

CITY OF PLYMOUTH

Report: Overview and Scrutiny Panel -
Transport, Housing and Related Regeneration

Subject: Cornwall Structure Plan 2001-2016 : Deposit Draft

Committee: Overview and Scrutiny Commission

Date: 12th December, 2002

Ref: 5/THRR/SP/CH

Part: I

Executive Summary:

The Cornwall Structure Plan 2001-2016 is now at the Deposit Stage. This provides individuals and organisations with the opportunity to make representations to Cornwall County Council within the six week deposit period ending on 20th December, 2002 and, insofar as Plymouth City Council is concerned, this task has been delegated to the Portfolio Holder for Transport, Housing and Related Regeneration. The purpose of this report is to seek the approval of the Overview and Scrutiny Commission to submit recommendations to the Portfolio Holder for Transport, Housing and Related Regeneration following a meeting of the Scrutiny Panel responsible for reviewing the Deposit Draft of the Cornwall Structure Plan 2001-2016.

Corporate Strategy:

The establishment of Overview and Scrutiny Panels forms part of the corporate strategy for implementation of that part of the modernisation agenda relative to new democratic arrangements.

Financial Implications:

There are no financial implications arising out of this report.

Recommendations:

The Panel recommends that -

- (1) representations be made on the Deposit Structure Plan to the effect that the City Council -
 - (i) welcomes the publication of the Deposit Draft of the Cornwall Structure Plan 2002, noting the clarity with which it explains planning guidance for Cornwall;

- (ii) welcomes Cornwall County Council's recognition of the findings of the Plymouth Sub-Regional Study and the incorporation of its conclusions into the Cornwall Structure Plan Deposit Draft 2002;
- (iii) supports Cornwall County Council for the comprehensive way in which the Deposit Plan recognises the influence of Plymouth on South East Cornwall. The inclusion of the Plymouth Principal Urban Area boundary on the key diagram is considered particularly helpful. However, in terms of consistency, it would be helpful if Plymouth was similarly illustrated on the Strategic Transport Network map (page 48);
- (iv) supports the overall level of development proposed for Caradon, because it is considered compatible with the sub-region's needs and consistent with the housing allocation, to 2016, set out in Regional Planning Guidance (RPG10);
- (v) supports the proposed distribution of development in Caradon, with its sub-division between the South East and rest of Caradon. The sub-division of the housing allocations for Caradon is considered important because of South East Caradon's relationship to the Plymouth Principal Urban Area;
- (vi) welcomes the inclusion of Saltash within the Plymouth Principal Urban Area, but expresses concern at the lack of clarity in the definition of the existing and future Plymouth Principal Urban Area boundaries within Cornwall, and the consequent lack of specific guidance on the level of development being proposed within the Cornish part of the Plymouth Principal Urban Area;
- (vii) supports the proposed inclusion of the Broadmoor Farm as a strategic employment proposal because it has the potential, provided its scale is tailored to local needs, to reduce commuting from Cornwall into Plymouth and increase prosperity in South East Cornwall. However, it is suggested that it would be more appropriate to show the Broadmoor Farm site as lying within the Principal Urban Area boundary, rather than adjacent to it;
- (viii) supports the prioritisation of promoting sustainable transport solutions, particularly in relation to including park and ride proposals as part of the Broadmoor Farm development;
- (ix) supports the Deposit Plan's guidance that housing provision in the Saltash area needs to be well related and phased in relation to the development of the employment site at Broadmoor Farm, in order to promote sustainable development. However, the City is concerned at the implication of this Policy, in relation to Cornwall meeting its housing allocations, should the creation of jobs at Broadmoor Farm be slower than anticipated. In such circumstances, the Plan needs to be clear that the primary aim is to provide an adequate level of housing in relation to where future jobs are most likely to be provided;

- (x) supports the general approach taken with regard to Liskeard and other surrounding towns, but expresses its concern that Policy 25 does not explicitly comment on the need to avoid a level of development in these towns surrounding Plymouth that may increase commuting to the Plymouth Principal Urban Area. It is noted that, while this point may be implicit within the Deposit Plan's policies, it would be helpful to make it more explicit in relation to the Liskeard and Callington areas of Caradon, because of the inevitable effect of Plymouth on this wider area;
 - (xi) highlights the need for a consistent approach to "cross-border" issues so as to ensure adequate guidance to enable consistent local policy development by those authorities adjoining the border between the two Counties. In particular, a more consistent approach needs to be established in relation to –
 - (a) policies for Areas of Outstanding Natural Beauty;
 - (b) provision of Affordable Housing;
 - (c) cross-boundary public transport links;
 - (d) areas of Great Landscape Value;
 - (e) approach to remote rural areas;
 - (2) the findings and recommendations of the Transport, Housing and Related Regeneration Overview and Scrutiny Panel be submitted to the Overview and Scrutiny Commission on 12th December, 2002, prior to submission to the Portfolio Holder for Transport, Housing and Related Regeneration, in order to comply with the closure of the consultation period on 20th December, 2002.
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Background Papers:

