Plymouth and South West Devon JLP
Examination in Public

Hearing Statement - Matter 7
Policy Area Strategies: Plymouth

Boyer

Prepared on behalf of Rockspring Barwood Plymouth Ltd (ID 1095245) | January 2018
PLYMOUTH AND SOUTH WEST DEVON JLP
EXAMINATION IN PUBLIC

HEARING STATEMENT: MATTER 7 POLICY AREA
STRATEGIES: PLYMOUTH

Submitted on behalf of
Rockspring Barwood Plymouth Limited (ID 1095245)

LAND AT WOOLWELL (PLY44)

DATE OF ISSUE 8th January 2018

Report Control

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Does the JLP provide a robust framework for the delivery and management of development across the Plymouth Policy Area (PPA) that is justified, effective and consistent with national policy?

7.1 The PPA strategic role (Policies PLY1-PLY5)

(i) Is it clear how development proposals in the PPA will be assessed against policies PLY1, PLY2 and PLY3? Is the focus of development within the City Centre and Waterford Growth Area, the Derriford and the Northern Corridor Growth Area and the Eastern Corridor Growth Area within the PPA (Policy PLY2) justified and consistent with the overall spatial strategy?

7.1.1. As set out in the Housing Distribution Topic Paper (TP1), there is an historic policy basis upon which the focus of growth at Plymouth has been firmly established, recognising its role and function as the centre of economic growth in the wider sub-region. The JLP, as submitted, reinforces this Plymouth-centric spatial strategy, with growth outside the PPA focused at those locations which will contribute to the creation of sustainable communities.

7.1.2. This is articulated in Policy PLY1 (Enhancing Plymouth’s strategic role) and the mechanism for achieving this is expressed in PLY2 (Unlocking Plymouth’s regional growth potential). PLY2 directs development within the PPA to those identified growth areas and through PLY3 (Utilising Plymouth’s regional economic assets), the JLP sets out the approach to working closely with, amongst others, the Local Enterprise Partnership, in pursuit of this objective.

7.1.3. The overall strategy reflects the Vision as set out in the Plymouth Core Strategy (adopted 2007) which seeks to transform Plymouth into one of Europe’s most vibrant waterfront cities’. The distinction between the PPA and remainder of the JLP area (the ‘Thriving Towns and Villages Policy Area) is an important one, as it provides the distinct strategy associated with the PPA (and its internal growth areas) to achieve the objective of transforming the City. In this context it is considered that the JLP provides an appropriate policy framework within which such objectives can be realised.

7.1.4. JLP Policies PLY1, PLY2 and PLY3 amount to statements of intent and reflect the strategic objectives of the Plan. We question whether this means that the content amounts to actual policy in their own right, given that there is duplication with these policies and the JLP Vision and its Strategic Objectives.

7.1.5. It is noted that the JLP contains specific policies which deal with the spatial distribution of growth, as set out at Policy SPT3 (Provision of New Homes); Policy SPT4 (Provision for employment space) and SPT5 (provision for retail development). It is considered that PLY1 and PLY2 could be combined into a single policy within the JLP, creating a single policy point of reference that seeks to ensure that development proposals which may put at risk the fulfilment of Plymouth’s strategic role and regional growth potential, are resisted. This combined policy could then signpost to other specific policies within the JLP, such as SPT3.
7.3 The Derriford and Northern Corridor Growth Area (Policies Ply38-PLY41 and PLY43-PLY47)

7.3(iv) (a) (PLY44 – Woolwell): Is it clear within the policy what the range of services and facilities to be sought within the proposals will be? Should more specific reference be included for facilities required to be delivered on site as well as contributions to such services such as a secondary school?

7.3.1. PLY44 confirms that land at Woolwell will provide for a “comprehensive residential led mixed use development to provide a sustainable urban extension and a defined edge to the north of the city, including a new community park”.

