

PLANNING APPLICATION REPORT



ITEM: 12

Application Number: 09/01899/OUT

Applicant: Wharfside Regeneration (Devon) Ltd

Description of Application: Outline application for a mixed use development including: 356 dwellings, D1 non residential institutions including healthcare, C2 residential institutions, A1 retail foodstore, smaller A1 shops, A2 financial and professional services, A3 restaurants and cafes, A4 bars, A5 hot food takeaways, B1 offices, C1 hotel, car parking, highways and accesses, public open space, landscaping, transport infrastructure and pedestrian links and cycle provision

Type of Application: Outline Application

Site Address: NORTH WEST QUADRANT, DERRIFORD ROAD
PLYMOUTH

Ward: Moor View

Valid Date of Application: 17/12/2009

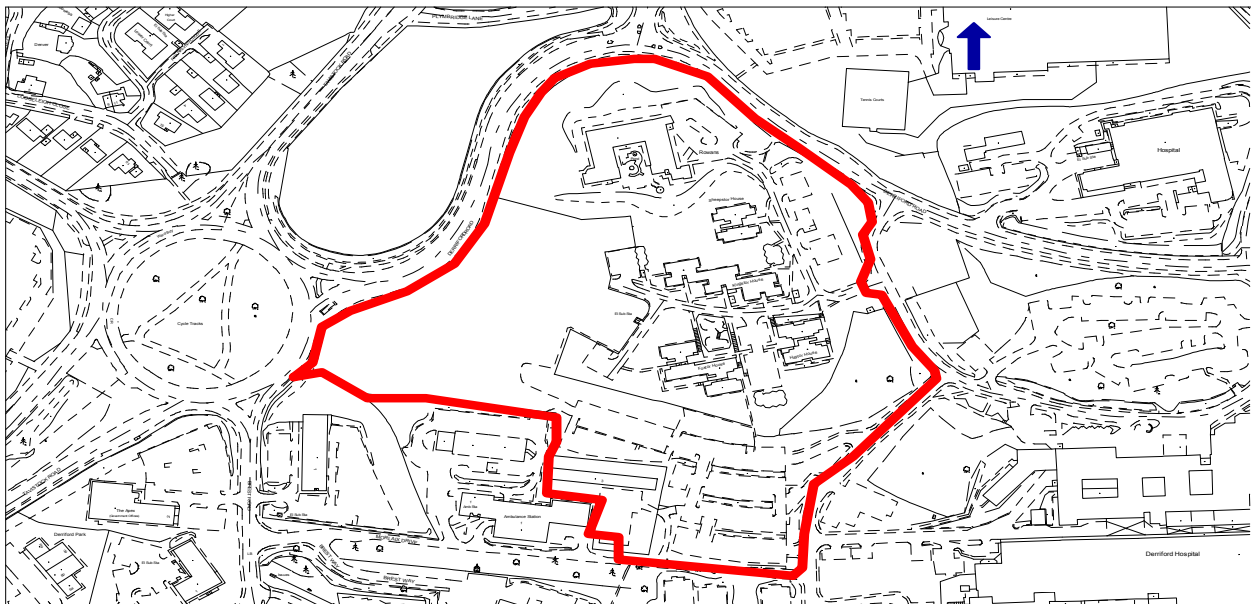
8/13 Week Date: **18/03/2010**

Decision Category: Major Application

Case Officer : Robert McMillan

Recommendation: Refuse

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OFFICERS REPORT

Site Description

The site is 6.6 hectares and was the former north west part of the Derriford Hospital estate, hence its name, and lies to the east of the Derriford roundabout. It is bounded by Derriford Road, the Derriford Hospital loop road and western perimeter road, Morlaix Drive, the Ambulance station and the Norwich Union office building. The south eastern part of the site comprises the proposed multi storey car park granted permission in 2009 and 2010, (08/01418 and 10/01049). It is a mixed area with the Innkeepers Hotel, Jack Rabbit pub, Mercedes Benz dealership and recently approved student housing site (09/01888) to the west, houses and the hospital key worker housing to the north, the Devonshire Racquet Club, Nuffield Hospital and Derriford Hospital to the east and the Glenbourne Unit, Disablement Services Centre, Ambulance Station and Norwich Union building to the south. It has frontages with the roundabout of 32 metres, 448 metres with Derriford Road and 290 metres with the hospital loop road and western perimeter road. There is a pronounced slope across the site from north to south of 25 metres.

The site comprises car parks in the western and southern parts of the site and blocks of former hospital residential accommodation on the eastern part that are being demolished. The northern Rowans building is currently used as a children's day nursery and an office base for the applicant.

There is a copse of trees on the south eastern part of the site and mature deciduous trees in the western and southern areas with more ornamental trees around the northern and north eastern edges. There is a hedgebank around the Derriford Road boundary.

Proposal Description

The proposal is for a major mixed use development. It would provide a substantial amount of development comprising a total of 356 dwellings and 53,344 sq m of other development. It is an outline application but with the reserved matters of access, layout and scale to be determined at this stage.

The dwelling mix is:

- 82 three bedroom houses,
- 54 one bedroom flats,
- 104 two bedroom flats,
- 53 three bedroom flats,
- 32 two bedroom duplexes (maisonettes), and
- 31 three bedroom duplexes.

The commercial floorspace is:

- Residential Institutions (C2) - 11,397 sq m,
- Non Residential Institutions (D1) - 11,396 sq m,
- Food store (A1) - 3,229 sq m,
- Other shops (A1) - 1,586 sq m,
- Cafes, restaurants, bars and takeaways (A3 – A5) - 1,424 sq m,
- Financial services - 1,424 sq m,
- Bookshop, café, library, community facility (A1, A3 D1) - 1,190 sq m,

Offices (B1) – 2,773 sq m,
Hotel (C1) - 1,460 sq m, and
Multi storey car park – 16,802 sq m for 550 spaces
There would be another 654 parking spaces of which 510 are proposed to be undercroft parking.

The application is accompanied with a detailed design and access statement and masterplan that sets out the design philosophy and structure for the proposals. Key concepts are to take advantage of the south facing slope of the ground that falls from north to south and the natural features on site. The designers split the site into four parts: the “Upper Hill Town”, “Lower Hill Town”, “Campus Plaza” and “Transferium” The Planning Supporting Statement describes them as:

“1. Upper Hill Town is shaped by Derriford Road to the north and Lower Hill Town to the south. This defined quarter provides a range of lower density single family terraced housing surrounded by public open space to create a village green feel. Car parking comprises a mix of surface level and garages incorporated into houses.

2. Lower Hill Town comprises courtyard blocks to provide a more urban mix of family housing and six storey apartments fronting onto the High Street to the south. Both types of housing opens up onto courtyard gardens with car parking provided underneath. The southern side of these urban courtyards provide living over an active ground floor along the High Street. Car parking is provided either through semi basement or undercroft car parks.

3. Campus Plaza defines the main High Street where the main services are concentrated and is anchored by a proposed foodstore. High density residential uses would occupy upper floors. A proposed “care square” would provide intermediate care and specialist health related accommodation for both the private and public sectors. Undercroft car parking is proposed.

4. The Transferium delivers a high density mix of apartment living, car parking facilities (such as the approved multi storey car park), offices and intermediate care with commercial and community facilities extending the High Street down to the hospital entrance.”

These areas are separated by the highway structure with three streets running east – west with the main one being the High Street which links Derriford Road by the Derriford roundabout junction with the hospital access loop road. At the western end by the busy junction it would only accommodate left in, left out turns apart from buses that could turn right into the site. These are joined by north south streets and cycle ways and footpaths.

The building heights vary across the site by taking advantage of the fall in levels ranging from two – three storeys in the northern areas and rising to eight/nine storeys in the lower southern parts. The residential densities are high partly reflecting the large number of flats and duplexes (maisonettes) ranging from 65 dwellings per hectare (dph) to 160 dph.

The masterplan includes areas of open space and a proposed pond. These comprise the “Village Green” in the northern part which is a small informal park linking the individual blocks that runs from north to south. In the “Lower Hill Town” there is a “High Street Square” at the western end centred on a beech tree and another open area at the eastern end that retains trees.

In the “Campus Plaza” there is the largest area of open space called the “Care Square” which is currently a copse of trees and shrubs that links across to the proposed public transport interchange and new hospital entrance (08/00971). At the western end is “Beech Tree Square” which is based on the three retained trees. In the car park area at the south of the site called the “Transferium” is a green corridor between the buildings to link with the Bircham Valley.

The applicant proposes to include a Sustainable Urban Drainage System (SUDS) to reduce surface water run off including ponds, swales, infiltration/soakaways, green roofs and rainwater harvesting. Furthermore, the applicant supports the aims of the Council in developing an Energy Service Company (ESCo) to serve Derriford by developing a combined heat and power (CHP) with district heating and cooling network. The applicant proposes to work with the Council to “future proof” the development to accommodate this.

There is also an Environmental Statement setting out the environmental impacts of the development and proposed mitigation measures.

Relevant Planning History

Application site

10/01049 – Re-submission of 08/01418 for the multi storey car park but with offices instead of the children’s nursery, change to the northern access from the High Street and slight changes to the A1 – A3 floorspace – GRANTED.

08/01418 - Erection of a multi-storey car park for 627 spaces a children's day nursery, retail units a temporary access and widening of Morlaix Drive – GRANTED.

08/00278 – SCOPING OPINION REQUEST – Mixed use development of NWQ site – OPINION GIVEN (This is a procedure to agree the contents and extent of the Environmental Statement).

03/00480 – Haytor House - Change of use from residential units ancillary to Derriford Hospital to offices for hospital use – GRANTED.

88/00464 – (The Rowans Building) CIRCULAR 18/84 CONSULTATION -Erection of disablement services centre – NO OBJECTION.

77/01159 – FULL – four medical staff residential blocks – GRANTED.

Derriford Hospital was built in the 1970’s and was opened in 1981. Parts of the NWQ site were developed as car parks in the 1970’s and 1980’s.

Adjoining sites

Land to the east – New hospital entrance

08/00971 - Erection of a new western main entrance and bridge link to the hospital and reconfigured public transport drop-off and new vehicle drop off area – GRANTED subject to a Section 106 Agreement.

Land to the south – Ambulance station

89/00464 - CIRCULAR 18/84 CONSULTATION - Erection of ambulance station with associated maintenance building, offices and stores – NO OBJECTION.

Land to south west – Norwich Union office building

10/02117 – FULL – Renewal of 07/0932 for an office extension - GRANTED Subject to a Section 106 Agreement.

07/00932 – FULL – Erection of an office extension to the existing building and provision of additional car parking – GRANTED Subject to a Section 106 Agreement.

Land to north at Plymbridge Lane (the remainder of the old Lozenge site)

10/01140 – Re-submission of 09/01400 with slight changes to the design, courtyard and internal arrangements – GRANTED subject to a S106 Unilateral Undertaking – UNDER CONSTRUCTION.

09/01888 - Erection of one three-five storey building and one three storey building for student accommodation for 107 occupiers, arranged around 14 communal dining/living spaces, access, parking and landscaping – GRANTED Subject to a Section 106 Agreement.

09/01400 - Erection of student accommodation for 123 students organised around 16 communal dining/living spaces in two blocks and associated access, parking and landscaping – REFUSED – APPEAL ALLOWED.

Consultation Responses

Environment Agency (EA)

The revised flood risk assessment overcomes EA's previous objections. No objection subject to conditions dealing with: flood risk, contaminated land, pollution prevention and preparation of a detailed Construction Environment Management Plan.

Natural England (NE)

Consideration of the site as a whole in its environmental context must be considered at this outline stage as when the land is developed it is likely to be subdivided and sold to separate developers. Maintaining green links and corridors to the nearby Bircham Valley Local Nature Reserve (BVLNR) is essential. At the ES scoping stage NE asked for bat flightlines to be monitored and provision made for them in the development, though this does not appear to have been addressed in the ES. Strongly urge that further work is done on the wildlife links across the site and biodiversity.

No comment on the landscape impacts which has followed appropriate guidelines and appears comprehensive.

Highways Agency (HA)

Email of May 2011 giving a reason for refusal because there is insufficient assessment to determine impact on strategic road network (A38(T))

Third letter of 3 May 2011

Extension of the Article 14 direction of non-determination for six months.

Second letter of 18 May 2010

The Agency has received no further information from the applicant since its letter of 28 January 2010. It has no choice but to issue an Article 14 direction of non-determination for six months. This is to safeguard the Strategic Road Network (SRN) and to allow time for the applicant to provide the requested information.

First Letter of 28 January 2010

HA had concerns on the impact on the Strategic Road network (SRN) and sought further information from the applicant. Any further advice or formal direction will be reported to the committee.

Trip generation

HA broadly accept the trip generation methodology in the Transport Assessment (TA). There are assumptions in the framework travel plan for the residential trips with little justification. HA requires more information on the modal shift targets and how they would be monitored and sanctioned if not met. Similar modal shift assumptions have been made for non-residential trips. Require further clarification as to how the targets have been derived and how they could be delivered as part of the application's opening year assessment. There is a further trip reduction to account for those generated by the existing uses on site. If the applicant's assumptions are correct there would be 491 two way trips in the morning peak and 884 two way trips in the evening peak.

Trip distribution

HA has broadly accepted the proposed trip generation. But there is concern that the applicant has not taken on board its earlier advice and the need to consider the impact of the proposed Forder Valley Link Road. This should be modelled as the redistribution of trips is likely to reduce the impact on the Manadon junction. The HA is responsible for the strategic road network (SRN) and must have accurate predictions of level of vehicular impact on its junctions. Given the likely impact of the Forder Valley Road it can not accept a worse case scenario of routing most of the trips through Manadon junction.

