

Kingsbridge Town Council
UNION ROAD MIXED USE DEVELOPMENT
STUDY



TYM & PARTNERS
Planners and Development Economists

Final Report
November 2007

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1 INTRODUCTION

- 1.1 The brief for this study, commissioned by Kingsbridge Town Council, sets the context as follows:

Background

- 1.2 Union Road is an existing employment area to the West of Kingsbridge. Although functioning as an employment area it is inefficiently planned, subjected to ad hoc road interventions, is severed from the town centre and is generally in need of investment and improvement. Proposals to promote Mixed Use Development in Union Road were included in the South Hams District Council (SHDC) Deposit Version of the Local Plan and we understand will be carried forward to the emerging South Hams Local Development Framework. The Kingsbridge & Salcombe Area Partnership (KSAP) developed this concept in their Kingsbridge Feasibility Study (2004) and later expanded it in more studies. Key features of the concept proposed include:
- New and improved employment units.
 - New residential units.
 - Environmental improvements and new pedestrian routes linking Union Road and the Western Backway.
- 1.3 Initial studies estimated that a regeneration initiative could accommodate a number of new residential units and over 4500m² of new employment uses of varying sizes whilst retaining a number of the existing units in the area.
- 1.4 A preliminary land ownership review indicates that the area is in multiple ownership. A number of the landowners are supportive of an initiative that will rationalise the area, increase its development potential and deliver much needed employment and new housing land to Kingsbridge. It is essential that the concept be brought forward within a delivery mechanism that involves all the landowners in as equitable a way as is possible given planning and funding constraints. Kingsbridge Town Council (KTC) and KSAP believe that the only way to achieve the ambitions of the community is in a coordinated manner.

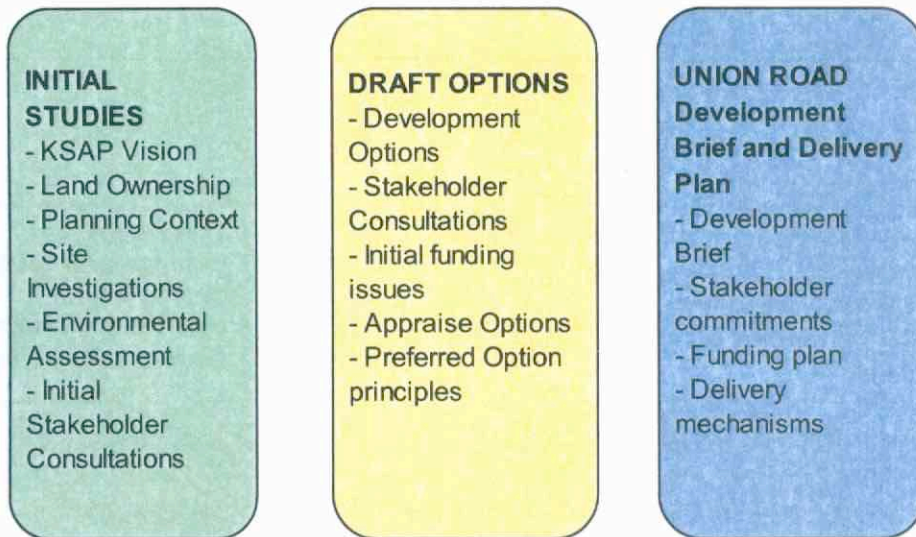
Study Brief

- 1.5 In order to obtain the required specialist advice KTC wished to commission an economically driven feasibility study to cover:
- *Land ownership* - a detailed land ownership search.
 - *Planning context* - liaising with the planning authority (SHDC) to determine a satisfactory mix of uses; initial advice has already been provided and this will be made available to the Consultants.
 - *Preliminary site investigations and mapping* - we are aware that part of the area was a former gas works.
 - *Briefing* - develop with existing and future uses a comprehensive development brief and more detailed proposals.
 - *Consultation with all stakeholders* - with all those affected by the proposals; suggestions of those to consult will be provided by the steering group including officers at SHDC who can be contacted.
 - *Summary environmental assessment* - to inform recommendations for enhancement of the area.

- *Funding strategy* - providing business planning support to existing businesses and exploring potential capital funders; these will include existing landowners; social landlords; commercial developers and funding agencies.
- *Delivery mechanisms* - investigating means to deliver the scheme either in phases under private ownership or under a community land trust.

Work plan

- 1.6 Due to funding constraints the consultancy must be completed by the end of November 2007 by the latest. The overall programme was therefore set accordingly, and comprised three stages, to be completed in September, October and November 2007 respectively:



- 1.7 Once the study is completed it is anticipated that the project will progress to a detailed planning application and clarity on the sources of capital funding.

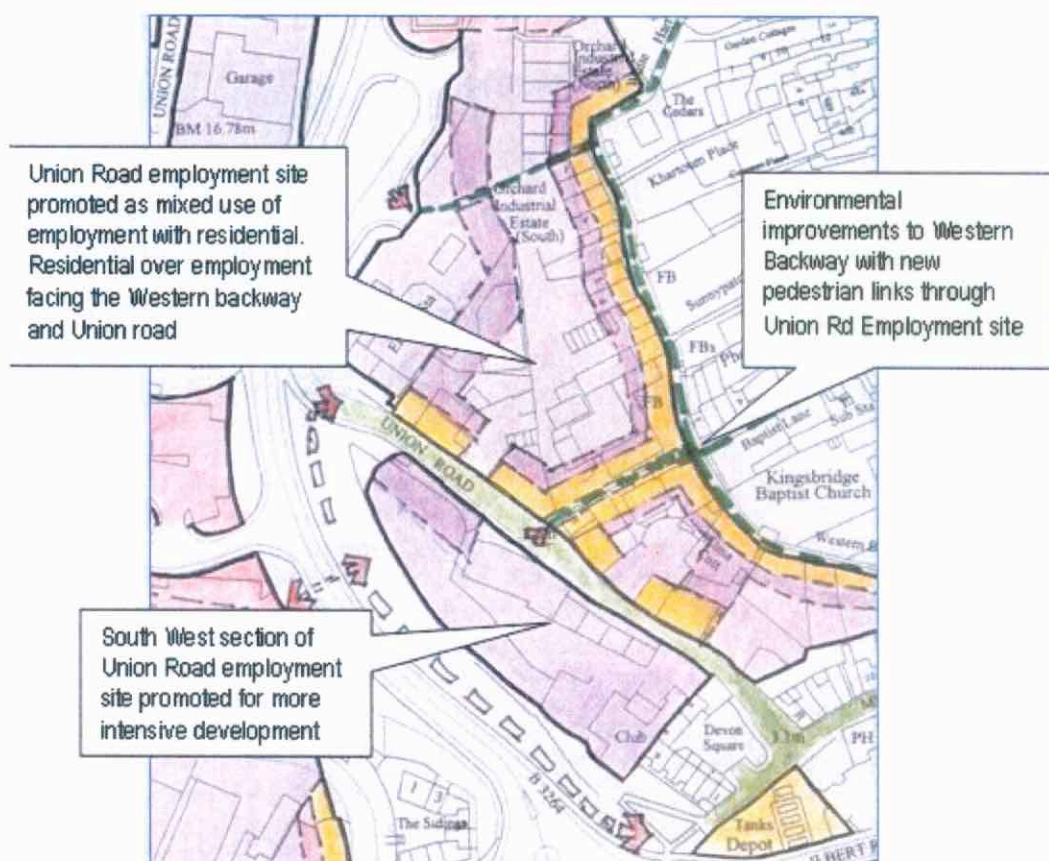
Study Report

- 1.8 During the course of the study, Stage Reports were prepared for Stage 1 and Stage 2, and presented to the Steering Group. The Steering Group discussed and commented on these reports, but accepted them for their content and interim conclusions. Those reports therefore remain on the record of progress, but this Final Report contains all necessary elements of research, information and conclusions, as developed throughout the course of the study.

