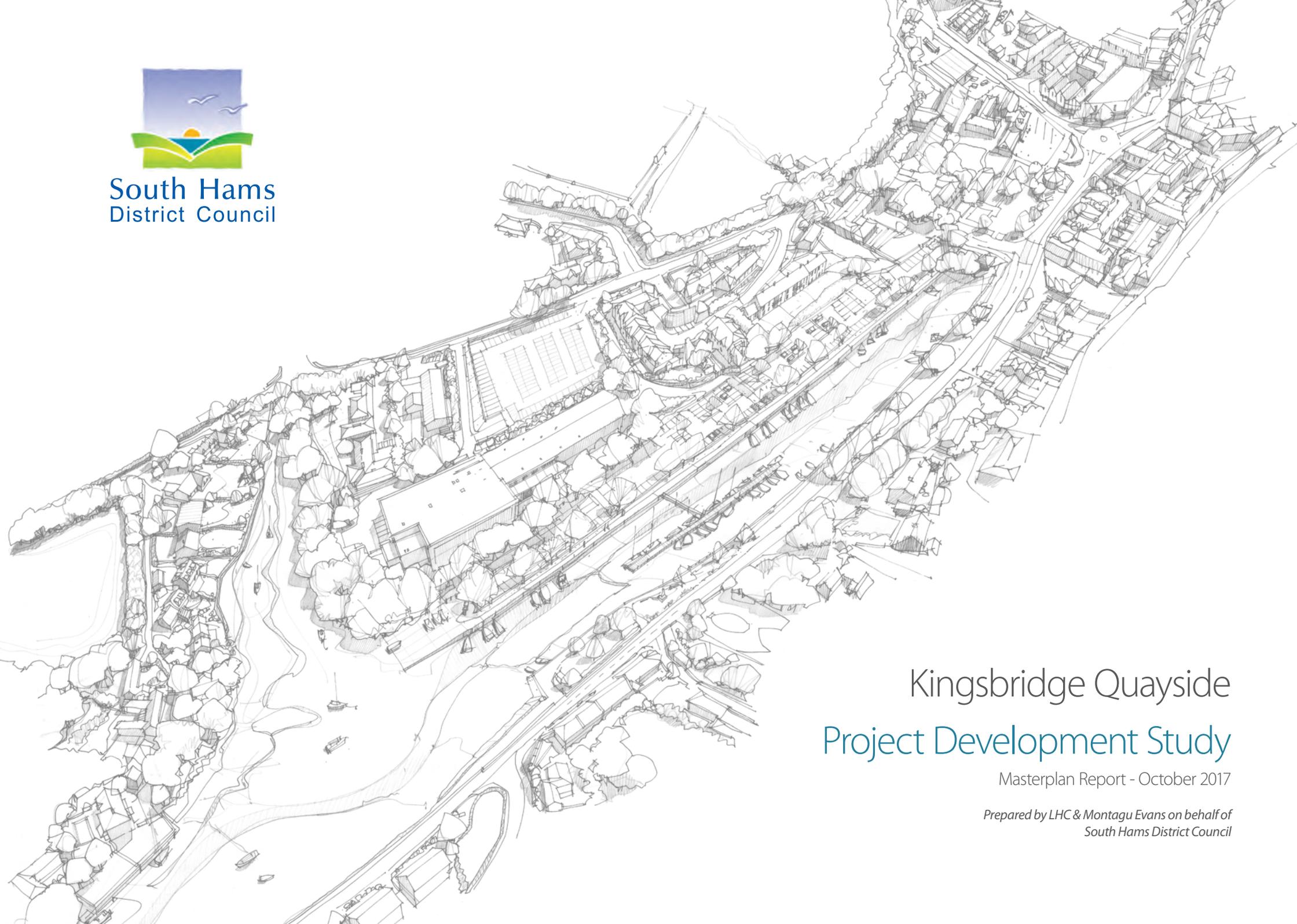




South Hams
District Council



Kingsbridge Quayside Project Development Study

Masterplan Report - October 2017

*Prepared by LHC & Montagu Evans on behalf of
South Hams District Council*



South Hams
District Council



1.0 Introduction

An introduction to the scheme setting out the key aims and objectives.

1.0 Introduction

1.1 Purpose

This project assessment (Stage1) was commissioned to help the Council understand the potential for developing Kingsbridge Quayside in terms of what would be practical; viable and desirable.

The masterplan provides illustrative options which do not represent a detailed masterplan or finalised scheme. This detail would be developed as part of the preparation of a subsequent planning application.

1.2 Background

Kingsbridge Quayside (formally known as K2) was originally allocated as part of the Kingsbridge Site Allocations Development Plan Document (DPD), which was adopted in February 2011.

This allocation has been retained in the emerging Joint Local Plan (JLP). Policy TTV13 identifies potential for housing, shops, employment, leisure and public realm improvement.

A large section of the allocated site falls within the ownership of South Hams District Council (SHDC).

In June 2016 SHDC commissioned Montague Evans & LHC to prepare a comprehensive mixed use masterplan for Kingsbridge Quayside.

1.3 Masterplan Objectives

A number of key objectives were established at the outset which would be used as the driving influence for the emerging masterplan objectives and concept proposals.

The masterplan will seek:

- To support the local community by providing housing, employment, car parking, leisure facilities and improve the public realm.

- To promote positive regeneration of the town centre and encourage visitors to stop in the town.
- Improve traffic management and access between the town centre and estuary
- To implement infrastructure improvements (e.g to minimise flood risk and improve traffic management and access to the estuary)
- To ensure sustainable objectives are met in terms of minimising environmental impact and energy use.

1.4 Masterplan Process

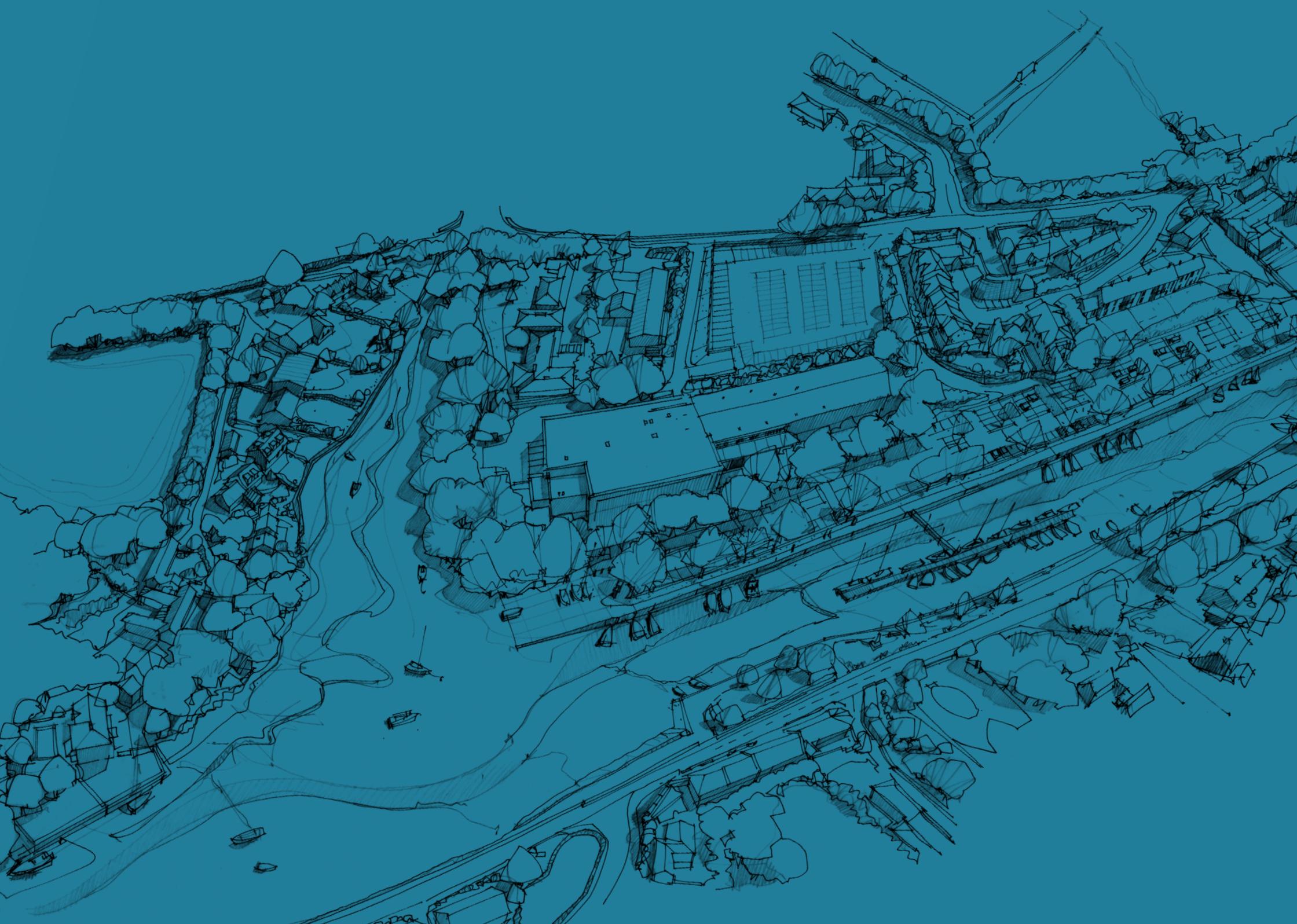
The masterplan has been developed through a collaborative design process with the wider project team and through engagement with stakeholders, including South Hams District Council, Kingsbridge Town Council, the Environment Agency and Devon County Council.

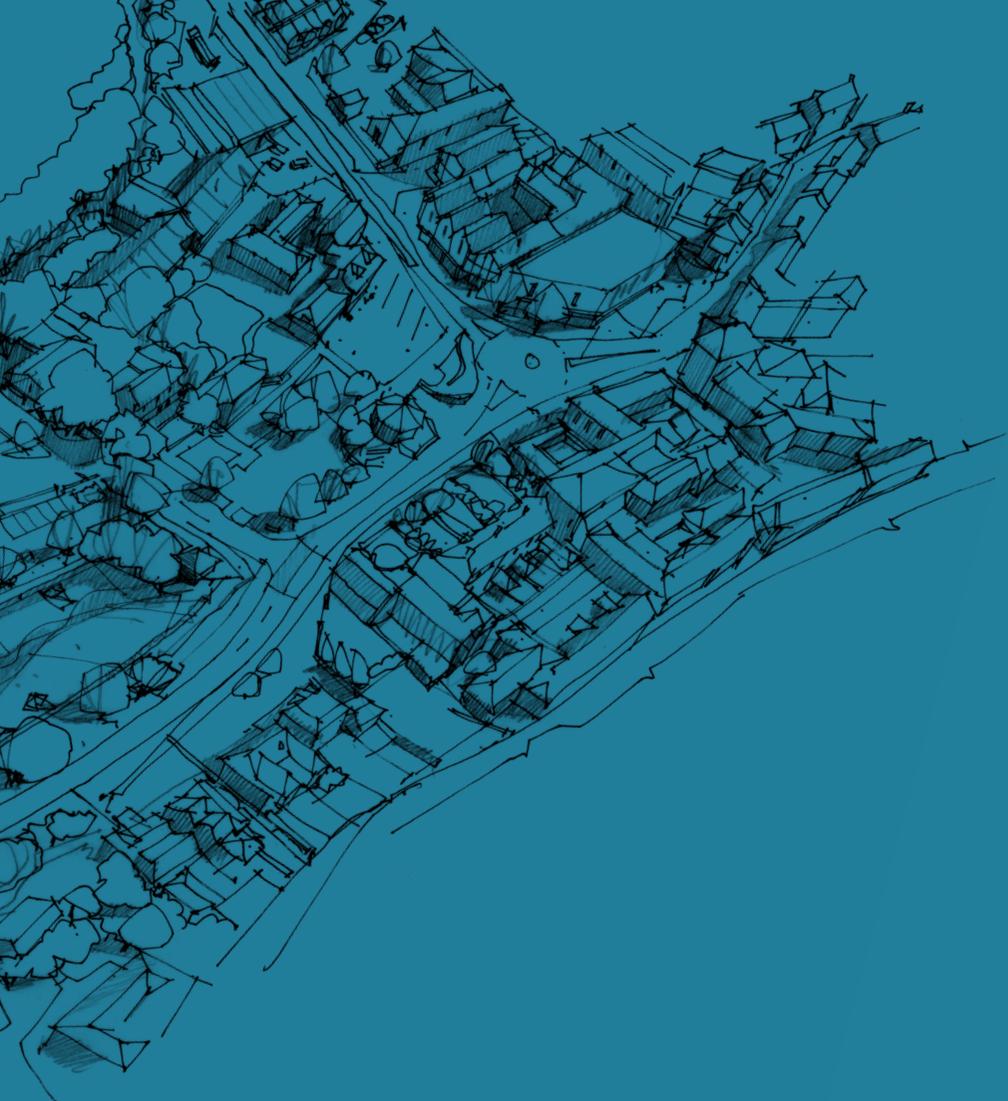
The consultants brief included the following outputs:

- Baseline constraints and opportunities
- Stakeholder engagement and workshops
- Concept design and financial constraints
- Public consultation
- Business Case and viability
- Final appraisal and summary report reflecting all of the above.

SHDC's vision is to create a vibrant and mixed-use area, which will attract business, residential, leisure and commercial uses. The Council see the regeneration of Kingsbridge Quayside as central to helping promote a sustainable town centre and importantly delivering much needed affordable housing.







2.0 Site Description

Setting out the site in context.

2.0 Site Description

2.1 The Site in Context

Kingsbridge is an historic market town at the head of the Kingsbridge Estuary. It has a population of in excess of 6,000 people and serves a large rural hinterland of numerous smaller rural settlements. The town benefits from a strong local character, and is located deep in the heart of the South Hams within and adjacent to the South Devon Area of Outstanding Natural Beauty (AONB).

The town is accessible via the main road network of the A379 and A381 but is some distance in relation to the strategic transport networks. This contributes to its local distinctiveness, and along with the towns location in and adjacent to the AONB also serves to limit the potential for significant expansion and investment.

The South Devon Joint Local Plan identifies the need for 'appropriate levels of residential and employment growth' to enable Kingsbridge to be self sufficient and economically viable. The Local plan recognises that 'the town has a close relationship with the AONB, and it is considered that the sites allocated within Kingsbridge provide the best opportunities to meet the future needs of the town whilst having the least impact on the special qualities and character of the AONB'.

Part of the quayside is also located within the Salcombe to Kingsbridge Estuary Site of Special Scientific Interest (SSSI).



Kingsbridge Town Square



Bus Station



Quayside Car Park



Cattle Market Car Park



Kingsbridge Harbourside & Promenade

2.2 Site Allocation History

Kingsbridge Quayside was originally adopted in 2011 and its allocation has since been retained as part of the 2017 Joint Local Plan submission. Both these policies are summarised below:

Site Allocations Development Plan Document (DPD)

The K2 site was allocated as part of the Kingsbridge Site Allocations Development Plan Document (DPD) which was adopted in February 2011. The site allocation was documented as providing;

Mixed use regeneration is proposed beyond 2016, to incorporate commercial, residential and community uses and include;

- About 1 hectare of employment land, offices and workshops;
- About 100 dwellings;
- Enhanced public realm including access to and focus on the Estuary;
- Retention of existing levels of car parking; and
- Cycle and footpath provision including enhanced access to the town centre.



South Devon Joint Local Plan 2014-2034

This DPD proposals have subsequently been developed further and incorporated within Policy TTV13 of the JLP:

Policy TTV13: The Quayside

Land at The Quayside is allocated for mixed-use re-development, including employment, commercial, residential and community uses. Provision is made for in the order of 100 new homes and 200 sqm. of employment floorspace (Use Classes B1). Development should provide for the following:

1. Delivery in accordance with a masterplan for the site that should be prepared and consulted upon in advance of the consideration of any planning application.
2. A high quality design which provides for enhanced public realm and better connectivity for pedestrians and cyclists to the town centre and estuary.
3. Retention of appropriate levels of public car parking which is sensitively incorporated into the design of new development ensuring that car parking does not dominate the street scene.
4. Appropriate flood risk mitigation measures.
5. A site wide Sustainable Drainage Strategy to ensure that drainage requirements can be met on site and are designed to deliver landscape, biodiversity and amenity benefits.



3.0 Baseline Appraisal

To establish the necessary understanding of existing site issues a baseline scoping exercise was carried out, which was informed by a number of specialist consultants' reports comprising;

- Highways & Access Assessment
- Car Park Capacity Assessment
- Ecological Survey
- Flooding and Drainage Assessment
- Historic Environment Assessment
- Ground Conditions and Land Contamination Assessment
- Existing Services and Utilities
- Legal Covenants and Occupational Leases and Licences
- Landscape and Visual Appraisal
- Property Market Review

A summary of the site constraints is illustrated on the adjacent diagram.

A summary of the key opportunities and constraints is presented within Section 3.1 with further supporting information within Section 3.2 to 3.11 respectively.



3.1 Opportunities and Constraints

Key constraints and opportunities have been developed through desktop studies, on site observations and the consultation process.

A summary of the key constraints and opportunities are discussed below by location:



Areas:

- | | |
|---|--|
| 1. Quay Wall | 6. Carling Court |
| 2. Ropewalk (adjacent to Kingsbridge College) | 7. Quay Car Park |
| 3. Kingsbridge Leisure Centre | 8. Slipway |
| 4. Ropewalk Car Park (Cattle Market) | 9. Market Square |
| 5. Ropewalk Resource Centre | 10. Head of the Quay / Public WC's |
| | 11. Existing Residences (Private) |
| | 12. Area Outside South Hams District Council Ownership |

1. Quay Wall

Key Constraints

- Salcombe to Kingsbridge Estuary Site of Special Scientific Interest (SSSI)
- Salcombe to Kingsbridge Local Nature Reserve (LNR).
- South Devon Area of Outstanding Natural Beauty (AONB)
- Kingsbridge Conservation Area.
- Quay Wall in varying condition and subject to further investigation.
- Development mustn't interfere with navigation on the estuary

Key Opportunities

- Waterfront provides opportunity as part of delivery of K2 mixed use masterplan;

2. Ropewalk (adjacent to Kingsbridge College)

Key Constraints

- Challenging topography & access.
- Existing covenant restricting access from Kingsway & limiting development to 30 no. dwellings.
- Potential ecological constraints. (Reptile, badger, commuting/ foraging bat and breeding bird habitat. Further surveys recommended to inform development)
- Existing 11KV underground electricity cable running through the top of the bank of site 2 above Ropewalk.
- Light spill from All-weather pitch adjacent to the site.

Key Opportunities

- Potential site for open market or affordable housing, or;
- Potential site for expansion of Kingsbridge College (pending further discussions)

3.0 Baseline Appraisal

3. Kingsbridge Leisure Centre

Key Constraints

- Existing mature woodland presents tree constraints. Further arboricultural survey required.
- Woodland and trees may support roosting & commuting/ foraging bats. Further surveys required.
- Existing Public Footpath runs through sports centre grounds and connects with Quay.
- Ongoing access requirement to leisure centre
- The Leisure Centre forms part of a 25 year lease which was signed with Fusion in 2016 following completion South Hams strategic leisure review.

Key Opportunities

- Potential to link to or enhance existing leisure centre
- Potential to improve connectivity with any new development on the quay.

4. Ropewalk Car Park (Cattle Market)

Key Constraints

- Existing mature trees present constraint. Further arboricultural survey required.
- Trees may support roosting & commuting/ foraging bats. Further surveys required.
- Existing covenant restricts development within the car park

Key Opportunities

- Car Park is currently underutilised and has capacity to accommodate additional parking.
- Potential to improve layout of car park to increase capacity.
- Potential to improve pedestrian connection between the car park and quay area.

5. Ropewalk Resource Centre

Key Constraints

- Existing Ropewalk Centre requires demolition.
- Existing access to Carling Court needs to be maintained.

