

# Plymouth Railway Station Site Planning Statement



This Site Planning Statement (SPS) provides guidance for the redevelopment of this site. It does not establish policy as this is set out within the Plymouth & South West Devon Joint Local Plan (March 2019) (JLP). The document is intended to assist the development process by elaborating upon the key JLP policies and bringing together key planning and design issues to inform any future planning applications.

## Development Context

### Ownership: PCC, Network Rail and the University of Plymouth

#### Context

The site is located to the north of the city centre and includes the Plymouth Railway Station, the landmark Intercity House, which is to be known as Intercity Place once the recently granted planning permission for conversion to Education use for the University of Plymouth has been implemented, a multi storey car park and surrounding land associated with railway use. Vehicular access to the site is from North Road East and exit to the A386 Saltash Road. Pedestrians and cyclists can also arrive from Saltash Road, where there are bus stops with routes towards the centre and throughout the city.

The site is within the Environment Agency Flood Zone 1. There is surface water flood risk, and the site is within a Critical Drainage Area with the existing drainage system near to capacity.

#### Overview

This is a priority partnership project to see the station regenerated, to deliver a high quality gateway to the city and intensify the use of the site, and to support the forecasted increase in rail patronage.

*Above: visual of potential redevelopment opportunities for Plymouth Railway Station.*

*Below: aerial view with site area outlined.*



## Planning Policy Context

The overarching policy for the site is Policy PLY16 of the JLP which envisages increased capacity for the station, and that redevelopment will bring a range of uses which may include office space, education facilities, a hotel, retail and commercial uses, residential and student accommodation.

Redevelopment is to provide a much improved entrance to the station, with high quality public realm, with direct pedestrian and cycle routes to Armada Way linking to the city centre, and Central Park. Sustainable transport choices are encouraged including electric vehicle charging points, car club and cycle hire access, and provision of improved information for connecting bus services. It is expected that the existing multi storey car park will be replaced with new parking facilities.

Other key relevant policies and strategies from the JLP include SO1 (Delivering the spatial strategy); SPT8 (Strategic connectivity); SPT9 (Strategic principle for transport planning and strategy); SPT10 (Balanced transport strategy for growth and healthy and sustainable communities); SPT13 (Strategic infrastructure measures to deliver the spatial strategy); SO2 (Strengthening Plymouth's role in the region); SO3 (Delivering growth in Plymouth's City Centre and Waterfront Growth Area); and PLY37 (Strategic infrastructure measures for the City Centre and Waterfront Growth Area).

## Masterplan

In 2019 the City Council and stakeholder partners commissioned a concept masterplan and public realm delivery plan. This sets out a comprehensive approach to deliver the key JLP policy requirements with a series of development

plots and surrounding parcels of public realm. This exercise demonstrates how the regeneration of the station site should come forward in a coordinated manner and informs this SPS, which amplifies the JLP policy requirements.

The improvement of the station concourse and public realm to the forecourt of the station are demonstrated within the masterplan, along with a walking and cycling route to the city centre. The rationalisation of railway infrastructure to the west of the railway station would allow for a new multi storey car park to be constructed to the east. The existing car park site could be redeveloped for a hotel.

## Land uses

The site is suitable for a range of uses which are set out in JLP Policy PLY16. The importance of mixed used regeneration is a paramount requirement and this will be achieved through closely adhering to the adopted policy position.

The concept masterplan sets out an acceptable range of land uses and focuses on the introduction of educational use, including the redevelopment of Intercity Place for academic use, site 5 on the masterplan. Further educational use is expected to come forward for development plots 2A1/2 also.

Appropriate commercial redevelopment should be included, as indicated within the masterplan a hotel is expected on plot 3, and an enhanced small-scale retail offer within the station, plot 4, will come forward. Plots 2B and 2C have development potential, and plot 8 could include a café or pavilion type structure to enliven the Saltash Road frontage.

Other uses such as residential development, office accommodation, or other policy compliant land uses, could also be acceptable.

## Layout

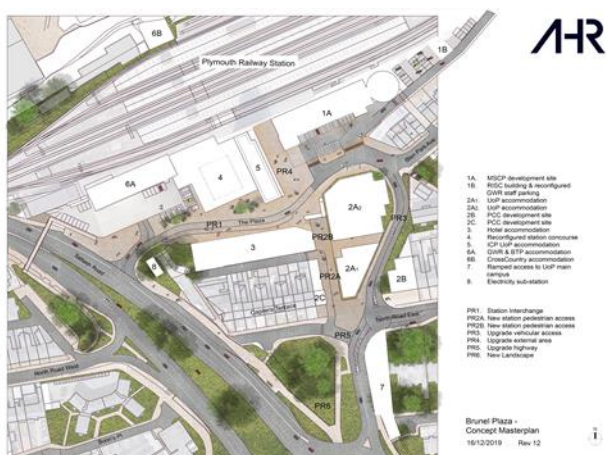
Redevelopment should create a more intensive use of the railway station site in accordance with the masterplan.