7.3.2. We agree with paragraph 4.177 of the JLP which recognises that in order for Woolwell to become a sustainable linked neighbourhood, it will be vital that appropriate investment in infrastructure, services and facilities are delivered in a timely manner.

7.3.3. Paragraph 4.180 of the JLP states that development will also need to “provide for a range of facilities for both existing and new residents” and then goes to state that “these include” improved neighbourhood shopping and community facilities, a new primary school, an enlarged and enhanced sports hub, public access to large areas of open space and a new community park. It is noted that such provision is not set out within the Policy wording of PLY44. Rather, PLY44 (5) states that “Appropriate local facilities to support new and existing residents and to enhance the sustainability of the area, including a new primary school”.

7.3.4. It is considered that reference to “appropriate local facilities” is sound and ensures that the policy is not overly prescriptive and allows for future development proposals to identify and deliver the community / social infrastructure necessary to support the development, with up-to-date regard to existing provision in the locality, to ensure that services and facilities are not adversely effected by new provision to be delivered as part of this sustainable urban extension.

7.3.5. The precise social and community infrastructure necessary to support this urban extension should therefore be determined through the planning application process rather than being prescribed in JLP policies. In the absence of an adopted Community Infrastructure Levy, the specific on and off site requirements should be identified through the planning application process, with the appropriate mechanism being the Section 106 Agreement.

7.3.6. It is not considered appropriate for the JLP through PLY44 to identify a specific list of services and facilities that should be provided. In doing so this could potentially result in a wish list of provision which provides little flexibility to respond to changing market conditions and the availability/capacity of existing services and facilities. For example, what may be a requirement at the current time could change as existing services / facilities increase, intensify or are lost altogether. Furthermore, any specific reference to a certain service/facility should be based on a robust assessment of existing provision, which would be considered an onerous requirement on the JLP authorities in the preparation of the Plan.
and would need to be applied consistently across all allocations within the JLP. This would be disproportionate to the strategic nature of the JLP.

7.3.7. Furthermore, a prescriptive list of required services and facilities would negate other policies in the Plan. The JLP should be read as a whole and the successful delivery of the Woolwell allocation will be determined by compliance with a sound site specific policy (i.e. PLY44), but also compliance with other policies in the JLP. For example:

7.3.8. **Policy SPT1** (Delivering sustainable development) sets out that the JLP’s approach to the delivery of sustainable development and a series of ‘principles of sustainable development’. This includes ensuring that new neighbourhoods and communities have a mix of local services and community assets, and accessible greenspace, that meet the needs of location people (SPT1 – 2(ii))

7.3.9. In addition *Policy SPT2* sets out further principles which requires not only that development supports the overall JLP spatial strategy, but that it does so by creating sustainable neighbourhoods and communities. To this end, SPT2 requires (amongst other requirements):

- Development to have reasonable access to vibrant mixed use centres, which meets daily needs for local services, health and wellbeing services and community facilities. (SPT2 – 1).

- Development should have an appropriate level of facilities to meet the identified needs of the local community, including provision of education and training opportunities, employment uses, health care, arts, culture, community facilities, open space, sport and recreation, and places of worship (SPT2 – 9).

7.3.10. This is reinforced through JLP Policy DEV32 (Meeting the community infrastructure needs of new homes) which requires new development to contribute to the delivery of sustainable communities by providing an appropriate range of community infrastructure, such as schools, primary health care infrastructure, sports/recreation and community facilities/villages.

7.3.11. **Policy DEV32** goes on to state that “Major housing developments will be considered in the context of the sufficiency (or otherwise) of the community infrastructure to meet the demands generated by the development”. DEV32 is clear that new development should incorporate community infrastructure and services as integral parts of the development.

7.3.12. Other relevant policies that the Woolwell development will need to take into account include, **DEV3** (Sport and Recreation) and **Policy DEV4** (Playing Pitches).

