ITEM: 05

Application Number: 10/02065/OUT

Applicant: Barratt Homes

Description of

Application: erection of 26 houses and 5 flats and the erection of a

community hub building with mixed uses including multi-use community hall, retail, nursery and office space with 58 flats above and public open space (demolition of existing buildings including school, flats

Outline application (all matters reserved) for the

and associated garages)

Type of Application: Outline Application

Site Address: NORTH PROSPECT, FOLIOT ROAD PLYMOUTH

Ward: Ham

Valid Date of 26/11/2010

Application:

8/13 Week Date: 25/02/2011

Decision Category: Major Application

Case Officer: Carly Francis

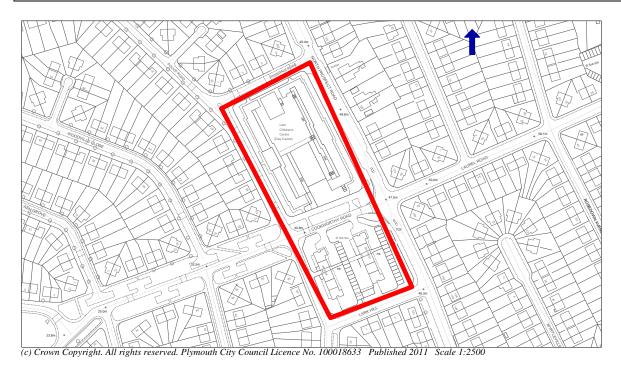
Recommendation: Grant conditionally subject to S106 Obligation, to be

signed by 21st Feb 2011

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Documents:

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OFFICERS REPORT

Site Description

This site is currently made up of the former North Prospect Primary School and three blocks of flats. This site straddles Cookworthy Road and provides a developable area of 1.14 hectares / 2.82 acres.

The school building is a combination of single and two storey located on the northern section of what will be Phase 1B. This building is currently utilised for police training and local community facilities. The building itself is unusual for the area as it is a brick building with a slate roof.

The southern part of the site which is currently segregated by Cookworthy Road has two blocks of flats, which step with the topography and are four storeys in height. These buildings are flat roofed and appear to date from the 1960s. This area of the site features dramatic level differences with a floor levels difference between each of the buildings.

Proposal Description

Outline application (all matters reserved) for the erection of 26 houses and 5 flats and the erection of a community hub building with mixed uses including multi-use community hall, retail, nursery and office space with 58 flats above and public open space (demolition of existing buildings including school, flats and associated garages).

Relevant Planning History

Nil.

Consultation Responses

Highway Authority- no objections raised however recommend that conditions regarding street details, road alignment and drainage, completion of roads and footways, access for contractors and cycle provision, a code of practice during construction, highway improvements, a staff travel plan and highway extinguishment be attached to any grant of planning permission.

Highway Agency- The Highways Agency (HA) currently directs that planning permission not be granted for 6 months from 7 January 2011 to allow the applicant to provide additional information which will enable the HA to fully assess the impact of the proposed development on the A38. The Direction has been placed due to a lack of time to review information, specifically the Strategic Transport Assessment which forms a basis for the Phase 1 Transport Assessment findings. The developers consultants are currently liaising with the HA to remove this Holding Direction, the HA have indicated that they will be working to remove the Holding Direction prior to the application going to Planning Committee on 10 February 2011. An update shall be provided by addendum.

Public Protection Service- no objections, however recommend that conditions regarding a code of construction and land quality assessment be attached to any grant of planning permission.

Housing Strategy Department- no objections.

Environment Agency- no objections but recommend that conditions relating to a land quality assessment and surface water management be attached to any grant of planning permission.

Parks Services- no objections but seek a contribution to improve local parks.

Education Department- request a contribution towards primary school provision.

The Education Department comment that this development lies within the South West locality, which has been identified as one of the localities with the fastest growing Primary school population. Three Primary schools surround the development, Pennycross Primary, Western Mill Primary and Mayflower Primary. Both Pennycross and Western Mill have around 6% surplus capacity and Mayflower is currently oversubscribed.

Pupil numbers in Pennycross and Western Mill are rising and the Education Department predict that they will be full within the next two years.

By next year schools within the area will be oversubscribed and any additional housing will generate more children that will need to be accommodated within these schools. Therefore the Education Department are seeking a Section 106 contribution of £96,579 for Primary Education This figure is requested jointly between phases 1A and B. Education are not requesting any contribution for Secondary Education at the present time.

South West Water- no objection; however ask the applicant to note that public sewers lie within the site and that their diversion will be required as a part of the redevelopment.

Devon Fire and Rescue- no comments received.

Westcountry Ambulance Service- no comments received.

British Gas- no comments received.

Public Rights of Way Officer- no comments received.

Police Architectural Liaison Officer- no objections, having been fully consulted at the pre-application stage, Devon and Cornwall Constabulary support this application.

Health and Safety Executive- no objections.

Representations

Nil.

Analysis

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

This is an outline planning application with all matters left reserved. The purpose of this application is therefore to determine if the principle of the proposed development is acceptable. It is important to ensure however that the principles of the design, layout, scale, landscaping and appearance are set at this stage to comply with legislation and provide the parameters for the detailed scheme to follow with the applications for reserved matters. It is also essential to establish the number and scale of the buildings/ dwellings that the site could accommodate to provide the basis for the tariff and section 106 agreement.

The main policies relevant to this planning application are CS01. CS02, CS03, CS04, CS08, CS12, CS15, CS16, CS18, CS19, CS20, CS21, CS22, CS28, CS30, CS31, CS32, CS33 and CS34 of the adopted Core Strategy, the Planning Obligations and Affordable Housing SPD, and the North Prospect Sustainable Neighbourhoods Assessment (2005). National Guidance that is of relevance includes PPG13, PPS1, PPS3, PPS 22 and PPS23.

