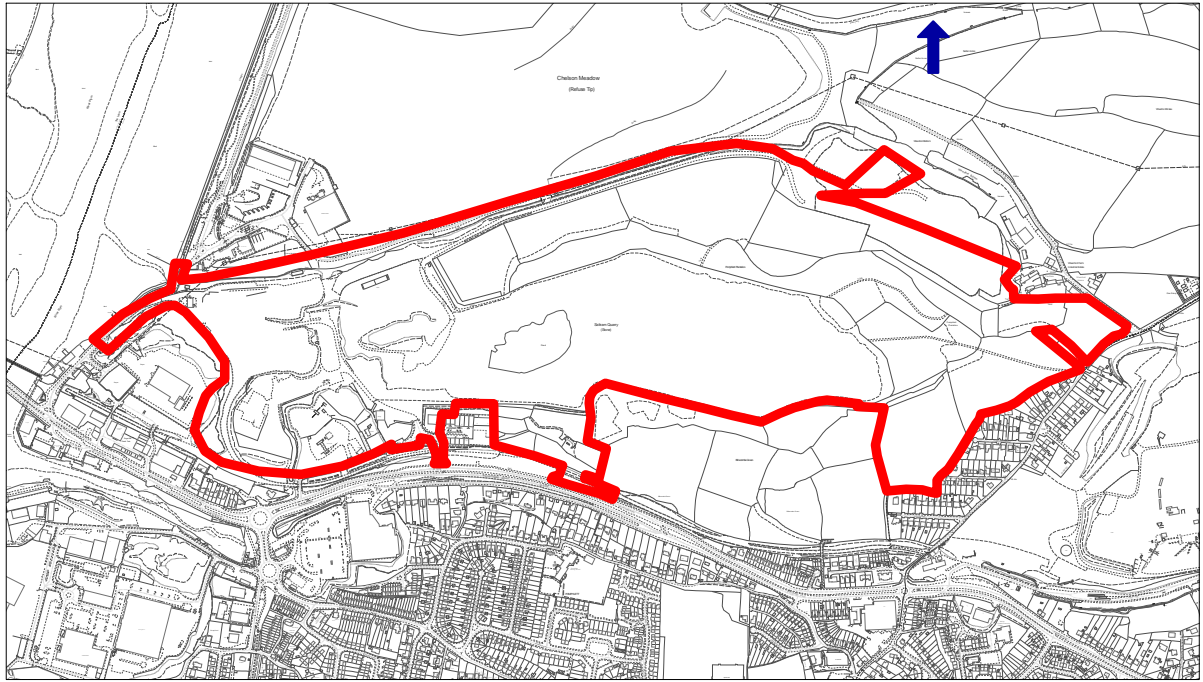


ITEM: 01**Application Number:** 07/01094/OUT**Applicant:** Persimmon Homes Ltd

Description of Application: Up to 1,684 new homes (not 1700) with none built in the Saltram Registered Parkland and at a net density of approximately 50 dwellings per hectare, with 12.35% affordable housing (208 homes in total) with 17% in phase 1 (97 homes) which is less than the total originally envisaged (25%). It is also proposed to provide 20% Lifetime Homes (357 not 300 homes as originally proposed); Approximately 1.85 ha of land beneath the south quarry face to accommodate 7,825 sqm (gross) of B1 employment uses ,B1A, B1B and B1C and B2 (not 7,800 sqm) and an additional new provision of 0.35ha of B1 uses close to the NW boundary of the site designed to accommodate approx 6 B1 units (to facilitate any future relocations from the Pomphlett industrial estate); A range of community facilities including an extended Primary School, on a site of 2ha. This area is now to accommodate staff parking as well as a two form entry school and children's centre/community centre/library/place of worship and an all weather dual use playing pitch; A Main Square with Mixed use Local Centre comprising an A1 supermarket of 2,000m² (gross) with apartments above and a range of complementary shopping, service and food and drink uses (A1, A2, A3, A4, A5, B1, C2, C3, D1 and D2 (400m²gross) .The Design Code submitted with the application also indicates provision of two central building in the Main square comprising a 500sq m (gross) Doctors Surgery/health centre and 4 retail /commercial units with 30 apartments above them. The design of these buildings would be subject to a design competition; Associated highway, pedestrian and cycle access including two main vehicular access junctions with Billacombe Road (one with Broxton Drive) having linked road traffic signals ; an emergency access only to the site from Colesdown Hill ;and junction improvements to the existing Ride with access restricted to construction traffic, emergency and bus users, and commercial traffic to the proposed NW employment area. Provision would be made for a bus route with bus stops or pull-ins for buses within the site and a bus service would be provided between the site and local shops and services in Plymstock. There would also be footpath links with a potential public transport mobi-hub (travel terminal and service centre) on Billacombe Road (outside the site boundary); The

provision of informal recreation open space with woodland paths and exercise route; informal meeting spaces for older children (4 locations for potential Youth meeting spaces are indicated and prioritised) ; a 'string 'of 3 Local Equipped Play Areas (LEAPS) linked by paths within Pomphlett plantation and the Northern Pastures; and a 1000sqm formal children's play space comprising a Neighborhood Equipped Play Area (NEAP) as part of the Main Square .A linear open space running east-west would contain a water feature as part of a tree-lined eastern boulevard. An enclosed open space with a circus of development would be located along a tree-lined western boulevard; Phased remodeling of the former Blue Circle Cement works and former quarries would commence within the western end of the site and the phasing would involve excavating and crushing and stabilizing rock faces behind a temporary bund or fence between phases 1 and 2, and then phases 2 and 3 to help mitigate for disturbance to future residents from blasting, crushing and quarrying/remodeling works underway.

| | |
|---|---|
| Type of Application: | Outline Application |
| Site Address: | PLYMSTOCK QUARRY, THE RIDE PLYMSTOCK PLYMOUTH |
| Ward: | Plymstock Radford |
| Valid Date of Application: | 02/10/2007 |
| 8/13 Week Date: | 01/01/2008 |
| Decision Category: | Major Application |
| Case Officer : | Alan Hartridge |
| Recommendation: | Minded to Approve subject to the following: (1) The completion of a S106 with the applicants, based on the scale and nature of provision and the requirements as indicated in Documents 2 and 3 detailed in this Committee report. These requirements are essential to adequately reflect local planning policies, the PCC Core Strategy and NPAAP planning policies and proposals as indicated in this report. (2) The planning conditions (as outlined in Document 1) (3) Delegated authority to refuse if the S106 is not completed within 6 months |
| Click for Application Documents: | www.plymouth.gov.uk |



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OFFICERS REPORT

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S106 Financial obligations –Summary table (with all commercially sensitive figures included)

Recommendation

Minded to Approve subject to the following:

- (1) The completion of a S.106 with the applicants, based on the scale and nature of provision and the requirements as indicated in Documents 2 and 3 detailed in this Committee report. These requirements are essential to adequately reflect local planning**

policies, the PCC Core Strategy and NPAAP planning policies and proposals as indicated in this report.

(2) The planning conditions (as outlined in Document 1)

(3) Delegated authority to refuse if the S106 is not completed within 6 months

1. Introduction

The submitted application and range of changes since submission

The current application is made in outline but the applicants indicate on their application form that they want the details of the access to be also considered at this stage.

The applicants point out that that their **redevelopment and remodelling proposals** are the subject of one single comprehensive planning application which can be conditioned accordingly. They state that their proposal represents a landmark regeneration development with opportunities for delivering high standards of urban design and to this end assert that their Masterplan has been through a process of design refinement over a number of years.

The original application has certainly been 'refined' from the original submission and therefore to better understand the reason for the range of views expressed by interested parties over the years some clarification is given below about the background to the current proposal for determination.

There have been several changes to the masterplan proposals since the application was registered in October 2007. The applicants' proposals for phased remodeling, drainage, location of housing and workshop units and mobi-hub , and use of Colesdown Hill access point have all changed. The original submission referred to a different engineering proposal for remodeling the quarry floor and treating the North and South cliff faces and the unstable 'clay pocket' area on the south cliff wall adjacent to Billacombe Green. That submission also comprised proposed development of up to 1,650 homes and 3.5 ha of land to accommodate 21,000sqm (gross) of B1 employment (B1A, B1B, B1C), a public transport 'Mobi Hub' Interchange and four vehicular access junctions including two secondary access junctions; one to Colesdown Hill and one to The Ride. The surface water drainage would have been to the Leat along the northern boundary with Chelson Meadow and the development would have been phased to commence in the Eastern Pastures before descending into the quarry area and there would have been some residential development in a part of the Pomphlett Plantation (within the Saltram extended Registered Parkland area)..Following a formal request for further information about the proposal (an Environmental Assessment Regulation 19 request) and following further considerations by the applicants (including considerations about the extent of employment land, financial viability and the

need to enhance residential return), revisions have been made over the years to the original application , including revisions to the submitted Masterplan, Environment Statement ,Planning Statement , Transport Assessment , Design and Access Statement and Design Codes.

Community ‘drop in’ events to explain the latest proposals were held in May (Plymstock School) and also ,with the benefit of **a model on display**, in July (Plymstock Library) when all local councillors and those making representations previously were informed and invited to attend. A press release was also issued.

2. Site Description

The site is 4km from the City Centre and is essentially part of the former Plymstock Quarry and Blue Circle Cement Works complex demolished in 2000 (with site office and water tower remaining) located northeast of the Laira Bridge, east of the River Plym, north of Billacombe Road (A379), south of Chelson Meadow waste recycling centre, west of Colesdown Hill residential area.

The application site is in respect of approximately 72ha and includes fields and a woodland plantation (Pomphlett plantation) that is a site of County importance for wildlife (CWS). The morphology of the site is dominated by a series of quarries which have been progressively excavated to provide limestone, primarily for cement production and includes the former Blue Circle Industries Cement works (demolished). 47ha of the site comprises former quarries and cement works; scrub covered waste dumps and a stretch of derelict overgrown railway land that once formed a branch of the Plymouth to Brixton railway line along part of the southern boundary of the site. This part of the site also includes a concrete batching plant complex with the remnants of a derelict bungalow within the former Pomphlett Mills Quarry (Hanson and Tarmac). Access to this area is from Broxton Drive. The Pomphlett Industrial Estate (PIE) comprises a series of 15 workshop units and is largely excluded from the site, but it is accessed from the steeply rising Broxton Drive from the A379. This access road is within the application site area as is a workshop unit in the corner of the Pomphlett Industrial Estate. A cliff stands at the rear of several of these workshops and defines part of the southern boundary of the application site. Broxton Drive was a former secondary access to a social club associated with the former cement works complex, but it has been fenced off from the main quarry area.. The principle access point to the complex was always from The Ride –over a weighbridge in the north west corner of the application site.

The quarry site is largely screened from the A379 Billacombe Road by the topography and a mature tree belt along the southern boundary of the site, and by the hill known as Billacombe Green. Billacombe Green is an area of hillside public open space with village green status and is an area of nature conservation interest. It is located beyond the south east corner of the site and is managed by the PCC for the purposes of conserving wildlife features and

providing opportunities for informal recreation. The First Devon and Cornwall Bus Depot is located within the former Wakehams Quarry beyond the western boundary of the site and is separated from that part of the application site that accommodated the former Blue Circle Cement works by a rock wall and narrow strip of elevated ground that is a site of County importance for wildlife (CWS). The rock face here is relatively stable, and the remains of the disused railway feeder line runs along the base of the cliff facing into the application site and acts as a catch zone for small scale rock falls.

This large application site of former quarries, some overgrown with scrub, has remained unused for many years and the site also includes fields and a plantation containing a variety of wildlife habitats. The boundaries are delineated by mature vegetation and there are several nature conservation designations affecting parts of the site (Pomphlett plantation to the north and the strip of land including the line of the former Billacombe railway land on the western boundary). As mentioned above, several areas of nature conservation value are located near to the site and part of Wixenford Quarry marsh CWS lies within the north east corner of the site. There is a Site of special Scientific Interest within Billacombe Green and a tree corridor across the Eastern pastures of the site links Billacombe Green with Pomphlett plantation. This is an important wildlife link and is part of a network of routes followed by foraging bats (a protected species under the Habitats Directive). The higher level 'Eastern pastures or Eastern Fields' are accessed from a farm gate off Colesdown Hill. The Colesdown Hill highway is not a through road and largely serves a series of housing estates to the east of the application site (beyond the site's 'Eastern Fields' and Billacombe Green). Approximately 16 residential properties share the boundary with the north eastern perimeter of the site.

The former Plymstock Quarry is largely occupied by the terraced concreted foundation remains of the former Blue Circle cement works. Saltram Quarry visually dominates the site. This was the main limestone quarry with a perimeter wall of approx 1800m within which there are several tiers of cliffs and levels -and an imposing Northern Cliff Face. Production in this quarry area ceased in the late 1990s and tension cracks have appeared since blasting finished. The north wall is currently in poor structural condition and the rock deteriorates from west to east (approx.800m in length).The quarry floor rises to the east. The limestone making up the south wall is, on the whole, better quality but there are areas where significant potential failures are present. There is evidence of slumping from an unstable 'clay pocket' area on the south cliff wall adjacent to (and potentially undermining) Billacombe Green due to the presence of an exposed weak mudstone and clay layer.

An old overgrown quarry area lies within the site between Billacombe Green and the Pomphlett Farm Industrial Estate, north of the remains of the disused railway line parallel to Billacombe Road. Part of this area was shown as a quarry on the 1895 OS Map and the remains of a lime kiln are located here. It is an extant single well limekiln constructed of local limestone and the loading pit of the kiln is visible as a clear feature on the top level of the kiln. The kiln is of some archaeological interest but lies within the area which would be

remodeled by the applicants and developed with a new vehicular access cut through to Billacombe Road.

The Pomphlett Plantation is a hillside area of woodland plantation and grass meadow of some nature conservation value, with the former Wixenford Shale quarry, (closed in 1999) to the north east and higher level fields close to Colesdown hill to the east. The former Wixenford Shale quarry area largely lies outside the application site, but is under the control of the applicants. Wixenford Farmhouse and barn (listed buildings) lie to the East of the former shale quarry.

The National Trust's historic Saltram House Estate with grade 1 listed buildings and important registered gardens (grade 2 star) lie to the north east beyond the application site and Chelson Meadows. There are old walls and paths within Pomphlett Plantation and the area (including northern pastures below the plantation and within the application site), have been registered as important parts of the wider historic parkland. The Pomphlett Plantation is an important element in the distant views from Saltram (the House itself is located 950m away from the northern boundary of the site)

3. The Proposal

3.1 Remodeling proposals and the Scale and nature of the proposed new neighbourhood

The following proposal is now for determination:

- Phased remodeling of the former Blue Circle Cement works and Plymstock Quarry commencing within the western end of the site and including excavating and crushing and stabilizing rock faces. Drilling and pre-splitting the Northern Cliff face would result in the removal of up to 5m of overburden and the slope angle of the face would be 80 degrees in the west and 60 degrees in the east where the rock becomes more shaley. Material would be spread to provide platforms for development and a gradual gradient would be formed between the quarry floor and a substantial length the North Cliff face. Following some remodeling/scaling a large reinforced earth wall/soil bank structure would be built up to support the unstable 'clay pocket' area on the South Cliff face adjacent to Billacombe Green. A retaining structure varying in height from 10m down to 0m would also be built to retain the western development platform over a 200m length of the southern boundary adjacent to the concrete batching plant access -between Pomphlett Industrial Estate (PIE) and Rock Gardens).
- The excavation and remodeling of part of the existing northern pastures close to the western tip of Pomphlett plantation to provide 'a 3rd generation synthetic turf pitch' with stepped and 1:15 ramped access from the proposed school site area.

- The excavation of parts of the Eastern fields to provide lower foundation levels for dwellings and the formation of a landscape bund and Devon Bank to reinforce planting and screen planting to mitigate the views from Saltram across this area. The belt of trees across the Eastern fields would be largely retained as an important wildlife corridor for foraging bats as would the tree/hedgerow vegetation along the northern boundary with Chelson Meadow.
- Infrastructure works for drainage, services and access. The surface water works would involve on-site storage and a discharge directly to the Plym (under The Ride).
- Up to 1,684 new homes of a variety of types and tenures with none built in the Saltram Registered Parkland.
- Approximately 2.2 ha of land to accommodate 7,825 sqm (gross) of B1 employment (B1A, B1B and B1C) and B2 employment uses (Up to 1.85 ha of land within the former quarry and with an additional 0.35ha of B1 uses close to the NW boundary)
- A range of community facilities including an extended Primary School, a multi-use games area and all weather playing pitch, and accommodation for a GP surgery and health centre.
- A Main Square with Mixed use Local Centre comprising an A1 supermarket of 2,000m² (gross) and a range of complementary shopping, service and food and drink uses (A1, A2, A3, A4, A5, B1, C2, C3, D1 and D2 (400m² gross)
- Associated highway, pedestrian and cycle access including two main vehicular access junctions with Billacombe Road (one with Broxton Drive) ; provision of a bus route within the site and a secondary bus gate link with the proposed residential area from The Ride .
- The provision of extensive informal recreation open space with Pomphlett plantation brought into use as an informal recreation open space. There would be informal Meeting Spaces for older children, and formal children's play space including one Neighborhood Equipped play area (a NEAP) and three Local Equipped play areas (LEAPs)

3.2. The Phasing

The current proposal differs from previous applications determined by the Planning Committee that involved re-grading and remodeling the quarries over a 2 year period prior to any residential development taking place. The proposal is to carry out residential development in phases, to blast rock, excavate, crush and spread stone, and re-grades areas of inert waste to specified contour levels, retaining filled areas and stabilising rock faces to facilitate stages of built development from west to east. Site levels would be raised above the quarry floor in some areas and reduced in other areas and the applicants point out that in remodeling from west to east the disruption to Colesdown Hill residents should be minimized.

3.2.1 Ecological/landscape impact mitigations

The applicants' also point out that their phasing scheme would have proper regard for ecology and landscape features replacing areas which are lost and

improving areas which are protected. The northern cliff face remodelling would involve the removal of a strip of Pomphlett plantation CWS and the landscape and ecological impacts have been assessed. Compensation planting is proposed and the applicants accept that some advanced landscaping and ecological mitigation measures are required and that there is a need for a Management plan to be prepared and agreed by the lpa.

It is proposed to plant up some 2.4ha in the Pomphlett plantation area as compensation for the loss of trees.

- The area of Pomphlett Plantation proposed to be removed during remodelling and redevelopment totals 13,079m². The total area of proposed tree and shrub planting in Pomphlett Plantation would be 19,735m² and proposed shrub planting areas, 4,400m².
- As a result of the proposed Billacombe Road entrance works circa 212 trees would be removed but 45 retained.
- Within the former Quarry area of the redevelopment 1145 individual trees are shown (in the streets, boulevard, POS along the Eastern Linear Park, Main Square etc)
- To the area of the slopes below the Eastern Pastures approximately 3100m² tree and shrub planting is proposed. (the open space on the sloping land to the north of the Devon bank and Hilltop House east of Pomphlett Plantation)
- To the eastern side of the Billacombe Green SSSI, approximately 500m² tree and shrub planting is proposed. (mainly shrub planting over the gas pipeline route and a lesser number of trees outside the pipeline restriction zone).
- To the Devon Bank at the northern edge of the Eastern Pastures approximately 1200m² tree and shrub planting proposed..
- To the boundary with First and Second Avenue (urban edge of Colesdown Hill) a 425m length/belt of planting, 10m wide comprising 4,250m² tree and shrub planting.

The applicants proposal is to avoid or mitigates the negative impacts on wildlife and set out plans to provide a net wildlife enhancement. In addition to the 2.4ha of new native broad leaved woodland proposed above and the measures to buffer and protect the adjoining Billacombe Green SSSI, a new Local Nature Reserve would be provided and 400m² of new wetland / wildlife pond created; two County Wildlife Sites would be brought into positive management; 1.1ha of Calcareous Grassland would be created and maintained and 5ha of Species Rich Grassland would be restored,

The applicants have investigated the likely impact of their development on bats which are a European Protected Species. Important bat foraging routes along the northern boundary and through the Eastern Fields would be maintained and the applicants propose the construction of a bat roost and the placing of bat boxes in Pomphlett plantation. The corridor belt of trees running across the Eastern fields would be severed in a later phase by the construction of the Main Street. A bat crossing would be constructed at that point and sensitive lighting would be installed in the vicinity of this foraging route.

3.2.2 Remodelling and phased provision of buildings

The applicants point out that the spread of residential development would be controlled and restricted to a safe fly-rock distance for blasting of not less than 250m and that temporary 3.5m high security barriers would be constructed at appropriate phases between the residential development areas and the areas where quarrying/crushing activities would take place.

The applicants state that due to the economic downturn housing completions are not likely until 2012/13 and that the development programme could extend over a period of approximately 15-20 years.

Phase 1; commencing from the Ride for construction traffic and from Broxton Drive for residential development traffic, provision of a Western Boulevard with Circus of housing development, some 570 houses in the first phases with some light industrial workshop units along the north west boundary. This area would then comprise the main part of The Mount character area).

Phase 2; continuing eastwards with provision of housing and an Urban Core Character Area including provision of a Main Square , retail and health services, a primary school and a supermarket. A new access road would be constructed to the A390 Billacombe Road .

Phase 3; continuing eastwards with provision of Eastern Boulevard Linear Open space, further housing developments and space for industrial estate development in The Quarry character area. Development would also continue further eastwards with development of the higher land comprising the unquarried part of the site –The Eastern Pastures. Access to this area would be provided mainly from the new access road to the A390 Billacombe Road. Of the 724 units within Phase 3, the applicants Urban Designers have calculated 234 of these units will be located on the Eastern Pastures character area.

It is envisaged that as remodeling takes place from west to east there will be a need for rock blasting in particular areas, but it is suggested that a detailed blasting method statement be submitted for approval at a later date following trials of site specific constraints. During remodeling phases a crushing plant would be erected and operated within the site and it is stated that no excavated material would be removed from the site during the operations.

No excavation or construction works would take place in the Eastern Pastures in the initial two remodeling phases except for those association with landscaping and ecological mitigation works and for the diversion of a gas main.

