should be reduced.
- Considerable housing development potential. Demand for flats and townhouses. Higher density schemes are more feasible.

7.4 Land Use Appraisals

This work provides valuation and development appraisal advice for all of the sites within the Swanswell area. It makes assumptions and provides confidential property valuation advice, based on market evidence from the first report. This valuation advice covers a range of options to guide the council on likely capital receipts from land sales, and the likely inward investment that the project might achieve.

- 7.5 The main advice coming out of this work is as follows:

- Previous masterplan land-use mixes need to be reduced in scale and focussed in area terms.
- The market requires a greater mix of housing types. Danger of oversupply in the apartments market.
- Office content is too high.

They suggested a more market led approach to development, as follows:

Mixed housing schemes should be principally outside the ring road.

Offices to be concentrated within the ring road, to capitalise on critical mass, and location close other key attractions. (Potential for up to 120,000 sq.m.). Attractive alternative location to the railway station area.

Need for student accommodation.

Market demand for a large retail store within the ring road. (Note: This idea has since been dropped due to traffic model/access constraints).

- There are pros and cons for levelling the ring road. (i.e. new development areas would be created; but public car parking needs to be relocated).
- Traditional low-rise development, such as traditional detached housing (i.e. non-Swanswell masterplan compliant), would create higher land values for the council (and others).
- Higher design standards will have an impact on residual land values.

## **8 Delivery Mechanisms:**

- 8.1 Swanswell is a major regeneration programme that will take some 10-15 years to deliver. The complexity of the scheme, along with the Council's limited capacity and financial resources, are likely to necessitate the formation of a vehicle to fund and deliver the required outcomes. It is likely that the Council will require private sector expertise and funding to translate the Masterplan vision into reality.
- 8.2 There is now an established model (usually taking the form of a Special Purpose Vehicle – SPV) for the delivery of programmes of this size, breadth and complexity, which is being used by many of the Regional Development Agencies. The model aims to enable the public sector to retain a level of influence over the direction of the SPV activities, whilst also sharing in the long-term benefits of uplifts in asset values held within the SPV.
- 8.3 The model requires the public sector to invest its land/assets in a given area, which is then matched by private sector equity or debt funding. A rolling business plan is agreed at board level, and the public and private sector have a joint influence over the redevelopment opportunities that are pursued. This type of structure provides the funding necessary for initial development and enables the Council to share in the profits and asset uplift generated during the 10-15 year project life.
- 8.4 Initial discussions have been held with Partnerships UK (PUK) to obtain further information on the use of the SPV model in regeneration schemes. PUK are specialist advisors, formed in 2000 out of HM Treasury, with a majority stake held by the private sector.
- 8.5 An outline regeneration appraisal for the Swanswell area is needed to assess the feasibility of the using a SPV to deliver the regeneration objectives within Swanswell. This will include an assessment of the financial implications of delivering the masterplan.

## **9. Cabinet (Swanswell) Advisory Panel:**

- 9.1 This is a cross-party group set up by Cabinet to steer and guide the Swanswell Initiative. It has no decision making powers. At its two most recent meetings it has considered officer briefings on the following issues:
  - General update on all current developments within the area.



- Detailed Traffic Modelling.
- Ring Road options
- Housing policy
- Market demand analysis
- Masterplanning
- Special Purpose Vehicle concepts

9.2 The guidance received by officers is reflected in the contents of this report, and the emerging masterplan. At its meeting on 30 January the Panel requested a report back in March (Date not yet confirmed at the time of writing this report) on the emerging regeneration appraisal referred to in section 8.

## 10. Update on Current Key Projects:

An update on current relevant projects (Including the Compulsory Purchase Order and Community Consultation) is detailed in **APPENDIX 4**.