This application did form the subject of pre-application discussions, which are continuing in order to work up detailed proposals for the reserved matters application.

There are two main elements to this proposal. The first is a new community hub at the junction of Cookworthy Road and North Prospect Road which will create a new heart for the regeneration area. The community hub adds both community and commercial facilities to the area and will also create a new civic square to provide much needed open space to local residents. The new community hub would be complimented by a strong connection to the Mayflower Community School created through the new layout in Phase 1A. Flats are proposed above the hub.

The second element is housing. Housing is proposed in the area where North Prospect School is currently located. 26 houses and 5 flats are proposed in this area.

The principle of this proposal is deemed acceptable. The school building is no longer in use as school and the flats currently on site are run down and offer

poor visual amenity. A community is hub is considered vital to the regeneration of North Prospect in order to provide facilities for the community that are currently lacking. It will create a much needed neighbourhood centre in North Prospect with a sustainable mix of uses. The indicative plans suggest that the scheme integrates well with adjacent streets and will create a new permeable lower street parallel to North Prospect Road. The principle of housing is also deemed acceptable in helping to meet housing demand and to replace the poor quality buildings currently on site.

Although only an indicative layout a key aim is to provide a 'green gateway' from the hub down to Cookworthy Green. This meets a need identified in the North Prospect Sustainable Neighbourhoods Assessment (SNA) which is the need to improve quality and links to the existing green spaces in North Prospect. This will be achieved by the part closure of Cookworthy Road to facilitate a new square and public open space. Alternative proposals for accessing the remainder of Cookworthy Road are for cars to turn off North Prospect at the previous junction to the south onto Lark Hill.

The Hub Uses

The hub uses proposed include:

Shared Space Including Village Hall, One Stop Reception and Display Areathis will be the area for main community activity offering meeting and activity space including a hall for events, classes, meetings, films, etc.

PCH Regeneration Offices – This will be an office for the Plymouth Community Homes team delivering the regeneration of North Prospect. This office may be open to the public.

PCH Housing Management Office – This will be Plymouth Community Homes housing management office base for the north of Plymouth and it will be open to the public.

Sure Start Shop- this will be open to the public to provide benefits, debt advice, etc, and services to families in the area with pre-school children.

Community Learning- North Prospect Community Learning is currently based in the former primary school and offers formal computer learning services to local people on benefits, it runs skills registers, etc, working in conjunction with other agencies.

It is also intended that the uses currently found in the Halcyon Centre be relocated here. The Halcyon Centre is run by the Methodist Church and provides, among other community services, informal community learning (e.g. 'Silver Surfer' classes)

3 Retail Units- this will provide commercial activity along North Prospect Road.

Nursery- the North Prospect SNA concludes that North Prospect lacks certain facilities such as a crèche so this use is supported. Day care will be provided for around 30 children from 4 months to 4 years.

Healthy Futures and Public Health Nursing- this will be an office base for Health Visitors.

Library- Library Services are keen to relocate to the hub from the current building in Greatlands Crescent.

These proposed uses would be successful in creating a new centre for North Prospect, they would provide a range of facilities for the community and the mix of uses would be successful in creating a new focal point for the area. The Sustainable Neighbourhood Assessment suggests considering ways to increase employment opportunities within North Prospect, introducing the uses described above will assist in this.

Public Open Space

The indicative plan shows a public amenity space between the hub buildings. It is proposed that this be an open area facing North Prospect Road. It is intended to be a multipurpose usable space with a high quality paved area that will be framed by tree and low shrub planting. The vision is that the level change across the site will be accommodated with a ramp with stepped access down to street level along Foliot Road. Views will be maintained across the upper levels, framed by the new tree planting. This will meet a need identified in the North Prospect SNA which suggests looking at the creation of public spaces with seating etc; for meeting and socializing, particularly at local or neighbourhood centres. There are very few open amenity areas/ play spaces within North Prospect. Due to this public open space as part of the hub development has been strongly encouraged during pre-application discussions and therefore the Local Planning Authority are pleased that this forms part of the proposals.

The North Prospect SNA also suggests considering ways to provide play facilities. The intention is to also provide play space in association with the nursery and play space open to the public, such proposals are supported and are an important part of the hub development.

Ecology and Biodiversity

The applicant has submitted an Extended Phase 1 Habitat Survey, along with surveys for bats, reptiles and nesting birds. The habitats identified on site include amenity and species poor semi-improved grassland, introduced shrub, dense scrub and scattered trees. The longer grassland on site is suitable for reptiles and a number of trees have features which are suitable for roosting bats and nesting birds, Japanese knotweed is present along the peripheries of the former North Prospect Primary School. An Ecological Mitigation and Enhancement Strategy was also submitted with the application. Mitigation and enhancement measures proposed in this strategy include employing specific working methods so that reptiles can be safely relocated; the installation of bat and bird boxes and employing certain working methods in clearing the site

and rebuilding. These mitigation and enhancement measures are supported however part of this strategy includes the need to relocate reptiles to Ham Woods (PCC land). As a consequence a contribution is sought to manage Ham Woods, a sum of £15,000 (£3,000 over 5 years) is required to do this. This figure is a joint sum for Phase 1a and Phase 1b and therefore shall be tied into these applications through the S106 agreement. The applicant has demonstrated biodiversity net gain in the Mitigation and Enhancement Strategy and providing management proposals are out in place to mitigate the impact on Ham Woods, the proposal is deemed to accord with Policy CS19.