7.3.13. There is therefore a significant policy requirement, set out within the JLP, that all new development, including the Woolwell allocation, must provide an appropriate range of services and facilities in order to achieve sustainable development as part of the wider development strategy.
7.3.14. Through the planning application process, compliance with those policies identified above, will provide the mechanism through which the appropriate range of services and facilities can be identified and delivered as part of the comprehensive masterplanning of the site.

7.3.15. Consequently, when the JLP is read as a whole it provides a sound policy basis upon which development proposals will be expected to adhere. It is therefore considered unnecessary to include reference to specific services and facilities. To do so would be overly prescriptive and inconsistent with the strategic nature of the JLP.

7.3(iv) (b) (PLY44 – Woolwell): Is it appropriate for the policy to restrict occupation of any dwellings on the site until the A386 Woolwell to the George Junction Transport Scheme has been implemented?

7.3.16. It should be acknowledged from the outset that the Woolwell to the George Transport (WTTG) scheme is a strategic infrastructure project that is proposed by Plymouth City Council as part of the JLP vision and core objective to support economic growth by improving the northern corridor and therefore accessibility into the city.

7.3.17. This, and other infrastructure projects take account of all planned development set out in the JLP, including (but not limited to) land proposed to be allocated at Woolwell. The A386 forms the principal north-south spine of Plymouth’s transport network and connects the city centre to the A38. Whilst the JLP Transport Conditions Report (February 2017) (Doc Ref: T18) acknowledges that there are highway capacity constraints at key junctions along this route, this is no different to the majority of cities in the country and it is important to note that the highway evidence supporting the JLP does not support a policy restriction on any occupations at Woolwell until the WTTG is implemented. Indeed, other mitigation options can (and have been) identified for this development, with a focus on improving accessibility and sustainable transport, as set out below.

7.3.18. The February 2017 Conditions Report confirms that the WTTG improvements are intended to address congestion at current pinch points on the A386, improve traffic flow from the north of the city and make bus journey’s faster and more reliable. The WTTG improvements are therefore not a direct consequence of proposals to allocate land at Woolwell through the JLP. Rather, the proposed allocation at Woolwell represents a change in demand pressures on the network, in addition to those already prevailing along this route. Through appropriate S106/Planning Obligations, contributions to the delivery of the WTTG in a manner that is fair, reasonable and directly related to the growth associated with PLY44 of the JLP, will be secured that will provide for a comprehensive package of infrastructure improvements, of which contributions to the WTTG will form part.

7.3.19. If the wording is retained as currently drafted, we consider that the restriction on occupation amounts to a moratorium on development that will artificially and unnecessarily constrain the early delivery of homes at Woolwell particularly should the WTTG scheme be unexpectedly delayed. Such interdependency is inaccurate and as a result it imposes in policy (PLY44) a restriction on the early delivery of the allocation, which is nether justified or consistent with national policy.
7.3.20. In doing so, it does not provide for, or acknowledge, that appropriate strategies / solutions are possible which could in fact facilitate appropriate levels of development in advance of the WTTG improvements. We comment further on this issue at paragraph 7.3.29 below.

7.3.21. It is noted that in response to representations submitted by Boyer to the Reg 19 consultation, the Authorities looked specifically at our concerns relating to the occupancy restrictions placed on the Woolwell urban extension related to the implementation of the WTTG. The Authorities’ response, as set out at Appendix III (SUB22A) to the Regulation 22 Statement (Response Report) (SUB22) states:

“In relation to the link between development occupation and the implementation of the Woolwell to the George Transport Scheme (WTTG), it is considered important that the policy retains a strong link in order to ensure that necessary infrastructure is delivered up front. This is especially important given the congested nature of the A386 at this location. However, it is accepted that some limited levels of occupation, where it is demonstrated to have no detrimental impact on the operation of the local road network could be agreed ahead of completion of the WTTG.” (SUB22A – Appendix III: Schedule of representations by consultee ID – July 2017)