2 KEY FINDINGS

Union Road

- 2.1 The study area around Union Road, Kingsbridge, is located on the western fringes of the town centre. It is bounded by the watercourse of Western Backway to the east and Cookworthy Road to the west: and by Poplar Drive to the north and Mill Street to the south.
- 2.2 The area was identified as a key area in the town requiring attention in the Kingsbridge Feasibility Study prepared for KSAP in 2003, and initial ideas were sketched as follows:



- 2.3 This plan indicates the existing layout of buildings and streets, overlaid with some initial suggestions which have been reviewed as part of this study.
- 2.4 The plan below (taken from a 19th century map) shows how the Union Road area was originally orchards and fields lying in the bottom of the valley, adjacent to the footpath now forming Western Backway and to rear entrances and gardens to properties fronting Fore Street and the linking alleyways. Subsequent maps show how the Union Road area was gradually developed for industrial uses, and we can see, even in the plan below, a Gas Works on the western side of Union Road but later developed more extensively on the eastern side on a site adjacent to Alma Cottage.



- 2.5 Today, the area comprises two main areas - property fronting Union Road, which is larger older property, in a mixture of business uses; and property between Union Road and Western Backway, which is mostly industrial or workshop type uses in industrial buildings, but includes a number of storage, sales or distribution uses such as builder's merchants.

3 PLANNING ISSUES

- 3.1 A review of planning issues is provided in Appendix 1. The following matters are key to the proposals for the Union Road area:
- 3.2 The key documents relevant to the area are the Local Plan (adopted 1996), the First Deposit Draft Local Plan 2001 - 2011 (published 2002), and the Core Strategy document, adopted in December 2006 which will form part of the new Local Development Framework - which will ultimately replace the Local Plan.
- 3.3 Union Road industrial estate is allocated in the Local Plan as a mixed use area. This indicates that sites could be used for employment and housing use in addition to potential community uses. The Core Strategy provides no indication that the mixed use designation of Union Road will change however, the Core Policies Development Plan Document which will set out the key policies against which planning applications will be assessed, is not yet available (expected adoption date 2009).
- 3.4 The Vision for the South Hams LDF includes promoting the regeneration of market towns and villages and prioritising developments for affordable homes and new jobs - all key aims of the Union Road study. Kingsbridge is identified as an Area Centre in the Core Strategy. This identifies that development is accepted in principle within the boundaries of the town.
- 3.5 Discussion with officers of the local planning authority (South Hams District Council) and highway authority (Devon County Council) suggests that the principles noted above are likely to continue as the policy framework for the Union Road area, but usefully explored ways in which the "mixed use" approach might work in practice.
- 3.6 It seems particularly important to consider a "zoning" approach which tends to allocate residential uses to parts of the area and to prioritise employment uses in other parts, so as to create an attractive environment appropriate to the different needs of residents and businesses and to avoid potential problems of "bad neighbour" uses. On larger sites (or combined sites) however, SHDC Planning has still expressed a wish to see a mix of uses where housing is the predominant use. The secondary use could be either office or workshop uses that compatible with housing.
- 3.7 Other principles established through discussion were:
- The area currently incorporates a mix of employment uses. In future development, offices (B1), general industrial (B2) and some retail may be acceptable, provided any retail is ancillary. (Primary retail use would be resisted given Town Centre retail policies which seek to ensure the vitality of Fore Street).
 - There are planning and highways concerns regarding the principle of developing housing and employment within the same building. Incorporating both uses within Union Road is obviously supported by policy but the planners and highways officers are sceptical that the two uses can work side by side with no prejudice to either use.
 - Parts of Lower Union Road were identified as offering relatively attractive buildings within a successful employment area streetscape. It was considered the study should seek to provide more of this type of development and also incorporate areas of residential use.
 - The main access points into the site are not fixed. There may be opportunities to move the access into the area - possibly further down Cookworthy Road to a junction with Union Road and to change the road network through the estate.
 - The Western Backway is an important feature and development should not 'crowd' it. Building mass should not line the Backway and open spaces would be

welcomed. Any development adjoining the Backway will need to have adequate means of access for emergency vehicles.

- Development should take account of views, sight lines and features. Development density should take account of the surrounding features and topography but in the main this can be at a level highest compatible to the site.
- There is still a significant requirement for affordable housing within the town. Family housing is particularly important. It was however suggested that smaller residential units may be a more appropriate option in this area depending on the employment mix proposed. Proposals for affordable housing may be more favourably received than those for market sale.
- Parking is a key issue within the town. If the scheme could incorporate an element of public parking this would be an important consideration.
- Pedestrian links through to Fore Street are important. The recent foodstore application did seek to improve links through to the top of Fore Street but this scheme also offers opportunities to improve access at the lower end.
- Development on the site does present opportunities to use quality design and incorporate sustainability measures into building design and maintenance. Integration of environmentally sustainable design will be welcomed favourably.
- There are long standing aspirations for a new community building in Kingsbridge though the area around the Creek/Quay is mooted as a possible site. Enabling some car parking on the Union Road site could free up space around the Quay for such a community use.

3.8 Subsequent to these discussions, an application which had been approved for planning permission for a supermarket on land to the north of the area has led to confirmation that Tesco's are to occupy the new premises and - importantly for Union Road - that most of the Western Power electricity sub-station site is to be developed as a public car park, to provide replacement long-stay parking adjacent to the town centre.

3.9 The work to create the car park will apparently take place through the winter of 2007/8. It provides a significant opportunity to reconfigure the road layout and access to the northern parts of the Union Road employment areas - and the introduction of the car park is likely to have a significant impact on public and business access to and through the area.

Summary

3.10 In summary, the policy context for the regeneration of Union Road is generally supportive of mixed use development including employment, housing and community uses. Housing and economic policies support the reuse of existing land, enabling development of additional housing and employment subject to design, access and planning considerations.

3.11 There are some concerns regarding the mix of uses across the site (more specifically within buildings) though this is clearly something which can be addressed when developing a proposal.

3.12 There are a number of other issues which present opportunities in terms of regenerating Union Road. The foodstore development, change of ownership of the Western Power site, ability to change access into the site and redevelopment plans for sites adjoining Union Road all provide opportunities to enhance the area.