Sustainability

Policy CS20 requires the development to off-set a minimum of 15% of the carbon emissions for which the development is responsible by on-site renewable energy production methods. It is intended that the proposal will meet the aims of Policy CS20. The main ways of achieving this will be through the use of photovoltaics, photovoltaic's combined with a gas combined heat and power and biomass boilers combined with gas boilers. Further details will be expected in the reserved matters application.

It is also proposed that all new affordable units are to be built to Sustainable Homes Code Level 4, subject to development viability.

Building for Life

A building for life assessment has also been conducted based on the information supplied in this outline application. Building for Life promotes design excellence and celebrates best practice in the house building industry. Good quality housing design can improve social wellbeing and quality of life by reducing crime, improving public health, easing transport problems and increasing property values. It is therefore useful to know the outcome of such an assessment. The scheme as indicated scores well with 15.5 out of 20. This is considered silver standard and very close to gold standard which requires 16 points. This is commended and it is hoped that this standard can be achieved in working up the detailed plans for the reserved matters application.

Transport considerations

A Strategic Transport Assessment (TA) has been produced for the full North Prospect regeneration area and has been submitted as background information with this application. It sets out a strategy for the wider proposals of the area so that any implications to the highway network can be established. A separate TA has been produced in support of this application which draws down relevant information and strategic views and objectives from the strategic TA.

In order to facilitate the development the developer is required to extinguish the highway rights over the part of Cookworthy Road between its junction with Foliot Road and North Prospect Road. This road currently provides access to Lark Hill flats and the former primary school site. The Highway Authority has no objections to the extinguishment of highway in principle, to facilitate this development, but advise the applicant that each property must be vacant before any order can be supported.

Details of the internal layout of the site will be determined within a future reserved matters application, however the main access to the site as shown is deemed acceptable. The applicant should ensure that any access points are fully accessible for their intended purpose. Appropriate vehicle TRACKING plots will be expected to ensure that refuse and servicing / delivery vehicles can access required areas. These details will form part of any reserved matters planning application.

The stopping up of Cookworthy Road (part) will enable the developer to provide a public realm area with play space and a civic square. A series of ramps and steps will be provided to overcome changes in levels whilst providing pedestrian friendly linkage across the site. Details of such will be required within the reserved matters application. The proposed community hub will act as a destination for local residents and also pass-by trips. Presently North Prospect Road acts as a physical barrier between the residential areas on either side and it is therefore important to improve pedestrian connectivity across this road. The applicant has indicated some indicative highway improvements to the road, which incorporates removing of the mini roundabout as a result of the stopping up of Cookworthy Road (in part). This will change the junction from a 4-arm roundabout to a simple priority junction with Laurel Road. These alterations will improve capacity of the junction, albeit capacity was not a real concern. The roundabout acts as a speed reducing feature to enforce the 20mph zone. Its removal is acceptable but it must be replaced with new features within the highway to retain the speed limit.

The public realm of North Prospect Road will be enhanced with on-street parking, improved pedestrian crossings and bus stop upgrades, where required. The over-riding aim is to reduce street clutter (such a railings and signs) on the network to break down any barriers across the road. Any such works will be subject to a Section 278 agreement, Highways Act 1980, and the exact details can be subject to a negative condition. Any design requires full road safety auditing and the scheme should be completed to an agreed level prior to first occupation within phase 1B.

With the future stopping up of Cookworthy Road (part) the 20mph zone limit is moved further along North Prospect Road to form a gateway feature nearer Lark Hill as shown on the drawing. At the northern end of the scheme, at the junction of Ham Drive, the 20mph should be moved to the northern side of Floyd Close, again to form a gateway feature. As above details can be agreed in due course following a Grampian condition. Phase 1A will provide part of the scheme in accordance with a schedule to be agreed. Due to the closure of Cookworthy Road (part) traffic from Foliot Road will be diverted through Lark Hill and Overdale Road. Overdale Road is currently one-way and it is proposed to change this to enable two-way flow. Works are likely to be required to facilitate increased width of the carriageway, to account for private drive access points and two-way flow. Furthermore works will be required at the junction of Cookworthy Road and Foliot Road to change priorities and provide pedestrian facilities. Again any works within the highway will be

subject to a Section 278 agreement and details should be submitted to and approved in writing by the Highway Authority. The highway authority recommend that a grampian condition relating to works on the Highway, be attached to any grant of consent. Details in relation to the provision of car parking will be required and should conform to the principles set out within both the strategic and phase 1 TA's, as should cycle provision. The developer has submitted a Travel Plan to encourage non-car based travel. This will be in force for residents and any occupants or staff of the community uses alike and will be subject to planning condition.

Phase 1 as a whole is required to contribute £50k to enable signal upgrades on Outland Road. This will increase efficiency of the network and free up capacity, thus mitigating against the increased demand on the network from the development. Linked Section 106 agreements, between phases 1A and 1B are being drafted to secure this contribution. The developer can have the choice to pay the full amount in Phase 1A or split the cost to £30k for phase 1A and £20k for this application. It should be noted that this is required as a result of a direct impact from phase 1 traffic on the network.

Subject to the following conditions the Transport Service raise no objections to the proposal. In summary the applicant must contribute financially towards signal improvements on Outland to mitigate against associated traffic impacts from the development. The improvements to North Prospect Road must be agreed in accordance with Road Safety Audits to provide a 20mph zone scheme with enhanced pedestrian facilities towards local destinations, both existing and future phase 1B provisions, whilst maintaining the function of this important bus route and distributor road. If planning permission is granted the Highway Authority will give support for the required extinguishment of highway, namely Cookworthy Road (part) to facilitate the development once all land is transferred to the developer. With these conditions the proposal is considered to accord with Policy CS28.