Following the bulk blasting of the western area and part of the northern cliff face and the crushing of some 500,000m³ of rock and filling of holes in the quarry floor a western platform would be created to take future phase 1B residential development. The clay pocket would be stabilized and that part of

the quarried north face would be netted. Excavation of part of the southern pastures would also take place to provide levels suitable for the future all weather playing pitch. After remodeling, a temporary a 3.5m high north-south barrier/security fence with gate would be erected across the site north of Broxton Drive and the building of dwellings in phases 1B and 1C would commence to the west of it. Construction traffic would access the site from The Ride.

Future phase 2 blasting/remodeling would re-commence in the quarry (central part) with the crushing of a further 275,000m³ of rock but there would be a 250m flyrock safety buffer zone between these operations and the western dwellings. No more than 450 dwellings in phase 1B/C would be occupied before this second phase remodelling had been completed. The detailed earthworks to form the sports pitch would be carried out in this phase.

The applicants point out that although the old limekiln in the area cannot be preserved as a feature in the landscape, a full building recording programme would take place prior to demolition (to be secured by condition).

The second part of the quarried north face would then be netted and a temporary north-south barrier/security fence would again be constructed – at this time across the site north of the Clay pocket area and development of some 390 dwellings would then be constructed together with the school and Main Square with associated retail.

No more than 700 dwelling units would be occupied until the final phase of crushing and remodelling was commenced which includes a large part of the former main quarry as well as the Eastern Fields across to Colesdown Hill. No more than 800 dwellings would be occupied until this final phase of crushing and remodelling had been completed.

Site preparation works on the Eastern pastures include the provision of landscape bunds and the existing belt of trees that runs across the area is an important wildlife corridor and would be protected.

3.2.3 Heritage impact mitigations

Saltram House is located 950m away from the northern boundary of the site and the applicants maintain that their application respects the importance of protecting distant views and the integrity of the historic parkland. Mindful of discussions with representatives of English Heritage, the National Trust and other heritage interests the applicants propose to avoid skyline development and commit to both advanced strategic landscaping and advanced delivery of a Devon Bank on the ridgeline in this area. . These works would be undertaken in Phase 1 and the applicants' state that they would therefore be substantially in advance of any residential development in the Eastern Pastures. The height of buildings and associated street lighting scheme in this part of the Eastern Pastures would avoid skyline intrusion.

3.2.4 Gas Main Diversion

It is also proposed to divert a gas main that runs across the Eastern Fields from Colesdown Hill. The main enters the site adjoining Hilltop House and the new route would follow a proposed residential access road shown on the Land Use Parameters Plan before turning south in the green wedge on the western edge of Billacombe Green to join the old railway line where the route turns west. The applicants confirm that their latest Masterplan is designed to accommodate the new gas main in the Eastern Pastures and all development would be kept back from the new main in accordance with the prescribed criteria.

3.3 Employment proposals

The submitted 2007 planning application was for 3.9ha of B1 and B2 uses and this was subsequently reduced to 1.85ha and now includes an additional 0.35ha of phase 1 workshop units.

The quarry itself was a source of employment for many years and the current proposal could increase local employment potential over future years. Whilst the quarry previously provided local employment it has been largely redundant for over 10 years and the applicants say that the site now only supports around 10 jobs. The applicants state that the proposed development is likely to give rise to a **short term job generation of 825 in construction and long term job generation of up to 447** with employment in the 6,780 sq.m of B1 and 1045 sqm of B2 at the proposed business park/employment area (up to 1.85 ha in The Quarry character area to the east of the Main Square), and also with jobs in retail, schools, community facilities, and workshop units in the Main Square.

The applicants proposal would also include the construction of a block of 6 light industrial units (up to 7,825m² of B1) on 0.35ha. along the NW boundary with Chelson Meadow. This would facilitate possible B1 relocations from the Pomphlett Industrial Estate should that area be redeveloped in the future (as envisaged by the City Council's aspirations/policy in the NPAAP).The applicants state that this would not affect the above employment figures for the application site as they are expressions of the best scenario should the total amount of floorspace be developed.

The applicants also agree to the operation of an Apprenticeship Training Scheme during construction.

3.4 Housing proposals – market housing, lifetime homes and affordable housing totals.

The submitted application was for 1650 homes and advertised as such in October/November 2007. This figure was then amended to up to 1700 total and advertised as such in October/November 2008.

The applicants now state that following feedback from their consultation responses their proposal is for up to 1684 residential units (21.6% flats; 58.4% 2 and 3 bedroom houses and 20% 4 bedroom houses.

| Overall Housing Mix | Number of Dwellings | Percentage |
|---------------------|---------------------|------------|
| Flats | 365 | 21.6% |
| 2 Beds | 122 | 7% |
| 3 Beds | 860 | 51% |
| 4 Beds | 338 | 20% |
| Total | 1684 | |

A minimum of 20% would be Lifetime Homes (337).

The application registered in October 2007 indicated likely provision of 25% affordable housing (with grant) which was said to be justified as being less than the normal 30% policy requirement due to the particularly abnormal development costs relating to the configuration of this particular site. However in view of viability considerations the affordable housing proposal was subsequently reduced by the applicants.

The application now includes provision for a minimum **12.35% (208 in total) affordable houses (without grant) with a clawback review mechanism** to increase this number over the life of the development.

3.5 Affordable Housing – viability assessment discussions.

The applicant's proposals for the provision of affordable housing have been the subject of discussion following consideration of a Viability Assessment provided by the Council's consultants (based upon what has been called 'open book' information provided by the consultant and the applicants See section x on Viability below). The Council's consultants indicate that, alongside other matters, the effect of the recent economic downturn has been to reduce the likely residual land value so significantly that the cost to Persimmon of providing 25% affordable housing across the overall area makes the development unviable. (The 25% with grant as originally envisaged was proposed in the application submitted in 2007 - 412 in total - and revised in 2009 - 425 in total).

Indeed the assessment indicates that the provision of any affordable housing would result in an unviable development of this particular site.

Following discussions about the viability issue the applicants, requested some flexibility for the cost of mitigation measures and S106 obligations to be spread out in a phased manner, removed their suggestion of providing some extra care flats, and requested the lpa to accept a reduced baseline level of affordable housing , based on current market conditions, from 25% (with grant) to a minimum of **12.35% (208 in total) without grant. Following extensive discussions the applicants also propose that this baseline**

provision would be delivered as follows : 17% in phase 1 (97 homes) 17% in phase 2 (66 homes) and 10.5% in phase 3B/C (45 homes).

The affordable houses would be split between 50% 'social rented or the Governments latest equivalent' and 50% (104) 'shared equity' New Build Homebuy housing.

Up to 50% of the affordable homes would be Lifetime Homes (104).

The applicants proposal is that this baseline or minimum number of 208 affordable houses would increase in future years as the viability situation improves by means of applying an agreed claw back review mechanism to developer profits.

The mix of the minimum number of affordable dwellings would be as follows: -

| Dwelling Type | Number of Dwellings | Percentage |
|----------------------|----------------------------|-------------------|
| 1/2 Bed Apartments | 73 | 35% |
| 2 Bed Houses | 56 | 26.5% |
| 3 Bed Houses | 55 | 26.5% |
| 4 Bed Houses | 24 | 12% |
| Total | 208 | |

The applicants' state that they are committed to a S106 Agreement that obliges them to work with PCC and its nominated RSL to maximise future grant to improve this level of affordable housing and accept that an upturn in sale values in the years ahead could result in increasing profitability to enable the proportion of affordable housing to increase. The applicants have therefore modified the proposed affordable housing mix in order to find an acceptable base line affordable housing position.

The review arrangements to track the market have been the subject of extensive discussion. The objective would be to implement a 'review mechanism' in the years ahead that would review viability and calculate a fair proportion of any surplus profit for investment in further affordable housing at pre-determined stages.

3.6 The range of proposed facilities and planning obligations:

These include the following:

- Provisions for an extended 2 form entry primary school with community space, a hall specified to badminton court standards together with a changing facility for a 3G playing synthetic playing pitch, a Multi Use Games Area (MUGA) and appropriate community changing facilities.
- The provision of highest standards and principles of sustainable design in the built environment.
- A Local centre with ground floor buildings adaptable to a range of uses with a GP surgery/ medical centre.

- Commitment to providing a main employment area and workshop area
- Provision of local employment opportunities during the construction period, alongside a construction apprenticeship training scheme
- Contribution towards secondary schooling needs resulting from the development
- Financial contribution towards off site sport and recreation needs together with the provision to be made on site at the extended primary school site
- LEAPs and NEAPs
- Basic terms of a public art strategy
- The provision of landscaped public open space and nature conservation areas and contributions to the treatment of nearby greenspace areas outside the application site (including Billacombe Green and a proposed countryside park on the former Chelson Meadow landfill site)
- Securing public safety and long term management of the quarry's rock face
- Contributions to impacts on surrounding transport network
- A commitment towards management of the landscaped open spaces and natural environment.
- Community engagement initiatives.
- A temporary car park for PIE purposes, avoiding the need for vehicles to park on Broxton Drive. The car park would remain pending redevelopment of PIE.

3.7 Provision of distinctive 'Character areas' and the Masterplan design principles

3.7.1 Principles

The applicants propose that the topographical nature of the site will be celebrated, providing panoramic views of the city and its surrounding whilst forming a landmark development in itself with a varied roofscape. A Design Code forms part of the application documents and the applicant outlines the importance of following a set of design principles which respond to and complement the areas natural characteristics. This includes the use of natural stone in key locations to reflect the relationship between the quarry and its development. The colour range and texture of materials used throughout the built environment should be influenced by the natural materials available in the Quarry and should be identifiable with each Character Area. The applicants propose a built environment which is locally distinctive with key public spaces and landmark focal buildings. A 'Main Square' is proposed in the urban core at the 'heart' of the development with the proposed community and mixed uses around it. Buildings within it would be developed following consideration of a Design competition.

The applicant defines the key Spatial Masterplan structural elements that tie in the scheme together are:

- two boulevards (East with a Linear Open Space in The Quarry character area and West to a Circus in the Mount character area);
- a Main Square in the Urban Core around which the boulevards orientate and connect;
- main access streets into the site with a Main Street spine route connecting with The Eastern Pastures;
- two north-south green links;
- key frontage development overlooking Billacombe Road;
- key frontage frontage development overlooking the Quarry;

3.7.2 The Mount

The Mount, formerly the site of the cement works and containing a water tank, is an area visible from a wide area due to its topography, and is bordered by industrial sites on three sides, mature trees on the northern edge and close to the Ride and river bank at its North West corner. The applicant outlines the importance of reinforcing the contours of the 'Mount' through a landmark circus of two and three storey terrace development with consistent roof forms and height. The applicants indicate that views should be maximised through wide window openings and the circus includes formal public spaces and a range of parking provision. Materials strategy for the 'Mount' is based around rendered wall and, the applicants' suggest, reconstituted slate roofs, feature render panels to key frontages and a dry stone boundary walling along western quarry cliff. The colour strategy outlines the use of blue grey limestone hues and whites, highlight colours of ochre and reddish pink and highlight colours of green adjacent to woodland, hedgerows, cliffs and green links.

3.7.3 The Urban Core

Located between the Mount and Quarry area and bordered by quarried cliff faces, the Urban Core would be located at the westernmost area of the Quarry and would form the local centre. The Urban Core would have a much more open character visually connected to a major arterial route into the City. The architecture would be required to respond to the varied functional requirements of the different activities including a primary school, supermarket, doctors surgery, shops and formal public spaces; essentially a high density (three to four storeys) mixed-use development. The only quarried cliff face which would impact upon the Urban Core would be the North quarry face behind the school. The Design Principles indicate that detailed reserved matters should take inspiration from the character of the quarry with 'Green' horizontal ledges against grey limestone to form a distinctive feature of this area.

The materials strategy outlines the use of render walls, with feature walls in glazing panels, metal panelling or proprietary board, and, it is suggested, reconstituted slate pitched roofs with feature roofs in metal roof cladding. The use of metal and glass balustrading, metal and glass openings are suggested for lower floor entrances. The colour palette would include mainly blue grey

limestone hues and white, the use of highlight colours ochre and reddish pink and green adjacent to tree topped cliffs and green links.

3.7.4 The Quarry

As a result of varied rock formations, crevices and shadowing the applicants consider that the Quarry has an attractive rugged appearance to influence detailed design. Green horizontal ledges have been created after being re-colonised by vegetation since quarrying has ceased. There is a range of colours within this area of the quarry including white marble and pink and ochre coloured pockets of different rock. The application outlines that this character area would have two and three storey development with varied roofscapes, a mix of housing and apartments and dominated by natural limestone. Additionally it is suggested that the employment buildings would use energy efficient contemporary architecture, adjacent to an eastern boulevard linear open space including water features, contemporary landscape and a range of parking. The applicant indicate in the Materials Strategy that rendered walls, random rubble limestone walls to street facades at key frontages and reconstituted natural slate roofs would be reflected in the reserved matter applications.. Additionally, the applicants state that seams of white material used in walls and feature pitched roofs in metal roof cladding would add character to the area. The colour strategy would reflect the surroundings with blue grey limestone hues and white, colours of ochre and reddish pink, and highlight colours of green adjacent to the landscaped linear open green space.

3.7.5 The Eastern Pastures

Similar to the 'Mount', the Eastern Pastures are elevated and characterised by long distance views and several mature hedge banks. Additionally this area has rolling pastures and attractive rural aspects of woodland along with a high cliff edge on its western side with spectacular views over Plymstock Quarry. The Design Principles note the importance of reinforcing the rural and woodland character of this part of the site and suggest mostly two storey detached and semi-detached developments with three storey developments along the Eastern Cliff maximising panoramic views towards the City. It is also indicated that timber cladding would be used extensively on key street elevations adjacent to woodland edges and hedgerows and that there would be provision of informal soft landscaping, dry stone walling and a range of parking provision. The applicants state that render walls and reconstituted slate roofs would be reflected in reserved matter applications throughout, with vertical reconstituted slate wall hanging to south and south west facing street elevations. The Colour Strategy for this area identifies beige grey local shale and hues and white, with highlight colours of green adjacent to woodland edges and hedgerows.

3.8 Movement and Accessibility

3.8.1 The applicants transport assessment goes into detail to calculate the likely impact of the development proposal and off-site contributions would be

provided as the proposed development would have the inevitable consequence of increasing congestion and delays. Investment in the infrastructure on the A379 corridor in this area is needed in order to allow buses to progress unimpeded through the network.

A HQPT mobi-hub (**High Quality Public Transport interchange**) would be located on highway land fronting the A379 immediately to the south of the Pomphlett Industrial Estate (outside the application site) and a contribution to this is proposed.

3.8.2 The proposal includes the provision of **two principal vehicular access points** from the A379 comprising an upgraded signalised access utilising Broxton Drive and a new signalised junction 250m further east on Billacombe Road together with two secondary vehicular access points into the site from the Ride and Colesdown Hill. **A network of paths and cycleways** are proposed within and into the site comprising cycle access onto The Ride, onto the disused rail line at Broxton Drive and to Rock Gardens at the southwest corner of the site and into other connections further to the east.

3.8.3 Vehicular access via Colesdown Hill would not be possible for general traffic or construction vehicles - this access would be for pedestrians, cyclists and emergency access only. This differs from the original proposal submitted in 2007 whereby initially buses were proposed to use Colesdown Hill (south) while general traffic could access Colesdown Hill (north) and Haye Road via Stag Lodge. However, given the constraints which exist at the top of Colesdown Hill which limits the ability to provide a satisfactory safe junction at this location the applicants have altered their proposal with access limited to cycles pedestrians and emergency vehicles.

3.8.4 The applicants state that integration of the new neighbourhood into the existing Plymstock surroundings is a key principle of this planning application, ensuring that the development would relate and sit well in its locality. The development and associated **green space would be accessible** for a range of transport modes including, cyclists and pedestrians. **A public transport route** would be proposed with measures to encourage the use of more sustainable forms of transport. It is proposed that a bus service would be provided between the development and other areas in Plymstock. The larger open spaces would be connected to the rest of the development by a series of footways, which would form a circular route as well as a green link connecting the recreational spine route to The Ride.

Access to the development site by public transport buses would initially be through upgraded bus stops on Billacombe Road. Once a bus only access via The Ride is built bus service would have the option of routing through the site although operators may choose not to re-route until the construction of the new access onto Billacombe Road which would include a length of bus lane along its length.

3.8.5 A **Main Street principal spine road** would run east to west through the development and form the principle point of access for many uses

proposed. This road would also serve as the bus route through the site and would be a 6 metre wide road capable of accommodating standard public transport vehicles and highways. Cycle provision on the main spine road would include shared use footway /cycleway.

Parking provision on this main spine road would vary along its length between the provision of parallel bays adjacent to the main carriageway in the western boulevard, perpendicular parking bays in the eastern boulevard section together with vehicular access to parking courtyards.

The Main Square in the Urban Core could accommodate up to **135 car parking spaces** with an additional 40 spaces for the school and some additional spaces for the GP surgery/ medical centre.

3.8.6 Contributions would also be made for the provision of A379 at **grade pedestrian crossing facilities with phased provision of a footbridge** . This crossing would be located close to Blackberry Lane which would be an important connection between the site and the existing communities in Plymstock'. This route is steep and narrow and the applicants agree that it would benefit from re-surfacing and additional lighting and agree to a suitable contribution for this.

3.9 Sustainable infrastructure and resource use

The applicants submit that the remodelling of the quarry will be undertaken in a manner that will enable extensive use of Sustainable Urban Drainage Solutions (SUDS) in the built development, incorporating soakaways. A Sustainability report accompanies the application and contains general proposals in respect of waste storage as the applicants expect details to be dealt with at reserved matters stage and there are also general proposals in respect of water harvesting and recycling. The Design and Access Statement also contains general statements relating to the assessment of water efficiency measures, waste recycling measures and the use of permeable paving as part of SUDS, particularly in the proposed home zones. The submitted proposed drainage strategy plan in the Design and Access Statement indicates that a SUDS drainage route would be provided in the proposed highway generally between the initial two phases of development in Phase 1.

The applicants state that the linear water feature proposed in the centre of the development (the proposed Quarry area) would require a constant supply of water and that this would work independently to the surface water drainage system.

The Sustainability report sets out an assessment of the proposed development in the context of the BRE's Code for Sustainable Homes and reviews a preliminary energy strategy including the potential for solar panels on flats and houses and a 10% renewable energy demand for non-residential buildings. The applicants carried out a Daylight and Sunlight analysis to ensure that areas allocated for dwellings, particularly in The Quarry area,

would receive appropriate amounts of natural sunlight. The applicants point out that the orientation of the majority of the roofs would allow the installation of solar technology and main living spaces would be located on the southern elevations.

The applicants maintain that Energy efficiency measures would be used in the construction of buildings within the development, and refer to consideration being given to improvements in energy efficiency required by Building Regulations.

4. Range of documents submitted

46 Drawings submitted (with several revised since submission and with some additions the latest ones being) :

075 Rev C Framework Plan

CH008 Rev issue 07 - The Ride Access

CH002 Issue 07 - Primary Access B Broxton Drive

CH003 Issue 07 - Primary Access A Billacombe Road Access

CH001 Issue 10 - Colesdown Hill Access

CH27 revision 02 and CH026 Issue 01 – Billacombe road traffic calming

CH203 issue 06 - PIE layout)

(The latest drawings are referred to in conditions 1 and 2)

The submitted documents also comprise:

A Planning Statement

An Environmental statement (2 volumes)

A Transport Assessment

A Statement of community involvement

A Flood Risk Assessment

An Infrastructure and Services Report

A Sustainability Report

A Construction and Environmental Management Plan framework

Travel Plans

A379 Crossing Study

A Design and Access Statement

A Design Codes booklet

Copies of all the submitted application documents are available to view prior to Committee and can be available at the Committee meeting (together with a model and display material of the proposal).

5. Relevant Planning History

5.1 Quarrying activities 1947-97.

1794/91 Planning permission from Devon County Council for the excavation of the floor of the quarry and restoration (with legal agreement) - granted Oct 1994 (as mentioned above).

The background planning history is such that by 1994 Blue Circle Industries PLC had permission for works pursuant to planning consents issued in 1947, 1954 and 1971. Further works were the subject of conditions and legal clauses in 1994 and aftercare conditions were superseded. Such legal clauses aimed (amongst other matters) to secure a scheme for: The maintenance of and replanting of trees on the high ground associated with Pomphlett Plantation (beyond the northern rim of Saltram Quarry), and for Planting along the works boundary with Chelson Meadow and along the eastern field boundary, and Restoration and reclamation of the cement works following cessation of cement production or stone processing.

These operations ceased in the 1997 - 2000 period.

5.2 Tipping and remodeling proposals 2004-07

04/00539 planning permission for the importation of 100,000m³ of inert material for temporary stockpiling for eventual use in ground remodeling - granted July 2004. 03/01470/ESR10. Scoping Opinion issued in Sept 2003 in respect of the requirements of an Environmental Impact Assessment for a mixed-use development of the larger area. 05/00475/OUT Mixed use development scheme (1500 dwellings) -Withdrawn July 2005. Mitigation measures were incomplete. The applicants at that time were Westbury Homes Ltd. 05/00473/FUL Comprehensive remodeling - approved Sept 2005 subject to S106.

05/00476/FUL Stabilisation of Clay pocket -- approved Sept 2005 subject to S106.

06/02048/FUL Planning permission to permit the comprehensive remodeling of the quarry required to precede the redevelopment of the quarry.

The S106 that was agreed in respect of the above remodeling proposals included provision of a bond to facilitate maintenance and management for landscape/biodiversity matters. (£100k for implementation measures and £100k for maintenance measures).

5,3 Pre-application and information concerns 2007-08

07/01094 Pre-application concerns about the design quality and lack of adequate sustainability of the initial proposals were raised in January 2007 (by officers and CABE --the Commission for Architecture and the Built Environment) The application, although deposited in June 2007 (ahead of the North Plymstock Area Action Plan Inspector's report), could not be registered for lack of adequate information until October 2007 and following workshop meetings with consultees.