Impact on the Strategic Road Network

A considerable number of outbound and inbound trips will impact on the Manadon junction. HA needs more assessment work on the effect of these impacts on the junction. There will be further impacts on the other A38 junctions at Crownhill, Forder Valley and Marsh Mills. More robust assessment should have been completed.

Conclusion

HA is unable to accept the applicant's impact analysis on the SRN which is not compliant with DfT Circular 02/2007. The applicant should give serious consideration to the impact of the proposed Forder Valley Link Road on trip distribution. It is unable to accept the proposal based on the information received.

Local Highway Authority (LHA)

Trip Generation

The application would result in significant traffic generation on the A386 Tavistock Road with 491 trips in the morning peak and 884 in the evening peak.

The applicants modelling work has been audited and reveals errors and omissions and over-estimation of the capacity of some junctions.

Derriford Road Roundabout

The Transport Assessment (TA) has not modelled the junction accurately and over-estimates its capacity. It is close to capacity. There will be increased queuing of 7% on the Tavistock Road South approach in the am peak and Derriford Road approach in the pm peak of 30%. This will result in traffic queuing back through the Derriford Road/High Street junction and impacting upon the ability for buses trying to turn right into the High Street. In view of the concerns regarding increased queuing on the approaches it is recommended that the Sendall's Way/Tavistock Road junction also be modelled.

Plymbridge Lane/Derriford Road – The modelling undertaken at this junction revealed some very significant over-capacity problems in both the am and pm peak hours. The additional development traffic adds significantly to the demand flows in the 2021 am peak (+21%) and the likelihood is that queues would tail back to and interfere with the operation of Derriford Roundabout.

Plymouth International Business Park – The modelling work has over-estimated the capacity of this junction and were comments raised in the audit to be addressed, the outcome would be a deterioration in operating conditions at this junction, with increased queues for traffic trying to access the A386.

Derriford Road/Hospital Access West – The 2015 Do-Minimum assessment has been based upon the 2007 Base Flows obtained from the Paramics model. However the 2007 Base flows do not take into account the fact that by 2015 the provision of the new Hospital MSCP (which is currently under construction) will result in this junction forming the primary means of access to Derriford Hospital for general traffic/visitors. Hence the amount of traffic entering and exiting this junction in 2015 is likely to be considerably higher than those mentioned with just 213 vehicles shown to be right turning into the Hospital from Derriford Road (both directions) in the am peak hour. The actual figures could be 3 or 4 times as high. Consequently this junction will need to be re-modelled to take account of this fact.

In view of the high volumes of traffic likely to be using this junction it is recommended that this junction be signalised as existing the mini-roundabout arrangement is unlikely to address the flows. This would also create the opportunity to provide some dedicated pedestrian crossing facilities at this junction. The

signalisation of this junction is entirely consistent with advice provided by the Highway Authority throughout the pre-application process. Signalising this junction would then allow it to be linked (in terms of operation) to both the Derriford Road/Plymbridge Lane junction and beyond to Derriford Roundabout.

The modelling work undertaken includes a number of inaccuracies which paints an over-optimistic picture in terms of the performance of several junctions, the most notable being Derriford Roundabout. The increased congestion and queuing that would occur on the approaches to the various junctions modelled would undoubtedly impact upon bus journey times (particularly those on the Northern Corridor itself) which is contrary to Corporate Improvement Priority (CIP) 11. The development leads to an unacceptable impact upon the operation of the local highway network contrary to Core Strategy policy CS28 and PPS4 policy EC10.2.b.

Car Parking

A total of 1,204 off-street car parking spaces are proposed to serve the NWQ, with just under half of this total being provided within a second Multi Storey Car Park (MSCP) on the Transferium area of development. This facility is separate from the 627 space permitted MSCP which is also located on the Transferium which will serve Derriford Hospital.

The level of car parking proposed to serve some of the land uses on the NWQ has been calculated on the basis of assumptions which have not been justified in any way e.g. Residential Care use an assumption that there would be 1 bed per 120 sq.m. and 1 staff member per 2 beds. However further information is required to justify such an assumption. The level of car parking proposed to serve the DI Non-Residential Care Uses (of which there is a significant amount on the NWQ) is based upon the results of just one survey conducted at Derriford Hospital recording staff and visitor arrivals. Determining levels of car parking on the basis of just one survey is not particularly robust.

In order to fully assess the level of car parking provided the Highway Authority need to understand the breakdown of parking provision for each of the various land uses rather than providing an overall total for each development area. This comment was raised during pre-application discussions but is still to be addressed.

The applicant's traffic consultant has confirmed that the level of car parking proposed to serve the NWQ will be 10% over the maximum number of spaces permitted through the application of the Accessibility Based Parking Standards as outlined in the Development Guidelines SPD. Regardless of how small it maybe any increase in the level of car parking over and above that determined through the application of the Accessibility Based Parking Standards is unacceptable. Paragraph 5 of section 8.12 of the Development Guidelines SPD states:

"In areas of existing, or at significant risk of future congestion and in existing or potential air quality management areas (AQMA) in particular, which includes Tavistock Road, further reductions maybe necessary in order to make the proposal acceptable in traffic terms."

The provision of a MSCP facility on the NWQ gives greater opportunity to further reduce the level of car parking serving the site as it creates a facility which can be

shared for uses generating demand for car parking at different times of the day. The undertaking of a site-wide Parking Accumulation Assessment would help to inform the scale of any shared car parking facilities by identifying peaks and troughs relating to car parking demand. It should be noted that this was requested during pre-application discussions and was not submitted.

With a large number of spaces provided in the MSCP to serve uses across the entire site, it is not clear what measures will be introduced to control the up-take of spaces within the MSCP in order to ensure that some land uses are not over-provided in terms of car parking and hence generate more traffic movements than that currently predicted.

Details of the management/control/allocation of spaces within the MSCP and across the site were not submitted to demonstrate how parking will be controlled. Whilst it is accepted that the applicant is willing to accept a Planning Condition relating to this, the management/control of car parking on the site is critical in terms of acting as a demand management tool.

There is also the opportunity for the NWQ to utilise the permitted MSCP proposed to serve Derriford Hospital outside the 'peak' hospital hours as some elements of the NWQ (such as the residential) will generate demand for parking in the evenings at a time when demand for hospital parking is likely to reduce.

The site is over-provided in terms of off-street car parking provision. As it is a highly sustainable site close to the Public Transport Interchange at Derriford Hospital the applicant should be seeking to provide considerably less parking than the maximum number permitted through the application of the Accessibility Based Parking Standards. As such it is contrary to Core Strategy policy CS28.4.

Cycle Parking – A total of 282 secure and covered cycle parking spaces are proposed throughout the NWQ development which would appear to be sufficient taking into account the wide variety of land uses on the site. It is currently not clear where these spaces will be located and how they will be made both secure and covered. Preference would be for such spaces (when serving residents or staff) to be located within the buildings that they serve. External cycle parking areas are unlikely to be used.

In addition a further 58 cycle parking spaces are proposed for use by visitors. Whilst providing such spaces through the provision of Sheffield type stands/hoops is acceptable, every effort should be made to ensure that these spaces are also covered.

Masterplan/Layout

- Pre-application discussions held on the development of the NWQ Masterplan provided no reference to the creation of further points of vehicular access onto Derriford Road apart from that created by the High Street (which will operate on a left-in, left-out' basis). Derriford Road is the primary means of access to Derriford Hospital and carries a considerable volume of traffic as supported by the modelling work in support of the application. Due to the high volumes of traffic that will be using the Derriford Road/Hospital Access Mini-Roundabout,

there is the likelihood of traffic rat-running through the development using the access points referred to as C and D in figure 6.1 of the TA in order to access the multi-storey car parks.

- The use of both of these junctions would involve vehicles right turning across heavy on-coming flows of traffic which is likely to be the cause of additional congestion on Derriford Road as vehicles travelling eastbound back up behind stationary vehicles waiting to right turn. In addition to the congestion issues, such circumstances would also give rise to issues of highway safety as the use of access C would necessitate crossing a lane of general traffic in addition to a bus lane/cycle lane. This raises highway safety and capacity issues contrary to Core Strategy policy CS28.
- The Masterplan does not address the requirement for pedestrians and cyclists needing to cross Derriford Road at locations F and G considering the increase in traffic flows that will come about on this corridor arising from developments taking place within the area. It would appear that crossing Derriford Road will be especially difficult at location G due to the lack of any existing crossing facilities and the existing width of road.
- Little consideration has been given to addressing pedestrian and cycle linkages where such routes through the NWQ cross Derriford Road, both in the short-term and in respect of future sites coming forward through the Area Action Plan. Linkages to sites such as the new residential at Plymouth City Airport appears to be particularly weak as the route through the Upper Hill Town area would not appear to be on the pedestrian 'desire line'.
- The LHA believes that the High Street/ Derriford Road junction should only be used for buses for right hand turns. If it was not restricted traffic wishing to right turn at this junction would stack back on Derriford Road onto and through Derriford Roundabout, impacting upon the operation of this busy junction.
- It is not clear from the current version of the Masterplan how the proposed highway layout would change and complement the possible signalisation of Derriford Roundabout at some point in the future, possibly replacing it with a signalised crossroads.
- It is recommended that the extent of Campus Lane that will be made available for vehicular traffic be extended by a further 30m westbound so that this route could be connected through the Brest Road at some point in the future in order to provide a dedicated bus priority route into the NWQ from Brest Road.
- It has been suggested in the text of the TA that cyclists would be encouraged to use Morlaix Drive in order to access the NWQ. However at present this road only allows for single file traffic and therefore there would be insufficient carriageway width that would allow this route to be used by vehicles and cycles at the same time. This could only happen if Morlaix Drive were widened but it is

outside the site area and any widening would have to be considered carefully given the mature trees on its south side.

- The masterplan needs to make adequate provision for bus stop lay-bys. The proposed new hospital entrance proposed a new Public Transport Interchange (PTI) on the west side of the Loop Road which are not shown on the Masterplan. Flexibility is required and future proofing owing to the economic pressures facing the hospital that may result in the new entrance and PTI not going ahead in its approved form.
- The proposed zebra crossing provided on Morlaix Drive does not appear to link with anything on the southern side of the road. This needs to be clarified. It needs to be moved to the west.
- The roads within the NWQ should be designed with suitable traffic calming features in order to ensure that traffic speeds do not exceed 20 mph. The more densely populated areas of the development such as the Upper Hill Town should be designed and treated as a Home Zone.

Public Transport Assessment

There has been inadequate public transport assessment relating to the service coverage and frequency required for the increase in bus journeys generated by the development on the eight public transport corridors identified by PCC. There might be adequate coverage from existing areas to the NWQ but future development such as Sherford, Langage and Plymstock Quarry have not been considered.

The primary public transport route through the development will be along the High Street and it is along this route where the majority of new bus infrastructure will be provided. It is the intention for services to run in both east and westbound directions. In order to make it easier for buses to exit the High Street and emerge out onto Derriford Road, it is recommended that some bus priority be provided at the High Street/Derriford Road junction.

Due to the existing service/maintenance contracts the provision of new PT infrastructure can only be secured through financial contributions included within a Section 106 Agreement.

Travel Plan

There are several shortcomings with the Framework Travel Plan. These include:

- The modal shift targets need to be more ambitious;
- No mention is made as to how the measures to achieve modal shift would be funded;
- No mention is made to how the development would form part of an area wide travel plan essential for Derriford given the large amount of development proposed in the AAP;
- Some commitment is required from the applicant on workplace charging for parking as it is a key demand management tool to aid modal shift to sustainable means of travel;

- No reference to sanctions/penalties that would be imposed should the required modal shift targets not be achieved. This would have to be addressed. Alternatively a Bond could be put in place which the Local Authority could call upon were certain modal shift targets not being met;
- There is currently a lack of detail relating to the appointment of a TP Co-ordinator in respect of how the post will be funded and where the post would be located (management company etc);
- Safeguards are required to ensure future business occupiers will sign up to the TP; and
- Realistic walking distances for children walking to and from school is around 800m. This is less than the 1.2km walking distance ('as the crow flies') that children would have to walk in order to access the primary schools which are nearest to the NWQ (Thornbury or Oakwood) until the proposed new school at Derriford is provided.

The broad principles of the FTP are acceptable but it lacks enough commitment towards the measures that will be required to deliver it, particularly in respect of financial contributions.

Section 106

No reference is made to any planning obligations / contributions to mitigate the transport impacts of this development. These include measures in the Travel Plan (car club, free travel passes etc) and more significant highway infrastructure such as the signalisation of Derriford Roundabout or the Forder Valley Link Road. The lack of any reference to planning obligations to mitigate these impacts is a major concern.

There would also be a need to implement various highway improvements (such as the junction of the High Street with Derriford Road) which would be delivered through the applicant entering into a S.278 Agreement.

Conclusion

The development-generated traffic will result in an unacceptable impact upon the operation of the local highway network at a number of strategic junctions resulting in an increase in congestion and queuing which is likely to impact upon bus journey times. The impacts could be reduced if there was less car parking on the site. The current level of which is in excess of the maximum number in accordance with the Accessibility Based Parking Standards. The Development Masterplan highlights the provision of several non-signal controlled junctions onto Derriford Road. These junctions were not indicated on plans previously discussed at the pre-app stage and the use of these junctions would give rise to highway safety and capacity issues. Consequently there are three reasons of refusal on the overprovision of car parking; unacceptable traffic impact and new junctions adversely affecting highway safety.