Key Opportunities

- Potential site for affordable housing
- Existing trees identified as being of poor quality
- Centre purchased by South Hams District Council from Devon County Council in 2016.

6. Carling Court

Key Constraints

- Site area owned by third party and run as sheltered accommodation.

Key Opportunities

- Limited opportunity to redevelop and land subject to 99 year lease which runs until 2081.

7. Quay Car Park

Key Constraints

- Quay Car Park has a high utilisation rate and brings in significant annual revenue to the council.
- Flood Zone 3 restricts residential development on ground floor and requires the need for escape routes.
- Existing mature trees within car park area and along quay edge (Tree Trail) present tree constraints. An arboricultural tree survey has been carried out to grade every tree in terms of species and condition.
- Proximity to water's edge could result in direct/ impacts to the intertidal habitats (SSSI & LNR) and quay wall, as well as disturbance impacts to species using the waterbody. Further intertidal surveys, sediment sampling and surveys for otter and wintering/ passage birds may be required. Mature trees provide habitat for roosting and commuting/ foraging bats.

- A ground investigation survey has highlighted that any buildings will require piled foundations.
- Possible ground contamination. Requires further investigation prior to development.
- Fair week uses a significant part of the car park area on an annual basis (but potential to locate some uses off site – e.g. accommodation).
- Existing skate park provision (however underutilised)
- Existing covenant to ensure that navigation remains unaffected by any quayside development.
- Existing Public Right of Way (PRoW) runs along the western edge of the Quay Car Park linking the Leisure Centre with the bottom of Tumbly Hill.

Key Opportunities

- Potential for mixed use redevelopment delivering quayside residential properties and commercial units. Potential for proximity to waterfront to maximise development value.
- Existing waterfront is poorly utilised - potential to improve the quayside public realm and maximise value of waterfront.
- Potential to reallocate some parking to alternative town centre car parks

8. Slipway

Key Constraints

- Slipway in poor condition and not suitable to cater for all types of boat launching.
- Existing mature trees adjacent present tree constraints.
- Proximity to quay could result in direct / impacts to the intertidal habitats (SSSI & LNR) and quay wall, as well as disturbance impacts to species using the waterbody. Further intertidal surveys, sediment sampling and surveys for otter & wintering /passage birds may be required;

Key Opportunities

- Potential to improve slipway through width reduction and steepening.

9. Market Square

Key Constraints

- Existing mature trees within Town Square present tree constraints and obscure existing CCTV. Further arboricultural assessment required.
- Flood Zone 3 (fluvial) restricts development opportunities.
- Existing gas main and mains sewer runs underground through the Town Square.
- Mature trees provide habitat for roosting and commuting/foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting).
- Existing bus station and taxi rank to be retained & enhanced.
- Existing Tourist Information building.
- Access into Quay Court to be maintained.
- Existing presence of the A379 and dedicated Highways land in north-east corner of the Town Square.

Key Opportunities

- Potential to improve pedestrian connection between the Quay, Town Square and Fore St.
- Potential to improve the bus station and bus shelter provision (3 No. bus bays).
- Potential to relocate the taxi rank.
- Selective tree removal.
- Public realm improvements to Town Square.
- Provision of additional development (café kiosk) to support the use of the Town Square.

10. Head of the Quay / Public WC's

Key Constraints

- Slipway in poor condition and not suitable to cater for all types of boat launching.
- Existing mature trees adjacent present tree constraints. Further arboricultural assessment required.
- Proximity to quay could result in direct/impacts to the intertidal habitats (SSSI & LNR) and quay wall, as well as disturbance impacts to species using the waterbody. Further intertidal surveys, sediment sampling and surveys for otter & wintering/ passage birds may be required;

Key Opportunities

- Potential to improve the slipway. This may include reducing the slipway width allowing additional quayside development;
- Relocation of toilets.

11. Existing Residences (Private)

Key Constraints

- Existing residential development under private ownership.
- Consideration of existing residents' views across the quay.

Key Opportunities

- No opportunity to redevelop at present.

12. Area Outside South Hams District Council Ownership

Key Constraints

- Area outside of South Hams District Council ownership.
- Existing planning application for 6 No. Residential apartments.
- Existing mature trees present tree constraints.
- Adjacent mature woodland provides habitat for roosting and commuting/ foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting).

Key Opportunities

- Potential for inclusion within the emerging masterplan.

3.0 Baseline Appraisal

3.2 Access, Highways and Parking

An assessment of the Highways issues has been undertaken by Vectos and included preliminary discussions with Devon County Highways in November 2016.

The site is located to the south of Fore Street and includes the following strategic transport infrastructure:

- Bus Station
- A taxi rank (located within bus station area)
- Approximately 361 spaces located within the Quay and Cattle Market car parks
- Access to two slipways

The key constraints and opportunities established are summarised as:

- There is an opportunity to rationalise the bus station, subject to bus service analysis. Initial discussions suggest that a provision of 3No. Bus laybys is required.
- The taxi rank will need to be relocated within the redevelopment proposals and will need to provide a minimum of 5No. taxi spaces.
- An Improved pedestrian link between the site and Fore Street is supported by Devon County Council subject to further analysis being undertaken, and may take the form of a zebra crossing.
- Existing access points to the slipways and Quay Court will need to be maintained.

- The A379 will still need to provide its existing transport function for the town. Shared space principles at the A379 Bridge St roundabout are not currently supported however, improvements to this area have support.
- Ropewalk is not suitable for additional HGV traffic, but is suitable for additional residential and office type development that doesn't generate significant HGV movements.
- The existing public footpath to the west of the Quayside will need to be maintained in its current location. Diverting the footpath may be costly and time consuming.
- Devon County Council are in support of development on land adjacent to Kingsway Park with remote allocated parking in the Cattle Market and a refuse collection point level with Ropewalk.
- Devon County Council have raised safety concerns about the mixing of delivery vehicles, refuse collection vehicles and residential traffic routing via the Quay car park. It was agreed that this area of car parking would need to be reconfigured to provide better separation between these vehicles.

- Any reopening of Tumbly Hill would only be supported if it was a two way road, with a pedestrian footway provided to cater for the increase in pedestrian movements from the Cattle Market Car Park. This would require the widening of Tumbly Hill and improvement works to comply with gradients and widths set out in the Devon Design Guide.

3.3 Car Park Capacity Assessment

An assessment of car park capacity has been carried out by Vectos to establish existing utilisation and capacity within the wider town centre area.

The study analysed the following car parks:

- Cattle Market,
- Quay,
- Fore Street,
- Duncombe Park,
- and Lower Union Road.

The plan and diagram on the following page summarise the maximum utilisation periods, and potential impact of development on the quayside.

The key findings relating to each car park assessed can be summarised as;

- **Cattle Market Car Park** - The average maximum utilisation throughout each month does not exceed 41%. The maximum recorded utilisation at 92% utilisation. Permit Holder data provided by the South Hams parking manager has been assumed to have a negligible impact on the car parking provision.

- **Quay Car Park** - The average maximum utilisation throughout each month peaks at 88% in August 2014. The highest recorded utilisation was recorded on Tuesday 12th August 2014, at 114%.
- **Fore Street Car Park** - Has a high utilisation rate, regularly exceeding 100% utilisation. The maximum recorded utilisation was in July and August 2015, at a utilisation of 121%. The average maximum utilisation throughout the months peaks at 73%
- **Duncombe Park Car Park** - The maximum recorded utilisation of Duncombe Park car park does not exceed 50%. The average maximum utilisation peaks at 22% in August 2014. However, South Hams District Council parking manager has indicated that, Duncombe Park car park is primarily used by permit holders, and is regularly at capacity.
- **Lower Union Road Car Park** - The maximum recorded utilisation for Lower Union Road car park was 61% on the 5th and 6th December 2016. The average maximum utilisation peaks at 21%. However, it should be noted that South Hams District Council parking manager has indicated that Lower Union Road car park is typically 90% utilised and is largely due to the large presence of permit holders.

Car parks in Kingsbridge have a range of utilisations, which peaks at 102%, and dips at 43%. The Fore street and Quay car parks both experience a high level of utilisation, presumably due to their location and attractiveness to patrons.

Overall, parking in Kingsbridge is has utilisation in excess of 85% in a few months of the year. This indicates that a loss of car parking would need to be managed through the provision of an active management system and or provision of additional parking.

There are instances where popular car parks experience over 100% utilisation, this is due to the methodology not accounting for those that do not stay for the duration of their parking ticket.

The level by which a management system would better manage the parking to maximise parking opportunities and the need for additional parking will need to be assessed against the preferred masterplan option. However, based on the spare capacity it is likely that additional parking capacity will be required, in addition to the parking requirement needed to serve the development.

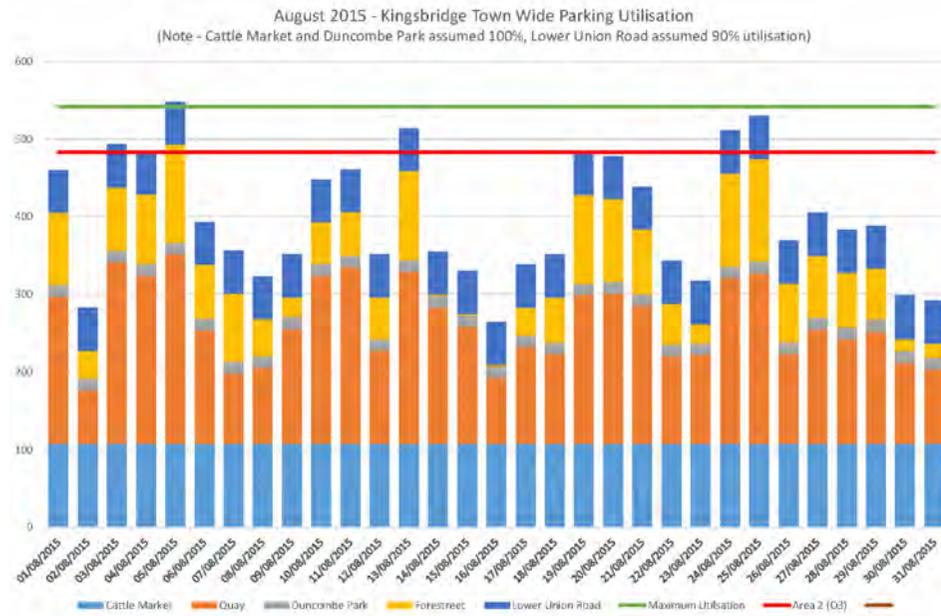


Fig. 1 - Kingsbridge Town Wide Utilisation - Vectos Transport Planning Specialists

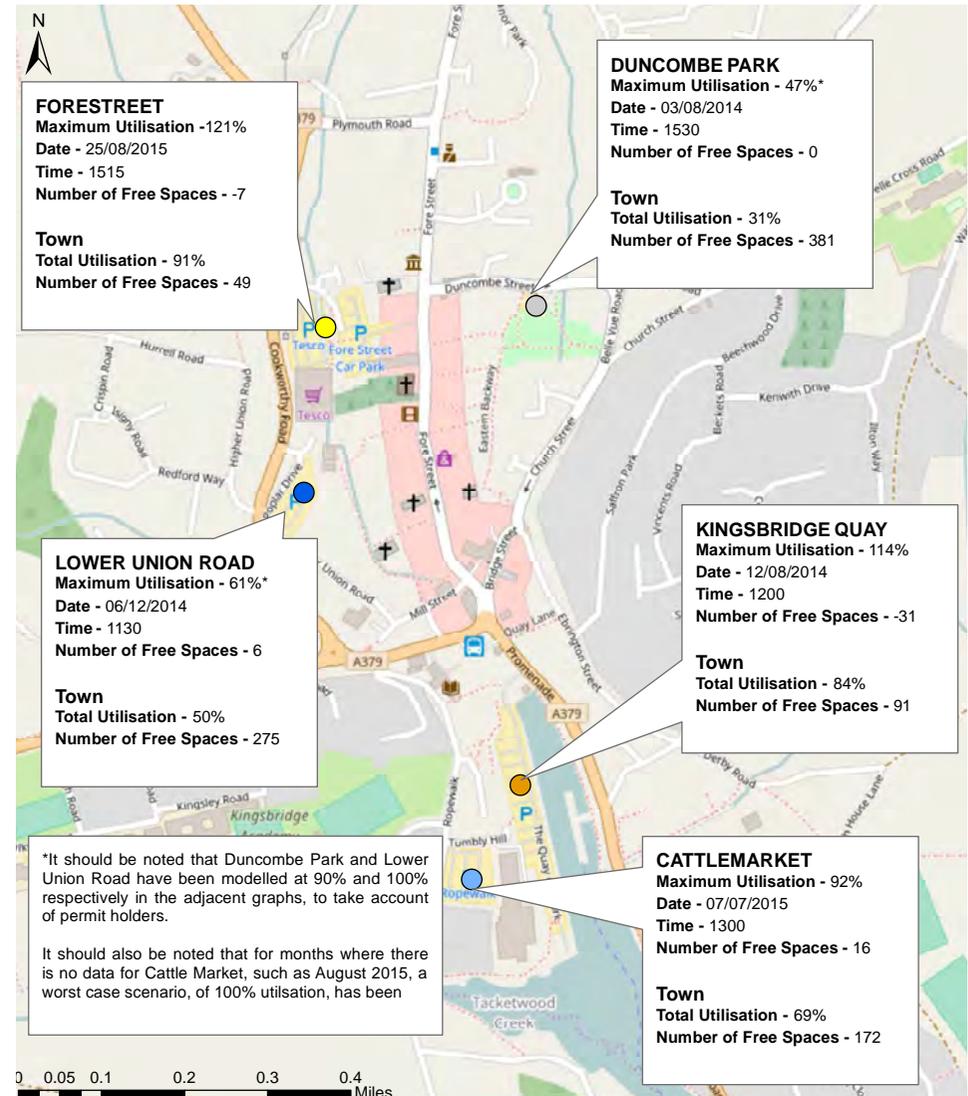


Fig. 2 - Kingsbridge Town Wide Utilisation - Vectos Transport Planning Specialists

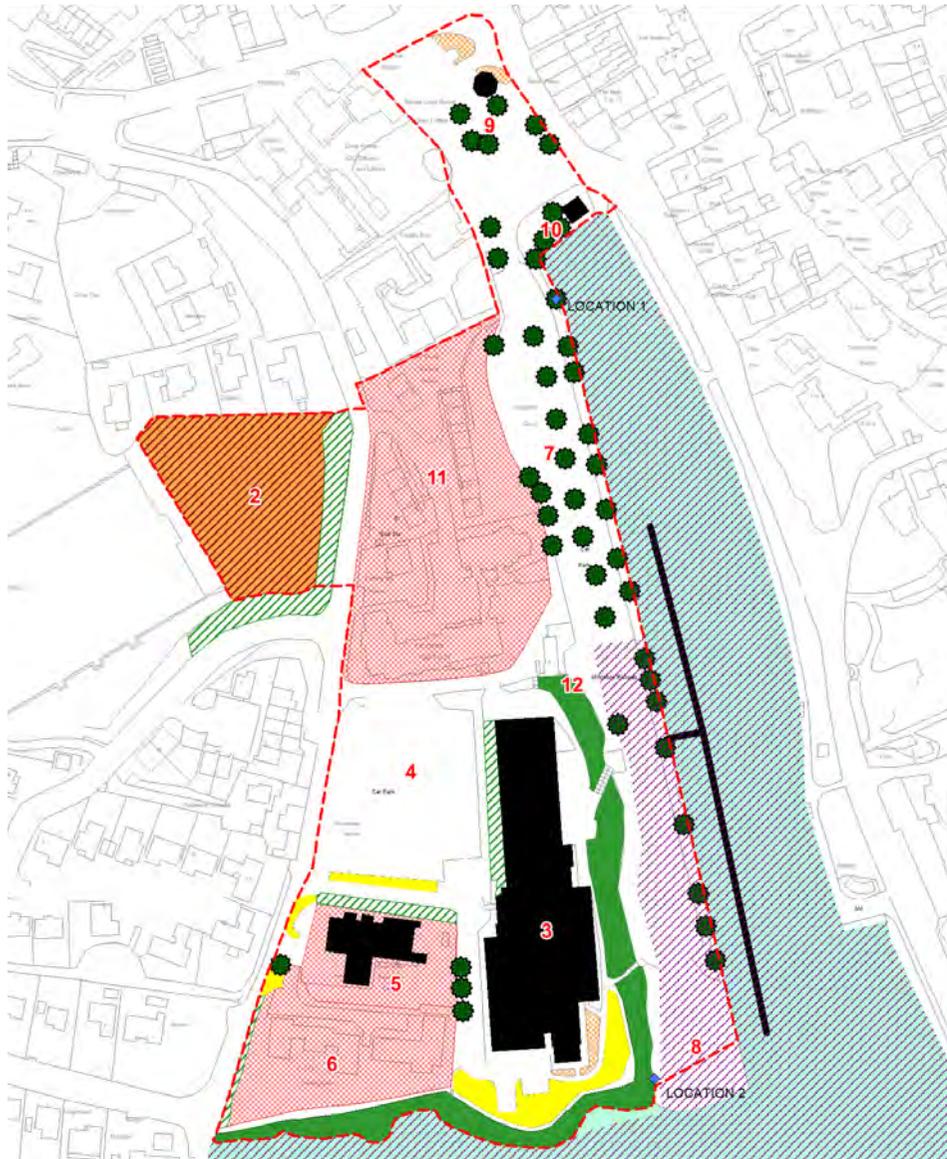
3.0 Baseline Appraisal

3.4 Ecology

A terrestrial walkover survey and a marine scoping exercise were undertaken on 21 July 2016 and 22 July 2016 respectively by Green Ecology. This was supplemented by a desk-based study, whereby biological data was obtained from the Devon Biodiversity Records Centre (DBRC). Scoping surveys for bats were undertaken in August and September which comprised two transects supplemented by two static automated bat detectors left in-situ for five nights per survey.

A summary of potential constraints (relating to the areas on the plan opposite) are as follows;

- **All Areas**
The site is adjacent to the Salcombe to the Kingsbridge Estuary Site of Special Scientific Interest (SSSI), Salcombe to Kingsbridge Local Nature Reserve (LNR). The site is 6.2km from Skerries Bank & Surrounds Marine Conservation Zone (MCZ) and Start Point to Plymouth Sounds & Eddystone Special Area of Conservation Inshore (SCI) and within 10km of several other statutory designated sites which are linked hydrologically to the site and will require consideration. Also within South Devon AONB.
- **2 - Undeveloped land**
Potential reptile, badger, commuting / foraging bat and breeding bird habitat using rank grassland mosaic and surrounding scrub/trees. Further surveys recommended to inform development;
- **3 - Quayside leisure centre & indoor bowls club**
Mature woodland provides habitat for roosting and commuting/foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting). The woodland and water to south potentially important for rare bats commuting;
- **4 - Cattle market car park**
Northern boundary (scrub and trees) may form bat commuting/foraging route. Further survey recommended if this habitat to be affected.
- **5 - DCC Ropewalk Resource Centre**
Full access not possible at time of survey. Building assessment for bats required if building to be demolished/ altered. Reptile survey within terrestrial habitat also recommended.
- **6 - Carling Court**
Full access not possible at time of survey. Building assessment for bats required if building to be demolished/ altered. Reptile survey within terrestrial habitat also recommended.
- **7 - Quay car park**
Proximity to quay could result in direct/ impacts to the intertidal habitats and quay wall, as well as disturbance impacts to species using the waterbody – further intertidal surveys, sediment sampling and surveys for otter and wintering/passage birds may be required. Mature trees provide habitat for roosting and commuting/ foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting);
- **8 - Slipway**
Proximity to quay could result in direct/ impacts to the intertidal habitats and quay wall, as well as disturbance impacts to species using the waterbody – further intertidal surveys, sediment sampling and surveys for otter and wintering/passage birds may be required;
- **9 - Market Square & bus station**
Mature trees provide habitat for roosting and commuting/foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting).
- **10 - Public toilets and open space**
Proximity to quay could result in direct/ impacts to the intertidal habitats and quay wall, as well as disturbance impacts to species using the waterbody – further intertidal surveys, sediment sampling and surveys for otter and wintering/passage birds may be required. Mature trees provide habitat for roosting and commuting/ foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting). Building assessment for bats required if building to be demolished/ altered;
- **11 - Privately owned residential**
Not accessed, understood to be retained;
- **12 - Outside SHDC ownership**
Mature woodland provides habitat for roosting and commuting/foraging bats. Further survey recommended if trees are to be affected in any way (including increased lighting).



