

Sherford New Community

Enquiry by Design Briefing Report

THE PRINCE'S FOUNDATION FOR THE BUILT ENVIRONMENT



The Prince's Foundation
FOR THE BUILT ENVIRONMENT

Sherford New Community

Enquiry by Design Briefing Report *Contents*



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Section 1: Introduction

Background

Purpose of this document

The district of South Hams has been identified in the Devon Structure Plan as needing to accommodate a new community as a strategic requirement for the Plymouth sub region. South Hams District Council is required to bring forward in detail in its Local Development Framework a proposal for this new community, to be located in western South Hams. A site at Sherford has been identified for the development of 4000 + houses, employment space, as well as other uses.

The District Council, in partnership with Devon County Council, Plymouth City Council and the landowners of the identified site, is determined to ensure that the new community is a sustainable, high quality, locally distinctive development, delivering affordable homes for local people.

In order to achieve an exemplar new community the partners feel it is important that all parties with an interest in the outcome of this site are brought together through a collaborative design exercise to consider an integrated approach to design and development plans.

The briefing notes contained in this report provide you with a summary of all the different considerations relating to the site, its surroundings and context and the various strategic and policy issues that effect the proposed development. This briefing report also highlights the issues which are considered to be the most important and which have the most influence on the proposed development of the site.

A series of introductory statements from the project partners are also included. These statements set out the reasons for the respective organisations being involved in the process and highlight what they hope to achieve from the Enquiry by Design (EbD) event, as well as their aspirations for the new community.

The site

The Sherford Valley Site

Development within the Plymouth area is severely constrained by national and strategic designations, river valleys and mineral resource areas. The Sherford Valley is one of the few locations around Plymouth free of strategic and local constraints.

The valley lies to the east of Plymouth within the South Hams District. It is bounded by the A38 to the north and by the A379 to the south. The valley lies five to six miles by road from the centre of Plymouth.

The land is a shallow basin enclosed by the surrounding landform. With substantial woodland to the south and east of the site it forms a distinct and visually self-contained area, giving a strong sense of identity to the site. There are slopes within the valley of varying steepness and orientation making the landscape complex. The land is mainly farmed, with pastoral and arable fields and some extensive stands of trees along the line of the valleys. There is a narrow road network through the site, enclosed within hedge banks.



Stakeholder aspirations

Devon County Council

The Council seeks a successful new community at Sherford which is an exemplar of sustainable development, an inspiration to its residents and users and raises the standards of development design and implementation.

The EbD process is required to accord with and assist in the achievement of the Policies and Proposals contained within the Devon Structure Plan up to the 2016 time horizon and in particular to secure the scale of development at Sherford indicated in the SP by 2016.

The Policy Objectives:

- To locate the development where it can be assimilated into the landscape (including structural landscaping), well related to existing settlements and linked to Plymouth by an effective public transport system whilst avoiding the best quality farmland where possible.

- To achieve a development that has the highest possible standards of sustainability in terms of energy conservation, minimisation of pollution, minimised use of resources, minimised need to

travel, which promotes walking, cycling and use of public transport and supports and enhances nature conservation, local economy and community vitality.

- To ensure it develops and functions as a fully integrated community with a real sense of place by including an appropriate range of community facilities and services in accessible locations. In particular to cater for needs of primary and secondary education, shopping, leisure, culture and health, to provide a good level of local employment opportunities and a mix of housing (including affordable housing). Services should be delivered in a co-ordinated and integrated fashion to minimise cost and maximise convenience to users. Land uses should be mixed and not segregated except where this is essential.

- The Council recognises its responsibilities not just to ensure strategic policy is implemented, but also to ensure effective delivery of their public services, in particular education and social services, throughout the developing life of the community, now and in the long term.

Plymouth City Council

The new community should not be a satellite. It should be closely related to the City but as self-sufficient as possible in terms of community and neighbourhood facilities. It should have its own identity but, potentially, depending on location, also function as a gateway to the City.

It should incorporate a green wedge or finger, the purpose of which is not to separate the development from the City, but to provide a recreational and environmental asset for the people to the east of the Plym, as well as a wildlife corridor. The green wedge could be narrow or wide at particular points but the connection between the Plym and the countryside should be unbroken and continuous.

The potential for the green wedge to incorporate land which has been or will be worked for minerals should be considered. The potential for the green wedge to change shape over time (in response, for example, to the start or completion of mineral workings) should also be considered.

The new community should be planned with longer-term implosion/growth westwards into the City in mind. Longer-term implosion/growth westwards should, for example, inform public transport, road and education infrastructure provision, and high quality public transport route protection. Infrastructure, facilities and services should be located where they can serve the '+' element of the '4000+', as well as the '4000'.

The new community should provide an appropriate edge at the urban/rural interface.

It should provide a quality, people friendly environment, not dominated by roads and cars, with 'home zone' features as standard. It must be better than what has gone before.

It must link into sub-regional transport infrastructure fit for the 21st Century. Sherford should be the catalyst for a noticeable leap in the quality of public transport provision from and to the east of the City. Development form and layout should support and promote the

Stakeholder aspirations

use of non-car modes and the provision of viable mass transit. There should be easy access within Sherford to high quality public transport providing rapid and direct access to the City Centre and other key destinations across the Principal Urban Area (PUA) (eg. Derriford).

High quality public transport services to and from Sherford should connect to multi-modal interchanges on both the A38 and A379 and to Langage. Car traffic through the development and between the A38 and A379 should be managed so as not to undermine the provision of public transport. It should complement the Mackay Vision for Plymouth – for example, fitting with the Vision’s emphasis on reducing the impact of the private car on the City Centre environment.

It should fit with emerging possibilities to reshape the ‘eastern gateway’ to the City Centre.

It should provide a distinctive (ground-breaking?) environment, drawing on the local (i.e. South Hams and

Plymouth) vernacular; a development that respects the landscape, but is not completely constrained by it (in the way that Poundbury is not). Development should not necessarily be hidden in the valley. If it’s good why hide it? If it’s to grow westwards development may have to climb out of the valley.

It should offer new and accessible employment opportunities for residents of both the new community and the PUA/sub-region as a whole.

It should offer new affordable housing opportunities (to residents of Plymouth and South Hams).

It should complement the re-development/regeneration of previously developed land in the City. For example, potentially providing a new home for relocated bus depots.

It must not undermine existing community/neighbourhood centres (Plympton Ridgeway and Plymstock Broadway).

South Hams District Council

The Council is determined to establish the basis to create a flagship new community of which the people of the South Hams can be justly proud. It expects that the EbD will achieve this.

Through EbD, it wishes to set a robust framework for the creation of a self-sufficient community, incorporating an integrated and holistic approach to design, construction and operation of the development and a high quality of design reflecting and respecting local distinctiveness.

It expects to see innovations in building technologies, energy and resource conservation and ultimately the lifestyles of the new community. The challenge will be to do all this and to create a truly mixed and balanced community which goes far beyond simply achieving required levels of housing and employment.

The Council expects that the EbD will provide for meaningful and productive participation by as wide a range of stakeholders as possible, including both

those who are promoting and those who have opposed the principle of the new community, leading to increasing consensus and ownership of an agreed way forward.

Sherford Consortium

We feel that to create a sustainable community, walkability is particularly important and good pedestrian access will be encouraged if facilities and services are within a few minutes walk of home. A compact footprint for both the neighbourhood areas, with their primary schools and local facilities, and the Sherford community as a whole, with the full range of retail, commercial, leisure and community uses, will help discourage the use of the car – which may become an economic necessity before too long!

We believe that at the hub of this red ‘circle of walkability’ there should be a town centre, a focus for the non-residential facilities, to ensure a vibrant heart and the opportunity for a range in the scale, form, density and character of the community. We think it is important to recognise the size of the community at

Stakeholder aspirations

Sherford that we are planning and designing for, and the positive potential that creates.

We have a future population of 8-10,000 people at Sherford. This compares with Brixton Parish, at 1250 people, Modbury at 1700, Kingsbridge at 5800 and Totnes at 8200.

Whilst some of the qualities and character of Modbury and other villages of the South Hams can, and should, influence the form of parts of the new community, we see the potential, and indeed the need, for the facilities and qualities of a small, but very active town like Totnes to be integral with the proposals for Sherford. Despite this, it will be important to reflect the particular characteristics of a South Hams town centre. You can still look up from Totnes High Street and see cows in the fields, and that physical and visual relationship between town and country is a very important characteristic of the area and a significant factor

in the way that the shape and form of the new community should be considered.

The magical quality of the Devon landscape that can be experienced within the Sherford Valley is a fantastic asset, which can be exploited to create a great place to live and somewhere that is appropriate and sensitive to its setting in the South Hams.

Plymouth & S.W. Cooperative Society

The Society supports and endorses the Local Planning Authority's principles in promoting a new community for Sherford and their approach to establishing a masterplan in partnership with other interested parties. These principles are embodied in PD1, the document jointly submitted to the Structure Plan EIP and endorsed by the inspector's report and the subsequently adopted Devon Structure Plan.

The Society acknowledges that the new community should in effect be a sus-

tainable urban extension relating to Plymouth, Plymstock and Elburton and in due course representing the furthest Eastern extent of the Plymouth urban area.

The new community should be designed on sustainable principles, providing housing, employment and community facilities in accordance with best practice in urban design, respecting both the landscape and natural features of the site.

It is crucial that the new community is distinct and separate from Brixton utilising the natural topography of the site to preserve the setting of the village.

The A379 provides the opportunity to accommodate public transport from the outset of development without the necessity for major highway infrastructure provision.

A high speed, high quality public trans-

port route will provide the spine for the development running from the A379 to the A38, incorporating park and ride facilities at either end.

There should be the provision of accessible and sustainable public and private facilities focused initially at the Elburton end of the new community and designed carefully to complement and enhance that which currently exists. The new community should incorporate a country park which potentially could stretch from the Plym and Saltram House in the West, parallel to the A38 and out to the Eastern edge of the built up area providing a natural corridor and recreational facility for the city as a whole and safeguarding mineral reserves. Over time land worked for minerals will become available for restoration, consolidated recreational use and further housing which will relate the new community back into Plymstock and Plymouth.

How do we achieve this aspiration?

The Enquiry by Design process brings together the key stakeholders in a proposed development – statutory agencies and authorities, the landowner, the local community and voluntary groups – to collaborate in articulating a vision for the site through an intensive workshop facilitated by a multi-disciplinary design team. Although Enquiry by Design shares many similarities with other types of planning workshop, it differs in the degree of technical input involved – fundamental to the process is the intensive design enquiry; every issue is tested by being drawn.

Enquiry by Design encourages innovative and dynamic solutions to key issues – because all the key decision makers and stakeholders are together in the same room problems can be discussed and resolved as and when they arise. All interest groups must be represented and given a voice (albeit to varying degrees) and be present to hear each other, and debate at the appropriate time. The fundamental difference between Enquiry by Design and the conventional design process is that Enquiry by Design promotes a simultaneously interactive

process, as opposed to the sequentially reactive way these developments are usually planned and resolved.

The inclusive nature of the process and therefore the likelihood that the final vision is shared by everyone with a link to the development, including those responsible for granting planning permission, makes a quick delivery of the plan more achievable.



Section 2: Policy background and local context

National policy context

The Barker Review and the Sustainable Communities Plan

The Barker Review of Housing Supply emphasises that a weak supply of housing constrains economical growth, hinders labour supply and contributes to macroeconomic instability. It embraces the principles of Sustainable Communities and asks for a change in trends in real house prices. The Barker Review has direct relevance to the South West Region.

The Sustainable Communities Plan -



Creating Sustainable Communities in the South West, updated 2004, identified the South West as one of the fastest growing regions in the UK. It identifies that a key priority for the region is providing conditions for sustainable economic growth. According to the Barker

Review, housing supply is a key condition that if not addressed would constrain economic growth in the South West region.



The Sustainable Communities Plan also notes that "to deliver this sustainable economic growth, the South West region will need to focus housing needs, directing growth to the region main towns and cities, investing in transport, communication and access to labour and products market, and recognising the South West's unique environmental and cultural assets as an important driver of sustainable growth".

It could therefore be argued that the size and configuration of land holding

within the Sherford area and the scope and depth of the resources of the key stakeholder will help make the plan for Sherford achievable and within a timescale that will assist the region's growing prosperity and will alleviate development pressure elsewhere in less suitable areas.

PPG Note 3: Housing

The government's recent Planning Policy Guidance No. 3 (PPG3) has given priority to development on brownfield sites. However, it recognises that not all developments can take place on brownfield sites. Where development has to take place outside urban areas, PPG3 gives priority to urban extensions of existing urban areas. It places strong emphasis on seeking more sustainable and more creative use of greenfield sites than has been the case previously.

The key concept is that carefully planned strategic town extensions that provide a mixture of uses including working, shopping and leisure facilities, a wide variety of house types and a strong sense of place, equate to a more sustainable form of development than

the current practice of town expansion by pepper potting small housing estates, field by field, around the edges of existing urban areas.



