

Cornwall Site Allocations DPD
Statement of Common Ground – February 2018
Cornwall Council and Plymouth City Council

Cornwall Council and Plymouth City Council have engaged constructively and regularly throughout the production of the Site Allocations DPD, through meetings and correspondence.

This Statement of Common Ground sets out the agreed position of both Cornwall Council and Plymouth City Council following the Regulation 19 consultation, during which Plymouth City Council made representations. The representations submitted were predominantly related to reinforcing the strategy text of the Saltash Chapter, to better reflect interrelationship and joint working between this area of Cornwall and the city.

Appendix 1 of this document presents the various amendments proposed by both sides and an agreed position. Subject to the proposed amendments (as set out in Appendix 1) being made to the Cornwall Site Allocation DPD, Plymouth City Council is satisfied that its objections to the Cornwall Site Allocations DPD have been resolved.



Matthew Brown, Group Leader, Cornwall Council



Richard Grant, Local Planning Manager, Plymouth City Council

Appendix 1

Plymouth City Council Comment (Reg 19)	Cornwall Council Response	Plymouth City Council's Response (15/02/2018)
<p>Para 3.13, Plymouth is described as having a "heavy influence" on Saltash. This still seems to be a fairly negative way to describe the close relationship and still implies that there is a problem to be fixed. Why not use this introductory paragraph to really spell out the links in terms of jobs, facilities, schools etc. and the way that people from Saltash and Plymouth use those facilities wherever they may be to their benefit? For example we know that residents of Plymouth work in Saltash, use the Waitrose supermarket, go to school and use leisure facilities in Saltash, and vice versa. These relationships benefit residents and businesses in both settlements and should form the basis of the key policies for Saltash.</p>	<p>The Council could amend para 3.13 to more positively reflect the links between Plymouth and Saltash as follows:</p> <p>"13.1 Saltash is situated on the eastern edge of Cornwall at the lowest bridging point on the Tamar River. The town acts as a gateway to Cornwall and as the main local service centre for many of the smaller settlements surrounding it. <u>Saltash lies across the river from Plymouth and the town has a close relationship with the city. Saltash residents use the higher order facilities found in Plymouth, such as the availability or a range of employment opportunities, the schools, colleges and universities and the shops, the regional hospital at Derriford and cultural attractions in the City Centre. Plymouth residents also access Saltash for employment and facilities such as the Waitrose supermarket.</u> A key characteristic of the town's population is the greater numbers of families with parents of a working age than retired people. Younger people tend to leave the area to seek training and employment."</p>	<p>Proposed changes satisfy our concerns.</p>

<p>Para 13.7, whilst recognising that “the proximity of Plymouth” offers opportunities, goes on to say that “it also acts as a potential constraint to the town’s economic potential”. This seems far too negative and again suggests a problem to be fixed - Saltash can benefit by being presented as a potential location for investors looking for premises in Plymouth, becoming part of the city’s economic offer? Saltash is walking distance from the second largest city in the SW England does not need to be a constraint; it’s a huge opportunity shaping the way the town functions.</p>	<p>The Council could amend para 13.7 to more positively reflect the links between Plymouth and Saltash by amending the last sentence from:</p> <p>"Furthermore, whilst Saltash’s proximity to Plymouth offers significant economic opportunities, it also acts as a potential constraint to the town’s own economic potential." to,</p> <p><u>"The proximity of Saltash to Plymouth offers significant economic opportunities, for example in providing access for residents to a range of high quality jobs in locations which can be reached by public transport or other sustainable modes of travel. In addition, Saltash can also be positioned as a location for businesses which are engaging in the wider Plymouth economic growth agenda."</u></p>	<p>Proposed changes satisfy our concerns.</p>
<p>Para 13.11. The ‘heavy influence’ of Plymouth seems to be the guiding principle of this paragraph. Why not celebrate the relationships between Plymouth and Saltash and recognise that Saltash with Plymouth forms a sustainable location that is attractive to investors</p>	<p>The Council could amend para 13.11 to more positively reflect the relationship between Plymouth and Saltash by amending the paragraph to read:</p> <p>"13.11 Saltash <u>has a close and positive relationship with the city of Plymouth, immediately to the east of the town.</u> This relationship presents significant opportunities and benefits to the community of Saltash (for example shopping, leisure and health facilities, high value employment</p>	