Concerns about the adequacy of information submitted with the Environmental Statement resulted in a the Council exercising its powers under Regulation 19 of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 for further information in respect of the likely

Environmental Impacts arising from the proposed development and the adequacy of mitigation measures.(formal Reg 19 request issued 4th January 2008 with supplementary 28th January 2008)).

6. Community engagement, consultation responses and representations received to date

6.1 Community engagement and 'drop-in' events.

The applicants have submitted details of the consultation programme that they followed with key stakeholders --organisations ,departments and the community --over many years prior to the submission of the application in June 2007 (and registration in October 2007).

The list includes events organised by the City Council as part of the Local Plan /LDF programme that resulted in the site being allocated for a major mixed use development with numerous requirements to address. The list stretches between November 1999 and a pre-application 2 day event at the Staddy Function Centre, Staddiscombe Road at the end of January 2007. The applicants state that the first day included a closed briefing with Plymstock Ward Councillors, a meeting with the Billacombe Residents Association, representatives from the Greater Plymstock community forum, and residents from Colesdown Hill whose properties are immediately adjacent to the site. The applicants state that further consultation events took place following their submission of the application, including meetings to discuss matters concerning Saltram House and Gardens; meetings with residents of Colesdown Hill to consider access issues from the west; and a generic consultation exercise in October 2009 to advise upon the changes to the scheme, masterplan and phasing prior to revising the application documents. **Amendments and revisions and submission of additional information have occurred since October 2007** and the application was **re-advertised by the Council in May 2008** following the receipt of information in response to a formal request (Environmental Statement Regulation 19 letter). It was **re-advertised again in November 2009** following masterplan and phasing revisions submitted by the applicants mindful of the economic downturn and the concerns of heritage bodies and locals.

A **community 'drop in' event** to explain the latest proposals was also held this year in May (Plymstock School) and the application was **re-advertised again in June 2010** with the amended description and removal of references to 25% affordable dwellings and 10% of the energy being from renewable resources .Notice was given of the inclusion of additional plans including ones for development in the Eastern Pastures. Reference was made to changes arising from the 18th May Community 'drop in' event. Another 'drop in event' ,this time with the benefit of a model on display, took place in July (Plymstock Library) when all local councillors and those making representations previously were informed and invited to attend. A press release was issued about this event.

The concerns expressed in this report below in highlighting responses from consultees and letters of representation may therefore have changed to some degree throughout this period, although opportunities have been afforded for updates.

Site notices and press notices about the proposal were issued by the IPA in October 2007, May 2008, November 2009 and April 2010.

The latest responses following the re-consultation and re-advertisement in November 2009 are highlighted in this section of the report below.

Agreement has been given to all interested parties who have asked for additional time to respond to the latest information

The applicants state that they are anxious to make progress and they consider that there is now sufficient information to report upon the application. They state that the application had been delayed by the credit crunch and in circumstances where the acquisition of the site has been undertaken there is a real cost to delay.

6.2 Consultation Responses

1. South West Councils (formerly SW Regional Assembly (SWRA) - as the Regional Planning Body

Comments upon the Initial submission (Nov 2007) In general the development is in conformity with RSS and in line with the Devon Structure Plan and the SWRA has **no formal objection** to the application in principle. However, SWRA would like to make some general comments regarding the housing and sustainability elements of the application. The suggested number of affordable homes (412) should be increased so as to be in accordance with the AAP. RPG10 implies a need for between 30% and 50% to be affordable and draft RSS requires a minimum of 30%. Hence they suggest that of 1650 homes, 495 (30%) or more should be affordable.

They refer to regional guidance and point out that the applicants state that all residential buildings will achieve Level 3 of the Code for Sustainable Homes but the applicants should demonstrate how Level 4 could be achieved for the residential units, how BREEAM Very Good Standard could be achieved for the non-residential units. They should also demonstrate how 20% of the energy consumption of the development could be met by on site renewable.

The SWRA welcome the applicants assurance that an investigation for a district heating scheme will to be undertaken, contributing towards the renewable heat targets in the draft RSS policies RE3 and suggest that it should also investigate whether such scheme was compatible with the biomass boilers heat supply in non-residential units.

The comments were updated in May 2008 following re-consultation mindful of the RSS EIP Panel report, but otherwise the views were the same as those above.

Comment received as a consequence of November 2009 re-consultation was that they had no further comments.

2. South West Regional Development Agency (SWRDA)

Comments upon the Initial submission (Oct 2007) The SWRDA have assessed the application on the ability of the proposals to help deliver the Regional Economic Strategy (RES). They **supports the application in principle**, subject to a number of issues. There should be a mechanism in place to ensure that the employment element of the scheme will be delivered and will compliment (and not compete with) other key employment growth and regeneration sites proposed for the city such as Langage, Sherford and the City Centre. Sufficient measures need to be put in place to minimize the impact of the development on the road network into the City Centre in order to help reduce congestion. An appropriate level of affordable housing needs to be secured within the new neighbourhood proposals. Good practice urban design and sustainability measures should be adopted in the development of the site, including the provision of appropriate linkages between the site and the town centre.

They also suggest the use of the sustainability checklist on-line tool to ensure that new development reflects best practice and meets the required level of sustainability.

The response in May 2008 following re-consultation was that their views remain the same. No further comments received as a consequence of November 2009 re-consultation.

3. Highways Agency (October 2007 – Feb 2009)

There has been a series of Article 14 Holding Directions (TR110 Responses) from the Agency, directing that planning permission should not be granted:

- for a period of six months from 31/10/07 to allow the developer to provide more details regarding the proposal. There were information shortages including information regarding the trip generation and distribution.
- for a period of six months from 25/04/08 to allow the Highways Agency to fully assess the impact of the proposed development on the A38 Strategic Road Network. Following the issuing of the formal Regulation 19 request for further information, the Agency still required details from the applicants in respect of impacts upon the A38's capacity, public transportation (updated proposals from First and City bus), and details of Travel Plans.
- further 6 months from the 24 October 2008, 5 May 2009, 2 December 2009 again requiring additional information.

The Agency comments relate to impacts on the A38 Strategic Road Network, clarification of information in the submitted Transport Assessment (TA) and it's highway capacity sensitivity test, the need to update information on public transport provision, the need for robust arrangements for monitoring travel plans; the level of contribution warranted as part of the East of Plymouth Development Infrastructure Study (EPDIS) .The Agency's focus repeatedly concerns the A38 Marsh Mills junction and in this respect, the latest TRANSYT modelling information that informs the Transport Assessment has been obtained directly on behalf of the Agency.

Latest comments

Another Article 14 Holding Direction was issued from the Agency 26th November 2010 however following detailed consideration of the information submitted by the applicant, the Agency has now issued one **Directing that conditions be imposed** the aim of which is to secure the following:

- MOVA controls at the A38(T) / A374 / B3416 Marsh Mills Junction;
- Travel Plans; and
- A Construction Traffic Management Plan.

The Agency state:

In addition to those planning conditions that we have directed, there is an associated need to secure various obligations through the S106 agreement between Plymouth City Council and the applicant. As an Agency representing the Secretary of State for Transport, we cannot be party to the financial aspects of S106 agreements; neither can we direct planning obligations through the TR110.

Consequently, we draw your attention to the following obligations that will need to be incorporated into the S106 in order to render the above conditions reasonable and the transportation effects of the proposed development acceptable. The Agency expects to be consulted upon the draft text of the Section 106 agreement and, for the avoidance of doubt, the lifting of the Holding Direction is based upon the Section 106 references in this letter being met.

Marsh Mills MOVA Scheme

In order to provide appropriate mitigation, the Agency requires a MOVA (Microprocessor Optimised Vehicle Actuation) system to be installed to the traffic signal controls at A38(T) / A374 / B3416 Marsh Mills junction. During the course of determining this application there has been discussion over the appropriate trigger point for the MOVA scheme to be installed and become operational. Taking into account the content of the latest correspondence with the applicant, the Agency has reached the view that it is appropriate for the MOVA scheme to be operational prior to the occupation of the first residential unit. A relevant condition is included in the attached TR110.

20th January 2011

Travel Plan(s) Obligation

The Agency has been involved in developing the Travel Plan with the applicant and Plymouth City Council as Local Highways Authority. The Agency is content that subject to the inclusion within the TP of certain key elements, the TP is acceptable. Clearly, further detail will be needed in relation to the agreement of targets, timescales, management mechanisms etc, and the aim of the condition in the attached TR110 is to ensure that these are secured and agreed prior to occupation of the development.

In addition, the key features of the TP that need to be secured through the Section 106 include the following:

- Bus passes: A key part of the mitigation strategy is for the distribution of Bus Pass Vouchers, by which free bus passes may be claimed from the Council or nominated bus operating company (up to the value of the Bus Pass Contribution to be paid under the accompanying S106 Planning Obligation).
- Car club: We understand that the applicant has undertaken to contribute £50,000 towards the provision of a car club, this contribution to be available from 570th occupation. The TPs most recently reviewed by the Agency appear to refer to provision of this contribution from 1000th occupation, however we maintain that this should be secured at 570th occupation as previously agreed.
- Travel plan contingency fund: We understand that the applicant has undertaken to provide a contribution of £300,000 towards the travel plan contingency fund (additional to the provision of a footbridge over the A379), this contribution to be available from 570th occupation, following a monitoring exercise designed to ascertain whether targets set out in the Transport Assessment have been met.

Public Transport

The Agency notes that a key requirement of the adopted Area Action Plan for North Plymstock, which covers the application site, is for provision of a High Quality Public Transport (HQPT) route. There is a need for this development to make appropriate financial contributions to this service. The Agency expects appropriate obligations to be included within the Section 106 agreement, as it is an integral part of the AAP requirements and is key to reducing the impact on the A38.

4. English Heritage (SW Region)

Comments upon the Initial submission (November 2007) English Heritage refers to a number of pre-application discussions and whilst having no 'in principle' objection there are some aspects which are not satisfactory and others that require clarification and refinement. They consider that there is no direct physical impact upon the assemblage of listed buildings at Saltram or its registered landscape, In terms of impacts on the setting of these heritage

assets, however, the impact is potentially significant, Some parts of the proposed development will be visible from and thus have a potentially adverse impact on the setting of Saltram House and Saltram Park.

No objection to the proposed playing field (western end of northern pastures) and suggest appropriate conditions. Concerns relate to residential development that was proposed to the eastern end of Pomphlett plantation having an unacceptable impact upon the setting of Saltram Park and suggested that the masterplan be amended. Concerns also expressed in respect of the proposed ridge heights of residential development across the northern edge of the Eastern fields within the application site and anomalies with the submitted drawings and potential loss of trees in provision of a LEAP here and in relocating the gas pipeline. They suggest that a mitigation strategy is warranted.

The response in May 2008 following re-consultation was that they welcomed the removal of 0.24ha of land previously proposed for residential development within Pomphlett Plantation (following the extension of the Saltram Registered landscape in this area) and the reconfiguration of development in respect of historic boundaries and the steps taken to reduce the landscape impact of development on Saltram House and Saltram Park but their concerns remained about the approach to heritage issues being taken by the developers contrary to RSS and the developers proposals to still carry out some residential development within the registered parkland .Detailed points were made about statements made in the Design and Access statement and inconsistencies with the Design Code in respect of footpaths and cycleways in the Northern Pastures and concerns about four LEAPS (play areas) proposed in Pomphlett Plantation and need for clarification about the school sport pitch and phased landscape works proposals (all points were passed to the applicants). They suggest that the delivery of a revised Management Plan will be critical and that although they do not object to an emergency link to Colesdown Hill, they are anxious that the link should not be upgraded later in the development process. They repeat their concerns about a previous northern route option.

Further comments received as a consequence of November 2009 re-consultation and subsequent meeting. Suggested that the revised application had moved some way towards addressing the issues of concern, but that a few remained outstanding and a meeting with heritage bodies was requested. This then took place and the applicants gave consideration to the comments about loss of woodland in Pomphlett Plantation with 3 LEAP play areas proposed (the plantation is now grade II* registered);the need to actively conserve and repair the historic boundary walls in the vicinity of the plantation; the need to clarify building heights in the eastern Fields (northern edge) where lower building heights are warranted for dwellings facing towards Pomphlett plantation and Saltram and the use of white/light colour render on building surfaces here is unwarranted. Paths in the northern pastures should be unlit and it is suggested that a condition is imposed. All the registered park and garden within the applicant's ownership should be brought under the

aegis of the adequately resourced Landscape Management Plan and they point out the potential for some advanced planting in the phasing proposals.

They would like to see an explicit statement in a S106 and/or condition that the Landscape Management Plan (LMP) is agreed (not just provided) *before the commencement of development*, rather than *before the first occupation*, (which is the wording submitted/suggested under the draft Heads of Terms for the S106). They would also like to see the National Trust represented on the Management Board – as they are local and have landscape management expertise which the Board would benefit from. An explicit undertaking to this effect would be very welcome together with a statement that a financial bond will be in place to secure implementation. They comment upon early provision of the Devon Bank on the northern edge of the Eastern Fields. They suggest that there may be some ambiguity about the use of the term 'Phase 1' in connection with the delivery of the Devon Bank. They believe that the applicants are committed to advance (Phase 1) delivery of the Devon Bank but they suspect that what is meant by this is Phase 1/ Build Out rather than Phase 1/ Enabling Works. The implementation of the Devon Bank under Phase 1/Enabling Works would assist in protecting the setting of Saltram from the earliest stage in the development process, which is clearly desirable.

Latest comments

5. National Trust

Comments upon the Initial submission (Nov 2007) The Trust owns and manages land to the north of the application site --Saltram House Park and Gardens (more than 500acres) which are of significant national historic importance and an important recreation and tourist's asset (approx 150,000 visitors/annum).

Statement of **objection** to the application in its current form as there is inadequate information to assess impacts; the Environmental statement makes inadequate assessment of impacts; there is inadequate justification for the harm that is proposed to the character and setting of Saltram (the detailed information and critique of the submitted documents was passed to the applicants). The NT submission is to demonstrate that the ES fails to make an adequate assessment of the impact on a landscape of historic and cultural significance and in particular the Registered park and garden at Saltram .Also that the development fails the key test identified by the Inspector into the NPAAP that 'The essential setting of Saltram House and Park and Garden must be preserved or enhanced'.

The response in May 2008 following re-consultation -Objection on the basis that inadequate information has been submitted in response to the Regulation 19 request and that the development proposed still does not appear to pass the AAP tests.

Further comments received as a consequence of November 2009 re-consultation and subsequent meeting.

Welcomes the revised scheme with no built development of housing or roads proposed within the registered parkland and asks that a condition of any permission is that the access to Colesdown Hill is restricted to emergency access only. However causes for concern were listed and details given to demonstrate that the AAP test is not satisfied about a positive relationship with Saltram and that the essential setting must be preserved or enhanced. The Trust had no alternative but to maintain its **objection**.

Subsequent clarifications given by the applicant at the subsequent meeting were welcomed however the final proposals are still awaited. The location and form of the LEAPs should be determined after occupation following consultation with the new community and the Trust. The masterplan needs to reflect that their locations are indicative only. The financial commitment to restore the historic walls should be in respect of 220 m along the boundary of the Registered Park and 80m of historic walls extending south eastwards –all at the interface with the proposed development. The Trust would like to see the new agreed maximum heights for dwellings in the Eastern Fields, made a condition of consent. The proposed 'Devon Bank' would be critical to mitigating the impact on the setting of Saltram and it needs to be made clear why its provision should not take place at phase 1 Enabling Works (rather than Phase 1 Build-out) . The assurance relating to lighting in this area should be a condition of consent . The Trust would like the Landscape Management Plan agreed before the commencement of development and a bond to secure its implementation should be in place as it is critical to secure a successful relationship with Saltram. Clarification was still awaited about their representation on a Management Board.

Latest comments

6. Garden History Society

(Jan 2008) Expressed similar concerns as EH and the NT (views above) but goes further in questioning whether there should be any development allowed in the Eastern Fields, pointing out that if the development requires such elaborate mitigation measures it is not suitable for development in terms of the historic landscape and Wixenford Quarry would be preferred instead.

Further comments received as a consequence of November 2009 re-consultation and subsequent meeting.

The Garden History Society considers that considerable progress has been made towards resolving the heritage concerns about the development at Plymstock Quarry and look forward to receiving formal confirmation from the applicants about matters. They welcome the reassurance that the no woodland (beyond that agreed) in the Pomphlett Plantation would be removed, that the Pomphlett historic boundary walls would be restored, that the tree planting near the Devon bank would be implemented at an early

stage, that the street lighting (Eastern Fields northern edge) would be designed to limit light pollution, and that the height of the residential development near the Devon bank would be reduced to 7.5 metres. They point out that the Devon bank would be an important feature in mitigating the impact of the proposed development on the historic landscape and setting of Saltram.

Latest comments

7. Sport England

Comments upon the Initial submission (Dec 07) The S106 Draft Heads of Terms suggest a commuted sum of £580k for recreation a contribution of £376k to a swimming pool in the Plymstock area. Express **objection** to the application as there is insufficient information to agree that an appropriate level of provision is being made to meet NPAAP requirements. However would not object if it can be demonstrated that the final S106 is making 'appropriate provision'.

The response in May 2008 following re-consultation – request that their previous comments are considered

8. NHS Plymouth

Comments upon the Initial submission NHS Plymouth state that they are committed to the idea for the provision of a health facility to accommodate General Medical Services, community and outreach services from the Quarry site. Policy guidance recommends that S106 contributions include healthcare provision. To this end they anticipate that this would require premises of 500m2 however configured.

Latest comments

They believe that due consideration has been given to the adequacy of the community facilities in the Local Centre (as outlined in the Design and Access Statement.) They suggest that provision made in the S106 for a 500m2 primary care facility at a reduced rent, (to be agreed) does show due regard for the impact of the increased population on the existing health care provision for the area. They state that they welcome the location, of health facilities away from extended school as it would be close to, but distinct from other community services.

9. Environment Agency

(Nov 2007) Objected to the application on the grounds that the flood risk assessment (FRA) does not adequately consider flood risk as required by PPS25 and has not considered the potential pollution risks which could result from an increase in surface water flows from the site. A general drainage strategy is needed; consideration should be given to a wetland feature as part of the SUDs solution and there is concerned about increased run-off into the northern Leat at Chelson Meadow. Chelson Meadow will produce landfill gas

and there is a need for sufficiently detailed and accurate Landfill Gas assessment and monitoring data. The site operators will have to monitor and manage the landfill gas and leachate as part of the Agency post closure requirement. The application should be determined mindful of the Waste Strategy for Plymouth.

In summer 2007 a large amount of contaminated material was transported to the site without a risk assessment /analysis of the material (from Valletort Road). This type of deposit is illegal, an environmental health issue for humans and may cause pollution to ground waters. It may pose a risk to the water environment. Suggest a number of conditions be imposed in respect of groundwater and contaminated land if their objection in respect of flood risk and potential pollution risks are overcome. Concerned that more detail is required about foul sewage provision, that foul water and sewage infrastructure should be agreed prior to development and liaison should take place with SWW regarding the capacity of the surrounding works in the area. Comments also on need for a Construction Environment Management Plan, an imaginative Biodiversity and Landscaping Plan, a need to build some houses to a level higher than level 3 on the sustainable building code and increase the 10% renewable energy target. Express reservations about a water feature that requires pumping and UV light –particularly if this requires a lot of energy to run it.

The response in May 2008 following re-consultation – Cannot confirm at present whether or not the proposal for surface water drainage is the most sustainable option. Concerns about the lack of assessment of impact of the proposed large discharge flows and extent of mitigation works required, and awaiting groundwater risk assessment. Advised the applicants to consider a pond design that is gravity fed rather than relying on pumps. Advised removal of an area containing a highly leachable cyanide concentration Also require a sample analysis and risk assessment of the imported potentially contaminated material.

Further comments received as a consequence of November 2009 re-consultation. No objection in principle subject to the imposition of particular pre-commencement conditions in respect of Flood risk and Contaminated Land (these are reflected in the ones suggested in this report). A sustainable drainage delivery Masterplan should be drawn up at the first opportunity particularly as they expect a site of this nature to deliver the highest quality sustainable drainage, and include open water drainage features in the urban environment and phasing details.

They point out that care should be taken in deciding where the imported shale/ contaminated Valletort Road material is finally located—and suggest that this needs to be controlled by a planning condition. They are of the opinion that the material may be hazardous waste and therefore not suitable for use on site. Unless the developer can prove that the material is not hazardous it must be removed from the site and disposed of appropriately.

Some concerns expressed about the extent of gas monitoring and a suggestion that consideration should be given to rainwater harvesting systems and that a site Waste Management Plan should be put in place with consideration given to the provision of communal waste facilities. Comments also again on the need for a Construction Environment Management Plan (CEMP) and suggest that new habitats should be created through the building phases. They welcome the developers undertaking to build houses orientated for solar gain, express disappointment that the case for waste heat from Chelson Meadow is not currently seen as viable and suggest use of ground source cooling and heating (running through unconsolidated fill)solar hot water tubes.

Latest comments

10. South West Water

Comments upon the Initial submission (Oct 07) The water supply and sewerage infrastructure to service this development is not in place Requested that an appropriate condition is applied to the application to ensure that necessary water and sewerage infrastructure is in place before the development commences. They also request a developer S106 contribution to the water main extensions and sewerage network improvements required.

Latest comments

Suggest two Foul Drainage conditions and two S106 obligations:
Conditions:

- 1 Prior to the commencement of development, details of the provision to be made for foul water drainage and the disposal of sewage from the site shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in accordance with those agreed details.
- 2 No building hereby permitted shall be occupied, and no connection to the public sewerage system shall take place, until all improvements to the public sewerage network, rendered necessary by the development site as a whole, have been completed to the Local Planning Authority's satisfaction.