A strategically planned development in Sherford is therefore key to the expansion and completion of Plymouth. To capture the spirit of PPG3, growth needs to be focused and managed in a way that would protect the countryside and would enable Plymouth to fulfil its potential as an important and attractive regional centre with a range and quality of services, employment and amenity. Nationally, the development at Sherford will meet policy objectives that are important to the delivery of sustainable communities.

Strategic vision and context: The Devon Structure Plan and emerging Regional Spatial Strategy

The Examination in Public

An Examination in Public into the Devon Structure Plan Alteration 2001–2016 was held in June and July 2003. The new community proposal within South Hams was one of the key matters discussed at the Examination. During the Examination process, the Panel Chairman stressed that it was necessary to consider the need for the new community in the light of the most recent assessments of urban development capacity within Plymouth, the location of the new community proposal and the alternatives proposed by objectors.

In their Report the Panel concluded that while the existing urban area of Plymouth could potentially accommodate an additional 1,500 dwellings, there was a clear need to provide for additional development outside of the existing urban area. Development options outside the existing urban area were considered in detail and all proposals put forward for strategic development as alternatives to the new community were rejected. The Panel therefore endorsed the new community concept within South Hams.

In doing so they further recommended that Sherford be identified in the Plan as the location for the new community and that the scale of development should be increased from at least 3,500 dwellings to 4,000 dwellings in the period 2001 to 2016. They also strongly supported the plan's criterion that the new community at Sherford should be capable of accommodating further development beyond the current plan period. They also recommended that in assimilating the development into the landscape it should not be prominent from the A38.

They further recommended that the criteria in Proposal ST8 be amended to ensure that effective public transport links were established at the very start of development rather than simply within the first phase, and that specific reference be included to the provision of Park and Ride facilities on the A38.

Proposed Modifications

In the light of the Panel Report, the Joint Structure Plan Authorities have now published proposed Modifications to the Alteration. They have accepted

the Panel's recommendations relating to the new community proposal within South Hams, increasing the scale of development to at least 4,000 dwellings, naming Sherford as the proposed location and identifying it on an Inset to the Key Diagram. Modifications to the criteria in Proposal ST8 have also been proposed in line with Panel recommendations.

The Joint Structure Plan Authorities have also accepted the Panel recommendation to increase development provision within Plymouth.

Although the Panel had questioned the designation of the new community as an urban extension, as shown in the Pre EIP Changes, the Joint Structure Plan Authorities have retained the designation of the Sherford proposal as a 'new community' rather than a 'new settlement' as the Panel had recommended.

The Joint Structure Plan Authorities have also proposed the deletion of the criterion relating to impact on minerals of national importance on the basis that no such minerals exist in the Sherford area. The proposed modifications retain

the Pre EIP Changes to Policies CO6 and ST17 referred to above.

It is anticipated that the Joint Structure Plan Authorities will consider the response to their consultation on the proposed modifications in the Spring and that, assuming that no substantive additional modifications are required, the Structure Plan Alteration will be formally adopted in August 2004. In the context of the proposed changes to the Planning System envisaged by the Planning Bill, the new Plan would then be 'saved' for a period of three years from that date.

The expansion and re-development of Plymouth

Development at Sherford is necessary to meet housing needs in the Plymouth area and the requirements of both Regional Planning Guidance and the Devon Structure Plan, which seeks to concentrate growth in the South West region's Principal Urban Areas, of which Plymouth is obviously one.

Plymouth City Council fully accepts the principle that it should seek to meet as much of its housing need and accommodate as much household and associated growth as it can on previously developed land within the City. The Devon Structure Plan requires the City to accommodate 10,000 dwellings to 2016.

The Plymouth Urban Capacity Study (January 2002 – currently being updated) identifies potential to accommodate this number of dwellings.

Development at Sherford is necessary to meet identified housing needs and requirements which cannot be fully accommodated within the City. Development is needed at Sherford because it is recognised and accepted

that the capacity of the City to accommodate growth is not infinite, and that 'town cramming' is not the solution.

Development at Sherford therefore takes place in a wider context. That context is also characterised by:

- Widespread consensus on the 'Vision for Plymouth' (www.plymouth.gov.uk/homepage/yourcouncil/environment/planningpolicy/themackayvision.htm) by Barcelona based architect David Mackay (MBM Arquitectes with AZ Studio). This envisages significant physical restructuring in the City Centre and waterfront area, and radical changes to City Centre transport priorities.

- Unprecedented re-development in the City Centre, including major mixed use, retail and residential schemes, significant land clearance (by SWRDA) at Millbay, and ongoing re-development at Sutton Harbour and the University.

- The development of around 1000 homes at Plymstock Quarry to the east of the City/Laira Bridge off the A379.

- Re-evaluation of the 'eastern gateway' to the City Centre (ie. main routes into the City from the east converging at Hele's Terrace/Gdynia Way), in light of the Mackay Vision, developments like Sherford and Plymstock Quarry, and the review of the Local Transport Plan.

- Ongoing major development and re-development at Derriford/Seaton, including Derriford Hospital, Plymouth International Business Park, Tamar Science Park and Plymouth City Airport.

- An evolving regional policy context. The emerging Regional Spatial Strategy (which will replace Regional Planning Guidance) may result in the further concentration of growth in the South West's Principal Urban Areas.



Vision and proposals for the Sherford New Community

The Council believes that partnership working and community involvement are the best way to achieve a shared vision and deliver sustainable development at Sherford. Enquiry by Design lies at the centre of this approach.

The new community proposal originates from the housing needs of Plymouth and has been endorsed through the Devon Structure Plan. The Council is determined that it shall be a flagship development, delivering sustainability, high quality locally distinctive design, and meeting the needs which gave rise to it. This paper sets out the key components of the Council's vision for Sherford.

Sustainability is at the heart of our vision. It underpins everything about our approach, and shaped the proposal contained in the First Deposit South Hams Local Plan and the Concept Statements prepared for the site. The importance of achieving locally distinctive development is also a key element of our thinking and should be reflected in the form of the development as well as in the design of individual buildings.

Our aim is to create a 'mixed and balanced community' which goes far beyond simply building the required levels of housing and employment land. Our vision is to create a 'flagship new community', incorporating:

- a range of facilities for self sufficiency
- an attractive, well designed environment promoting health and safety
- a strong community identity and spirit

To achieve the vision will require an integrated holistic approach to the design, construction and operation of the new community. The key characteristics for Sherford are the following:

- developed according to a comprehensive Masterplan
- a new community not a dormitory suburb
- designed and built on sustainable principles to encourage sustainable lifestyles

- a strong sense of place and community spirit

- high quality design reflecting and respecting local distinctiveness

- self-sufficient mixed-use new community

- early provision of infrastructure and facilities

- high quality public transport and quality pedestrian/cycle links

- a wide range of facilities within walking distance

- a safe, attractive and clean environment

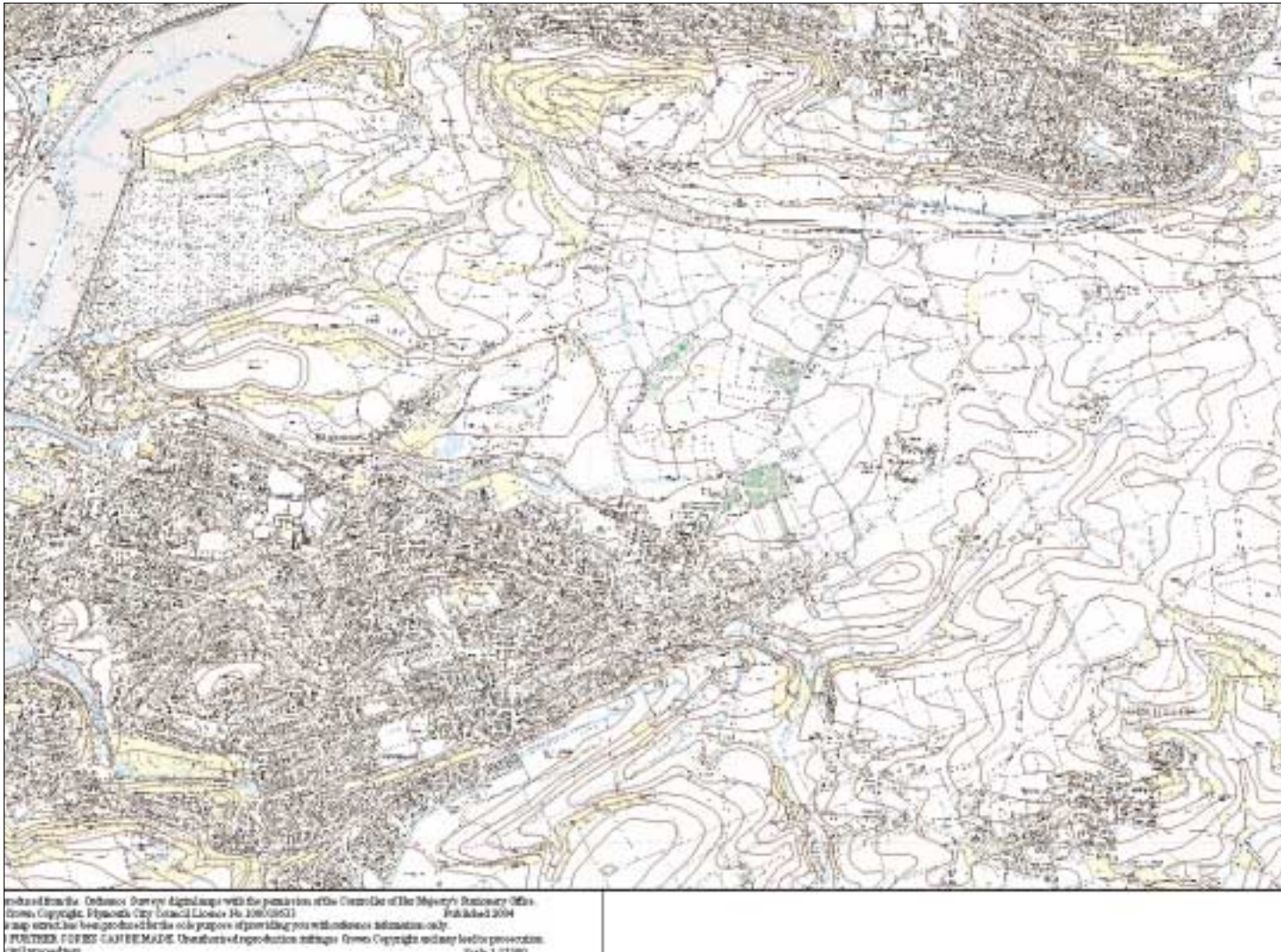
- low environmental impact and positive environmental benefits

The Council is committed to achieving the vision and believes Enquiry by Design is an ideal way of finding the best solution for Sherford.



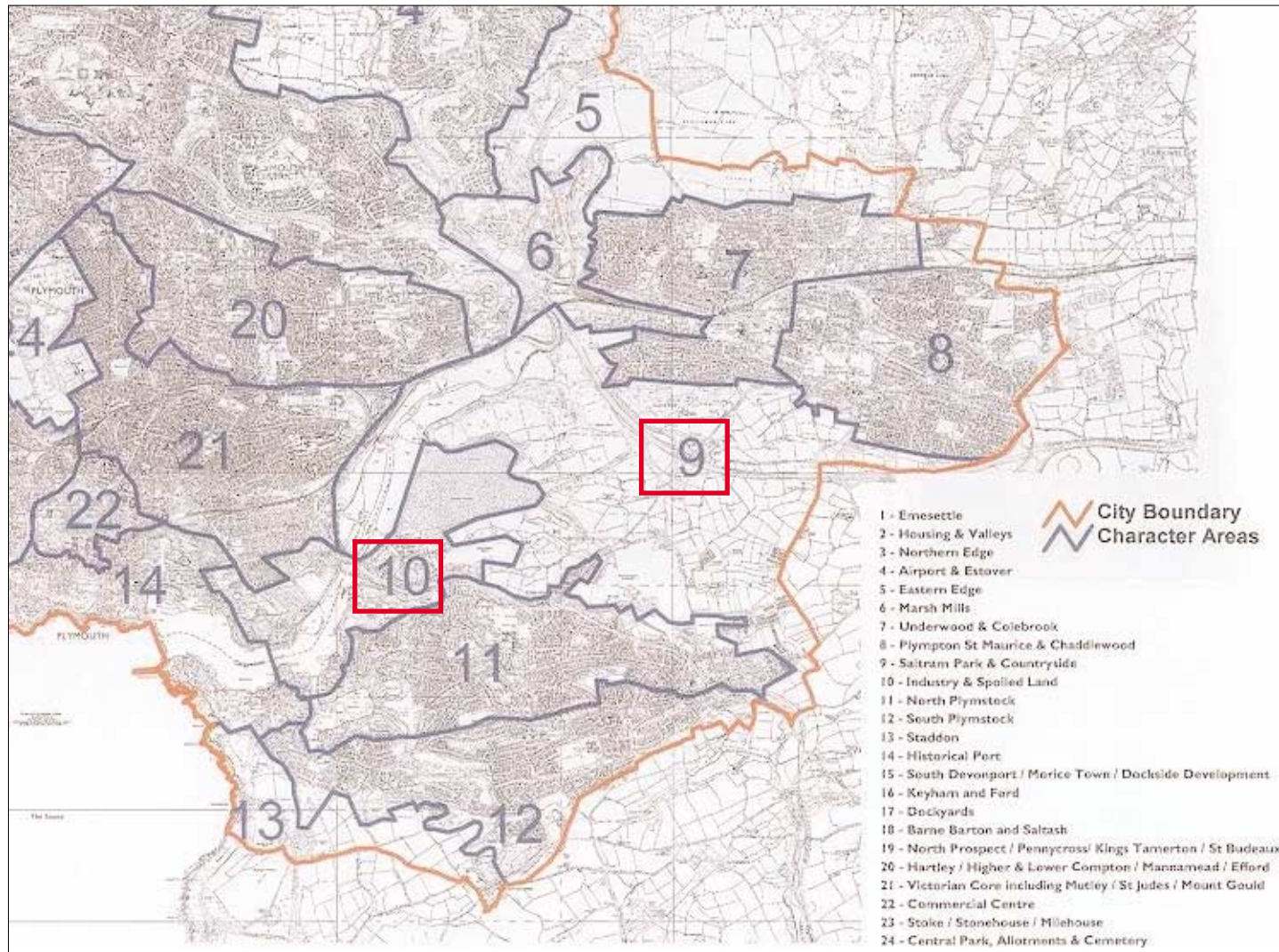
Section 3: Physical appraisal of the site and surroundings