7.3.22. The Authorities’ therefore accept in the Regulation 22 Statement that, in principle, modifications would be supported that would allow some occupations to happen ahead of the completion of the WTTG. This is broadly supported, however, the specific reference to “limited” is considered to be unhelpful and vague. Further any such “limited levels of occupancy” would only be agreed where it can be demonstrated that it would have “no detrimental impact on the operation of the local road network”. This is not considered to be justified and is inconsistent with the clear direction set out in the National Planning Policy Framework, which at Section 4 (promoting sustainable transport) paragraph 32 (3rd bullet point), states that “Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”

7.3.23. In our Regulation 19 Representations it was recommended that PLY44 was revised in order to lift the moratorium on occupation imposed by reference to the WTTG improvements. The Authorities’ Regulation 22 response to our Regulation 19 indicates that there is scope for some development to take place in advance of the WTTG. However, the language of the response, as set out in the Regulation 22 Statement is considered to be overly negative.

7.3.24. The Authorities’ Regulation 22 response appears to reinforce the perception that there is a co-dependency between the WTTG improvements and the Woolwell Allocation and that any development at Woolwell is reliant upon the implementation of the WTTG. In doing so this conflates PPA-wide infrastructure requirements, with those specific requirements which will be necessary to facilitate development at Woolwell from the outset.

7.3.25. As set out in our Regulation 19 representations the specific policy wording relating to the WTTG should be modified, in order to provide a sufficiently positive policy framework, one that supports appropriate levels of development in advance of the WTTG, where it can be demonstrated that such development would have an acceptable impact on the local road network. This will ensure that development occurs at an appropriate pace, based on a
detailed analysis of network capacity which would accompany future planning application(s). Such an approach is considered appropriate as it would facilitate, rather than constrain, the immediate delivery of growth, at a scale that is commensurate with network capacity to support development with associated mitigation measures.

7.3.26. The concerns set out above reflect our comments on the JLP as submitted and the Authorities’ initial response as set out in the Regulation 22 Statement. On behalf of Rockspring Barwood Plymouth Ltd., Boyer has worked closely with the JLP authorities to prepare a Statement of Common Ground in respect of the Woolwell Allocation.

7.3.27. In parallel, significant further work has been undertaken since the Submission of the JLP. This particularly relates to the timing and provision of the Woolwell to the George Improvements Scheme and the quantum of development that can be released in lieu of these improvements.

7.3.28. This work has established that:
1. The WTTG Scheme is well advanced, with funding options available, and capable of being delivered within the City Council’s anticipated timescales and commensurate with anticipated delivery at the Woolwell allocation; and
2. Notwithstanding (1) above, that existing capacity can be created on the local network which would enable a first phase of development to come forward in advance of the WTTG Scheme.

7.3.29. Consequently, in the unlikely event that the WTTG Scheme is delayed, development can still be released at the Woolwell allocation whilst the Scheme is being completed. This would be through the implementation of a balanced package of transport measures aimed at managing traffic flows along the A386 corridor, providing enhanced alternatives to the private car and engendering more sustainable travel behaviour within the existing and new development, including:

- Improvements to bus services through Woolwell and the Urban Extension, including potential extensions to the 42/42C and 100/101 Park and Ride services, providing more frequent and attractive bus services to the area;
- Improvements to local pedestrian and cycle infrastructure;
- A programme of Personalised Travel Planning (PTP) across existing residential and employment areas within the vicinity of the site (in line with PCC’s successful ‘Plymotion’ scheme);
- On site Travel Planning, including measures to facilitate and encourage travel by sustainable modes;
- Corridor management and monitoring tools along the A386 Tavistock Road corridor; and
- Signalisation of the A386 Tavistock Road/Bickleigh Down Road junction; and Signalisation of the A386 Tavistock Road/Woolwell Crescent junction, should this not already have been constructed as part of the WTTG Scheme.

7.3.30. The Inspectors are respectfully asked to note that the approach set out above accords with national policy and accepted best practice. For example, DfT Circular 02/13 states that:
“Only after travel plan and demand management measures have been fully explored and applied will capacity measures be considered” (Paragraph 33, Circular 02/13 – Department for Transport).