4 SWOT ANALYSIS

- 4.1 Drawing on earlier studies, statistical analysis of the area, discussions with the Steering Group and consultations with key agencies and individuals, the study team prepared the following analysis of the Strengths, Weaknesses, Opportunities and Threats facing the Union Road area:

Strengths

- Intrinsic quality of Kingsbridge
- Close proximity of Lower Union Road to the heart of the town
- Easy access to routes out of town via Cookworthy Road
- Built environment, natural features and heritage assets of note in the area
- Emerging new employers and existing ones wishing to expand/ remain
- Strong local community willing to participate
- Network of small local community facilities
- Other projects emerging in the area (e.g. the supermarket / car park whose aims may be compatible)

Weaknesses

- Area badly planned resulting from ad hoc developments
- Lack of affordable housing resulting in a lack of workforce
- Limited car parking at peak holiday periods
- Area constrained by existing water courses and potential risk of flooding
- High levels of traffic congestion and dependence on the private car
- Low levels of walking and cycling routes
- Topography and physical barriers separate Union Road from Fore Street
- Lack of major community facilities

Opportunities

- Potential sites for affordable housing
- Capacity to expand employment on brownfield sites
- Potential sites for new environmentally friendly industry
- Mix (within limits) employment and affordable housing
- Enhance built environment
- Raise profile of the area's built and natural heritage
- Car park development at Western Power site
- Improve road access
- Improve public transport penetration
- Involve current and future food stores in the policies
- Improve walking and cycling routes
- Influence future planning policy and design quality for Union Road

Threats

- Increased transport and environmental problems left unaddressed would further compromise Union Road
- Further ad hoc developments compromise the whole area
- Historic buildings and fabric will deteriorate
- Food store and car park will be developed in isolation of Union Road
- Inability to access funding or attract private sector interest in appropriate uses
- Lack of affordable housing would result in a loss of employment base.
- Failure to gain community support and consensus for change
- Uncoordinated decisions in Union Road
- Constraints on support available from the Local Authority (esp. lack of resources)

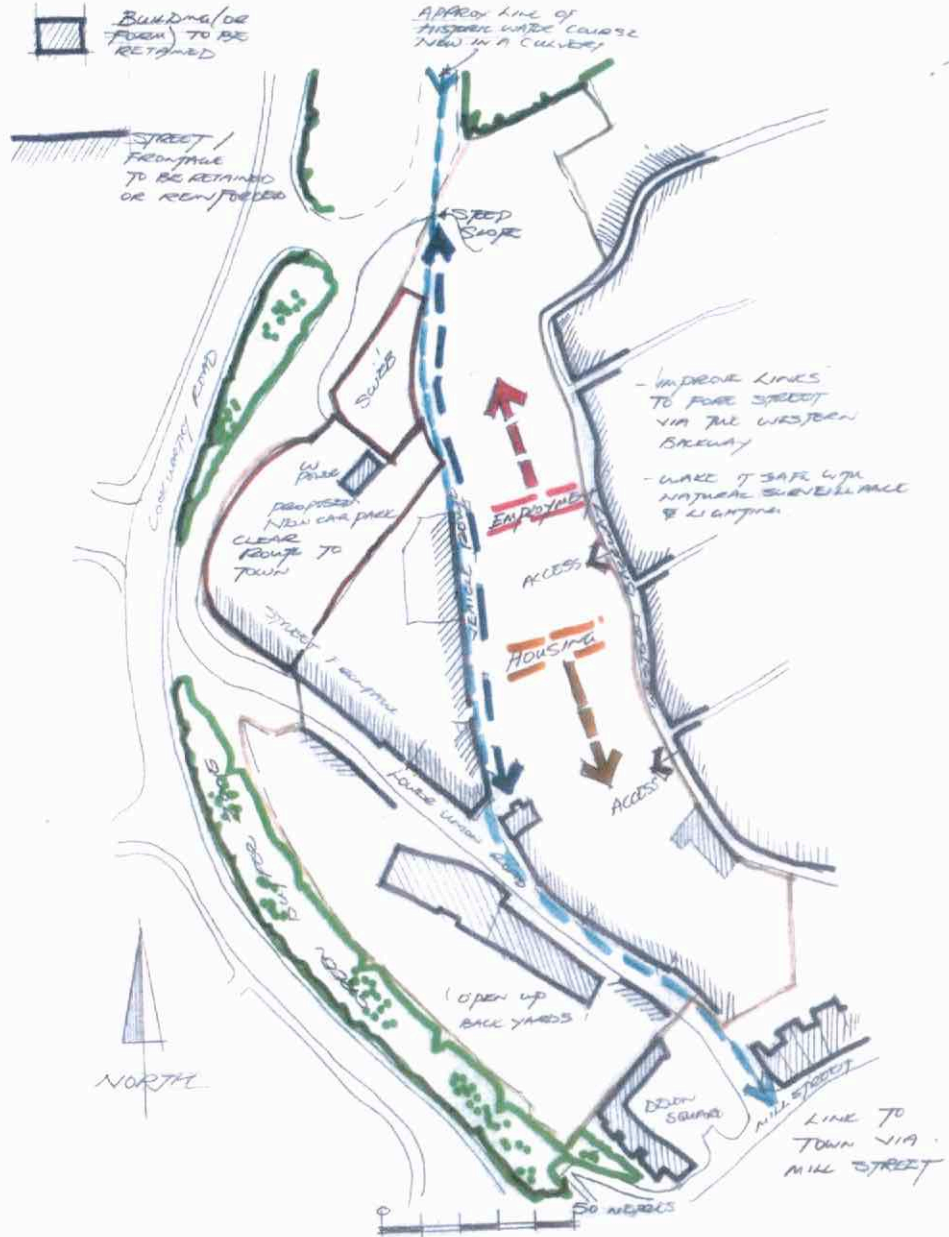
5 ENVIRONMENTAL ISSUES

- 5.1 Overall the Lower Union Road presently provides an important employment location set within an environment of mixed quality. Whilst there are areas which offer a higher quality historical streetscape and provide a feel of how the whole estate could function, there are other areas which are badly planned, poorly accessed and suffer poor quality premises and parking problems.
- 5.2 This feasibility study offers an opportunity to address these issues and to build on the capacity of the site by introducing elements of residential and additional employment space. A range of issues and principles are considered in relation to the environment of Union Road and analysed more fully in Appendix 2, but the key ones were drawn together into a plan (overleaf) illustrating "Opportunities and Constraints" for development of the Union Road area.
- 5.3 This analysis highlights the fact that there are two key problems facing the area which will be fundamental to any proposals for the future:
- The very restricted access to business premises in the Orchard Road (South) area and other sites on the eastern side of the area - all of which are accessed through privately-owned land, from the entrance adjacent to the Centurion Works or single private access - which limits the potential for improvement and development of sites, and limits the integration of the area with the rest of the town
 - Despite some attractive (mostly older) buildings along Union Road, a generally poor environment, caused by fragmented development and limited investment on sites and premises, and creating a poor impression of the area
- 5.4 These two problems can be handled, to some extent, through requirements placed on individual development proposals as and when they arise, resulting in a slow and piecemeal improvement in the area - but can also be addressed to some extent by targeted co-ordinated initiatives and possibly by public investment. Principles of implementation are discussed later, but it is clear from the analysis that some co-ordinated action is necessary to address these two fundamental problems, and solutions must be included in any proposals