Housing policy

The principle of housing is acceptable and the tenure mix proposed deemed appropriate. The applicant intends to provide 49 social rent units, 10 new build home buy, 8 shared equity and 22 open market sale. This equates to a total of 59 affordable units and 30 non affordable. This will comply with policy CS15 in providing more than the 30% target for affordable housing.

The long term aim in regenerating North Prospect is to change the tenure mix to 50/50% mix; this is stated in the Spatial Strategy document for North Prospect. Although this phase in isolation does not achieve this, the housing mix has been improved in this application and an acceptable overall mix is proposed for the whole of phase 1. The mix of phases both 1A and 1B is 59% affordable 41% non-affordable. The first phase therefore goes some way towards addressing the dominance of affordable units in North Prospect and it is intended that the next phases of redevelopment will address this imbalance further. The Housing Strategy Team are therefore happy to support this proposal having regard to the need to help achieve value on the site and given the longer term aspirations.

The distribution of the tenure types is shown on the indicative plans and although this may change in the reserved matters application, the Housing Strategy Team is supportive of the distribution as shown.

Some concern was initially had regarding the dominance of social rented units on the southern part of the community hub complex, where the indicative plan shows that 35 Social Rent units will be accessed from a single entrance point, along with another 5 New Build Home Buy units. The housing is indicated however as being sheltered housing for older people and therefore clustering of this type of housing is not deemed inappropriate and accords with the 'Planning Obligations and Affordable Housing' SPD.

The number and type of units to the north of the community hub is considered to be acceptable. This indicates 22 open market sale houses and 4 social rent houses. Again it is important to note however that this distribution may change under the reserved matters application.

The details of the housing proposed such as the exact location of the different tenure types will be determined in the reserved matters application; however the North Prospect SNA proposes that new development should provide a mix of residential types and new housing should be primarily high density to increase population size. The proposals are successful in achieving this and accord with policy CS15.

Noise Assessment

There are two possible sources of noise proposed within the hub. The first being any required plant. This will be located to minimise the number of adjacent uses and will be insulated to protect any noise leakage. The outline proposals indicate that the plant rooms will be located in the basement although this will be developed in the subsequent reserved matters application.

The secondary element to noise control will be through the management of the uses within the hub with noise generating uses in the community hall, children's centre and other uses taking place at times when they will not disrupt surrounding development. This is facilitated by the access from the central square which will minimise the disturbance to surrounding homes.

The proposals are therefore being developed with the impact on surrounding residents as a key consideration.

Section 106 Obligations

A planning obligation is required to mitigate the impacts of the development. Impacts will arise in the following areas:-

Primary schools. The development provides for family accommodation which will generate a demand for school places. The Council's Children's Services have provided evidence that there is likely to be a deficiency of school places

in the locality from 2012 given projected population growth. The estimated cost of mitigating this impact is £48,049.

Health. There are no capacity problems in terms of health provision in this area and therefore no mitigation is sought.

Libraries. Library Services advise that development in this area will generate a pressure on existing library facilities which are already in need of additional capital investment as a result of the cumulative impact of population growth. The estimated cost of mitigating this impact is £3,960. This impact is more than addressed through the community hub.

Playing Pitches. The development is in a location that is deficient in terms of access to playing pitches. There is therefore an impact on infrastructure requirement that arises as a result of the development, namely the provision of improved access to playing pitches. The estimated cost of mitigating this impact is £20,569.

Local green space. By reason of the increased population facilitated by the development, it will contribute to the cumulative impact on existing local green space, most specifically an additional pressure on its management. The estimated cost of mitigating this impact is £11,339.

Local play space. By reason of the increased population facilitated by the development, it will contribute to the cumulative impact on existing play facilities, most specifically an additional pressure on its management. The estimated cost of mitigating this impact is £8,115.

Strategic green space. By reason of the increased population facilitated by the development, it will contribute to the cumulative impact of development on the quality of environmental sites protected by legislation, particularly through increased recreational demands. The Council has a legal obligation through the Habitats Regulations Assessment of the LDF Core Strategy and relevant Development Plan Documents to seek mitigation for such cumulative impacts. The estimated cost of mitigating this impact is £25,291.

European Marine Site. By reason of the increased population facilitated by the development, it will contribute to the cumulative impact of development on the environmental quality of European Marine Site particularly through increased recreational demands. The Council has an obligation through the Habitats Regulations Assessment of the LDF Core Strategy and relevant Development Plan Documents to seek mitigation for such cumulative impacts. The estimated cost of mitigating this impact is £599.

Strategic sports facilities. By reason of the increased population facilitated by the development and the increased demand for use of sports facilities, it will contribute to the cumulative impact of development on the city's sports infrastructure. The estimated cost of mitigating this impact is £16,160.

Strategic transport. By reason of the increased population facilitated by the development and the increased demand for journeys, it will contribute to the cumulative impact of development on the city's strategic transport infrastructure. This will bring the likelihood of increased congestion and pollution unless there is adequate mitigation. The estimated cost of mitigating this impact is £101,939.

Strategic public realm. By reason of the increased population facilitated by the development, it will contribute to the cumulative impact of development on the City Centre's public realm. This is because there will be a greater level use of the City Centre which itself generates extra pressure on the existing infrastructure. The estimated cost of mitigating this impact is £1,924.

The total figure for Phase 1b is therefore £237,946. In addition the management fee is £7,851 to be used to meet the Council's costs in administering and monitoring implementation of the Section 106 Agreement.

A negotiated element has also been sought, £50,000 has been requested for off site highway improvements (signal improvements at Outland Road) and £15,000 towards the management of Ham woods following the relocation of reptiles.