S106 obligations for both a Sewerage Network contribution (not specified until following a detailed evaluation) for upgrading and /or improvement works to the sewerage network to accommodate the increased flows and loads and for a Water Distribution Network contribution (not specified until following a detailed evaluation) for extensions to the network (both to be paid prior to commencement of construction.and any uncommitted funds would be returned after 5 years)

11. Natural England

Still Awaited

12. Devon and Cornwall Constabulary

Comments upon the Initial submission (Oct 07) concerns over phasing of the development creating 'lonely movement routes'. Highlight the need to embrace 'secured by design' and 'tackling youth vandalism' documents within the master plan. Not opposed to the development in principle, however they have some concerns. Request that in order to comply with Plymouth City Councils Local Development Framework policy, CS 32, Designing Out Crime, if the planning application is successful, it be made a condition of planning that this development is built to achieve the full secured by design award.

Further comments received as a consequence of November 2009 re-consultation

Concerns expressed over the proposed siting of the NEAP and LEAP in areas with no natural surveillance and suggest that they should be sited nearer to the development

Latest comments

13. Health and Safety Executive

No objections, but concern is expressed for safety aspects of living in close proximity to rock face. Belief that the standard applied to the development should be at least equal to the good practice standard set out in the Quarries Regulations 1999.

14. Public Protection Service

Comments upon the Initial submission (2007) Objected to the application due to a lack of information submitted.

Comments received following consideration of information associated with the May 2008 re-consultation – The Public Protection Service still objected to the application due to insufficient information and raised concerns regarding the suitability of material imported onto the site for development purposes; especially regarding land quality, noise, dust, odour, and pointed out that a Construction Code of Practice was needed.

Further comments received as a consequence of November 2009 re-consultation- Information needed on how the new occupants of dwellings in phase 1 and 2 would be protected against further enabling works with particular regard to blasting and crushing operations. The application indicates the use of a 250m noise attenuation zone separating any further enabling works from occupied dwellings in phases 1 and 2 however, before permission was granted further information and modelling data was required to justify how

this attenuation zone would mitigate against negative noise impacts All mitigation measures must be included within the detailed code of construction practice (CoCP) to be submitted and agreed with the local authority prior to the commencement of any works on the proposed development sites.

In addition to the need for additional information and assessments prior to the commencement of development a number of conditions were suggested in respect of Land and Air Quality, noise and light pollution. It was suggested that a S106 contribution was warranted to the City air quality monitoring programme and also to relocate the bottle recycling facility and mobile metal crusher to a better less exposed location within the Chelson Meadow Civic Amenities complex.

Latest comments

The land quality situation is that the majority of investigation has been done on site but not enough to fully characterise the site. In particular more information is needed regarding gas and the area of the former tanks in order to accept remediation proposals. As such conditions are suggested in respect of ;

1. Site Characterisation
2. Submission of Remediation Scheme
3. Implementation of Approved Remediation Scheme
4. Reporting of Unexpected Contamination

The Waste Management Unit at Chelson Meadow landfill park require the existing / future monitoring wells to be available for the Waste Management Licence monitoring needs of the adjacent landfill, for the short, medium and longer term (whilst a WML remains in force).The monitoring data would be made available to the applicants upon request for as long as the Unit are collecting data.

15. Community Services (Culture Sport &Leisure)

Comments upon the Initial submission (Dec 07) Advised that commuted sums of £1.38m (index linked from June 07) had been agreed with Persimmon for off- site provision with £376k for a swimming pool contribution and recreation contributions for the remainder (towards indoor bowls, sports hall, STP/grass pitches and changing rooms), They suggest that a S106 clause should require no Phase 2 residential occupancy until (i) 50% of the total commuted sum payment of £1004k has been paid to PCC for the recreational objectives detailed in the AAP and (ii) a separate ring fenced payment of £376k has been paid to PCC to contribute towards a new swimming pool facility within the Plymstock area.

Comment received as a consequence of November 2009 re-consultation

-- Explained that the figures relating to the required financial contributions were based on the understanding that the development would include on-site provision of a sports hall, publicly available changing accommodation and a

3G synthetic turf pitch on the school site . The contribution needed re-calculating due to the increase in the development size to 1684 dwellings.

Community Services suggested that failure to deliver the required S106 contribution would have an adverse impact upon the sporting infrastructure needs of this new community and would set an undesirable precedent.

All references to the required playing pitch in the application documents should be changed to provision of 'a 3rd generation synthetic turf pitch' –and there should be a reference to its relevant specification(Sport England guidance note) The Community Services also had concerns over the lack of information regarding the requirement for 2 team changing accommodation, dual use arrangements and car parking provision, with the design of these facilities needing to reflect best practice and modern design criteria. Further concern was expressed to the lack of reference to the specification for the school sports hall, changing or car parking facilities, again needing to reflect best practice and modern design criteria.

Latest comments

The inflationary uplift to June 2010 was agreed with Persimmon, last year, at £1,546,368. It needs to be clear in the S106 that the contribution is index linked.

Whilst understanding the delays and viability issues the eventual timing of these payments will be critical as we need to be clear about any receipt to tie in with other funding streams and allow for preferred local and strategic sport and leisure projects to take place. It is difficult to approach any funding partner without knowing, with certainty, when receipts are due.

16. Services for Children and Young People

Comments upon the Initial submission The response in October 2009 was to express a concern that the scale of S106 contribution required in the Draft Heads of Terms should be larger than that envisaged by the applicants for the Primary and Secondary schools and that support was also needed for the provision of some temporary accommodation at a local primary school., There would also be a need for adequate sized pitches, soft and hard play areas a games court (MUGA) and a sports hall suitable for badminton

Concerns were expressed about the original site for the primary school with regard to its position and the amount of natural sunlight on the playground, and the site of the pitches regarding supervision. The primary provision would need to be in place at an early stages as there is a busy main road to cross to get to any other primary school in Plymstock.

Further comments received as a consequence of November 2009 re-consultation related to the minimum sustainability standard expected) and

the fact that the sports hall, MUGA and 3G junior football pitch should all be to Sport England standards..

Latest comments

No objections. Have offered to continue to work with the applicants to aid their design and agree with the relevant S106 Heads and contributions now required (as reflected in this report's recommendation)

17. Transport and Highways Unit

There has been extensive discussions over the years involving officers of the Transport and Highways Unit with the applicants and the Highways Agency about the mitigation measures and planning obligations warranted for the development of this site.

Latest comments

There is a lengthy response from officers of the Unit suggesting appropriate conditions and indicating a table of appropriate and essential S106 Transport contributions (See document 2 schedule 7 appendix 7).. Several of their comments and requirements have been incorporated into the analysis section and elsewhere in this report. The officers of the Unit have obtained some transportation changes and commitments from the applicants to the original scheme and some are indicated below. Consideration has also had to be given to uncertainty over public funding of the Eastern Corridor Works that are required.

Eastern Corridor.

The Transport Unit point out that traffic congestion is already observed on the network as demonstrated by the TA, even without the addition of Plymstock Quarry or Sherford traffic. The City Council had been preparing a Major Scheme Business Case originally to be submitted to the DfT in 2011 to secure a large proportion of the necessary funding to deliver the infrastructure required along the corridor. Developer Contributions are also vital to secure the delivery of the Eastern Corridor Scheme, on which development in this corridor depends. Officers of the Unit advise that if this new development is to generate the low trip rates forecast in the Transport Assessment then HQPT needs to be delivered from day one of development.

The overall cost of the Eastern Corridor HQPT is estimated to be £102m. In 2008 the Department for Transport agreed in principle to allocate £77.2m of Regional Funding Allocation (RFA) for the Plymouth Eastern Corridor which together with developer contributions would generate the £102m required to deliver the scheme. More recently the government has announced that it intends to reform the way that funding decisions are made on which transport projects are prioritised and in May 2010 the RFA process was suspended awaiting the Comprehensive Spending Review (CSR) and new Guidance. Following the CSR a Government press release of 20/10/10 advised that the

DfT will not currently consider any new Local Authority major schemes (including the Eastern Corridor) and the earliest these schemes could get funding would be 2015/16 assuming that the scheme was entered into the programme. The City Council continues to progress with its preparation of the Major Scheme Business Case in order to get a head start when the new rules are announced. However, given that there is now some uncertainty regarding the provision of Major Scheme funding consideration has been given by the Council's Transport Unit to the envisaged contribution from Sherford and the significant investment currently being made in the Eastern Corridor delivering part of the overall scheme west of Laira Bridge, and advise that the priority, in the absence of Major Scheme funding, would seek to deliver the section of the scheme between Pomphlett and City Centre.

This section currently experiences congestion on the existing network and relates closely to the impact of this proposal. This section would also be justified in terms of delivering this development. This is in addition to the £19m currently being spent on the delivery of the East End scheme including works to Gdynia Way, Embankment Road and Embankment Lane. In total this equates to a package of works costing £40m which has been secured through existing public funding, developer contributions and Local Transport Plan funding.

It is considered therefore that uncertainty over public funding does not necessarily undermine the principle of development at this site provided that the package of measures and phasing of required sums is delivered as set out in the table.

The Transport Unit point out that S106 contribution to the Eastern corridor works would be in lieu of the works shown in the Planning Application drawings which show bus lanes on Billacombe Road and although the original applications included provision for a transport interchange (mobi-hub) on the southern side of the main square, after more recent consideration by officers of the Unit it was concluded that the interchange would be better served on the front of the site to avoid unnecessary delay to buses linking the proposed park and ride on A38 at Sherford and the City Centre. This is now reflected in the application.

Bus stops on Billacombe Road in the vicinity of Broxton Drive already exist however it is suggested that the westbound bus stop would need to be re-located as it lies within the proposed junction layout. The Unit point out that footways would also need to link the bus stop with the proposed pedestrian crossing points as no footways are provided adjacent to the carriageway on the southern side. The eastbound bus stop lies at some distance from Broxton Drive and could need to be relocated closer to the Broxton Drive Junction. Bus shelters should be provided. A Condition is suggested by the Unit which would incorporate these features into the Section 278 Agreement for the new access.

Bus Service provision

There are a number of options for bus service provision including a local service linking with Plymstock. The intention is that any bus service to the site would be procured by PCC as part of the bus provision for the entire Eastern Corridor scheme and that a financial contribution equivalent to the value of an HQPT bus service to serve this site is secured from this development. The details of a service have not yet been determined and would ultimately depend upon the timing of all developments along the corridor. However, officers of the Unit suggest that the money secured to subsidise bus services from this development would be sufficient to secure a stand - alone service linking this site with the City Centre and the local centre in Plymstock and /or augment an existing Park and Ride/Sherford Service in the event that the Sherford development started earlier.

Travel Plan commitments

In 2007 in support of the original Plymstock Quarry Planning Application travel plans were developed for; the school, leisure, residential and employment uses of the site and tentative mode shift targets, as reported in section 6 of the TA, were agreed in principle with the Unit although monitoring and enforcement matters still needed to be agreed. The applicants' proposal now provides for **travel passes** for each household in Phases 1 and 2 which would provide a 6 monthly pass for each household with the preferred operator. This would allow unlimited travel for residents within Plymouth for 6 months. The Unit suggests that such measures are considered to be appropriate in order to encourage the use of public transport.

In addition the Transportation Unit requested that a Travel Plan **contingency fund** be incorporated into a Section 106 and a mechanism to enable **monitoring** of trips generated by the site to ensure compliance with the Transport Assessment – the contingency fund would be used in the event that targets were not met and measures in addition to those listed in the travel plan needed to be implemented. The Unit considers that a sum of £300k is warranted to cover the cost of such a contingency and the funding of additional measures which is considered acceptable.

The Unit considers that the principle of requiring the ongoing monitoring of the development at this location in terms of its trip generation is considered to be an important one. If the trip rates forecast by the TA are to be delivered and sustainable travel is to be encouraged it is important that monitoring of travel patterns takes place and action is taken in the event that targets and trip rates are not met. The contingency would only be required if the trip rates identified in the TA were not delivered. Such a contingency would then be used to take remedial action which might include the provision of additional buses passes, public transport publicity, information terminals, or other measures to support the use of sustainable travel modes. Also if patronage of public transport or build rates are below expected levels then the contribution could be used to further support public transport services. Given the long build

–out time for this development it is possible that the revenue support for buses could effectively run out before a critical mass of residents have moved into the site to make the service viable. Therefore the contingency is one way of overcoming this. It is suggested that monitoring is undertaken starting at the end of Phase 1 with subsequent monitoring undertaken at the completion of each additional 500 dwellings. Suitable clauses would be required within the Section 106 Agreement to secure this monitoring and to provide a mechanism by which the money is drawn down and spent if the targets were not met.

A sum of £50k is also proposed as a contribution towards the provision of a car club.

It is therefore suggested by the Transportation Unit that the applicants' proposed provision of 6 month travel passes for each household within Phase 1 and Phase 2 of the development is acceptable. They point out that procedure for issuing these permits would need to be formalised however it would be expected that a permit would be made available, on application, for a 6 month with a chosen operator for a Plymouth wide zone pass equivalent to First6Month Plymouth Plus which enables the pass holder to travel within Plymouth up to and including the boundary of Plymstock (inc Staddiscombe), Plympton, Roborough, Sparkwell, Cornwood, Torpoint and Saltash plus Lee Mill, Ivybridge, Wembury, Yelverton, Millbrook and Cremyll. Appropriate publicity would need to be provided to make residents aware of such a provision.

The applicants are aware that the Unit has now introduced iTRACE in order to monitor and manage travel plans and that the Plymstock Quarry Travel Plans would be monitored using the iTRACE system.

Phasing

More recently details have been received of proposed phasing of the site construction which the developer intends to make the site financially viable during the construction phase

Careful consideration has been given as to

- a) the development according with the principle of sustainable development and AAP policy NP01 (57 and 58) and
- b) whether the single access maintains safe access for the Pomphlett Industrial Estate and
- c) how access for construction traffic can be achieved through the fully occupied part of the site.

Also while the Masterplan shows a mixed use scheme the proposed Phasing from Chapter 16 of the Environment Statement shows that mostly housing will be constructed during Phase 1 and the early part of Phase 2. Therefore the trip rates assumed in the TA for a mixed use scheme are not appropriate for the early Phases where there is no mixed used and no self containment of trips. It is generally accepted that trip patterns are formed from day 1 of a new development and if large numbers of houses are to proceed without on site facilities such as schools and shops then the principle of a mixed use development will be lost, certainly for the initial phases. However, the

applicants' state that in order to make the development viable a mainly housing only phase is inevitable in the early stages.

Access Phasing

The Transport Assessment shows that access to Phase 1 would be from a single all movement signalised junction at Broxton Drive/Billacombe Road provided at the outset. The TA also shows that during the am peak hour some queueing of traffic leaving the site does occur as the site approaches 570 dwellings. Within the first phase the majority of houses are within 400m of existing bus stops on Billacombe Road. Access to public transport for buses would therefore initially be through upgraded bus stops on Billacombe Road. Once the bus only access is via The Ride is built bus service would have the Option of routing through the Site although operators may chose not to re-route until the construction of the **new** access onto Billacombe Road which includes a length of bus lane along its length.

The **new** access onto Billacombe Road would be constructed at the start of Phase 2 which would be in the form of a signalised junction on Billacombe Road. The junction would have an outbound bus lane running adjacent to it from the central square to Billacombe Road. This would provide the main public transport access to the site which together with The Ride access would form the main route through the site for public transport.

It is suggested that the access onto the Ride which would be for buses, cyclists and pedestrians should be completed at 150 dwellings completion. Construction access would be via The Ride during Phase 1 which is acceptable however, provided that a dedicated route for construction traffic though the first Phase is achieved within the site.

The new access onto Billacombe Road would be available prior to the Occupation of Phase 2 of the development. Construction Access would be via this new access or from The Ride. The access at Colesdown Hill would be provided at the outset of Phase 3 for emergency pedestrian and cycle access only. Construction access for this Phase would be via the new Billacombe Road access provided in Phase 2. Construction traffic via Colesdown Hill or the Broxton Drive Access would not be permitted. The Colesdown Hill access would be used by pedestrians and cyclists with vehicular access restricted by installation of a lockable barrier which could be removed by the emergency services used in the event that the main access road became blocked.

Broxton Drive and PIE

The current application excludes the Pomphlett Industrial Estate (PIE) which occupies a key location in terms of the development which surrounds it although the site of the PIE is constrained in terms of its parking and turning provision. The Industrial Estate would therefore continue to operate when this proposal is occupied. The area of highway incorporating Broxton Drive is currently used as a turning head for HGVs and as a parking area for the Industrial Estate. As this would form the only public vehicular access to the

site for a number of years provision must be made for hgv turning and car parking to be removed from this area of highway without displacing problems onto newly created residential streets. As the Applicant owns one of the Units in the Industrial Estate it is the intention to use this area for parking and hgv turning. Inspection of Broxton Drive shows that between 30-40 vehicles park in Broxton Drive and within the PIE estate and therefore this parking should be provided elsewhere until the Industrial Estate is relocated. More difficult is to provide a turning area for hgv's serving the estate and avoid the need for hgv's to reverse out of PIE onto Broxton Drive where pedestrians will be walking whilst preventing vehicles blocking the PIE Road preventing effective turning of hgv's.

It is considered however that a suitable arrangement can be provided as shown in Plan CH203 Issue 06 although there will be a requirement for the Developer to ensure that areas are kept clear, well signed and enforced and to provide monitoring of the arrangements and adjust as necessary. A Condition is suggested together with Clauses. Details would need to be agreed.

Bus stops on Billacombe Road in the vicinity of Broxton Drive already exist however the westbound bus stop would need to be re-located as it lies within the proposed junction layout. Footways would also need to link the bus stop with the proposed pedestrian crossing points as no footways are provided adjacent to the carriageway on the southern side. The eastbound bus stop lies at some distance from Broxton Drive and could need to be relocated closer to the Broxton Drive Junction. Bus shelters should be provided. A Condition is suggested which would incorporate these features into the Section 278 Agreement for the new access.

Transport Assessment.

The transport assessment goes into detail to calculate the likely impact of the development proposal. A number of assumptions are made resulting in what is considered to be a low trip rate for a mixed use scheme. Further sensitivity tests have been produced using a higher trip rate as advised by the City Council.

The use of the Broxton Drive access in relation to the new phasing proposals would result in delays to traffic exiting the site. This could result in some temporary delays to buses exiting the site via Broxton Drive in the am peak towards the end of Phase 1 although buses may choose to use the bus only exit onto The Ride. The new access onto A379 also shows congestion but not to bus journey journeys given the level of bus priority shown. The junction would therefore benefit from the extension of the bus lane into the site and some alterations to the traffic lanes at the stop line. Such a modification has been agreed by the applicant.

It should also be noted that the A379 scheme would be delivered by Plymouth City Council as part of the Eastern Corridor proposals and the layouts shown on the application drawings CH002 and CH003 are therefore indicative and

may not represent the precise layout. However, it is agreed that the new junctions would be signalised.

The details of the new signalised junctions on the front of the Site would therefore need to be agreed however they would need to include at grade pedestrian crossing facilities (in addition to the later phased contribution towards the footbridge), footpath links on both sides of the road linking into the site and to bus laybys and the surrounding footway network in addition to bus priority. This would enable the junctions to tie in to the rest of the eastern corridor scheme towards which a contribution is being made as detailed below.

Bus stops on Billacombe Road in the vicinity of Broxton Drive already exist however the westbound bus stop would need to be re-located as it lies within the proposed junction layout. Footways would also need to link the bus stop with the proposed pedestrian crossing points as no footways are provided adjacent to the carriageway on the southern side. The eastbound bus stop lies at some distance from Broxton Drive and could be relocated closer to the Broxton Drive Junction. Bus shelters should be provided. A Condition is suggested which would incorporate these features into the Section 278 Agreement for the new access.

Marsh Mills

Discussions have been ongoing with the impact of the development on Marsh Mills roundabout. The developer has agreed to implement MOVA (**M**icroprocessor **O**ptimised **V**ehicle **A**ctuation) at Marsh Mills. MOVA is a well established strategy for the control of traffic light signals at junctions such as Marsh Mills. The Phasing of such an improvement is proposed at the end of Phase 1 of the development when approximately 570 dwellings will be complete (to be agreed by the Highways Agency).

Colesdown Hill

No vehicular access is proposed via Colesdown Hill - this access is for pedestrians, cyclists and emergency access only. This is an alteration to the first 2007 application whereby initially buses were proposed to use Colesdown Hill (south) while general traffic could access Colesdown Hill (north) and Haye Road via Stag Lodge. However, given the constraints which exist at the top of Colesdown Hill which limits the ability to provide a satisfactory safe junction at this location the Developer altered his proposal which still maintains an access at this point but is limited to cycles pedestrians and emergency vehicles. This is considered acceptable and is not considered to be contrary to the Policy contained within the AAP and negates the need for improvements at the Stag Lodge junction or along Colesdown Hill as set out in Policy NP01.

A number of representations have been made requesting a new route linking the site with Haye Road however none of this land is within the developers control and no strategic need has been identified for such a route within any of

the existing AAP documents. The proposal is therefore consistent with existing Policy.

Further concerns have been expressed about the continued use of Colesdown Hill by motorcyclists who are able to use Colesdown Hill as a through route by passing through the vehicle restriction barrier at the top of Colesdown Hill. The situation is unlikely to be affected by this development in the short terms as there will be no connection onto Colesdown Hill until the eastern fields are developed which is not anticipated for a number of years. Once the connection is made a Condition is proposed ensuring when the access onto Colesdown Hill is constructed that measures are installed to prevent its use by motorcyclists along with general use by other vehicles.

As detailed above the access will be used by pedestrians and cyclists with vehicular access restricted by installation of a lockable barrier which could be removed by the emergency services in the event that the main access road became blocked.

The Ride

The Ride will initially be used as a construction access, an emergency access, access for buses only and for the vehicular access to the commercial plots at the western end of the site. The Ride is adopted highway between Billacombe Road and the point where the street lighting finishes about 200m north of Billacombe Road. Beyond that point the road is unadopted without a footway on the eastern side of the road. The surfacing and lighting is also substandard. It is proposed that a new access onto the Ride be constructed incorporating some carriageway widening, a pedestrian crossing point and provision of suitable visibility splays. This junction is proposed as a mini roundabout which is considered acceptable. It is suggested that an improved visibility splay from the existing access is provided for construction traffic prior to commencement. As the road is not adopted highway and given the Applicants has declined to bring the road to an adoptable standard maintenance of this new area of highway would remain the responsibility of Chelson Meadow rather than the highway authority. While the Ride access is intended to be mainly bus only it will be used initially as a construction access and as an access to some commercial development on the site and it could also be used by pedestrians, cyclists and motorcyclists from the development. The developer has agreed to provide a contribution to the maintenance of the Ride as detailed in the schedule.