Further survey work is recommended and would be required prior to the submission of a planning application. A schedule of this additional work includes;

TASK	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July
Intertidal Survey (conduct at Mean Low Water Spring tide anytime between spring and autumn)												
Roosting bats (buildings) - daytime building inspection (can be undertaken any time of year)												
Roosting bats (trees) - potential roost feature (PRF) assessment (best to undertake in winter months)												
Commuting / foraging bats - (2 transects walked per month April - October & 2 statics per visit, for 5 nights)	Completed											
Winter / passage birds (September - May)												
Badger Survey (within Area 2)												
Other Survey (can be undertaken any time of year)												
Reptiles (8 visits, optimal period April - May & September)												

Additional survey work relating to bats and reptiles was undertaken during Summer 2017 and will be used to inform the development of the next stage of the project.

Map Legend

- Site boundary
- Area number
- Broadleaved woodland
- Scrub and trees
- Amenity grassland
- Semi-improved grassland - tall ruderal mosaic
- Ornamental/introduced shrub
- Building
- Scattered tree
- Not surveyed
- Intertidal mud
- Approximate extent of Salcombe to Kingsbridge Estuary SSSI/ LNR
- Pontoon
- Location of automated detector during bat scoping surveys

3.0 Baseline Appraisal

3.5 Flooding and Drainage

An assessment of flooding and drainage has been carried out by Vectos. The following section offers a summary of their findings. An assessment of flooding and drainage has been carried out by Vectos.

The site is located adjacent to the Kingsbridge Estuary. The estuary possesses a very rich and diverse intertidal and subtidal flora and invertebrate fauna, with certain communities being outstanding examples of their type in the North-east Atlantic. The estuary is classified as a Site of Special Scientific Interest (SSSI) and is therefore regarded as a sensitivity receptor.

There are two Main Rivers that converge in a culverted section of watercourse in close proximity to the Bus Station. The culverted section then discharges through the northern quay wall into the Kingsbridge Estuary that is adjacent to the site.

According to the EA Flood Map for Planning, the site is partially located in Flood Zone 3 (i.e. High Risk; land assessed as having a 1 in 100 or greater probability of river flooding (>1%), or a 1 in 200 or greater probability of flooding from the sea (>0.5%) in any year).

There are also small parts of the site located in Flood Zone 2 (i.e. Medium Risk; land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%), or between a 1 in 200 and 1 in 1,000 probability of sea flooding (0.5% – 0.1%) in any year).

However, the majority of the site is located in Flood Zone 1 (i.e. Low Risk; land assessed as having less than a 1 in 1,000 probability of river or sea flooding (<0.1%) in any year).

The Flood Zone 3 and Flood Zone 2 parts of the site are the more low lying areas, adjacent to the estuary. However, the flood zone status of the site is attributed to flooding from both fluvial and tidal sources.

Large parts of the site are located in Flood Zone 1 and in accordance with the NPPF are appropriate for redevelopment with limited flood or drainage constraints.

However, the lower lying parts of the site (Public Toilets + open space, Market Square + Bus Station, Slipway and Quay Car Park) are shown to be susceptible to a variety of flood sources.

As required by the NPPF, in order for the site to be allocated, the Sequential Test must first be successfully applied. The Exception Test may also need to be applied for certain components of the proposed redevelopment.

There are various flood mitigation and management solutions available and that could be used on the site to improve redevelopment opportunities, which should be discussed with the EA.

Provision will need to be made available across the entire site for SuDS, which will concentrate on measures to improve water quality prior to release into the Kingsbridge Estuary, which is designated a SSSI.

Next Steps

The next steps in terms of flood risk are:

- Investigate potential flood defence improvement works.
- To ensure opportunities are aligned with the findings of the South West Water hydraulic modelling project, currently taking place, and incorporated into any Market Square and Bus Station improvements.
- To discuss and agree a flood management strategy for the site with the EA
- Foul water capacities should be confirmed with SWW

3.6 Historic Environment

A historic environment assessment has been prepared by AC archaeology between August and October 2016.

This assessment has identified a total of 113 heritage assets within the 500m study area surrounding the application area. 60 of these are Grade II Listed Buildings, situated to the north and east of the application area.

There are an additional 53 non-designated heritage assets within the study area, of which five are located within the application area. These relate to the sites of former quays and a former cattle market, as well as remains associated with a lime kiln. Many of the other assets within the study area relate to medieval and later settlement as well as local industry and maritime activity.

The potential for the presence and/or survival of below-ground deposits is largely unknown. It is considered possible that remains associated with the former quays and cattle market may be present within the application area, as well as a more general potential for palaeoenvironmental evidence and remains of medieval and post-medieval date.

Cartographic evidence has shown that the majority of the land within the application area has been subject to development since the Tithe Map of 1841. In particular, the layout of buildings within the centre of the application area has changed on numerous occasions.

The extent to which the building foundations and hardstanding surfaces across much of the application area will have impacted upon any buried archaeological remains cannot be established at this stage.

A review of cartographic evidence has established that historic earth banks forming part of the western boundary of the application area would be considered to be important under the 1997 Hedgerow Regulations and will require grant of consent by the local planning authority prior to their breaching or removal.

Development of this area may have an impact upon the setting of the nearby Kingsbridge Conservation Area. The level of impact needs to be mitigated by the scheme design and layout and informed by discussions with the South Hams District Council Conservation Officer.

3.7 Ground Conditions and Land Contamination

A Phase 1 desk study has been carried out by Wardell Armstrong to investigate the existing ground conditions found on site.

The desk study report identifies the likely constraints to the proposed future development. This allows preliminary assessment of potential ground stability and engineering constraints as well as the contaminative status of the site.

Against the background of the desk study research, a summary of the potential development constraints has been detailed. These constraints will need to be considered prior to development of the land at the Kingsbridge K2 subject site for mixed-use development and any associated construction works:

- Contamination associated with historical land use;
- Made Ground and potential presence of infilled land;
- The presence of Alluvium superficial deposits near to the surface across the site with the potential for weak and variable strength characteristics;
- The presence of a SSSI - Salcombe to Kingsbridge Estuary (on site - towards the east); and
- Flooding vulnerability towards the north of the site.

Site Topography & Access Restrictions

The site topography has been assessed with regards to a geotechnical review indicating the site is likely to require re-grading and possible retaining walls to accommodate potential changes in site levels in certain areas of the site. The various access routes should be evaluated with regards to any future works, i.e. large plant.

Foundations

Based on a preliminary review of the background research, it appears that the near surface materials may comprise variable and unsorted fluvial sediment. The underlying bedrock generally appears to be the Meadfoot Group Formation which is typically characterised by dark shales and siltstones.

Further geotechnical assessment would have to be made to fully evaluate the foundation requirements of any proposed development. Mature trees and hedges are present at various sections of the site and depending on the results of any geotechnical laboratory testing; there may be a requirement to deepen foundations locally to account for the potential influence of vegetation induced heave / shrinkage.

3.0 Baseline Appraisal

Contamination

The earliest available mapping of the area is dated 1884 and indicates the site to be predominantly open fields with the exception of a 'smithy' located onsite. The few developments that have appeared onsite are predominantly residential or leisure in nature with associated infrastructure such as car parks and a slipway. Industrial buildings that have been located onsite comprise saw mills, cattle markets and a textile factory and have largely been situated towards the west/south-west of the site.

It is therefore anticipated that much of the site area will comprise Made Ground with the potential for considerable hotspots of contamination. Possible contaminants potentially associated with the site and adjacent land use include but are not limited to the following:

- Heavy metals;
- Polyaromatic Hydrocarbons (PAHs);
- Hydrocarbons;
- Solvents;
- Creosotes;
- Nitrates;
- Phenols;
- Sulphates;
- Polychlorinated Biphenyls (PCBs); and
- Asbestos from building/structures and infilled land (on site and adjacent areas).

Proposed Intrusive Investigation Works

Prior to redevelopment of the site, it is recommended that site investigations, laboratory testing and assessments be undertaken to provide the necessary information to further assess the development potential of the site.

It is considered that intrusive investigation works should include:

- A series of trial pits and boreholes across the proposed development area to investigate the geotechnical characteristics of the shallow ground conditions.
 - In-situ geotechnical tests completed to obtain geotechnical data in relation to foundation design.
 - Retention of representative samples of the near surface soils for laboratory geotechnical testing to provide valuable data for foundation and infrastructure design. Testing is likely to include grading and plasticity index testing as a minimum to confirm the potential influence of the surrounding trees.
 - The installation of gas and groundwater monitoring standpipes to facilitate long-term monitoring of the site.
- Chemical contamination testing of selected near surface soils for a standard suite of determinants based on the historical usage of the site as agricultural land.
 - Soakaway testing to inform drainage design strategies for the site.
 - Trial pits and/or California bearing ratio (CBR) testing along the proposed highway corridor to validate highway design.

A geotechnical assessment should be undertaken to:

- Determine the type, strength and bearing characteristics of the shallow superficial and underlying solid geology;
- Determine the extent of superficial deposits;
- Provide recommendations for a suitable and economic foundation/floor slab solution for the development; and
- Provide recommendations with regard to any other geo-technical aspects pertaining to the development.

3.8 Services and Utilities

An overview of existing services and utilities has been provided by South Hams District Council. Those which may form a constraint to emerging proposals are as follows;

- Existing low pressure main running through the centre of the Town Square (Wales and West Utilities)
- Existing low pressure main running part way down Tumbly Hill (Wales and West Utilities)
- Existing South West Water sewers running through the Town Square
- Existing 11KV underground electricity cable running through the top of the bank of site 2 above Ropewalk.

Early engagement with service providers should be sought if built form or tree planting is proposed within close proximity to ensure correct easements are adhered to.

3.9 Legal Covenants and Occupational Leases & Licences

A high level title report was produced by SHDC in relation to Title DN520879. More detailed investigations should be carried out following identification of a preferred scheme however at this time the key findings include:



Title DN520879

The Core Landholdings:

- a. Area 3a (part of the Quay) is subject to covenant (HRH prince of Wales) not to develop within 25 feet of the edge of Quay and use this strip as public access with also access from the water
- b. Ropewalk Car Park has a restriction that "limits the use of the land to that of a Market Place for the town of Kingsbridge unless the beneficiary of the covenant consents in writing to a change of use". . . .
- c. A small area adjacent to the former resource centre has a designated industrial use.
- d. Land Parcel 10 (small area at top of the Quay) has a development restriction
- e. A triangular area of land to the North East adjoining the highway junction is dedicated highway
- f. There are a number of more general restrictions relating to not interfering with navigation of the estuary
- g. Land to the West of Ropewalk restricts development to no more than 30 houses and requires access from Ropewalk (so as not to impede school traffic)
- h. Land to the east of the estuary - covenants relate mainly to navigation.

3.0 Baseline Appraisal

3.10 Landscape and Visual Appraisal

A Landscape and Visual Impact Assessment will be key to understanding the impact that any potential development on the quay could have to the surrounding environment.

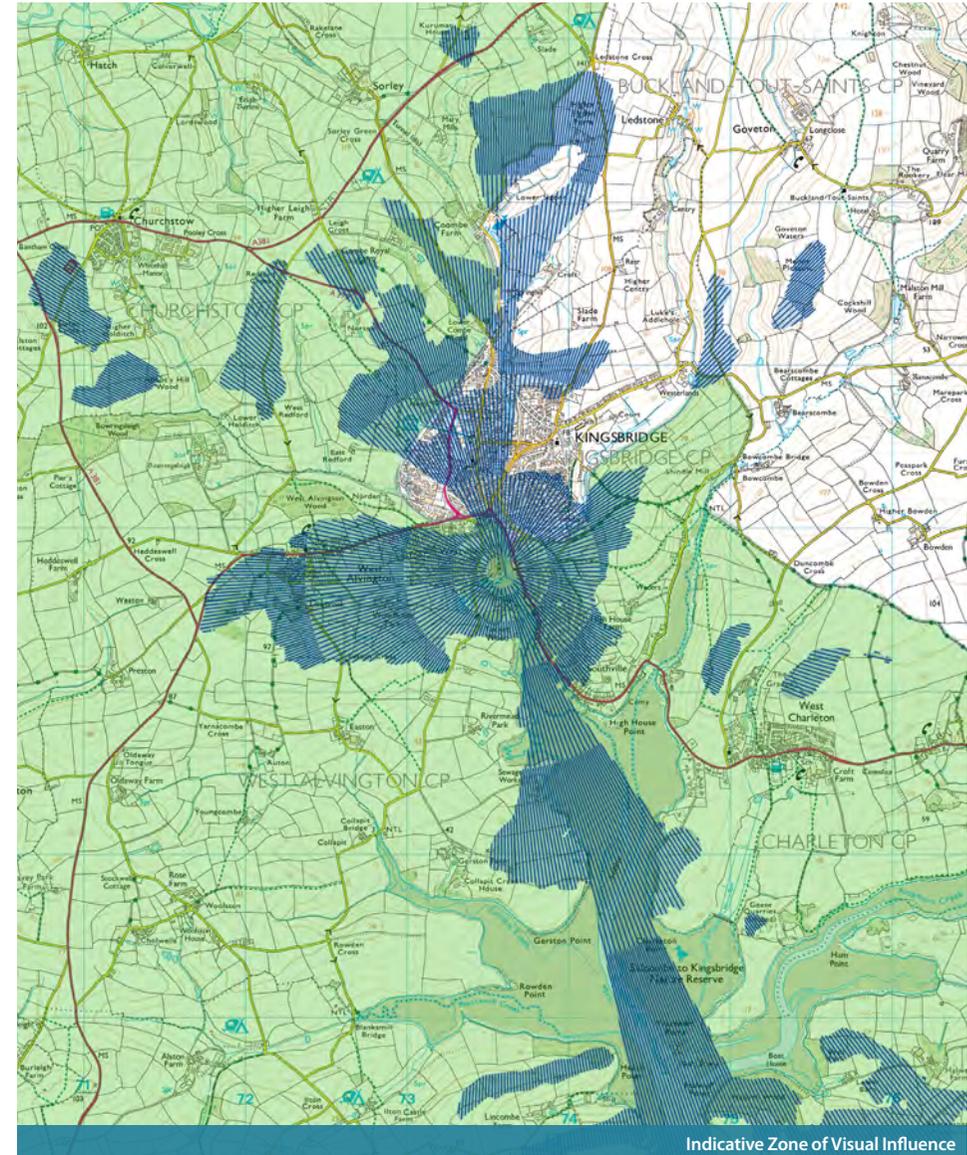
Work has undertaken to collate the necessary baseline data to better inform any future planning application. The initial appraisal was undertaken in accordance with the Landscape Institute's 'Guidance for Landscape and Visual Impact Assessment', but does not comprise a full Landscape and Visual Impact Assessment. The illustrative Zone of Theoretical Visibility (ZTV) is based upon the appraisal of a 24m and so represents a worst case visual impact. Lower building heights would result in a reduced visual envelope.

Views of the potential development on Kingsbridge Quay are tightly constrained by the local terrain. A 24m high development would be visible within the locality of the quay, from the west on rising ground towards West Alvington, from the countryside to the north, and south along the estuary. Site visits have confirmed that locations from outside the ZTV, within the South Devon Area of Outstanding Natural Beauty (AONB), have no visibility of the quay. In addition, there is limited visibility of the quay from areas within the ZTV to the north and west, due in part to the lack of public access, together with hedgebanks, woodland and existing buildings which screen views of the quay and are not taken account of within the ZTV model. From the south, the town is viewed against a backdrop of rolling countryside, with the church spire forming a prominent local landmark.

Any development would be seen in the context of the existing built form of Kingsbridge from these southern vantage points.

Overall the proposed development is within the urban context of Kingsbridge and the initial analysis has shown that visibility from the surrounding countryside is very constrained. The most significant visual effect is likely to be in near views where there would be a change in the character of the quayside.

Good design will play a significant part in ensuring that any new development reads as part of the urban form and responds well to its context. In terms of design mitigation, the materials and fenestration of the proposed buildings will be carefully considered in order to alleviate any potential negative visual effects. This would include the design of lighting in order to minimise any negative visual impacts at night and in order that the development reads as part of the local urban form.



Indicative Zone of Visual Influence

3.0 Baseline Appraisal

3.11 Property Market Review

An assessment of the Kingsbridge property market has been undertaken by Montagu Evans to inform the appraisal of the masterplan options.

Emphasis has been put on the provision of both private and affordable housing with some low level consideration of commercial opportunities.

The key findings of this assessment are summarised below and the assumptions would be subject to further local market testing once a preferred scheme has been identified.

In summary;

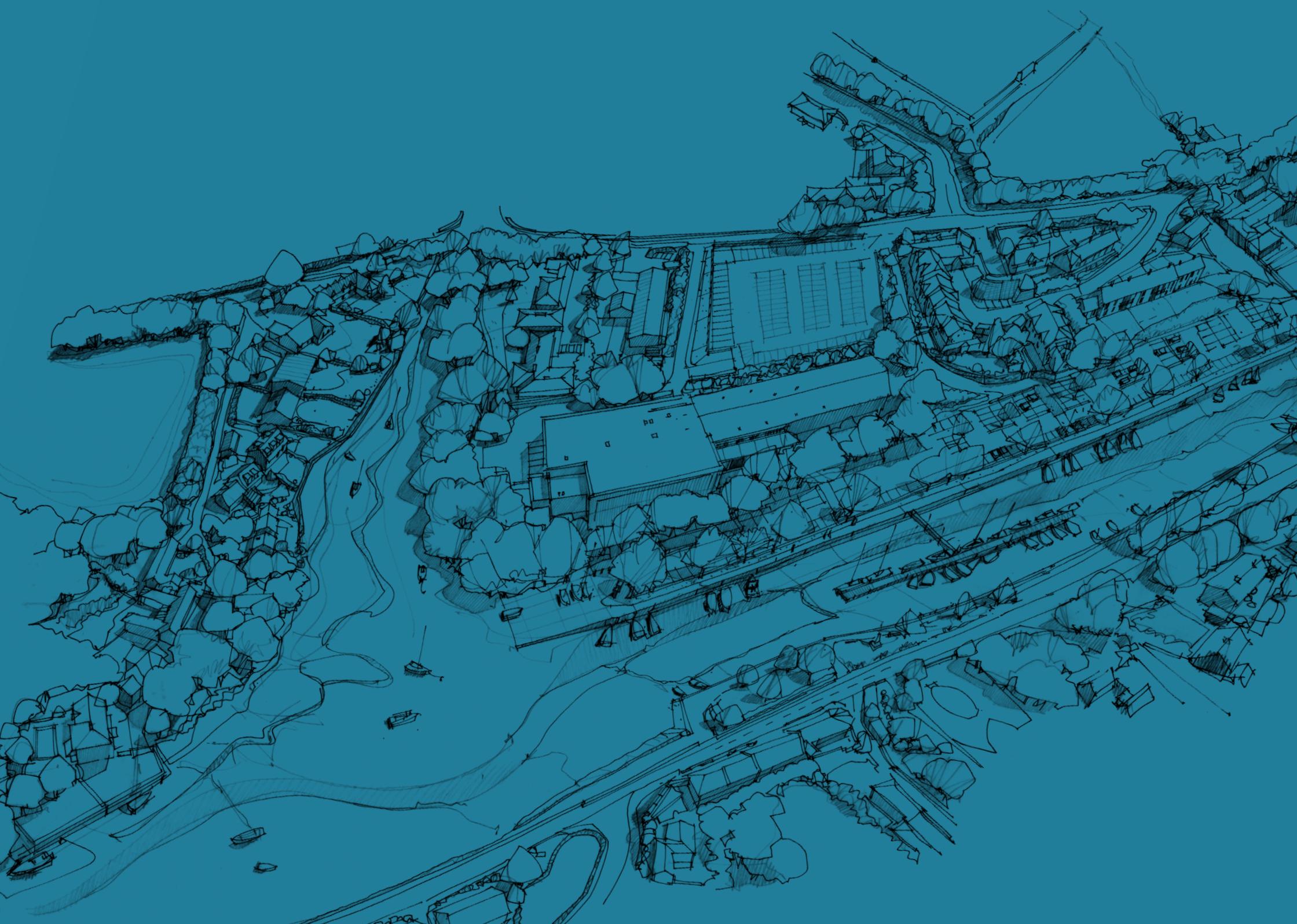
- Based on the data collected, there is an opinion that the private residential market in Kingsbridge, would be capable of achieving values between £450- £500 per sq ft for sites located along the estuary. Housing which is set back further inland, will achieve slightly lower values. Albeit, units with significant elevations will be able to benefit from good views across the estuary, enabling higher prices to be maintained, perhaps in the region of £375-£425 per sq ft.