The applicant has indicated that they wish to have the application considered under the Council's Market Recovery Scheme, and are prepared to accept the terms of that provision to make a substantive start on site within 2 years. A viability assessment has been submitted which demonstrates that even with a 50% reduction of tariff contributions the development will be unviable. This is in large part due to the fact that the development will provide a community hub, which itself partly addresses impacts but also provides other major regeneration benefits. The applicant has therefore presented a case for a more substantial relaxation of tariff contributions, seeking to demonstrate the benefits the scheme and how they intend to mitigate the impacts of development. The applicant has considered the impact of this proposal together with the impacts of Phase 1b.

The total sum to mitigate the development for both Phase 1a and Phase 1b is £554,356 (see application for Phase 1a for breakdown) with a 50% reduction under the market recovery scheme a sum of £277,178.

OFFER BEING MADE BY THE APPLICANT

After negotiating with the developer from a point of zero contributions being offered to off-set the impacts the applicant is now offering the following contributions for both Phase 1A and 1B. The sum expected if the full market recovery contribution was paid for each of these areas with phase 1 and b combined is given at the end of each section.

Local Infrastructure Schools

The Plymouth Planning Obligations Evidence Base sets out a mechanism for calculating the tariff for schools and relates entirely to early years and primary places as there is there is not a capacity issue at secondary level. The tariff is based on the pupil product ratio per dwelling applied to two, three and four bedroomed homes.

The Community Hub which will form part of Phase 1B of the scheme will provide a new LARK Children Centre at an estimated cost of £550,000. This clearly relates directly to Early Years education and as such makes a significant over-provision to this element of the tariff. Notwithstanding this the applicants have offered the sum of £10,000 to mitigate the impact on primary school provision.

A sum of £51,894 will be sought to mitigate development under the market recovery scheme if the LARK Children's Centre is not provided as part of Phase 1B.

Health

The Community Hub will provide 100sq.m. of space dedicated to public health nursing and Healthy Futures at a cost of over £100,000. There is no significant shortfall in capacity in this area and therefore no tariff is sought.

Libraries

The Community Hub will provide a new library at a cost of over £300,000; the tariff is therefore not required to provide mitigation providing the library is delivered. A sum of £5,082 will be sought to mitigate development under the market recovery scheme if a new library is not provided as part of Phase 1B.

Green Space

The new square at the heart of the hub will provide up to 1000 sq.m. of level, car free public open space at the heart of the community. To accommodate parking and the dramatic level changes in this part of the site, over 2000 sq.m. of public realm will be provided in total to the new community hub. This is supplemented by 1000 sq.m. of incidental public open spaces within Phase 1A which provide visual amenity as well as distinctive areas of arrival and character.

The inclusion of smaller green spaces at the heart of the scheme enables opportunities for play and informal interaction by residents. Given the over-provision of other local elements of the tariff, the applicant considers that this is sufficient to mitigate the effects of the development on a local level.

In addition £26,357 has recently been spent by the applicant on the provision of play equipment at Titchey Park.

A sum of £14,817 will be sought to mitigate development under the market recovery scheme if the public open space is not provided as part of Phase 1B.

Children's' Play Space

The Community Hub will provide a new private children's play area as part of the Children's Centre together with a public play area in the central courtyard. This is considered to offset the impact and therefore it seems reasonable that no tariff be paid in respect of this item. A sum of £9,788 would be sought to mitigate development under the market recovery scheme if the children's play space is not delivered as part of Phase 1B.

Playing pitches

The applicant is prepared to offer the sum of £10,000 in respect of this item instead of a sum of £26,877 that would normally be sought to mitigate development under the market recovery scheme.

Strategic Infrastructure

Greenspace

A bio-diversity contribution of £15,000 for management of Ham Woods will contribute towards mitigating the effects of this development on the strategic area. Instead of the sum of £33,041 that would normally be sought to mitigate development under the market recovery scheme.

European Marine Site

The applicant is prepared to offer the sum of £750 instead of the sum of £781 that would normally be sought to mitigate development under the market recovery scheme.

Sports facilities

The applicant is prepared to offer the sum of £10,000 instead of the sum of £21,119 that would normally be sought to mitigate development under the market recovery scheme.

Public realm

The applicant is prepared to offer the sum of £1500 instead of the sum of £2517 that would normally be sought to mitigate development under the market recovery scheme.

Transport

The £50,000 negotiated element that the applicant has agreed to pay is deemed acceptable by the Highway Authority, given the overriding benefits of the scheme. An additional sum of £111,264 would normally have been sought to mitigate development under the market recovery scheme.

Summary table for Phases 1A and 1B:

	Full Tariff (£'s)	Tariff Required under market recovery (£'s)	Offer made by applicant (£'s)	Reason for variation
Local Infrastructure				
Schools	103,787	51,894	10,000	Provision of LARK Children Centre in hub
Health	0	0	0	Provision of public health nursing and healthy futures in hub
Libraries	10,164	5082	0	Library proposed in hub
Green space	29,633	14,817	0	Incidental public open space proposed in 1A and hub
Children's play space	19,576	9,788	0	Children's playspace provided in hub
Playing pitches	53,754	26,877	10,000	Not affordable due to viability
Strategic Infrastructure				
Green space	66,082	33,041	15,000	Not affordable due to viability.
European Marine Site	1561	781	750	Not affordable due to viability
Sports facilities	42,238	21,119	10,000	Not affordable due to viability
Public realm	5,033	2,517	1,500	Not affordable due to viability
Transport	222,528	111,264	0	Not affordable due to viability. £50,000 being paid as negotiated element.
TOTAL	554,356	277,178	47,250	

The appellant also makes that case that the Council's adopted Planning Obligations and Affordable Housing SPD First Review 2010 states that 'Providing better and more affordable housing is a priority for the Council and this is what this scheme is intending to achieve. Adopted Core Strategy policy (CS15) states that 30% of dwellings in new schemes should be affordable homes. The Market Recovery Scheme (MRS) states that a reduction of up to 50% of the full affordable housing requirement may be considered. This scheme will in fact provide 62% affordable housing, more than double normal policy and four times what would be required under the MRS. The cost of this to PCH in terms of potential lost housing revenue is significant. The applicant

argues that as delivery of affordable housing is stated to be a priority this is a significant benefit to the community which justifies mitigation of some of the other tariff elements and will be lost if the scheme does not proceed.