Development Principles

- 5.5 From the environmental analysis, some key principles for "masterplanning" of the area can be established from the surveys and analysis completed for this study. From this analysis, any schemes for Union Road should:
- Respect the overall enclosure of the landscape, and routes to the water that have traditionally shaped Kingsbridge and form the basis for its historic character and the arrangement of early buildings in the town.
 - Acknowledge the historic buildings in the area, which should be considered constraints to future development and should influence future streetscape and scale.
 - Respect the pattern of existing watercourses notably the Western Backway and the stream running below the site and Poplar Drive.
 - Promote the enhanced use of the Western Backway as a means of connecting the development to Fore Street and local amenities.
 - Respect for the views and vistas from the surrounding area to Lower Union Road and views from the site out to the countryside.
 - Create environmental / open space buffer zones between housing and employment areas and along Cookworthy Road

OPPORTUNITIES & CONSTRAINTS



6 GEOENVIRONMENTAL ASSESSMENT

- 6.1 An assessment of the Union Road area was completed to provide a preliminary risk assessment of the site prior to redevelopment with respect to geoenvironmental aspects. The work was carried out in accordance with the provisions of the BS 5930 and EA/DEFRA Model Procedures. A map outlining 'Historical Potential Contaminative Land Uses' has also been produced.
- 6.2 The findings of the assessment are reported in Appendix 3.
- 6.3 This assessment indicated that there is potential for soil and groundwater contamination in the area, and in particular the former gasworks site is likely to be contaminated and underground structures associated with the gasworks use may also remain. Based upon the information outlined in the desk study, the site may meet the criteria for determination as 'Contaminated Land' under Part IIA of the Environmental Protection Act 1990.
- 6.4 It is recommended that an intrusive site investigation is carried out for contamination purposes at an appropriate time. The results of the contamination risk assessment will determine the need for and scope of any remedial design measures necessary to mitigate identified risks.

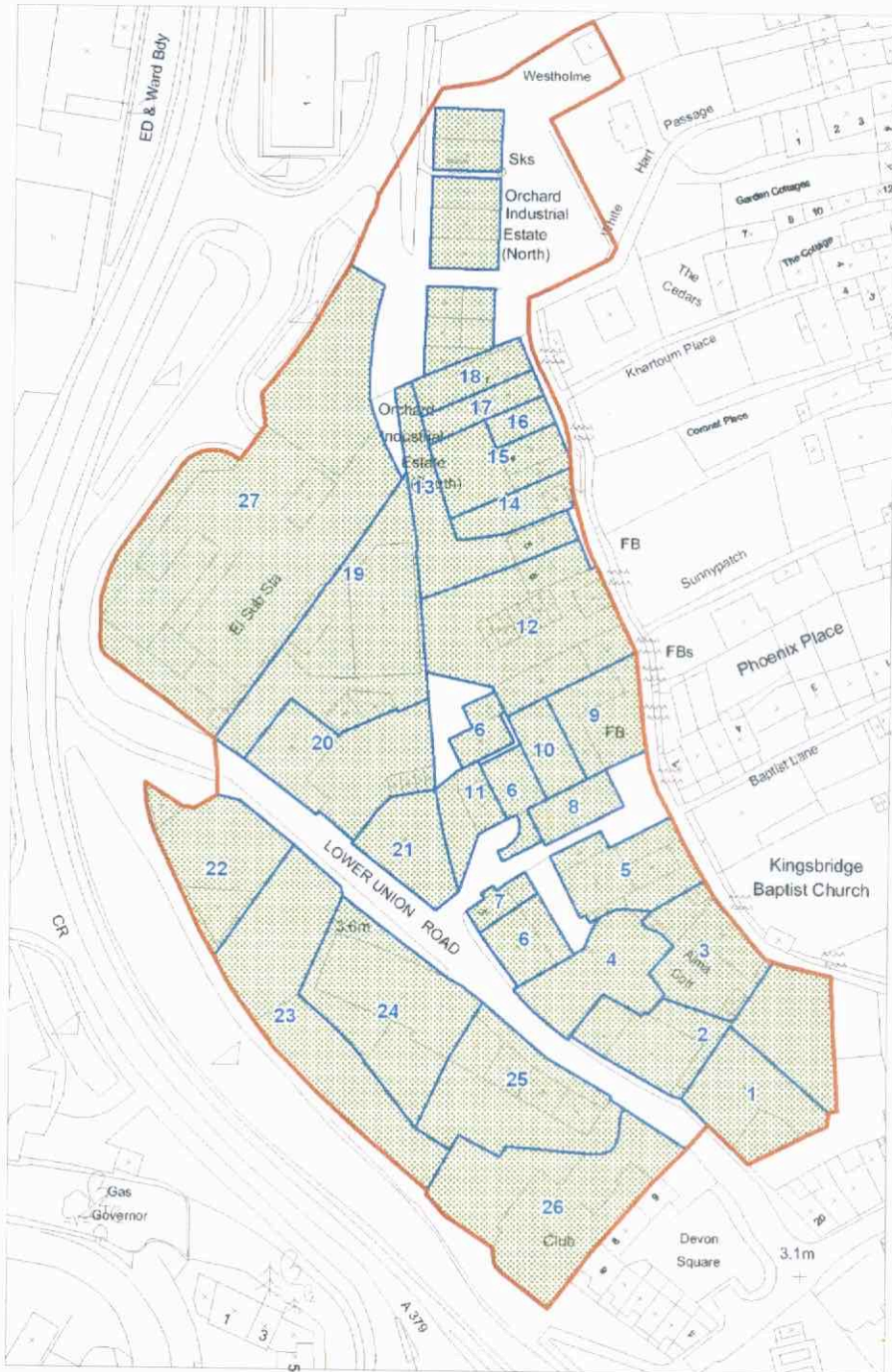
Flood Risk

- 6.5 The Union Road site is mainly located in Flood Zone 3 (1% annual probability of river flooding & 0.5% of flooding from the sea). Some sites are partially in Flood Zones 2 (0.1% - 1% annual probability of river flooding & 0.1% - 0.5% of sea flooding) and Flood Zone 1 (less than 0.1% annual probability of river or sea flooding). The only site which is solely within Flood Zone 1 is the electrical substation. All proposals for new development located in Flood Zone 2 & 3 should be accompanied by a site specific Flood Risk Assessment (FRA).
- 6.6 A Flood Risk Assessment will be required as part of all planning application submissions. There will be costs associated with this which will be dependant on the scope of the FRA and/or size of the planning application.

7 LAND OWNERSHIP

- 7.1 A key issue in planning for improvement of the Union Road is the pattern of land ownership and the aspirations of the owners.
- 7.2 This study has included effort to identify all landowners and to invite them to engage in dialogue about the future. Existing records, consultations with local agents and landowners, and research including Land Registry have been used to assemble a picture of landownership.
- 7.3 The research has identified a total of 30 landowners and in excess of 40 plots. The plan below illustrates this very fragmented pattern of land-ownership. It should be noted that there are a few small areas for which it has not been possible to confirm ownership; though small, some of these areas are important as they provide the access routes to other properties in the area. More detailed information on individual sites is provided in the Appendices.
- 7.4 It is important to note that the road link through the area from Union Street at the Centurion Stores/Works to the Orchard Industrial Estate North is in various different private ownerships. The connection of this route to Poplar Drive in the north is interrupted by a wall dividing the Orchard Industrial Estate (North) from the Orchard Industrial Estate (South), apparently erected some time ago by the owner of the northern premises to improve safety for vehicles at the premises. This is an important issue for the future of the area, but also illustrates the effect which fragmented private ownership has.
- 7.5 All identified landowners were asked to indicate their aspirations for their premises. A number of landowners responded positively. Several are interested in expansion whilst others have specific proposals which will require additional/different sites.
- 7.6 In addition to sites directly within the Union Road estate we have also been approached by landowners of sites adjacent to the estate and are aware of additional opportunity areas e.g. Moysey Court, the Baptist Church and 20 Fore Street (Barton's Solicitors). It will be important to develop proposals for the Union Road area which link to adjoining areas, particularly towards Fore Street, and thus to encourage connections with such schemes.