## 11. Creative Industries Village

11.1 In 2005 a proposal for a Cultural Industries Village on the council's former Central Depot site (Foleshill Road) was put forward by a partnership comprising the City Council, Warwick University, Coventry University, City College, AWM and other parties. The concept was to create a campus where media and art graduates from the city could set up new businesses, on one site, with a common theme, effectively feeding off each other intellectually. This was part of the City's' graduate retention plan. Recently Coventry University have had to withdraw, wishing to concentrate on their facilities at the Technocentre. Feasibility studies have shown that such new businesses are now gravitating towards the Far Gosford Street area, and that our efforts should be concentrated there, to support and nurture this initiative further. Consequently, a new informal partnership is being set up to progress the Far Gosford Street concept.

11.2 This means that the former Central Depot Site is now available for Swanswell development. Some soft market testing is being undertaken at present, along with discussions with AWM who are adjoining landowners. Officers will therefore bring a report back to Cabinet at a future date with development options.

## Other specific implications

	Implications (See below)	No Implications
Best Value		✓
Children and Young People	✓	
Comparable Benchmark Data		✓
Corporate Parenting		✓
Coventry Community Plan	✓	
Crime and Disorder	✓	

	Implications (See below)	No Implications
Equal Opportunities	✓	
Finance	✓	
Health and Safety		✓
Human Resources		✓
Human Rights Act		✓
Impact on Partner Organisations		✓
Information and Communications Technology		✓
Legal Implications	✓	
Neighbourhood Management		✓
Property Implications	✓	
Race Equality Scheme		✓
Risk Management	✓	
Sustainable Development	✓	
Trade Union Consultation		✓
Voluntary Sector – The Coventry Compact		✓

## **12. Children and Young People**

The new Learning Quarter (a key component of the Swanswell Initiative) will provide superb new education, cultural and sporting facilities for young people. The city college will bring further education into an area in which young people have historically not accessed such facilities. 'The Swanswell Juniors' is a consultation group, recently set up by officers and the community, that specifically targets and involves young people in the emerging programmes.

## **13. Coventry Community Plan**

The Swanswell Initiative and the Learning Quarter are identified as key objectives of the Plan.

## **14. Crime and Disorder**

The Police advisors have been involved in 'designing out crime' in both the masterplan and the individual project designs (i.e. City College).

## **15. Equal Opportunities**

The aim of the programme is to provide new facilities for all members of the local communities. The Swanswell Initiative Community Liaison Group has a membership reflecting the various communities and ethnic groups within the area.

## **16. Finance**

- 16.1 From the outset the Swanswell Initiative has been approached on the basis that, increased land values, AWM and the private sector would fund the major development costs; whilst the public sector would fund the new public services (i.e. Schools, College, Sports and Leisure etc). Now that the market analysis work is complete a regeneration appraisal is being developed, to define these costs and assess the feasibility of the scheme. This work is initially being completed in-house by officers in CDD and Special Projects Finance. There is also limited scope for further financial feasibility work to be met from within existing Swanswell revenue budgets.
- 16.2 The appraisal will seek to assess the financial implications of delivery of Swanswell via an SPV. It is likely that Council assets and substantial additional capital/revenue funding may be required to deliver the project. This appraisal will be used to inform the SPV prospectus we will potentially be putting out to the market. The regeneration appraisal conclusions will be presented back to Members at a later date along with recommendations prior to procurement of a private sector partner.

## **17. Legal Implications**

The proposals in this report have significant legal implications for the City Council in its various roles. Detailed legal advice will be provided as the proposals develop and then relevant proposals come before Councillors for consideration. One of the more significant issues will be the creation of the new special purpose vehicle for progressing this regeneration project. As is made clear in section 8.5, further work needs to be carried out to assess whether a special purpose vehicle would be suitable for this project and this will include a review of potential structures. Any such vehicle would need both the City Council's and private sector's involvement, and clearly there will be issues of governance which will need to be determined.