	<p>opportunities, further and higher level education). <u>Nonetheless, Saltash still strives to provide additional employment opportunities within the town, to increase the opportunity for residents to both live and work within the town, in order to create a sustainable local community.</u>"</p>	
<p>Para 13.9. This sets out the infrastructure requirements in strategic terms of the Broadmoor Farm development. It should therefore also pick up the impact on the wider transport networks into Plymouth including western Park and Ride. Residents of the development will clearly move between Saltash and Plymouth and this should be a consideration in the planning of the extension to the town.</p>	<p>The Council could strengthen the Saltash chapter of the DPD to greater emphasise the future partnership work to examine increasing sustainable transport modes, however it is not felt appropriate within this particular paragraph but in the following paragraph; paragraph 13.10 (see response below). In addition, specific reference to a Park and Ride is not considered appropriate, as our evidence does not demonstrate that a Park and Ride is required between now and 2030 in order to accommodate the growth planned for through the plan period.</p>	<p>Proposed changes and the explanation from CC as to why the specific reference to a Park and Ride is unnecessary satisfy our concerns.</p>
<p>Para 13.10 is welcomed. But it would be useful to expand this to set out some of the ways in which these cross boundary impacts will be recognised, reflected in policy and used to the benefit of Saltash and South East Cornwall.</p>	<p>The Council could enhance para 13.10 as follows:</p> <p>"13.10 Although Saltash lies within the administrative boundary of Cornwall, it is important that the cross border impacts of growth and the functional relationship with the neighbouring city of Plymouth <u>are recognised. For example, the town's major growth area will attract people working in Plymouth and residents of the city may also work in businesses locating in the new employment areas. It will therefore also be</u></p>	<p>Proposed changes satisfy our concerns.</p>

	<p><u>necessary to consider improvements to transport links to/from Plymouth including a range of measures that encourage the use of all modes of sustainable transport crossing the Tamar Bridge. Such projects will contribute to strengthening the existing links with the city."</u></p>	
<p>Retail section. The reference to Plymouth is welcomed, but again seems de minimis. Saltash in many ways functions as part of the Plymouth retail hierarchy. For residents of Saltash, Plymouth City Centre is their main destination for comparison shopping trips, and they will also travel to Plymouth to access supermarkets in the city and retail outlets at Marsh Mills. This is demonstrated by the City's Retail Study 2017.</p>	<p>The Council could enhance para 13.16 as follows:</p> <p>"13.16 Saltash's retail offer is naturally influenced by the wide selection of retail provision offered by Plymouth. <u>Residents of Saltash are able to easily access Plymouth City Centre, which has a wide and comprehensive range of retailers, as well as other retail outlets at locations such as Marsh Mills and the large supermarkets present within the city.</u> Provision locally within Saltash <u>complements the retail offer in Plymouth, and</u> is split between the town centre, which sits on the east of the town, and the out of town convenience offer, which is located near to Carkeel; at Carkeel, land immediately the north-east and south-east of Carkeel Roundabout and outside of the safeguarded employment areas SLT-E4 and SLT-E5, is either already occupied by large national retailers or is planned to be. Because these are prime economic sites it is important to the town that retail/employment uses are maintained in</p>	<p>Proposed changes satisfy our concerns.</p>