Union Road Site Plan



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8 DEVELOPMENT OPTIONS

- 8.1 It is apparent that there is no mechanism which can guarantee that all sites in the area will be developed to a specific timescale or set of design principles (this is discussed later in the report). Development will have to proceed through normal development mechanisms, as and when landowners and developers are prepared to invest.
- 8.2 However, a development brief or overall plan for the area can help to provide a rational framework to ensure that existing and new developments fit together and achieve steady improvement in the area; and some targeted interventions will help to resolve existing problems and facilitate this new development.
- 8.3 Two specific interventions are required, and form an important part of any proposals for the area:
- Actions to improve vehicle access to the industrial premises to the east of Union Road, including Orchard Road Industrial Estate (South) and other premises accessed adjacent to Centurion Works
 - Actions to improve the quality of the environment in the “public realm” throughout the area, but particularly along Union Road - this should include improvements to pavements, landscaping, street furniture and lighting in the area.
 - Improve access onto the Western Backway and therefore links with Fore Street.
- 8.4 These three interventions are assumed for all approaches to the area, and based on these and the principles drawn from the Phase 1 work covering land ownership, planning, environmental quality and geoenvironmental assessment, three regeneration options were developed.
- 8.5 The three options were based on the same principles but with a varying degree of residential/employment use and pedestrian linkages/access improvements. The options are:
- Option 1 - “Through Road”
 - Option 2 - “No-Through Road”
 - Option 3 - “New Road”
- 8.6 Appendix 5 contains the drawings for each of these draft options, which should be considered as illustrations of the development potential for the area.
- 8.7 In summary, all the options provide;
- A mix of housing and employment uses
 - Improved environment, particularly strengthening the character and quality of environment in Union Road itself
 - Creation of a better “gateway” into Union Road from the north (particularly in Option 3)
 - New pedestrian linkages onto the Backway and thus to Fore Street
 - Improved road access to individual sites and premises
- 8.8 An evaluation matrix was used to compare key aspects of each of the different options, including indicative costings for each of the options.
- 8.9 The evaluation shows that each of the options has the potential to achieve the main objectives for the regeneration of the area.

Evaluation Matrix	Option 1	Option 2	Option 3
Total Floorspace (existing 9,642sqm)	12,456sqm	14,418sqm	14,357sqm
Employment (existing 9,304sqm though much is under utilised)	7,240sqm	9,820sqm	9,740sqm
Residential	53 units	46 units	51 units
Key Elements	Existing residential remains	Office development buffer	Office development buffer
	1 new access	3 new accesses	3 new accesses
	Orchard Ind N retained	Orchard Ind N redeveloped	Orchard Ind N redeveloped
			New road & site access

8.10 The key differences between the Options are:

- Option 1 retains all the existing housing and Orchard Industrial Estate North remains as existing, Options 2 and 3 assume development in these areas.
- Option 1 also has the lowest level of employment space. Whilst the overall level of employment space within this option is lower than the existing amount, many of the existing sites have very large floor areas yet in reality have low employment e.g. Fusion and Centurion Works. The new employment space will be utilised more productively and therefore will have higher employment densities.
- Option 2 & 3 include office development which forms a buffer between residential and employment uses. Both indicate optional redevelopment of Orchard Industrial Estate North which in turn enables better layout, access and links to the Backway.
- In addition Options 2 & 3 allow the introduction of some family housing to the south of the site. The configuration of housing to the south west of the site allows the inclusion of some outside space with the properties, therefore enabling its possible use for families.
- Option 3 has a new road layout. Access from Poplar Drive ceases and there is new road access around the northern end of the estate.

Enhanced Options

- 8.11 Presentation of these options to the landowners enabled comments in relation to the scope and design of these options. Clearly individual landowner aspirations are key to the development and ultimately delivery of these options and it is therefore crucial that the overall regenerative ambitions for the estate as a whole are highlighted.
- 8.12 There was broad agreement to the idea that “something must be done” to improve the area, and particularly to improve access and the environment. Some landowners also expressed support the idea of more intensive use and investment in modern premises, though some had reservations that a “piecemeal” approach could make much impact.
- 8.13 Discussion of the options did however encourage thinking around the possibilities of Option 3 - “New Road”, given the current opportunity presented by the move to provide a new public car park on the Western Power site. Several landowners expressed strong interest in the potential of a new road linking Union Road to the Orchard Road Industrial Estate.

- 8.14 Key features of this approach are:
- Creation of a junction between “lower” Union Road and Cookworthy Road
 - Deletion of the section of “upper” Union Road connecting to Poplar Drive
 - Development of the car park on the Western Power site to include that part of “upper” Union Road
 - Creation of a new road link on the east side of the car park, connecting Union Road to the existing industrial premises, and providing the entrance to the car park
 - Creation of a new site for a small office development on the south western corner of the new car park site, as a gateway to the area and commercial investment opportunity (thus potentially contributing to financing the above).
- 8.15 The strength of this approach to the car park area is that it rationalises roads and movement in the area and immediately creates a much improved access to the existing industrial units. Furthermore, it facilitates further improvement and investment in access and premises within this part of the area in an incremental fashion, and is not dependent on resolving access problems adjacent to the Centurion Works.
- 8.16 The remainder of Option 3, which is also similar to Option 2, was generally supported in discussion.
- 8.17 A revised Option 3 (Option 3a) has been developed which picks up all features highlighted above (see overleaf).

OPTION 3A.



9 FUNDING AND IMPLEMENTATION ISSUES

Costs

- 9.1 The brief for the study identified a need to provide some indicative development costs for the proposals. Assumptions associated with potential development options are outlined below - the full costings are provided in a separate Indicative Costings document.
- Costings include demolition/building construction, infrastructure and contractor costs but NOT abnormals associated with remediation. It is difficult to provide these without more detailed site investigations.
 - Build costs vary between £500 per sqm for workshops to £1500 per sqm for offices. Office build costs are higher than residential as elements such as lifts are required.
 - The cost of major infrastructure and environmental improvements - roads, Western Backway lighting and resurfacing and car parking is in the region of £850,000.