## **18. Property Implications**

- 18.1 The masterplan is essentially a land use planning tool, and property implications for the Council result from the impact of proposed uses on its existing asset base. The Council is a significant landowner in the Swanswell area with a reversionary freehold and operational assets inside the ring road, and directly controlled assets outside the ring road in the form of commercial assets and sites.
- 18.2 A significant element of the proposals comprise commercial office development within the ring road. This is being promoted at the same time as a similar amount of new office space is being proposed at the station area, and therefore both schemes will be competing for similar end-users. The masterplan will therefore need to retain flexibility to consider other uses if demand is insufficient to support the proposals.
- 18.3 The proposal to investigate an SPV for delivery of Swanswell projects would involve the Council transferring some or all of its assets to the SPV and therefore ring-fencing value from these assets to the Swanswell project. Whilst supporting the Swanswell Initiative this would limit your discretion to use capital receipts from disposals to support other corporate initiatives. Some capital receipts are already programmed from the Swanswell

area to support the corporate capital programme and these would need to be retained to the Council or additional pressure on corporate funding would result.

18.4 There are proposed reports back to on the following – all of which have some property implications that will be addressed at the time:

- Ring Road Option 2 detailed implications (section 5.2)
- Public Realm funding proposals (section 6.3)
- SPV Model and regeneration proposal (section 8.5)
- Creative Industries proposal (section 11.2)

## **19. Risk Management**

There are formal project management systems for this Initiative. Within the city council there is a Programme Board and Team that oversees the programme and specifically manages risk. There is a risk register identifying the major programme risks. This will be reported back to the Cabinet Advisory Panel.

Externally there is the Swanswell Executive Group, which comprises the main public sector stakeholders. This group has met from the outset, and its aim is to ensure that the various strategies and projects of the partners come together for the good of the Swanswell programme, and to minimise risk.

The overall risk is managed by Duncan Elliott, the Council's Swanswell Project Champion, of City Development Directorate.

## **20. Sustainable Development**

Sustainability is a key aim of the initiative. The emerging Masterplan now has a recently added section that promotes, details and gives guidance on sustainability by design. Consequently, sustainable design will become a formal requirement for new developments once the masterplan is adopted as SPD. The document also covers many other areas of good design. Evidence of its worth is borne out by the new city college development which has many examples of good sustainability practice in its designs.

## **21. Monitoring**

The Swanswell Initiative programme is managed by Duncan Elliott (Project Champions Office, City Development Directorate). The Cabinet (Swanswell) Members Advisory Panel meets to receive, consider and give feedback and guidance on key aspects of the programme. Scrutiny Co-ordinating Committee has also already monitored and successfully scrutinised one aspect of the programme, namely the delivery of the previous Council minute relating to safeguarding the interests of those residential tenants affected by the CPO, and agreeing the best possible relocation packages in the circumstances.

## **22. Timescale and expected outcomes**

It you approve this report the following will happen:

### **22.1 Ring Road:**

Officers will commission further detailed traffic modelling, and then preliminary design and costing work. It is envisaged that this will be reported back to Cabinet in June.

## 22.2 Masterplan:

Officers will (with our mastreplanning consultants Urban Initiatives) re-work the draft masterplan and embark on the following provisional SPD timetable:

April 2007: Final Draft Swanswell Initiative Draft SPD document re-worked, and submitted to Planning Committee as 'Draft SPD'.

April: 3 months formal Public consultation starts.

August: Consultation responses reported back to Planning Committee.

September: Swanswell SPD formally completed and 'adopted'.

## 22.3 Regeneration Appraisal:

Officers will report back with an outline appraisal and an options report to you in May. As the financial aspects of the appraisal develop, this will be reported back to members via the Cabinet Members Advisory Panel.

## 22.4 AWM

Funding Bid: Officers programme to submit the bid in April.

	Yes	No
<b>Key Decision</b>	√	
<b>Scrutiny Consideration (If yes, which Scrutiny meeting and date)</b>	√ <b>Scrutiny Board 3 19 March 2007</b>	
<b>Council Consideration (If yes, date of Council meeting)</b>		<b>No</b>

### List of background papers

Proper officer: John McGuigan, Director of City Development

Author: Duncan Elliott, Swanswell Project Champion,  
City Development Directorate ☎ 7683 2639

(Any enquiries should be directed to the above)

Chris Hinde	L&DS
John Daly	F&ICT
Lisa Commane	F&ICT
Nigel Clews	CDD
Lesley Wroe	CDD
Ian Prowse	CDD