The applicant also argues that under Regulation 122 of the Community Infrastructure Levy Regulations 2010, planning obligations should be used to make development acceptable which would otherwise be unacceptable in planning terms. Because of the major community benefits arising from this scheme, in particular the significant contribution towards achieving the Council's priority objective of providing better and more affordable housing, the significant deficit which PCH will have to bear in order to achieve this and the over-provision of certain community elements at the Community Hub it is considered that the development would be acceptable in planning terms. It is also clear from the viability studies that have been carried out that the scheme is not viable in a normal commercial sense and as such is not capable of financially supporting any additional tariff contributions.

Having taken into account the above proposals it is clear that while the applicant has presented some valuable evidence to demonstrate how some impacts will be mitigated against, it is not possible to mitigate the impact in all areas due to the viability gap. The question that therefore needs to be asked is, if the overall benefit of providing this new housing and the community hub outweigh the impacts.

PROPOSED WAY FORWARD WITH REGARD TO S106 OBLIGATIONS FOR BOTH PHASE 1A & 1B

The Planning Service have considered this in depth and have concluded that on balance the benefits of these proposals do outweigh the local and strategic impacts; they offer benefits not only to the local community but also to the wider area. It is however considered that the contribution offered should be prioritised, so that the money is spent where the most significant impact would be had. In the opinion of the Local Planning Authority the most significant impact would be on responding to the impacts primary school provision given the substantial capacity problems in this area, as well as addressing our legal obligations in relation to impacts on the European Marine Site. Other areas will face impacts, but the scheme does provide partial mitigation (in the case of transport, through the Negotiated Element) or mitigation will be able to be addressed through subsequent phases of development. In relation to the biodiversity impacts, it is considered that this can be effectively dealt with through planning conditions rather than a separate financial contribution.

The level of tariff contributions are therefore accepted on the condition that if the stated hub uses are not delivered, the applicant will have to pay the full market delivery tariff.

The following Heads of Terms are therefore proposed, each of which have been tested against Regulation 122 of the Community Infrastructure Levy Regulations 2010, to enable appropriate mitigation of the impacts identified above:

- i. Local schools tariff: £46,469, to be allocated to the provision of additional school places within the North Prospect locality.
- ii. European Marine Site. £781 to be allocated to appropriate management measures for the Tamar Estuaries as set out in the Tamar Estuaries Management Plan.
- iii. £50,000 for off site highway improvements (signal improvements at Outland Road)
- iv. Planning Obligations Management Fee. £20,705, to be used to meet the Council's costs in administering and monitoring implementation of the Section 106 Agreement.

It is also important to note that a clause will be tied into the S106 agreements for both Phase 1A and 1B that if the hub is not delivered in accordance with a phasing programme to be agreed by the Planning Service then the applicant will be expected to pay the full market recovery tariff of £277,178. This will ensure that the hub is delivered within a reasonable period or that the full market recovery tariff is paid. A series of trigger points shall be agreed in the S106 agreement for delivery of the hub or payment of the tariff.

Equalities & Diversities issues

Policy CS15 requires that 20% of all new dwellings for Plymouth shall be constructed to Lifetime Homes Standards. Lifetime homes allows for the 'future proofing' of all new dwellings and should be considered desirable in all cases. The applicant has indicated that the aim will be to make as may properties as possible lifetime home compliant however details of this shall be gained at the reserved matters stage to ensure that they meet the 20% target given in Policy CS15.

Conclusions

The principle of this development is deemed acceptable and the layout, scale, appearance and landscaping associated with the indicative plans provided is supported. The proposal for a new community hub at the junction of Cookworthy Road and North Prospect Road will create a new heart for the regeneration area. The community hub adds both community and commercial facilities to the area and will also create a new civic square to provide much needed open space to local residents. The proposal includes new homes in a wider variety of size and tenure to create greater diversity of accommodation which will both better meet the needs of the existing community and encourage investment in the area. These homes will be better for the environment with sustainability measures incorporated into their design.

Despite viability issues preventing the applicant from being able to meet the full tariff contributions, the applicant has provided information to suggest that the main impacts of the development can be mitigated against and have

argued that for those that can not be, the overriding benefits provided by both Phase 1A and B far outweigh these impacts.

The proposal is an instrumental part of North Prospect's Regeneration and therefore it is recommended that outline consent be granted subject to the signing of the S106 agreement with delegated authority to refuse if not signed by 21st February 2011.

Recommendation

In respect of the application dated **26/11/2010** and the submitted drawings, **001**, it is recommended to: **Grant conditionally subject to S106 Obligation**

Conditions

PLAN NUMBERS

(1) The development hereby permitted shall be carried out in accordance with the following approved plans: NPP AL02 502 C, NPP AL02 010 B, NPP AL02 013 E, NPP AL02 503 and accompanying Design and Access Statement

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

APPROVAL OF RESERVED MATTERS

(2) Approval of the details of access, appearance, landscaping, layout, and scale (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason:

Application was made in outline only under Section 92 of the Town and Country Planning Act and approval of the details specified is still required.

SUBMISSION OF RESERVED MATTERS

(3) Plans and particulars of the reserved matters referred to in condition 2 above, relating to the access, appearance, landscaping, layout, and scale shall be submitted in writing to the Local Planning Authority and shall be carried out as approved.