Wider context - topographical issues



A series of complex river valleys run into the River Plym from the east. A central ridge separates Plymstock and Plympton. Plympton lies in an open valley floor, with the Tory Brook running in an east-west direction. Slopes rise gently from the south up to the A38 and then more steeply to a ridge to the south of Plympton St. Maurice. Hardwick Wood is a key natural landmark and orientation point. Plymstock lies within a more complex system of river valleys, and along its southern edge north facing scarp slopes rise to 91 metres above sea level.

Wider context - landscape and land use - key map



The plan on the left is from the 'Greenscape Assessment' of Plymouth which was completed in September 2000 (this is currently being updated but the results will not be available for some time). The assessment characterises and evaluates 24 areas of the City, including nine straddling, or to the east of, the River Plym. Character Areas 9 and 10 are most relevant to the Sherford Enquiry by Design. The character descriptions and evaluations of these two areas follow overleaf. The complete 'Greenscape Assessment' document will be available for reference at the Enquiry by Design.

Wider context - landscape and land use

Character Area 9: Saltram Park and Countryside

Description

This largely undeveloped and open area is defined by the River Plym to the west, housing to the north, a patchwork of housing, quarries and a landfill site to the south, and open countryside to the east. The dominant land uses are agriculture and woodland. Other uses include a cemetery opposite the entrance to Saltram Park, garden nurseries and Moorcroft Quarry. The area is divided by the A38 which runs west to east. The agricultural land classification is mostly 3b (moderate quality) but includes areas of grade 3a (good) and 4 (poor), and horticultural holdings to the south. The essential characteristics of the area are:-

- Rolling countryside rising to the north and east with medium to large fields of arable and pasture defined by hedgerows, trees and pockets of deciduous woodland.

- Belts of woodland become more pronounced to the north and west (some

are ancient woodland; Hardwick Wood and Saltram Wood).

- Mature parkland landscape of Saltram Park owned by the National Trust.

- Extensive areas of glasshouses, pylon lines and the A38 intrude into the otherwise open, rural landscape.

- Occasional farm buildings break up open views, with distant views of telecommunication towers, prominent headlands and a ribbon of residential housing at Plymstock.

Evaluation

The Character Area has a high proportion of agricultural land, an unusual component of the City's landscape, and of city-wide importance.

The area forms a green barrier between the urban development at Plymstock and Plympton. The panoramic views within and from the edge of this location are also important.

Saltram House and parkland is of national importance for informal recre-

ation, educational interest, landscape and historic interest.

The area offers a series of footpaths, including the Plym Valley footpath which is of regional importance.

The mature hedgerows, belts of woodland and small areas of coppice woodland are attractive features and are of city-wide importance.

The estuary and associated parkland is of regional importance, both for amenity value and nature conservation. They include several SLINC (Sites of Local Importance for Nature Conservation), areas of ancient woodland, and an SSSI (Site of Special Scientific Interest). The River Plym runs into a CSAC (Candidate Special Area of Conservation – Plymouth Sound and the Tamar Estuaries). There is little opportunity for new habitat creation.



Wider context - landscape and land use

Character Area 10: Industries and spoiled land

Description

This area includes a mix of different land uses in the form of housing, quarries, a landfill site and industrial/commercial dockside. The area is defined by historic docks and waters edge to the west, the residential areas of St. Judes and the River Plym to the north, Oreston to the south, and parkland and quarries to the east. The disused quarries are of nature conservation interest. The essential characteristics of the area are:

- Open, expansive, predominantly flat and inward looking towards the mouth of the River Plym.

- Disused quarries with exposed rock faces and rock outcrops form occasional high points in an otherwise level to gently sloping landform.

- The southern half of this area has a strong maritime and working dockland feel. The moored boats and dockyards add colour and life to the area.

- A ribbon of pre-war, inter-war and post-war housing overlooks the Cattewater and there is a strong relationship with the water's edge although public access to the water is poor.

- Dominant features along the skyline include gas cooling towers, Moorcroft Quarry stone processing plant and Laira Bridge.

- Generally open space is either fragmented and/or inaccessible.

Evaluation

This Character Area presents a distinctive character through its strong pattern of industrial architecture, the mass and

scale of buildings, and the strong relationship with the water's edge. The townscape character is of district importance.

The Plym Estuary acts as a distinctive barrier and is of city-wide importance.

The Character Area offers limited opportunities for formal and informal recreation, although opportunities to access additional areas of the waterfront and to develop disused railway lines on the western bank of the Cattewater should be explored. The area has a recreational footpath on the eastern banks of the Cattewater which is of city-wide and regional importance.

Note this is part of a national trail.

The area offers significant opportunities for nature conservation interest and includes SLINCs and an SSSI of regional importance. There are no opportunities for habitat creation.

The area is considered to be of city-wide importance for its educational interest along-side the waterfront.

Non-substitutable cultural assets are of national importance.



Wider context - landscape and land use

The Greenscape Assessment goes on to identify 'Key Issues and Objectives' for each Character Area. The Key Issues for Areas 9 and 10 are as follows:

	Key Issues	Objectives
Area 9: Saltram Park and Countryside	Agricultural land & green belt function:	Maintain agricultural corridor and parkland as key green wedge in particular in relation to adjacent urban areas and their setting
	Informal recreation & educational interest:	Enhance and create new recreational and educational opportunities
	Foot/Cycle links:	Protect and enhance links to Plym Valley
	Woodlands and hedgerows:	Protect woodlands and hedgerows and develop appropriate management plan
	Estuarine areas:	Protect and enhance estuarine areas of nature conservation interest
	Policing/Security:	Reduce incidence of theft from motorbikes

	Key Issues	Objectives
Area 10: Industries & Spoiled Land	Relationship of urban areas to waterfront:	Enhance the townscape quality of the waterfront edge and protect areas of distinctive quality
	Formal/Informal recreation:	Create opportunities for informal/formal recreation
	Access:	Improve and create access opportunities to the water's edge
	Nature conservation:	Protect SLINSCs, SSSIs and other sites of nature conservation interest, and develop management plans
	Education & cultural interest:	Enhance and create educational and cultural opportunities.

'Key Issues and Objectives' for adjoining Character Areas (7 – Underwood and Colebrook, 8 – Plympton St. Maurice and Chaddlewood, and 11 – Plymstock North) may also be pertinent and will be available for reference at the Enquiry by Design.

Character Areas 9 and 10 contain two of seven 'key sites', which are fully evaluated in Appendix C to the Greenscape Assessment. Summaries of those full evaluations follow:

Land adjacent to Plymstock Quarry

The site forms an edge between industrial/urban development and agricultural land. It acts as a physical barrier between mineral workings and housing areas. It is important for its nature conservation value. The site is important for its visual amenity; the ridge of high ground including woodland and open

fields is highly visible from the north, south and west. Development on this greenfield site would erode the open rural character of this area and would be visible from afar.

Open countryside east of Saltram Park

The site forms part of a green wedge between Plympton and Plymstock. Whilst the greater part of the site does not demonstrate strong landscape qualities, incremental development on greenfield sites would erode the open character of this area and its green wedge function. The site forms part of an open approach into Plymouth and links with a ribbon of open space along the A38, although at a somewhat smaller scale. The site is visually prominent from the A38. Mature hedgerows and small coppice woodlands are an attractive feature of the site. The site offers significant agricultural opportunities.

Wider context - landscape and land use

The Greenscape Assessment identifies land uses west of Sherford and to the east of the River Plym; the main elements in Character Areas 9 and 10 being parkland at the (National Trust owned) Saltram Estate, landfill at the neighbouring Chelson Meadow, quarrying (completed, underway or with planning permission) to the north of the A379 (from the Plym to the western edge of Sherford), scattered woodland, agriculture, playing/sports fields and a cemetery. A variety of more 'urban' land uses exist close to the Laira Bridge crossing of the Plym, including retail (e.g. Safeway Megastore), industry (including a major Royal Mail depot and offices to the south of the A379), (First Western National) bus depot, the Green House (environmental education centre), and a recycling/waste transfer station.

Plymstock Quarry is identified for re-development comprising approximately 1000 homes and other uses. An Interim Planning Statement for the Quarry is to be published this summer, to be followed by a Masterplan.

Apart from the minerals extraction referred to below, there are just two significant proposals in Character Areas 9 and 10, these being for employment and marine-related employment development at Wakeham's Quarry and Breakwater Works, Oreston respectively. Both these proposals are remote from Sherford, but close to the A379/Laira Bridge crossing of the River Plym.

Approaches to the City from the east (including the Laira Bridge crossing, Embankment Road and Hele's Terrace/Gdynia Way) are currently being re-evaluated, partly in response to the Mackay Vision for Plymouth. The traffic impacts of the Sherford and Plymstock Quarry developments cannot be considered in isolation.

Mineral deposits in the Sherford Valley

The Devon County Minerals Local Plan, which was adopted on the 25th June 2004, sets out the minerals land use policies and proposals for Devon to 2011. It contains, inter alia, policies to safeguard mineral reserves [areas with the benefit of planning permission for mineral working] and Areas of Mineral

Resource (mineral deposits adjacent to the areas with planning permission) by the designation of Mineral Consultation Areas. Policy MP13 sets out the Mineral Consultation Area policy, and Policy MP14 contains the sites to which it relates. The planning permission for the winning and working of limestone at Sherford is included in the list in Policy MP14, and as Inset Plan 39.

Policy MP13 states "Within the Mineral Consultation Areas contained in Policy MP14 and identified on the Inset Plans on the Proposals Map, development will not be permitted where it would sterilise mineral resources which are or may become of economic importance, would prejudice the future tipping of mineral waste, or would otherwise be incompatible with mineral development".

The primary purpose of the Mineral Consultation Area designation is to safeguard mineral reserves and resources by ensuring prior consultation between the relevant District Planning Authority, the minerals industry, and the County Council (as the Mineral

Planning Authority) before determination of planning applications for certain types of non-mineral development. It should be noted that there is no commitment to grant planning permission for the winning and working of minerals in Mineral Consultation Areas, nor is there a presumption that working is likely to be approved.

Where possible, the extent of the Area of Mineral Resource is shown on the Inset Plans. In the case of Sherford, the limestone deposit can be seen to extend eastward from the Plymouth City boundary, narrowing to the south east of the planning permission area. The extent of the limestone deposit has been derived from the British Geological Survey Sheets, rather than by detailed test drilling. It was understood that the mineral owner intended to carry out test drilling to the south of Sherford Road in order to ascertain the full extent of the economic deposit, but that this has not yet been undertaken. In any event, the designation of an Area of Mineral Resource does not imply that

Wider context - landscape and land use

planning permission for extraction would be granted and therefore there is no presumption for or against mineral working in, on, or under the land identified. The Mineral Consultation Area at Sherford also contains undesignated areas between the Area of Mineral Resource and the boundary of the Consultation Area, as the siting of non-mineral development in close proximity to mineral development could lead to potential conflicts.