Funding

- 9.2 Research was undertaken to test the opportunities for funding from public sources to support redevelopment of Union Road. Overall there are clearly very limited funding opportunities and none can presently be accessed to support an overall programme of comprehensive redevelopment or regeneration. The focus of research has therefore been on identifying specific sources for key interventions which could resolve fundamental problems and help to act as a springboard for private investment on individual sites.
- 9.3 The South Hams area is not generally considered a priority location in terms of regeneration funding as it does not demonstrate the levels or scale of deprivation found in other parts of the South West or UK. Kingsbridge is a defined "Market and Coastal Town" under the South West of England RDA Market and Coastal Towns Initiative (MCTI), and whilst it has benefited from some initial funding for strategy development, there is no specific funding available through MCTI for schemes and projects.
- 9.4 South Hams District Council is keen to assist with the regeneration of the area and, in previous meetings, the Council has indicated that they may be prepared to assist in using this work to develop a planning brief for the site. It is unlikely that South Hams DC could assist with any capital funding costs, due to funding constraints, but it is understood that the Council might give support to the use of Section 106 agreements as a way to draw funding into specific interventions in the area.¹
- 9.5 Consultations with SW RDA and the Market and Coastal Towns Association have confirmed that project funding through their various programmes is now allocated or very constrained and there is apparently nothing in Kingsbridge or the Union Road area which would be likely to qualify for funding support.
- 9.6 It is possible that Devon Renaissance, which is the sub-regional agency linked to the local authorities, SW RDA and MCTA, to deliver regeneration projects, may have

▪ ¹ Section 106 of the Town and Country Planning Act 1990 allows a local planning authority (LPA) to enter into a legally-binding agreement or "planning obligation", with a land developer over a related issue. The obligation is sometimes termed as a "Section 106 agreement". Such agreements can cover almost any relevant issue and can include sums of money, so, for example, a developer building housing in the area could be asked to make a financial contribution to improvement to roads in the area, and/or to the provision of affordable housing.

some funding for workspace projects under the proposed Future Workspace Investment Programme. The SWRDA will confirm whether this programme will operate by March 2008.

- 9.7 The Future Workspace Investment Programme will offer grants for extension/rebuilding of workspace and will be available for a variety of employment uses. It will be offered to both private and public sector bodies and may provide up to 25% grant. Where managed workspace developments are proposed, a higher level of funding (up to 50%) may be possible.
- 9.8 Kingsbridge will be geographically eligible and though the broad programme specification appears to meet potential Union Road requirements, it should be noted that funding is constrained and at this stage of thinking about Union Road it is not possible to define a suitable project for consideration.
- 9.9 The National Lottery makes money available to good causes, through a range of different programmes administered by 13 independent distributing bodies which support the arts, heritage, sport, charities and community and voluntary groups as well as supporting projects concerned with health, education and the environment. Some of these bodies (such as the "Big Lottery", which distributes approximately half of all lottery funding) launch programmes with funding for different themes from time to time. However, we are not able to identify any programme currently running for which Union Road proposals would be eligible.
- 9.10 In completing this review of funding, we have concluded that there are some possibilities for key initiatives in the Union Road area, as follows:

Employment Premises/"Workspace"

- 9.11 There is no currently available public funding stream which would be likely to invest in Union Road. This is partly due to constraints on funding availability and to the relatively low priority which would be given to Kingsbridge on a regional or national scale; but is it also due to the fact that all sites are currently in private ownership, and very fragmented ownership at that. This inhibits the ability of public sector agencies to intervene or commit resources.
- 9.12 The progress of the proposed Future Workspace Investment Programme should however be closely followed as this may offer opportunities for Union Road depending on future strategy priorities.
- 9.13 If a larger site were to be assembled or made available for public ownership, or ownership through a not-for-profit trust (or similar vehicle), it is possible that funding might become available for a workspace development project. However, unless there is a clear opportunity, and a clear case that private businesses will not invest in regeneration, even this approach is unlikely to be successful.
- 9.14 We therefore recommend that proposals for Union Road progress on the assumption that development or redevelopment of employment premises will take place through normal mechanisms of private owners and/or developers investing in their own schemes. Where there is benefit in several sites or premises being combined, the local planning authority should encourage them to do so, and normal planning controls (including the use of a development brief for the whole area) should be used to control use, layout and design of sites and buildings to meet overall aspirations.

Affordable Housing

- 9.15 The study objectives call for possible provision of affordable housing to meet local needs, and schemes drafted in the "options" indicate the potential to accommodate around 50 units in the Union Road area. Initial discussions indicate that whilst Housing Associations are interested in the site, there are limited opportunities to provide financial assistance by other key agencies.

- 9.16 The study has been supported by Spectrum Housing Association, which is very active in providing affordable housing in the South Hams, for examples in Newton Ferrers, Dartmouth, Ivybridge, Westville, with experience of mixed use schemes and contaminated sites. Spectrum has a reputation for taking on schemes some HA's may reject, so is a good test of the potential to provide affordable housing in Union Road.
- 9.17 Housing Associations are the main vehicle for providing affordable housing, using a range of mechanisms including social rented housing (where the tenant pays a rent to the HA); shared equity (where the occupant is part-owner, with a mortgage for their part of the equity, but also pays a rent to HA which holds the other part of the equity); or, in some cases, low cost market sale.
- 9.18 In Union Road, there are two main possibilities;
- i) Private residential development would be required to provide a proportion of affordable housing. This is set by local planning policy, and at present could be considered under the terms of the adopted LDF Core Strategy, which seeks to achieve a "strategic target" of 50% of all residential development to be "affordable".

However, this policy may not be enforceable for small development sites, and would be particularly problematic if landowners seek residential permission for individual sites in the area. If however they can be encouraged to combine sites, there is the potential to increase the number of units developed in the area, and to secure an appropriate level of affordable housing.

A housing association responding to this situation would have to consider the terms on which the developer(s) would make the housing available, and if there is Housing Corporation grant available.
 - ii) Alternatively, a Housing Association might be able to take on development of a residential scheme of around 50 units, using a combination of its own resources and Housing Corporation grant, if a suitable site were made available for purchase.

In Union Road this would depend on all the relevant landowners agreeing jointly to sell to the Housing Association.

In many ways this is a more suitable approach to development, providing the potential for a single scheme to be designed and constructed. However, it is clear that this may be more difficult to achieve as it depends on the agreement of all relevant owners.

Other Housing

- 9.19 We envisage that some measure of residential development for sale on the open market will be provided within the area. This development will help to ensure the mixed use nature of the area, and contribute to the overall improvement of its environment and character.
- 9.20 Residential development will also potentially contribute through planning obligations (S106 agreements) to mitigating the loss of employment and other uses, the impact of residential traffic, and to overall improvement in the quality of the area, including for the new residents.
- 9.21 Market housing should be self-financing, but will need to include provision for the investigation and remediation of potentially contaminated sites; measures to alleviate flood risk; and provision for affordable housing (on or off-site) - all subject to the local planning authorities consideration.
- 9.22 We therefore consider that there is not likely to be any public contribution required to deliver market housing in the area, but on the other hand there may only be relatively limited sums available for collection through S106. The key priorities for S106 money are discussed below, in relation to "access" and "public realm".

Access

Access to Orchard Road (South), etc.

- 9.23 There are number of issues relating to access to business premises, pedestrian links to the town centre, and provision of better access to sites to serve new development, but the key issue is the existing problem of access to business premises in Orchard Road (South) and other eastern parts of the area. Access currently crosses a number of private ownerships, and is severely constrained at the junction with Union Road.
- 9.24 As this route is across private land, there is no public funding available to make improvements. Some useful improvements could be made if adjoining landowners were prepared to discuss and agree an approach to sharing costs.
- 9.25 This principle could be taken further if relevant landowners, including the new owners of Centurion Works and those to the east were prepared to agree a scheme which would improve the access and all agreed to lay out a road to proper highway standard. It is possible that the local authorities could then “adopt” the road and thus take on the responsibility for management and maintenance.
- 9.26 It is possible that a joint scheme could be agreed with the local authorities and some of the finance for the improvements could be drawn from S106 money collected from developers of residential property - then applied through a scheme resulting in adoption of the new road. However, this would clearly require careful drafting in order to control proper use of the S106 contributions.