Reason:

Application was made in outline only under Section 92 of the Town and Country Planning Act and approval of the details specified is still required.

TIME LIMIT FOR SUBMISSION

(4) Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990.

TIME LIMIT FOR COMMENCEMENT

(5)The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990 and Section 51 of the Planning and Compulsory Purchase Act 2004.

LAND QUALITY

(6) Unless otherwise agreed in writing by the Local Planning Authority, the development hereby approved (other than that required to be carried out as part of an approved scheme of remediation) shall not commence until conditions 7 to 10 have been complied with. If unexpected contamination is found after the development hereby approved has commenced, development shall be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until condition 6 has been complied with in relation to that contamination.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the use can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SITE CHARACTERISATION

- (7) An investigation and risk assessment, in addition to any assessment provided with the planning application, shall be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment shall be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings shall include:
- (i) a survey of the extent, scale and nature of contamination;
- (ii) an assessment of the potential risks to:
- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s). This shall be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SUBMISSION OF REMEDIATION SCHEME

(8) A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2206-2021) 2007.

IMPLEMENTATION OF APPROVED REMEDIATION SCHEME

(9) The approved remediation scheme shall be carried out in accordance with its terms prior to the commencement of the development hereby approved, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority shall be given two weeks written notification of commencement of the remediation scheme works. Following completion of measures identified in the approved remediation scheme, a verification report (referred to in PPS23 as a validation report) that demonstrates the effectiveness of the remediation carried out shall be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

REPORTING OF UNEXPECTED CONTAMINATION

(10) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition 7, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 8, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 9.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CODE OF PRACTICE

(11) Prior to the commencement of the development hereby approved, a detailed management plan for the construction phase of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the management plan.

Reason:

To protect the residential and general amenity of the area from any harmfully polluting effects during construction works and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SURFACE WATER MANAGEMENT

- (12) No development approved by this permission shall be commenced until details of a scheme for the provision of surface water management has been submitted to and approved in writing by the Local Planning Authority. The details shall include:-
- details of the drainage during the construction phase;
- details of the final drainage scheme;
- provision for exceedance pathways and overland flow routes;
- a timetable of construction;
- a construction quality control procedure;
- a plan for the future maintenance and management of the system and overland flow routes.

Prior to occupation of the site it shall be demonstrated to the satisfaction of the Local Planning Authority that relevant parts of the scheme have been

completed in accordance with the details and timetable agreed. The scheme shall thereafter be managed and maintained in accordance with the approved details unless otherwise approved in writing by the Local Planning Authority.

Reason:

To prevent the increased risk of flooding and minimise the risk of pollution of surface water by ensuring the provision of a satisfactory means of surface water control and disposal during and after development and avoid conflict with Policy CS21 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

STREET DETAILS

(13) Development shall not begin until details of the design, layout, levels, gradients, materials and method of construction and drainage of all roads and footways forming part of the development have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until that part of the service road which provides access to it has been constructed in accordance with the approved details.

Reason:

To provide a road and footpath pattern that secures a safe and convenient environment and to a satisfactory standard in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

ROAD ALIGNMENT AND DRAINAGE

(14) Development shall not begin until details of the vertical alignment for the new street areas have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until that part of the service road which provides access to it has been constructed in accordance with the approved details.

Reason:

To provide a road and footpath pattern that secures a safe and convenient environment and to a satisfactory standard in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021)2007.

COMPLETION OF ROADS AND FOOTWAYS

(15) All roads and footways forming part of the development hereby permitted shall be completed in accordance with the details approved under condition 6 above before the first occupation of the penultimate dwelling.

Reason:

To ensure that an appropriate and safe access is provided in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

ACCESS (CONTRACTORS)

(16) Before any other works are commenced, an adequate road access for contractors with a proper standard of visibility shall be formed to the satisfaction of the Local Planning Authority and connected to the adjacent highway in a position and a manner to be agreed with the Local Planning Authority.

Reason:

To ensure an adequate road access at an early stage in the development in the interests of public safety, convenience and amenity in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CYCLE PROVISION

(17) The development shall not be occupied until space has been laid out within the site in accordance with the approved plan for 58 bicycles to be parked.

Reason:

In order to promote cycling as an alternative to the use of private cars in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021)2007.

GRAMPIAN (ACCESS/HIGHWAY IMPROVEMENTS)

(18) No dwelling or use hereby permitted shall be occupied or use commenced until the proposed access and improvements to the existing highway, to include details of on-street parking, improved pedestrian crossings and bus stop upgrades (shelters with passenger information systems and bus boarder kerbs to be agreed at each existing stop), and speed limit enhancement where required, shown on plans to be submitted to and approved in writing by the Local authority have been completed.

Reason:

In the interests of highway and pedestrian safety in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

GRAMPIAN (ACCESS/HIGHWAY IMPROVEMENTS) OVERDALE ROAD-FOLIOT ROAD

(19) No dwelling or use hereby permitted shall be occupied or use commenced until the proposed access and improvements to the existing highway to the above streets as required to facilitate development and amended traffic routes to be shown on plans to be submitted to and approved in writing by the Local authority have been completed.

Reason:

In the interests of highway and pedestrian safety in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

STAFF TRAVEL PLAN

(20) The development hereby permitted shall not be occupied until a Travel Plan (TP) has been submitted to and approved in writing by the Local Planning Authority. The said TP shall seek to encourage staff to use modes of transport other than the private car to get to and from the premises. It shall also include measures to control the use of the permitted car parking areas; arrangements for monitoring the use of provisions available through the operation of the TP; and the name, position and contact telephone number of the person responsible for it's implementation. From the date of occupation the occupier shall operate the approved TP.