Papers open to Public Inspection

#### **Description of paper**

Draft Swanswell Masterplan (03/05)

#### **Location**

Council web-site (Swanswell home-page),

Papers not open to Public Inspection

**Description of paper**

Knight Frank reports

(1) Commercial & Residential Property Analysis: Nov 2006

(2) Land Use Appraisals Oct 2006

Report Author

Report Author

# APPENDIX 1

DATE	MEETING	PURPOSE AND OUTCOME OF MEETING
10 <sup>TH</sup> DEC. '02	CABINET	Briefing report on early thinking on Swanswell Regeneration opportunity. Approved the principle of a comprehensive, co-ordinated & phased regeneration approach; subject to report back to include: - <ul style="list-style-type: none"> <li>➤ Working up of options in more detail.</li> <li>➤ Working up visioning, consultation &amp; engagement proposals.</li> <li>➤ Costs &amp; Funding options.</li> <li>➤ Delivery mechanism.</li> <li>➤ Programme &amp; Timescale.</li> </ul>
17 <sup>TH</sup> AUG. '04	CABINET	Major report on all aspects of the draft Masterplan & options and processes for taking forward. Approved: - <ul style="list-style-type: none"> <li>➤ Draft Masterplan and consultation strategy.</li> <li>➤ Officers to carry out further evaluation of Ring Road Options 2 &amp; 3, and Pool Meadow Bus Station.</li> <li>➤ A 12-week formal consultation period for when the Masterplan eventually goes out to statutory consultation.</li> <li>➤ Masterplan Consultants (£48,500)</li> <li>➤ Swanswell Budget (£1.85m), to advance the Masterplan and feasibility work.</li> <li>➤ In principle to support and facilitate the availability of a suitable site for City College (from Whitefriars Housing).</li> <li>➤ Creation of a new cross-party Cabinet Members Advisory Panel.</li> <li>➤</li> </ul>
28 <sup>TH</sup> SEPT. '04	CABINET ADVISORY PANEL	Presentation and position statement by Officers. <u>Key Actions:</u> <ul style="list-style-type: none"> <li>➤ Refine Business Plan.</li> <li>➤ Sort City College/Whitefriars issue.</li> <li>➤ Seek out major office end-users.</li> <li>➤ Programme Masterplan/SPG.</li> <li>➤</li> </ul>
29 <sup>TH</sup> NOV. '04	CABINET MEMBERS BRIEFING	Presentation by Officers:      Update on Masterplan and all major issues.
17 <sup>TH</sup> JAN. '05	LABOUR GROUP BRIEFING	Presentation by Officers:      Update on Masterplan and all major issues.

DATE	MEETING	KEY DECISIONS MADE
15 <sup>TH</sup> FEB. '05	CABINET	<p>Learning Quarter Land Acquisition</p> <ul style="list-style-type: none"> <li>➤ Approved agreement with AWM, to fund Council's purchase of Whitefriars Housing land required for Learning Quarter.</li> <li>➤ Approved Heads of Terms with Whitefriars Housing.</li> </ul>
22 <sup>ND</sup> FEB. '05	FULL COUNCIL	<p>Learning Quarter</p> <p>Approved PPR allocations of: -</p> <ul style="list-style-type: none"> <li>➤ Multi-Storey Car Park £5m</li> <li>➤ Site Assembly £2.65m (net)</li> </ul>
28 <sup>TH</sup> JUNE '05	CABINET	<p>Pool Meadow Bus Station</p> <ul style="list-style-type: none"> <li>➤ Approved Bus Lanes design, scheme &amp; LTP funding.</li> <li>➤ Also noted Major Developments Ring Road Access Strategy and ideas for High Street and Burges. Report back with details required.</li> </ul>
4 <sup>TH</sup> APRIL '05	CABINET ADVISORY PANEL	<p>Presentation by Officers: Update on all issues, sites and main projects.</p> <p>Key Issues for Members:</p> <ul style="list-style-type: none"> <li>➤ Ring Road</li> <li>➤ Sports Centre PFI</li> <li>➤ Delivery Mechanism</li> <li>➤ Funding Model</li> <li>➤ Media Issues</li> </ul>
18 <sup>TH</sup> OCT. '05	CABINET	<p>City College</p> <ul style="list-style-type: none"> <li>➤ Approved Head of Terms for Land Disposal to City College.</li> <li>➤ Approved additional land assembly (including Cygnet &amp; Orwell Court disabled flats). Included £2.3m of Capital Programme.</li> <li>➤ Approved back-up compulsory Purchase Order.</li> </ul>
21 <sup>ST</sup> OCT. '05	MINORITY GROUPS BRIEFING	<p>Presentation by Officers: Update on all issues, sites and main projects.</p>