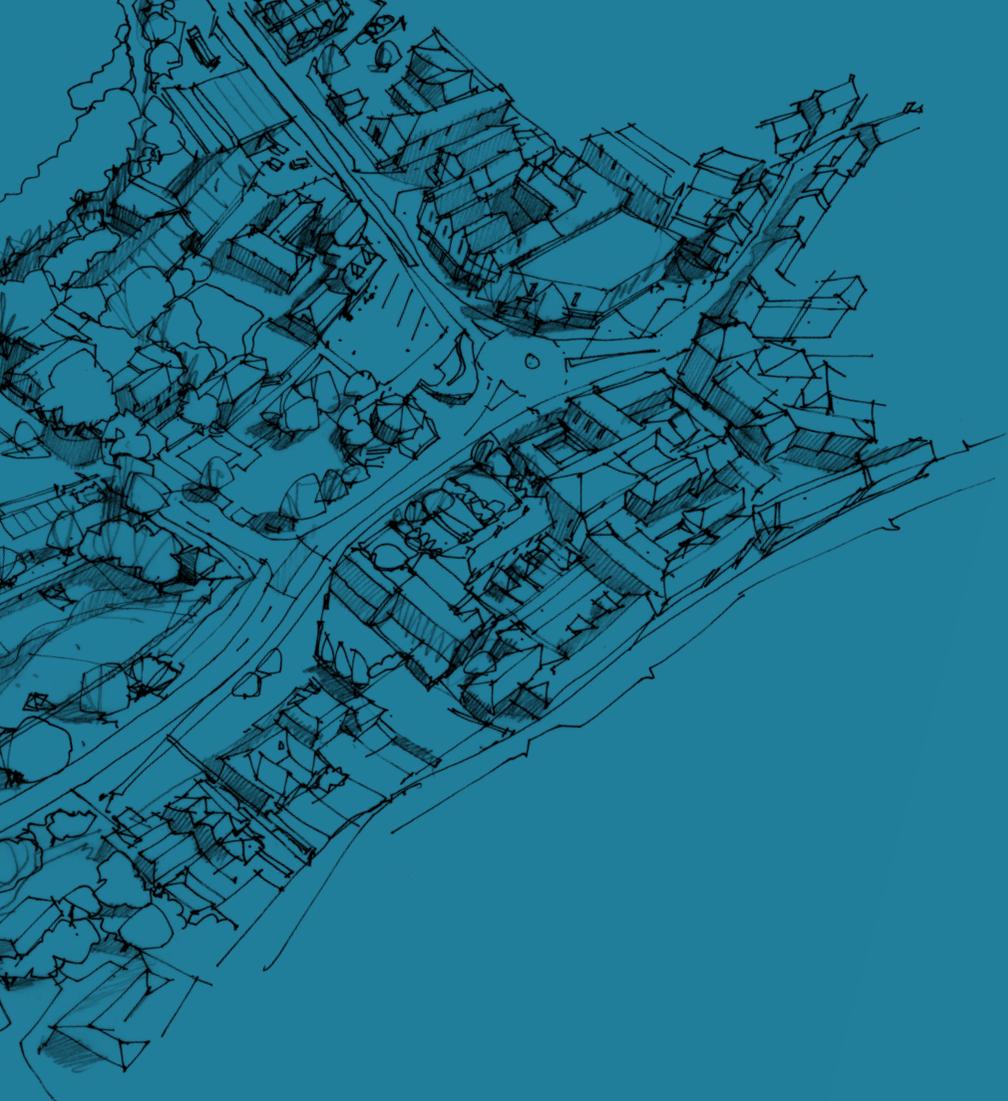
- A key aspiration of SHDC is for any masterplan to deliver 40% affordable housing with an approximate 50:50 tenure split of affordable rent and intermediate housing. Having spoken to the Affordable Housing team at Montagu Evans, we are of the opinion that following values could be achieved;
 - Affordable Rented Units: £180 per sq ft.
 - Intermediate Units: £260 per sq ft.
 - A blended average of £220 per sq ft could be applied to the affordable element of the scheme.
- The success of institutional scale Private Rented Sector in Kingsbridge is unclear, but that is not to say that a Local Authority developed scheme would not be an option. On the basis of a healthy local rental market, including holiday lettings, this could be a basis for the Council to consider investment
- The retirement sector has recently seen an increase in activity, primarily driven by the UK's ageing population. Retirement schemes tend to comprise around 40 – 60 units and are delivered to a modest density. They generally favour town centre locations which are closer to the readily available local services, such as shops and cafés.
- Retirement home operators can offer competitive bids for sites, and in some cases a premium above traditional residential developers, which could present a suitable option for Kingsbridge. We would expect new build sheltered housing schemes to be capable of achieving closer to c. £400-450 per sq ft. There is a stated requirement from McCarthy and Stone for the town. We have also spoken with Pegasus Life who have confirmed interest in the location.
- In terms of scale, the scheme would need to generate in the region of 50 units to be attractive to the assisted living market. It is possible given waterside location, a premium price would be achievable, which can be determined via soft market testing.
- A3 uses are likely to form part of the masterplan considerations given the high quality of the quayside location. Based on evidence collected, a rental value of £15 per sq ft should be adopted for appraisal purposes.
- Budget hotels feature in the occupier requirement list for Kingsbridge. An investment yield between 5%-5.5% should be used for appraisal purposes. Hotels bring a substantial parking requirement which would need consideration given the constrained K2 site.

- Small marine workshops could form part of the masterplan mix. On average, light industrial units within the South Hams District are attracting investment yields of 7.8% and £5-7 per sq ft may be achievable on new build marine workshops.

In summary, for appraisal purposes, we would propose to use the following values for each potential use which could form part of the masterplan mix:

Use	Assumption
Residential: Private Sales	£400-£500 per sq. ft. (subject to masterplan mix/sizing)
Residential: Affordable	£220 per sq. ft.
Retail	£15 per sq. ft.
A3	£15 per sq. ft.
Hotel	£4,500 - £5,000 per bed per annum, capitalised at 5-5.5%
Marine Workshops	£7 per sq. ft.





4.0 Initial Concept Design

*Setting out initial site opportunities and
concept design options*

4.0 Initial Concept Design

4.1 Vision & Objectives

Following initial workshops with Stakeholders and SHDC Officers the key regeneration aims for Kingsbridge Quayside were expanded as set out below:

Key Regeneration Aims

1. Support the local community by providing housing, employment, car parking, leisure facilities and improve the public realm
2. Promote positive regeneration of the town centre and encourage visitors to stop in the town
3. Improve traffic management and access between the town centre and Market Square/Quayside

Additional Objectives for Development

- Enhance the character of Kingsbridge and its attractiveness to visitors, supporting the economic viability of the town centre;
- Improve connectivity between the Quay and Fore Street;
- Introduce new leisure activities on the Quay and waterfront;
- Provide high quality, sustainable affordable housing to meet local community needs;
- Enhance town centre car parking management and bus/taxi facilities;
- Deliver infrastructure improvements; including quay wall repairs and improvements to the slipway.

4.2 Masterplan Concepts

Following the completion of the site appraisal process a number of concept options were developed, considering varying quantities and distribution of development and the potential for wider regeneration and enhancement opportunities.

From the initial stakeholder consultation process and client discussions it was clear that the priority for the masterplan options should be delivery of new homes over commercial or employment uses. It was concluded that the delivery of approximately 1Ha of employment land (as per 2011 DPD) would not be possible, and that the scheme should include commercial uses that would provide employment, support the economic viability of the town centre and generate activity on the quayside.

It was also acknowledged that parking provision was of key importance for the community, and that the maintenance of existing car parking numbers would be a challenge if substantial development occurred within the car parking areas without measures to improve parking efficiency and management.

The masterplan options have been subdivided into four separate project areas, reflecting the existing character and function of different parts of the site.

This approach has allowed for more effective assessment of the options, and consideration of phasing and delivery. The 4 areas are illustrated on the concept diagram below.



These areas are:

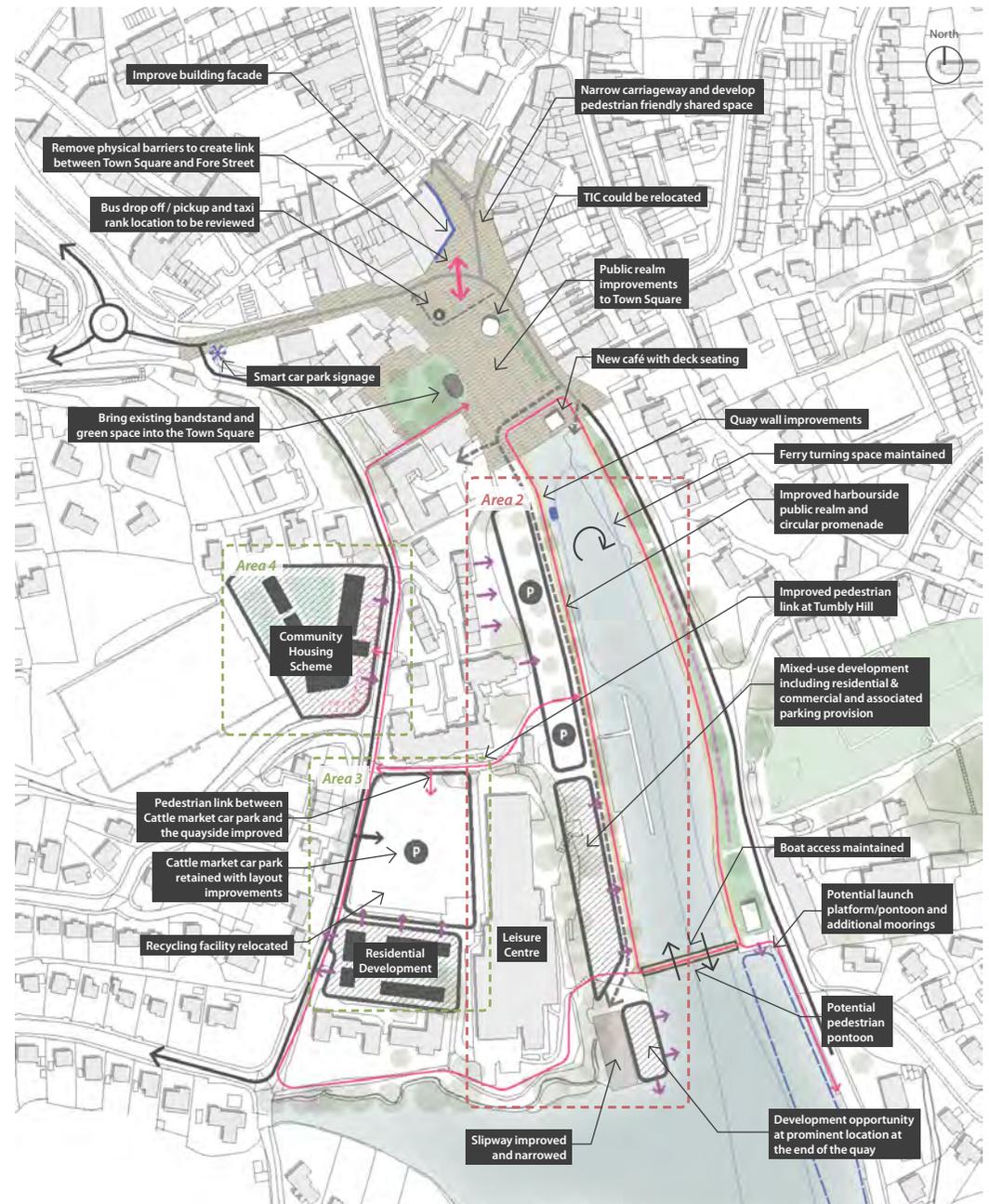
1. Market Square
2. Quayside Car Park
3. Rope Walk (Cattlemarket) Car Park
4. Area above Rope Walk, adjacent to Kingsbridge College

A concept plan, illustrating the general principles underpinning the masterplan, was produced following consultation with SHDC officers, key stakeholders and the public.

Further concepts were produced for Highways and public realm improvements to the town square and links to Fore Street, which were developed with and presented to Kingsbridge Town Council and at the public consultation.



Market Square/Fore Street -Illustration showing potential public realm improvements



Kingsbridge Concept Diagram

4.0 Initial Concept Design and Financial Appraisal

4.3 Concept Options Financial Appraisal

A number of Concept Options were prepared and tested to assess the potential scale of development along the Quay.

High level financial appraisals were undertaken to assess the viability of the proposals and inform the potential development of a preferred masterplan option. These options were costed by Quantity Surveyors, and a financial appraisal undertaken to enable consideration of the relative viability and deliverability of each option.

Variations in extent of quayside development footprint were investigated but discounted due to both the scale required and financial viability.

A summary of the concept masterplan (option 1), which was used as the basis of the initial financial appraisal is provided below.

Option 1

Option 1 provided moderate development on the Quayside, with development extending from the Slipway to the edge of the Gresham site, close to Tumbly Hill, including potential for apartments between 4-8 storeys.

This option provided up to 49 apartments on the Quayside (Area 2), with a further 18 affordable homes on the site of the Ropewalk Resource Centre (Area 3) and 22 affordable or community homes on the areas above Ropewalk (Area 4).

This option resulted in a net loss of 57 parking spaces. The car park utilisation assessment indicates that Kingsbridge would be able to accommodate this level of reduction for the majority of the year. At peak periods during August, as indicated in sections 3.2 and 3.3, parking numbers exceed the overall capacity within the town, but these figures don't allow for the additional capacity produced by people who purchase parking tickets and leave before they

expire. It is recommended that effective signage and parking management is used to maximise capacity and mitigate the loss of parking spaces in this option.

Area 1

- TIC retained
- Existing public toilets converted into café
- Bus station and taxi rank improved

Area 2

- 49 No. Apartments over 4 – 8 storey development with allocated ground floor garage parking and surface parking
- 575m² GIA Commercial
- Public realm, slipway and quay wall improvements
- Potential Pontoon footbridge crossing

Area 3

- 18 No. affordable dwellings with parking allocation

Area 4

- 22 No. dwellings as part of a community Housing scheme with parking allocation via permit in Cattle Market car park

Option 1 was considered to be the most suitable option to present at the public consultation, with amendment to consider alternative storey heights and minimising loss of parking and development of proposals for enhancement to the Market Square and links to Fore Street (following feedback from Kingsbridge Town Council)

A viability and options appraisal for Option 1 was undertaken and is considered in section 7 of this report.



Concept Masterplan - Option 1

5.0 Stakeholder and Community Engagement

A summary of the stakeholder and community engagement process with analysis of key feedback.

5.0 Stakeholder and Community Engagement

The scheme taken to public consultation balanced the priorities, previously listed, against that defined in the site allocation – it represented the possible, not necessarily the desirable.

The concept comprised of:

- Highways and public realm improvements around Market Square (referred to as Area 1)
- Approximately 50 new residential apartments with allocated parking at the Southern end of the Quay (referred to as Area 2)

Approximately 40 new affordable homes, including community housing scheme built in partnership with the local community (referred to as Area 3/4).

Images of the consultation material is provided on the following pages.



5.1 Stakeholder Consultation

An initial stakeholder workshop event was held on 14th September 2016 inviting key stakeholders input and comment upon key site constraints and opportunities for development options for the K2 development site.

Attendees comprised Local and District Councillors and representatives from;

- Kingsbridge Town Council,
- South Hams District Council,
- Salcombe Harbour Master
- Devon County Council,
- South Devon AONB,
- Natural England,
- Environment Agency, and
- South West Water.

The attendees were asked to sit in groups to focus on key topic areas: Place & Public Realm, Access & Parking, and Estuary, Flooding & Drainage. The discussion was then focussed initially on 'site issues & constraints' and then on 'Ideas and Opportunities'.

Key Issues and Opportunities raised included:

- Consideration of the identity of Kingsbridge and the importance of the town to attract tourists, as well as provide for the local community
- Potential for waterfront to become a key asset for the town – not the best place for a car park
- Need to consider wider benefits to the whole town
- Potential to enhance the Town Square and improve connectivity between Fore Street and the Town Square/Quayside
- Potential to improve the Quayside, including a potential promenade/circular walk
- Importance of the landscape context and views from/to the AONB
- Potential to enhance leisure and maritime activities and provide more activity on the water
- Flood issues
- Desire to retain car parking levels and improve legibility of signage to car parks to encourage use of other car parks. Importance of parking pricing to encourage use of other car parks.
- Importance of existing trees (although some of these block views to the estuary) and the SSSI/wildlife
- New development should reflect the character of Kingsbridge and enhance the evening economy.
- Use peripheral sites to provide housing, and focus other activities on the waterfront

5.2 Kingsbridge Town Council Consultation

A series of workshops and meetings were held with Kingsbridge Town Council's Working Group to ensure that the masterplan options reflected the needs of the town and considered local issues and priorities.

In addition to attendance at the stakeholder workshops, Kingsbridge Town Council were consulted on various occasions by SHDC and were participants of a design workshop which took place on 27th April to develop concept ideas and improvement principles for Market Square, town connectivity and highways.

Kingsbridge Town Council also held their own public open forum meeting on the 3rd July 2017 within the public consultation period to discuss potential development at the Quayside as proposed by the public consultation information.

Kingsbridge Town Council provided the following summary in response to the proposals detailed within the Kingsbridge Quayside public consultation;

- Kingsbridge Town Council do not support the development as it stands.
- Greater community engagement is required within Kingsbridge for the whole scheme. No further action should be contemplated beforehand. The rapid pace to progress is not understood nor beneficial.
- There should be no residential development within Areas 1 and 2 and no open market housing within the whole scheme.
- Areas 3 and 4 should be an independent project for affordable and community housing. This should be addressed as a priority given Kingsbridge's need. We formally ask that if this is not likely to happen then that land be given to Kingsbridge Town Council to allow us to develop truly affordable and community homes.
- The on-line questionnaire still presents leading questions, does not actually work in places and the deadline was too tight.
- SHDC should be aware of Pell Frischmann's Kingsbridge Catchment Study (anticipated completion September 2017) which will identify the town's flood risk.

5.0 Stakeholder and Community Engagement

5.3 South Hams District Council Councillors and Officer Workshops/Meetings

A number of workshops were held with SHDC Councillors and Officers to allow initial input into the emerging concept options. Officers included representatives from Landscape, Planning, Estates, Car Parking and the Harbourmaster.

5.4 Public Consultation

A public consultation event was held between the 1st -23rd July 2017; inviting members of the public to comment and provide feedback on development options for the Kingsbridge Quay development site. A manned exhibition was held in the Market Square on Saturday 1st July, and in the Library from 3rd to 7th July. In addition the exhibition was also held outside Tesco on Thursday 6th July and in the Leisure Centre on Thursday 20th July.

The exhibition consisted of presentation boards setting out the scheme background, masterplan process and emerging concept options. It invited feedback via a paper questionnaire or via an online survey hosted by South Hams District Council. Online responses were collected through Survey Monkey – an online survey provider, which has enabled clear analysis of responses.