South West Water

No objections but concerns with the ability of the public foul sewer to accommodate all of the development. The applicant should fund an evaluation of the sewer network to identify what improvements may be required.

Public Protection Services

No objection subject to conditions on land quality, code of practice and noise. The development will have a significant impact on traffic and associated air quality. A contribution in the S106 agreement for wider air monitoring is required. The Food and Safety Standards Unit needs to be involved in the design of buildings containing mixed uses especially with food preparation, cafes, restaurants, bars and takeaway to mitigate noise and odour nuisance.

Children's Services

The development would generate 60 primary age children and 46 secondary age pupils. The applicant's Planning Statement states that in some cases some section 106 obligations could be waived on viability grounds. It believes there is sufficient school capacity to accommodate the development based on information provided by Children's Services for the 17 primary and five secondary schools in the area. The Council still operates a system of catchment areas in allocating places. This reduces the number of schools serving the site to seven primary and two secondary. Faith schools are not considered as their pupils come from across the city. Based on current projections these nine local schools do not have sufficient capacity. Children's Services would be looking for a section 106 contribution for education to mitigate the impacts of the development.

Housing Strategy and Renewal (HSR)

Dwelling mix

There are to be 356 dwellings split into 82 houses and 274 flats and duplexes (maisonettes). HSR has stated its concerns at the high proportion of flats at the pre-application stage. It has sought more information on the duplexes which was not provided.

The split is 77% flats : 23% houses. Even if HSR were to consider duplexes as houses the split would be 60% : 40%. It believes that the mix should be 50 : 50 in light of the housing mix profiles and development aspirations for Derriford. The proposed mix with too many flats could have an adverse impact on the creation of a sustainable community.

The applicant does not clarify its intentions with Affordable Housing (AH). Initial discussions occurred in 2008 but there have been no recent discussions. As a starting point to comply with policy CS15 there should be at least 107 AH units. There is no AH offer nor a viability appraisal to support a lower provision. The lack of AH would set a difficult precedent on a key strategic site as this. There is not enough AH in the Derriford area and new sites should provide it to help create a balanced sustainable community.

There is little information on the large amount of residential and non-residential institutional uses (22,793 sq m). Depending on the type of housing to be provided there is a possibility that part should be AH e.g. specialist sheltered housing or supported housing.

In accordance with Core Strategy Policy CS15, there is also a need for 20% of the dwellings or 72 units to be built to Lifetime Homes standards.

There is a strong objection because of the lack of AH. The offer to negotiate with the applicant on housing mix and AH remained from 2008 – present.

Plymouth Design Panel

A special meeting of the Plymouth Design Panel was convened in February 2010 to consider key projects including this application.

The Panel was generally impressed with the proposal, but expressed concern with three main areas including phasing and the High Street as a viable development proposition; the nature of some areas of public space and water management proposals and the massing in the Lower Hill Town area.

The applicant did not change the masterplan or design of the application.

Police Architectural Liaison Officer

No objection in principle, but no reference to designing out crime in the design and access statement.

Representations

RPS Planning Consultants on behalf of Dawnan Limited and South West Water Limited, owners of land on the west side of the A386

1. Introduction and Summary

The proposed floorspace includes 7826 sq m of town centre Use Class A uses including 3,229 sq m of convenience shopping, 1,586 of comparison shopping and 3,011 sq m of other A2-A5 floorspace. There would also be other town centre uses comprising 2,773 sq m of offices and a 1,460 sq m hotel.

Cite the Inspector's report of the Examination into the Core Strategy IR). Paragraph 3.22 states that the focus of the district centre should be on the west side of the A386 and not the east. This is followed in AV9.3 of the Core Strategy.

An "urban centre" of about 8,000 sq m of town centre uses on the NWQ site would undermine the aims of the Core Strategy and the development plan process in the Core Strategy and emerging Derriford and Seaton Area Action Plan (AAP). The assertion in the Retail Impact Assessment (RIA) that the development would not impact on the potential future retail development in Derriford relative to the debate at the Core Strategy into alternative sites is not acceptable. Some of the reports and ES are misleading and imply that the urban centre could be located on the NWQ site.

The proposal would result in a competing site for the District Centre. The advantage of the west side is that there is sufficient room to allow the centre to expand gradually provided that it would not undermine the city centre.

2. Policy

National

Cites PPS1 emphasising the importance of the planning system being plan led. The companion document "The Planning System: General Principles states that where a DPD is being prepared and a substantial proposal has significant implications that should be addressed in the DPD there could be reasons to refusing permission on grounds of prematurity. This applies here where the AAP is in the course of preparation.

PPS4 deals with economic development and town centre uses. Policy EC3 states that the hierarchy and location of town centres should be planned through the development plan process.

Policy EC15 deals with the sequential test for town centre uses not in a centre and not in accordance with an up to date development plan. This applies to this application. Cites policy EC15.1.

Cites policy EC 16 that deals with retail impact assessment noting that the application does not analyse the impact on allocated sites outside town centres being developed in accordance with the Development Plan.

Cites policy EC17 in full that sets out the considerations for main town centre uses not in a town centre and not in accordance with an up to date Development Plan.

Local

Cites Core Strategy policy CS07.1 and area vision AV3.3 stating that a district centre shall be provided at Derriford that is capable of growing incrementally without undermining the regional shopping role of the city centre. It should be centred on the west side of the A386.

RPS argue in paras 2.20-2.21 that: "the NWQ site is not:

- Able to accommodate growth in the long term;
- Centred on the west side of the A386;
- Well related to the identified spatial gap in retail provision, which lies to the north west; or
- Easily accessible through new links to adjoining neighbourhoods to the north and north west.

The objector continues to say that the proposal would not meet wider sustainability and economic objectives and so undermine a main objective of the Core Strategy (CS). Para 5.79 of the CS states that the east side of the A386 should be developed for mixed uses to support the employment and health uses to be complementary to the vision for the new district centre.

The proposals by Wharfside Regeneration are, therefore, in direct conflict with the key aims of the Core Strategy. Conversely, the location of the new District Centre on the South West Water and Dawnan site would meet all these requirements."

The objector then cites from the Inspector's Report of the Examination into the Core Strategy. The planning of the district centre must be done cautiously and "not driven by short term commercial considerations". Proper development plan work needs to be done "before commitments are made that may prejudice the long term development of Derriford." At that time, (February – April 2007), the Inspector was persuaded by the balance of evidence that the focus of the district centre should be to the west of the A386 not the east.

RPS believes that the Derriford and Seaton Area Action Plan Issues and Preferred Options Consultation Draft 2009 (draft AAP) is an important material consideration. The objector cites from it believing that paragraph 4.48 makes it clear that the proposed small local centre on the east of the A386 is a separate but "conjoined" entity from the main district centre on the west side. Its purpose is to serve the hospital and employment areas. Paras 4.51-4.52 make it clear that the local centre shall not prejudice the delivery of the district centre and sets a maximum of 2,300 sq m of retail floorspace with no more than 500 sq m for food shopping.

3. Main Objections

RPS believe that the planning application documents do not deal adequately with the impact of the main town centre uses contained in the application on the retail strategy and area vision for Derriford nor the impact on the district centre to be focused on the west side of the A386. Para 3.11 states:

"In our view this completely fails to address the key issue with the application, which is the bringing forward of a significant level of retail floorspace in advance of the AAP setting out detailed provisions for the location of a new District Centre to the west of the A386."

The objector states that the applicant is putting forward a competing location for the district centre in conflict with the Core Strategy. The assessment of alternative locations in the ES is inadequate as it does not consider the location on the west side of the A386.

The objectors believe that the NWQ site is unable to meet the future growth of the district centre owing to site constraints.

RPS believe the AAP is at an advanced stage. (When the objection statement was written the AAP version to be submitted to the Secretary of State was programmed for Spring 2010. This has been put back and it is scheduled to be submitted later this year.) On the basis of the Government's advice in The Planning System: General Principles cited above the objectors repeat their opinion that the proposals are premature to the completion of the AAP DPD.

Repeat the policy concerns believing the application conflicts with PPS4 policies EC 15, EC16 and EC17 as stated above in the Policy-National section.

The application fails to assess the application against PPS4 as it did so in line with the superseded PPS6 – Planning for Town Centres.

RPS consider the Derriford and Seaton AAP District Centre Report, 2009 prepared by Cushman and Wakefield. This states that the District Centre could grow to 10,000 sq m by 2016 including an anchor foodstore of 5,000 sq m. It could ultimately grow to 30,000 sq m. The objectors using the Cushman and Wakefield report as evidence state that there is insufficient capacity to support the proposed foodstore on the NWQ site as well as that planned for the west side of the A386. There is more capacity for comparison goods but if the NWQ retail development occurred it would prevent the district centre coming forward on the west side of the A386. The Cushman and Wakefield report concludes that the west side of the A386 is the commended location for the district centre in line with the development plan.

The applicant argues that there are problems of delivering the district centre west of the A386 owing to ownership issues and infrastructure constraints in relocating the SWW water treatment works. The objectors dispute this stating that it is SWW's intention to relocate the works to north Plymouth where it has bought "a significant area of land". RPS state that the west side could be available in 2013 and, subject to planning permissions being granted, work could start there on the district centre in 2014.

The objectors criticise the ES for failing to assess alternative locations for the main town centre uses including the objector's site. Nor does it consider the effect of the district centre west of the A386 not happening owing to the competition from amount of retail space provided on the NWQ site. The socio-economic chapter does not address the impact on the local economy and communities of there not being a district centre on the west side of the A386. Not enough attention has been paid to the cumulative environmental effects associated with the possible outcome asserted by the applicant of a phase I size district centre on the NWQ site together with the fully developed district centre on the west side of the A386.

Applicant's comments

It is not standard practice to refer to applicant's comments in this part of the report. But given the length and detail of the objections from two of the landowners on the west side of the A386, it is fair and reasonable to do so in the special circumstances of this case. The conclusions of the Planning Supporting Statement states

8.1 The development proposals represent Phase 2 of the wider North West Quadrant masterplan which brings forward a 'residentially led mixed use' scheme as designated within the Plymouth Core Strategy. Phase I, comprising the multi storey car park was approved in February 2008.

8.2 The applicant, Wharfside Regeneration (Devon) Ltd has worked in partnership with Plymouth Hospitals NHS Trust in delivering the necessary strategic health and infrastructure requirements that will assist in modernising and improving health provision within the City.

8.3 The development proposals receive policy support at the national, regional and local levels as demonstrated within this Statement.

8.4 The proposals maximise the reuse of previously developed land through creating high density mixed use development within a highly accessible location.

8.5 At the sub regional level the proposals strengthen the medical and health related sector building upon the reputation of Plymouth and Derriford as a place to invest. The proposals meet the key objectives of the regional and City's economic strategies and Plymouth Core Strategy in supporting the medical and health priority growth sector. Derriford is specifically identified as a medical cluster area and a key part of the economic strategy is the provision of appropriate facilities and infrastructure to attract and support new investment.

8.6 The proposals deliver the site's Core Strategy and Area Action Plan designation as a residentially led mixed use site. This brings forward residential development within the Plymouth Growth Point Area status and contributes to meeting the City's overall housing requirements.

8.7 The land use mix including commercial development also promotes Derriford as a complementary economic centre within Plymouth and as a secondary office location within the City.

8.8 The development proposals meet the objectives of Area Vision 9 of the Core Strategy for Derriford in supporting the sub region's long term economic and social well being. The economic impact of the proposals brings substantial benefits to the City:

- The construction value of the project is £120 million which would support an estimated 1,370 persons a year in employment (temporary jobs) or 137 permanent jobs directly.
- Once operational the development would create up to 1,250 full time jobs generated directly from the proposed land uses on site.

8.9 An integrated multi modal transport approach is promoted in providing sustainable transport choices for Derriford both now and in the future.

8.10 The design concept also meets the Derriford Area Vision's objectives in providing strong urban form utilising distinctive high quality architecture with sufficient scale that capitalises on existing green spaces and views of Bircham Valley.

8.11 The development proposals specifically respond to the key findings of the Council's Derriford Sustainable Neighbourhood Study (evidence base to the Derriford Area Action Plan) and addresses the identified existing deficiencies within the area. i.e.

- Increases the overall population and size of Derriford to sustain a new neighbourhood centre.
- Creates a new mixed use centre with retail and restaurant facilities to serve the resident and working population.
- Provides opportunities for community facilities, health facilities and specialist extra care.
- Provides open space, children's play space and enhanced accessibility to green space.
- Provides a more balanced mix of housing for the area including higher density apartments and duplexes.

- Increases permeability and connections to the wider urban area and facilities improved accessibility between Derriford and the Bircham Valley.

8.12 The proposals have positively responded to specific LDF policy considerations including transportation, visual impact, flood risk, trees, ecology, ground conditions, air quality, noise and vibration, sustainability and future energy requirements.

8.13 The Environmental Statement submitted with the Outline Planning Application covers all matters identified within the Council's Scoping Opinion and assesses the environmental impact of the development proposals. The scope of assessment includes: planning policy context, landscape and visual impact, air quality, noise and vibration, transportation, ecology, arboriculture, ground conditions, flood risk assessment, utilities and socio economic.

8.14 The ES confirms that there are no significant adverse environmental impacts arising from the development during construction or operational phases that justify withholding planning permission for the proposed development. The ES identifies appropriate mitigation measures that can be put into place to reduce or remove the impact of effects on the environment. These mitigation measures can be secured by the imposition of planning conditions or secured through a Section 106 agreement.

The Retail Impact Assessment concludes that:

9.1 The proposed retail foodstore is a modest 1,978m² net, of which 1,582m² would be used to accommodate convenience goods. The balance, 396m², would be comparison floorspace.