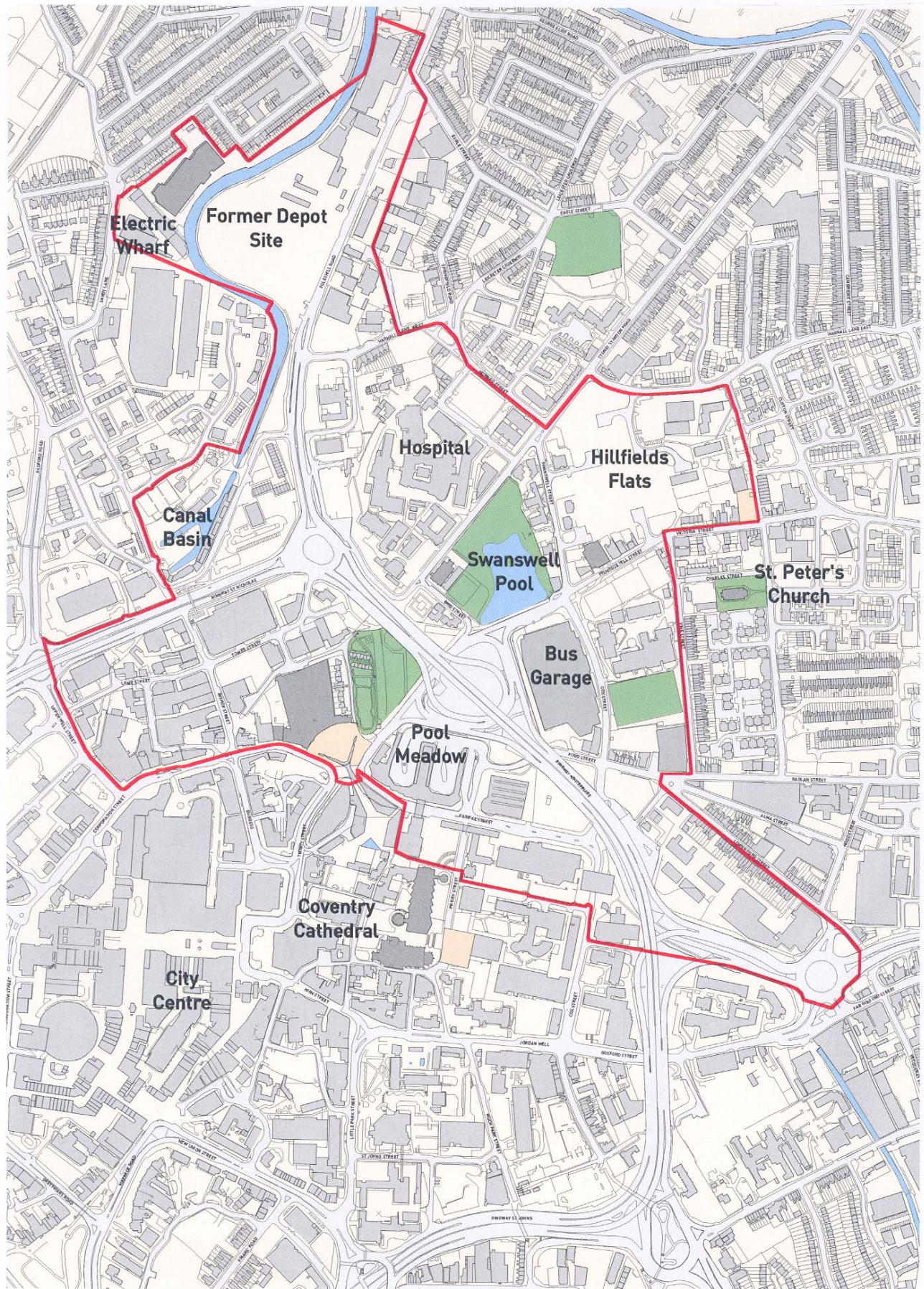


DATE	MEETING	KEY DECISIONS MADE
1 <sup>ST</sup> NOV. '05	FULL COUNCIL	<ul style="list-style-type: none"> <li>➤ Ratified 18<sup>th</sup> October Cabinet decision on City College, Site assembly and CPO.</li> <li>➤ Site Assembly: Also agreed that any replacement residential accommodation for disabled residents should be to an equivalent or better standard. SCRUCO given role to oversee delivery of this decision.</li> </ul> <p><b>Note:</b> SCRUCO met on a fortnightly basis to scrutinise officers on progress and delivery of this.</p>
1 <sup>ST</sup> DEC. '05	CABINET ADVISORY PANEL	<p>Report by officers on all issues.</p> <p><u>Agreed:</u></p> <ul style="list-style-type: none"> <li>➤ 2-monthly meeting cycle from now on.</li> <li>➤ Next meetings to focus on: - <ul style="list-style-type: none"> <li>(i) Ring Road Options and Traffic Issues.</li> <li>(ii) Housing Strategy and Action Plan.</li> </ul> </li> </ul>
13 <sup>TH</sup> DEC. '05	SHADOW MEMBERS BRIEFING	Presentation by Officers: Update on all issues, sites and main projects.
13 <sup>th</sup> APRIL '06	CABINET MEMBER (UR & RP)	Receipt of petition centred on "no more demolition of affordable rented housing in Hillfields". Petition noted by Cabinet.
31 <sup>st</sup> OCT. '06	CABINET	Approval of procurement process to develop a new multi-storey car park next to City College. Also approval of terms of leasing the car park to City College.