	these locations."	
Para 13.23 – reference to impacts on the Plymouth road network is welcomed.	Noted.	N/A
Para 13.26 – reference to infrastructure impacts in Saltash and Plymouth is welcomed.	Noted.	N/A
Para 13.33 –Unaware that any discussions have been had with the City Council regarding the capacity of the sewage treatment plant at Ernesettle. What impact would any changes to the plant have on Plymouth, and have the additional impacts of growth in Plymouth been factored into your discussions with SWW? Has the City Council’s Infrastructure and Investment team been made aware of these discussions, as unaware that improvements to Ernesettle are included in our Infrastructure Needs Assessment	<p>The Council liaised with SWW in preparing the strategy text. Since the close of the consultation the Council has re-engaged with SWW who has confirmed that growth for both south east Cornwall and Plymouth is factored into their assessment of future capacity. SWW has confirmed that proposals are being progressed which are in line with the existing strategy text.</p> <p>As the Council has engaged with SWW with regards to growth in both areas, it has been assumed that Plymouth City Council has done similar.</p> <p>The Council does not consider it necessary to make any modifications to the DPD as a result of this comment.</p>	The explanation from CC satisfies our concerns.

<p>Para 13.36. PCC believes that this paragraph on Transportation requires a rethink. Firstly, although the figures of 9,000 trips a day between SE Cornwall and Plymouth is recognised, we suggest these figures do not reflect reality. The figures come from the 2011 census. Do you have traffic modelling for SE Cornwall which show in detail the flows to Plymouth from the towns of SE Cornwall, and do these tell a different story? Do you have information on trips by train and bus from the wider area? Most mornings, it is clear that there is congestion on the A38 at most junctions from Trerulefoot to the bridge, and trains from Liskeard to Plymouth are frequently standing room only. Only focusing on commuting movements clearly means that other daily trips to Plymouth by students, schoolchildren, hospital patients and others are not factored in, and seems to again try to downplay the relationships that exist.</p>	<p>The Council could enhance para 13.16 to better reflect our data as follows:</p> <p>"13.36 Situated on one of two trunk roads into Cornwall, Saltash is the gateway to Cornwall from Plymouth <u>and for other users of the A38</u>. There are over 9,000 daily commuter trips between South East Cornwall and Plymouth. and the vast majority of these are from Saltash. <u>Total daily eastbound and westbound flows through Carkeel junction reach around 14,000 in each direction. During the AM peak the dominance of east bound trips through the junction is clear (approximately 3,500 compared to 2,400 westbound)</u>. This is partly due to an imbalance between housing and jobs in the town with 43% of the town's working population commuting to Plymouth. This presents a challenge in reducing the number and length of trips generated in the town. The high frequency of bus services to Plymouth makes bus more attractive than rail for commuting. Consequently the rail network is underutilised (1% of the town's working population travel to work by rail). Despite the strong bus network, 67% of travel to work trips are still made by car. The demand to travel to Plymouth for employment and shopping puts pressure on the Tamar crossings and the road network on both sides of the River Tamar. Recent study work has identified a number of</p>	<p>Proposed changes satisfy our concerns.</p>
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	<p>capacity improvements to the bridge and surrounding network capacity that will be required in the longer term. This includes improvements to the cycle routes between Plymouth and Saltash."</p>	
<p>Para 13.36 states clearly that the DPD aspires to reduce the number of people commuting to Plymouth from Saltash. We have reservations about this approach, and I would have to ask why this is an aspiration of the plan? Given the number of jobs available in Plymouth that residents of Saltash can easily and conveniently access, and the spending power that these residents then have in Saltash, why would you wish to weaken this relationship?</p>	<p>Para 13.36 presents a background to the transport strategy for Saltash and sets the scene for the need to develop a more sustainable transport strategy for the town (and its links to Plymouth). Whilst the overall strategy for Saltash does refer (e.g. at paragraph 13.11) to the fact that Saltash strives to provide additional employment opportunities within the town, it is not unreasonable for any settlement to aspire to be more self-sufficient in this way.</p> <p>The Council does not consider it necessary to make any modifications to the DPD as a result of this comment.</p>	