Sherford Quarry has not been worked for many years, although the mineral operator has continued to keep the planning permission valid by the submission of successive planning applications in 1978, 1987 and 1996. The conditions and legal agreement associated with the current permission [granted on 29th August 1997] extend the period for the commencement of operations until 4th November 2008, but include a condition that working cannot be begun before 4th November 2006. The mineral operator has the opportunity between November 2006 and November 2008 to reconsider its position again. The successive submis-

sion of planning applications at this site has demonstrated the operator's continued interest in the limestone reserve here.

The total reserve of limestone in Devon (including reserves in Plymouth, Torbay and Dartmoor National Park) is approximately 120 million tonnes, of which the reserves at Moorcroft/Hazeldene and Sherford account for about 37%. Limestone reserves comprise approximately 64% of the overall crushed rock total. The crushed rock landbank period for Devon is currently more than 50 years, well in excess of that required by Government.

Whilst limestone provides a very important source of aggregate to the Plymouth area and the wider Devon market, it is not of strategic importance. In addition, sands derived as a secondary aggregate from the winning and working of china clay are available in this area, and they can be substituted, to some extent, for crushed rock. Following the introduction of an aggregates levy, for which china clay sand is

exempt, there has been a tendency towards increased use of secondary and recycled materials at the expense of primary land-won materials, and this trend is likely to continue.

In responding therefore to consultations from District Councils on proposals for non-mineral development within a Mineral Consultation Area, the County Council would have regard to the above factors in coming to a view. It will be necessary to assess the need for the particular non-mineral development as compared to the need for the mineral.

It should be noted that the Mineral Consultation Area at Lyneham Wood (as shown on the map on page 29) considered at the Devon Structure Plan Examination in Public 2003 is not included in the Adopted Devon County Minerals Local Plan. It is considered that the igneous rock reserve in this area no longer needs to be safeguarded, and this was not contested by the minerals industry at the Public Inquiry into the Minerals Local Plan.



Wider context - local settlement patterns

Traditionally, South Hams settlements are very much integrated with their landscape. In general they are small and tend to be located in the bottom of steep sided valleys, largely hidden from view by the landform and surrounding woodland. Only the outer edge of villages are usually visible over any distance.

The dominant settlement pattern within South Hams is the linear form and this is still in evidence today. Many settlements have developed along main routes through the region and at junctions of primary routes. This has resulted in a linear pattern along several routes with a form of public space associated with the junction. The linear pattern becomes more deformed where several routes converge in one settlement, resulting in elongated public spaces and a massing of development in clusters around the key junctions as found at Ugborough.

The nature of settlements in South Hams, their relationship to topographical features, their informality, irregularity and visual diversity, give them an

organic character. The steepness of the slopes results in buildings stepping down the street offering variety and interest in the street elevations. The boundary between the developed areas and the landscape beyond becomes increasingly blurred at the edges of settlements.

There is little evidence of a tradition of formal squares or parks, village greens or ponds or even focal points such as memorial stones or statues within open spaces. A strong built edge to the street is a common characteristic, often resulting in very narrow street widths and pinch points, as at Totnes. Despite the continuity of frontage, the elevational treatment changes frequently from property to property, reinforced by the changes in level. Archways and narrow gaps between buildings lead to courtyard development or narrow lanes which often link directly into open countryside beyond. The prevalence of mills in the area have resulted in three and four storey buildings even in a village context.

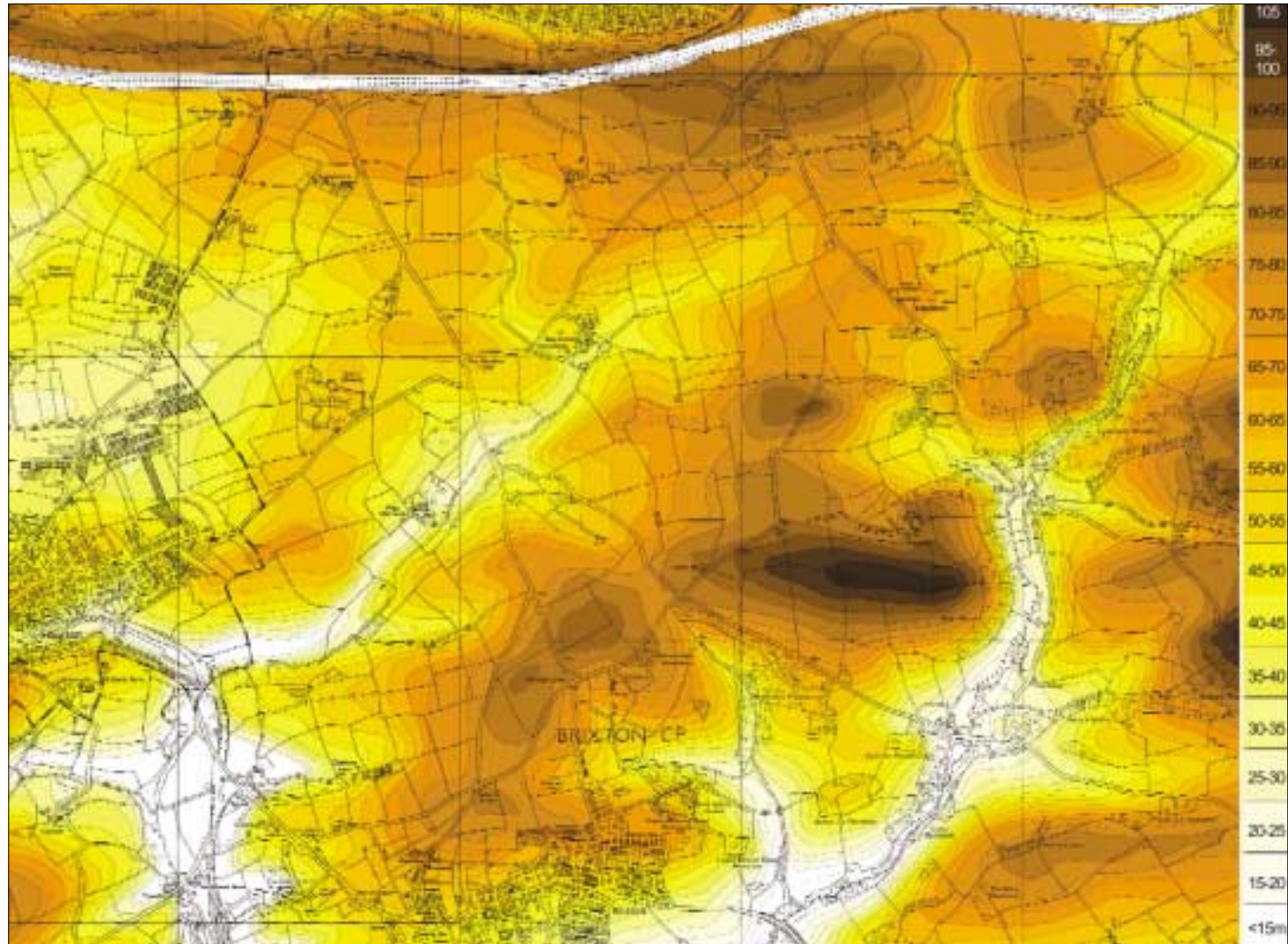


Site specific - topographical issues

The Sherford Valley is bounded on the southern, eastern and northern (A38) boundaries by higher 'ridgelines' (ranging from 85 – 105 AOD). These create a broad bowl-like formation which is in turn dissected by a number of shallow valleys which create a rolling topographic landform of ridges and troughs.

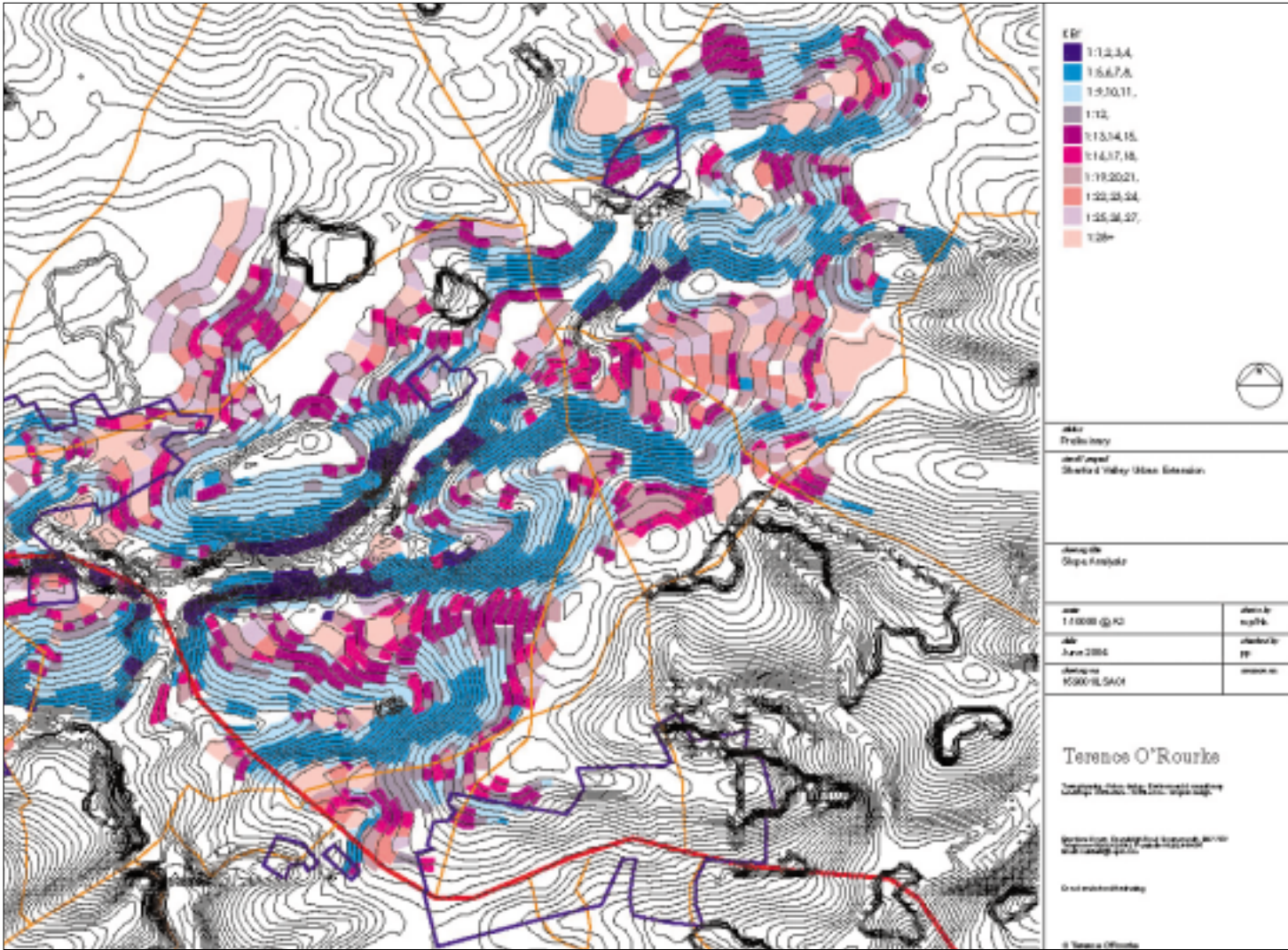
These smaller, shallow valley formations are then connected to steeper valley features, running on a south-west, north-east direction with the steepest slopes (>1:5) generally restricted to the south-west corner and eastern flanks of the study area.

The gently rolling topography to the west of the site then generally falls away towards the River Plym.



Map showing general topography of the Sherford Valley.

Site specific - land use



Map showing slope analysis of the Sherford Valley.