(18 <sup>th</sup> OCT. '06)  31 <sup>st</sup> OCT. '06	(SCRUCO)  CABINET & COUNCIL	Cabinet noted that the Secretary of State had confirmed the compulsory purchase order. Also, approved the affected tenants relocation packages.
7 Nov '06	CABINET ADVISORY PANEL	<p>Report by officers on: Full programme update; Transportation options and solutions; Community Consultations.</p> <p><u>Agreed:</u></p> <ul style="list-style-type: none"> <li>• Full study of ring road Option2 required.</li> <li>• Traffic modelling of Option2 to be re-run.</li> </ul>
12 Dec. '06	CABINET	Approved submission of Expression of Interest for school Academy bid to DfES
30 Jan. '07	CABINET ADVISORY PANEL	<p>Report by officers on, housing strategy; market demand analysis; ring road options; special purpose vehicle.</p> <p><u>Agreed:</u></p> <ul style="list-style-type: none"> <li>• Ring road Option 2 supported.</li> <li>• Financial appraisals (SPV related) to be brought to next meeting for further analysis and consideration.</li> </ul>





## APPENDIX 2



Coventry City Council  
1407 Coventry Swanswell Regeneration Masterplan  
Current Site Plan

Date	Drawn	Scale	Drawing No. / Revision
09.02.07	SM	1:5000	A3

Urban Initiatives 1, Fitzroy Square, London W1T 5HE  
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## APPENDIX 3