Reason:

In the opinion of the Local Planning Authority, such measures need to be taken in order to reduce reliance on the use of private cars (particularly single occupancy journeys) and to assist in the promotion of more sustainable travel choices in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SUSTAINABLE RESOURCE USE

(21) Unless otherwise agreed previously in writing with the Local Planning Authority, prior to any development taking place, the applicant shall provide to the Local Planning Authority a report for approval identifying how a minimum of 15% of the carbon emissions for which the development is responsible will be off-set by on-site renewable energy production methods. The carbon savings which result from this will be above and beyond what is required to comply with Part L Building Regulations.

Unless otherwise agreed in writing, the approved on-site renewable energy production methods shall be provided in accordance with these details prior to the first occupation of the development.

Reason:

To ensure that the development incorporates onsite renewable energy production equipment to off-set at least 15% of predicted carbon emissions for the period 2010-2016 in accordance with Policy CS20 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and relevant Central Government guidance contained within PPS22.

ECOLOGICAL MITIGATION AND ENHANCEMENT STRATEGY (22) Unless otherwise previously agreed in writing with the Local Planning Authority, the development shall be carried out in accordance with the Ecological Mitigation and Enhancement Strategy (dated November 2010) for the site.

Reason

In the interests of the retention, protection and enhancement of wildlife and features of biological interest, in accordance with Core Strategy policies CS01, CS19, CS34 and Government advice contained in PPS9.

LIFETIME HOMES

(23) A minimum of 20% of the new dwellings shall be first constructed and subsequently maintained so as to meet Lifetime Homes Standards.

Reason:

To ensure that the development delivers 20% of the residential units to Lifetime Homes Standards in accordance with development proposal and the adopted Core Strategy Policy CS15 and relevant Central Government advice.

HAM WOODS MANAGEMENT PLAN

(24) No work shall commence until a 3 year management plan for Ham Woods has been submited to and agreed in writing by the Local Planning Authority. The management plan shall be carried out as approved.

Reason:

In the interests of the retention, protection and enhancement of wildlife and features of biological interest, in accordance with Core Strategy policies CS01, CS19, CS34 and Government advice contained in PPS9.

PHASING PROGRAMME

(25) A phasing programme for the construction of the whole of Phase 1A and 1B must be submitted to and agreed in writing by the Local Planning Authority. The construction programme must be carried out as approved.

Reason:

To ensure the delivery of the community hub or payment of contributions to mitigate the impacts of development in accordance with Core Strategy policies CS01 and CS33.

INFORMATIVES: CODE OF PRACTICE DURING CONSTRUCTION

- (1) The management plan required by condition 11 shall be based upon the Council's Code of Practice for Construction and Demolition Sites which can be viewed on the Council's web-pages, and shall include sections on the following:
- a. Site management arrangements including site office, developer contact number in event of any construction/demolition related problems, and site security information;
- b. Construction traffic routes, timing of lorry movements, weight limitations on routes, initial inspection of roads to assess rate of wear and extent of repairs required at end of construction/demolition stage, wheel wash facilities, access points, hours of deliveries, numbers and types of vehicles, and construction traffic parking;
- c. Hours of site operation, dust suppression measures, and noise limitation measures.

SECTION 278 AGREEMENT

(2) The applicant will be required to enter into discussions with the Highway Authority to agree the details of the highway works associated with this development. Furthermore a Section 278 Agreement, Highway act 1980 will be required to be signed before any works take place within the highway.

ACCESS TO SITE

(3) The developer will be required to contact the Highway Authority to apply for an access to site permit before any development takes place.

EXTINGUISHMENT OF HIGHWAY

(4) The construction of the development hereby permitted shall not commence until such time that an application under the provisions of Section 247 to the Town and County Planning Act has been made to the Government Office to extinguish the highway rights along the length of highway maintainable at public expense, known as Cookworthy Road (part). No construction will be permitted on this highway until such time that the process to extinguish has been completed.

INDICATIVE PLANS

(5) The Local Planning Authority note that while the plans and supporting information submitted with this application are detailed, the plans are indicative only and all matters are left reserved. Details such as the exact location of the tenure types shall therefore be agreed at reserved matters stage.

Statement of Reasons for Approval and Relevant Policies

Having regard to the main planning considerations, which in this case are considered to be: whether a sustainable linked community is created, the design and amenity of the dwellings proposed, the impact to the highway, to trees and on neighbouring properties, the proposal is not considered to be demonstrably harmful. In the absence of any other overriding considerations, and with the imposition of the specified conditions, the proposed development is acceptable and complies with (a) policies of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and supporting Development Plan Documents and Supplementary Planning Documents (the status of these documents is set out within the City of Plymouth Local Development Scheme) and the Regional Spatial Strategy (until this is statutorily removed from the legislation) and (b) relevant Government Policy Statements and Government Circulars, as follows:

CS28 - Local Transport Consideration

CS32 - Designing out Crime

CS33 - Community Benefits/Planning Obligation

CS34 - Planning Application Consideration

CS22 - Pollution

CS14 - New Education Facilities

CS07 - Plymouth Retail Hierarchy

CS08 - Retail Development Considerations

CS18 - Plymouth's Green Space

CS19 - Wildlife

CS20 - Resource Use

CS21 - Flood Risk

CS01 - Sustainable Linked Communities

- CS02 Design
- CS04 Future Employment Provision
- CS15 Housing Provision
- CS16 Housing Sites
- CS12 Cultural / Leisure Development Considerations
- CS30 Sport, Recreation and Children's Play Facilities
- CS31 Healthcare Provision
- CS27 Supporting Strategic Infrastructure Proposals