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Site specific - land use

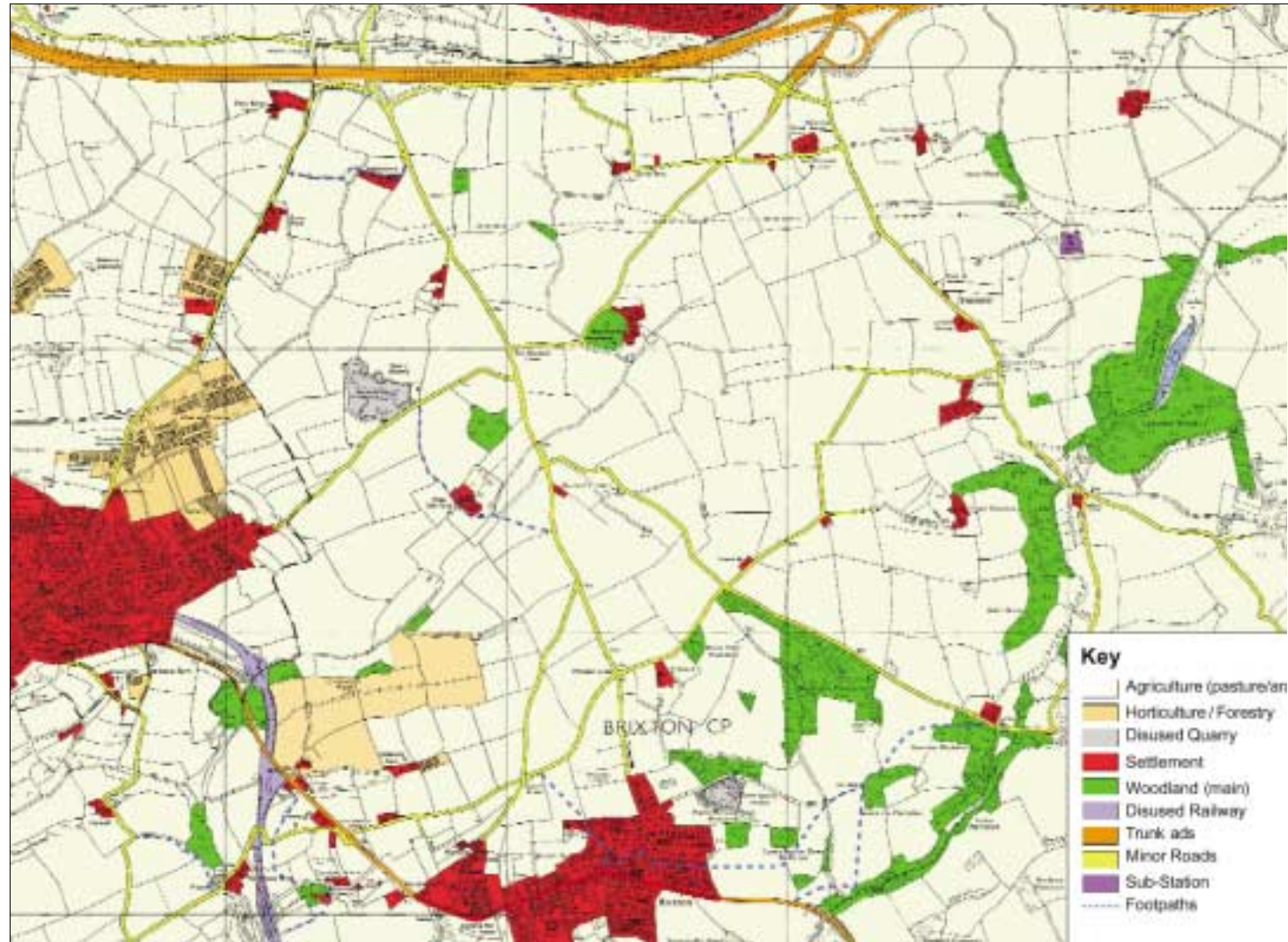
The predominant land use within the valley area is agriculture (pasture/arable) with a number of small farmsteads and scattered houses throughout.

The larger settlements of Elburton and Plympton and, to a lesser extent, Brixton surround the site to the east, north and south respectively.

The main strategic transport corridor is the A38 dual carriageway, which separates the Sherford Valley from Plympton to the north. The other principal transport corridor is the A379 to the south. Both routes link directly into Plymouth. A number of minor roads cross the site linking Plympton with Elburton and Brixton.

Around Elburton and Brixton, the agricultural land use is dispersed with medium/large scale nursery/horticultural and some forestry activities.

Larger scale disused and working mineral activities generally occur to the west of the site towards Plympton (between 1.0 – 2.0km) although there are small, disused mineral sites in the immediate vicinity of the site area.



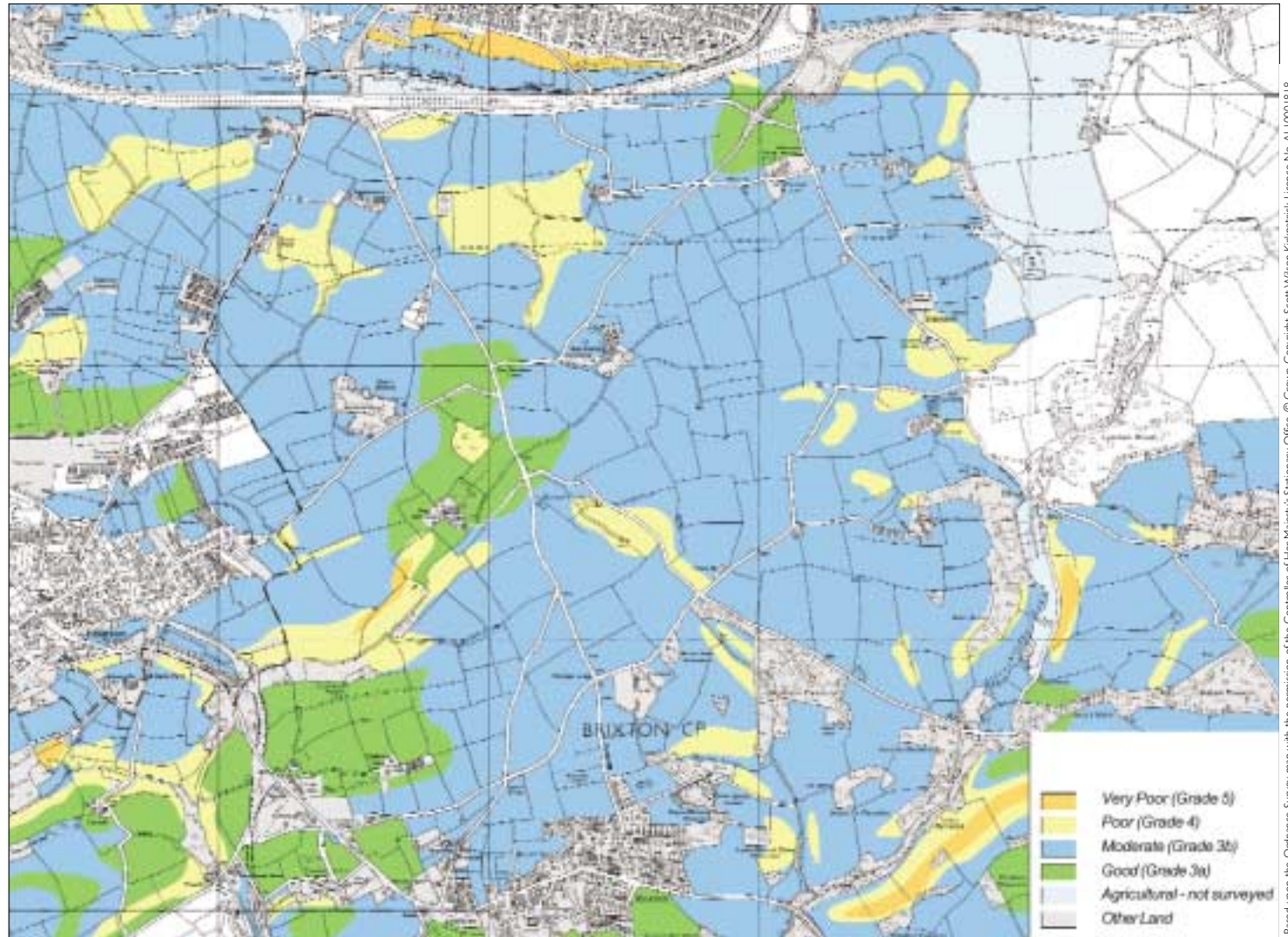
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Site specific - agriculture

The drawing is based on the Agricultural Land Classification Composite for South Hams, Plymouth (1:25,000) which was supplied by FRCA and MAFF.

There is no Grade 1 (Excellent) or Grade 2 (very good) land within the Sherford Valley area. The majority of the site is covered by Grade 3b (moderate) quality land and below.

There are however, small pockets of Grade 3a (good) land around West Sherford farm, next to the Deep Lane Junction and in the Chittleburn area to the south west.



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Site specific - vegetation cover

The dominant land cover element in the valley of the site is mixed agriculture with the majority being improved/unimproved pasture, and a lower proportion of arable landuse.

Hedgerows and hedgebanks divide virtually all fields, roads and properties. These range from species rich hedges to more limited diversity to the north. Most hedges are intensively managed and devoid of trees. This regime is however more relaxed in the NW corner of the study area and around properties where trees have been allowed to grow.

The majority of tree cover is found in small woodland blocks. These are generally associated with steeper valley flanks, disused elements (such as Sherford quarry and the railway line to the SW) and existing farmsteads. Larger woodland blocks occur on slopes of the adjacent valley to the east of Sherford Valley.

The final element of land cover is that of orchards. These are generally found in association with older farmsteads such as East Sherford farm.

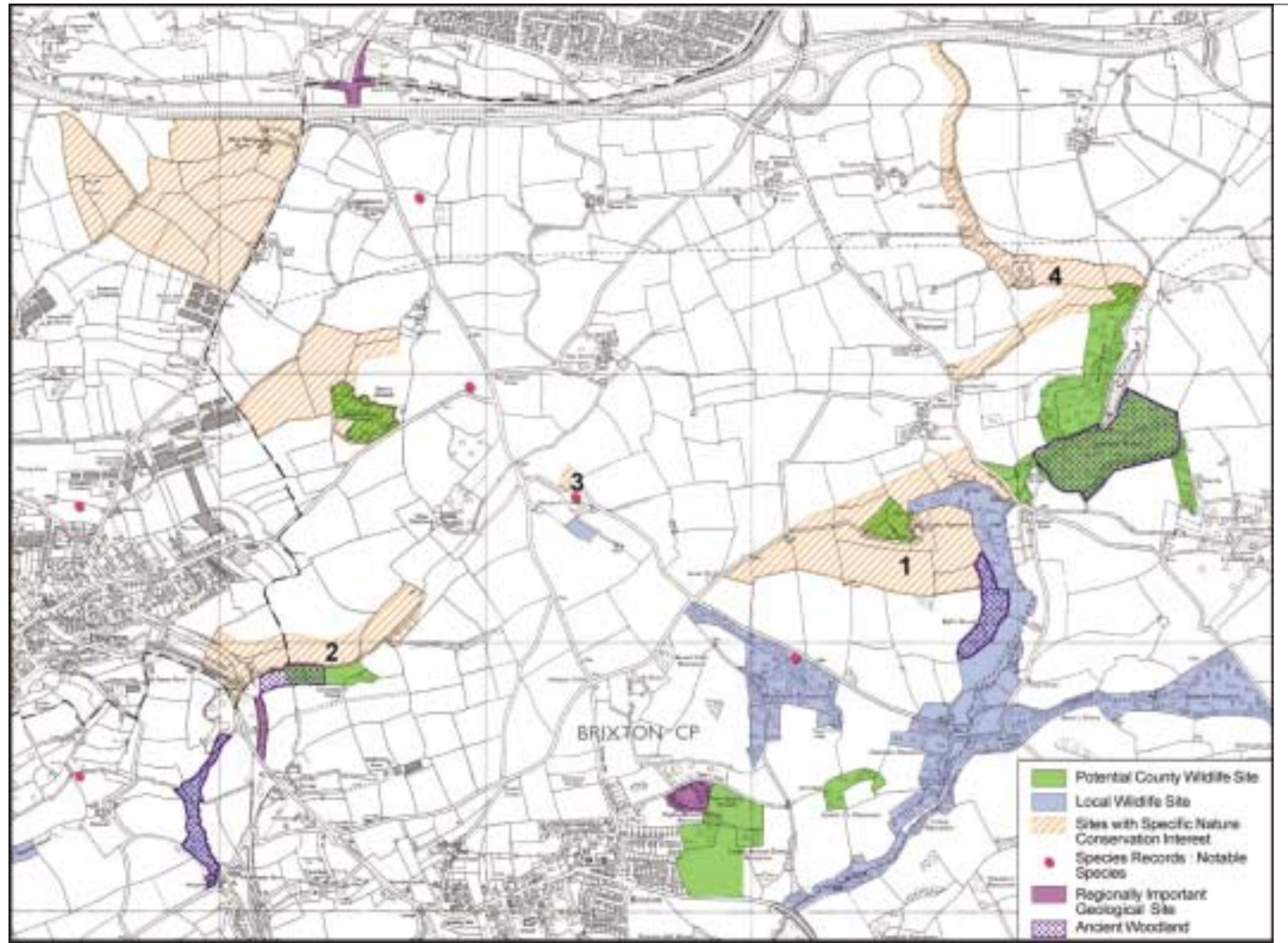


Site specific - ecology

The Sherford Valley contains no statutory protected sites for nature conservation, however there are areas designated as Local Nature Reserves or identified as potential County Wildlife Sites. These are areas of ancient semi-natural broadleaved woodland, secondary woodland and semi-improved neutral grassland areas.

Largely the site is of limited nature conservation value, consisting of arable land and improved pasture. However there are areas at the perimeter of the valley which have nature conservation value:

1. Woodland and small pasture mosaic, with areas of ancient and secondary mixed woodland.
2. Stream valley with secondary deciduous woodland, scrub and pasture.
3. Area of gorse, bramble and brick scrub with semi-improved neutral grassland.
4. Wooded stream valley with rush pasture, and field mosaic system with high quality green lance and hedges.