The method of restricting access to buses via The Ride access is suggested by the Applicant to be via a rising bollard. However, given the ongoing maintenance liability of such a measure it is suggested that the details of such a restriction be assessed prior to commencement and that the form of this restriction be covered by a condition. Methods of enforcing such a restriction would also need to be considered.

Billacombe Road

During recent public consultation concerns have been raised regarding the old section of Billacombe Road which operates as a one way service road serving the dwellings which front onto it. The concern raised is that through traffic would be encouraged to use this as a through route in order to bypass the new traffic signals on Billacombe Road. This point is a valid concern and could raise safety concerns along this section of road. The Developer has acknowledged this point and is prepared to fund mitigation measures to overcome this concern following consultation with the frontagers. A number of options are available to resolve this problem including reversing the one way system, no entries and traffic calming.

A Condition is suggested requiring works to be in place prior to the implementation of traffic signals at Broxton Drive.

Main Square

The Applicants proposal is that the main square could accommodate up to 135 car parking spaces with an additional 40 spaces proposed for the school and some additional spaces for the medical centre.

While the principle of the central car park is agreed in order to accommodate the various uses which surround it including parking for some of the residential in the evenings and pick-up and drop off for the school it appears that the provision of 180 spaces far outweighs the likely demand for parking in the central square area which would only peak only during school pick up time. It therefore seems appropriate that the parking in the central area be reduced. Parking for the Doctors surgery should be contained within the main square area rather than as dedicated parking adjacent to the bus stops and play area north of the medical centre, and the school parking area be restricted to 19 spaces in accordance with current standards. This still leaves a significant parking area (135 spaces) in the Main Square for use by various occupiers in that area. While the exact numbers of off-street residential parking space is unknown at this stage it is likely that the square would to some extent be used for residential parking. Parking provision in the Main Square is a detailed design issue however a condition is therefore suggested requiring a car parking strategy to be submitted with each block as reserved matter applications are submitted. It is recommended however that no more than 19 dedicated spaces are provided for the school and that no more than 135 spaces are provided in the Main Square area.

A bus layby to the north of the square outside the school should also be incorporated into the final design to enable buses and coaches to pick up and drop off at the school.

18. Housing Strategy Unit

Comments upon the Initial submission Detailed discussions and negotiations have taken place with the applicants and the basis and details behind the applicant's development viability submission have been thoroughly tested. The Housing Strategy unit is now satisfied with the evidence that there is indeed a significant development viability problem with the proposed development and negotiations have continued with the applicants to secure a satisfactory baseline Affordable Housing offer to accompany the application proposal.

There are no objections to the applicants current proposal for providing a minimum of 208 affordable houses (without grant) with the phased provision of 17% phase1 and 10% phase 2 and 10% phase 3 with a suitable clawback review mechanism to obtain more if the development viability is demonstrated to be improved.

Having regard to the reduction in Affordable housing numbers resulting from development viability the Housing Strategy unit have dropped their original suggestion for the development to deliver extra care units as such would have a disproportionate impact on the overall provision of general needs Affordable housing for this area (family housing). Account has also been taken of a changed funding framework where there is no longer any likelihood of receiving significant levels of HCA grant to support delivery.

Grant funding may become available in the future and there is a need for the S106 agreement's mechanism to reflect this. In the context of the proven development viability problems in bringing this site forward at this time the 12.35% average Affordable Housing percentage is considered to be a reasonable offer, when backed by a review mechanism to capture any significant uplift in the Housing market circumstances. The Housing Strategy unit now support the application going forward at this time on the basis of the Affordable Housing offer outlined above.

The applicant needs to demonstrate compliance with all 16 elements of the Joseph Rowntree Lifetime Homes definition in reserved matter submissions and a Lifetime Homes condition should be applied to ensure delivery and the applicant made aware that the Council undertakes a programme of Lifetime Homes monitoring on completion.

Latest comments

Suggest acceptance of the review mechanism modelling of 12.35% affordable housing due to viability and to the 'front loading' of the provision of affordable houses into the earlier phases, 1B/C, 2B/C & 3B/C. Future delivery of additional affordable houses in phases 3D & 3E would be dependant upon the review mechanism which is modelling to still deliver an overall package of circa 20%+ affordable dwellings across the site.

At least 50% of the affordable houses should be Lifetime Homes.

19. Parks Services

Comments upon the Initial submission It was accepted that play space provided on site would meet or exceed Green Space Strategy minimum standards and an agreement was reached with the applicants at a Pomphlett plantation site meeting in January that the location and form of the play-areas should be determined and agreed after occupation, following consultation with the new community, Plymouth City Council and the National Trust. Therefore the Plymstock Quarry Masterplan needed to be amended to make clear that the LEAP play areas within the Pomphlett Plantation are indicative only, and for any consent to be made conditional on details and locations of those LEAPS to be agreed as above.

Parks & Gardens and Nature Reserve and Allotment provision not provided on site require adequate contributions for off site provision / enhancement.

Latest comments

No objections subject to compliance with the suggested S106 requirements.

6.3 Representations

6.3.1 Comments upon the Initial submission

Colesdown Hill Residents -Letters of representation were received from 57, 65 and 70, Colesdown Hill following the initial submission of the application, with objections and numerous concerns relating to the application.

Reoccurring concerns regarding potential noise, light and air pollution resulting from construction activities. In particular the resident of Hilltop House 65 Colesdown Hill is deeply concerned about health risks associated with pollution and disruption. In addition to these concerns, residents have also raised concerns should Colesdown Hill would be used as an access road for construction vehicles (again generating the associated pollution and disruption). In relation to this, the residents of 65 and 70 Colesdown Hill are concerned with 'the proposed separation of the Colesdown Hill community' following access alterations with 6 residents 'moved' to an area outside of their community and making them a part of the road system from the proposed estate. Additionally the resident of 57, Colesdown Hill is concerned about the loss of wildlife habitats, loss of hedgerows and open urban spaces, loss of views for all properties on his side of the road.

The late Councilor David Viney (on behalf of local residents); After being approached by residents of Colesdown Hill the following concerns were raised: The public and developer would benefit from a Drop-in day with the scale model of the development on show. This would put a lot of things in context. Residents are worried that construction traffic will use Colesdown Hill to access the site as it is considered unsuitable for such a use. Residents believe that the northern access should be reconsidered so that the road goes

around the Hill-Top on to Wixenford Road. The residents also believe that a Bus Gate should be installed as one of the first items to obviate use of Colesdown Hill. Additionally residents suggest a requirement for passing places on Wixenford Road to Stag Lodge if the application is granted permission. Residents would also like clarification on the location of the primary school.

Billacombe Road area residents - Resident of 16, Billacombe Villas- concerned about the noise and suggests operations should be limited to set times and spread of dust causing a nuisance and suggests a monitoring system and procedures to limit dust to a minimum Resident of 94 Billacombe Rd concerned about loss of local wildlife habitats and mature trees in the area between Billacombe Green and Pomphlett Industrial Estate.

Views of concern expressed on behalf of Pomphlett Farm Industrial Estate Management Services (representing 16 units) if the proposal results in removal of parking facilities and alterations to Broxton Drive and its hammerhead.

6.3.2 Representations following re-notification

Representation letter from 68 Colesdown Hill is concerned with proposed access through the Northerly residential part of Colesdown Hill and the associated noise and light pollution, safety concerns. The resident of 172 Billacombe Road has two concerns; 1. That the area is on a flood plain, further development would reduce the grounds ability to remove surface flood water. The present drainage system is already at capacity. 2. The existing transport infrastructure is totally inadequate. Despite the extra roads / highways planned, the bridge is a bottle neck and is a major traffic flow restriction. The proposal only seems to contribute to 'bad transport areas'. 67 Howard Road, raise concerns that the proposal will result in a loss of natural habitat and disruption to native species as well as an area of green space which is currently viewed as limited in the area. Additional concerns regarding influx of traffic resulting from the development and the strain on transport infrastructure at Laira Bridge. 54 Shortwood Crescent, raises concerns over the access onto Billacombe Road and would welcome further information. A representation received from 62, Colesdown Hill, Plymstock, (on behalf of parents) queries as to the details of the amendments and states that confusion remains around what has been altered.

Peacock and Smith on behalf of **WM Morrison Supermarkets Plc (Morrissions)**. The company have concerns over the application with regard to their store on Billacombe Road, immediately south of the site and have raised the following issues;

- The development plan policies referred to by the applicant pre-date the publication of the new guidance for town centres and retail development in PPS4. This guidance was published in December 2009.

- An assessment of the proposed development in the light of the development management policies in PPS4 has not been provided to demonstrate that the scheme accords with the new guidance.
- The development plans referred to by the applicant are founded on a retail evidence base dating back to 2006, the Plymouth Shopping Study (the 2006 Shopping Study) by Cushman and Wakefield. This study is now several years old, and also pre-dates PPS4.
- Policy EC1 of PPS4 emphasises the need for Local Planning Authorities to maintain a robust evidence base when assessing the need for new development. Policy EC1.4 states that evidence base documents should (inter-alia) reassess existing site allocations against the policies in the guidance.
- Paragraph 9.47 of the 2006 Shopping Study confirms that there is no immediate need for a foodstore as part of the Plymstock Quarry proposals. Paragraph 9.48 went on to express caution that the Council will need to satisfy itself that any diversion of trade from the Broadway, or other centres, would be acceptable.
- Paragraph 10.15 also indicates that the broad acceptance of the case for a centre anchored by a foodstore at Plymstock Quarry was 'subject to addressing matters of impact'. Such an impact assessment has never been carried out.

In light of the above, we consider that a robust evidence base does not exist to support the development of a 2,000 sq.m gross foodstore in this location. Following the publication of PPS4, and bearing in mind the recommendations of the 2006 Retail Study, there is a need to carry out a thorough assessment of the retail impact of the proposed development (and the other impacts required by Policy EC10 of PPS4). Such an assessment is not currently provided with the subject application, and accordingly we consider that a decision that resulted in the approval of the proposed scheme would not be sound at the present time.

Without prejudice, if the Council ultimately approves this application, then a condition should be imposed to limit the scale of the proposed foodstore to 2,000 sq.m gross.

6.3.3 Latest comments

A letter expressing total objection to the use of Colesdown Hill being used for any purposes in conjunction with the new build has been received from the resident of 41 Colesdown Hill and a further representation letter from the resident of .54 Shortwood Crescent, expresses appreciation for the opportunity to view the model and latest plans at the Plymstock Library on 30th July and an assurances given to him about the Colesdown Hill access point being controlled by a gate rather than bollards . Some confusion remains about the proposed use of different lengths of the former railway line and expresses concerns about possible noise and light pollution and likely overlooking of houses from the viewing platforms causing infringement of privacy for new residents . He states that the residents of Colesdown Hill have better grounds than English Heritage to complain about possible light pollution.

The resident of 86 Billacombe Green continues to express concerns about the loss of trees fronting Billacombe Road that are overlooked from her house as does the resident of 100 Billacombe Road who also expresses concerns about possible gridlock on Billacombe Road due to poor junctions and a resident's service road (running parallel to Billacombe Road) being used as a 'rat run'.

Representations from the Pomphlett Farm Management services have led to measures being considered to address parking on Broxton Drive and amended plans being submitted for PIE parking and lorry turning layouts and concerns have been expressed about lack of full information from the applicants about measures to facilitate relocations.

The resident of Hilltop House 65 Colesdown Hill has attended the 'drop in events' and addressed the applicants about his concerns about development that would be close to his boundary and about health risks associated with pollution and disruption. He is principally concerned about the proximity of the proposed Devon Bank with French drain and a proposed bund and tree planting and proposed path and proposed Access barrier and proposed re-routed gas main close to his boundary. He is also concerned about the sight line from Saltram House and the phasing plans. He has indicated that he intends to submit a further letter listing his numerous concerns (Still awaited) However, he wishes to emphasise the history of his concerns, that parts of the current scheme are unsound and that with his suggested changes there could be a sound scheme.

7. The Development Plan policies

7.1 North Plymstock Area Action Plan (NPAAP)

The general principle of creating a 'new neighbourhood' for Plymstock in Plymstock Quarry was first included in the City of Plymouth Local Plan 1995-2011 (First Deposit 2001).

The proposal was developed in the **North Plymstock Area Action Plan (NPAAP)**, which has been through an Examination and adopted in August 2007 by the Ipa and is now part of the Local Development Framework. The Policy NP01 specifically covers the proposal for a new neighbourhood at Plymstock Quarry.

Objective 1 (To create a high quality sustainable new neighbourhood at Plymstock Quarry; Proposal NP01 (Plymstock Quarry); Policy NP02 (Future Development Options Pomphlett Industrial Estate); Objective 3 (To create an integrated Sustainable Transport Network including HQPT system serving new urban areas in the eastern corridor and the A38 Park and Ride, and improve existing services in Plymouth); Proposal NP07 (High Quality Public Transport Route); Proposal NP08 (Improvements to public transport services in Plymstock); Proposal NP09 (Highway Infrastructure Improvements and Traffic management); Proposal NP10 (National Cycle Network proposal); Proposals NP02 (Pomphlett Industrial estate); NP04 (Billacombe Green); NP11 (Countryside Park); NP12 (Chelson Meadow Restored Landfill Site) and

NP14 (Chelson Meadow Waste Management Centre) are also relevant considerations.

7.2 Plymouth Local Development Framework – Core Strategy (CS)

The Core Strategy was adopted in April 2007 and also includes relevant policies, in particular:

Strategic Objective 1 (Delivering Plymouth's Strategic Role); Strategic Objective 3 (Delivering Sustainable linked communities); Policy CS01 (Development of Sustainable linked communities); Policy CS02 (Design); CS03 –Historic Environment; CS 04 Employment provision; Area Vision 8 (North Plymstock and Minerals); Policy CS07 (retail Hierarchy) and CS08 (Retail development considerations); Policy CS12 (Cultural/Leisure Development considerations); Strategic Objective 10 (Delivering adequate Housing Supply); Policy CS15 (Overall Housing Provision); Policy CS16 (Spatial distribution of Housing Sites); Strategic Objective 11 (Delivering a Sustainable Environment); Policy CS18 (Plymouth's Green Space); Policy CS19 (Wildlife); Policy CS20 (Sustainable Resource Use); Policy CS21 (Flood Risk); Policy CS22 (Pollution); Policy CS23 (Safeguarding Mineral Resources); Policy CS26 (Sustainable Waste Management); Strategic Objective 14 (Delivering Sustainable transport); Policy CS27 (Supporting Strategic infrastructure Proposals); Policy CS28 (Local Transport Considerations); Strategic Objective 15 (Delivering Community well-being); Policy CS30 Sport, Recreation and Children's Play Facilities; Policy CS32 (Designing Out Crime); Policy CS33 (Community Benefits/Planning Obligations); Policy CS34 (Planning Application Considerations).

7.3 Relevant Supplementary Planning Documents (SPD's)

These include Design SPD (Sustainable Design in Plymouth), adopted 2009 and Development Guidelines SPD, adopted April 2010.

7.4 Planning Policy Statements (PPS) and Guidance

In preparing this report regard has been had of relevant **National Planning Policy Guidance and Statements**, in particular:

PPS1 (Delivering Sustainable Development) and 'Supplement to Planning Policy Statement 1: (Planning and Climate Change); PPS3 (Housing); PPS4 Planning for Sustainable Economic Growth; PPS9 (Biodiversity and Geological Conservation); PPS10 (Planning and Sustainable Waste Management); PPG13 (Transport); PPG14-Development on Unstable Land; PPG15 (Planning and the Historic Environment); PPG16 (Archaeology and Planning); PPG17 (Sport and Recreation); PPS22 (Renewable Energy); PPS23 (Planning and Pollution Control); PPG24 (Planning and Noise); PPS25 Flood Risk.

Circular 5/2005 and the DCLG document '*Planning Obligations: Practice Guidance*', and The Community Infrastructure Levy Regulations 2010

7.5 Regional Spatial strategy (RSS).

Plymouth's LDF, together with the Regional Spatial Strategy (RSS), (until this is removed from legislation), forms the statutory Development Plan for the city.

The draft RSS (with the Panel's report upon it) is the Regional Planning Body's agreed strategic position.

SD1 (The ecological footprint);SD3 (The Environment and Natural Resources);SD4 (Sustainable Communities);Development Policy E (High Quality Design); Development Policy F (Master Planning); Development Policy G (Sustainable Construction; H2(Housing Densities); HE3 (Health Impact Assessments); LCF1 (Local Cultural Facilities; ENV1 (Protecting and Enhancing the Region's Natural and Historic Environment); RE5 (Renewable Energy and New Development); W4 (Controlling, Reusing and Recycling Waste in Development).

There are Proposed Changes to the draft RSS published in July 2008 setting the current planning policy framework.

The Devon Structure Plan 2001-2016 (Adopted October 2004),in Plymouth's case, has been superseded by the adoption of the Core Strategy.

8. Analysis

8.1 Nature and scale of proposed development – general compatibility with adopted planning proposals for the site

This is a challenging site for redevelopment with its different levels, a series of quarry faces and former cement production foundations and it represents the single largest redevelopment site in the far South West. It is only 2 miles from the city centre. The Council's Local Core strategies (CS) and AAP policies (North Plymstock AAP) reflect Regional policies and it is considered that the principle of a large new mixed use neighbourhood on the City's eastern corridor within this part of Plymstock is established, providing that there are adequate mitigation measures in place.

The proposed development has evolved over a number of years in partnership with a wide array of stakeholders, interest groups, service providers and community representatives. The principle has been challenged and tested at public Examinations into the relevant adopted planning policy documents. The current planning application was submitted at a time when the AAP proposals were under consideration. The extent of community interest and involvement in the planning policy process was considerable, and the Inspectors' letters of soundness about the NPAAP is recent (adopted 2007). The principle of establishing a new mixed use neighbourhood within this area, subject to adequate mitigation measures, is therefore firmly established in the Development Plan, and it is considered that the scale and

location of the development as proposed by the applicants accord with Core Strategies (including Area Vision 8) and AAP policy NP01.

It is considered that the nature and scale of the proposed development would, if implemented in accordance with the applicants' latest submission and the requirements of an essential S106 agreement as suggested in Document 2, be largely in accordance with the Council's Core Strategy and NPAAP planning policies for the site and the area.

Document 4 is hopefully a helpful checklist to supplement the analysis in this report in that it is indicative of compliance with the numerous criteria associated with policy NP01.

8.1.1 Masterplan layout expectations

The submitted masterplan can be compared with the Council's adopted planning framework document –the North Plymstock Area Action Plan (NPAAP) and the Proposals therein. It is considered that the departures from that plan are not significant ones.

A major new mixed use neighbourhood would be built on this large, mainly brownfield site, in accordance with a masterplan layout that largely reflects the layout that is shown in the NPAAP 'for illustrative purposes only'. However there are additional dwellings beyond the 1,500 proposed in NP01. There would be a total of up to 1684 homes of a variety of types and tenures. The text in NPAAP states that the number of dwellings that can be accommodated on the site is not the critical issue and if all the criteria in NP01 can be met the eventual number may exceed 1,500. The checklist at Document 4 comments upon where there are departures from the NP01 criteria and the salient ones are mentioned below:

There are **fewer affordable dwellings** proposed for the development associated with this application (a minimum of 208 affordable houses as a baseline not at least 450 as indicated in NP01). This situation is assessed in detail in section 8.5 below . CS15 states that if it is argued that affordable housing would make a development non-viable then a lower amount may be agreed based on a financial appraisal. The applicants' baseline 208 figure (without grant) is made mindful of an independent financial appraisal about current viability considerations and it is suggested that the applicants' should be required to make an early start on site if this lower figure is accepted (Document 2 schedule 3). In addition, early delivery of the affordable dwellings would be required. These would be 'front loaded' in the phasing scheme, with a higher proportion in the first and second phases (17% in each phase). There would also be clawback review mechanism designed to achieve between 20% and 25% in the event that house price growth reverts to its long term historic average (over the last 30 years). This would provide between 337 and 421 affordable houses in the Morley Park new neighbourhood..

It is considered that the proposed obligations relating to these matters in the proposed S106 (Document 2 schedule 3) would be essential to ensure delivery of the higher level of affordable housing (see section 8.5 below)

There would also be **less employment land** than envisaged in the NP01 (2.2 ha to accommodate B1 and B2 employment uses within the former quarry and B1 uses close to the NW boundary not 'in the region of' 3.5 hectares of B1 uses as stated in NP01). This situation is assessed in detail in section 8.3 below CS04 identifies the broad locations for new employment land to meet the City's needs and the Plymstock Quarry site is not specified one of these. Council policy (NP02) is supportive of the redevelopment of the Pomphlett Industrail Estate (PIE) adjacent to the application site off Broxton Drive to complete the provision of a new Plymstock neighbourhood in accordance with NP01 and NP02. It mainly lies outside the control of the applicants, hence it is excluded from the application site. Nevertheless, it is suggested that the applicants S106 obligations should include a requirement for at least some of their proposed workshop units in the NW boundary to be made attractive to some B1 uses that may be **relocated from PIE**. Partnership working needs to continue with the applicants and PIE stakeholders . to facilitate this. (see section 8.3 below).

In defining the actual location of dwellings to be accommodated on the site, the applicants' proposed **built development boundary** has been adjusted in the NE area to avoid skyline prominence mindful of concerns that the essential setting of Saltram House, Park and Garden must be preserved or enhanced in accordance with NP01. Landscaping is proposed along the ridgeline and should be secured by appropriate condition and obligations This situation is assessed in detail in section 8.4 below (and see Document 2 schedule 2 and Appendix 2).