7.3.31. In addition, we draw attention to national Planning Practice Guidance (PPG) which states that:

“Travel Plans, Transport Assessments and Statements can positively contribute to:
• encouraging sustainable travel;
• lessening traffic generation and its detrimental impacts;
• reducing carbon emissions and climate impacts;
• creating accessible, connected, inclusive communities;
• improving health outcomes and quality of life;
• improving road safety; and
• reducing the need for new development to increase existing road capacity or provide new roads.


7.3.32. The Statement of Common Ground therefore agrees the following revised wording to PLY44 as it relates to the WTTG Scheme. The relevant revision states:

“....there should be no occupation of new homes until the A386 Woolwell to the George Junction Transport Scheme has been implemented, with the exception of where this can be accommodated without resulting in a severe impact on the operation of the local road network.”

(iv) (c) (PLY44 – Woolwell): It is suggested that the policy should include reference to Pick Pie Plantation to ensure its future management: is this appropriate?

7.3.33. PLY44 requires the Woolwell urban extension to provide a community park which will form part of the network of Strategic Greenspace sites. The opportunity therefore exists to incorporate the Pick Pie Plantation as part of the wider green space/open space strategy, delivering high quality accessible green spaces throughout the development, accessible to existing and new residents.

7.3.34. The Plymouth Policy Area Open Space Assessment (Feb 2017) (Doc Ref: EN34) (Section J) identifies the key attributes of the Pick Pie Plantation being that it provides access to “informal recreation and natural habitats / biodiversity”. Furthermore, Section K (Doc Ref:EN34) identifies the following benefits/services that should be prioritised through a comprehensive strategy, to include:

• The formalisation of appropriate public access to the woodland;
• Potential for an appropriate management regime to be put in place; and,
• The enjoyment of the Plantation for both recreational and ecological purposes as well as a key linkage with the existing community.
7.3.35. This strategy would ensure the long term and appropriate management of the plantation as part of the delivery of the Woolwell allocation.

7.3.36. Reference to the Pick Pie Plantation within PLY44 can act as the driver to achieve this comprehensive strategy. Such a holistic approach, set within a single masterplanning process, can avoid any policy conflict between different policies within the JLP. This is of particular relevance given the location of the Pick Pie Plantation within the PLY44 strategic allocation area. Specific JLP Policy on Local Green Space, DEV29, states that any development that would result in an acceptable conflict to the function and characteristic of Local Green Space will be resisted.

7.3.37. PLY44 and DEV29 would appear to perform different functions and the concern is that when treated in isolation, the objectives of these individual policies could frustrate the other.

7.3.38. By including specific reference to the Pick Pie Plantation within PLY44 it is considered that this can serve the dual purpose of providing a robust policy basis for the delivery of the sustainable urban extension, whilst protecting the Local Green Space by implementing the management strategy as part of the comprehensive approach to development at Woolwell.

7.6: Housing Delivery within the PPA (Housing site allocations, the housing trajectory and Policies DEV7, DEV11 and DEV12).

(i)(a) *Is the scale of housing for each site justified having regard to any constraints and the provision of necessary infrastructure?*

7.6.1. It is considered that the proposed allocation to provide a sustainable urban extension at Woolwell is sound. The overall quantum of development is defined in PLY44 as being “in the order of 2,000 new homes”. In doing so this ensures that 2,000 dwellings is not applied as a cap on development, particularly where growth in excess of 2,000 dwellings could be delivered without undermining the objectives and policy requirements of PLY44 specifically, but also the JLP, when read as a whole. Moreover, it provides flexibility within the policy to enable to precise quantum of development to be informed by the constraints and opportunities associated with the site.

7.6.2. The allocation therefore provides a positive and deliverable response to identified housing need within the Plymouth Housing Market Area, in a manner that is supportive of, and gives effect to, the spatial strategy and growth agenda for Plymouth Site.