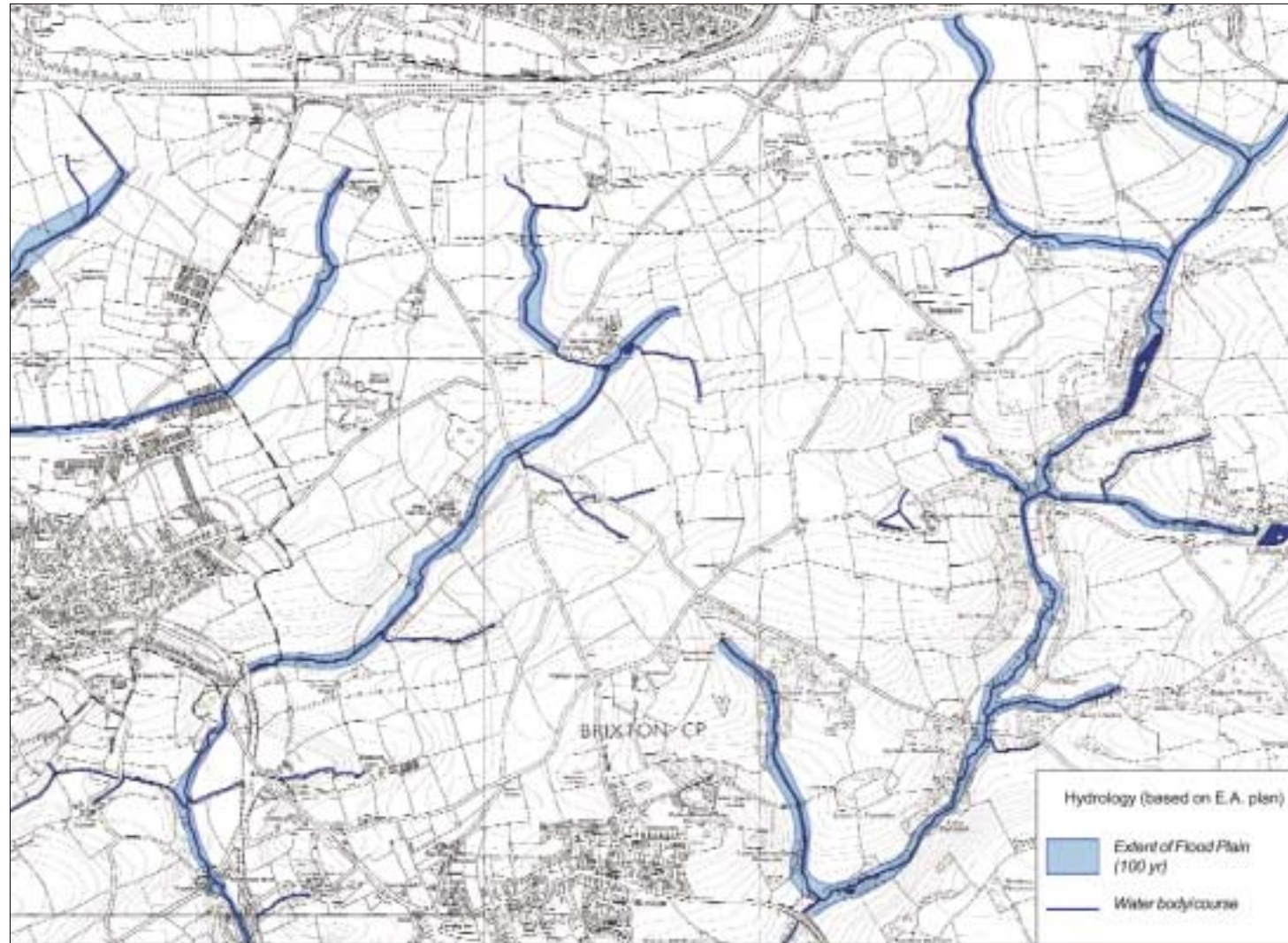
Site specific - hydrology

The Sherford Valley is predominately underlain with slates, with igneous tuffs to the south and limestone deposits near the western boundary. There are small areas of alluvium deposits in the larger valleys.

The site drains from north-east to south-west through streams which spring inside the area under consideration. From the edge of the site the watercourse merges with two streams south of Elburton and travels south to join the River Yealm at Cofflete Creek.

The surface water run-off permeates into the weathered slates and the aquifer below. The farmland is generally dry as surface water discharges to soakaways or directly into ditches and watercourses.

The Environment Agency flood map indicates that the 1 in 100 year flood plain is approximately 50m wide and follows the valley from south of Elburton north-east to East Sherford Farm. Smaller lengths of flood plain are located north of East Sherford and Elburton Vineries.



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Site specific - landscape

The landscape character is based on field survey work in accordance with the 'Guidelines for Landscape and Visual Assessment' and on desktop studies from the 'Character of England' (Countryside Agency and English Nature), and the Devon County Council 'Devon Landscape, A Draft Strategy for Consultation' (1992-93). The elements include:

Urban/Urban Fringe

- Historic centres of a general linear settlement, with later 1960's -1970's infill and extension
- Commercial and retail activities
- Other components include disused railway/inactive quarry

The quality of these areas varies from high within the historic core reducing within areas of subsequent extension and infill. This is due mainly to the lack of diversity, quality of materials and unsympathetic design and detailing.

Horticultural/Agricultural Landscapes

- Glasshouses
- Plantation
- Nursery
- Allotments

- Pasture
- Arable
- Topography: undulating relief

The quality of these areas is generally lower than the surrounding land due to the large scale of some of these activities, and the visual dominance of associated infrastructure such as glasshouses. The use of alien plant material and the unnatural appearance of monoculture stands of trees, as seen within the areas of plantation, has also reduced the visual quality of the area, and created a new visual character.

Intensive Agricultural Landscapes

- Undulating topography
- Medium to large scale fields often in a regular pattern
- Intensively flailed/managed hedges
- A limited number of hedgerow trees
- Scattered farms and farmsteads
- High hedgebanks and sunken lanes
- Occasional small woodland blocks

The quality of this landscape is generally lower than the surrounding areas, is less distinctive and poorly representative of the South Hams character. This is due to field enlargement and loss of tree cover, resulting in an open character.

Smaller Scale Agricultural Landscape

- Undulating topography
- Medium to small scale fields in an irregular pattern
- Mature mixed species hedgerows and banks
- A greater number of hedgerow trees
- Sunken lanes and elevated hedgebanks
- Scattered small farmsteads and farms
- Associated fruit orchards

The quality of these areas is greater than that of the more intensively farmed areas due to the greater visual amenity offered by these more diverse landscapes.

Steep Valleys

- Cut fluvial valleys with steep valley sides
- Flanked with some hedgerow trees generally on the steepest slopes, typical of South Hams.
- Often associated with streams, springs and tributaries to the larger rivers of the area
- Unimproved/wet pasture along the valley sides and along the valley bottom
- Some ancient/semi natural woodland remnants and fruit orchards

- Farmsteads often associated with these more sheltered areas

These areas generally have high landscape quality due to the deep and steeply incised valleys, ecological diversity and visual amenity, typical of the distinctive landscape representative of major valleys in South Hams.

Steep Wooded Valleys

- Deep and steeply incised valleys
- A mix of ancient/semi natural woodland of predominantly Oak/Ash.
- Interspersed small coniferous woodland blocks
- Streams, springs and fast flowing streams in the valley bottoms
- Settlements often located at crossing points

The quality of these areas is high due to the ecological diversity, topography and visual amenity that they offer.

Site specific - landscape

Parkland/Designed Landscapes

- A mix of pasture and individual mature trees
- Gently undulating topography
- Located in association with a Country House, e.g. Lyneham House
- Lakes and other standing water bodies
- Service areas/stable blocks
- Walled gardens
- Associated woodland
- Long drives affording views of the property and grounds

The landscape quality of this area is high due to the historical context, diversity of landscape types and visual amenity and interest.



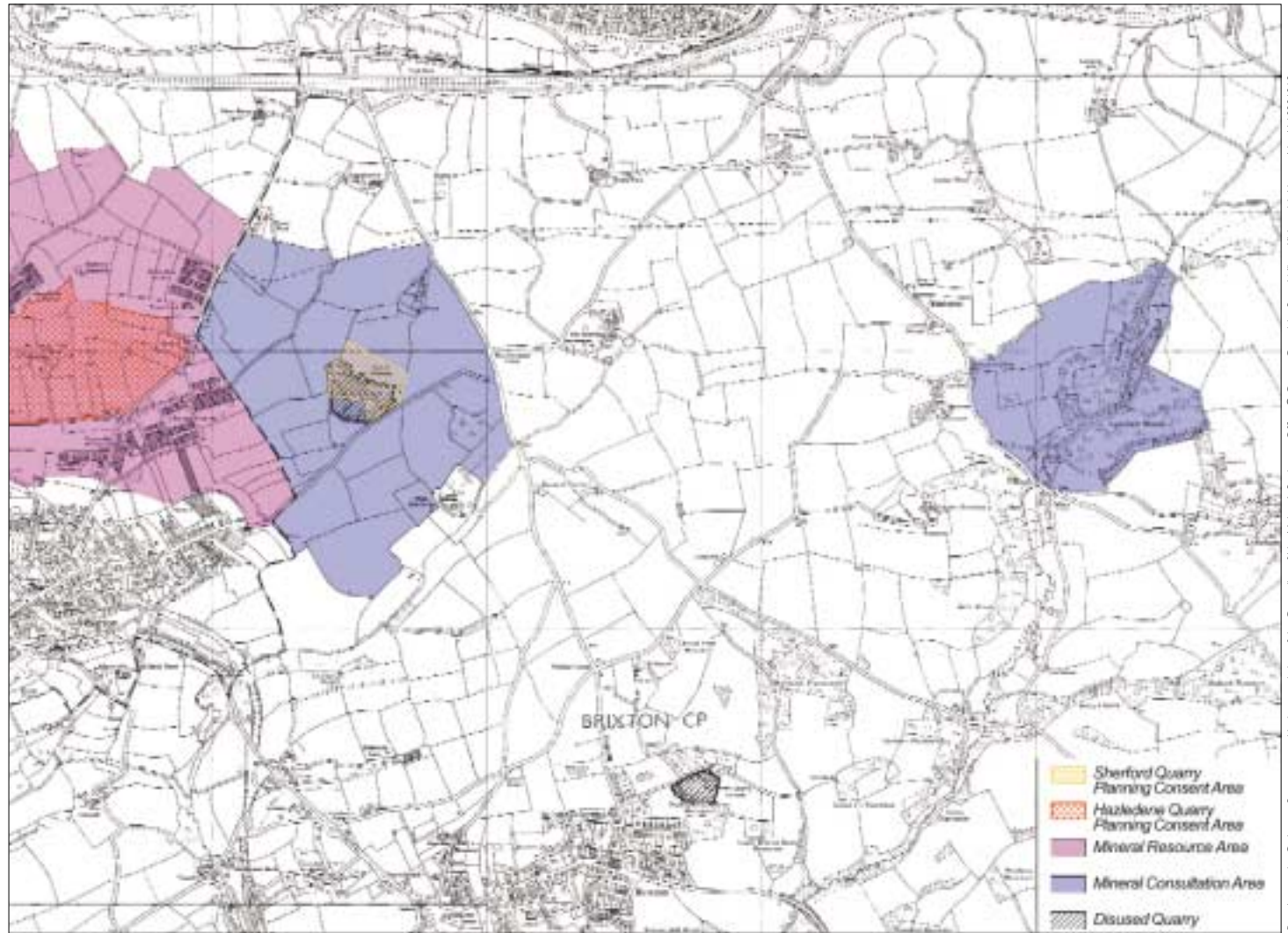
Site specific - minerals

The plan indicates areas within the Local Plan designated as Mineral Reserves, and which are located within and adjacent to the Sherford Valley.

The Sherford Valley is located beyond the Mineral Resource Area. Within the Consultation Area reserves are less clear and in any event may take beyond 100 years to be realised.

The Local Plan introduces the potential to use some of this land for development.

The relationship between the site and the reserves to the west provide the opportunity for the Sherford Team to engage with the mineral owners to examine and thereafter implement a sustainable strategy to maximise opportunities to use the mineral on-site without any need to utilise the local highway network either on or off-site.