9.2 This Retail Assessment has demonstrated that the proposed development is in accordance with the requirements of national and local planning policy and, in particular, concludes that:

- There is a quantitative and qualitative need for additional convenience and comparison goods floorspace;
- The proposal is, in this context, of an appropriate size to assisting in meeting this identified quantitative and qualitative needs and address the urban design objectives for the site;
- There will be no adverse impact on the vitality and viability allocated centre or further town centre provision on the western side of Tavistock Road.

9.3 The proposed foodstore will enhance consumer choice in this part of Plymouth, by providing an alternative to the out-of-centre offer and the large foodstores that dominate North Plymouth's District Centres and particularly people that do not have access to a private car.

9.4 The proposal meets the sustainable development objectives set out in PPS6 by providing a retail food store in a mixed use area with a growing residential population and workforce. The proposal will reduce the need to travel by car and encourage linked trips for visitors using the other services that will be available in the high street.

Analysis

The main issues with this application are: strategic considerations; town centre uses policy and the proposed Derriford District Centre; prematurity; principle of the housing, offices and hotel, residential institutions and non-residential uses; transport and highway matters; design; landscape impact; nature conservation and trees. The application is accompanied with an Environmental Statement (ES) and much of the Council's assessment and consultee advice is based on the contents of the ES.

Regional Planning Guidance for the South West (RPG10) is still part of the development plan. The relevant strategic policies are: Policy SS 2: Regional Development Strategy, Policy SS 3: Sub- Regional Structure and Policy SS 17: Plymouth. The draft Regional Spatial Strategy for the South West is a material consideration until and if it is abolished. The key strategic policies are Policy CSS – The Core Spatial Strategy and Development Policy A.

The main Core Strategy policies that relate to this application are: CS01 Development of Sustainable Linked Communities, CS02 Design, CS04 Future Employment Provision, CS07 Plymouth Retail Hierarchy, CS08 Retail Development Considerations, CS15 Overall Housing provision, CS16 Spatial Distribution of Housing Sites, CS18 Plymouth's Green Space, CS19 Wildlife, CS20 Sustainable Resource Use, CS21 Flood Risk, CS22 Pollution, CS28 Local Transport Considerations, CS31 Health Care Provision, CS32 Designing Out Crime, CS33 Community Benefits/Planning Obligations and CS34 Planning Application Considerations. Relevant Planning Policy Statements (PPS) and Guidance Notes (PPG) include: PPS1 Delivering Sustainable Development; PPS3 Housing; PPS4 Planning for Sustainable Economic Growth; PPS9 Biodiversity and Geological Conservation; PPG13 Transport; and PPS25 Planning and Flood Risk.

The guidance in the adopted Development Guidelines and Design Supplementary Planning Documents (SPD) and the adopted Planning Obligations and Affordable Housing SPD First Review apply. The Derriford and Seaton Area Action Plan Pre-Submission Version 2011 (DSAAP), although not yet adopted, is also an important material consideration. This has relevant draft policies and proposals in particular: Policy DS01 Improving the Urban Form, Policy DS02: Improving Communications, Proposal DS05: Combined Heat and Power, District Heating and Cooling, Proposal DS14: North West Quadrant, Proposal DS17: A new District Centre for Derriford, g and Proposal DS18: Transport Infrastructure Improvements.

Background

This is an application that raises issues of strategic importance both for the city and Derriford area. The applicant acquired the site in 2006 and after promoting the development of this site first through the Core Strategy process and then the Derriford and Seaton AAP process, entered into pre-application discussions with the Council in 2007 and submitted a planning application in December 2009.

At each stage, officers have consistently expressed concerns that emerging proposals fell short of the Council's vision for the Derriford area, as first established through the Core Strategy. Key issues included the master planning aspects of the application and impact on the proposed district centre. Officers also raised several

other important issues of detail that had to be worked out in meaningful pre-application negotiations. Such negotiations did not take place. These concerns were set out in a detailed letter to the applicant in November 2009.

The application was first scheduled to be reported to this committee in mid 2010. However, at this time the applicant was exploring the possibility of an amended scheme which it felt could more closely match the retail / District Centre aspirations of the Core Strategy (particularly as set out in Area Vision 9 and Policy CS07). The applicant sought and attended a meeting with senior officers suggesting how the site could deliver phase one of the district centre by 2016 with the possible scope to expand to the larger scheme more in tune with the Council's policy ambitions by 2026. The latter would include additional land not controlled by the applicant located beyond the application site. This would likely be in partnership with a major national property development company. However, the applicant did not seek to amend the application nor enlarge the application site area. Instead, the applicant requested that the Council defer the determination of the application until the next stage of the AAP had been reported to Cabinet, thus providing time to work on an alternative proposition.

The Pre-Submission draft of the Derriford and Seaton AAP was reported to Cabinet in January 2011. This document confirmed the Council's aspirations to deliver a residential led mixed-use scheme on the NWQ site as originally stated in the Adopted Core Strategy. At this stage, the applicant could have withdrawn the application as it did not accord with draft Proposal DS14 set out in the pre-submission Derriford and Seaton AAP, which is a significant planning consideration. Despite the publication of the Pre-submission AAP, no amendments were made to the application; nor was it withdrawn despite being contrary to the draft pre-submission AAP.

Strategic Policy

National Policy

Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)

This planning application was submitted to the Council and validated in December 2009. The supporting information submitted with this application refers to national guidance PPS 6 'Planning for Town Centres' (2005), but fails to take into account PPS 4: 'Planning for Sustainable Economic Growth published in December 2009.

It would appear that the Retail Impact Assessment (RIA) and Planning Supporting Statement were prepared before PPS4 was published and the Council have received no revisions to the submitted RIA to take account of PPS4 over the 18 months since application validation. This is a significant omission by the applicant. PPS4 is an important material consideration especially given the circumstances surrounding the Derriford and Seaton Area Action Plan that is currently advancing towards submission to the Secretary of State.

PPS4, p.5 (3) states that "*The policies in this PPS are a material consideration which must be taken into account in development management decisions, where relevant. The*

development management policies in the PPS can be applied directly by the decision maker when determining planning applications”.

The main policies relevant to the application are; Policy EC10: Determining planning applications for economic development; Policy EC14: Supporting evidence for planning applications for main town centre uses; Policy EC15: The consideration of sequential assessments for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan; Policy EC16: The impact assessment for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan; Policy EC17: The consideration of planning applications for development of main town centre uses that are not in a centre and not in accordance with an up to date development plan;

Reference is made to them in the sections below on shopping and offices and hotel

Regional Planning Context

The development plan for Plymouth comprises the Regional Spatial Strategy for the South West (RSS) (formerly RPG10) (2001), the Council’s adopted Core Strategy (2007) and adopted Area Action Plans/Development Plan Documents. Advancing Local Development Framework documents within the city also become a material consideration when determining planning applications, although the weight attached to them depends on the stage they have reached towards adoption.

It was originally envisaged RPG10 would be superseded by an updated RSS. In a letter dated 27 May 2010, the Secretary of State confirmed that the draft South West RSS (2006) had reached a significantly advanced stage that it should now be regarded as a material consideration. In addition to this, the Panel’s Report (2007) and the Secretary of State’s Proposed Changes to the draft South West RSS (2008) are also regarded as material considerations when determining planning applications.

It is well documented that the new coalition Government intends to abolish Regional Spatial Strategies and decisions regarding housing supply will rest with local planning authorities.

Legal challenges confirm that until Regional Spatial Strategies are abolished they are still a material consideration, although one still needs to have regard to the Government’s intention to abolish RSSs. It is anticipated that the abolishment will happen when the Localism Bill is enacted and the relevant part (clause 89) comes into force.

Regional Planning Guidance for the Southwest (2001)

RPG10 defines Plymouth as a Principal Urban Area (PUA) and Policy SS2 ‘Regional Development Strategy’, directs the majority of development to the PUA as the most sustainable way of accommodating growth.

Policy SS3 ‘The Sub-Regional Strategy’ sets out the objectives for the Western sub-region of the south west including Plymouth, whereby the identified objective is to ‘*create conditions for growth, regeneration and diversification by promoting economic*

development and environmental improvements'. A further objective is to 'focus major new employment, social and cultural investment at Plymouth'.

Policy SS17 'Plymouth' seeks to promote employment investment and economic regeneration at Plymouth; it also seeks to encourage diversification of the city's economy, whilst strengthening the city's role as the main commercial centre for the sub-region. Policy SS17 also stipulates that as much as the city's growth should be accommodated within the city through the development of brownfield land at significantly increased densities.

Draft Regional Spatial Strategy for the South West (2006)

Draft Policies SD1-SD4 of the South West RSS highlight the importance of sustainable communities, taking into account Climate Change and protecting and enhancing the region's environment and natural resources.

The draft RSS for the south west (2008) Policy CSS and Development Policy A 'Development at the Strategically Significant Cities and Towns' confirms RPG10 Policy SS 2 'Regional Development Strategy' by directing major development to Strategically Significant Cities and Towns (SSCTs) including Plymouth, and acknowledges that their regional and sub-regional functions are important and need to be maintained and enhanced.

Draft revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes (2008)

Policy HMA8 of the draft revised RSS for the South West Incorporating the Secretary of State's Proposed Changes (2008) sets out the ambitious housing, employment land and jobs growth for 2006 – 2026, with the main aim of realising the city's potential as the economic hub for the far South West. The policy also includes transport outcomes and states that action should be taken to improve movement and accessibility on key transport routes including the Northern Corridor from Plymouth City Airport to Plymouth City Centre.

Summary

In relation to the regional planning policy context, relevant considerations relate to policies SS2, SS3 and SS17.

The application promotes development at a high density, on brownfield land that would contribute to the overall planned growth of the city. But it must be in accordance the Local Development Framework that sets the spatial strategy for the city's sustainable growth agenda.

Within the regional planning context, the application would deliver jobs, homes and economic regeneration within the Plymouth Principal Urban Area and therefore could assist in delivering some regional aspirations. But this is not in accordance with the precise location, type and level of development identified within the Local Development Framework, particularly regarding the nature of the vision the Council is seeking to deliver and the amount of commercial floorspace proposed at this location. In addition, the application provides no affordable housing, which is contrary to RPG policy HO 3 and RSS Policy HI and Core Strategy Policy CS15.

Local level

The regional strategy is applied locally through Plymouth's adopted Core Strategy, particularly in Strategic Objectives (SO) and further supported through Development Plan Documents that are prepared for the city.

Core Strategy (2007)

Core Strategy SO1 'Delivering Plymouth's Strategic Role' sets out the strategy of accommodating the growth agenda through sustainable linked communities in order to fulfil the city's regional role and states that the longer term growth of Plymouth will be supported to create a city with over 300,000 people.

Core Strategy SO2 'Delivering the City Vision' seeks to provide quality employment provision, exceptional healthcare facilities, sufficient housing of a range, mix, type and affordability, access to attractive natural environments and open space and a transformed public transport network. This level of change will all be managed and achieved in an environmentally sustainable way.

Core Strategy SO3 'Delivering Sustainable Linked Communities' develops the objectives for achieving sustainable linked communities and sets out nine development principles all of which are relevant. In particular criterion 4 'promoting a thriving mixed use centre for each community' and criterion 9 'creating a positive sense of place and identity for each neighbourhood' are pertinent to this planning application.

Core Strategy SO6 'Delivering the Economic Strategy' applies the Council's Economic Strategy and Action Plan spatially by supporting the economic base of and inward investment to the city with a focus on the priority growth sectors, including medical and healthcare. SO6 also develops the concept of a "bi-polar" economy in Plymouth with strong and complementary centres of employment at the City Centre and Derriford.

Core Strategy SO7 'Delivering Adequate Shopping Provision' criterion 6 promotes the creation of a district centre at Derriford to address an identified gap in the spatial distribution of food shopping in the city. The district centre will be a key component of a new sustainable neighbourhood, supporting the existing employment, health and residential uses and providing a new focus in the north of Plymouth.

These objectives are combined and confirmed in Core Strategy Area Vision 9 for Derriford and Seaton where the aspiration is *'To create a thriving, sustainable, mixed-use new urban centre at the heart of the north of Plymouth, which is well connected to surrounding communities and to the city's High Quality Public Transport network'*.

Within Area Vision 9, there are nine objectives identified to deliver the vision for Derriford and Seaton. In relation to this application, the most significant objectives that are compromised in this planning application relates to the aspiration *'to develop a district shopping centre, centred on the west side of the A386, to support the surrounding residential and commercial communities but with potential to grow once it is*

demonstrated that it will not undermine the development of the City Centre's shopping role' and the aspiration 'to create a strong urban form, utilizing distinctive high quality architecture and spaces with sufficient scale, which is easy to understand and assists in orientation'.

It should be noted that one function of an Area Action Plan (AAP) is to amplify and, if appropriate, update the area visions of the Core Strategy. Para. 5.3 of the Core Strategy explains that any variation to these area visions shown in subsequent AAPs will take precedence over the Core Strategy.

Summary

In relation to Plymouth's Local Development Framework relevant considerations are strategic objective 1, 2, 3, 6 and 7, and more specifically Area Vision 9 Derriford and Seaton, as proposed to be updated in the Derriford and Seaton AAP Pre-Submission Draft. The main Core Strategy policies that relate to this application and are referred to in following sections of the report are: CS01 Development of Sustainable Linked Communities, CS02 Design, CS04 Future Employment Provision, CS07 Plymouth Retail Hierarchy, CS08 Retail Development Considerations, CS15 Overall Housing provision, CS16 Spatial Distribution of Housing Sites, CS18 Plymouth's Green Space, CS19 Wildlife, CS20 Sustainable Resource Use, CS21 Flood Risk, CS22 Pollution, CS28 Local Transport Considerations, CS31 Health Care Provision, CS32 Designing Out Crime, CS33 Community Benefits/Planning Obligations and CS34 Planning Application Considerations. These are referred to in the relevant sections of the report below.