Although the masterplan layout largely reflects the layout that is shown in the adopted NPAAP **the location of the proposed 'mobi hub' interchange** would not be within the Main Square, it would be built on the A379 road frontage. This change follows from advice from the Council's Transportation Unit (see also section 8.7 below). In addition, vehicular **access from the Colesdown Hill** secondary access point would now be restricted to emergency vehicles only. This change follows from neighbour concerns and subsequent discussions with Council Transport officers.

There is also some detailed changes to the location of facilities. **Community health facilities** would be provided in the Main Square but not within the 'extended' primary school as originally envisaged in NP01 and this change has the support of the PCT. Furthermore, following discussions with the Council officers about current library needs in Plymstock, it is proposed that **library facilities** would be met by off-site contributions. The alternative locations/provision are reflected in the suggested S106 Heads (Document 2 schedule 4 and section 8.3 below)

8.1.2 Priorities for S106 obligations

All applicants for major developments need to consider the contributions that need to be made to provide wider community benefits, usually negotiated through S106 agreements. The delivery of the community benefits arising from the proposal are provided by obligations in accordance with CS33 and their provision is dependant upon private sector contributions. Sometimes this is coupled with public sector investment in infrastructure and community facilities. The text accompanying CS Area Vision 8 and the NPAAP Delivery section 11 identifies the main delivery issues and priorities for community benefits. It is suggested that these planning obligations as listed below and reflected in Document 2 are ones that comply with the tests set out in the Community Infrastructure Levy.

- The first priority for S106 contributions is the delivery of a **high quality public transport system (HQPT)**. This is addressed in section 8.2 below and in the suggested S106 Heads (Document 2 schedule 7).
- The second priority is for the provision of **co-ordinated infrastructure** across the Plymstock area for a number of environmental, educational and social provisions. In particular the provision of sports facilities with a contribution to swimming facilities, a new primary school and contributions to a secondary school, local play and public realm works, and contributions to the countryside park. This is addressed in section 8.3 below and in the suggested S106 Heads (Document 2 schedules 4, 5 and 6). Habitat improvements and safeguarding measures are also essential and these are addressed in 8.4 below and in the suggested S106 Heads (Document 2 schedule 2).
- The third priority relates to the provision of an adequate social mix with the delivery **affordable housing** and this is addressed in section 8.5 below and in the suggested S106 Heads (Document 2 schedule 3).

8.2 The strategic context – The delivery of a high quality public transport system (HQPT) with appropriate transport infrastructure contributions

The delivery of a high quality public transport system (HQPT) with appropriate transport infrastructure contributions is the first priority as explained above and, in complying with the suggested planning obligations it is suggested that the application would comply with relevant HQPT provisions of NP01, NP07, NP08 and NP09.

A key requirement of the proposal is that it supports the provision of sustainable transport measures and makes provision for strategic public transport measures along the eastern corridor contributing towards the City Council's Eastern Corridor Major Scheme works in accordance with Policy NP01. These works are aimed at delivering the infrastructure requirements for the overall growth forecasts for the east of the City including both Sherford and Lamage as set out in the North Plymstock AAP. NP07 details these proposals as a High Quality Public Transport Scheme which will offer an

integrated system of facilities and amenities which collectively improve the speed, reliability and identity of bus travel along the corridor. The aim of the Eastern Corridor Scheme is the creation of an High Quality Public Transport network to allow the unimpeded progression for buses through the network offering a good alternative to the car. This does not preclude the increasing of highway capacity in general provided that this assists the HQPT network.

The advice from the Council's Transport and Highways Unit is that current uncertainty over public funding for Eastern Corridor works does not necessarily undermine the principle of development at this site provided that the package of measures and phasing of required sums is delivered as set out in the table in appendix 7 to Document 2 schedule 7. The contribution calculated for this development as shown in the schedule is considered to be proportionate and fair and is based on the funding gap which existed under the previous RFA arrangements to the cost of the whole of the Eastern Corridor proposals.

The sensitivity of the finances of the Major Scheme Business Case is such that there must be certainty as to when the developer funds for the Major Scheme can be drawn down and therefore must be triggered by specific dates and not by the number of occupations. The applicants' have been unable to agree to 'be tied' to any dates for the payment of such funds. However they have agreed to make the payments at an early stage of the development process with triggers releasing funds at first occupation and at 150 dwellings as detailed in the schedule. The Transport Unit advise that early payment of these sums is considered essential in order to allow early delivery of housing in the corridor and to overcome congestion on the wider network and deliver the required HQPT network.

It is considered that the Table in Appendix 7 details the S106 contribution and the timing for such that is warranted towards the wider scheme which includes highway improvements and bus lanes between the Sherford development, along the A379 Billacombe Road, over Laira Bridge and into the City Centre to Exeter Street. The officers of the Transport Unit advise that these S106 contribution would be in lieu of the works shown in the Planning Application drawings which show bus lanes on Billacombe Road.

It is considered that the S106 provision is an essential one for securing adequate works to reduce the impacts of the development on the local highway network and assist the delivery of strategic transport infrastructure improvements in compliance with the requirements of NP01 .

Proposal NP01 (33) requires that the development provides an HQPT interchange incorporated within the local centre, however the interchange would be better served on the front of the site to avoid unnecessary delay to buses linking the proposed park and ride on A38 at Sherford and the City Centre. This variation by the applicants is considered acceptable providing that it is convenient and accessible for users. The S106 Heads reflect this requirement and such would then be in accordance with NP07. The mobi-hub should be a travel and service mobility centre offering a safe and secure waiting environment and journey planning service incorporating secure cycle

parking in accordance with NP07. It is suggested that the contribution towards funding for such an interchange is provided in Phase 2.

It is suggested that the financial contribution to secure provision of a bus service for the new community, including the option for a local service linking with Plymstock, would accord with NP01 (38). It is suggested that a financial contribution equivalent to the value of an HQPT bus service to serve this site is warranted from the applicants as this would accord with the advice from the Transport Unit that PCC would need to procure the service and the money secured to subsidise bus services from this development would be sufficient to secure a stand alone service linking this site with the City Centre and local services in Plymstock and /or augment an existing Park and Ride/Sherford Service in the event that the Sherford development started earlier.

The table in appendix 7A outlines the suggested revenue support required to support the introduction of bus services during their uneconomic phases based on an average annual operating cost, as supplied by operators, adjusted by industry inflation to a 2011 start price. The Revenue support identified is based on an 8 year period of funding associated with the build out of the site. However, it should be noted that as part of the applicants Travel Plan proposals a commitment is made to providing 6 month travel passes for households in Phases 1 and 2 which would assist in overcoming slower build-out rates of the development. In addition a separate commitment would be made to providing a Travel Plan contingency fund which could be used either a) in the event that mode share forecasts were not met and b) to augment existing subsidised services in the event that profitability could not be achieved prior to a critical mass of population living on the site (see views of Transport and Highways unit). It is suggested that these provisions would accord with CS28 and NP01 and NP08.

8.3 A mixed use development with co-ordinated infrastructure environmental, educational and social provisions.

As mentioned in section 8.1 above, an important S106 requirement (and second priority) is the provision of **co-ordinated infrastructure** across the Plymstock area for a number of environmental, educational and social provisions including the provision of sports facilities with a contribution to swimming facilities, a new primary school and contributions to a secondary school, local play and public realm works, and contributions to the countryside park.

8.3.1 The provision of a high quality, locally distinctive mixed use neighbourhood is a requirement of CS Area vision 8 and NP01 with a mixed use local centre to include a supermarket and a complimentary range of small shops and other services to meet the needs of the new residents. It is considered that the applicants approach to masterplanning as set in their Vision largely accords with the aspiration for masterplanning set out in CS Area vision 8 and NP01.

The application is mainly in outline (apart from the access details) but the Masterplan and the Design and Access Statement does specify what will be delivered in particular areas of the site and the suggested phasing. It is suggested that the delivery needs to be secured (Document 2 Schedule1). The applicant's suggestion for 4 Distinctive Character areas with boulevards, a Circus and a Main Square and landscaped spaces (section 3.7 above) should, if delivered as envisaged, secure the locally distinctive development envisaged by Council policy CS Area vision 8 and NP01. In accordance with NP01 Design Codes have been submitted as part the outline application and these form a key element in the consideration of the application. The initial suggestions have been revised by the applicants following discussions.

Pre-application concerns about the design quality and lack of adequate sustainability of the initial proposals were raised in January 2007 by Council planning officers and by the Commission for Architecture and the Built Environment (CABE). Comments were also subsequently made to the applicants by the Plymouth Design Panel upon the adequacy of the masterplan, Design Codes and sustainability. In February 2008 the Panel expressed concerns about the likely character of the proposed Central Square, the Circus and surrounding buildings, and the routes between different character areas.

8.3.2 Design Competition

Following discussions the applicants have agreed that the submission of reserved matter approval for the Main Square and two central buildings should be in conformity with the outcome of a Design Competition for this important urban core of the development. It is suggested that this requirement is essential to reflect CABE concerns and improve the quality of design in the urban core of the development. The mechanism for this is detailed in the proposed S106 (see Appendix 1 to the schedule 1).

It is suggested that this desire to improve the design quality would accord with policies CS02 and NP01 as would the provision of a **public art budget** of at least £100k will be made available by the applicants for implementing the works approved in accordance with the Public Arts Scheme, and for the engagement of a Public Arts consultant/lead artist.

It is considered that the Design Codes should help ensure co-ordination between future development areas of the site and provide a level of certainty as to the quality and character of development expected. This approach is strongly in accordance with emerging best-practice (PPS3, Manual for Streets) and would accord with the requirements of CS02 as well as NP01. The proposed Masterplan has been based upon the topographical and landscape features, and largely responds to former quarries, high points, aspect and views. The underlying structure is expressed as a combination of the linear east-west main street and centric based movement towards the main square of the neighbourhood centre. It is considered that the associated network of streets responds to these two forms but is influenced by site topography and local constraints. The layout is considered to be in

accordance with a masterplan layout that largely reflects the layout that is shown in the NPAAP 'for illustrative purposes only'.

The Western and Eastern Boulevards would be broad formal streets and, following discussions, the applicants have agreed to increase the storey heights and scale of some of the proposed frontages. The Eastern Boulevard would front onto a wide open linear green space and the dwelling frontages would be predominantly three storeys to provide sufficient scale to border this wide space.

The Western Boulevard by comparison is a more enclosed street and a much narrower space than the Eastern Boulevard. Three storeys is less critical along the whole length of this route, however it is considered that the taller scale provided by three storeys would be important in the boulevard street scene leading to the Circus buildings which needs to be no less than three storeys standing on the Mount as a significant visual landmark and termination to the boulevard. The architectural coding proposed for the Western and Eastern Boulevards requires the architecture to have a vertical emphasis and character, and it is considered that this would help reinforce the apparent visual scale of these key streets.

This is an unusual site for redevelopment, with various levels and quarry faces and from a visual perspective roofscape would be an important feature of this new neighbourhood particularly as many dwellings in The Quarry character area would be overlooked. Discussions have taken place with the applicants about the extent of reconstituted slate or concrete roof tiles that is a suggestion in the Design Codes as from a visual and sustainability perspective natural slate would be preferable, It is suggested that a requirement be imposed that natural slate is used on all dwellings within The Quarry and around the Main Square and also on and around the Circus key nodes and all dwellings on the Key Frontages with the exception of those close to the Ride and facing across The Plym to Embankment Road (which would be a considerable distance away). This would accord with CS02 and policy NP01 (see Document 2 schedule 1)

It is considered that as the build out of the development is likely to take place over many years, the approved Design Codes, with the above amendments, should be monitored and reviewed jointly by the developer in conjunction with the Council.

A suggested clause is suggested (Document 2 schedule1).

The submitted Design Code is considered to provide a helpful framework for a mechanism that will assist the Ipa in the determine of subsequent reserved matters and a Framework plan for grouping together these submissions is suggested in Document 2 Schedule 1 and referred to in the conditions. It is considered that this should help to avoid piecemeal development.

The Design Code should be adhered to by future developers in delivering high quality development, and it is suggested that adherence to the S106 Heads should assist in securing the provision of services as envisaged in the masterplan and associated documents and in the planning policies and

proposals for the new community (Document 2 particularly schedules 1, 4, 5 and 6).

8.3.3 The mix of uses – Employment.

The application proposes 1.85 ha of B1 and B2 employment land, plus a further 0.35ha of B1 employment land which should assist in the relocation of units from the Pomphlett Industrial Estate, providing **a total of 15,650 sq m of B1/B2 floorspace**. Proposal NP01 in the North Plymstock AAP sets out that there should be in the region of 3.5ha of B1 employment land providing 21,000 sq m of B1 space. The application is therefore providing approximately 75% of the employment floorspace required by the policy. This is not a key employment site as identified by CS04 and the NPAAP policy was formulated before the credit crunch of 2007 and subsequent recession which has fundamentally changed the viability of several major development sites such as Plymstock Quarry.

It is suggested that, in complying with the proposed S106 Heads Document 2 schedule 3, the applicants would be encouraged to bring forward development at an early stage and the workshop development would be encouraged to be provided in the first phase of built development. (Document 2 schedules 1 and 5). This would accord with NP01.

It is considered that given these wider benefits that development of this site would provide, the spirit of the NP01 policy would be met with the provision of a significant element of B1/B2 floorspace, and assistance in facilitating the delivery of Proposal NP02 (Pomphlett Industrial Estate), (Document 2 schedule 1 and 5). Mindful of these requirements it is suggested that the shortfall in employment land should not be seen as an obstacle to granting consent.

The proposed 0.35ha of **6 light industrial workshops** on the NW boundary would help screen the phase 1 residential area from the active Chelson Meadow recycling complex and such would accord with CS22. The applicants agree that several workshops would be provided in Phase 1 to a design and at terms that should be attractive to some PIE occupiers seeking relocation.(see document 2 schedules 1 and 5) Whilst this provision would facilitate CPO process as required by NPAAP (NP02) and the applicants agree to the payment of the lpa legal costs (up to £60K --Document 2 schedule 5) it is considered that progress in completing a Development Agreement with the lpa for the delivery of NP02 still needs to be maintained. It is, however, suggested that this should not delay determination of this planning application.A progress update can nevertheless be given at the Committee meeting as NP01 and NP02 make it clear that the development of the two sites is related if we are to see completion of the Morley Park development as envisaged by Council policy (CS Area Vision and NPAAP).

8.3.4 Apprenticeship Training Scheme

Policy NP01 indicates that developers should be encouraged, wherever possible and practicable, to make use of local employment opportunities during construction. The applicants agree that the operation of an **Apprenticeship Training Scheme** during construction should be a requirement of the S106 (see document 2 schedule 5) Potential for early start on site (document 2 schedule 1) and for the provision of Local employment opportunities (document 2 schedule 5) would mean that on completion of the S106 the development would align with Council's Market Recovery Plan as well as Proposal NP01 as set out above

8.3.5 The mix of uses in the Local Centre with supermarket development.

The application identifies the spatial distribution and general proportion of use classes and places the wide range of micro businesses, live-work units and retail shops and offices predominately within the proposed main square The provision of the proposed Live work/ microbusiness units in the Local Centre would accord with NP01

The possible impacts of a range of A1-A5 uses from shops to hot food takeaways upon residential amenities and highway safety within the mixed use Local Centre cannot be assessed at this outline stage and requirements need to be imposed to control potentially incompatible uses in accordance with CS22. It is suggested that the details of the interrelationships should be shown in the submission of Reserved Matters applications in accordance with the Framework plans (Document 2 schedule 1).

Essentially, the requirement for a mixed use local centre incorporating a supermarket of in the region of 2000 sq m floorspace gross plus a range of smaller shops *to meet the needs of new residents* is part of the adopted NPAAP. It is a Development Plan policy and therefore the principle has been tested recently and accepted.

The concerns on behalf of WM Morrison Supermarkets (see section 6.3 above) are noted but it is suggested that the supermarket allocation for the Plymstock Quarry site is no longer open to question. Their comments seem to imply that the supermarket proposal is 'off plan' and is essentially an out of centre development – and it is suggested in response that this is clearly not the case as explained below.

It is considered that the suggestion made on behalf of WM Morrison Supermarkets that a planning condition should be imposed to limit the scale of the proposed foodstore to 2,000m² gross is a reasonable one and it is noted that this is precisely what is sought by the applicants in their Planning statement document.

The objectors also seek justification of the scheme in the context of new PPS4 which sets out a range of guidance for Local Authorities to use when

identifying sites for retail development. PPS4 has been issued since the adoption of the North Plymstock AAP and the Core Strategy, but it closely reflects the guidance which was contained in PPS6 which did inform the policies in the adopted LDF documents. PPS4 is clear that in particular, local authorities should set out a network and hierarchy of centres (EC3), should identify adequate sites to meet an identified retail need and should apply the sequential approach to site selection (EC5). The adopted Core Strategy CS07 and associated text sets out those locations in the city where new retail provision will be allowed, and fits those locations into the city's retail hierarchy. Policy CS07 clearly sets out that a new local centre will be created at Plymstock Quarry to support the creation of a major new neighbourhood in the city. Policy NP01 goes on to detail the form of the new local centre at Plymstock Quarry, setting out that it should include a supermarket in the region of 2000sq m gross and a complementary range of small shops and other services to meet the needs of new residents.

In conclusion, it is suggested that the proposed supermarket is clearly part of a new local centre, the principle of which has been set through adopted development plan documents. It is part of the Plymouth retail hierarchy and has been devised to contribute to the creation of a sustainable linked community (Core Strategy CS01) and to meet a retail need. It is considered that the application fully meets the requirements of the Core Strategy and the North Plymstock AAP and is therefore in line with PPS4.

PPS4 also requires that impact consideration to be taken into account for development over 2,500m² (EC.5.4) This planning application is at a maximum 2,400m² gross including a 2000 sq m gross supermarket and 400 sq m gross of A uses in smaller units. The retail elements in total are therefore under the threshold and in any case the applicants' Planning Statement provides a Retail Impact Assessment. A condition is suggested (see condition 27) limiting the total A uses within the Local Centre to no more than 2,400m² gross and no more than 2,000m² for the supermarket and this, together with the suggested clauses in document 2 schedule 5 are considered to be warranted in accordance with CS 33 and PPS4.

8.3.6 Community facilities.

Provision to meet Secondary School and Primary school needs.

The provision of an 'extended' primary school adjacent to the mixed use core of the development and well related to neighbourhood services and amenities would be in compliance with the requirements of NP01 and CS14. However, NP01 refers to a 2 form entry primary school and to the 'hub' of health, library and community facilities being at the 'extended' school. This application involves alternative arrangements.

Persimmon's specialist Education Consultant has been in extensive discussions with officers of the Council about the required obligations to meet the requirements of the new school population over time bearing in mind

capacities at existing schools. The applicants are agreeable to the obligations for an adequate Secondary school contribution and a contribution to temporary arrangements for increasing capacity at the local primary school during the initial phases (see document 2 schedule 5) There is a need for providing at least a 1.5 form entry primary school on site designed in a way to be expanded into a 2 form entry school if needed. The proposed Heads of Terms gives the applicants the option of making an adequate contribution to PCC for providing this 'extended' school or of delivering it themselves (Document 1 schedule 5). The applicants may decide to provide the extended school scheme in accordance with the standard dimensions for a 1.5 FE Primary School with Community Uses. In such event, the facility would be to DCSF standards and in accordance with approved reserved matters indicating how the capacity for its future extension could be undertaken to provide a 2FE Primary School with Community Uses.

Library facilities.

Although NP01 implies that library facilities should be part of the 'extended' primary school and this was a proposal of the applicants originally, the City Librarian, advises that this NPAAP proposal dates back to a time when the proposal for a new Plymstock Library was in its infancy, (if it existed at all). The proposed Morley Park neighbourhood (Plymstock Quarry) would only be a mile from the new Plymstock Library and it could be linked by new convenient and safe routes to Plymstock Broadway. It is suggested that, in the current economic climate, it could be difficult for PCC to find adequate revenue expenditure to staff and service a new neighbourhood library at Morley Park. However, it is suggested that a contribution towards library self-service technology is warranted to cater for the increased number of users arising from the development (see Document 1 schedule 4)

Provision to address Health needs.

Although NP01 implies that health facilities should be part of the 'extended' primary school, the NHS raise no criticism to the applicants' proposed location and design proposals for a Health Care Facility comprising a Health Centre/Doctors Surgery of at least 500m² built to the prevailing NHS Specification Standards in a location close to, but distinct from other community services in the Main Square.

NHS Plymouth advises that it is committed to the idea of a health facility to accommodate General Medical Services and outreach services from the new Morley Park (Plymstock Quarry) neighbourhood and confirms that the provision of 500m² for a primary care facility would show due regard to increased population.

The NHS suggest that references to delivery and take up of a GP surgery and commercial terms are matters for the S106 and the applicants agree to some extent (and such is reflected in the suggested S106 Heads –document 2 schedule 4 mindful of the requirement of CS33 that applicants should meet reasonable costs). The applicants are in agreement that the Doctor's Surgery would be built to a shell and core by the time that the 600th dwelling unit is

built. They expressed some reluctance to any obligation to deliver a finished health unit until an end user had been identified and lease terms agreed. The applicants have agreed to the suggestion that a discount from the current market rent should improve the attractiveness of any surgery premises and this is reflected in the suggested S106 Heads (document 2 schedule 4). It is considered that this provision would accord with NP01 although not in the location that had been envisaged. The alternative location in the Square is welcomed by the NHS and the buildings in this area would be the subject of the Design Competition mentioned above- 8.3.2)

Sport and leisure contributions.

It is considered that an appropriate level of indoor sports facilities would be provided in the extended school in accordance with NP01 as meeting the appropriate Sport England standards is a requirement of both layout options under the S106 Heads (document 2 schedule 4 appendix4).

A MUGA and a 3G synthetic playing pitch are also proposed on-site to serve the 'extended' primary school (with changing facilities in the school) but there would be an overall shortfall of on-site sport and formal leisure provision to meet the anticipated demands of the new population. Following consideration of the views of the Leisure Unit it is considered that the level of contributions required of the applicants towards the off-site provision, as specified in document 2 schedule 6, is warranted and reasonable and in accordance with CS30,CS33 and NP01. This contribution would total over £1.5m.