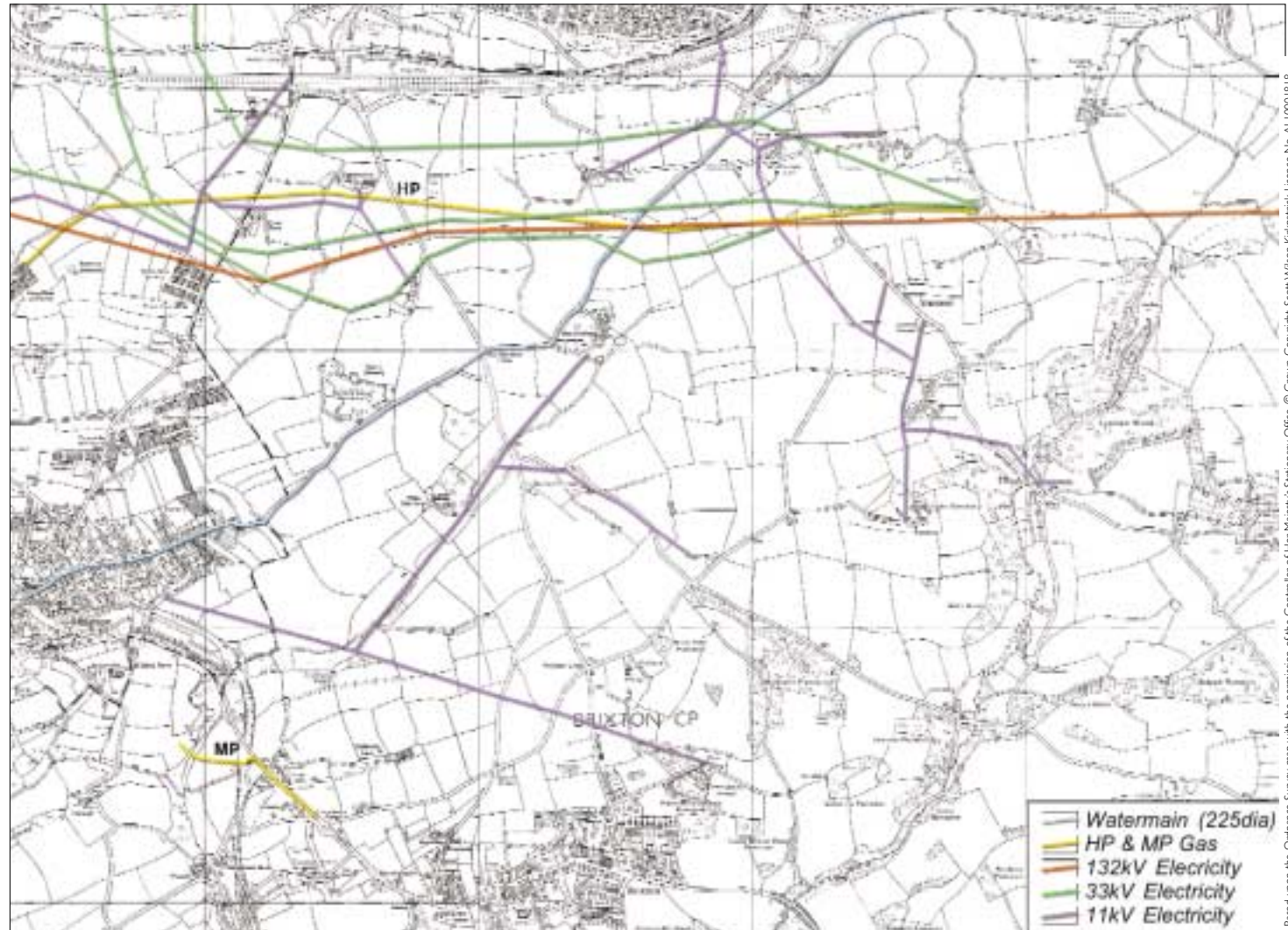


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Site specific - utilities

Existing services infrastructure within and adjacent to the Sherford Valley are indicated on the plan. 132kV Electricity lines can be integrated within below-ground cabling to improve landscape quality and reduce constraints to development. A natural gas pipeline crosses the site. Whilst the 132KV electricity line can be underground to a pattern that reflects site layout, the gas pipeline cannot be diverted. The Masterplan and subsequent layout needs to therefore reflect this constraint.

The existence of these strategic gas and electricity supplies will facilitate on-site utility infrastructure. In addition, spare capacity exists in local services and can supply initial development stages.



Site specific - heritage and archaeology

A summary of the the local sources, held at the Devon County Sites & Monuments Register, Plymouth City Council Sites & Monuments Record, Devon Record office and the West Country Studies Library has been carried out, and a field survey for the area has been undertaken (Exeter Archeology, 2000). The following would require investigation:

Listed Buildings: (not including Brixton & Elberton)

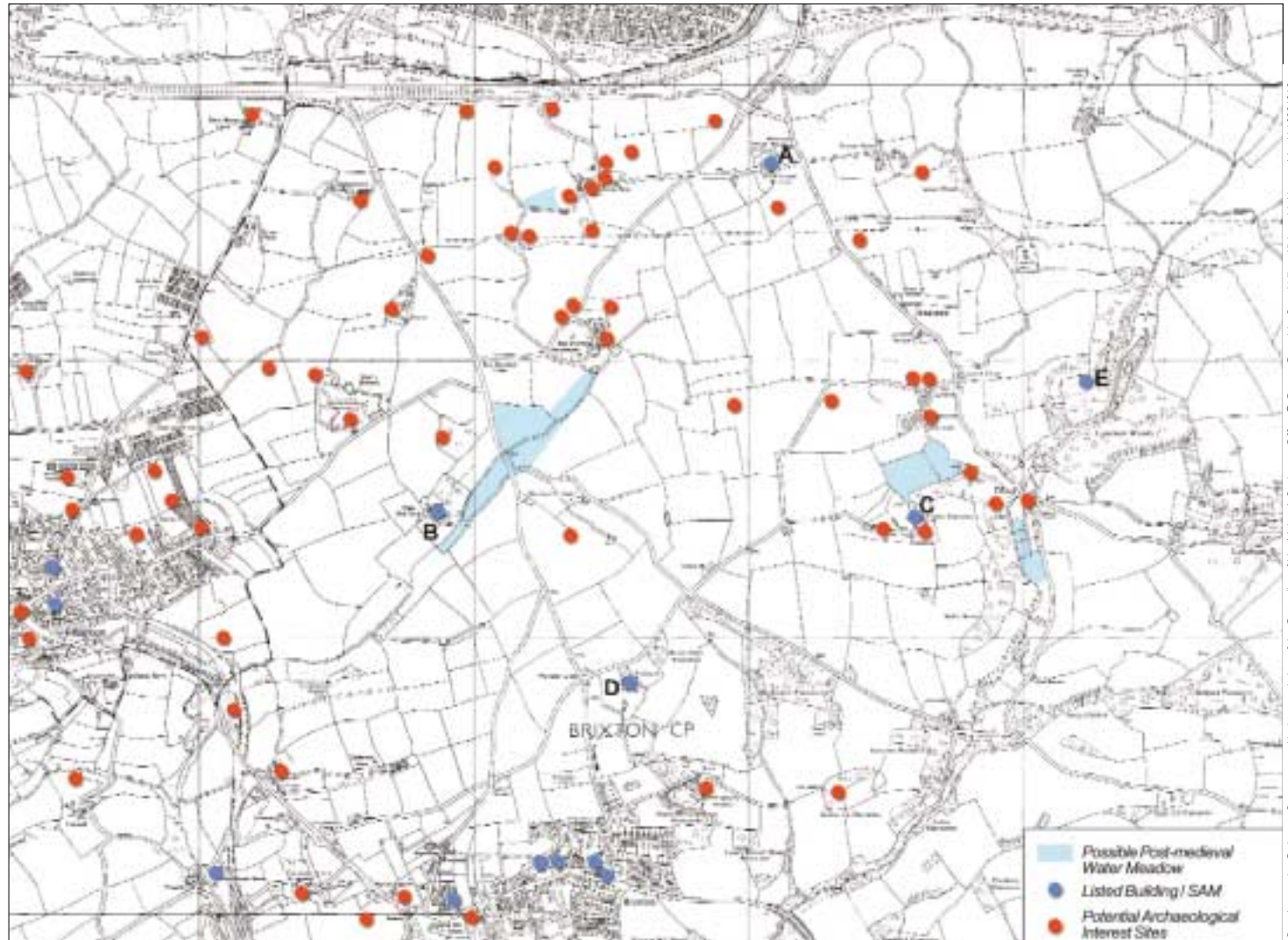
- A. Wiverton House c.1840 Grade II
- B. West Sherford Farmhouse and out buildings 16th Century, Grade II and Shippon, 18th Century, Grade II
- C. Higher Hareston, late 15th–early 16th Century, Grade I and Shippon and Barn, Grade II
- D. Wollaton Farmhouse and outbuildings, Grade II

Schedule Ancient Monuments:

- E. Waste Berry Camp, Iron Age Hillfort

Potential Archaeological Interest Sites:

These are field names, sites of buildings and quarry sites, and areas of post-medieval water meadows. Roman and Neolithic evidence has also been found in the vicinity of Sherford Quarry.



Section 4: Opportunities for employment, services and facilities

Economic and employment context

Contribution of the Sherford New Community to national, regional and sub regional economic objectives

Any proposals for a new community should take account of the benefits it could bring to national, regional and sub regional economic objectives and, therefore, how the development will contribute to national policy, SWRDA's Regional Economic Strategy and the Plymouth Sub Regional Economic Partnership's Economic Strategy.

At national level, a recent report (May 2004) from ODPM ('Planning for Economic Development') has explored current practice and issues involved in planning positively for economic development. Its findings will inform and provide an evidence base for a new planning policy statement and good practice guidance on planning for economic development. The report suggests that five national policy objectives are relevant as follows:

- Promoting an urban renaissance*
- Promoting a rural renaissance*
- Promoting sustainable development*
- Reducing social exclusion*
- Promoting economic competitiveness*

At regional level, the Regional Development Agency's Strategy for 2003-12 has three broad objectives:

- To raise business productivity*
- To increase economic inclusion*
- To improve regional communications and partnership*

At sub regional level, the Economic Strategy for 2001-04 has the following objectives:

- To diversify and restructure the economy*
- To promote wealth creating activities*
- To create the conditions for growth*
- To raise entrepreneurship and competitiveness*
- To improve skills, training and individual opportunity*

As stated above, one of the Plymouth sub region's economic objectives is to continue to diversify and restructure its economy, as the sub region has traditionally been over-dependent on the defence sector in terms of both defence manufacturing and bases for Armed Forces, mostly in the navy and the marines. In addition its rural hinterland has been over-dependent on agriculture and tourism. The business development

opportunities for Plymouth itself have recently been examined in depth for the City Growth Strategy (a pilot initiative for the Small Business Service). The research for this initiative identified the potential for business development and growth in six key sectors – advanced engineering, creative industries, marine industries (science and technology, and leisure), medical and healthcare sector, tourism and leisure and business services. Some of these sectors – such as marine and medical – are already prominent and well established, but offer new emerging opportunities in the exploration of science and technology. Others – such as creative industries and business services – are more aspirational and, while there is some evidence of existing strength, there is significant scope for future development. Advanced engineering could also be placed in this category since there is a substantial engineering and manufacturing sector in the city but not all of it could be described as 'advanced'. Tourism and leisure is also a large sector but one that has underperformed and has significant unexploited potential. The City Growth Strategy has also

identified the need to promote a culture of entrepreneurship and to support the formation of new businesses.

Last but not least, the City appears to be well placed to attract government offices that are to be relocated from London and the South East as part of the Lyons Review. Plymouth is included in the top quartile for locations suitable for Science and Technology and 'High Value Back Office' operations.

Labour Market Potential of 4,000 Households

It is very difficult to assess how many economically active people would be generated by 4,000 households as we would need to make so many assumptions about the demographic and socio-economic profile of the new community. For example, assumptions about household size, age groups, % second home owners, % likely to be students in further/higher education but in a job, % early retired, etc. would all have to be made – both now and in the future. If we look at current workforce/household ratios from the 2001 Census of Population, however, we find that both

Economic and employment context

in the Plymouth Urban Area and South Hams, there were 1.10 economically active residents (aged 16-74) for every household (i.e. all household spaces with residents). In the rest of the Plymouth sub region, the ratios were 1.15 in West Devon and 1.12 in Caradon, while in the South West the ratio was 1.14 and in England and Wales it was 1.16. Plymouth and South Hams thus had the lowest ratios of all these areas. Applying the range of ratios from 1.10 to 1.16, a community of 4,000 households might generate from 4,400 to 4,640 economically active people – but only if we assume that the constituents of the 2001 ratios are appropriate to the community concerned and remain unchanged from 2001 into the future.

There would need to be a qualitative assessment of the skills and employment needs of this population. Only with that can sustainability objectives be addressed.

Structure Plan Employment Provision Requirements

The Devon Structure Plan to 2016

identifies a requirement for 80ha of employment land in South Hams at the Plymouth Principal Urban Area, 50ha of which will be at Langage, leaving 30ha for distribution elsewhere. A large proportion of this 30ha provision is likely to be made at Sherford.

It is important to consider the quality of sites and the current and future demand for employment uses as reflected in the regional, sub regional and local regeneration strategies. Note should be taken of the SWRDA Devon Sites and Premises Strategy and the City Growth Strategy, which identify the need for business incubation and start-up units, and to support expanding businesses.

Current enquiries show demand to be greatest for small industrial/office/warehouse units of 1250-4000 sqft.