Additional discussion and feedback on the proposals was obtained via social media feeds including Facebook and Twitter. An independently arranged Facebook survey of 116 people showed 96.5% supported development of the Quayside area in one form or another. Reference link - http://www.kingsbridge-today.co.uk/article_cfm?id=109858&headline=Development%20has%20potential%20to%20enhance%20town§ion=letters&searchyear=2017



Kingsbridge Quayside Welcome



Introduction

Over the last 12 months South Hams District Council have been reviewing the potential to develop and improve the Quayside area in Kingsbridge. We have identified three key regeneration aims:

- To support the local community by providing housing, employment, car parking, leisure facilities and improve the public realm.
- To promote positive regeneration of the town centre and encourage visitors to stay in the town.
- Improve traffic management and access between the town centre and estuary.

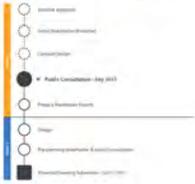
Why are we proposing to develop Kingsbridge Quay?

Kingsbridge Quayside is identified as having potential for development that will enhance the town's attractiveness to visitors and benefit the local community.

Policy TFC11 of the emerging Joint Local Plan (LUP) 2014-2034 identifies the potential for housing, shops and leisure facilities, car parking and public realm improvements within this area.

We are keen to work with the community to shape the development of any proposals and would like to invite local residents, businesses and visitors to Kingsbridge to help us shape the emerging plans.

www.southhams.gov.uk/kingsbridgequayside

The Evolving Masterplan

An opportunity to reshape the heart of the Town

The Site

The Quayside area is a key regeneration area for Kingsbridge. The masterplan aims to provide a mix of housing, employment, leisure facilities and public realm improvements.

1. Town Square & Bus Station (including leisure facilities)
2. Quayside Car Park & Leisure Centre
3. Castle Street Lip (with existing commercial units)



Factors Shaping Development

- Ecology**: The area contains a mix of habitats, including the Kingsbridge Estuary and the Kingsbridge Wetlands. Any development must take account of these areas and the need to protect them.
- Heritage and Archaeology**: The area contains a number of historic buildings and structures. Any development must take account of these and the need to preserve them.
- Quayside Infrastructure & Flooding**: The area is prone to flooding and has limited infrastructure. Any development must take account of these and the need to improve them.
- Ongoing Studies**: There are a number of ongoing studies, including the Kingsbridge Estuary Study and the Kingsbridge Wetlands Study. Any development must take account of these and the need to coordinate them.

Question 1: What are the options which we should consider in developing proposals for Kingsbridge Quay?

Area 1 Highways & Public Realm

An exciting opportunity to create a public space linking Fore Street and the Quayside

Parking, Highways & Circulation

The area contains a number of key roads and public spaces. Any development must take account of these and the need to improve them.





Question 2: What do you think should improve the Town Square and Link between Fore Street and the Quayside?

Area 2 The Quayside, Leisure Centre & Visitor Car Parking

An imaginative mixed-use development on the Quayside

The area has the potential to become an exciting and vibrant place that offers a mix of housing, employment, leisure facilities and public realm improvements.

Our initial proposals include:

- Approximately 50 new residential apartments with allocated parking.
- A new bridge structure link from the South side of the Quay to the Embankment.
- Improved pedestrian links between the Quayside, Cattle Market car park and the Leisure Centre.
- New opportunities for cafes and restaurants along the waterfront, and increased activity on the water.

Question 3: What activities could be provided on the Quay to create a more attractive place for local people?

Scale

The scale of the development is shown in the image below.



Question 4: What scale of development do you think is appropriate to this location?

Design

We appreciate that good design is essential to ensure that proposals for the development of the Quayside have a positive impact on the character of Kingsbridge and to make a positive impact on the town and its visitors.

Question 5: Which of the images below best captures what you would like to see at Quayside?



Area 3/4 Housing for the Local Community

Our proposals include:

- Around 40 new affordable homes.
- A new community housing scheme built in partnership with the local community.
- Accessible lifetime homes and sustainable buildings that offer a high level of energy efficiency and affordable heating.
- Improvements to Cattle Market Car Park.

Improvements to Cattle Market Car Park

The Cattle Market car park needs to be improved to provide additional parking spaces. It is proposed that the car park be expanded to include around 100 additional parking spaces and that the existing facilities be improved to provide a more attractive and accessible car park.




Question 6: Should the scheme provide a mix of affordable housing for the local community?

Question 7: Do you think that the proposals achieve the right balance between improvements and retaining car parking within the town centre?

Summary & Next Steps

The development of Kingsbridge Quay could:

- Enhance the character of Kingsbridge and its attractiveness to visitors, supporting the economic viability of the town centre.
- Improve connectivity between the Quay and Fore Street.
- Introduce new leisure activities on the Quay and waterfront.
- Provide high quality, sustainable affordable housing to meet local community needs.
- Enhance town centre car parking management and bus/taxi facilities.
- Deliver infrastructure improvements including quay wall repairs and improvements to the slipway.

Question 8: Do you personally support the development of Kingsbridge Quayside?

Which of the above benefits could you see in the town? Important and vital other improvements might you like to see?



Next Steps

We will use our feedback to inform the final design of the development proposals which will be subject to the final business case and planning process.

Have Your Say

There are a number of ways in which you can have your say on the development:

1. Complete any of the feedback forms and drop them in a local collection point.
2. Attend any of the public consultation events.
3. Email us at www.southhams.gov.uk/kingsbridgequayside.

Completed questionnaires should be returned by **Tuesday 19th July**.

5.0 Stakeholder and Community Engagement

Consultation Results

A summary of the consultation responses, with representative samples from the consultation feedback, is set out on the following pages:

- The highway and infrastructure improvement opportunities identified in Area 1, in conjunction with Town Council, were not well supported, with a general feeling of "it ain't broke, so don't fix it"
- Improvements and repairs to the quayside walls were seen as a priority in terms of infrastructure improvements.
- Resistance to any development on the quay and if any it should be at a scale that is not out of place with Kingsbridge.
- Strong disagreement that the consulted concept achieved the right balance between development and retention of car parking. The consulted scheme indicates a net loss of 57 spaces but with the provision of investment in improved signage and car park management
- Strong agreement that the scheme should prioritise provision of affordable housing for the local community.
- Some recognition that development of Kingsbridge quayside is needed to support costs of improvements to public realm and provision of affordable housing.
- There was little support for a walkway or bridge across the end of the Quay. Anecdotally, there was support for an increase in mooring provision for boat owners and anything that improved water access and utilisation.

The following analysis offers an impartial and unbiased summary of the 719 survey responses received.

Q1. What are the priorities which we should consider in developing proposals for Kingsbridge Quay?

Access, truly affordable housing and creating an environment visitors want to come to.

Keeping the current character of Kingsbridge alive ,plenty of open space and plenty of car parking.

The development should be proportionate to the size of the area. Therefore to enhance it and not detract from it.

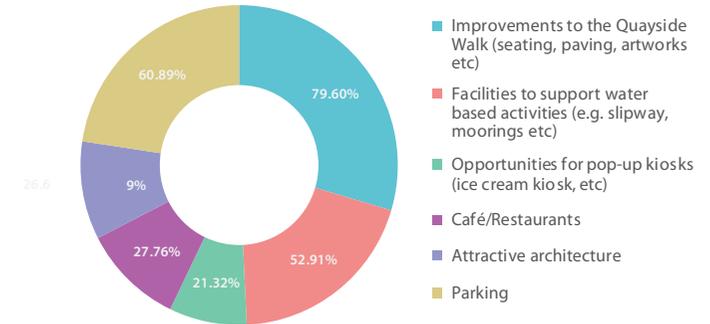
Car Parking as there is never enough now I've arrived for appointments and not been able to park on numerous occasions,elderly would have to walk down steep hill and up ridiculous.

No development. In its present form The Quay is the jewel in the Kingsbridge crown.

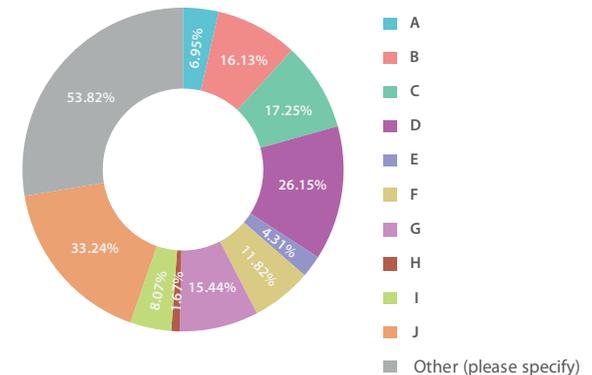
Q2. What do you think would improve the Town Square and links between Fore Street and the Quayside?



Q3. What activities could be provided on the quay to create a more attractive place for local people and visitors to Kingsbridge? (Please tick your top 3 choices)



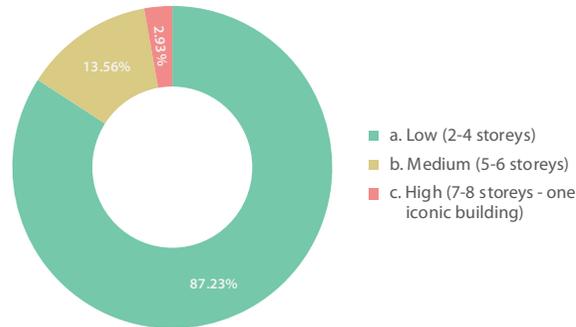
Q4. Which of these images best captures what you would like to see at the Quayside? (Please select your top four)



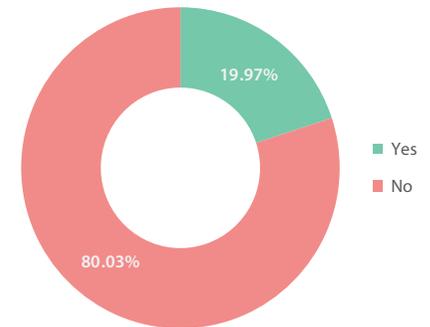
'Other' responses included comments that development on the quay should be appropriate to the character of Kingsbridge; that the area to be converted to a green space; and that parking should be retained in this area.



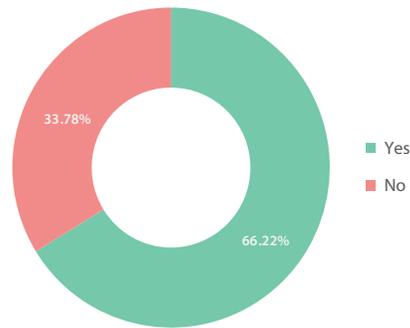
Q5. What scale (*height*) of development do you see as appropriate on the Quay?



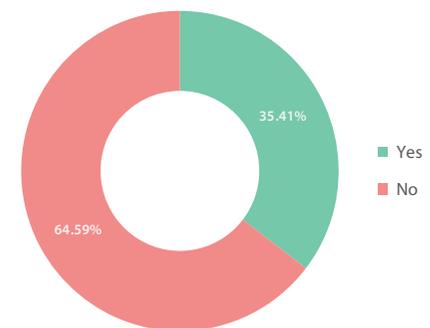
Q7. Do you think that the proposals achieve the right balance between development and improvements and retention of car parking within the town centre?



Q6. Do you agree that the scheme should prioritise provision of affordable housing for the local community?

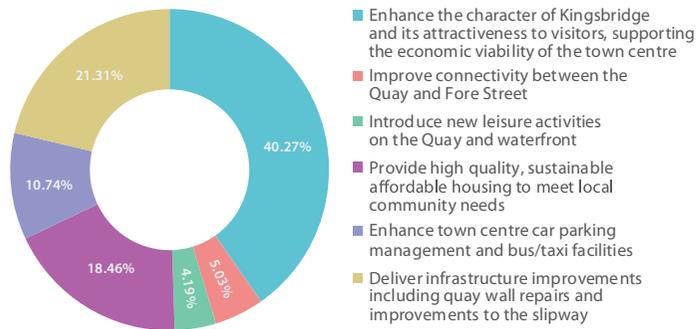


Q8. Do you in principle, support the development of Kingsbridge Quayside recognising that some development would be needed to support the cost of improvements to public realm and provision of affordable homes?

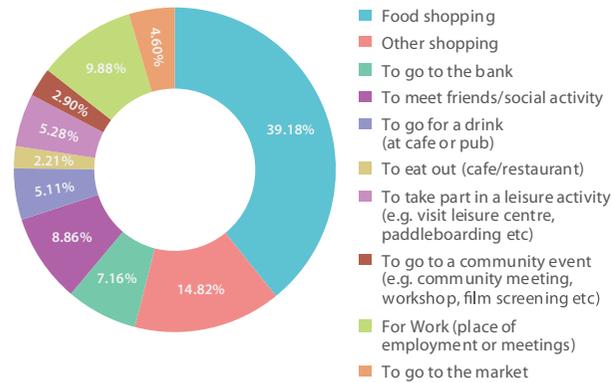


5.0 Stakeholder and Community Engagement

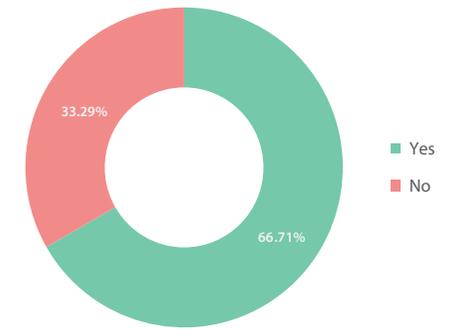
Q9. Which of these benefits would you see as the most important?



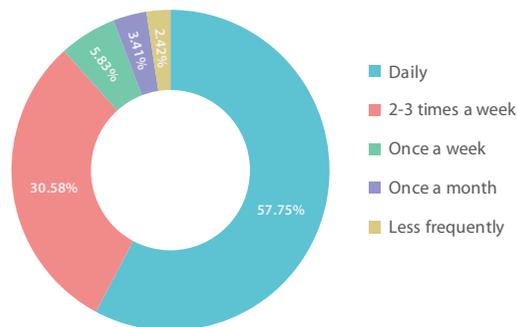
Q11. Why do you visit Kingsbridge Town Centre? (please tick all that apply)



Q13. Do you live in Kingsbridge?



Q10. How often do you visit Kingsbridge Town Centre?



Q12. If you do not visit the Kingsbridge Town Centre, why not?

Enjoy visiting Kingsbridge much as it is.

Whilst I do visit, it is out of necessity. There is very little there to attract visitors at present.

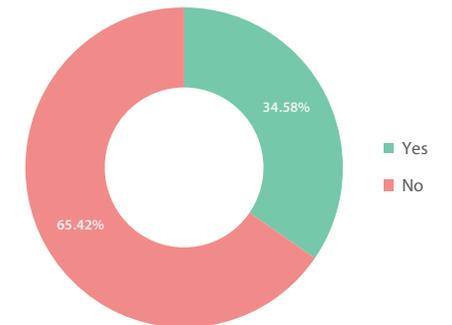
When I cannot park and its too far to walk

Kingsbridge lacks the character of neighbouring towns (Totnes and Dartmouth)

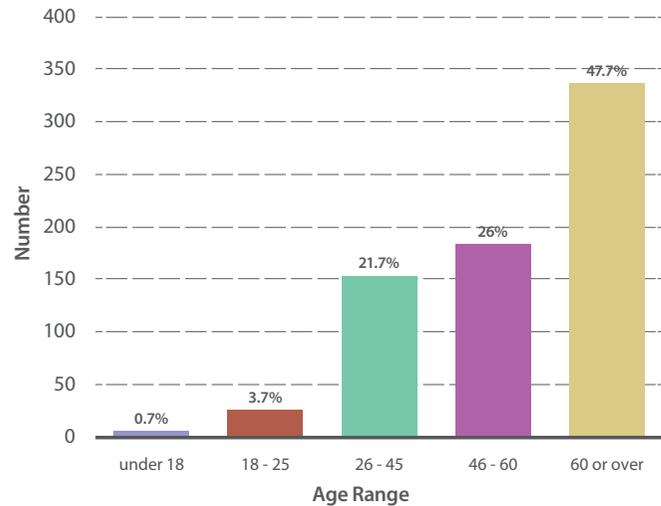
I may not visit to shop, (on my day off), if the businesses in the town keep closing, footfall must be addressed before too many businesses close, or move away, the possibility of Kingsbridge becoming a dormitory town could be looming.

There is limited parking, especially when town is busy and for events.

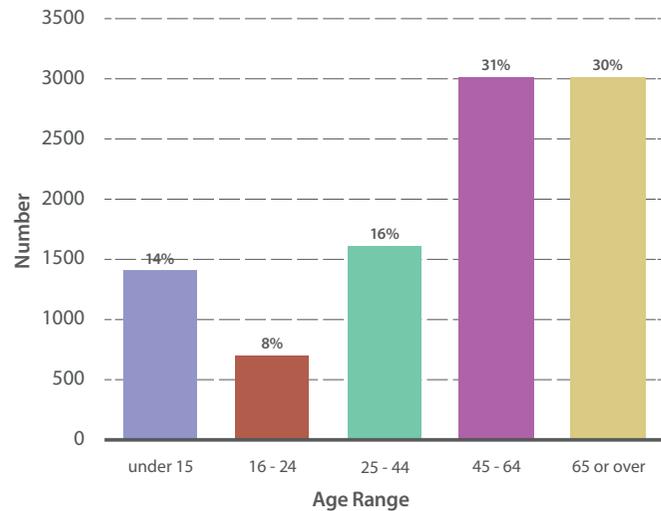
Q14. Do you work in Kingsbridge?



Q15. How old are you?



The age mix of respondents varies from the age profile of Kingsbridge, with a greater proportion of respondents over 45 than the population recorded in the Kingsbridge & Stokenham 2011 Census Age Profile (below):



A cross section of comments raised by members of the public regarding key priorities of development of Kingsbridge Quay are provided below.

'Making sure enough parking for local residents and affordable homes for local residents'

'Access for the public, particularly boat users; attractive design; genuinely affordable housing for local people.'

'Kingsbridge Quay does not need ANY development. It is a very attractive area as it is now.'

'Retaining as much parking as possible, NOT selling off waterfront land for expensive second homes'

'A proper adequate Community Hall'

'Affordable Housing for LOCAL people - NOT second homes'

'Inject some life into this place'

'Leaving it as it is'

'Creating an attractive quayside setting, with shops and restaurants but pedestrianised.'

'A central place for the community of Kingsbridge to gather and enjoy the estuary. It is NOT a building site. There are plenty of other building sites around Kingsbridge for affordable housing.'

'Keep the present level of car parking and access to the water'

'New cafés and shops along the waterfront instead of a car park'

'Retain the visual appeal of the tree lined quayside. Retain space for public entertainment, events such as Music and Food festival and FAIR WEEK activities including fun fair on car park. Local space for the use of local people and for visitors to enjoy.'

'Moving the toilets away from the head of the estuary.'

'Repairing the estuary wall'

'Visual impact. Beautiful forward thinking eco buildings. Putting the architecture on the map also.'

'Regenerate Fore Street first'

'Integrated plan. Quality modern design. Keep as much open space for trees, market, fairs, cars.'

'Restaurants / café's with affordable apartments over'

'The main asset Kingsbridge has is its waterfront location. This should be developed along the lines of cafés, restaurants, art clubs etc. ...as a boardwalk...such as alongside the port in Bristol city centre or Portsmouth marina.'

'Visual impact. Beautiful forward thinking eco buildings. Putting the architecture on the map.'

'Ensuring the natural environment is protected'

'Repair quay wall and flood issues'

'Locals and holiday makers alike. Your proposals still encourage this area to be used for parking.'