- (i) Cornwall Structure Plan Deposit Draft – 2002.
 - (ii) Planning Policy Guidance Notes 3, 7, 13 and 25.
 - (iii) Regional Planning Guidance (RPG10) – September 2001.
 - (iv) Plymouth Sub-regional Study, July 2002 – Background report to the Cornwall Structure Plan.
 - (v) Report of the Director of Development and Transport and Planning Manager on the Cornwall Structure Plan 2001-2016 : Deposit Draft.
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**REPORT OF THE OVERVIEW AND SCRUTINY PANEL –
TRANSPORT, HOUSING AND RELATED REGENERATION**

CORNWALL STRUCTURE PLAN 2001-2016 : DEPOSIT DRAFT

1.0 Background

- 1.1 The Overview and Scrutiny Commission, at its meeting on 17th October, 2002, agreed a number of Work Programme items for the Transport, Housing and Related Regeneration Scrutiny Panel, including consideration of the Cornwall Structure Plan.
- 1.2 The Transport, Housing and Related Regeneration Overview and Scrutiny Panel met on 22nd November, 2002, to consider the report and supporting documentation provided by the Director of Development and Transport and Planning Manager on the Cornwall Structure Plan 2001-2016 Deposit Draft, as well as talk to an Officer from the Transport and Planning Department.

2.0 Panel Structure

Councillors

Councillor Birkenhead, in the Chair.

Councillors Brookshaw, Mrs. Ford, Martin Leaves, Mrs. Nelder and Wheeler.

Also in Attendance

Officers:	Mike Palmer	Planning Policy Manager
	Carole Hoyle	Democratic Support Officer

3.0 Objectives

- 3.1 The Transport, Housing and Related Regeneration Overview and Scrutiny Panel consider the Cornwall Structure Plan 2001-2016 Deposit Draft and submit its recommendations to the Scrutiny Commission on 12th December, 2002, prior to submission to the Portfolio Holder for Transport, Housing and Related Regeneration, in order to comply with the closure of the consultation period on 20th December, 2002.

4.0 The Detail

- 4.1 The Transport, Housing and Related Regeneration Overview and Scrutiny Panel considered the report of the Director of Development and Transport and Planning Manager which -
- (i) set out the arrangements for the deposit of the Cornwall Structure Plan 2001-2016;
 - (ii) advised that, as an adjoining Planning Authority, the City Council had an interest in ensuring that the level and guidance for development in Cornwall does not conflict with that in Devon or the City of Plymouth;

- (iii) summarised the main changes, relating to Plymouth's area of interest to the adopted Cornwall Structure Plan 1995-2011;
- (iv) recommended that the suggested representations set out in the report be made, on behalf of the City Council, to the Cornwall Structure Plan Committee in relation to the Deposit Draft Structure Plan 2001-2016 policies and proposals, in order to comply with the consultation period from 8th November to 20th December, 2002.

5.0 Comments

5.1 Having considered the report and supporting documentation, the Panel raised a number of issues, the majority of which were responded to by the Officer present. However, there were a number of points which it was thought appropriate should be commented on to the Cornwall Structure Plan Committee, as follows:-

- (i) that, although the key diagram included a diagrammatic reference to Plymouth, highlighting the extent of the Plymouth Principal Urban Area and illustrating its influence over the Saltash area, it was noted that Plymouth was not similarly illustrated on the Strategic Transport Network map (Page 48);
- (ii) that the inclusion of Saltash within the Plymouth Principal Urban Area was welcomed. However, whilst it was recognised that it was not the remit of the Structure Plan to be site specific about proposed development, Regional Planning Guidance (RPG) 10 did require the Strategic Planning Authorities:-
 - (a) to define the general geographic extent of the Principal Urban Area;
 - (b) to give an indicative target of the number of dwellings and the amount of other development to be located at the Principal Urban Area;
 - (c) to identify major transport proposals for inclusion in Local Transport Plans (Policy SS5 of RPG10 refers).