7.6.3. Our Reg 19 representations set out an overview of the suitability of land at Woolwell as a sustainable urban extension, referring to the evolving extensive evidence base and technical site assessments/surveys either completed or in process, which will support the planning application(s) for development at this site.

7.6.4. This preparatory work continues at pace and is supported by direct and ongoing engagement with stakeholders, including the Environment Agency, Natural England,
Dartmoor National Park, Highways England and the JLP authorities. Technical work that has been undertaken as of January 2018 includes that set out below:

- Archaeological trial trenching
- Geophysical survey
- Infiltration Testing and Phase 1 Preliminary Contamination Land Appraisal
- LVIA viewpoints and baseline
- Noise and vibration surveys
- Phase 1 Ecology Surveys
- Stage 1 Transport Strategy
- TA scoping and modelling
- Topographical survey
- Tree surveys
- Utilities capacity investigations

7.6.5. This process has developed the understanding of the site and has identified the constraints and opportunities presented at this location, informing the masterplanning process which has evolved to reflect the site specific circumstances, such that it can be demonstrated that the scale of housing proposed at Woolwell can be accommodated, including the necessary supporting infrastructure and services and facilities. Moreover, as set out in our response to Question 7.6(i)(b) the quantum of development proposed can be delivered in full within the JLP Plan period.

7.6.6. An Opportunities and Constraints Plan together with a Site Analysis Opportunities Plan was submitted as part of our Reg 19 representations, and are attached for convenience at Appendices 1 and 2 respectively. In addition, a masterplan is in preparation and whilst this has been informed by the ongoing pre-application engagement, it is an evolving process that will be subject to public consultation. The work to date demonstrates that the scale of housing is justified and deliverable within the context of site specific constraints and the delivery of necessary infrastructure to support a sustainable pattern of development.

APPENDIX 1: OPPORTUNITIES AND CONSTRAINTS PLAN
APPENDIX 2: SITE ANALYSIS OPPORTUNITIES PLAN

7.6(i)(b) Is the housing trajectory (TP3C) realistic for each allocation: are there any sites which might not be delivered in accordance with the timescales set out in the trajectory?

7.6.7. The JLP housing Trajectory has been updated regularly, with the most recent version published in November 2017 (Doc Ref: TP3F). The Housing Trajectory does not have policy status and we would caution against applying the delivery trajectory as a basis for curtailing the delivery of sustainable development, particularly where such opportunities would be consistent with the JLP, noting in particular a key Government objective is to boost significantly housing supply and that housing requirements are a minimum.

7.6.8. The JLP housing trajectory is provided to demonstrate the ability of the JLP authorities to maintain an adequate supply of housing land to meet the immediate and long term
identified need. Critically, it demonstrates that upon adoption, the JLP authorities will be able to provide at least a five year housing land supply of deliverable sites.

7.6.9. The ability to demonstrate an adequate five year land supply at the point of adoption, does not, and should not, result in additional development proposed within the JLP, from coming forward earlier than identified in the trajectory. The trajectory, does not impose, or imply, a phased approach to the delivery of sites throughout the Plan. To do so would in our view, be inconsistent with the NPPF, in that it would frustrate the objective of the Framework to boost significantly the supply of housing.

7.6.10. In the context of the Woolwell Allocation (PLY44) the November 2017 trajectory (TP3F) indicates that first completions on the site will commence in year 2024/25 (120) and with 160 dwellings achieved per year for the remainder of the Plan period, i.e. to 2034. A further 440 dwellings are identified as being delivered post-plan period, taking the total quantum to 2,000 dwellings at this location, of which 1,560 are projected to be delivered within the Plan period.

7.6.11. There is an inconsistency with the trajectory and PLY44 in that the trajectory expects, 1,560 dwellings to be delivered at Woolwell within the Plan period. Whereas PLY44 states that about 1,880 dwellings are anticipated to be delivered within the Plan period.