This would include an indexed linked contribution of £419,363 (from June 2010) to the lpa towards provision of a swimming pool to meet the needs of occupiers of the development, This would accord with the requirements of council policy NP01 .In respect of this particular aspect, some members may recall that in considering the Sherford applications there was some expectation of early provision of a four lane 25m indoor heated swimming in the vicinity of Elburton. This would meet the needs of occupiers of Morley Park (Plymstock Quarry) as it would be accessible by the HQPT. The size of this swimming pool would be larger than the needs of Sherford alone and so a contribution is warranted in accordance with NP01.An assurance was given by the lpa to that applicant (Red Tree) that the Council would use reasonable endeavours to seek private sector development contributions for the larger pool, Although that S106 agreement involves two local planning authorities and still needs resolution, it seems reasonable and prudent to secure the obligation for a contribution to this from the Plymstock Quarry applicants (document 2 schedules 6 and 11).Such would accord with CS33 and NP01. However, the applicants point out that they cannot afford additional contributions and so any contribution to the Life Centre (as required by CS30 and NP01) would have to be found by the lpa from the £1.5m contribution mentioned above. It is considered that this is acceptable mindful of the viability considerations and likelihood of an early start on site.

8.3.7 Landscaping, Public open space and Parks & Gardens.

The existing overall area of Pomphlett Plantation is 91,315m² and this area will be planted with trees and shrubs to more than compensate and mitigate for the loss of a skyline belt as part of the remodelling proposals and the area will be landscaped to provide an abundance of informal open space for the new occupiers and locals visiting the neighbouring countryside park. There would be a network of cycle and pedestrian links through the informal open space providing for a link with the Saltram Estate and a contribution to the countryside park. These provisions would accord with the requirements of CS18 and NP01.

Play space provision would meet or exceed standards and accord with policy CS30 and the detailed siting of one in Pomphlett/Northern pastures area would be determined at a later stage, mindful of the concerns expressed by the National Trust. It is considered that the proposed development, if implemented in accordance with the masterplan and assurances given in the Design and Access Statement and Design Codes would provide an appropriate level of informal open space, children's play spaces and formal Green Space to serve the needs of the new occupiers and that off-site contributions are required to address and mitigate for additional pressures across Billacmbe Green and the proposed countryside park (£350,000) in accordance with the Council's planning policy requirements in CS33 and NP01 (see document 2 schedule 6).

Landscaping would be defined in reserved matter applications that reflect the submitted Design Code and Design and Access Statement (document 2 schedule 1) and would be carried out in accordance with an approved Green Space & Ecology Management Plan and the suggested requirement is that this is agreed prior to the commencement of development (document 2 schedule 2).

A contribution would also be made to the LPA for the provision and maintenance of off-site allotments (£32,120) and it is considered that this would accord with CS18 and CS30.

Given the financial challenges of this site, the applicants questioned the size of the commuted sums that it was suggested would be required should the Council adopt the public open spaces. Management and maintenance responsibilities are addressed in section 8.4.3 (Saltram Registered Parkland) and 8.9 below and have to be addressed in the S106 Heads in accord with CS33 with the option given to permit a reduction in the required bond at some future date if the management and maintenance measures are acceptable to the LPA (document 2 schedule 10).

8.4. Protected Species / Habitat improvements and heritage protection

8.4.1 Biodiversity enhancements.

It is considered that if the development is carried out in accordance with the agreed phasing plans and S106 obligations (document 2 schedule 2 and appendix 2) the development would avoid or mitigate the negative impacts on wildlife and set a framework for providing a net wildlife enhancement and net gain in biodiversity in accordance with CS19 and NP01. Policy CS19 indicates the lpa's intention to promote effective stewardship of the city's wildlife and the applicants accept that details management/maintenance responsibilities will need to be set out in a Green Space & Ecology management plan It is considered that management requirements set out in the S106 Heads would accord with CS33 and would have to be met. In complying with these planning policies, and providing resources for effective stewardship in accordance with CS33, the applicants should deliver a new Local Nature Reserve, bring two County Wildlife Sites into positive management, create and maintain 1.1ha of Calcareous Grassland, 2.4ha of new native broad leaved woodland, 5ha of restored Species Rich Grassland, 400m² of new wetland / wildlife pond , and deliver measures to buffer and protect the nearby Billacombe Green SSSI,

As the development site would drain to the Plym a fair and reasonable contribution to the management of recreational impacts on the Plymouth Sound & Estuaries European Marine Site is warranted and this would also accord with CS19, CS33 and NP01 (see document 2 schedule 2).

The development would have an impact on bats which are a European Protected Species. Although a bat roost once existed in the roofspace of a derelict former quarry building on site, it was lost when the building was vandalised and burned down. However the area around and crossing the site is still used by foraging bats as detailed in the applicants' Environmental assessment. The applicants propose placing bat boxes in Pomphlett plantation and constructing a bat roost close to the proposed Local Nature Reserve and overlooking wetland areas in Wixenford Quarry bottom which would be ecologically enhanced, All these enhancement measures would accord with policies CS19 and NP01.

It is considered that adequate measures have been incorporated into the proposed scheme to protect important foraging corridors providing that planning conditions and S106 clauses are followed closely prior to, and following, the construction stage to avoid and/or mitigate any adverse impacts on bat movements. Important bat foraging routes need to be maintained along the northern boundary and a TPO may be warranted for a stretch of trees and scrub on the boundary with the Chelson Meadow recycling centre (a progress report can be given on this at the Planning Committee).

A tree corridor, and important bat foraging route, between Billacombe Green and Pomphlett plantation needs to be maintained across the Eastern

Pastures, and a bat bridge needs to be erected and sensitive lighting installed in the Eastern Pastures to ensure that bat movement are not significantly affected or permanently curtailed when development takes place, particularly in the Eastern Pastures when a strip of the existing tree belt across the fields would have to be felled to enable two roads to be constructed across it (see Condition 32). Alternatives have to be considered. The only severance of this tree corridor would be for constructing the main street and for constructing an estate road. There are no proposals for additional roads crossings and the applicants have altered their original plans and agreed to the re-routing of the proposed gas pipeline away from this tree corridor. It is considered that the main road has to cut through this tree corridor to provide an essential section of the new main street linking this part of the neighbourhood with the rest of the development area (including a public transport link). It is suggested that there are no viable alternatives to cutting through this corridor as the provision of a vehicular access from the steep and narrow Colesdown Hill for some construction traffic and thereafter residential traffic would be unwarranted and not in the interests of public safety. It is suggested that in considering these impacts on a European Protected Species., the lpa has met its statutory duty under Regulation 9(5) of The Conservation of Habitats and Species Regulations 2010 and has had regard to the requirements of the Habitats Directive 92/42/EEC. The lpa consider that the following three derogation tests have been met and therefore that Natural England are likely to grant a licence for the works:

- The development is for imperative reasons of overriding public interest or for public health and safety;
- There must be no satisfactory alternative;
- Favourable conservation status of the species must be maintained.

8.4.2 Heritage protection.

NP01 requires the essential setting of Saltram House, Park and Garden to be preserved or enhanced and it is considered that the applicants have adequately assessed likely impacts upon these areas of acknowledged importance in accordance with CS03. It is considered that, in complying with conditions and clauses, the applicants would undertake sufficient skyline planting and limit the extent and height of the proposed residential development and the extent of excavations for the required school playing pitch to safeguard the character and setting of the Saltram House listed building and its registered park and gardens in accordance with NP01. Proposals for skyline planting on a wide Devon Bank and for protecting historic stone boundary walls should enhance historic environment interests in accordance with CS03 and NP01. It is not considered that this planting need have any detrimental impact upon existing neighbouring properties.

8.4.3 Heritage assets,- Saltram Estate and Registered Parkland.

Planning permission exists for remodeling the northern quarry face and the decision was made on that application prior to the formal registration of the Saltram parkland boundary in this area. In December 2007 English Heritage

formally advised the lpa that the boundary of the Saltram grade II* Registered Park had been re-drawn to include Pomphlett plantation and the Northern Fields. The implication for the current application was that part of the proposed housing area then fell within the Registered landscape and the applicants then amended their application and masterplan accordingly. It is considered that the proposed extent of removal of the northern quarry face and the proposed extent of the built residential development in this area associated with the present application respects the historic value of preserving this boundary and respects historic environment interests in accordance with Council planning policies (CS03 and NP01). The original concerns of the heritage bodies regarding possible woodland loss and boundary intrusion on the ridgeline in this part of the registered parkland area, and the possible visual intrusion of skyline urban development, are understandable. It is considered that the applicants have responded positively in response to the concerns expressed about previous proposals. This is detailed below.

The applicants have provided information on the amount of loss of existing woodland and areas of proposed woodland for both the remodelling and redevelopment stages. The existing overall area of Pomphlett Plantation is 91,315m² and post redevelopment, the new area allowing for additional proposed planting of tree and shrub planting would total 102,371m². This is an increase of 11,056 m² (over 12% of the existing area).

The applicants have given assurances regarding the protection and management of historic boundary walls, the siting and design of woodland play areas within the registered park, limiting building heights along the northern boundary south of the 'Devon Bank', ground lowering to the south of the 'Devon Bank', planting along the northern edge of the Eastern Pastures (west of the 'Devon Bank'), early provision and planting of the Devon Bank, landscaping of the proposed 3rd Generation sports pitch and agree to comply with an agreed detailed landscape management plan as part of the proposal'. Planning conditions and S106 clauses to secure these assurances are considered to be essential in accordance with Council policies CS03, CS33 and NP01.

8.4.4 Registered Parkland -historic boundary walls.

It was confirmed by the Applicants that there would be no removal of the historic boundary walls as part of the development. The boundaries which concerned the heritage interests were identified as being approx 250m within the registered park and a further 50m adjoining, all at the interface with the proposed residential development. It was estimated, on behalf of the heritage interests, that these dry stone walls would cost approximately £80 per linear metre to restore .The Applicants accepted this and undertook to include a commitment to pay £24,000 to PCC for the purposes of the restoration of the boundary walls . Council policy CS03 states that the Council will safeguard and where possible enhance historic environment interests and the character and setting of areas of acknowledged importance including registered parks and gardens and NP01 states that the essential setting of of Saltram park

must be preserved and enhanced. As such, the applicants proposal would accord with CS03 and NP01 and the S106 obligation is reflected in document 2 schedule 2.

It is considered that the proposed 'natural' style play facilities would be suitable for areas of Pomphlett plantation although the Police Liaison officer expresses some concerns about the possible lack of surveillance.

Only one of the three LEAPS is now identified with a reasonably decided fixed location (that adjacent to and overlooked by proposed new housing in the Eastern Pastures. This LEAP, which would be located in a cleared area of woodland, requires access through the historic boundary wall which would divide the woodland from the development. The City archaeologist has identified a wide (c3m) breach in the wall which would appear to provide the optimum point of access as no walling would need to be removed (or crossing stile attached). The breach was measured at approx, 36m east from the existing access path into the woodland and it is considered that provision of these play areas would accord with CS03 and NP01.

8.4.5 Building heights along the northern boundary south of the 'Devon Bank' and ground lowering to the south of the 'Devon Bank'

Visibility Plans included in the Environment Statement demonstrate the extent of likely visibility of the proposed built development with landscape mitigation, provision of a Devon Bank, and building heights as per the submitted Parameters Plans. It is considered that, if implemented as suggested, none of the proposed buildings would have an adverse impact on the Saltram House park and garden in accordance with CS03 and NP01. Development levels/heights in this area and slab levels and building heights can be controlled by condition (see condition).

The applicants agree with the heritage bodies that early provision of the Devon Bank would be desirable to ensure mitigation has matured before the Eastern Pastures area is developed. It is considered that securing of such planting would accord with CS03, CS18 CS34 and NP01 and the Devon Bank should be constructed with stone walls and planted prior to first residential occupation in Phase 1B (see document 2 schedule 2 appendix 2).

8.4.6 Registered Parkland management.

The Green Space & Ecology Management plan needs to be agreed prior to the commencement of development and it should indicate responsibilities for on-going maintenance over a 25 year period and be costed and funded by the developer and it is considered that such requirement for on-going maintenance would accord with CS33 (see bonding section 11 and also schedule 2 and appendix 2).

The National Trust would like to be represented on any Management Board, and. In response the applicants refer to a former template accepted by PCC for the Management Plan that accompanied the planning permission to

remodel the Quarry where control was to rest with PCC and the applicant's representative. It is considered that as the S106 agreement would be between the applicants and the lpa, and in order to securing a manageable delivery system for the approved Greenspace & Ecological Management plan, a Mitigation Steering Group should be set up to oversee the delivery of the Greenspace & Ecology Management Plan with a structure agreed between the applicants and the lpa. Representatives of the National Trust, the Garden History Society, English Nature and English Heritage should be eligible to attend meetings and it is considered that this S106 obligation (document 2 schedule 2) would accord with CS03,CS18 and CS33.

8.4.7 Archaeology

Apart from requirements for the restoration of registered parkland historic boundary walls (as mentioned above) , it is considered that the applicants should also be required to carefully dismantle and record the old limekiln on the site and re-use the stone as agreed with the lpa. Such would accord with NP01 and a condition is suggested (see condition 11).

8.5 Delivery of masterplan aspirations for balanced development- Housing, affordable housing and viability

8.5.1 Housing needs of the City.

Although this site has been recognised as a potential mixed use development site for many years and the proposed scale of dwellings proposed in this planning application exceeds the 1500 identified in the Council's policy NP01, it is considered that the development of 1684 dwellings would be in line with the AAP policy which is 'in the region of 1500'. This was acknowledged by the Planning Inspector reporting upon the Area Action Plan (adopted in 2007 following submission of this particular planning application). It is considered that an early start on developing a new Plymstock neighbourhood of this scale, could make a valuable contribution to the Open Market housing needs of the City and the needs for Lifetime Homes (providing a minimum 337dwellings) and Affordable housing (providing a minimum of 208 dwellings, the majority being delivered in the early phases, but also with the potential for 421 dwellings subject to market recovery).

It is considered that the proposed density distribution would respond well to the requirement for an accessible local centre and accessible public transport, and it would also enhance the character of different parts of the site, with the highest densities of 60- 90 dwellings per hectare as flats directly around the local centre. Other adjacent areas close to the main street would be 40- 59 dwellings per hectare, and the higher eastern fields would be at lower density of 25- 39 dwellings per hectare in accordance with NP01(5).

8.5.2 Lifetime Homes

This application falls to be considered in relation to LDF Core Strategy policy CS15 and NP01, in relation to Lifetime Homes provision

Negotiations have secured a commitment by the applicants to deliver Lifetime Homes at the CS15 policy requirement of 20% - equating to 337 built to Lifetime Homes standard –and this also accords with NP01 that requires at least 300.

The precise distribution of Lifetime Homes between the Affordable dwellings and open market units is to be defined in the S106 Heads. The proposed Heads in document 2, schedule 3 reflects the distribution suggested by our Housing Strategy Unit. This would require the Lifetime Homes to comprise 50% of the affordable homes (at least 104 dwellings) together with at least 233 of the private market dwellings.

8.5.3 Affordable Homes.

This application falls to be considered in relation to NP01 in relation to 'Affordable Housing provision' and this was based on 30% affordable housing, required by LDF Core Strategy policy CS15. The 30% policy level in CS15 is however, subject to a viability assessment. The viability assessment for this particular brownfield site was based on a 25% level to reflect the more challenging site delivery issues associated with this site and its network of former quarries and disturbed ground. The application is now in respect of a baseline provision of 208 affordable dwellings rather than at least 450 required by NP01 and this is considered in the following paragraphs.

PCC and Persimmon jointly commissioned Knight Frank to conduct a two-phased viability assessment of the proposed development. The objective was to quantify the viability gap in the wake of the 2008 property market correction and the applicant's suggested provision of 25% affordable housing (with grant) was assessed. The exercise's baseline conclusion was that in October 2009 the development of Plymstock Quarry had a viability gap of approximately £218 million. However, PCC officers have some concerns about this. (Details of the concerns about the viability assessment are given in Document 5)

It is recognised that **the future availability of HCA grant** investment to help fund the delivery of new affordable housing will be very limited indeed, so it is suggested that it is reasonable for the applicants to state that their baseline affordable housing 'offer' now is without grant.

8.5.4 Identifying an acceptable baseline level of affordable housing (without grant)

Despite the concerns about the way that the viability exercise was conducted, the Knight Frank appraisal nonetheless established that viability was indeed an issue and that there was a case for considering how to bridge a wide viability gap. In this respect, it is considered that the construction of a review mechanism is a material consideration.

In the first instance, the review mechanism was employed to help the Ipa officers determine the extent to which any concessions on the affordable housing provision might be warranted. It is considered that this approach accords with CS15 that indicates that the affordable housing level is subject to viability testing.

By modelling a range of outcomes on the envisaged profit performance for the development, a position has been reached whereby a recommendation of approval for the current proposals in this planning application can be made but only subject to important caveats and conditions.

To reach this modelling position, the applicants agreed to adjust some of the assumptions that they provided for the viability exercise: (a) lower build costs, (b) a reduced land value, and (c) a lower developer profit. They have also agreed to front-load some of the agreed affordable housing provision in the early phases.

The applicants propose to deliver a minimum **baseline level of affordable housing with 17% in Phase 1 (97 out of 570 housing units); 17% in Phase 2 (66 out of 390 housing units); and 10.5% in phase 3B/C (45 out of 430 housing units)**. In any development phase the provision of affordable housing would be limited to no more than 40% of the total units built.

Affordable housing is identified as a priority obligation in the North Plymstock Area Action Plan (third on the list). Although the minimum affordable housing provision of **12.35% (without grant)** is significantly below the IPA's 30% stated in planning policy (CS15) and the 25% accepted for the viability assessment (due to unusual site conditions), the results of modelling different scenarios through the review mechanism gives some assurance of knowing that if the house prices return to their long-term trajectory (of between 7% and 8% annual growth), the future profits generated at Plymstock Quarry should have the capacity to generate additional affordable housing beyond the 208 homes proposed in the early phases.

It is estimated that in normal housing market conditions, the review mechanism would enable the Council to obtain **between 21% and 29% affordable housing provision** across the development of Plymstock Quarry. Details of the possible principles and processes for the review mechanism are in document 2 schedule 3 appendix.3. A 25% target could if realised result in **the provision of 421 affordable dwellings** at Morley Park.

The 'Default' position -25% baseline.

Nevertheless, as the minimum baseline affordable housing baseline provision 'offer' of 12.35% is significantly below the 25% accepted for the viability assessment and it is considered that, in accepting this lower figure, members would want to see an early start on site to assist market recovery in Plymouth. It is considered that it is essential that the applicants are required to provide the required 25% affordable housing level if the site is 'land banked' rather

than developed. The suggested S106 requirement in document 2 Schedule 3 spells out **the 'default' position** in the community interest. This clause is designed to secure that if a substantial start is not made on site within 3 years of the commencement of development (remodelling) of the site 25% of the dwellings in each phase would have to be affordable dwellings comprising at least 142 dwellings in phase 1; at least 98 dwellings in phase 2 and at least 181 dwellings in phase 3.

It is suggested that with this 'default' clause the affordable housing package of proposals are accepted to comply with the requirements of CS15 and NP01 subject to the provision of all the requirements for planning obligations as required by the LPA and reflected in the S106 Heads document 2.

There is a need to maximise the best baseline provision to meet PCC needs (family housing), against the changed funding backdrop. The situation could be reviewed as any additional funding position derived from the grant and the claw back mechanism becomes clear. This is why the applicants agreed to omit their original proposal for 60 extra care units which would have resulted in a reduced %age of affordable units. As these extra care units were not, and are not, a specific NPAAP policy requirement it is suggested that their omission is understandable at this stage.

8.6 Delivery mechanisms to achieve aspirations for a sustainable development

Sustainability has been a key driver in influencing the range of policies in the NPAAP (NP01 (43-48) and NP07).

The Councils vision is for the delivery of a high quality sustainable new neighbourhood here (CS Vision 8 and NP01). It is considered that, to some extent, particularly in the delivery of the proposed masterplan layout and the provision of sustainable transportation options in accordance with the S106 Heads, the development could achieve this (section 8.6.1 below).

However, it seems that many sustainability measures that would make this an exemplar sustainable development cannot be specified at this stage as an Energy Strategy needs to be agreed (as required by CS20 and NP01) and on the basis of incorporating a 15% reduction of the total Co2 reduction through on-site renewables. This is mindful of current viability considerations (see document 2 schedule 9).

8.6.1 A Sustainable community that is not car dependant but offers a choice of transport modes.

There is a need to reduce energy demand to the benefit of the environment and this is an important factor in town planning to meet future housing demands. National and local planning guidance and policies require LPAs to adopt a positive and constructive approach towards planning applications for the development of brownfield sites within urban areas and sites accessible by a choice of means of transport including walking, cycling, public transport and

car. In this case, the proposal is considered to accord with CS16 and the NPAAP sets a framework that requires a positive re-use of this large area of degraded brownfield land within the City, and requires it to be developed as a sustainable new neighbourhood (NP01). It is considered that, in complying with the masterplan and S106 Heads, the development would comprise a sustainable linked community with good provisions made for walking, cycling, car sharing and public transport use, and with an accessible local centre to serve the needs of the new residents. The site is also on the Eastern Corridor High Quality Public Transport route and should therefore be one of the most accessible locations in the city (in compliance with NP01 and NP07).

8.6.2 Sustainability Framework – Carbon Reduction targets - Sustainable Construction Standards and Energy Strategy.

The applicants refer to a range of measures that will be looked at to reduce on site energy demands and maintain that Energy efficiency measures would be used in the construction of buildings within the development, and refer to the national consideration being given to improvements in energy efficiency required by Building Regulations. They have pointed out that the viability of the project is fragile and that efforts are underway to meet priority obligations. It is suggested that a compromise position would be warranted on this issue. This is considered below.