Development will be facilitated by the clearance of two areas: the current multi storey car park and land to the east of the station concourse building, plot 1A. The redevelopment of these sites will be crucial in ensuring increased vitality and activity.

Development should create an enhanced public realm to the forefront of the station and Intercity Place, public realm area PR1 and a new axial link running south to North Cross, the University of Plymouth main campus, and continuing to Armada Way, PR2. This link must be incorporated within proposals as they come forward and must be accessible for all. To achieve this a lift is likely to be necessary within PR2 to overcome the significant change in levels between the station and North Cross.

The layout allows for three significant development plots, indicatively shown as providing a new multi storey car park (1A) a dual block of development for educational use (2A1/2), and a hotel (3). The plot to the west of the station is suitable for railway use (6A).

Development should accord with the indicative layout or achieve the same policy goals.



Above image: concept masterplan and public realm delivery plan – development sites and public realm plots numbered

### Height, Scale & Massing

The site includes Intercity Place which is a landmark building of 11 storeys which should be retained and refurbished with a contemporary high quality exterior.

Indicative heights of up to seven storeys are considered appropriate within the site, including the new multi storey car park at plot 1A, plot 2A2 educational use and the potential hotel at plot 3. As the scheme design evolves the impact on neighbouring residential properties should be carefully considered, particularly the amenity of nearby residential properties at Glen Park Avenue and Caprera Terrace.

The topography of the site must be understood when preparing detailed proposals. Notably plots 2A1/2 and 3 require a design which will work with the significant rise in levels to North Cross.

The scale and massing within the development sites must respond positively to surrounding development, notably Plots 2A, 2B and 2C must satisfactorily integrate with the streetscape of Caprera Terrace and North Road East, while in principle Plot 2A1 is suitable for a building of accented height.

West of the station Plot 6A may have scope for an additional storey above the indicative single storey ensuring that the potential for a cycle and pedestrian bridge to Central Park is protected.

### Form, Architecture & Materials

All new development must be of the highest quality architecture and materials, with imaginative design solutions encouraged to deliver the policy aspirations for the site.

It is vital that each of the developments contributes to a complete sense of place and arrival to the city, creating a welcoming environment for residents, employees and visitors. Each proposal should be subject to a detailed pre-application assessment, and it may be expected that proposals are considered by a Design Review Panel as a part of the assessment particularly where deviating from what is set out in this SPS or where there are concerns over the design approach.

Sustainable, locally distinctive materials will be sought, for example Plymouth limestone, alongside innovative external facing materials and finishes. Crucially all proposed materials must be robust and able to withstand the marine environment. Consents may be subject to maintenance regimes, which must be adhered to, ensuring that the buildings do not weather rapidly and unattractively.

Active frontages to development will be expected, ensuring street level activity and natural surveillance.

Innovative lighting schemes will be sought which includes the public realm and key visible facades of buildings.



Above: concept view looking east showing new station entrance, refurbished Intercity Place and potential hotel development with improved public realm to the forefront.

## Climate Emergency

The Council has declared a climate emergency, and we are working with our partners to make Plymouth carbon neutral by 2030. The regeneration of the station presents opportunities to help achieve this, including:

- Connection to existing or new district energy networks, the station being within a district energy opportunity area
- Holistic approach to surface water management with a central attenuation facility expected to be situated beneath public realm area PR1 to serve all plots
- Planting of trees and soft landscaping to boost biodiversity within the public realm
- The inclusion of green roofs and living walls for biodiversity net gain
- Use of locally sourced materials
- New and improved walking and cycling routes
- Better access and information for public transport
- Cycle parking and bike hire facilities
- Electric vehicle charging points
- Travel plans for developments to prevent vehicle use

Further details of the district energy opportunity area are contained within the appended Low Carbon Policy & Energy Advice Note, and adopted JLP policies DEV32, DEV33 and DEV34.

A Drainage Study is appended which sets out the expectations for the central attenuation facility to manage surface water.

## Public Realm & Natural Infrastructure

Within the concept masterplan areas of public realm have been numbered and it is important that each of these areas is assigned to a development parcel and should be brought forward with each associated phase of development. This will ensure that there are no leftover pockets of poor quality public realm. A public realm design will be developed in partnership with the stakeholders.