7.6.12. The trajectory as currently proposed could be interpreted to reinforce the moratorium on development until such time that the WTTG Scheme has been implemented, the consequence of which is to delay projected delivery within the trajectory to 2024/25. Our position on the occupancy restriction related to the WTTG is set out in our response to Question 7.3(iv)(b) and dealt with specifically through the SoCG, where it should be noted the JLP authorities have indicated that they would support development in advance of the WTTG, subject to there being no unacceptable (i.e. severe) highway impacts.

7.6.13. The trajectory as currently proposed could be interpreted to reinforce the moratorium on development until such time that the WTTG Scheme has been implemented, the consequence of which is to delay projected delivery within the trajectory to 2024/25. Our position on the occupancy restriction related to the WTTG is set out in our response to Question 7.3(iv)(b) and dealt with specifically through the SoCG, where it should be noted the JLP authorities have indicated that they would support development in advance of the WTTG, subject to there being no unacceptable (i.e. severe) highway impacts.

7.6.14. A revised trajectory that accurately reflects the ability of the Woolwell allocation to deliver housing completions in advance of the 2024/25 monitoring year, as set out in the JLP Housing Trajectory (TP3F), is presented below.

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7.6.15. In order to achieve first completions in 2021 we set out at Appendix 3 the Delivery Programme for the Woolwell Urban Extension which sets out the key stages in the preparation, submission and determination of planning applications that would facilitate delivery in a manner consistent with the trajectory.

**APPENDIX 3: WOOLWELL DELIVERY PROGRAMME**

7.6.16. To achieve first completions in 2021 this is based on the following key stages

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<td>Outline Planning Permission Granted</td>
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<td>Site Marketing and technical work to inform reserved matters applications facilitate start of construction</td>
<td>Q1-Q2 2019</td>
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<td>Phase 1 Reserved Matters Submission to Approval</td>
<td>Q3 2019 to Q2 2020</td>
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7.6.17. Consequently, the current delivery trajectory (Doc Ref: TP3F) should be revised. In doing so, this ensures that actual delivery is better aligned with PLY44 (i.e. 1,880 new homes within the Plan period), set within the context that any acceleration in delivery would not be hampered by strict adherence to the trajectory. Thereby providing a sufficiently positive policy framework that supports delivery at the Woolwell sustainable urban extension at the earliest opportunity.

7.6(i)(c) *Are the specific development requirements of each site allocation policy effective and justified by evidence?*

7.6.18. The tracked changes version of the JLP (SUB1A) does not propose any modifications to PLY44. As such, and in accordance with the Guidance Notes, we refer the EiP back to our Regulation 19 Representations. These should be read alongside this Matter 7 Hearing Statement and the Statement of Common Ground signed between Rockspring Barwood Plymouth Ltd and the JLP authorities.

7.6.19. Our comments on the specific requirements as set out in our representations relate to the following matters:

1. Restriction on occupancy until the implementation of the Woolwell to the George Improvements.
2. Format and timings of Design Code, if appropriate to have one.
3. The proposed wording in respect of biodiversity enhancement (PLY44, 4 vii).
4. The proposed wording in respect of on-site energy generation.
5. Inclusion of Pick Pie Plantation within PLY44.
6. Delivery of main access to be agreed prior to the commencement of the main construction works of the development.

7.6.20. Of the above, it is considered that 1, 3, 4 and 6 are dealt with in the Statement of Common Ground. Our comments on 2 and 4 are set out in this statement and our Regulation 19 Representations, which should be read together.

7.6(i)(d) For those sites where masterplans and design codes are required, what are the timescales for their production and have these been taken into account within the delivery timescales for the development? Is this reflected in the housing trajectory?

7.6.21. The revised delivery trajectory set out in our response to Question 7.6(i)(b) is based on a detailed work programme for the preparation, submission and determination of planning permissions to facilitate development at this site. This includes the necessary discharge of conditions and submission of Reserved Matters.