<p>Para 13.36 The references to public transport links to Plymouth are welcomed, but why does this narrative not lead to a conclusion that it would be best to work with the City Council to improve public transport and other alternative travel modes between Saltash and Plymouth, including the beneficial impact to both the Plymouth and Cornwall transport networks of a western park and ride in Saltash? This paragraph seems to seriously downplay the cross boundary transport issues that exist, and also seems to ignore the good joint work on evidence which is ongoing between the two authorities. The strategic role of the A38 and the Tamar Bridge is part of the work programme of the Transport Strategy Working Group (TSWG) which was established from Feb 2016 to facilitate joint working of the Highway Authorities covering the Plymouth TTWA: PCC, CC and Highways England. CC commissioned a Tamar Crossings Travel Analysis Study (2017) and PCC and CC have commissioned jointly a SE Cornwall and Plymouth Travel Demand Management Option Study to investigate the potential and possible options for effectively managing travel demand along this strategic transport corridor.</p>	<p>The Council could strengthen the references to the joint working which is ongoing between the two authorities by making the following amendments to the Saltash Chapter:</p> <p>New para 13.37 <u>"Cornwall Council and Plymouth City Council share the ambition to increase levels of walking and cycling and recognise the importance of partnership working between the Local Authorities as being essential to try to solve common issues across the travel to work area. The proximity of Saltash to Plymouth City Centre, 5 miles, or 42 minutes by bicycle, suggests there is a significant opportunity to encourage an increase in non-motorised trips, in particular bicycle based trips. Although the Tamar Bridge provides a crossing, recent studies suggest there are gaps in network provision on both sides of the bridge, particularly in terms of linking key destinations. It is through this joint ambition that Cornwall Council and Plymouth City Council will seek to develop a sequenced programme of future investment."</u></p> <p>Within Table Slt3, additional comment for Rail Infrastructure (Station frontage and access improvements) to say <u>"Cornwall and Isles of Scilly Local Enterprise Partnership (LEP) have committed £0.5m towards Plymouth's scheme to increase capacity and</u></p>	<p>Proposed changes and the explanation from CC as to why the specific reference to a Park and Ride is unnecessary satisfy our concerns.</p>
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	<p><u>upgrade passenger facilities at Plymouth station."</u></p> <p>Within Table Slt3, additional comment for Rail Infrastructure (Rail service improvements) to say "<u>From December 2018, the Great Western Franchise includes a requirement to provide 2 trains per hour between Plymouth and Penzance including 2 trains per hour calling at Liskeard, St Germans and Saltash stations."</u></p> <p>Within Table Slt3, additional comment for Bus Improvement (Bus services and infrastructure/RTPI) to say "<u>Investigate feasibility and demand for a Western Corridor Park and Ride (to/from Plymouth) to help manage demand for travel across the Tamar."</u></p> <p>Within Table Slt3, additional comment for Walking/cycling improvements to say "<u>Cornwall Council and Plymouth City Council will continue to work together to develop a prioritised programme of investment to improve walking and cycling links between key destinations in Saltash and Plymouth."</u></p> <p>Enhanced para 13.43 (44) to say "<u>Cornwall Council will continue to work with Plymouth City Council to identify opportunities for managing existing and future demand for travel between Plymouth and South East</u></p>	
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	<p><u>Cornwall in a sustainable way. The commitment to this joint working is demonstrated by Cornwall Council and Plymouth City Council jointly commissioning in 2017 a South East Cornwall and Plymouth Travel Demand Study, investigating the potential and possible options for effectively and efficiently managing travel demand along the strategic A38 transport corridor across the Tamar. Future improvements could include a western corridor Park and Ride facility and improved cycling infrastructure to serve both the communities of Cornwall and Plymouth."</u></p> <p>Specific reference to a Park and Ride having to be delivered through the plan period is not considered appropriate, as our evidence does not demonstrate that a Park and Ride is required between now and 2030 in order to accommodate the growth planned for through the plan period.</p>	
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<p>Questions that need to be answered from the study are:-</p> <ul style="list-style-type: none"> • How do we address capacity constraints on the Tamar Bridge / Saltash Tunnel through modal shift for trips to the principal eastbound (Derriford) and westbound (Saltash /Carkeel) destinations? • What is the potential for (1) bus (2) park and ride (3) rail (including park and rail) and (4) active travel – in isolation and combination – for trips from SE Cornwall to locations north of the A38 in Plymouth, particularly Derriford? • What is the impact of modal shift, eastbound, on Manadon Junction? • What is the potential for (1) bus (2) park and ride (3) rail (inc. park and rail) and (4) active travel – in isolation and combination – for trips from SE Cornwall to locations to the city centre? • What is the potential for (1) bus (2) park and ride (3) rail (inc. park and rail) and (4) active travel – in isolation and in combination – for trips from Plymouth to locations in SE Cornwall? • What is required to achieve this potential? 	<p>Noted. However these questions will be answered as part of ongoing work and the Council does not feel it's necessary to cover these aspects within the Allocations DPD.</p>	<p>Explanation from CC as to why no change is necessary satisfies our concerns.</p>