It is expected that planting and soft landscaping will be incorporated throughout the public realm. Hard surfacing materials must be good quality, attractive, robust, and from a palette of materials to ensure continuity, and be pedestrian and cyclist friendly.

Referring to the masterplan parcels PR1, PR3 and PR5, PCC will be responsible to fund and implement the public realm works, plot PR2 will be retained as a Council asset, while plot PR4 will be the responsibility of the University of Plymouth, and the delivery of these public realm improvements will be expected as per the phasing plan set out within the masterplan.

The funding and maintenance of the public realm works may be subject to the pooling of Section 106 contributions if it is confirmed that the timing of delivery stops it being appropriate for commensurate delivery.

## Access & Movement

The regeneration of the station must improve access and movement between the station, the city centre and the wider environs. A key route will be established between the station and North Cross for pedestrians and cyclists and is fundamentally important, must be step free and accessible for all, and future development proposals must bring forward a lift within public realm plot PR2.

Within plot PR1 improved public realm should ensure that pedestrian and cycle movement is easier and as well as linking towards North Cross, enhancements to the pedestrian approaches from Saltash Road should be incorporated. Pedestrian access from the east

should be maintained along the existing North Road East however the steep gradient of this route deems it inaccessible for all.

The Council will also seek external funding towards the provision of a cycle and pedestrian bridge to Central Park and proposals must safeguard this opportunity.

The station itself should become more accessible through extra ticket gates and improvements to the concourse, and the installation of enhanced and combined real time train and bus service information within the station.

The inclusion of wayfinding signage within the PCC public realm areas should be a delivered to a set design standard, with the University of Plymouth to utilise their signage consistent with their main campus.

Secure cycle parking facilities within and close to the station, within the development plots and within the multi storey car park should be provided. A cycle hire facility should also be brought forward.

While sustainable movement through walking, cycling and the use of public transport is a key focus of the regeneration of the station it is expected that a significant amount of vehicles will still need to access the site. The scale of the car parking envisaged should future proof the site for increased rail use, including electric vehicle charging spaces, dementia friendly spaces, and ample spaces for disabled persons, including spaces close to the station entrance.

Travel plans which reduce students and staff from travelling by car will be required for future proposals. Parking for developments should be within the multi storey car park.

Pick up and drop off arrangements for taxis will maximise accessibility for all, and to maintain a free flow of traffic, it is important that the taxi drivers and cab firms are actively engaged in the future plans.

### **Environmental Impact Assessment (EIA)**

EIA Screening Opinion to be sought from the Local Planning Authority in advance of any development proposals being submitted.

### **Phasing & Delivery**

The concept masterplan provides an indicative phasing plan which is quite complex necessitated by the interdependencies between plots, and is appended to this statement. In summary the key elements of the phases are:

1. station concourse improvements (plot 4) (2020)
2. implementation of consent for Intercity Place as an educational establishment (plot 5) and creation of new public realm (PR4) and development of railway accommodation (plot 6A)
3. construction of multi storey car park (plot 1A) and public realm areas to enable two-way traffic (PR3 and PR5)
4. demolition of existing multi storey car park (plot 3) and delivery of public realm (PR1)
5. development of education buildings (plots 2A1/2), and public realm (PR2), hotel to be built (plot 3), and development of Portland Villas Link (PR7).

Refer to the phasing plan within the masterplan for further details.

It is reiterated that each of these developments would require the necessary demolition and construction consents. The Council will ensure that impacts associated with the developments, such as noise, and construction traffic access and movement, are minimised for the benefit of local residents, businesses and users of the station.

As the proposals for the station further evolve further engagement with key interest groups such as the Plymouth Civic Society and the Plymouth Area Disability Action Network should take place.

### **Planning Obligations & CIL**

SI06 obligations will be required towards infrastructure improvements including

- attenuation facility in plot PR1 and by pooled contribution
- public realm delivery in plots PR1 – PR7 if not achieved through the relevant planning consent at the time of delivery of the development
- district energy requirements

Other obligations may be applicable as set out in JLP policy DEL1, for instance affordable housing

at a proportion of 30% would be expected should residential development be proposed. Detailed discussions regarding planning obligations should be undertaken at the pre-application stage.

Developers are referred to the forthcoming JLP Supplementary Planning Document 2019 for guidance, along with the CIL Charging Schedule.

### **Pre-application Service (DES)**

The Council has already been working in partnership with the relevant stakeholders to bring forward the regeneration of the station, and this statement reflects this. PCC encourage developers to work proactively with officers through a pre-application (DES) process prior to submitting any planning applications for the individual sites within overall the site area.