7.6.22. The tracked changes version of the JLP (SUB1A) does not propose any changes relating to requirements set out in PLY44, in respect of a strategic masterplan, design code and design philosophy, all of which PLY44 state should be prepared an consulted upon in advance of the consideration of any planning application. However, it is noted that the JLP Regulation 22 Statement (Response Report) (SUB22), deals specifically with this part of our Reg 19 representations, stating that “it is considered that some changes could be agreed, particularly in relation to the timing of design codes”.

7.6.23. Matters of design should be considered to be an iterative process that has its foundations and objectives based in the design philosophy, established as part of the pre-planning application process. Specific phases in the delivery of the allocation should be informed by established design principles reflecting wider objectives in the JLP in terms of securing high quality design, which is based on a detailed understanding of site specific considerations and sensitive to its setting.

7.6.24. Therefore, it is recommended that PLY44 is amended so that reference to Design Code is not a pre-requisite to “any” planning application being determined. Instead the pre-planning application requirement should be focused on establishing the “design philosophy” as referenced at PLY44 (1)(i) which informs the masterplan process and which will be consulted on as part of the preparation process of preparing the outline planning application which then form the basis for the development upon which detailed applications for individual phases of development would have to adhere.

7.6.25. Such an approach will ensure that PLY44 is effective in terms of facilitating delivery at this site, providing a positively policy framework that does not frustrate development by the onerous Design Code requirements on the preparatory stages in the planning application process. It is our view that the requirement for a Design Code is an unnecessary policy
burden as the design principles are established within a Design & Access Statement that is submitted with the outline application(s) and once approved provides an appropriate planning control and the basis for subsequent approvals.

**7.6(i)(e) Will the allocations achieve sustainable development?**

7.6.26. It is considered that subject to Modifications, as set out in this Hearing Statement, our Regulation 19 Representations and through the Statement of Common Ground, PLY44 will provide a sound policies basis to support the growth as envisaged in this policy, in a sustainable manner.

7.6.27. Land at Woolwell, as an urban extension to Plymouth City within the PPA, provides the opportunity to deliver significant levels of growth in a manner that is consistent with the Spatial Strategy. Its supports Strategic Objective 1 (SO1) in that it forms part of the strategy for maximising growth at Plymouth and forms part of the Derriford / Northern Growth Corridor, which is a priority area for growth necessary to drive a step change in the economy and housing delivery. Land at Woolwell also provides opportunities for growth on accessible transport corridors which provides genuine sustainable transport choices as part of the wider growth strategy.

7.6.28. Development at this location, as a sustainable urban extension, will facilitate and support the wider economic growth agenda for Plymouth and form an important component of supply in order to deliver the national agenda to boost significantly the supply of housing.

7.6.29. An urban extension at Woolwell, through appropriate masterplanning, ensuring connectivity with the existing urban area, supported by the delivery of necessary social and physical infrastructure, will deliver development in a location that will contribute to the objective of creating sustainable settlements whilst providing benefits to existing communities.

7.6.30. Land at Woolwell can be delivered in a manner that supports the growth ambitions of the City, whilst ensuring that the quality of the natural and historic environment is respected such that it forms a guiding principle for the masterplanning process, delivering high quality and accessible green infrastructure and formal/informal open space.

7.6.31. It is therefore evident that the Woolwell Allocation will achieve sustainable development.
APPENDIX 1: OPPORTUNITIES AND CONSTRAINTS PLAN
APPENDIX 2: SITE ANALYSIS AND OPPORTUNITIES PLAN
APPENDIX 3: WOOLWELL DELIVERY PROGRAMME
### Woolwell Urban Extension Development Programme

#### 1.0 Joint Local Plan

- **1.1 Examination in Public**
- **1.2 Inspector’s Report**
- **1.3 JLP Adoption**
- **1.4 Plan Review Period (5 years)**

#### 2.0 Woolwell Planning & Development

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- **Plan 1 Planning Application**
- **Pre-Commencement Conditions Discharge**
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