### RING ROAD OPTIONS ANALYSIS

OPTION	CASE FOR	CASE AGAINST	COST ESTIMATE
<b>OPTION 1</b>	<ul style="list-style-type: none"> <li>Ring Road is structurally sound with or c.40 year life expectancy.</li> <li>High traffic flows maintained at peak times at present (18mph at peaks)</li> </ul>	<ul style="list-style-type: none"> <li>Retains the fundamental major severance between areas and communities.</li> <li>Difficult urban design solutions needed to make areas underneath more accessible, safe and attractive.</li> <li>White Street car park land-locked.</li> <li>Slip Roads at Junction 2 sterilises c. 2 hectares of land.</li> </ul>	<p><b>Minimum - £ nil.</b></p> <p>However say up to <b>£3m.</b> really required to address poor environment underneath ring road, and to connect emerging new developments. (i.e. City College and present City Centre)</p>
<b>OPTION 2</b>	<ul style="list-style-type: none"> <li>Ring Road structure basically sound.</li> <li>High traffic flows maintained at peak times.</li> <li>Releases c. 2 hectares of land for new Swanswell development (i.e. predominantly for new housing development and improved environment. (Land value c. £3m). Would contribute to city's growth agenda.</li> <li>Major opening up of current sterilised environment between Hillfields and City Centre. Radically improved linkage between Learning Quarter and City Centre</li> <li>Scheme could be phased: <ul style="list-style-type: none"> <li>Phase I - Remove slip-roads.</li> <li>Phase II - Create revised road network in the greater area.</li> </ul> </li> <li>Deliverable project</li> </ul>	<ul style="list-style-type: none"> <li>Severance (albeit much reduced than Option 1) remains. Doesn't achieve the Masterplan's original vision.</li> <li>Newly created development sites unable to have direct frontages onto ring road.</li> <li>Difficult to develop major office schemes north of ring road (due to traffic modelling constraints). However, market analysis predicts that these sites will be developed predominantly for housing, which would fit the traffic modelling.</li> <li>Need to dismantle the slip-roads; and replace with a revised road network in places.</li> </ul>	<p><b>c. £10m</b></p>

<b>OPTION 3</b>	<ul style="list-style-type: none"> <li>• Current severance completely removed.</li> <li>• Releases c.2 hectares of land for new development; with new ring road (boulevard) frontages.</li> <li>• Option favoured by original masterplan.</li> <li>• Opportunity/Potential/ (+ Risk) of dismantling Ring Road as far as Junction 4 (London Road). This would unite the Coventry University Campus</li> </ul>	<ul style="list-style-type: none"> <li>• Reduces traffic flows (down to c.12 mph at peaks).</li> <li>• Need to ascertain the reality of IKEA traffic flows and impact on Ring Road Network.</li> <li>• Major construction disruption for c.4 years (note: 4 Phases programmed).</li> <li>• Fundamental funding challenge. Note: Originally targeted gov't. grant funding route no longer achievable</li> </ul>	<b>c. £25m</b>
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Duncan Elliott  
City Development Directorate

7/2/077/2/07

# APPENDIX 4

## UPDATE ON CURRENT SWANSWELL PROJECTS (Including the Compulsory Purchase Order.

### 1. City College

The City College's new £50m. development is under construction, with Phase 1 programmed to open this September. Their second phase opens next September. This has been achieved via the initial funding by AWM of the acquisition of part of the site from Whitefriars Housing, and the subsequent City Council initiated and funded Compulsory Purchase Order (see next section) of the remainder.

### 2. Swanswell No 1 Compulsory Purchase Order ('CPO')

This CPO was confirmed in last year, after a formal local public Inquiry held by the Secretary of State's Planning Inspectorate in July last year. Officers have been in negotiations with all parties for some time, and are pleased to report that possession has been successfully obtained of all properties required for both the City College development, and the new Multi-Storey Car Park (see next section). Particular emphasis, and resources (of both the Council's and partner organisations), have been applied to resolving the relocation of the disabled tenants of Cygnet and Orwell Courts in Swanswell Street. Officers are pleased to report that of the three remaining tenants, one has been successfully moved to new bungalows at Daimler Green (by agreement), one is moving to Canley where the council is specially adapting a ground floor unit chosen by her, and the other (a married couple) are moving to a local traditional terraced Whitefriars Housing property, that is also being specially adapted for their occupation, and again by agreement. All parties are entitled to compensation packages that are currently being negotiated.