### **Supporting Information Required**

Information required to validate a planning application is outlined in the [Local Validation List](#). The extent of documentation required will depend on the nature and scale of the proposals.

Appropriate bird and bat surveying will be required in advance of development of each parcel.

### **Building Control**

PCC offers a comprehensive Building Control Service and can provide pre-application advice.

### **Please read this note carefully**

This site planning statement does not constitute a formal response or decision of the Council in respect to any future planning applications. The statement provides guidance without prejudice to any formal considerations of any planning applications, which would be undertaken after the Council has consulted with local people, statutory consultees, and other interested parties.

### **Contact:**

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### **Appendices:**

- ❖ **Low Carbon Policy & Energy Advice Note**
- ❖ **Drainage Study (to follow)**

## **Plymouth Railway Station Site Planning Statement Appendix I Low Carbon Policy & Energy Advice Note**

The relevant policy for low carbon mitigation and energy in the adopted Plymouth & South West Devon Joint Local Plan is DEV32, which will apply to all new development proposals coming forward as part of station masterplan proposals.

Whilst the general requirements of DEV32, including DEV32.1 (minimising resource use) and DEV32.2 (taking account of climate change) need to be covered in the Design & Access Statement, an Energy Statement is also required for all major planning applications (including new build, conversion developments and outline permission applications).

In particular, the energy statement will need to address policies DEV32.3 (Energy Hierarchy), DEV32.5 (Renewable Energy) and DEV32.6 (District Energy).

This statement should assess how the proposal(s):

- Meet the aims of the policies;
- Takes into account any higher energy efficiency standards proposed over and above Building Regulations; and,
- Uses low carbon energy generation technologies.

Further details of the approach are set out in the associated Supplementary Planning Document for the JLP.

The masterplan area falls within a district energy opportunity area.

DEV32.6 requires developments to connect to existing or be able to connect to new district energy networks, which supply heat/cooling energy more efficiently to buildings, by:

- Providing a means to utilise waste energy from an energy intensive process;
- Producing and distributing heating/cooling from low carbon process; and,
- Through greater efficiencies of scale and where possible sharing heating/cooling.

Development proposals should therefore design their space heating, Domestic Hot Water and, where relevant, cooling systems, to be compatible with connection to a heat network and connect when the network is in place. There are options for a heat network to be developed across the masterplan area or connect to an existing network, such as that serving the University campus.

Developments should have centralised wet heating designed for flow temperatures less than 60c (but preferably less than 50c for space heating) and a wide temperature differential between flow and return of at least 20c (preferably 30c) in line with PCCs published Networks Connections Packs.

This integrated network approach will allow developers the flexibility to connect as-and-when their development comes on stream. Applicants should work with the LPA on the mechanical environmental (heating and cooling) systems proposed for their new development to ensure the lowest carbon solution possible.

These systems should be low temperature (heating), centralised plant, water based and where possible electrically fuelled e.g. heat pumps supplying 'wet' central systems. This should also include allowances for access routes for heat network pipework from buried street infrastructure to the central plant areas;

High temperature cooling systems (12C and above cooling temperature) should be utilised and this cooling be delivered from a centralised plant room, utilising the same central plant that the heating uses where possible (i.e. heat pumps), or separate plant if the shared plant approach can be proved to be beyond viability;

The reduction in heating temperatures and raising of cooling temperatures is required to enable future proofing for the deployment of low temperature district systems. The aim is to supply both heating and cooling from a single ultra-low temperature heat network, avoiding the need for separate cooling systems;

Further details for the heat network design requirements can be found in the Part 1 and 2 Plymouth Heat Connection Packs and 5DHC Heat Network Connection Packs;

 [Connecting to the Plymouth Heat Network  
Part 1](#) [PDF 31MB]

 [Connecting to the Plymouth Heat Network  
Part 2](#) [PDF 27MB]

 [Connecting to the Plymouth 5DHC Network  
Part 1](#) [PDF 31MB]

 [Connecting to the Plymouth 5DHC Network  
Part 2](#) [PDF 25MB]

Please note that direct electric or resistive electric heating is not allowable under DEV32 for a number of reasons. These include the finite capacity of the electrical distribution network in the city and an anticipated increase in demand on the network from other uses such as charging electric vehicles. Furthermore, projected reductions in the carbon intensity of grid electricity over time are predicated on the use of heat pumps, and not the widespread adoption of resistive heating as a replacement for gas boilers. Electric resistive heating is also significantly more expensive for the end users to run and it is likely to result in higher energy bills and are not compatible with connection to district heating networks.