There is a need to reduce future on-site energy demand if progress is to be made towards achieving zero carbon development as defined by Level 6 of the Code of Sustainable Homes and BREEAM excellent standards in accordance with NP01.

The applicants are proposing that their development follows current Building Regulation standards (this would mean approx. Level 3 of the Code of Sustainable Homes at the outset of development) and that the extended primary school should be provided at BREEAM excellent standards (the other non residential buildings would be to BREEAM 'very good' standard).

The applicants have also agreed to incorporate some 'pilot study' units within the scheme that would provide some dwellings to a higher standard than current Building Regulation standards. The applicants point out that the number of such units has had to be limited to 6 code level 5 and 6 dwellings in the first two phases due to viability considerations arising from the viability assessment, and the Council's planning policy NP01 accepts that financial impediments to achieving the policy will be taken into account at the planning application stage.

By pushing forward standards across the board the development would achieve an exemplar approach to sustainability but it is evident that this would not be at a viable cost. It is considered that, on balance, bearing in mind the viability considerations and the overall S106 package and possibility of an early start on site, the proposed building standards should be accepted to comply with NP01 and this is reflected in the S106 Heads (document 2 schedules 3 and 9).

However it has to be pointed out that if progress is to be made towards achieving zero carbon development a range of measures need to be applied and the use of renewables should be incorporated into the development at some stage in complying with CS20 and NP01 criteria. It is suggested that the lpa's requirement needs to be reflected in the suggested S106 Heads in the interests of securing adequate sustainability measures as required by policy in the community interest. These requirements would be minimum ones and defined mindful of the viability issue.

The list of sustainability measures that would be implemented are not clearly defined in the application documents as the applicants state that some would be dependant upon further discussions and investigations, and some at reserved matters stage. It is considered that viability concerns will also play a part in that consideration and it is suggested that these considerations should not be used as a reason to avoid addressing the required criteria defined in the policies CS20 and NP01. For these reasons it is suggested that it is important that the Council's Waste storage requirements are spelled out (document 2 schedule 8) and that an Energy Strategy is agreed prior to the commencement of development (document 2 schedule 9). Indeed Council policies CS20 and NP01 sets out a framework for a suitable Energy Strategy and it is suggested that the S106 Heads should also give a steer of what is expected as a minimum (document 2 schedule 9) bearing in mind that the applicants have general proposals but no detailed proposals for the use of on-site renewable energy production equipment. These details will need to be set out in the Energy Strategy as required by CS20 and NP01.

The suggested Heads make it clear that in phases two and three the required Energy strategy should show how LDF policy CS20 policy requirement for 15% total CO2 reduction would be met through measures including onsite renewables rather than by focusing on the performance of the houses (using Code for Sustainable Homes building efficiencies). This requirement would be warranted mindful of the viability assessment conclusions and in compliance with CS33.

As such it is considered that the proposal would be acceptable to comply with, CS20 and NP01 (see document 2 schedule 9) and the clause would secure some progress in the requirement for 15% total CO2 reduction through onsite renewable in the long term.

8.7 Movement and Access details

8.7.1 Links with adjoining areas. Integration of the development with Plymstock and with Saltram Estate Countryside Park.

A network of walking and cycling routes have been identified for retention and enhancement within the site boundary comprising cycle access onto The Ride and onto the disused rail line at the southwest corner of the site. Pedestrians and cyclists could also access the site via Colesdown Hill. A set of steps

would connect pedestrians with Rock Gardens with further connections being proposed onto Billacombe Green and along the recreational spine to the north of the site. It is suggested that the Table in Appendix 7 and Clauses contained within Schedule 7 of the Heads of Terms would ensure the delivery of such a network in accordance with NP01. Such paths would either be dedicated as Highway or Rights of Way through the various provisions of the Highways Act.

The nearest primary school would be Plymstock School and the nearest secondary school Coombe Dean School for those living within Phase 1 dwellings.

The locations would necessitate the crossing of the A379, which is currently a 40mph dual carriageway. Congestion during morning school opening times (08:15 to 09:15) may lead to increased vehicle/pedestrian conflicts. Policy NP01 (28) requires the provision of a bridge link over A379 in addition to links in the railway cutting to the west of the site. The provision of a footbridge would provide safe segregated crossing over 6 lanes of traffic linking Plymstock Quarry with existing communities in Plymstock and provide a safe connection for school children walking to school in Plymstock. Similarly residents of Plymstock may wish to access the HQPT mobi-hub or the new 'Morley Park' estate to attend the extended primary school that would be available in the longer term together with the supermarket, local shops, employment workshops and other facilities or pass through it to the proposed countryside parkland beyond. The benefits of a footbridge are therefore as follows:

- To permanently increase the safety for pedestrians and cyclists travelling south from the development and to Plymstock and Coombe Dean Schools by removing the vehicle/pedestrian/cyclist conflicts at the primary and secondary entrances/exits to Plymstock Quarry
- To promote walking and cycling at the new development
- Promote the use of the HQPT stop

Preliminary cost indications for a bridge in this location indicate costs in the order of £600-700k for a simple structure in this location. A higher specification bridge would cost more (see Appendix 7 schedule 7, S106 Heads of Terms section). The officers of the Transport Unit advise that a bridge should be incorporated into the later stages of development, following provision of the HQPT mobi hub, the possible relocation of businesses and possibly as part of the redevelopment of the Pomphlett Industrial Estate site as this would be the logical point at which access to such a footbridge would be achieved.

A contribution is also considered to be warranted in order to upgrade the disused rail track between Broxton Drive and The Ride for pedestrian/cycle use. This land is owned by Sustrans who support such an upgrade. Such a route would eventually link to the disused railbridge over the Laira and a clause to secure these works is suggested in accordance with NP01 (28). £310k is the estimated cost of delivering the cycle route between Broxton

Drive and The Ride including a bridge over the CDS car park entrance as well as surfacing and a ramp down to The Ride.

Blackberry Lane is an important connection between the site and existing communities in Plymstock and would probably be used by the new residents at the outset of the development and prior to the provision of the footbridge. This route is steep and narrow and the applicants agree that the route would benefit from re-surfacing and additional lighting. Some lighting already exists here but is obscured by the overgrown trees and bushes bordering the lane. It is suggested that a S106 clause enabling these works to be carried out would be an important requirement and such is suggested in the Table at schedule 7 appendix 7. The officers of the Transport Unit advise that a specification for such works has been produced and should be incorporated into the S106 Agreement.

They also advise that provision of improved footways and pedestrian facilities in the Stentaway Road/Plymstock School area would be beneficial for residents attending this Primary School as the area has substandard footways. A contribution has been agreed with the applicants which would assist that Council implement a scheme to improve conditions for the journey to school and such improvements would accord with policy NP01(28).

Rock Gardens is a disused track which previously provided access to concrete batching plants and quarries that were parts of the larger Plymstock Quarry works complex. The eastern end of Rock Gardens is included within the Application site while the remainder lies outside the Application site and its ownership is currently unknown although it would provide an important link between the site and Billacombe Road. The applicants have provided details of improvement works that might be provided here (Design Codes page 121) and indicate provision of a 4m wide footway which would also benefit from lighting. Connections onto Rock Gardens would be provided by the applicants as part of their on-site development. It is suggested that the Rock Gardens upgrade would particularly benefit the new community and such would accord with policy NP01(28).

It is suggested that a S106 obligation is warranted within Schedule 7 to secure the funding that might deliver it (see appendix 7)

A connection from the development onto the Sustrans owned railtrack bed would also be provided at the South West Corner of the site.

A new pedestrian/cycle link is proposed at The Ride with a new crossing over The Ride linking to the existing cycle route NCN27 on the eastern bank of The Plym linking north to Saltram and the Plym Valley. To the south the route would link to the existing cycle route adjacent to Billacombe Road. It is suggested that the configuration of footpaths in vicinity of the new entrance at The Ride be re-considered to provide more convenient arrangements for users of the recreational spine travelling north along the Plym and pedestrians and cyclists leaving the commercial area to then west of the site. Provision of footways on both sides of the road in this area and adjacent to the proposed

Youth Meeting Space would be beneficial. An extension of the footway on the eastern side of The Ride to the north could be considered as part of the Countryside Park Contribution.

One of the important links that the development site has with adjoining areas is the link with the Pomplett Industrial Estate (PIE). The proposal includes the provision of a temporary car park on part of the applicants development land to reduce the likelihood of vehicular conflict on Broxton Drive pending redevelopment of the Estate. The steps proposed by the applicants to facilitate this redevelopment and the CPO process mentioned in NP02 are addressed in the Employment section.

It is considered that the applicants have responded positively to some of the local concerns of Colesdown Hill residents by phasing the remodelling from west to east with construction traffic initially from the Ride and by reducing the traffic role of the access to Colesdown Hill. It is considered that the applicants have also responded positively to some of the local concerns of English Heritage and the National Trust by reducing the urban footprint of the development away from the registered parkland and by facilitating skyline planting measures to the north of the Eastern Pastures.

It is considered that the applicants have also responded positively to some of the concerns about possible noise pollution from the Chelson Meadow Recycling Centre. A contribution of £300,000 towards the relocation of the noisy bottle bank facility would accord with CS22 (see document 2 schedule 8).

8.7.2 Highways infrastructure on –site

A clear hierarchy of public streets and urban spaces have been indicated for the proposal and are contained in the Design Codes document. Policy NP01(41) requirement is for an extensive 'Home Zone' road layout and designs to reduce speed within non-home zone areas. It is considered that, if carried out in accordance with the Design codes, the development would accords with this principle.

A principal 6m wide road would run east to west through the development and would also serve as the bus route through the site. Parking provision on this main spine road would vary along its length between the provision of parallel bays adjacent to the main carriageway in the western boulevard, perpendicular parking bays in the eastern boulevard section together with vehicular access to parking courtyards. Further east adherence to the Design Codes would enable some parking on the spine road itself which would be acceptable as traffic flows at the west and east of the site would be relatively low and this would allow a form of traffic calming extending the Home Zone principle (NP01(41)). However this would need to be controlled to ensure bus penetration and journey times throughout the site are not compromised. Away from the main spine road parking would be provided in a number of ways through courtyards, on street and dedicated bays.

It is considered that the provision of a bus only access into the residential area from The Ride is warranted because it would allow buses to penetrate the length of the proposed urban area along the spine road- a concept which was supported by local bus operators during workshops in January 2009 when the development layout, and how best to serve the site by public transport, was discussed. The Highways unit advise that the exact method of restricting access by buses would need to be agreed as to whether this is a rising bollard or another simpler and more cost effective form of enforcement with lower maintenance costs. Traffic accessing the proposed workshops at the north western end of the site would not be restricted.

Initially The Ride access would also be used by construction traffic so effective enforcement of this would be required (including the provision and funding of a Traffic Regulation Order).

A suitable bus turning circle would need to be provided in the eastern part of the site. This is proposed to be incorporated into one of the housing blocks in the eastern fields area although this would require an alteration to the Design Code for that block to allow frequent running of buses through the area and avoid impedance by parked vehicles and street furniture etc.

As acknowledged in the TA (section 10.4) many areas of the site are beyond 400m from an existing bus stop. Therefore bus stops should be provided within the Quarry itself to a standard compatible with those being provided on the rest of the corridor including shelters, flags, poles and real time information. Furthermore the gradient of the site and the distance of some of the more peripheral parts of the development restrict access to the public transport services which would be operating through the main hub. It is therefore important that the site is designed to accommodate bus movements within, as well as peripheral to, the Quarry and provide on site facilities to encourage the use of these services. The precise nature and location of the bus stops within the site is not detailed within the Application. A Condition is required to cover this point (see condition 41)

The Schedule of Changes document (3 June 2010) details changes to the Design and Access Statement (page 52) which now confirms that in terms of gradients, the main street/spine road would not exceed a 1.20 gradient while Local Streets would not exceed 1.10. The principal road would also need to have bus stops located along it to maintain walking distance to a bus stop at a maximum distance of 400m (and, preferably a distance of 200m). The bus stops need to have the same characteristics of the bus stop poles and flags as outlined in the Eastern Corridor Bus Stop Strategy. It is considered that a bus stop should be provided in the main square adjacent to the school together with laybys to allow buses to wait off the main carriageway at this point.

It is therefore considered that **modifications** to details of the applicants' submitted layout are warranted and that as this should be reflected in the submission of reserved matter applications these requirements should be addressed by the imposition of suitable clauses or conditions

1. **Bus Lane.** It is suggested that the bus lane on the main access approach would need to be extended back to the Main Square. The Applicant has agreed that this could be provided. An effective high quality bus service route within the site should be provided as set out above and bus priority to overcome the forecast queueing on the exits would be required.
2. A **turning provision for buses** (without reversing) would be required in the Eastern Pastures area. The Applicant has agreed that this could be provided and a turning circle for buses could be provided within one of the blocks at the eastern end of the site. This would require the detailed design of the Home Zone in that area to allow buses to circulate. A suitable turning area would need to be provided as part of phase 1 development to allow buses to penetrate the site to the fullest extent during construction. (Condition suggested)
3. It is questionable whether the **bus gate** as proposed by the applicants for the Broxton Drive exit would actually be beneficial to buses and it is considered that this should not be a requirement. The transport Unit considers that the actual bus priority that this would give would be minimal and the land could more effectively be used by incorporating it into the required HGV turning and parking area adjacent to Broxton Drive. Ultimately extensive bus priority leaving the site should be provided in conjunction with the new access onto Billacombe Road (as point 1 above).

It is considered that these modifications would provide a street pattern that secures a safe and convenient environment to a satisfactory standard in accordance with Policy CS28 and CS34

8.8 Community development and Community website.

Community governance is widely considered an essential element of delivering more sustainable communities.

The engendering of a sense of place, community and neighbourhood identity at Morley Park, largely lies outside the planning process at this early stage, but discussions have taken place with the applicants about ensuring that estate management responsibilities in the S106 assist the process and do not prejudice possible future Community Trust governance arrangements. The development of a neighbourhood Community Website would not hinder and might facilitate a community driven process to eventually take on estate management responsibilities. (See document 2 schedules 10 and 12).

There would need to be a clear commitment in future years to the transfer of sufficient assets to make any Community Trust viable and sustainable. Meanwhile, the applicants intention is to form an Estate Management Company mindful of the applicants responsibilities for a developing community.

8.9 Management/maintenance responsibilities

It is suggested that management arrangements and responsibilities for the proposed Greenspace landscaping and water features ecology, safety fencing and rock stabilisation and local travel plan measures and for the maintenance of street furniture, public realm and public open space, the waste recycling facility, bus gate and emergency access gate, the temporary PIE car park and the Community Website, should be agreed prior to the commencement of development together with a bonded sum to ensure that any failure in such management specifications can be rectified by a third party (See document 2 schedules 10).

The management/maintenance responsibilities are likely to extend over 17 years and are long term. It is considered that the allocation of a bond exceeding £2.6m for securing open space maintenance and management and a bond exceeding £1.3m for securing maintenance and management of safety and rock stabilisation measures is considered to be reasonable and in compliance with the requirements of CS33 (4) provided that a detailed Green Space & Ecology Management Plan is defined and agreed.

These requirements are specified in more detail in document 2 Schedules 2 and 11.

8.10. Drainage and Sewage disposal

Flood Risk Assessment.

The drainage proposals have changed since the original submission and, following agreement with the EA the site would not drain into the Chelson leat, but would drain by a new outfall under The Ride. This would accord with CS21 and CS34.

The applicants submitted a Flood Risk Assessment in support of the planning application and incorporated a Sustainable Urban Drainage System in their proposal in accordance with the requirements of CS21 and NP01. It is suggested that, subject to a condition in respect of surface water management (as suggested by the EA) the applicants have adequately considered flood risk in accordance with CS34 and NP01.

SWW concerns.

SWW have a duty to accommodate foul water flows from this development and have been requesting that detailed S106 obligations be imposed by the lpa for the payment of off-site contributions although it has been aware that the Plymstock Quarry site has been allocated for a major mixed use urban development for many years prior to the adoption of NPAAP in 2007.

Although the applicants' submission is that the LPA do not need to impose conditions/obligation because the issues of water supply and foul drainage are covered under the Water Industry Act it is considered that this is not the complete picture. It is considered that the lpa need to be satisfied that any

material consideration relating to the sewer issues is satisfactorily dealt with and guidance and case law has confirmed that although some issues are dealt with under other legislation it is not unlawful for a lpa to impose conditions/obligations. This would accord with NP01 as it requires applicants to provide for off-site improvements to both water supply and foul drainage systems including the receiving sewage treatment works.

However, it is considered that it is not necessary to go as far as SWW have been requesting with detailed obligations for the payment of contributions. It is suggested that these issues are for Persimmon and SWWA to deal with through the Water Industry legislation and the LPA can deal with its own concerns through conditions, obligations or informatives.

CS34 requires applicants to demonstrate that existing sewage infrastructure capacity is maintained and where necessary enhanced to enable the development to proceed and this requirement (and that of NP01) could be addressed by imposing pre-commencement conditions as suggested by the SWW (see conditions 23 and 24)

The reserved matters must deal with the specific issues covering drainage and set out the requirement for details of that drainage. An informative would request that the appropriate connection request is made to SWWA under the Water Industry Act 1991.

It is considered that , in complying with the suggested conditions the application will accord with Council planning policies CS34 and NP01 and ensure that the development avoids causing pollution and provides no unacceptable impact upon water quality (in accordance with CS 22) .

9. Equalities

The development would cater to young people (the provision of a primary school and school contributions ,play areas and youth meeting points); households (range of dwelling types and tenures, range of amenities with local employment opportunities, local retail, food and drink uses, good cycle/public transport links and extensive network of pedestrian paths /informal recreation links with Billacombe Green, Pomphlett Plantation and Saltram countryside park) and older/ disabled persons- (local health facilities, sitting areas, ramped access pedestrian links, and 20% of residential units built to Lifetime Homes standards).

No negative impacts on any of the equality groups are anticipated. A local bus service, secure cycle storage and easy access to the HQPT mobi-hub should benefit both young and older people by improving accessibility.

10. Conclusion- Importance of Section 106 Obligations

This is a challenging site for redevelopment only 2 miles from the city centre representing the single largest redevelopment site in the far South West. The principle of a large new mixed use neighbourhood here on the City's eastern corridor within this part of Plymouth is established in planning policies that reflect Regional interests.

It is considered that the current planning application for remodelling Plymouth Quarry to provide the Morley Park neighbourhood represents a £280m project which would include infrastructure costs in the order of £61m to prepare the site for development and S106 contributions and obligations totalling £27m.(see Document 3)

The Core Strategy and the North Plymouth AAP provides an appropriate and suitable framework to facilitate the delivery of the new community, including HQPT, not only up to 2016 but also beyond. The documents comprise the relevant Development Plan, are recent and carry full statutory weight. A decision on this planning application should be taken in accordance with the policies and proposals in these documents unless important material considerations indicate otherwise.

Although the scale and location of the development is largely in accordance with the Development Plan and affordable housing is not the highest priority for planning obligations associated with the development of this site, the affordable housing 'offer' has been substantially reduced following viability appraisals and the baseline 'offer' of 12.35% does not align with the affordable housing planning policies. CS15 requirement for at least 30% of the total number of dwellings to be affordable homes is accompanied by the caveat 'subject to viability assessment' and this report explains how a level of provision of up to 25% might be achieved to provide 421 affordable dwellings. However, in the absence of certainty over the extent of the economic growth in future years and uncertainty over the longer term availability of public funding, the current proposal could be said to guarantee only a small baseline level of affordable housing over the whole of the development but with 17% in phases 1 and 17% in phase 2 with an incentive for there to be an early start on site.

The current proposed development would deliver fair and reasonable contributions to HQPT and to provision of a range of community facilities as detailed in this report (including employment opportunities, new primary school and health care facilities and extensive areas of informal open space). The proposal has evolved over a number of years in partnership with a wide array of stakeholders, interest groups, service providers and community representatives and amendments have been warranted in the face of the recent economic downturn in an attempt to secure improved viability in a number of ways including by phased development and an affordable housing

mechanism. Nevertheless a proposed development that would depart markedly from local planning policies and would not properly address the needs for delivering community benefits and mitigating adequately for its likely impacts would warrant a recommendation for refusal as the lpa should not be unduly influenced by an unviable development that may currently be the subject of a temporary economic downturn.

However, it is considered that the nature and scale of the applicants' proposed development would, if implemented and phased in accordance with the applicants' latest submission and the requirements of an essential S106 agreement as suggested in Document 2, be largely in accordance with the Council's Core Strategy (including Area Vision 8) and NPAAP planning policies (including NP01) for the site and the area. It is considered that the proposed S106 Heads are fundamental to this recommendation of approval.

The Community Infrastructure Levy Regulations 2010 now provide a legal test whereby it is unlawful for a planning obligation to be taken into account unless it satisfies the tests in Regulation 122. These are essentially the existing policy tests in Circ. 5/05 but now found in a legal straightjacket. The obligations are necessary to make the development acceptable in planning terms, they are directly related to the development. and they are fairly and reasonably related in scale and kind to the development.

The requirements in the proposed S106 Heads are considered to be fair and reasonable and relevant and all the requirements are essential to the delivery of a scheme that would largely accord with local planning framework documents –the recently adopted Core Strategy and local NPAAP. The proposal is only considered to merit a recommendation of approval if the applicants agree to carry out the development in accordance with the suggested conditions and S106 clauses relating to the suggested S106 Heads of Terms.

The suggested planning conditions are proposed to complement rather than duplicate the proposed S.106 legal agreement clauses and are attached at Document 1. An update may have to be given at your meeting as an amendment to one of the conditions may be imposed by the Highways Agency.

It is by no means unusual for lengthy discussions to take place on securing meaningful S.106 clauses on major, regionally significant, applications of this nature. It is considered that the proposed Heads of Terms are clear but the details need to be finalised by planning lawyers in the normal way.

To ensure that further discussions on the S.106 did not become protracted, whilst allowing sufficient time to resolve a complex agreement, it is suggested that a period of 6 months is adequate to enable a decision to be issued reflecting the Committee's requirements.