It is important to remember that the Structure Plan requirements relate only to provision for B-class (business, R&D, light industrial) employment uses. And to think about employment land provision beyond 2016/4000 dwellings/4500 economically active residents.

The relationship to Llangage

Llangage is a 'traditional industrial estate', which offers plenty of scope to accommodate future demand for this type of location. Accessibility to the A38 would make large greenfield sites at Sherford as attractive in inward investment terms. However, the ideal of the live/work model may suggest a complementary development at Sherford, perhaps offering something that Llangage does not or can not as easily provide. Employment development at Sherford needs to reflect the demand in the economy, meet the needs of that community and be of a high quality reflecting the overall design philosophy.

Links (particularly cycling and public transport) from Sherford to Llangage (and other major employment nodes in Plymouth) will be important if commuting patterns are to become less unsustainable.

Sherford's potential 'gateway' location and function

Depending on its precise location and form, Sherford has a potential 'gateway' (to Plymouth) location and function.

This could make it attractive to some businesses, and to developers who might otherwise view employment land development to be uneconomic. Sherford could be a particularly attractive location for relocating Civil Service functions (as outlined in the Lyons Review), although most jobs would presumably be filled by relocating civil servants, and in this sense would not contribute directly to meeting the needs that gave rise to the Sherford proposal.



Economic and employment context

Accommodating employment development in locations accessible by public transport

Employment development (particularly that which generates significant trips) should ideally be located where it is accessible by public transport modes, certainly at the centre(s) of the development, and potentially at transport interchanges/nodes, ie. Park and Ride sites where these are as accessible as the centre(s) of the development.

Conclusions: Implications, recommendations, requirements, expectations

- 4000 households equals approximately 4,500 economically active people and equals a minimum requirement for approximately 4,500 jobs.

- However, the more jobs, the better quality of jobs, and the more they match the sector needs and skills of the resident population the better. This would help to address under-employment, social exclusion and economic uncompetitiveness in the wider Principal Urban Area.

- Be aware of the relationship between employment provision on the City fringes and the regeneration of Plymouth.

- Worry more about under-provision for employment than about over-provision at Sherford.

- Be aware of, but not wholly constrained by, the Structure Plan requirements to provide for 'B-class' uses.

- Be aware of the requirements of non-'B-class' uses – eg. financial and professional services.

- Consider the needs and requirements of target growth sectors – advanced engineering, creative industries, marine industries (science and technology and leisure), medical and healthcare, tourism and leisure, and business services.

- Consider Sherford's potential 'gateway' function and its consequent attractiveness for businesses and developers who might otherwise view employment development to be uneconomic.

- Consider the potential to accommodate Civil Service functions/jobs that may be relocated from London and the South East as a consequence of the Lyons Review.

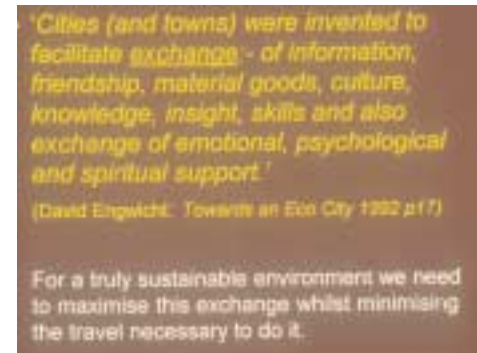
- Be aware of the significance the business community attributes to the A38 – it is the lifeline to the outside world. Connectivity to it, and unimpeded access along it, are considered vital.

- Plymouth Sub-Regional Economic Strategy, SWRDA Devon Sites and Premises Strategy, and the City Growth Strategy all identify a need for new business incubation and start-up facilities, and for support for expanding businesses. Consider how these needs can be met at Sherford. Focus on seeking provision of premises for business incubation/start-up, provision of premises for small and expanding businesses, provision of premises for priority sectors for growth, eg. business services.

- SWRDA Devon Sites and Premises Strategy points out that demand is highest for premises of 1250 to 2000 sqft offered on a leasehold basis. Most

enquiries in the City and South Hams District are for small industrial/office/warehousing units, ie. 1250 – 4000 sqft.

- Wherever possible, locate employment development at the centre(s) of the development and/or at public transport interchanges.



Community facilities

The vision for a sustainable new settlement will require infrastructure and facilities to support a population of around 10,000 people. The facilities provided should allow for the formation of a healthy and self supporting community.

The facilities required for a community of this size must provide for primary and secondary education, pre-school nursery and day care, library, sheltered (or extra care) housing, community care support centre, health facilities (including doctors surgeries, dentists and complimentary services), pharmacy, police station, shops (central area and neighbourhood locations), other services (e.g. financial, legal and property), offices for local governance and local authority services (possibly as a one stop shop), community meeting rooms and halls, pubs and restaurants, leisure facilities (including youth centre), allotments, recycling/repair/re-use and composting centre, places of worship, cemetery /remembrance space, open space for informal recreation, community information and communications services (including a community intranet) and

community development support to assist the establishment of clubs, societies and social events.

These facilities should, wherever possible, be provided in an integrated manner in order to make access and usage easier for residents and to maximise their cost effectiveness in construction and operation. Extended schools are one of the means for delivering integrated services.

No community exists in isolation, and some facilities will have a catchment which extends beyond the new settlement itself. It is important to consider both the impact and the opportunities that arise from this effect in the neighbouring areas. Conversely, and despite every effort to provide a range of facilities and employment opportunities that will maximise self sufficiency for the new community, the population of the new settlement will seek a variety of opportunities beyond its boundaries for work, higher order shopping, education alternatives (further, higher, denominational and selective) and particularly leisure and cultural activities such as

walking, cycling, horse riding and visits to restaurants, pubs and social/cultural events. These can be expected to have a positive effect on the economy of neighbouring towns, villages and countryside. Facilities such as new footpaths and bridleways linking the new community to the wider network will be essential.

An unusual quality of this new settlement is its proximity not just to the South Hams countryside and coast but also to Dartmoor National Park and two AONBs (one of which may soon become a World Heritage Site). This means there is a wide range of informal recreation and formal tourism provision on its doorstep which will undoubtedly influence recreational patterns of the new residents. Similarly it has the ability to utilise existing sporting, cultural and leisure provision in Plymouth. The challenge will be to provide appropriate in-community facilities particularly for the less mobile in the face of these existing attractors.



Health

South Hams and West Devon PCT

Recommendations:

- Any development is part of a wider locality service
- Develop a range of Community Services including Intermediate Care
- Development of Health and Social Care Centre, including:

GP surgery

5-6 full time GPs (based on patient: GP ratio through PCT), District Nurses and Practice Nurses.

Inpatient Unit

Up to 50 beds if calculated on 1.2 community beds per 1000 population which is the average across the rest of the PCT. This might include Intermediate Care beds, GP beds, transitional beds plus a range of services such as X-Ray, Physiotherapists and Occupational Therapists.

Outpatient facilities

To include a range of services yet to be determined but including consultant clinics, diagnostic services and clinics

and GPSI services.

Minor Injury Unit

A 24 hr Unit.

Community Rehabilitation Team base and outreach care

Dental facilities

Needed to attract dental cover, preferably NHS, to the area.

Mental Health facilities

After the reorganisation of Devon Partnership Trust this area will be linked with Tavistock as opposed to Kingsbridge. DPT has expressed an interest in using facilities if they could be made available and this would provide a better service for residents.

Extra Care beds

The development of this service allows people to remain at home for longer rather than go into long term care and can prevent the need for hospitalisation. It fits within the development plans of the PCT, DCC and SHDC.

Requirements

- Land for development

- Capital investment
- Access: Good road links, parking for 100 - 150 cars
- Timetable
- Details on the demographic composition of the development
- Access to IT and phone lines

Expectations

- Help with land and capital cost for amenities for Sherford
- Discussions with Plymouth Trusts to see how service development can be co-ordinated
- An integrated approach with Social Services to health and social care development
- Timing – a large building with staff cannot sit empty for 5 years, certain elements can be phased

Vision

To provide a comprehensive whole system care service, closely linked or integrated with other relevant agencies, focusing on providing easy access to individual care as and when required.

Prospective Partners

Social Services, Devon Partnership

Trust, Children's Trust, Plymouth PCT, Voluntary agencies, West Country Ambulance and the Private Sector



Images courtesy of Percy Thomas Partnership



Images courtesy of Percy Thomas Partnership

Education

A new community of 4,000 dwellings would be expected to generate the following number of children requiring education facilities in the following categories:

Childcare (0-3)

111 (of which 63% in schools)

Early Years (3-5)

214 (of which 72% in schools)

Primary (5-11)

1000

Secondary (11-16)

600

Secondary (16+)

180

The facilities required would be:

Two Primary Schools as follows:

Years 1-6

6 x 60

Reception

60

3-4 year olds

39 FTE (78 PTE)

0-3 year olds

35+

One Secondary School (4 form entry):

Years 7-11

5 x 120

Plus:

- Dual use library
- Adult Learning
- Community Health
- Social Care
- Sports and Arts

The Secondary School is "additional" (i.e. a new school – not replacing an existing school) and requires, therefore, publication of invitation to other promoters once the brief is confirmed.

Devon County Council would propose that this secondary school is set up as a school federated with Ivybridge Community College in order to maximise co-operation and flexibility – particularly in relation to 14-19 curriculum. The designated area for the new school could therefore include, in addition to the new community, Wembury (currently served by Coombe Dean School in Plymouth) and at least part of the area currently within the designated

area of Brixton Primary School.

Separate consultations and statutory processes exist for any new school and its admission arrangements; this would also entail the involvement of Plymouth LEA.

Flexible space should be provided for youth service provision.

Affordable housing and wider housing issues

The shortage of affordable housing in the area, and rising house prices, coupled with low wages, means that a high percentage of any new housing must be affordable to meet the needs of local people.

The number of people on the Housing Register in South Hams has doubled in the last six years and there are approximately 100 households in temporary accommodation in South Hams alone. There is a relatively small social housing sector in South Hams which is less than 10% of the overall housing stock, in Plymouth it is just above 22%, and there are very few vacancies that arise which are not sufficient to meet locally generated need. 12% of the total housing stock in South Hams are second homes. In several parishes this figure exceeds 40% and in one parish it exceeds 50%.

Opinion Research Services calculate that of the 330 affordable units needed each year across South Hams District approximately half should be provided as social rented and the remainder as shared ownership/equity housing and low cost market housing. This recom-

mendation has also been backed up by the Joseph Rowntree Foundation's report 'Can Work – Can't Buy: Local Measures of the Ability of Working Households to Become Home Owners' (2003) which places South Hams as the authority with the 15th highest proportion across England of households unable to purchase a home in the lowest price quartile. Evidence to support this is also provided in Housing Affordability in the South West' (2002) as well as the Panel Report following the Examination in Public to the emerging Devon Structure Plan 2001 – 2016.

House prices have increased dramatically in the last six years in Devon and some of the greatest rises have been in South Hams where average house prices have risen from £115,475 in 2000 to £223,980 in the first quarter of 2004. In Plymouth during the same period prices have risen from £62,447 to £118,963. Average incomes in the area are under £20,000 per annum which makes the affordability ratio very difficult for first time buyers to access the housing market.

Constraints and Opportunities

The housing aim for Sherford will be to create a place where people want to live and work, and to achieve a balanced and sustainable community. Although no decisions have been made as to the likely mix of housing types, and percentage of affordable housing, the following issues will need to be considered:

- Social Housing (approximately 10-15% of the new housing to be for social rented through Housing Associations) and Intermediate Housing/Shared Ownership (approximately 35-40% of new housing should be affordable for local people)
 - Overall Affordable Housing Target in the region of 55%
 - Mixed Community (the aim should be to make the community "tenure blind" so that it isn't possible to differentiate between different tenures)
 - There should be a full range of house types from 1 bedroom – 4 bedrooms. (One bedroom properties should be designed as "live/work" units)
 - Medium to High Density should be encouraged
 - Secured by Design principles need to be taken into account
- Integrated Care Community for older people (provision should be made for an older person's complex which will provide a range of facilities including a Nursing Home, Day Care centre, mixed tenure Extra Care sheltered scheme and older person's bungalows built in close proximity to access services. The scheme should accommodate and support between 100 – 250 older people.)
 - Off Site Manufacture (the scale of new housing development should enable off site manufacture to be considered – possibility in the locality due to the size of Sherford and the Blue Circle site in Plymouth)
 - Environmental Sustainability (the housing should consider making full use of alternative energy sources such as solar panels, water recycling, combined heat and power plants)

Sherford New Community

Enquiry by Design Briefing Report

THE PRINCE'S FOUNDATION FOR THE BUILT ENVIRONMENT



The Prince's Foundation
FOR THE BUILT ENVIRONMENT

Report prepared by The Prince's Foundation for the Built Environment in association with Devon County Council, Plymouth City Council, South Hams District Council and Sherford Consortium, Plymouth and South West District Co-operative Society, Scott Wilson and Terrance O'Rourke Ltd.