The application provides for jobs and homes, but it does not take into account the Council's long term aspirations for the future of Derriford that are adopted within the Core Strategy and detailed further in the Derriford and Seaton Area Action Plan, which has reached Pre-Submission Consultation stage. This is a major application proposing a large amount of development including a significant amount of commercial floorspace. If it is permitted in advance of the adoption of the Derriford and Seaton Area Action Plan it would seriously prejudice the delivery of the spatial vision and strategy for Derriford, including the proposed major district centre. This is one of the key objectives of the Area Vision for Derriford and Seaton and must be decided through the Local Development Framework process and not by an ad hoc development management decision.

Derriford and Seaton Area Action Plan (2005-2011)

Preparation for the Derriford and Seaton Area Action Plan (AAP) commenced in 2005 with the publication of the Derriford, Seaton and Southway Area Action Plan Issues and Options (2005) document. The document and the representations received informed the Core Strategy and provided the foundations and context for preparing the Derriford and Seaton Area Action Plan.

Taking into account the adopted Core Strategy, and in light of continuous stakeholder engagement, representations received and a number of evidence base documents, the Derriford and Seaton Area Action Plan 2006-2021 Issues and Preferred Options document was published for consultation in February 2009 and the outcomes from the consultation formed the basis for preparing the Derriford

and Seaton Area Action Plan 2006-2026 Pre-Submission Consultation document, which was consulted on in February 2011.

The Derriford and Seaton AAP is well advanced and it is to be submitted to the Secretary of State early next year, it is therefore a material consideration that should be attributed significant weight in the determination of planning applications. In addition, it should be noted that the Core Strategy (*para. 5.3*) also states that '*Once adopted, the respective AAPs will take precedence over the Area Vision Statements contained within the Core Strategy*'.

The Pre-submission Derriford and Seaton Area Action Plan 2006-2026, supports the Core Strategy Vision for Derriford and Seaton through six Strategic Objectives. The most relevant Strategic Objectives in relation to this application are as follows:

Strategic Objective 1: Place Shaping;
Strategic Objective 2: Delivering Jobs and Services;
Strategic Objective 3: Delivering Homes and Community
Strategic Objective 4: Delivering Shops and Services and;
Strategic Objective 5: Improving Connectivity.

Regard should also be had to draft policies and proposals within the Pre-submission Derriford and Seaton Area Action, most notably:

DS01: Improving the Urban Form;
DS02: Improving Communications;
DS05: Combined Heat and Power, District Heating and Cooling;
DS14: North West Quadrant;
DS17: A new District Centre for Derriford;
DS18: Transport Infrastructure Improvements

Reference is made to these in the sections of this report below.

Summary

Within the context of Plymouth's Local Development Framework, the proposed development overall is contrary to adopted policies in the Core Strategy and to the emerging policy framework set out in the Pre-Submission Derriford and Seaton Area Action Plan. The spatial strategy has been carefully formulated allocating different land uses and key infrastructure to the major development sites to deliver the objectives set out in the Area Vision for Derriford and Seaton. Some of the proposed uses are acceptable but it is of significant concern that the proposed amount of retail related floorspace is much greater than the quantum in draft Proposal DS14.3 and would be prejudicial to the proposed location of the district centre on land to the south west of the application site in Draft Proposal DS17. This would undermine the spatial strategy for Derriford and Seaton and the broader growth agenda that the Council aspires to deliver in the longer term.

General principle of the development proposals

The application is for a large amount of development of 53,344 sq m and 356 dwellings on 6.6 hectares. The general principle of developing the site with a mix of uses and at a higher density while retaining the natural environment features is supported. However, the detailed proposal put forward in the planning application includes a quantum of retail and town centre development which would prejudice the delivery of the district centre proposed in the Core Strategy and emerging AAP, and the application itself does not present an acceptable alternative proposition for this district centre.

Shopping policy, town centre uses and the proposed Derriford District Centre

This is a crucial strategic issue with this application and closely linked to the AAP process. The location of the Derriford District Centre and main town centre uses is a complex issue in relation to this application involving the consideration of several material documents including:

- PPS4 Planning for Sustainable Economic Growth
- the Core Strategy
- the Derriford and Seaton Area Action Plan Pre-submission Version 2011 (draft AAP)
- Report on the Proposed New District Shopping Centre, Cushman & Wakefield, 2011.

PPS4 Planning for Sustainable Economic Growth

Policy EC14.3 states that a sequential assessment (under EC15) is required for applications for main town centre uses that are not in an existing centre and are not in accordance with an up to date development plan. Policy EC15 sets out guidance on the factors local planning authorities (LPA) should take into account in considering sequential assessments. There are specific local considerations. The Core Strategy states that a new district centre will be provided at Derriford. The Core Strategy and AAP are based on a sound evidence base including several retail studies carried out by Cushman & Wakefield LLP. The most recent and relevant one, "Report on Proposed New District Shopping Centre" 2011 states in paragraph 7.61 that there are no sites in or on the edge of existing centres better related to meet the identified need for the north Plymouth area. The location of the district centre will be determined through the AAP procedures. It is reasonable not to expect the applicant to assess sites outside of the AAP area. There are three other sites within the AAP area on either side of the A386 that should be assessed. These are Glacis Park and Crownhill Retail Park on the west side of the A386 and the former Seaton Barracks Parade Ground and land to the north of it on the east side of the A386 to the south west of the application site. The applicant's Retail Impact Assessment provides an inadequate sequential approach and does not assess thoroughly the other sites for their availability, suitability and viability. In the case of the Council's current preferred location on the Seaton Barracks site it fails to consider it at all.

Policy EC14.4 requires an assessment addressing the impacts on other existing and planned centres. Policy EC16 sets out the impacts that should be taken into account

including the impact on existing, committed and planned public and private investment in centres in the catchment area of the proposal. The Cushman & Wakefield 2011 report assessed the impact of the concept one and concept two district centre on the surrounding district and local centres. For this application the new foodstore and other retail floorspace equates almost in size to the concept one district centre. It concludes in paragraph 7.62 that none of the potential impacts identified would be harmful to any district or local centre as a whole. The applicant's retail impact assessment concludes the same. But its validity is questioned as it fails to consider the district centre at Transit Way or the local centre at Southway. And most importantly it does not consider the effect on the Council's proposal to deliver a district centre within Derriford itself.

Policy EC17 states that for applications such as this they should be refused where the applicant has not demonstrated compliance with the sequential approach or there is clear evidence that it would have significant adverse impacts set out in policies EC10 and EC16. The applicant has made no reference to PPS4 and has not carried out a thorough sequential test of the three other competing sites at Derriford with no reference to the site selected in Proposal DS17 of the AAP Pre-submission Consultation Version. The Council's strategy for the development of the district centre has been carefully formulated so it evolves in a phased manner in order not to compete with the primacy of the City Centre in the city's retail hierarchy or the surrounding district and local centres. The application proposes 8,356 sq m of A1 – A5 uses including shops restaurants and bars plus a bookshop/café/library and community facility of 1,190 sq m giving a total of 9,516 sq m. This equates to a scale equivalent to phase one of the district centre, but without demonstrating how further phases could be achieved in a deliverable and acceptable fashion in the longer term. If permitted it would prejudice both the delivery of the Council's vision for a major new district centre (Areas Vision 9 of Core Strategy) and of the implementation of this development on the Council's preferred site (Proposal DS17 of draft Derriford & Seaton AAP).

For these reasons the A1 – A5 town centre uses in the proposal are not acceptable at this location in conflict with policies EC15, EC16 and EC17 of PPS4.

Core Strategy

Strategic Objective SO6 seeks to promote adequate shopping development in the city up to 2021. This includes promoting a district centre at Derriford. It states that a district centre will be promoted at Derriford:

“... in order to remedy an identified gap in the spatial distribution of food shopping in the city, and as a key component of the creation of a new sustainable neighbourhood, supporting the existing employment, health and residential uses and providing a new focus in the north of Plymouth.”

The target is to deliver it by 2016 and to monitor its potential to grow in the future in a way complementary to the city centre.

Policy CS07 sets out the retail hierarchy including a new district centre at Derriford. CS07.1 states:

“1. In the Derriford area. To provide a new heart for the north of Plymouth and support the area’s existing and proposed residential, commercial and health sector communities. It will include a major foodstore, with complementary comparison goods shopping, residential, office, leisure and food and drink uses, and a public transport interchange on the proposed High Quality Public Transport network for the city. It will be developed such that it can grow to play a wider role in Plymouth, but only when it is demonstrated through detailed impact assessment that further development will not undermine the regional shopping role of the City Centre and indeed that such development will deliver major economic benefits to the entire city.”

This policy is set within the context of Area Vision 9 (as updated through the Derriford and Seaton AAP Pre-Submission draft, which has been referenced earlier in this report).

At the time the Core Strategy was adopted, the balance of evidence suggested that the new district centre may be best centred on the western side of the A386. This was related to considerations such as the potential for achieving quality frontage to the A386 and the deliverability of a district centre proposition with the potential to grow to a major district centre in time, meeting the Council’s aspirations of providing a new heart for northern Plymouth. Since the Core Strategy, detailed survey, analysis and plan work has taken place, and a new site on the eastern side of the A386 (former Seaton Barracks parade ground and neighbouring land) has been identified as the best location for achieving the Council’s high level aspirations for Derriford and north Plymouth. This is Proposal DS17 of the Derriford and Seaton AAP – Pre-Submission Draft.

The application includes 9,016 sq m of shopping and related uses and 4,233 sq m of other town centre uses centred on the east side of the A386, but not at the site of draft Proposal DS17. Furthermore, it does not meet the fundamental requirements of Area Vision 9 and the Core Strategy objectives and policies relating to the district centre. The application proposal is of a scale equivalent to the first phase of the district centre. But the application does not demonstrate how it could expand to create the larger concept two district centre. Furthermore, it does not offer the quality frontage to the A386 that other propositions can achieve, and in terms of its overall mix of uses and the relationship of the development to surrounding sites is not consistent with the Core Strategy aspirations. As such it is contrary to the wider vision for Derriford and Seaton in Area Vision AV 9 and the planned retail hierarchy for the city in policy CS07.

Derriford and Seaton Area Action Plan - Issues and Preferred Options (IPO) Version 2009

The draft AAP Issues and Preferred Option Version 2009 reiterated that the district centre should be provided on the west side of the A386 in paragraphs 4.38 – 4.43.

For the application site the Area Vision diagram and AAP (IPO) Development Concepts Plan show the site to be developed for residential led mixed-use. Paragraphs 4.49 -4.52 refer to the site as “The Central Area”. The aim will be to create a high density neighbourhood with substantial new residential development of up to 700 dwellings, active uses on the ground floor, and office and other

employment opportunities. Design quality is important in creating a distinctive sense of place. There could also be up to 2,300 sq m (gross) of retail floorspace with no more than 500 sq m for food shopping. This would act as a local centre to be complementary to the main district centre west of the A386 so “it does not adversely impact on the ability to deliver a substantial district centre in that location (paragraph 4.52).”

Report on Proposed New District Shopping Centre, Cushman and Wakefield, 2011

This report was prepared as part of the evidence base for the AAP Pre-Submission Consultation Version 2011 to assist the Council in delivering the new district centre. It also considered the opportunities for the most appropriate and deliverable location. It follows previous retail studies of a two stage district centre. Development Concept 1 comprises 5,000-6,500 sq m food store and ancillary retail units of 5,000 sq m to be delivered as phase 1 by 2016. Development Concept 2 provides a larger centre of 30,000 sq m to be delivered as phase 2 by 2026 or beyond provided it would not undermine the primary role of the city centre. The report considered four sites including the North West Quadrant and concluded that the former Seaton Barracks Parade Ground and adjoining land is the commended location for the district centre.

Derriford and Seaton Area Action Plan – Pre-Submission Consultation Version 2011

Draft Proposal DS14 of the AAP sets out the redevelopment provisions of the application site comprising: 500 homes with at least 150 affordable homes; 5,000 sq m of BI offices; a phased local centre providing 820 sq m of A1 – A5 town centre uses in the short and medium term that could later grow to 1,500 sq m subject to satisfactory progress on the new District Centre in compliance with draft Proposal DS17; delivery of the approved multi storey car park (reference 10/01049); improved access and pedestrian links to adjoining sites including the proposed District Centre and Community Park connectivity from Brest Road, NWQ site and Hospital; new sustainable transport links across the site from Tavistock Road to Derriford Hospital.

The proposed location of the district centre itself is confirmed in draft proposal DS17 and lies on the east side of the A386, on the former Seaton Barracks Parade Ground. It reflects the Cushman and Wakefield 2011 Report. Phase 1 comprises 10,000 sq m of retail floorspace including a food store of 5,000 sq m by 2016. Phase 2 by 2026 would extend the site northwards and would grow to 30,000 sq m of shopping and ancillary service floorspace including a foodstore/s up to 14,000 sq m. This would be subject to the needs of north Plymouth and the centre not harming the vitality and viability of the city centre.