5.0 Stakeholder and Community Engagement

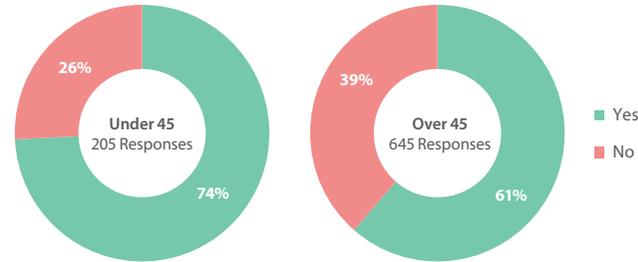
5.5 Summary Findings

The following conclusions summarise the key outcomes from the Public Consultation:

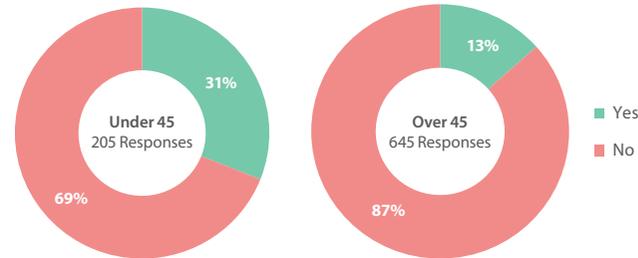
1. There is significant support for the delivery of homes that can be afforded by local people.
2. Whilst there is concern about the viability of shops & businesses in the town centre this has been addressed by the reduced commercial allocation within the JLP.
3. Car parking is perceived to be a fundamental issue with preference for no net loss of parking in the town centre.
4. Improving signage and management should be included in the proposals to better utilise existing car parking
5. The age mix of the respondents did not represent the age profile of Kingsbridge. The 2011 census shows 36% of residents in Kingsbridge and Stokenham as under 45. Of the respondents to the consultation only 26% were under 45.

This variance is illustrated in the table below: Under 45s were more likely to support the proposals than older respondents, with 74% supporting the prioritisation of affordable housing (Q6 – 66% overall response), 31% thinking that the proposals achieve the right balance between development/improvements and parking (Q7 – 19.97% overall) and 49% supporting development on the quayside (Q8 – 35.41% overall).

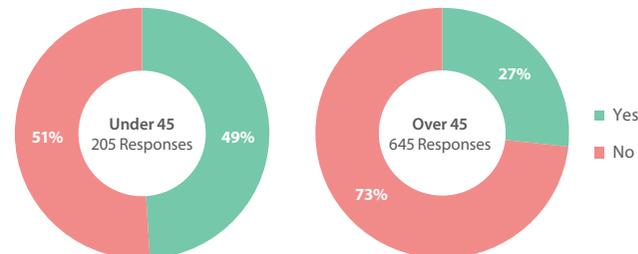
Q6. Do you agree that the scheme should prioritise provision of affordable housing for the local community?



Q7. Do you think that the proposals achieve the right balance between development and improvements and retention of car parking within the town centre?



Q8. Do you in principle, support the development of Kingsbridge Quayside recognising that some development would be needed to support the cost of improvements to public realm and provision of affordable homes?



6. SHDC were issued with the findings of an independent facebook survey of 116 people which showed 96.5% support for some form of quayside development.
7. Whilst there is concern about the viability of shops & businesses in the town centre, the scheme should not include a significant retail element, as it should not compete with Fore Street.
8. Improvements to the attractiveness of Kingsbridge and supporting the viability of the town centre were a top priority for respondents.

5.6 Key Public Concerns & Further Actions

Three key public concerns were identified, which require further consideration as part of any future masterplan development strategy. These comprise;

1. Quayside Development

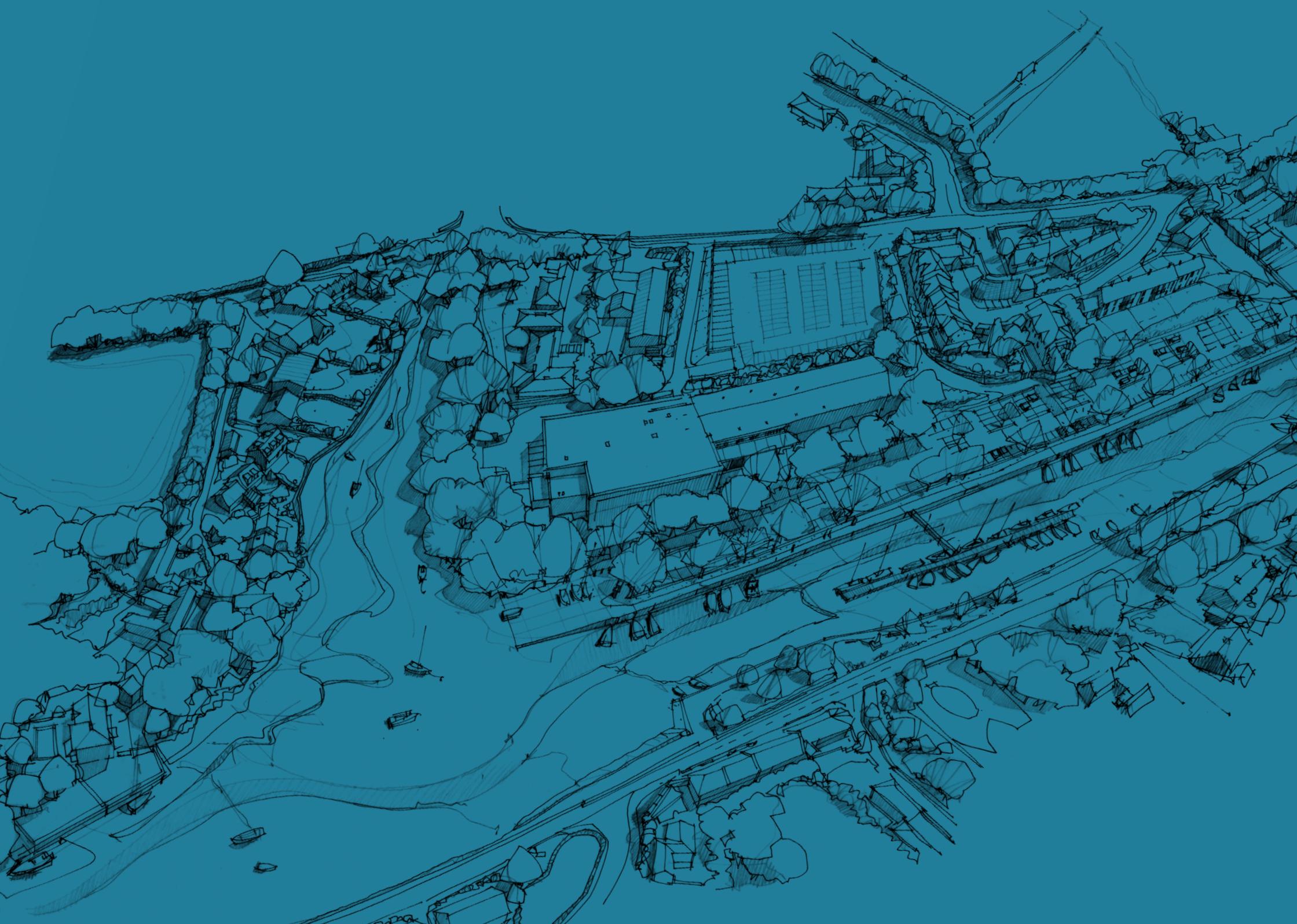
Many respondents indicated their preference for no development on the quay within their feedback. Whilst this decision would need to be taken in terms of the wider project and policy aims it is fully accepted that the design of any development would be crucial in this setting. It is for this reason that discussions have been held with the AONB team and additional work carried out to gather the baseline for the LVIA.

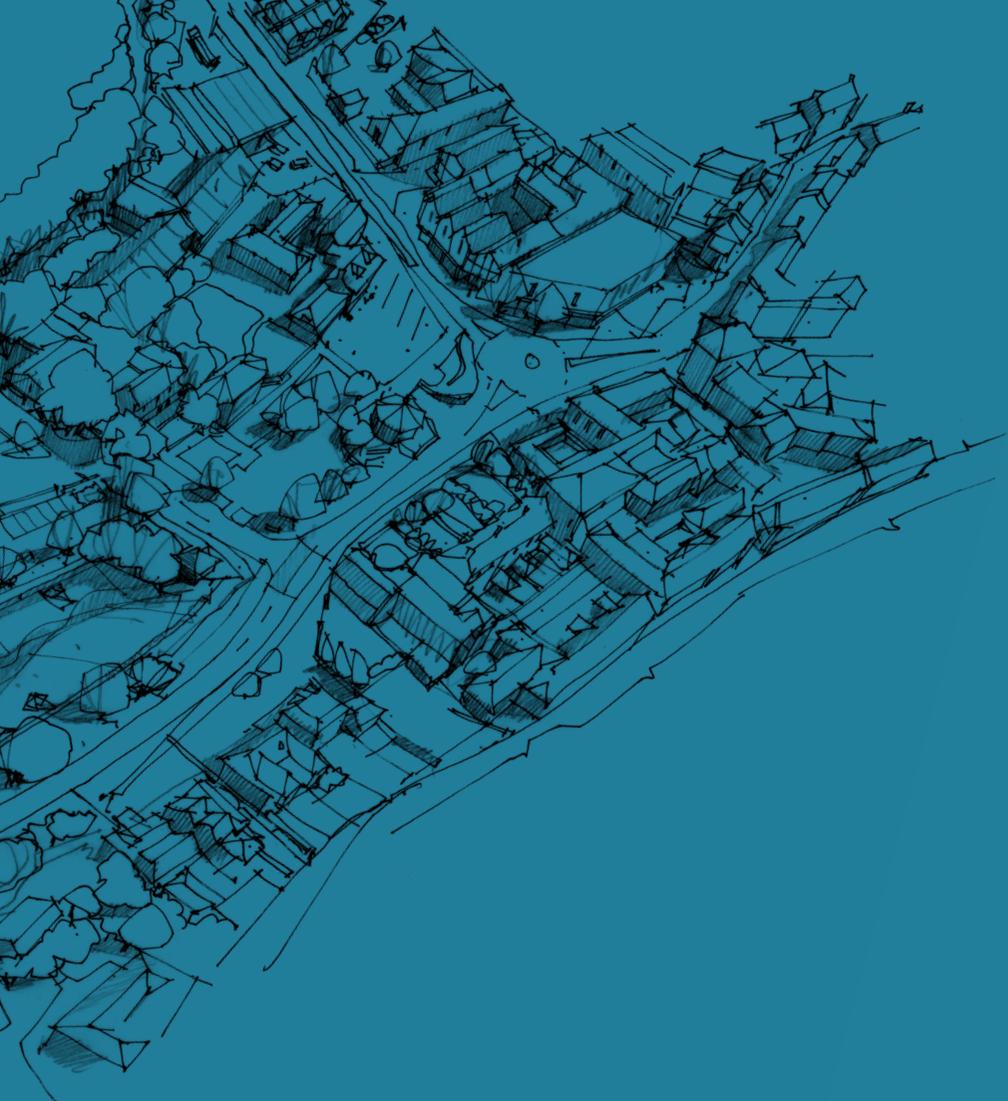
2. Affordable Housing

Further work is required to confirm what the affordable housing model (particularly in relation to reduction in potential development on the quayside) would be and to communicate this to the public. This would also need to address any differences between Areas 3 and 4.

3. Loss of Parking Capacity

Any development should ensure the absolute minimum loss of parking spaces, and it is proposed that additional car parking studies would be undertaken to try and reduce the current net loss indicated within the public consultation material.





6.0 Alternative Concept Option

A summary of an alternative concept option which responds to stakeholder and community feedback.

6.0 Alternative Concept Option

6.1 Options Appraisal

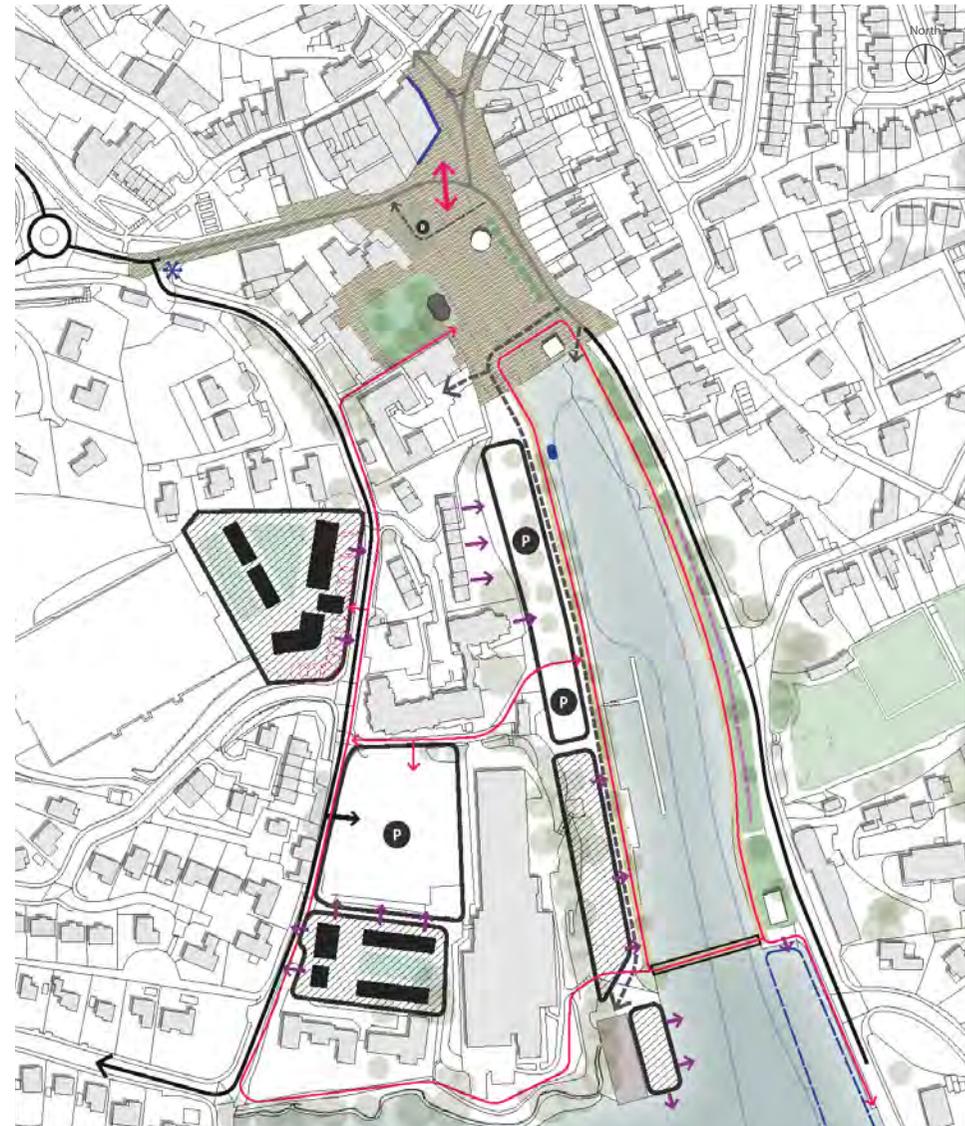
An alternative masterplan concept (Option 2) has emerged from the consultation and appraisal process to reflect the input from South Hams District Council, key stakeholders, Kingsbridge Town Council and the local community. Fundamentally, this concept option responds to the community request to bring forward a more balanced scheme, with a smaller scale of development on the Quayside, affordable homes and as little impact on parking as possible.

Comments received from members of the public during the public consultation period have been assessed and responded to where possible.

The concept masterplan is formed by four distinctive quarters, which contribute towards the comprehensive redevelopment of the Quayside, attaining the key masterplan objectives. A summary of the scheme is provided in the table below.

Summary of concept masterplan Option 2:

Area	Use	No. of Resi Units	Main Features
Area 1	Commercial/ Public Realm improvements	0	<p>Minor interventions to improve the head of the estuary and Market Square, including:</p> <ul style="list-style-type: none"> • Potential provision of a new café and seating overlooking the head of the estuary • Potential enhancement of the TIC and relocation of the public toilets • A review of the bus station and taxi rank • Smart car park signage • Further consideration of potential public realm enhancement
Area 2	4 storey scheme: Commercial and residential	28	<p>An imaginative mixed-use development on the Quayside which may comprise;</p> <ul style="list-style-type: none"> • Approximately 28 new residential apartments with allocated parking • A new bridge or pontoon link from the southern end of the Quay to the Embankment • Improved public realm to quayside • New opportunities for cafes & restaurants along the waterfront • Potential new community facility • Quay wall and slipway improvements • Development would result in a 89 space Quay car park reduction
Area 3	Residential (Affordable- shared ownership tenure)	18	<p>Affordable housing provision which may comprise;</p> <ul style="list-style-type: none"> • Approximately 18 new affordable residential dwellings with allocated parking • Improved layout to the Cattle market car park offering approximately 30 additional spaces
Area 4	Residential (Community Housing Scheme)	22	<p>Community housing provision which may comprise;</p> <ul style="list-style-type: none"> • Approximately 22 new affordable residential dwellings with parking provision via permits within the Cattle Market car park.



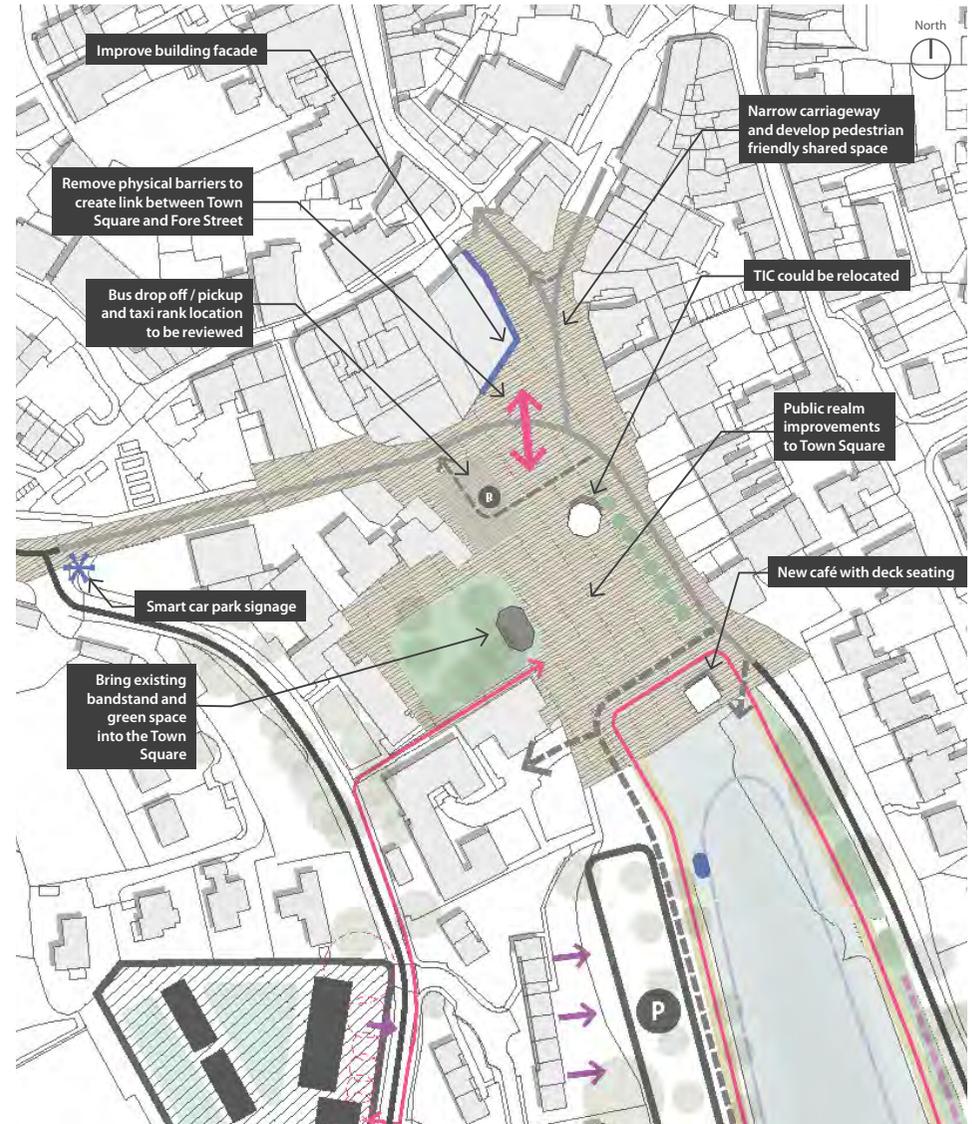
Preferred Concept Masterplan

6.2 Area 1 - Commercial /Public Realm improvements

Traffic passing through Kingsbridge Town Centre creates a barrier to the connection of the Quay and the Fore Street shopping area.