### 3. Learning Quarter Multi-Storey Car Park ('MSCP')

On 31 October 2006 Cabinet approved the use of the existing Swanswell Capital Programme allocation of £5m to fund the MSCP, subject to the lease of the MSCP to City College through which the Council will recover the cost of its investment in the MSCP over 30 years. The delivery of this 'design and build' MSCP is required before the College's Phase 2 building can open in September next Year. This is a very challenging project, and one upon which the college's advisors have been sitting on the council's project team. The project could not have been advanced sooner due to the CPO timescales. At the time of writing the agreed programme shows that the deadline can be achieved. The lease Heads of Terms between the Council and City College provide for the college to fund any capital cost overrun on the project, and to take the income collection and revenue risk associated with running the car park. Cabinet have previously approved the arrangements for a design and build solution for procurement of the MSCP. Tenders for the design and build contract were due back on 16 March.

### 4. New Secondary School

On 12 December last year Cabinet approved a proposal to submit an expression of interest for a new Academy school) to replace Sidney Stringer secondary school). This would be located next to the new city college development, on land that has already been purchased and reserved, and would effectively complete the new Learning Quarter's main campus. Officers are still in negotiations with the DfES about a possible Swanswell Academy. Consequently the project remains to be formally commissioned.

## **5. Swimming Baths and Sports Centre**

The Head of Culture, Leisure and Libraries has recently commissioned architects who have completed feasibility studies and an options appraisal for relocation of the current facilities to a number of possible sites. This is currently being reported through the political process under a separate head. However, at present the most deliverable option still appears to be on the current Sidney Stringer School site.

## **6. Axa Equity and Law, Corporation Street**

Axa in partnership with Stoford Developments have received planning consent for a scheme, comprising 70,000sq ft of offices, and some ground floor retail units and a number of apartments above. This demonstrates the market confidence in the area, and should stimulate additional schemes coming forward for the Coventry Telegraph buildings, and the area to the rear. This will be led (and determined) by the private sector, albeit with the Council's masterplan backing.

## **7. Pool Meadow Bus Station**

The new external bus lane opened last April. This has resulted in the bus usage of Pool Meadow quadrupling to c.108 buses/hour at peak times. At peaks it is now operating at up to 70% capacity. This means there is still capacity for growth, to take into account the new anticipated developments, and their public transport needs over the next ten years. Currently over 2,000 passengers are now using Pool Meadow at peaks. Its commercial sustainability has therefore been achieved.

## **8. Student housing proposals**

Substantial student residential accommodation is being (or about to be) developed at the south eastern end of the Swanswell area. E.g. 900 units are currently under construction in Raglan Street, and the former Astleys site, and two further planning applications are anticipated shortly that could increase this total to c.2,000 units. . This area will continue to be the focus for such accommodation. This should have the added benefit of encouraging students to vacate the traditional terraced housing stock in the Hillfields area, releasing this for local communities.

## **9. Community Consultations and Engagement :**

The Swanswell Initiative Community Liaison Group continues to be the focus for information sharing with the communities around the Swanswell Initiative area. The group has recently developed its own Terms of Reference and is working on a Section 106 'wish list' that will be fed into the planning system to ensure that resources are allocated to developments or projects that are important to local people. The group has also developed a partnership group with City College to sustain positive links with the college. A wider engagement strategy is being developed and links are being made with other groups in the Swanswell area to ensure representation through engagement.

The first Swanswell News was produced last year and was delivered to approximately 10,000 properties and available widely across the city. This proved popular with local people and also gave local people an opportunity to have their say.

Swanswell Juniors has recently run as a successful open meeting for children aged between 8 and 13 years. This is currently being refocused through schools in the area and it is expected that a pilot group will run via Southfields School.

A Local Employment strategy is currently being developed with a range of partners. This strategy will cover the process from getting local people job ready, barrier breaking, training, job seeking and mentor/peer support. Links to potential employers will be an important part of the strategy. This will eventually link to a wider social and economic strategy to match the social with the physical regeneration.