This application includes 9,016 sq m of shopping and related uses and 4,233 sq m of other town centre uses. This is far more than 1,500 sq m proposed for the local centre of which the first 820 sq m is already accounted for in the multi storey car park permission (10/01049) and conflicts with draft Proposal DS14. This amount of floorspace is of a scale equivalent to the first phase of the district centre. It is

unacceptable as it would prejudice the delivery of the district centre at the former Seaton Barracks Parade Ground detailed in draft Proposal DS17. Alternatively, if permitted and built and the proposed retail development went ahead at the former Seaton Barracks Parade Ground the combined floorspace would generate an over-provision that would create a significant draw. This could undermine investment in the city centre and its regional shopping role contrary to draft Proposal DS17 and Core Strategy policy CS07 and Area Vision 9.

Prematurity

The application proposes 8326 sq m of town centre A1 – A5 uses including shops restaurants and bars. There is also a bookshop, café, library and community facility of 1,190 sq m giving a total of 9,516 sq m. Such a development would seriously prejudice the delivery of the planned district centre giving an impetus and momentum that it should be centred on this application site, which is contrary to the Core Strategy and Pre-Submission Derriford and Seaton AAP.

The 820 sq m of retail floorspace in the medium term in draft Proposal DS14 is already accounted for in the multi storey car park permission, reference 10/01049.

This is such an important issue in the AAP that the exact location of the District Centre must be determined through the Development Plan making process in the AAP and not by the determination of a single planning application. The relative merits of the competing sites will be thoroughly scrutinized when the AAP's Examination in Public is held. The Planning System: General Principles that accompanies PPS1 states in paragraph 17 that:

“In some circumstances, it may be justifiable to refuse planning permission on grounds of prematurity where a DPD is being prepared or is under review, but it has not yet been adopted. This may be appropriate where a proposed development is so substantial, or where the cumulative effect would be so significant, that granting permission could prejudice the DPD by predetermining decisions about the scale, location or phasing of new development which are being addressed in the policy in the DPD.”

The circumstances in this application are just such a case and officers consider that determining this application that has such a crucial impact on the location of the District Centre would be premature to the completion and adoption of the Derriford and Seaton AAP.

Housing

The proposal includes 356 dwellings. The applicants originally were thinking of providing about 700 dwellings back in 2006 – 2008 but reduced the number owing to changed conditions. The Area Vision 9 Diagram Development Concepts Map show the site to be developed for “Residential led mixed use”. The pre-submission draft AAP provides further details of the mix of uses supported for the application site. This will help in the city's overall housing provision of 1000 dwellings per annum until 2016 on a brownfield site and help to maintain the five year housing supply to comply with Strategic Objective SO10 and policy CS15. Paragraph 10.9 of the Core Strategy states that the Northern Corridor is one of the priority areas to deliver Plymouth's transformation agenda and policy CS16 states that about 3,500 new

dwellings should be provided at Derriford by 2021. There will need to be a mix of type, size and tenure. Draft Proposal DS14 of the AAP Pre-Submission Consultation Version states that the site could provide for a mixture of high density housing types and tenures of 500 homes including at least 150 affordable homes.

The Derriford Sustainable Neighbourhood Study 2006 identified the needs of the area, in particular to increase the catchment populations to support the local, neighbourhood and proposed new district centres and provide a greater range of dwelling type and tenure given the large proportion of owner occupied detached houses. The right mix of tenure, type and size of dwellings would help to meet the needs of the neighbourhood to support a sustainable linked community to comply with policy CS01. For these reasons the principle of the housing element is acceptable.

Policy CS15 requires at least 30% Affordable Homes on qualifying developments of 15 dwellings or more. This could potentially be reduced if the scheme were to be considered as part of the Council's Market Recovery Scheme and subject to a viability appraisal. The applicant submitted some viability information last year but never progressed matters, nor did it have meaningful discussions with colleagues in the Council's Housing Service. There is no firm commitment if any Affordable Homes would be provided in conflict with Core Strategy policy CS15.

Officers have concerns with the details of the housing. There is a high number of flats with a mix of houses to flats of 82 houses to 274 flats and duplexes giving a mix of 77% : 23%. This is still high particularly as the housing developers currently operating in north Plymouth are reluctant to provide even a small proportion of flats on development sites. If the recommendation had been to grant permission the applicant would have been most likely to sell parcels of the site to developers. Officers accept that owing to policy support for a higher density there will need to be more flats but the proportion should be reduced to ensure that there is an appropriate mix of dwellings to comply with Core Strategy policies CS15 and CS01 and AAP draft Proposal DS14 and for there to be a likelihood that subsequent Reserved Matters would be in accordance with the outline permission.

Offices and Hotel

The application proposes 2,773 sq m of use class B1 offices and a hotel of 1,460 sq m. PPS4 Planning for Sustainable Economic Growth defines offices and hotels as main town centre uses. The site is in an employment area but not a current town centre. Area Vision AV9.1 and 2 state that key objectives at Derriford and Seaton are for development to create a diverse mix of commercial and community uses and to play an important role in the sub-region's long term economic well-being by the provision of important health and economic infrastructure.

A key aim in Core Strategy strategic objective SO6 that supports the Council's Economic Strategy is creating a bi-polar economy by strengthening and adding to the existing economic base at Derriford to complement the city centre. Policy CS04.4 safeguards and supports the key strategic employment sites at Derriford including the Plymouth International Medical and Technology Park and Tamar Science Park including opportunities for extensions and improved linkages between these sites and the hospital. CS04.5 supports proposals for new commercial development in

order to create Derriford as Plymouth's secondary office location. At face value, the proposal complies with these economic and office policies and would provide the benefit of providing space for jobs. However, given wider concerns about the overall content and nature of the development and its prejudicial impact on the wider vision for Derriford, in addition to concerns about its deliverability, it is far from clear that the proposal would genuinely support the bi-polar economy strategy,

Policy EC10.1 of PPS4 states that:

“Local planning authorities should adopt a positive and constructive approach towards planning applications for economic development. Planning applications that secure sustainable economic growth should be treated favourably.”

Paragraph 10.2 of PPS4 sets out five criteria relating to sustainable development, limits to carbon dioxide emissions, sustainable transport, design, impact on the regeneration of the area and impact on local employment. This office and hotel parts of the application could comply with four of them but, when considered as part of the overall development, would fail on sustainable means of travel, traffic levels and congestion as dealt with in the Transport and Highway section below.

Draft Proposal DS14 of the AAP Pre-Submission Version provides for 5,000 sq m of BI offices. The proposed multi storey car park has 1,053 sq m of BI offices so the combined total is 3,826 sq m, well within the AAP provision. A hotel use is compatible with AAP Proposals for NWQ in particular as the preferred District Centre site on the former Seaton Barracks Parade Ground and adjoining land includes the existing Future Inns hotel.

In summary the location of the offices and hotel are in principle consistent with the adopted Core Strategy and PPS4, although there are wider concerns about the prejudicial impact on the development overall on the vision for Derriford. However there are unresolved traffic and congestion matters that are dealt with in the Transport and Highways section below. ,

Residential and Non-Residential Institution Uses

There is some confusion over the term “Care Square”. The area of treed open land on the eastern part of the site opposite the site of the proposed new hospital entrance is referred to as the Care Square. But the term also is used to cover the Care Square Uses falling within Use Class categories C2 and D1. This is a major part of the floorspace of the development of 22,793 sq m. These use categories are wide ranging and it is assumed that the main C2 uses would be for hospital, residential care home and nursing home uses and the prime D1 uses of clinics, health centres and consulting rooms. The residential care home/nursing home use could be considered in either the medical and health care sector or residential depending on the nature of the operation of the facility.

Development of this scale would generate a significant number of jobs. The vision for the NWQ is that it should be developed for residential led mixed use. The uses with a health and medical emphasis would be in accord with the economic strategy as stated above and those with a residential emphasis comply with Area Vision 9.

Strategic Objective 2 of the AAP supports Derriford's economic role by developing strategically important employment sites for health, industry and offices to promote community well being by providing for a diverse mix of residential, community, commercial, and service uses Strategic. Strategic Objective 3 seeks to accommodate substantial residential development by providing a range, mix and type of housing

Draft Proposal DS14 of the AAP Pre-Submission Version allows for integrated mixed uses that accommodate living and working needs and community uses.

Based on the policy background the principle of a substantial amount of floorspace for these uses is acceptable in principle as it is related to the medical and healthcare sector. If the recommendation had been to grant permission further information would be required on the exact nature of the types of C2 and D1 uses to be provided and whether the site in reality could accommodate such a large amount of floorspace.

Transport and Highways

Impact on the highway network

The Highways Agency (HA) and Local Highways Authority's (LHA) detailed comments are set out above in the "Consultation Responses" section of this report.

HA is concerned about the accuracy of the Transport Assessment (TA) and that it has not considered the draft proposals within the AAP, in particular the impact of the proposed Forder Valley Link Road (Draft Proposal DS18) on the redistribution of trips. It requires assurance that the strategic road network (SRN) comprising the A38(T) and the main junctions of Manadon, Forder Valley, Marsh Mills and Crownhill will not be adversely affected. The assessment work completed does not identify the impact of the development on the Strategic Road Network, and is therefore contrary to Department for Transport Circular 02/2007 'Planning and the Strategic Road Network'

The LHA has criticisms of some of the modelling work in the Transport Assessment (TA) particularly at some of the junctions and their capacities to cater for the amount of traffic generated by the development. Those most affected is the Derriford Road Roundabout which is close to capacity. There will be increased queuing of 7% on the Tavistock Road South approach in the am peak and Derriford Road approach in the pm peak of 30%. This will result in traffic queuing back through the Derriford Road/High Street junction and impacting upon the ability for buses trying to turn right into the High Street.

The Plymbridge Lane/Derriford Road junction that would be over its capacity that would be affected by the increased traffic causing tailbacks that would interfere with the operation of the Derriford Roundabout. The capacity of the Tavistock Road/William Prance Road junction has been over-estimated resulting in increased queues trying to access the A386.

The Derriford Road/Hospital Access Road West junction will become the major access to the Hospital and the traffic using it will be much greater than the 213 right hand turns in the TA. It is recommended that the current mini-roundabout arrangement should change to a signalised controlled junction.

The increased congestion and queuing that would occur on the approaches to the various junctions modelled would undoubtedly impact upon bus journey times (particularly those on the Northern Corridor itself) which is contrary to Corporate Improvement Priority (CIP) 11. The development leads to an unacceptable impact upon the operation of the local highway network contrary to Core Strategy policy CS28 and PPS4 policy EC10.2.b.

Parking

There would be 1,204 off street parking spaces with 550 in the second multi storey car park (MSCP). The level of car parking has been based on assumptions which have not been justified. More detail is needed on the breakdown of spaces to the various uses. There would be 10% more spaces than the maximum number of spaces permitted through the application of the Accessibility Based Parking Standards as outlined in the Development Guidelines SPD. Any increase in the level of car parking over and above that determined through the application of the Accessibility Based Parking Standards is unacceptable. Paragraph 5 of section 8.12 of the Development Guidelines SPD states:

“In areas of existing, or at significant risk of future congestion and in existing or potential air quality management areas (AQMA) in particular, which includes Tavistock Road, further reductions maybe necessary in order to make the proposal acceptable in traffic terms.”

There is insufficient information on the management of the two MSCPs which would be an important demand management tool that should lead to a reduced amount of off-street parking.

The site would be over-provided with off-street car parking provision. As it is a highly sustainable site close to the Public Transport Interchange at Derriford Hospital the applicant should be seeking providing considerably less parking than the maximum number permitted through the application of the Accessibility Based Parking Standards. With fewer spaces this would encourage greater use of sustainable means of travel. As such it is contrary to Core Strategy policy CS28.4 and AAP policy DS02.

Masterplan/Layout

LHA has provided detailed comments on the masterplan and proposed layout. This part relates to the main shortcomings. It is essential that the junction of the High Street with Derriford Road should be restricted only to right hand turns for buses only to avoid conflict with the operation of the Derriford Roundabout. It is concerned about new accesses provided off Derriford Road into the site that were never discussed at the pre-application stage. Right hand turns would give rise to tailbacks and increased risk of danger on the highway. Little consideration is given to pedestrian and cyclist links across Derriford Road to Marjons, The Devonshire Racquet Club and proposed housing on the Airport land. This raises highway safety and capacity issues contrary to Core Strategy policy CS28.

Other matters

The Framework Travel Plan covers the broad principles but there are shortcomings. It lacks enough commitment towards the measures that will be required to deliver it, particularly in respect of financial contributions. The application provides no

information on what Section 106 measures would be made to mitigate the transport impacts of the development.

Conclusion

The development-generated traffic will result in an unacceptable impact upon the operation of the local highway network at a number of strategic junctions resulting in an increase in congestion and queuing which is likely to impact upon bus journey times. The impacts could be reduced if there was less car parking on the site. The current level of which is in excess of the maximum number in accordance with the Accessibility Based Parking Standards. The Development Masterplan highlights the provision of several non-signal controlled junctions onto Derriford Road. These junctions were not indicated on plans previously discussed at the pre-app stage and the use of these junctions would give rise to highway safety and capacity issues.

Design

Development Approach

The proposals include the development of a high density mixed-use urban area. This includes residential, residential and non-residential institutions, commercial, a foodstore, retail and food & drink uses with the introduction of a local centre in the form of a High Street. A public transport interchange is proposed in the 'Care Square', which would be located directly outside of the proposed entrance to Derriford Hospital, but also serve the North West Quadrant development. The future implementation of this project has been delayed. It is a landmark location on the northern corridor, and represents a key opportunity to improve legibility within Derriford, and in particular to key destinations such as the existing and proposed hospital entrance. The applicant has spent considerable time and effort developing the design principles for the site. It has divided the site into four character areas divided by streets that run east to west and increase in density and scale down the slope of the land from north to south.