Within this context, it would be helpful if the Cornwall Structure Plan provided greater guidance on the extent of the Plymouth Urban Area, in relation to Saltash, and the anticipated level of development for this area;

- (iii) that, although the proposed inclusion of the proposal for Broadmoor Farm was supported, it was suggested that it would be more appropriate to show the site as lying within the Principal Urban Area boundary, rather than adjacent to it;
- (iv) that, although there were guidance in the Deposit Plan to the effect that housing provision in the Saltash area needed to be well related and phased in relation to the development of Broadmoor Farm, there was some concern relation to Cornwall meeting its housing allocations if the creation of jobs at Broadmoor Farm was slower than anticipated;

- (v) that Policy 25 does not explicitly comment on the need to avoid a level of development in the Liskeard and Callington areas of Caradon which may increase commuting to the Plymouth Principal Urban Area;
- (vi) there was a need to establish a consistent approach to a number of other general issues which affect areas close to the Devon and Cornwall boundary, such as Policies for Areas of Outstanding Natural Beauty, the provision of affordable housing, cross-boundary public transport links, areas of great landscape value and the approach to remote rural areas, and the need to co-ordinate this consistent approach was clearly a matter for both the Cornwall and Devon Structure Plan Authorities.

6.0 Recommendations

6.1 The Panel recommends that -

- (1) representations be made on the Deposit Structure Plan to the effect that the City Council -
 - (i) welcomes the publication of the Deposit Draft of the Cornwall Structure Plan 2002, noting the clarity with which it explains planning guidance for Cornwall;
 - (ii) welcomes Cornwall County Council's recognition of the findings of the Plymouth Sub-Regional Study and the incorporation of its conclusions into the Cornwall Structure Plan Deposit Draft 2002;
 - (iii) supports Cornwall County Council for the comprehensive way in which the Deposit Plan recognises the influence of Plymouth on South East Cornwall. The inclusion of the Plymouth Principal Urban Area boundary on the key diagram is considered particularly helpful. However, in terms of consistency, it would be helpful if Plymouth was similarly illustrated on the Strategic Transport Network map (page 48);
 - (iv) supports the overall level of development proposed for Caradon, because it is considered compatible with the sub-region's needs and consistent with the housing allocation, to 2016, set out in Regional Planning Guidance (RPG10);
 - (v) supports the proposed distribution of development in Caradon, with its sub-division between the South East and rest of Caradon. The sub-division of the housing allocations for Caradon is considered important because of South East Caradon's relationship to the Plymouth Principal Urban Area;

- (vi) welcomes the inclusion of Saltash within the Plymouth Principal Urban Area, but expresses concern at the lack of clarity in the definition of the existing and future Plymouth Principal Urban Area boundaries within Cornwall, and the consequent lack of specific guidance on the level of development being proposed within the Cornish part of the Plymouth Principal Urban Area;
- (vii) supports the proposed inclusion of the Broadmoor Farm as a strategic employment proposal because it has the potential, provided its scale is tailored to local needs, to reduce commuting from Cornwall into Plymouth and increase prosperity in South East Cornwall. However, it is suggested that it would be more appropriate to show the Broadmoor Farm site as lying within the Principal Urban Area boundary, rather than adjacent to it;
- (viii) supports the prioritisation of promoting sustainable transport solutions, particularly in relation to including park and ride proposals as part of the Broadmoor Farm development;
- (ix) supports the Deposit Plan's guidance that housing provision in the Saltash area needs to be well related and phased in relation to the development of the employment site at Broadmoor Farm, in order to promote sustainable development. However, the City is concerned at the implication of this Policy, in relation to Cornwall meeting its housing allocations, should the creation of jobs at Broadmoor Farm be slower than anticipated. In such circumstances, the Plan needs to be clear that the primary aim is to provide an adequate level of housing in relation to where future jobs are most likely to be provided;
- (x) supports the general approach taken with regard to Liskeard and other surrounding towns, but expresses its concern that Policy 25 does not explicitly comment on the need to avoid a level of development in these towns surrounding Plymouth that may increase commuting to the Plymouth Principal Urban Area. It is noted that, while this point may be implicit within the Deposit Plan's policies, it would be helpful to make it more explicit in relation to the Liskeard and Callington areas of Caradon, because of the inevitable effect of Plymouth on this wider area;
- (xi) highlights the need for a consistent approach to "cross-border" issues so as to ensure adequate guidance to enable consistent local policy development by those authorities adjoining the border between the two Counties. In particular, a more consistent approach needs to be established in relation to -
 - (a) policies for Areas of Outstanding Natural Beauty;
 - (b) provision of Affordable Housing;
 - (c) cross-boundary public transport links;

- (d) areas of Great Landscape Value;
 - (e) approach to remote rural areas;
- (2) the findings and recommendations of the Transport, Housing and Related Regeneration Overview and Scrutiny Panel be submitted to the Overview and Scrutiny Commission on 12th December, 2002, prior to submission to the Portfolio Holder for Transport, Housing and Related Regeneration, in order to comply with the closure of the consultation period on 20th December, 2002.