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<p>Para 13.40. This paragraph could usefully reflect that CC and PCC have submitted a bid to DfT last month (July 2017) for technical support to develop a programme of cycling and walking investment to promote sustainable, active travel opportunities between key destinations in Plymouth and Saltash.</p>	<p>The Council could include the following amendments:</p> <p><u>New para 13.37 "Cornwall Council and Plymouth City Council share the ambition to increase levels of walking and cycling and recognise the importance of partnership working between the Local Authorities as being essential to try to solve common issues across the travel to work area. The proximity of Saltash to Plymouth City Centre, 5 miles, or 42 minutes by bicycle, suggests there is a significant opportunity to encourage an increase in non-motorised trips, in particular bicycle based trips. Although the Tamar Bridge provides a crossing, recent studies suggest there are gaps in network provision on both sides of the bridge, particularly in terms of linking key destinations. It is through this joint ambition that Cornwall Council and Plymouth City Council will seek to develop a sequenced programme of future investment."</u></p> <p>Within Table Slt3, additional comment for Walking/cycling improvements to say <u>"Cornwall Council and Plymouth City Council will continue to work together to develop a prioritised programme of investment to improve walking and cycling links between key destinations in Saltash and Plymouth."</u></p>	<p>Proposed changes satisfy our concerns.</p>
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<p>Para 13.41. Reference in the table to rail improvements and Western Park and Ride is insufficient. The fact that PCC and CC have just commissioned jointly a SE Cornwall and Plymouth Travel Demand Management Study demonstrates that we are more than just exploring opportunities but actually doing the work. This should included as part of the Saltash Chapter. See 13.43 below.</p>	<p>The Council could strengthen this aspect of the Saltash Chapter:</p> <p>Within Table Slt3, additional comment for Rail Infrastructure (Station frontage and access improvements) to say "<u>Cornwall and Isles of Scilly Local Enterprise Partnership (LEP) have committed £0.5m towards Plymouth's scheme to increase capacity and upgrade passenger facilities at Plymouth station.</u>"</p> <p>Within Table Slt3, additional comment for Bus Improvement (Bus services and infrastructure/RTPI) to say "<u>Investigate feasibility and demand for a Western Corridor Park and Ride (to/from Plymouth) to help manage demand for travel across the Tamar.</u>"</p> <p>Enhanced para 13.43 (44) to say "<u>Cornwall Council will continue to work with Plymouth City Council to identify opportunities for managing existing and future demand for travel between Plymouth and South East Cornwall in a sustainable way. The commitment to this joint working is demonstrated by Cornwall Council and Plymouth City Council jointly commissioning in 2017 a South East Cornwall and Plymouth Travel Demand Study, investigating the potential and possible options for effectively and efficiently managing travel demand</u></p>	<p>Proposed changes and the explanation from CC as to why the specific reference to a Park and Ride is unnecessary satisfy our concerns.</p>
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	<p><u>along the strategic A38 transport corridor across the Tamar. Future improvements could include a western corridor Park and Ride facility and improved cycling infrastructure to serve both the communities of Cornwall and Plymouth."</u></p> <p>It should be noted however that our evidence does not demonstrate that a Park and Ride is required between now and 2030 in order to accommodate the growth planned for through the plan period.</p>	
<p>Paragraph 13.43. Inclusion of a reference to the western corridor park and ride is warmly welcomed. Nevertheless, we would raise a concern about the level of commitment implied. Given the points raised in paragraph 13.36 and my comments above, I would suggest that the park and ride is one response to the wider strategic cross boundary issue of transport movements between Plymouth and SE Cornwall, and therefore would be a key strategic element of Cornwall's transport strategy to unlock growth potential in SE Cornwall well before 2030. It would clearly represent a major improvement to public transport links</p>	<p>The Council disagrees that a Park & Ride facility is required in order to support the planned growth for the period to 2030. However, acknowledging the likely longer term need, the Council is happy to strengthen the Saltash Chapter as follows:</p> <p>Within Table Slt3, additional comment for Bus Improvement (Bus services and infrastructure/RTPI) to say "<u>Investigate feasibility and demand for a Western Corridor Park and Ride (to/from Plymouth) to help manage demand for travel across the Tamar."</u></p> <p>Enhanced para 13.43 (44) to say "<u>Cornwall</u></p>	