New Road

- 9.27 As discussed earlier, in relation to draft options for the area, there is a significant opportunity available now to consider the possibility of creating a new road from Union Road to Orchard Road (South) premises. This would be achieved through reconfiguring the Western Power site with part of the upper end of Union Road during the provision of the proposed new public car park.
- 9.28 The principles are discussed earlier, but it is assumed that the implementation of this approach would have to be financed by the developers for the supermarket and/or the local authority. It is possible that the additional cost of laying out the site in this way, compared to laying out the Western Power site alone for car parking might not be very significant, depending on layout and ground conditions. If there is a need for further finance it is possible that this could be achieved by permitting a small office development at the western end of the site (having also the advantage of creating a “gateway” to the area).
- 9.29 We consider that this scheme is the top priority for the regeneration of the Union Road area, so should be the subject of concerted effort by the local authorities, Town Council and Partnership, working alongside the supermarket developers.

Orchard Road (North) and (South)

- 9.30 There is a wall constructed on private land which severs the road link between Orchard Road (North) Industrial Estate and the rest of the Union Road area. This wall was apparently constructed to reduce danger of passing traffic to vehicles and employees in the Orchard Road (North) premises.
- 9.31 It would be desirable to link all of these premises from a single access, as this provides the opportunity to redevelop sites to provide better quality premises accommodating more employees, over a period of time.
- 9.32 This approach would require demolition of the wall by negotiation. It would not be desirable to demolish the wall simply to return to the status quo and create another through route between lower Union Road and Cookworthy Road. Removing the wall is more likely to be achieved if the “New Road” is constructed.

- 9.33 The provision of the “New Road” would also facilitate piecemeal improvements to the access arrangements to sites around the middle of Lower Union Road. These improvements should take place within an overall development brief for the area, but would not need other forms of intervention or finance.

Public Realm

- 9.34 The “public realm” of the Union Road area - all those parts which are open to or visible from public access, including the roads and pavements and the “green” areas fronting Cookworthy Road - demand attention and investment to improve the quality of the environment for residents, businesses, customers.
- 9.35 The local authorities are unlikely to find resources within their currently tight budgets to finance improvements, but it is worth the Town Council and Partnership pressing for some works to be commissioned when funds allow. At the same time, it is considered possible that S106 money could be negotiated from residential developers to pay for improvements in the public realm. Such expenditure will help to raise the quality of the area and thus safeguard the value of residential development.

Landowner Co-operation

- 9.36 It has already been noted that most of the change which needs to occur in this area will have to be delivered by private investment. It can only happen as and when landowners and developers are prepared to invest.
- 9.37 It appears from our research that there is likely to be more value achievable if individual landowners are prepared to co-operate and in some cases to enter some form of joint arrangements. This will allow assembly of sites which have good development potential and thus higher values. It is therefore important to encourage landowners to open dialogue with their neighbours and to consider the aspirations for the area as a whole.
- 9.38 It is also important for the Town Council, KSAP and South Hams District Council to establish a clear, coherent and consistent policy line for the future development of the area, so as to provide certainty to landowners about the way the area may change in future and clarity as to the specific expectations of their sites.

Delivery of Union Road Regeneration

- 9.39 In the light of the specific issues for Union Road, and our findings in relation to funding and implementation, we have therefore considered three alternative approaches to delivering regeneration of the area.
- 9.40 All of them presume that a development brief for the area is prepared to set out the intended layout of the area and broad requirements for each site, but allow for different forms of intervention and use of public funds.
- 9.41 The three approaches are to - :
- Allow normal development market mechanisms and planning to prevail - this allows the maximum flexibility for individual landowners but runs the risk of allowing piecemeal development spread over a long period of time, failing to resolve key problems and missing opportunities to fund key interventions
 - Using the development brief and this report as a basis for negotiating schemes with willing developers on key sites and targeting intervention on the key problems.
 - Develop a co-ordinated scheme for the whole area by working with key landowners and the local authority to manage development to a planned timescale. This is the most difficult approach particularly given the high number of landowners within the overall site and the lack of resources from public sources. It seems highly unlikely

unless landowners across the area agree to co-operate and ultimately combine their interests to promote one, or a small number of, development scheme(s) for the area.

- 9.42 We note that from the landowners workshop held on 13th November there was a generally positive mood and several owners of significant plots have expressed a desire to co-operate with the overall principles. It will be important to maintain this momentum and encourage linked approaches to development.
- 9.43 We do not consider that a development brief alone is sufficient to drive the improvement of the area; but we also consider that a fully co-ordinated approach is not achievable.
- 9.44 We therefore consider that the appropriate approach to delivery comprises four main elements:
- Preparation of a development brief for the area. This should be taken to South Hams District Council and they should be requested to develop it into formal guidance for the area. No development should be permitted which does not confirm to this brief. Any proposals submitted before the brief is formally adopted should be considered as “premature” unless they clearly conform to the approach being drafted; and all proposals should also (where relevant) be expected to contribute to the provision of affordable housing and to access and public realm improvements
 - Immediate negotiations with South Hams District Council, Devon County Council and the supermarket developers to design and implement a new scheme for car parking on the Western Power site which includes a new junction with Cookworthy Road and a “new road” to the Orchard Road (South) Estate.
 - Establishment of processes to continue an open dialogue between all landowners in the area, with the assistance of the Town Council and KSAP. This could adopt two priorities:
 - Discussion at a regular “forum” open to all landowners, to monitor progress, identify new priorities and channel communications with the Partnership and public sector
 - Focus on key development “blocks” within the area, where communication and co-operation between small groups of landowners may help to bring forward development schemes to mutual benefit while also contributing to achieving the overall strategy for the area. These development “blocks” can be identified from the “Options” illustrated in this report.
 - Negotiations by South Hams District Council with any developer of residential property within the area for affordable housing provision and S106 money, which can then be used to fund the improvements discussed.

10 DEVELOPMENT BRIEF, PHASING & TARGETS

Development Brief

- 10.1 In order to provide a logical framework for the regeneration of the Union Road area, permitting change and investment to proceed in smaller “blocks” of development as and when landowners and developers wish, there is a need for a clear development brief for the area.
- 10.2 This brief should be reviewed and adopted by South Hams District Council as formal planning policy for the area, perhaps as SPD or as an agreed brief for the area. An initial draft is provided in Appendix Eight. This sets out key principles for design, appearance, access, etc., and includes the following requirements for the layout of the area:
- Conserving buildings worthy of retention in terms of their condition location and historic context,
 - Maintaining the historic form of the area and traditional street frontages
 - Reinforcing the approach and sense of arrival to the lower town via Mill Street and new pedestrian routes to Fore Street via the Western Backway
 - Conserving existing watercourses most notably the Western Backway
 - Environmental buffer zones between uses and Cookworthy Road
 - Security, safety and natural surveillance
- 10.3 The brief is illustrated below, in the form of a plan and two “block” plans, which achieves all the targets for the area.