Context to wider Derriford proposals

The proposals need to relate to the context of the site and the proposed development in the AAP Pre-Submission Consultation Version 2011 ensuring permeability with better circulation, particularly for pedestrians and cyclists across this area and improved legibility in accordance with Strategic Objective SO5 and Policy DS02. The application must show how the proposals could accommodate the proposed changes to the Derriford Roundabout.

East - west links between the Hospital entrance, North West Quadrant and future development to the west across Tavistock Road and to the south west to the former Seaton Barracks Parade Ground land will be important and need to be considered as part of the street network. The proposed South Street is a cul-de-sac arrangement and needs to be extended westwards. These links should support pedestrian and cycle movement and public transport.

The masterplan has a poor relationship with Derriford Road, which constrains the integration of the site with the wider area. This road acts as a barrier to pedestrian and cycle movement, with no crossing points proposed for pedestrians and cyclists to and from Marjons and the proposed large area of housing of about 290 homes on the former Airport land.

Masterplan

The role of the “High Street” needs to be carefully considered both in transport and functional terms as the main route from the Derriford Roundabout to the Hospital. The term High Street is confusing as it implies a town centre and, as stated earlier in the report, the NWQ is not the preferred location for the district centre. The local centre uses in the short term will be provided in the permitted MSCP. North- south pedestrian links through the site need to be convenient, and clearly legible and to achieve greater access to local facilities in accordance with Strategic Objective SO5 and Policy DS02 of the draft AAP. The layout of the Upper and Lower Hilltown currently limits pedestrian movement through the site, as well as the very limited opportunities to cross Derriford Road.

The structure of the ‘Hilltown’ is complex and potentially confusing. The concept does not create a strong street frontage to Derriford Road, but introduces an acoustic barrier. The blocks create some awkward and disjointed spaces, rather than cohesive spaces.

Scale

Whilst the overall scale needs to create a higher intensity than neighbouring areas and relate to Derriford Hospital, some parts of this development are very tall, effectively up to 8-9 storeys in parts of the Lower Hill Town, Campus Plaza and Transferium. The buildings on the north side of the High Street in the Lower Hill Town would be six storeys high immediately to the south of two–three storey houses, some of which would be only 13 metres away. This would be an abrupt change in scale and have an unacceptable over-dominant and over-shadowing impact on the properties to the north contrary to Core Strategy policies CS01, CS02 and CS34.

Greenspace and public realm

Links to the Community Park (Draft Proposal DS21 of the draft AAP) need to be demonstrated, with contributions to the wider park proposals to mitigate increased pressure of use. Some of the existing trees are retained in the proposals, which are a positive aspect of the area, however the detailed design will need to be handled carefully to achieve this. A sensitive approach needs to be taken to retain the woodland on site as a natural open space in the Care Square as well as including public access and overlooking. The Plymouth Pear also needs to be protected. A landscape strategy should be provided to supplement the Design & Access Statement to demonstrate how principles of hard & soft landscape can be embodied into the design and enhance the site’s opportunities. These include:

- Upper Hill Town – the shared surface and linking spaces around the Village Green and pond offers more opportunities for green space and landscape features;
- Middle Hill Town Road – provide more street trees within the avenues to give continuity and strengthen character;
- The concept for dealing prudently with site run off is commendable and all measures for water conveyance and positive attenuation are supported. More detail is required on accommodating all the capacity on site; how any overflow would be addressed; and how the bio-swales would operate;

- Lower Hill Town – this block is arguably the most challenging to achieve an environmental balance given the extensive use of undercroft car parking.

The landscape strategy would help to show how deliverable enhancements could be achieved to complement the proposed buildings. The Campus Plaza is a considerable sized space that has potential to be dealt with as a green solution including public art.

Further work should have been done to establish minimum criteria for planting zones to ensure trees and plantings can be provided with nutrients and moisture and to ensure their long-term management and maintenance. Planting trees at a lower level through a perforated upper deck is exciting but challenging to be feasible, the trees would need to be large to provide the right effect. For general street tree planting minimum criteria for providing adequate root zones for street trees are required together with a technical solution to pit infrastructure and basic species list to inform future developers and designers. The Campus Zone offers the most intensive opportunities for environmental mitigation in the entire site, containing the Care Square and Campus Plaza.

Design Codes

To allow some flexibility, a clear set of underlying design principles that underpin these proposals should be provided. The creation of four distinct character areas within a relatively small area may be excessive. There should be a focus on greater integration between the four character areas although streets and spaces and building typologies will vary. Some of the transitions from one zone to another are abrupt as at the Lower Hill Town and Campus Plaza.

Many of the references to the “toolbox” are too vague, along with the accompanying text. A Design Code should be a technical delivery document, that sets out ‘codes’ for streets, spaces and buildings, with a clear distinction between mandatory aspects and illustrative aspects. Not enough information is provided about materials for streets and buildings, in terms of their functions, and local distinctiveness. The masterplan does incorporate undercroft parking which is supported but is an expensive option and might not be delivered in full. Care should be taken to avoid ground floor parking on street frontages.

Sustainability

The proposals broadly appear to be in line with the emerging AAP proposals for district energy, if they are designed for future connection however this should incorporate space for an Energy Centre and also should contribute to delivery of the network to comply with Draft Proposal DS05 of the AAP Pre-Submission Consultation Version. An Energy Strategy will need to be prepared to demonstrate how the development will meet future building regulations and AAP targets. The proposals for Sustainable Drainage and biodiversity, including green roofs appear to be well developed in the plan. More detailed analysis on the capacity of the site to incorporate SUDS and flexibility is required.

Summary

The main design flaws of the application relate to the insufficient information showing how the development would integrate satisfactorily with the proposed new four arm signalised junction at Derriford Roundabout and provide adequate

pedestrian and cycle links with adjoining existing and proposed developments to the north, south west and west. The proposed housing in the Upper Town has a poor relationship with Derriford Road with little active frontage facing the road. The six storey buildings on the north side of the High Street have an adverse relationship with the dwellings to the north and would cause an unacceptable over-dominant and overshadowing effect. The application does not include sufficient information to establish that the proposed eight and nine storey buildings in the southern and eastern parts of the site would not cause harm to the visual amenity of the area by reason of the bulk, height and massing of the buildings. For these reasons the development is contrary to Core Strategy policies CS01, CS02 and CS34.

Landscape Impact

The landscape & visual impact assessment has been prepared using principles contained within Guidelines for Landscape and Visual Assessment, published jointly by the Institute of Environmental Management & Assessment (IEMA) and the Landscape Institute in 2002. Whilst those guidelines state that there is no standard methodology for the quantification of landscape and visual impacts, the consultant has used accepted techniques relevant for this specific site which were agreed with the Council prior to its compilation.

It is clear from the evidence contained within this study that the visual impact of the proposed development will be limited to the immediate surrounds of the site and the surrounding landscape and neighbourhoods around the Bircham and Forder valleys to the south and west.

The visual impact upon the wider landscape and sensitive receptors identified in the south will be negligible with proposed buildings merging with existing forms to the point where they would not be distinguishable.

Photomontages 1 to 4 set out the visual impact upon the immediate setting of the proposed development and shows that the change would be considerable with new buildings dominant in the landscape as anticipated by the Council's policies and proposals both in the Core Strategy and the AAP Pre-Submission Consultation Version in seeking to achieve a "thriving, sustainable, mixed use new urban centre at the heart of the north of Plymouth." Views of the development to the immediate south would be more limited due to the existence of large conifer trees and the change in topography.

The impact upon the existing landscape would be similarly dramatic on site with creation of a new urban form, generating changes to the site's landform, existing vegetation and changes to the sites overall character. These are all deemed at first appraisal to be potentially adverse. However given the policy intent here the proposed changes are consistent with what is expected in order to achieve a new a high quality and distinctive urban form.

Photomontages 5 to 9, examine the visual impact upon the surrounding landscape and neighbourhoods of the Bircham and Forder valleys to the south and east. It is notable that views to the south-west and west are not possible given the existence of strong vegetation on the site and the changes in topography that mask the development site from vantage points in that direction. The Photomontages show

that the proposed development will add to the existing visible built forms of Derriford Hospital and overall they will make the composition of buildings more noticeable in the landscape from these neighbourhoods.

This would have a significant impact upon the landscape but is to be expected given the policy position and the Council's aspiration for this area to create a high quality "northern gateway" with strong urban form at sufficient scale.

Photomontages 10 to 13 from more distant viewpoints from the north-east south east and south show that the development would either be screened or only have a negligible effect.

The Council accepts the applicant's landscape analysis and there is no overriding objection to the visual and landscape impact that this development would make in this locality. It complies with the Area Vision for Derriford and in landscape terms complies with policies CS01, CS02 and CS34.

Nature conservation

The applicant carries out an Extended Phase One Habitat Survey and included an ecological assessment in the Environmental Statement. It concluded that provided that the suggested mitigation measures were carried out there would be no significant adverse impacts on the site's ecology.

Natural England comments that the site adjoins the Bircham Valley Local Nature Reserve and relies on wildlife corridors to link it to the surrounding countryside. Maintaining the integrity of the wildlife interest of the LNR depends on these links along which wildlife can migrate and disperse. Severing of links would be likely to have an adverse impact on the LNR's wildlife interest, particularly for species which depend on dispersion to and from the wider countryside, such as bats and small terrestrial species. Natural England at the Environmental Impact Assessment scoping stage asked for bat flight-lines to be monitored and for provision to be made for them within the development. This does not appear to have been addressed in the Environmental Statement (ES). Green links have been identified in the landscape section of the ES, with reference to improvements of public rights of way only. Natural England strongly suggested that the applicant should carry out further work to address the questions of wildlife links across the site and the species that may use them.

Officers also require additional information to show:

- How the ES has influenced the masterplan;
- The phasing of the ecological works;
- More details on mitigation measures including how the Sustainable Urban Drainage System will be incorporated and lighting reduced;
- More detail on the ecological enhancement measures to show how the net biological gain could be achieved; and
- More information on the ecological corridors through the site to link with Bircham Valley LNR.

Officers were in discussion with the applicant's ecological consultants last year in seeking to address their concerns. Not all the matters were fully resolved. But officers do not believe they are insurmountable and, had the recommendation been

favourable, they are confident that they could be addressed to comply with Core Strategy policy CS19.

Trees

The applicant's reports state that there are 170 trees on site including several of the better quality category B trees. Only seven would be retained but there would be substantial compensatory re-planting. Officers are concerned about the loss of certain groups and specimens. There is a copse in the south eastern part of the site. A Pine and a Lime would be retained but several including Lime, Ash, Holly, Sycamore, Holm Oak, Beech and Oak in categories B and C would be felled to make way for the landscaped area for the Care Square. As the space would be landscaped officers see merit in incorporating more of the existing trees that have amenity and nature conservation value into the masterplan. It is worth noting that this clump is opposite the other part of the copse that was on the opposite side of the loop road. These were felled to make way for the proposed new entrance. Their loss was regretted but there were major public health and medical advantages in having a new entrance to the hospital that would lead to much improved internal arrangements and management of the hospital to the benefit patients, staff and visitors. The hospital felled the trees in 2009 in anticipation of starting building works but owing to changed economic conditions is not going ahead with the development in the medium term. Officers would not wish to see this repeated on the application site particularly if more of the existing trees could be retained.

Other category B trees along Campus Lane and the High Street including Beech, Oak and Lime would be lost to accommodate the proposed layout. Amendments to the design may have saved one or more but officers accept that this would be more difficult to achieve.

Officers appreciate the applicant's proposal to plant 240 new trees to compensate those lost but feel that more effort could have been made in retaining additional existing trees given their amenity and nature conservation value. The proposed degree of tree loss is contrary to Core Strategy policy CS18.4.

Other matters

The Environment Agency (EA) has assessed the Flood Risk Assessment in the ES and is satisfied that a suitable surface water drainage system can be provided for the development subject to conditions.

The Public Protection Service (PPS) and EA have no objections on ground contamination matters subject to conditions. Neither does PPS raise noise or air quality concerns subject to a condition and a Section 106 contribution towards the wider air monitoring scheme.

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.

Equalities & Diversities issues

If the application had been recommended to grant planning consent there would be equality issues to address. The development and proposed uses would be available for all equality groups. The nursing home uses would benefit the elderly. A condition would have been attached requiring at least 20% Lifetime Homes to cater for the elderly and people with disabilities in accordance with Policy CS15 of the Core Strategy. Likewise the buildings would have access for people with disabilities. A weakness is that the application does not give a commitment to providing affordable housing that would benefit people on lower incomes and forms part of one of the reasons for refusal.

Section 106 Obligations

Impacts

The proposed development would have direct impacts on local and strategic infrastructure and the environment requiring mitigation. If the recommendation was favourable the mitigation will be achieved through a combination of planning conditions and planning obligations identified in a S106 agreement. Each planning obligation has been tested to ensure that it complies with the three tests set out in Regulation 122 of the Community Infrastructure Levy Regulations April 2010.

The impacts relate to 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 2014 given projected population growth. This is reflected in Draft Proposal DS17 of the AAP Pre-Submission Consultation Version 2011 which proposes a site for a new primary school. The development will therefore generate an impact that needs to be mitigated. The estimated cost of mitigating this impact is £478,328.

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 development will therefore generate an impact that needs to be mitigated. The estimated cost of mitigating this impact is £48,330.

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 £223,380.

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 through the need for green space improvements. The estimated cost of mitigating this impact is £139,546.

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 through the need for play facility improvements. The estimated cost of mitigating this impact is £79,281.

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 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 £274,665.

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 £6,499.

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 £175,506.

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 £1,593,283.

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 £20,865.