Feedback from the consultation was mixed regarding the proposals for enhancement to the public realm to enhance pedestrian links to Fore Street, despite strong support from Kingsbridge Town Council. We therefore propose further discussions to identify options and funding for proposals that could redefine this space, ease traffic flows and improve connectivity and road safety.

Proposals for this area are therefore proposed to be limited to replacement of the public toilets with a new cafe/restaurant that enhances and benefits from the view to the Estuary, and provision of new public toilets close to the TIC and bus station.



Area 1 - Commercial /Public Realm Improvements

6.0 Alternative Concept Option and Financial Appraisal

6.3 Area 2 - 4 Storey Scheme: Commercial & Residential

The Quay has potential to become an exciting and vibrant place that attracts visitors to Kingsbridge and provides a place for the local community to enjoy the waterfront.

Proposals include:

- Approximately 28 new residential apartments with allocated parking
- Private residential apartments towards southern end of Quay. The exact number would be determined through refinement of the development footprint to try and balance the competing aspirations.
- New opportunity, albeit it minimal, for cafés and restaurants along the waterfront, and increased activity on the water
- Public realm improvements to the quayside to create an attractive promenade along the waterfront.

Scale & Design

Good design is essential to ensure that proposals for the development have a positive visual impact and respect the character of Kingsbridge and reflects the scale of existing properties around the waterfront.

Parking

Development of the Quayside is likely to result in some parking loss. Based on our current proposals there would be an estimated loss of 57 of the 374 car parking spaces currently provided in both the Quayside and Cattle Market car parks (89 loss in the Quay car park). Through improved management it would be the intention to focus use of the Quay car park on visitors and shoppers and the use of Cattle Market for residents and permit holders.



Area 2 - 4 Storey Scheme: Commercial & Residential

6.4 Areas 3 & 4 - Residential

Areas 3 and 4 will provide affordable homes for local people. As part of the development of the next stage of the project the mix of affordable & open market dwellings required for a viable development will need to be considered further.

Our proposals include:

- Up to 40 new affordable homes
- A new community housing scheme built in partnership with the local community
- Accessible lifetime homes and sustainable buildings that offer a high level of energy efficiency and affordable heating
- Improvements to Cattle Market Car Park

Improvements to Cattle Market Car Park

The Cattle Market car park would be improved to provide additional parking spaces (increasing the capacity from approximately 118 to 150 parking spaces), with 2 coach parking spaces and recycling facilities relocated to a more accessible location within the town centre.

The pedestrian route between the Cattle Market Car Park and the Quayside along Tumbly Hill will be improved, with access maintained to the leisure centre.

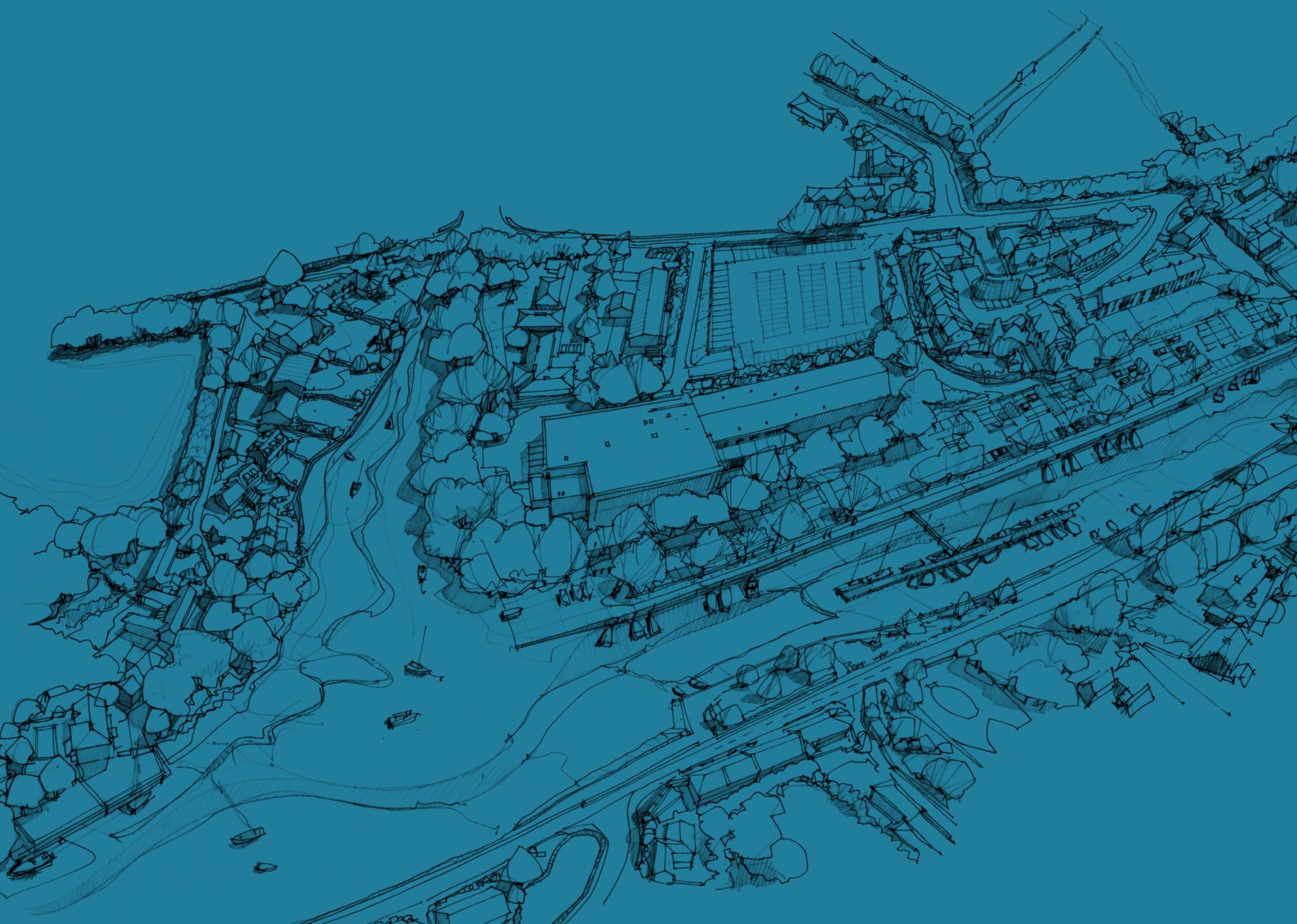
A review of the Council's parking permit scheme may enable more focused management control of Town Centre parking arrangements to allow visitors and shoppers to have priority use of the Quayside parking area.

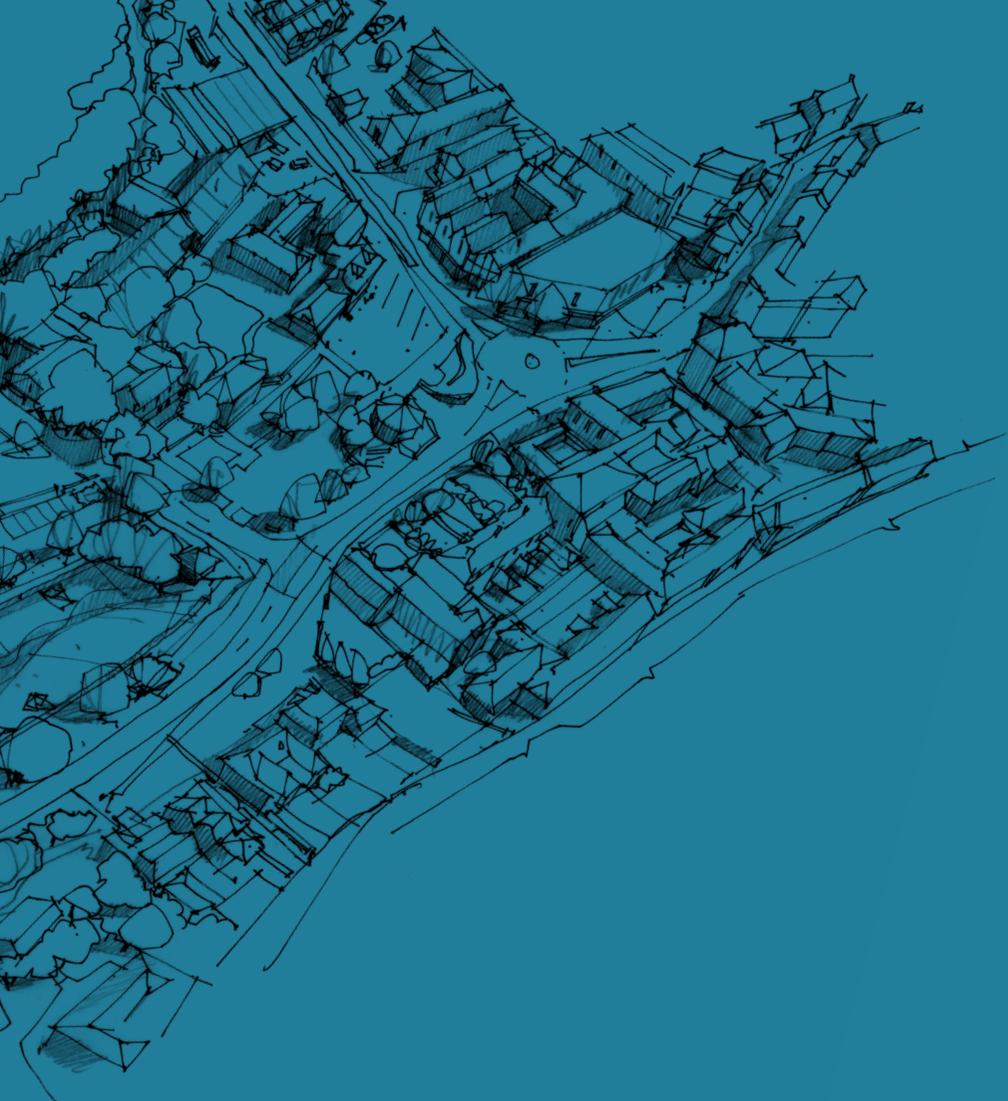


Area 3 - Residential (Affordable - Shared Ownership Tenure)



Area 4 - Residential (Community Housing Scheme)





7.0 Options Appraisal

*A summary of financial and viability appraisals for
concept options 1 & 2*

7.0 Options Appraisal

7.1 Introduction

This section summarises the viability appraisal of both the Initial Concept Design (Option 1 - 89 residential units), as presented within Section 4, and the Alternative Concept Design (Option 2 - 68 unit), as presented within Section 6.

7.2 Viability Assessment Criteria

The viability assessment has assessed each option against a number of wider development principles:

1. Site Allocation: To develop proposals which seek to achieve the site allocation targets and are compliant with Policy TTV13. The Joint Local Plan (JLP) is part of a strategic planning process for Plymouth and South West Devon which looks ahead to 2034. It sets a shared direction of travel for the long term future of the area, within the context of wider integrated strategic plans. It is important for South Hams to deliver housing within allocated sites to maintain the 5 year land supply targets. The impact of not reaching the forecast includes less control of potential development on unallocated land, including green fields within and around Kingsbridge.

2. Affordable Housing: To achieve 40% affordable housing provision, to meet the identified need for housing within the South Hams and provide homes that enable local young people and families to find housing within the community. Affordable Rented housing in the South Hams is allocated through Devon Home Choice. Applicants to the Council's housing register are banded according to their housing need. Vacant properties are advertised weekly and applicants can choose to apply for up to three properties that they are eligible for each week.

At the last review the number of applicants who either live in Kingsbridge or have it as their area of preference 281 for rented housing and 411 for intermediate housing (including shared ownership)

3. Commercial Viability: To develop commercially viable proposals, that minimises financial risk and enables South Hams District Council to deliver a suitable development platform.

7.3 Considerations and Assumptions

The appraisals have been developed with consideration of the following:

- South Hams District Council propose to develop the scheme to maximise the delivery of affordable housing and retain the value of the development.
- Private housing allocated within Area 2
- Affordable housing provision allocated within Areas 3 and 4.
- Whilst the current Supplementary Planning Guidance refers to 50% affordable provision the Joint Local Plan, if adopted, is moving towards 30% affordable housing. Therefore an assumption of 40% affordable housing position is considered an appropriate level for modelling.

The financial viability assessment has also made an allowance for:

- Existing land values associated with both loss of parking on the Quay and the acquisition of Rope Walk.
- Infrastructure and public realm costs totalling £1.1m.
- Construction and project risks (10% and a 5% respectively).

The viability assessment has made no allowance for S106/CIL, given the high level of infrastructure costs involved in the schemes, or relied upon any external funding.

The financial viability is therefore considered to represent a conservative analysis which is deemed appropriate for this project stage. It would however clearly be beneficial to investigate

any external funding opportunities that may exist should the development progress. It is also acknowledged that there is an opportunity to submit a business case to support the delivery of the community housing identified within Area 4.

7.4 Option 1 Financial Appraisal

Option 1 formed the consultation concept and comprised of the following key elements:

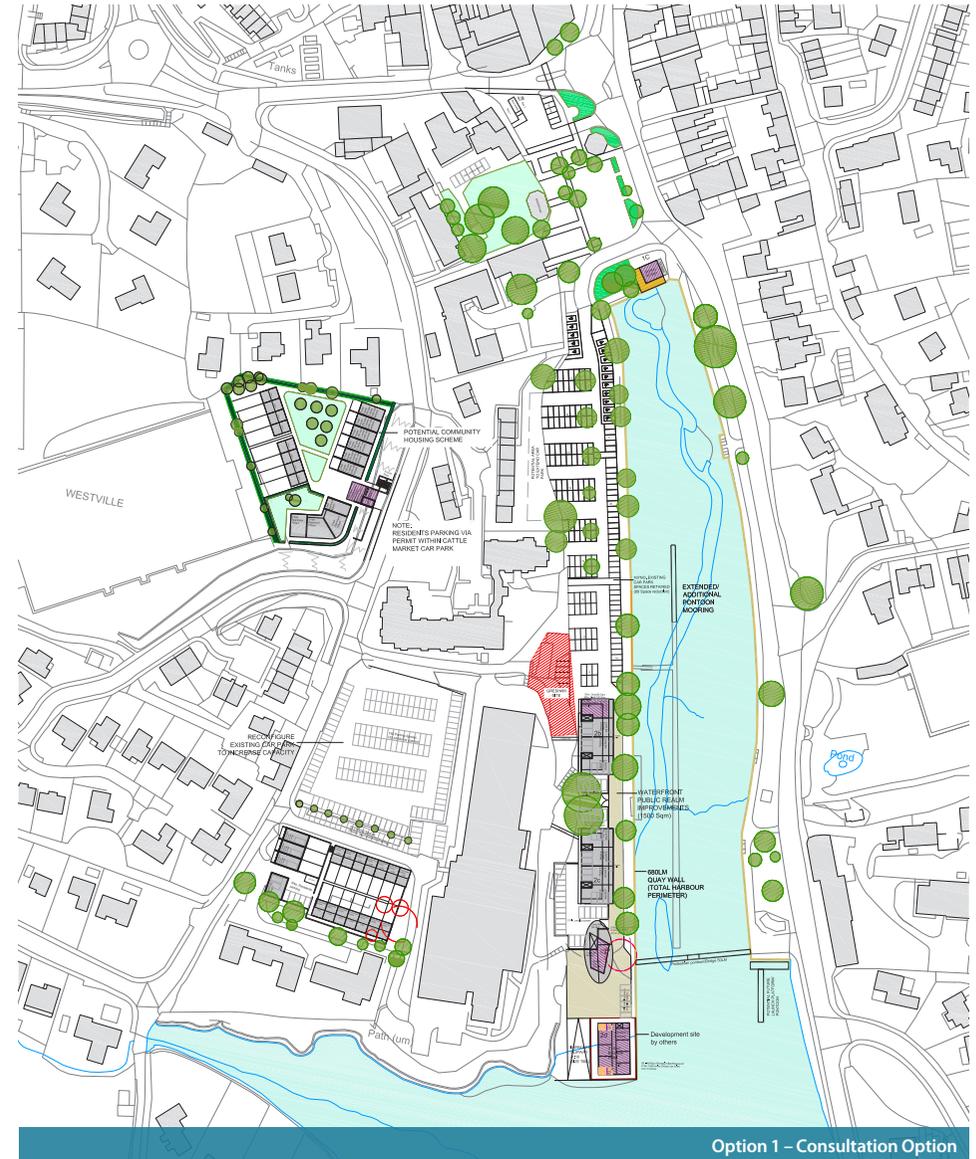
Area	Use	No. of Resi Units	Main Features
Area 1	Commercial/Public Realm improvements	0	<ul style="list-style-type: none"> Minor interventions to improve the head of the estuary and Market Square, including: <ul style="list-style-type: none"> Potential provision of a new café and seating overlooking the head of the estuary Potential enhancement of the TIC and relocation of the public toilets A review of the bus station and taxi rank Smart car park signage Further consideration of potential public realm enhancement
Area 2	4 storey scheme: Commercial & residential	49	<ul style="list-style-type: none"> An imaginative mixed-use development on the Quayside which may comprise; <ul style="list-style-type: none"> Approximately 49 new residential apartments with allocated parking A new bridge or pontoon link from the southern end of the Quay to the Embankment Improved public realm to quayside New opportunities for cafes & restaurants along the waterfront Potential new community facility Quay wall and slipway improvements Development would result in a 89 space Quay car park reduction
Area 3	Residential (Affordable – shared ownership tenure)	18	<ul style="list-style-type: none"> Affordable housing provision which may comprise; <ul style="list-style-type: none"> Approximately 18 new affordable residential dwellings with allocated parking Improved layout to the Cattle market car park offering approximately 30 additional spaces
Area 4	Residential (Community Housing Scheme)	22	<ul style="list-style-type: none"> Community housing provision which may comprise; <ul style="list-style-type: none"> Approximately 22 new affordable residential dwellings with parking provision via permits within the Cattle Market car park.

High level financial details associated with Option 1 are presented in the following table:

Area	Use	Number of Residential Units/ Area of Commercial	Surplus Area %
Area 1	Commercial/Public Realm improvements	0/77m ²	n/a
Area 2	4 – 8 storey residential scheme and commercial	49 units (4,225m ²) 575m ² Commercial	14%
Area 3	Residential (Affordable rent/private)	18 units (14 affordable rent and 4w private)	-9.0%
Area 4	Community scheme – discounted market units	22 units	-8.4%
Construction Cost		£27,000,000	
Return on Capital		6.5%	

It can be seen that there is the potential for Area 2 to deliver an appropriate level of return at 14% (profit on cost), whilst the provision of affordable/community housing returns a loss of around 9% across both Areas 3 and 4.

With consideration of the total anticipated construction costs and sales values, this delivery model suggests an overall return on capital of just 6.5%. This is not considered an acceptable financial position, particularly when compared to a private developer who would typically be looking for any scheme to generate a return in excess of 20%. However as SHDC are not a developer and are trying to deliver wider community benefits, a reduced return could be considered but would need to balance the associated development risks.