<p>between Saltash and Plymouth contributing to reducing car trips over the crossings – which has been highlighted as a problem for the area. The transport networks in SE Cornwall are part of the wider Plymouth TTWA transport networks, and therefore Transport issues in SE Cornwall cannot be considered in isolation from those in Plymouth. We would therefore ask that it is described as a joint project benefitting residents of Plymouth and SE Cornwall, and that it should be included in Table Slt3 reflecting the importance placed on the park and ride in the City Council’s INA, and in the Plymouth and South West Devon JLP (which was submitted in July 2017)</p>	<p><u>Council will continue to work with Plymouth City Council to identify opportunities for managing existing and future demand for travel between Plymouth and South East Cornwall in a sustainable way. The commitment to this joint working is demonstrated by Cornwall Council and Plymouth City Council jointly commissioning in 2017 a South East Cornwall and Plymouth Travel Demand Study, investigating the potential and possible options for effectively and efficiently managing travel demand along the strategic A38 transport corridor across the Tamar. Future improvements could include a western corridor Park and Ride facility and improved cycling infrastructure to serve both the communities of Cornwall and Plymouth."</u></p>	
<p>I would highlight that although the most obvious relationship between the city and Cornwall concerns Saltash, there are also relationships between the city and Torpoint, Rame Peninsula (Mt Edgcumbe and Cremyll), and further into SE Cornwall along the A38 corridor. In the context of the Plymouth and SE Cornwall Joint Local Plan (submitted in July 2017), there are also clear links between Tavistock and Callington (eg the World Heritage site), and between parts of West Devon and Launceston. Clearly there is a need to work together in the delivery of our plans over time to take</p>	<p>The Council acknowledges the need to work with neighbouring authorities, not only with regards to Saltash but with regard to the wider links between parts of West Devon and Cornwall. However, the Council does not consider it appropriate to cover these areas within the Allocations DPD which focuses attention of Site Allocation policies.</p> <p>The trunk road network that connects Saltash and Plymouth also serves a number of settlements in South East Cornwall. Cornwall and cross border network issues and opportunities for improvement will continue to be managed at a strategic level</p>	<p>The explanation from CC satisfies our concerns.</p>

<p>account of these relationships (as we set out in SPT7 of the Joint Local Plan). More specifically, it would be helpful if the DPD could also set out the interventions that could be examined along the A38 corridor between Bodmin and Plymouth – as you have clearly noted this is a key trunk road link into Cornwall. For example, we have noted as part of the text to SPT7 of the Joint Local Plan the potential for coordinated sustainable travel programmes reaching into SE Cornwall potentially including new rail stations and park and rail at locations such as Trerulefoot, and better use of existing stations at Liskeard, Menheniot, St Germans and Saltash. These statements have arisen from discussions at the Plymouth Transport Strategy Working Group, and as indicated above are the subject of joint studies which have been commissioned.</p>	<p>with Plymouth CC and Highways England.</p> <p>The Council does not consider it necessary to make any modifications to the DPD as a result of this comment.</p>	
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