Phasing

- 10.4 There is no overall phasing programme for the area, as development blocks can largely be implemented independently - but there is a need for landowners and developers within blocks to co-operate or form joint ventures to bring these blocks forward (the “blocks” are illustrated in colour in the plans below).
- 10.5 However, the development of the car park on the Western Power site is understood to be an early priority, and should be implemented as soon as possible to permit construction of a new road to Orchard Road (South) and (North).
- 10.6 Other developments may follow in time, but it is desirable that all take place within the next ten years.

Targets

- 10.7 Given the feasibility of the proposals, now tested through this study, it is appropriate to adopt the following figures from the development brief as minimum targets:

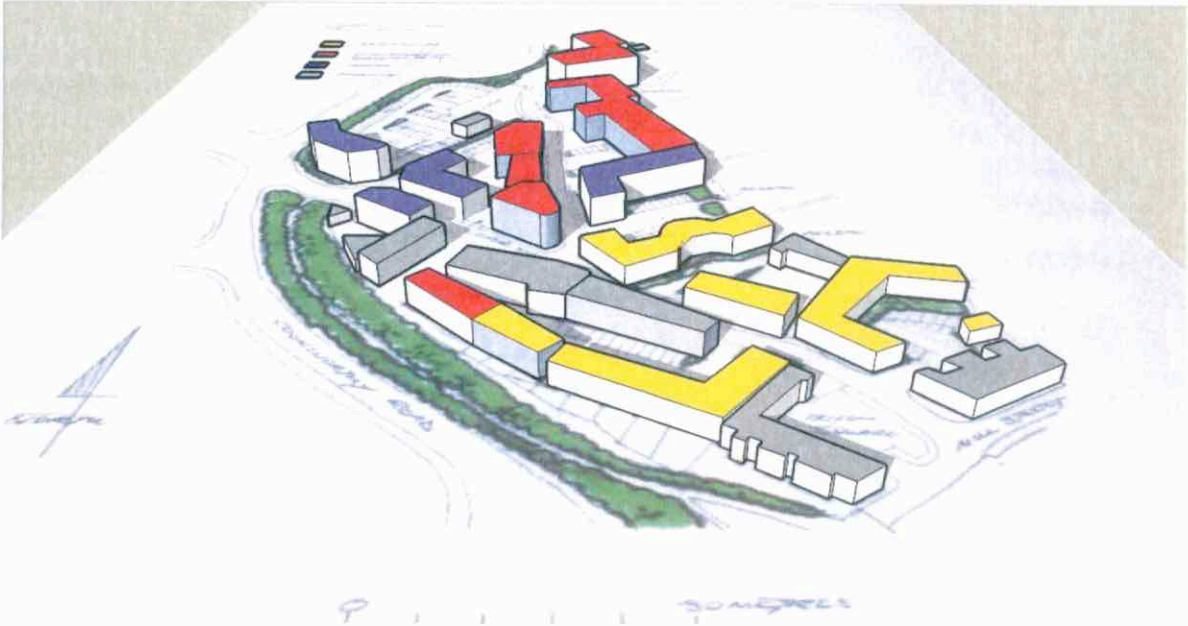
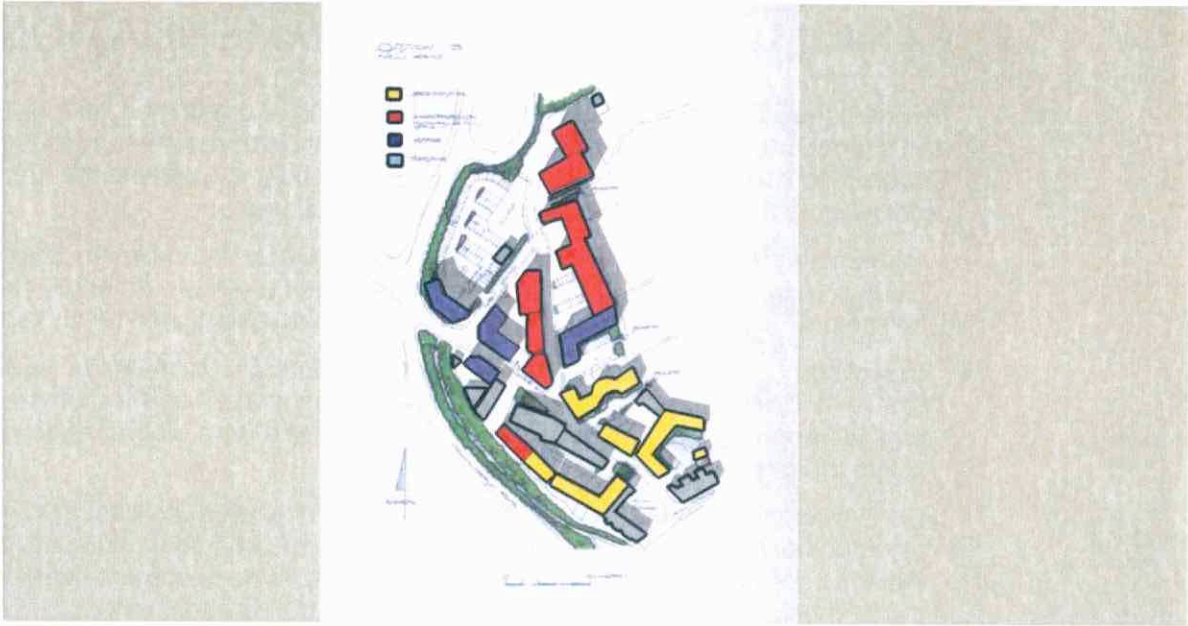
Use – in keeping with a mixed use development the proposed uses comprise:

- Workshops 6790m²
- Offices 2950m²
- Housing 4620m² (around 50 to 55 units including flats and family houses)
- Public car parking (upwards of 70 car spaces)

In addition more usable open space should be accommodated both as amenity space for residents and useable open space for those working, and walking through the area.

OPTION 3
NEW ROAD





11 CONCLUSIONS AND RECOMMENDATIONS

- 11.1 Having considered all the issues which will affect the future of the Union Road area, and the opportunities available to achieve aspirations, we recommend that the Town Council and KSAP agree to pursue the following actions to promote the appropriate redevelopment and regeneration of the Union Road area:
- Immediate discussions with South Hams District Council and Devon County Council (and Bayview Ltd, if appropriate) to attempt to secure an enhanced layout for the proposed new public car park in Union Road, as outlined in this report
 - Establishment of a “Union Road Landowners Forum” be facilitated by KSAP and the Town Council, as a forum for regular meetings, and a basis for formation of smaller landowner groups to promote development of key “blocks” of development within the overall “masterplan” framework
 - Confirmation that a “masterplanning” approach to the area, as illustrated in the Development Brief and Illustrative Plan in this report, should be pursued, and that South Hams District Council be requested to adopt a development brief along these lines as policy with which to guide and control development
 - Discussions with Spectrum Housing Association and relevant landowners to attempt to secure a joint approach to housing development in the Union Road area, specifically in those areas identified in the draft Development Brief and Illustrative Plan.
 - Request to South Hams District Council and Devon County Council that schemes for improved access and improvements to the public realm should be prioritised for the Union Road area and, so far as is possible, funded from S106 moneys to be sought from private residential development. (KSAP and the Town Council may wish to consider whether it is possible for them to take the lead in drawing up these proposals).