Option 1 – Consultation Option

7.0 Options Appraisal

Option 2 – Alternative Option

Option 2 formed the revised concept and comprised of the following key elements:

Area	Use	No. of Resi Units	Main Features
Area 1	Commercial/Public Realm improvements	0	<ul style="list-style-type: none"> Minor interventions to improve the head of the estuary and Market Square, including: <ul style="list-style-type: none"> Potential provision of a new café and seating overlooking the head of the estuary Potential enhancement of the TIC and relocation of the public toilets A review of the bus station and taxi rank Smart car park signage Further consideration of potential public realm enhancement
Area 2	4 storey scheme: Commercial & residential	28	<ul style="list-style-type: none"> An imaginative mixed-use development on the Quayside which may comprise; <ul style="list-style-type: none"> Approximately 28 new residential apartments with allocated parking Improved public realm to quayside New opportunities for cafes & restaurants along the waterfront Potential new community facility Quay wall and slipway improvements Development would result in a 89 space Quay car park reduction
Area 3	Residential (Affordable – shared ownership tenure)	18	<ul style="list-style-type: none"> Affordable housing provision which may comprise; <ul style="list-style-type: none"> Approximately 18 new affordable residential dwellings with allocated parking Improved layout to the Cattle market car park offering approximately 30 additional spaces
Area 4	Residential (Community Housing Scheme)	22	<ul style="list-style-type: none"> Community housing provision which may comprise; <ul style="list-style-type: none"> Approximately 22 new affordable residential dwellings with parking provision via permits within the Cattle Market car park.

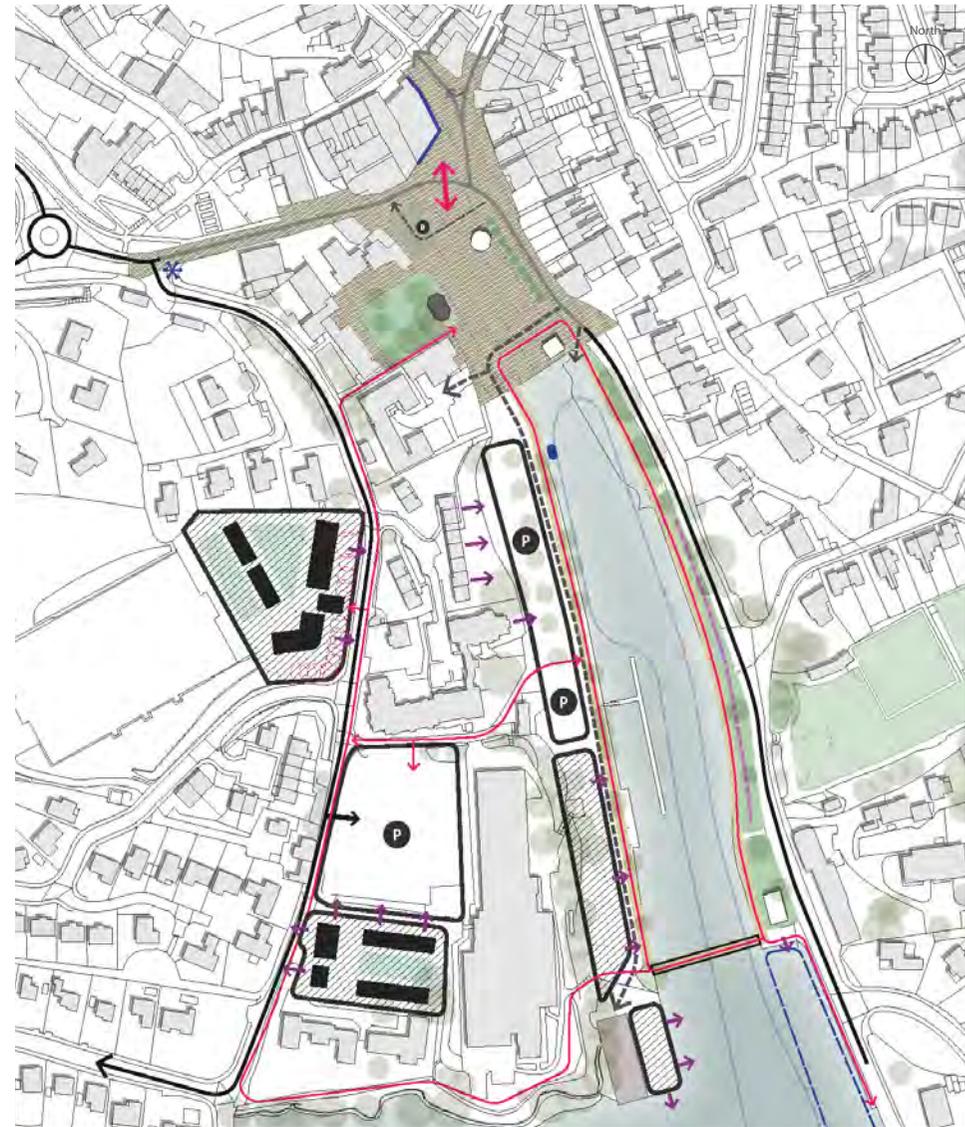
Note: Option 2 removed the costs associated with the proposed pontoon link which didn't receive public support at consultation.

High level financial details associated with Option 2 are presented in the following table:

Area	Use	Number of Residential Units/ Area of Commercial	Surplus Area %
Area 1	Commercial/Public Realm improvements	0/77m ²	n/a
Area 2	4 storey residential scheme & commercial	28 units (2800m ²) 575m ² Commercial	13%
Area 3	Residential (Affordable rent/private) SHDC Develop	18 units (5 aff rent/13 private)	1.45%
Area 4	Community scheme – discounted market units	22 units	-8.4%
Construction Cost		£21,000,000	
Return on Capital		5.6%	

The reduced scale of quayside development from 49 to 28 units lowers the potential Area 2 surplus from 14% to 13%. The reduction in total number of units and therefore the number of affordable houses results in more open market units within Area 3. As the total development costs are lower with the smaller scheme as a consequence the scheme returns a smaller potential surplus. As per Option 1, the provision of community housing within Area 4 returns a loss of around 9%.

Despite the lower total construction costs the financial assessment suggests a reduction in the overall return on capital from 6.5% to 5.6%.



Option 2 – Alternative Option

7.5 Comparative Analysis

Options 1 and 2 have been assessed against the wider project principles.

1. Site Allocation

The Site Allocation, policy TTV13, proposes up to 100 new homes and 200m² of employment space, with a high quality design which provides for enhanced public realm and better connectivity for pedestrians and cyclists to the town centre and estuary.

Option 1 best meets the policy requirement, providing 89 dwellings and 575m² of commercial floor space (which can incorporate a range of uses, including B1 office or retail/leisure uses). Option 2 provides fewer dwellings (68). Both options have the potential to optimise numbers and viability through design development and market testing, but Option 2 has a smaller development area that will minimise the potential for additional units.

Both options reduce the amount of car parking on the Quayside, but allow for enhanced parking on the Cattle Market car park and for measures to improve usage of other town centre car parks.

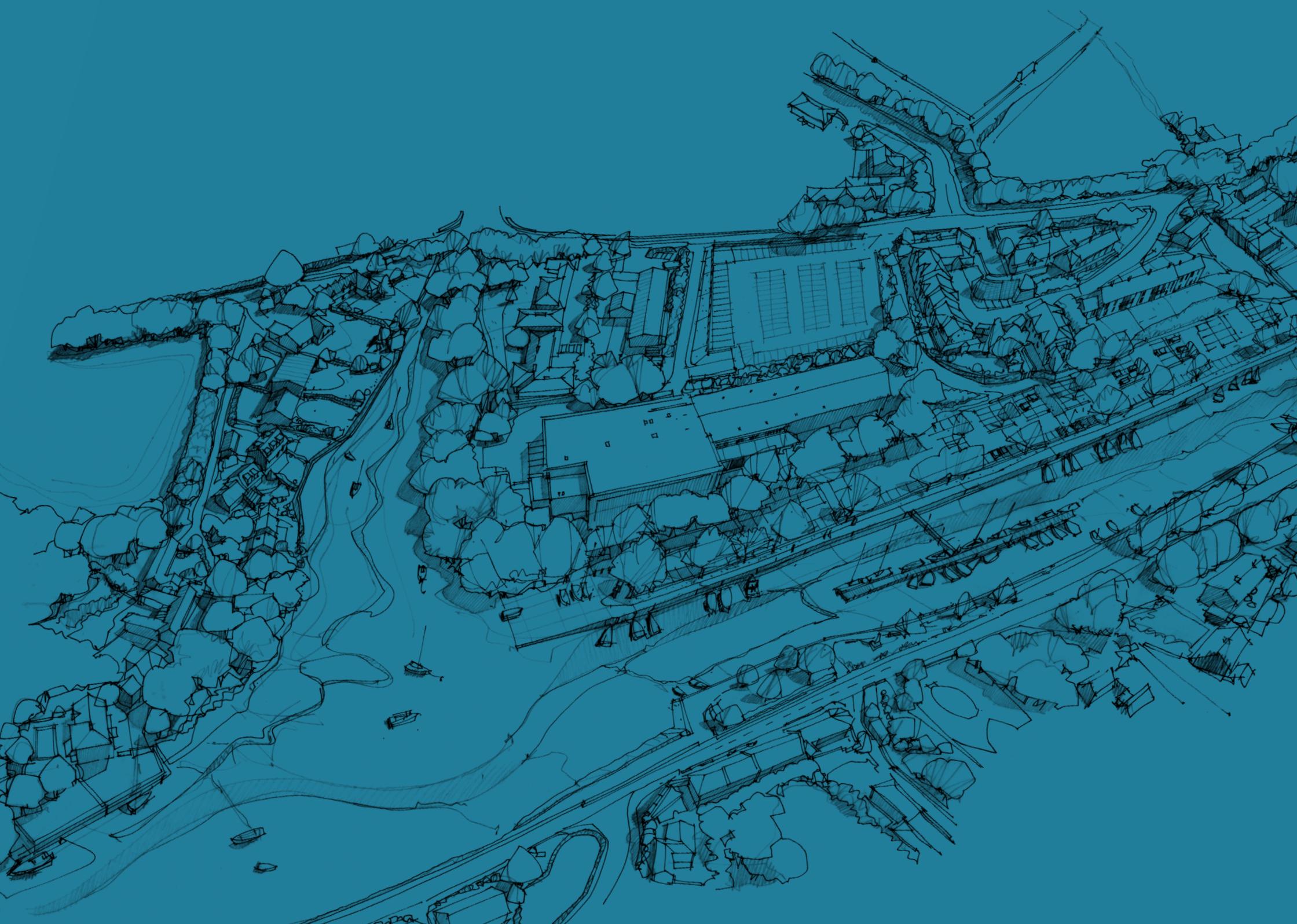
2. Affordable Housing

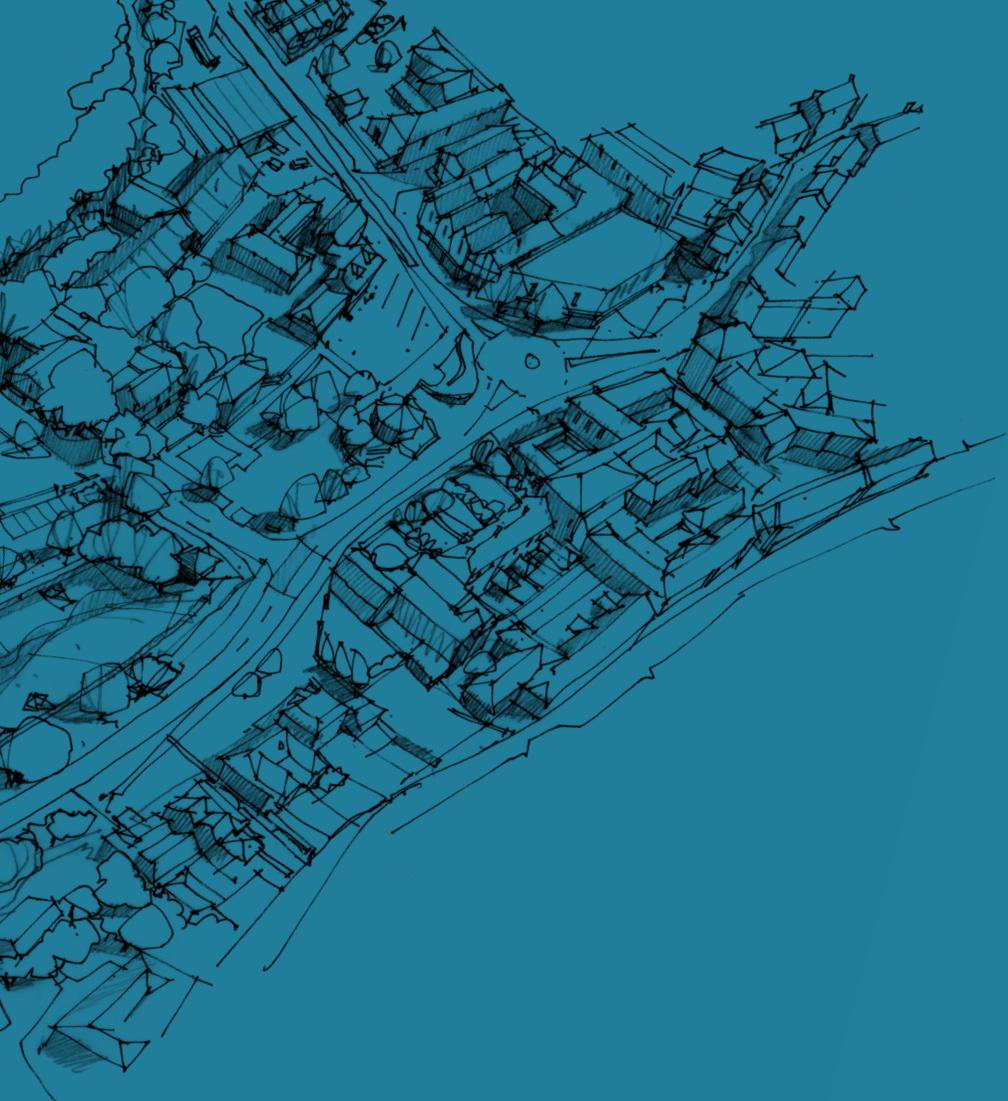
Both options provide 40% affordable housing: Option 1 delivers 36 affordable dwellings, and Option 2 provides 28 affordable dwellings.

3. Commercial Viability

Option 1 is marginally more viable, achieving a 6.5% projected surplus compared to 5.6% for Option 2. This has potential to deliver significantly greater housing numbers and more affordable housing, and wider enhancement of the Quayside and Town Centre.

Further development and market testing is required to enhance the profitability of the scheme to achieve a target profit level of 15% to minimise the financial risk to South Hams District Council and ensure the scheme is deliverable.





8.0 Conclusion and Recommendations for Next Stage

*Drawing conclusions and providing recommendations
for further action required as part of the next steps*

8.0 Conclusion and Recommendations for Next Stage

8.1 Conclusion

The presented masterplan concepts have been developed through an iterative design process which included an appraisal of the site's opportunities and constraints, consultation with stakeholders and the public, and appraisal of the viability of potential development options. These options do not represent a finalised scheme and any further detail would need to be developed at a project stage.

The findings have demonstrated that development of this site to meet the draft TTV 13 allocation policy is physically possible although it is apparent there may be strong local opposition to developing the site to the scale required to fulfil this quota. The key issues raised during the Public Consultation were prioritisation of parking, resistance to development on the quayside or to ensure that development is of a scale that fits with and enhances the character of Kingsbridge and assurance that the affordable housing model would be truly affordable.

Responding to this feedback, a second scheme (Option 2) has been considered, reducing the number of units, scale of the commercial development and public realm improvements whilst retaining a 40% proportion of affordable homes. Whilst reducing the scale of development reduces viability (and number of overall homes delivered) there seems sufficient justification to explore this option and potentially others that respond to public concerns as part of Stage 2 (design and planning).

The financial viability of both options is deemed too low at present. However this is not uncommon for a scheme of this complexity when appraised at the early feasibility stage using high level costs. Further value engineering and option analysis would be required to improve the scheme's viability and thus reduce financial risk, ideally without sacrificing social benefits.

Both options demonstrate the potential for development on the Quayside to enhance the quality of Kingsbridge's waterfront with appropriate high quality residential development and small scale leisure/commercial uses that generate activity and increase the attractiveness of Kingsbridge to visitors. In addition appropriate development on the quayside will fund the provision of affordable housing, which is strongly supported by the community and stakeholders. The realisation of this model is dependent upon the council developing the scheme and therefore carry the associated projects risks. Lower risk options such as disposals or joint ventures do not appear (but subject to further market testing) to generate a net surplus and so fail to meet the wider commercial viability.

Local planning policy supports the principle of development of the Quayside area. Meeting the allocation targets would appear possible but would be high risk in terms of addressing planning conditions and the views of local residents. Falling below those targets would undermine profitability and housing delivery targets.

A reduced scale scheme would be more acceptable to the local community particularly if the proposed levels of affordable housing are maintained which is seen as a principle benefit.

Consideration was also given to undertaking major highway and public realm improvement work to the Town Square and connecting areas to the south of Fore Street: removing the bus station and re-prioritising traffic and pedestrian movements. This could have a significant impact on the core objectives of improving links between Fore Street and the Quay and encouraging visitors to stop in the Town. Whilst the costs were considered unaffordable in terms of cross subsidy from development profits, further investigation of funding options might be investigated

Both options envisage bringing forward a scheme of community housing on Area 4 off Rope Walk for which there appears to be universal support. Given that SHDC are currently holding funds to support their adopted Community Housing Programme it would seem appropriate to consider phasing the development so that this part could be brought forward whilst other elements of the project were being worked up.

This would entail submitting a hybrid outline planning application which would establish a development framework across the study area but would also include detailed design in respect of area 4 to enable the procurement process of that part of the scheme to progress.

8.2 Recommendations

The masterplan concepts demonstrate that the site can be developed in a way which meets the key assessment criteria of site allocation, affordable housing, commercial and delivery strategy.

This project was commissioned to help the Council understand the potential for developing Kingsbridge Quayside in terms of what would be practical; viable and desirable.

To do nothing would mean the project objectives would not be realised. The car parks would continue to generate income but the assets would be underutilised. The two sites off Rope Walk might be independently developed but would not benefit from cross subsidy.

It is recommended that further work should be undertaken to develop the proposals further to seek to improve financial viability; secure planning approvals and determine the best project delivery and funding options.

This additional work would look to address the key public concerns, ensure that the viability is still sufficient to deliver 40% affordable housing and provides wider enhancement to the Quayside and town centre. The architectural and public realm design would be developed to demonstrate that the scheme will enhance the quality of the Quayside and positively enhance the character of Kingsbridge.

Depending upon the proposed delivery strategy it may be appropriate to prepare an outline planning application to secure the principle of development prior to marketing for development partners, or for a hybrid or detailed planning application to fix the detailed form of development for all or part of the scheme.

8.3 Next Steps

To inform the Council's next steps it is recommended to:

- Develop a preferred and more detailed scheme layout which looks to address the key public concerns, as far as possible.
- Undertake soft market testing with a limited number of developers and Housing Associations over a 3 to 4 month period to help inform the Council's delivery strategy considerations. This would enable the Council to gain a more robust understanding of the financial position to inform further business planning and consider procurement/legal implications.
- More specifically the market testing would focus on establishing the appetite from suitable developers with experience in delivery of high quality schemes in partnership with Councils. The output would include establishing the potential land receipt from a disposal basis assuming that allows the Council to retain some landowner control over the scheme quality.
- Establish if there is demonstrable demand from suitable Housing Associations to acquire or collaborate with the Council for Area 3 and/or 4, and even possibly Area 2. Review the financial implications for meeting policy compliant tenure mix to inform the Council's business plan.

Following, or in parallel, with the further work the proposals should be developed to enable an early discussion with South Hams District Council to consider the best approach to submitting a planning application.

A pre-application meeting would set out the supporting information required to accompany the planning application, which is likely to include:

- Consultant support
- Market testing
- Affordable Housing Statement
- Review of delivery and procurement model
- Preliminary and detailed design
- Environment, arboricultural, ecology, heritage, geotechnical, transport, flood and drainage assessments
- Landscape and Visual Appraisal
- Footpath constraint strategy
- Design review panel submission
- Updated detailed business case
- Delivery programme
- Planning submission





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