Air quality. Given the level of traffic generated by the proposal and degree of congestion on the Northern Corridor there would be impacts on air quality that require mitigation, generating a requirement for a contribution to the wider air monitoring scheme.

Monitoring and implementation of the planning obligations. The Council would incur costs in the monitoring and implementation of the planning obligations. A Planning Obligations Management Fee of £60,000 would be sought in relation to a proposal of this nature.

This is a total of in the order of £3 million. Officers accept that this would have been the starting point for negotiation as the applicant had raised viability concerns. Additionally, were the applicant able to mitigate the impacts of the development in different ways, financial contributions would not necessarily be sought.

The applicant argued in the Planning Supporting Statement that viability concerns would effect the contributions it would make to transport, community infrastructure and open space and recreation. The applicant entered into early discussions on viability matters but never pursued them through to submitting a viability appraisal. Additionally, the applicant never sought consideration under the Council's Market Recovery Scheme which could have led to the discounting of some of the contributions and obligations that would otherwise have been sought. The applicant did not progress the S106 discussions nor submit any draft Heads of Terms. The applicant has not shown that how impacts of the development would be mitigated and as such it conflicts with Core Strategy policies CS01 and CS33 and guidance in the Planning Obligations and Affordable Housing SPD First Review 2010.

Conclusions

This application is long outstanding and was deferred pending the publication of the AAP Pre-Submission Consultation Version 2011 given the significance of the proposals to the Development Plan Document process. It is an important application at a key gateway site in Derriford between the A386 Tavistock Road, Derriford Roundabout and Derriford Hospital. The proposal to redevelop the site at a higher density and more urban scale to form a sense of place is supported in principle sub-regionally and locally in the development plan and draft development plan documents. Some of the broad principles of the application would support these objectives. The main objection on principle relates to the shopping and retail related main town centre uses that conflict with national and development plan policy. If permitted it would prejudice the Council's aspirations for the Derriford area. There are several reasons for refusal but some of these relate to the details of the scheme. This is an outline application but the reserved matters of access, layout and scale are to be determined at this stage. If members were to grant planning permission subsequent applications for approval of Reserved Matters would have to comply with the terms of the outline permission, masterplan, design and access statement and Environmental Statement. It is essential to ensure that the details of the outline application are acceptable.

The main point of principle in dispute relates to the main shopping and related town centre uses that if granted would be of a scale sufficient to form phase one of the proposed district centre but without any indication as to how its future growth will be achieved to meet the aspirations of the vision for Derriford as set out in the Core Strategy and AAP Pre Submission Draft. Furthermore, because of the nature and scale of the retail and town centre uses proposed, it would prejudice the delivery of a district centre as proposed in the draft AAP and therefore the achievement of this vision. The applicant did not assess the application against the policies in PPS4: Planning for Sustainable Economic Growth including those relating to the retail sequential test and impact assessment. If permitted it would jeopardise the delivery of the vision for a major new district centre as proposed in the adopted Core Strategy in 2007 and subsequently amplified in the Derriford and Seaton Area

Action Plan Pre-Submission Consultation Version 2011. This is a controversial and significant matter. The correct way to determine its location is through the Local Development Framework Area Action Plan process. It would be premature to grant permission for the proposed amount of shopping and related town centre uses before this matter had been finally addressed in the adopted Derriford and Seaton Area Action Plan.

The principle of the other uses comprising housing, offices, hotel, residential institutions including hospitals and convalescent/nursing homes and non-residential institutions including, clinics health centres and consulting rooms is acceptable in principle. Officers object to the preponderance of flats and duplexes (maisonettes) and the absence of a firm commitment as to how much Affordable Housing would be provided.

The proposed traffic generation would have an unacceptable impact on the strategic and surrounding highway network, and junctions that would increase queuing on the existing congested Northern Corridor and add delays to bus journey times. There is an over-provision of parking which would be contrary to encouraging greater use of sustainable means of travel. The newly proposed accesses from Derriford Road would give rise to highway safety concerns, queuing and capacity issues.

The general principle of the design of the proposals in creating a more urban form development at a higher density to help create a sense of place is supported. This would be achieved by the creation of principal streets running east to west forming four character areas that drop from north to south down the slope of the land. Officers have concerns over the details of the scheme in particular its links with surrounding areas and integration with the proposed changes to the Derriford Roundabout, the relationship with Derriford Road, the effect of the flats on the houses in the Lower Hill Town and the impact of the tall buildings. The scheme incorporates a few of the existing trees and more should be retained in the copse area on the south east part of the site.

The applicant entered into discussions regarding viability and a draft viability model was provided, however, no substantive discussions took place regarding planning obligations and no draft Heads of Terms were tabled. The application does not demonstrate how it would mitigate the infrastructure impacts of the development.

It is for these reasons that the application is recommended for refusal.

Recommendation

In respect of the application dated **17/12/2009** and the submitted drawings Site location plan, 1178-11-001, 1178-11-001a, 1178-11-002, 1178-11-003, 1178-11-004, 1178-13-001, 1178-13-002, design and access statement, planning supporting statement, retail impact assessment and environmental statement, it is recommended to: **Refuse**

Reasons for Refusal

INADEQUATE TOWN CENTRE SEQUENTIAL APPROACH AND IMPACT ASSESSMENT CONTRARY TO PLANNING POLICY STATEMENT 4

(1) The application includes the main town centre uses of shops, financial and professional services, restaurants and cafes, bars and hot food takeaways . The application site is not in a city, town, district centre or local centre and not in accordance with an up to date development plan. The application does not include a thorough sequential approach in accordance with policy EC15 of Planning Policy Statement 4: Planning for Sustainable Economic Growth in particular for the proposed Derriford District Centre site on the former Seaton Barracks Parade Ground or the other possible Derriford District Centre sites at Glacis Park and Crownhill Retail Park. The application does not consider the impact of the proposals in accordance with policy EC16 of Planning Policy Statement 4 on the existing centres or the planned district centre location for Derriford on the former Seaton Barracks Parade Ground site or the other possible District Centre locations at Glacis Park and Crownhill Retail Park within the catchment area of the proposal. The application does not consider the impact of the proposed development on the vitality and viability of the town centres within the catchment area of the proposal. Consequently the application should be refused to comply with policy EC17 of Planning Policy Statement 4: Planning for Sustainable Economic Growth.

CONFLICT WITH AREA VISION AV9 AND POLICY CS07 OF THE CORE STRATEGY

(2) The application proposes 9,016 square metres of shopping Use Class A1 – A5 uses together with 4,233 square metres of other town centre uses. This is of a scale equivalent to the first phase of the proposed Derriford District Centre in policy CS07 of the adopted City of Plymouth Core Strategy Development Plan Document, and does not demonstrate how phase two could be achieved in a deliverable and acceptable fashion in the longer term. The proposals therefore do not accord with Area Vision 9 and policy CS07 of the adopted City of Plymouth Core Strategy Development Plan Document 2007.

CONFLICT WITH PROPOSALS DS14 AND DS17 OF THE DRAFT DERRIFORD AND SEATON AAP AND PREMATURETY

(3) The proposed development includes a substantial amount of town centre uses comprising 9,016 sq m. This is almost the total town centre floorspace required for phase I of the proposed Derriford District Centre as stated in Proposal DS17.1 of the Derriford and Seaton Area Action Plan Pre-submission Consultation Draft 2011. The application has major implications for the location of the Derriford District Centre. The application is premature because the development is so significant that granting permission could prejudice the Derriford and Seaton Area Action Plan in the location, scale and phasing of the proposed District Centre which are matters being addressed in the Local Development Framework process through the Derriford and Seaton Area Action Plan Pre-Submission Version 2011.

INSUFFICIENT ASSESSMENT TO DETERMINE IMPACT ON STRATEGIC ROAD NETWORK (A38(T))

(4) The Assessment work completed does not identify the impact of the development on the Strategic Road Network, and is therefore contrary to Circular 02/2007 'Planning and the Strategic Road Network'

UNACCEPTABLE TRAFFIC IMPACT

(5) The additional traffic movements generated by the development will result in a deterioration in the operating conditions at several strategic junctions on the local highway network including Derriford Roundabout. Increased queuing on the approaches to those junctions (some of which are either close to or at capacity in the peak traffic hours) will not only result in an increase in congestion on the highway network for general traffic but also impact upon bus journey times on strategic public transport routes including the Northern Corridor which is contrary to Policies CS28 and 34 of the Local Development Framework Core Strategy adopted April 2007 and policy EC10.2.b of Planning Policy Statement 4: Planning for Sustainable Economic Growth.

OVER-PROVISION OF CAR PARKING

(6) The level of car parking that is proposed is unacceptable as it would provide a level of car parking which is greater than the maximum number of spaces required to serve the site through the application of the Accessibility Based Parking Standards, with no consideration having been given to further reductions from these totals based upon the sharing of adjoining car parking facilities (Derriford Hospital Multi Storey Car Park). Such an approach is contrary to advice as set out in National Guidelines (PPG13 - Transport) and Policies CS28 and 34 of the adopted City of Plymouth Local Development Framework Core Strategy 2007 which refer to limiting levels of car parking serving new development as a demand management tool in order to encourage the use of sustainable modes of transport as an alternative to the private car and hence reduce development-led vehicular trips on the local highway network, particularly in the peak traffic hours.

NEW JUNCTIONS GIVING RISE TO HIGHWAY SAFETY CONCERNS

(7) The use of the new proposed vehicular points of access into the Middle and Upper Hill Town areas off Derriford Road will give rise serious highway safety concerns as vehicles right turning at these junctions would have to cross a lane of heavy on-coming traffic in addition to a bus lane. Furthermore stationary vehicles on Derriford Road wanting to right turn into the various junctions would block eastbound traffic movements on Derriford Road giving rise to capacity issues as vehicles stack back towards Derriford Roundabout. Such circumstances are likely to give rise to highway safety implications and therefore the current Masterplan layout is considered to be contrary to Policies CS28 and 34 of the Local Development Framework Core Strategy adopted April 2007.

LACK OF AFFORDABLE HOUSING AND POOR MIX OF DWELLINGS

(8) The application does not state what level of Affordable Housing would be provided nor is there a viability appraisal justifying a reduction in the minimum level of Affordable Housing of 30 percent. The application proposes 82 houses and 274 flats and duplexes which is a ratio of 23 percent to 77 percent. It is accepted that the site would be developed at a higher density and more urban scale but there should be a greater mix of terraced semi-detached houses and fewer flats and duplexes to meet the demands and needs of Derriford. Consequentially it is contrary to policies

CS01 and CS15 of the adopted City of Plymouth Core Strategy Development Plan Document, 2007.

MITIGATION OF COMMUNITY IMPACTS

(9) The proposed development has not satisfactorily mitigated the infrastructure impacts of the development in particular in relation to primary schools, libraries, local greenspace, local play space, playing pitches, strategic green space, European marine site, strategic sports facilities, strategic public realm, strategic transport and the monitoring of air quality. In consequence, it also fails to support the development of a sustainable linked community. It is therefore contrary to policies CS01 and CS33 of the adopted City of Plymouth Local Development Framework Core Strategy and to the guidance set out in the adopted Planning Obligations and Affordable Housing Supplementary Planning Document First Review.

DESIGN AND LOSS OF TREES

(10) The application does not provide sufficient evidence to show how the development is future proofed to ensure that it would integrate satisfactorily with the proposed new four arm signalised junction at Derriford Roundabout and provide adequate pedestrian and cycle links with adjoining existing and proposed developments to the north, south west and west. The proposed housing in the Upper Town has a poor relationship with Derriford Road with little active frontage facing the road. The six storey buildings on the north side of the High Street have an adverse relationship with the dwellings to the north and would cause an unacceptable over-dominant and overshadowing effect. The application does not include sufficient information to establish that the proposed eight and nine storey buildings in the southern and eastern parts of the site would not cause harm to the visual amenity of the area by reason of the bulk, height and massing of the buildings. The application does not include sufficient information to justify the loss of all but two of the existing trees in the copse in the south east part of the site that is proposed to be retained as a landscaped area. Their loss would harm the visual amenities of the area. For these reasons the development is contrary to policies CS01, CS02, CS34, CS28 and CS18 of the adopted City of Plymouth Core Strategy Development Plan Document, 2007, policies DS01 and DS02 of the Derriford and Seaton Pre-Submission Consultation Version 2011 and parts 4 and 5 of the adopted Design Supplementary Planning Document 2009.

Relevant Policies

The following (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, were taken into account in determining this application:

PPG13 - Transport
PPS3 - Housing
PPS9 - Biodiversity and geological conservation
PPS1 - Delivering Sustainable Development
PPS23 - Planning & Pollution Control
CS28 - Local Transport Consideration
CS32 - Designing out Crime
CS33 - Community Benefits/Planning Obligation
CS34 - Planning Application Consideration
CS22 - Pollution
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
SO11 - Delivering a sustainable environment
PPS25 - Development and Flood Risk
SO1 - Delivering Plymouth's Strategic Role
SO2 - Delivering the City Vision
SO3 - Delivering Sustainable Linked Communities
SO4 - Delivering the Quality City Targets
AV9 - Derriford/Seaton
SO6 - Delivering the Economic Strategy Targets
SO7 - Delivering Adequate Shopping Provision Targets
SO10 - Delivering Adequate Housing Supply Targets
SO14 - Delivering Sustainable Transport Targets
SO15 - Delivering Community Well-being Targets
CS31 - Healthcare Provision
SPD2 - Planning Obligations and Affordable Housing
SPD1 - Development Guidelines
SPD3 - Design Supplementary Planning Document
PPS4 - Economic Growth