

Plymouth Local Development Framework

The City Centre & University Area Action Plan

1. Introduction & Process

1.1. This Area Action Plan is part of a portfolio of documents called the Local Development Framework (LDF). Plymouth's LDF, together with the Regional Spatial Strategy, forms the statutory Development Plan for this area.

1.2. The LDF Core Strategy (adopted in April 2007) sets out the high-level principles for development in Plymouth and these are expanded in the supporting Area Action Plans and other Development Plan Documents, which provide more specific detail on the opportunities within key areas. This Document does not repeat the policies contained within the Core Strategy, but amplifies the Core Strategy Area Vision 3 for the City Centre and University. The two Plans should be read together to aid decision-making. Core Strategy policies will be material to decisions within the Plan area, but where there is a fundamental difference between the two plans, the detail and policies of this Area Action Plan should take precedence over those in the Core Strategy (as noted in paragraph 5.3 of the Core Strategy). The timescale for this Area Action Plan is for the period from 2006 to 2021.

1.3. A successful, revitalised and exciting City Centre and University area is a key part of the Core Strategy vision for Plymouth's regeneration. The City Centre is not only the heart of the city, a place where people live, but is also the commercial and cultural centre, driving the economy and attracting visitors - it is Plymouth's shop window. This AAP puts in place a long term strategy which will deliver a City Centre worthy of one of Europe's finest waterfront cities, by creating a regional shopping and visitor destination; a sustainable neighbourhood in its own right where people live, work and play; and an enriched and diversified City Centre which both celebrates its past, and moves forward into the 21st Century with new developments and unique attractions.

(To be deleted on adoption)

How is this document different to Issues and Preferred Options?

1.4. This is the Pre-Submission version of the Area Action Plan (AAP). It is being published for a 6 week consultation period so that everyone can comment on the policies and proposals the Council believes should guide development in the City Centre and University areas. Following the consultation, the Council will make any minor changes which are necessary as a result of comments received, before submitting the AAP to the Secretary of State. An Examination will then be held by an independent Inspector who will consider whether or not the AAP is 'sound'. If the Inspector decides that the AAP is sound, the Council will be able to adopt it, probably in the Autumn of 2010.

1.5. To reach this stage the Council has assembled a large and comprehensive evidence base (see Chapter 15) and has consulted extensively

over a period of several years. Details of all these activities can be found in the Consultation Document which is published alongside this AAP.

1.6. It should be noted that this Plan has been prepared in accordance with the Plymouth Local Development Scheme, is consistent with the adopted Core Strategy and revised Regional Spatial Strategy, and has been prepared in compliance with the Council's Statement of Community Involvement. The preparation of the Plan, together with its policies and proposals, have been fully informed by a Sustainability Appraisal. Key issues raised at the consultation stages or by the sustainability appraisal are referred to in the text. The final Sustainability Report is also published alongside this AAP for public comment. This covers the sustainability factors and options that helped us refine this document.

1.7. This AAP is the first to be published by Plymouth City Council under the new LDF Regulations which came into force in 2008. As required by these regulations, the issues and principles underlying the policies in the AAP have been subject to discussion and consultation throughout the process of preparing the AAP, as detailed in the Consultation Document.

1.8. Key representations made during the Issues and Options, and the Issues and Preferred Options stages, as well as comments made during the continuous process of engagement, have been considered during the preparation of this AAP. Many comments have directly influenced the content of the AAP and have lead to refinements and changes of emphasis. The main outcomes are follows:

- Vision and urban design
- The role of the Historic Environment
- Commercial Considerations – deliverability and understanding of the retail capacity and structural problems.
- Affordable Housing
- Specific Issues on sites

1.9. You can now make further representations on this document. These should focus on the "soundness" of the document. Further explanation on timescales, and what is meant by "soundness", are provided on the submission stage representation forms available on the Councils website, as well as at the Civic Centre, Libraries and Council Housing Offices.

2. Context and History

Past Glories to Present Problems

2.1. The City Centre is a classic example of Plymouth's post war reconstruction. Following the destruction of the city's historic core, by bombing in the Second World War, the Abercrombie and Watson 1943 *Plan for Plymouth* included an ambitious scheme to rebuild the City Centre, based on a Beaux-Arts street grid, with a view to creating a revitalised 'Regional Capital'.

2.2. While the form of today's City Centre is very much influenced by this Plan, most obviously in the arrangement of the streets and Armada Way, the original vision of a high quality City Centre of boulevards and impressive architecture has only partially been achieved. Only along Royal Parade, Derry's Cross, St Andrew's Cross and Old Town Street has the quality and richness of the original plan been realised. The reasons for this are:

- The need to rapidly develop a new City Centre meant that quality was often sacrificed,
- Differences in land values and the commercial attractiveness of parts of the City Centre meant that only some areas were able to bear the higher costs of high quality buildings,
- The plan was implemented over a long timescale which meant that priorities, as well as commercial and retail requirements, changed. The Plan was not flexible enough to adapt to these changes.

As a result, much of the City Centre north of New George Street does not live up to the expectations of the Plan for Plymouth.

The Current Position

2.3. Until recently Plymouth's City Centre has been underperforming in retail terms. This position, however, is being reversed. In 2006, with the completion of the Drakes Circus shopping centre (50,000 sqm), a new vitality and confidence in the City Centre had started to emerge, and the city had improved its position in the national retail rankings from 36th in 1995 to 18th in 2007 (Information from Experian).

2.4. The City Centre has a strong shopping offer, with a good selection of national retailer chains. However, it has not yet seen the degree of growth in this sector that it aspires to. Some of the stores are small in comparison to outlets in other regional and subregional centres. This suggests that there are opportunities for development to deliver the vision of a successful, revitalised and exciting City Centre and University area which actively encourages residents and

visitors to use its services and facilities.

2.5. In realising the City Centre's potential it should be recognised that it has many assets which, if used wisely, can underpin a successful regeneration process - delivering the type of centre the Vision for Plymouth challenges us to aspire to. These strengths include:

- A City Centre with a heritage which we can be proud of. It exemplifies a boldness of vision to re-build a new heart for the city, with an aspiration for high quality buildings and environment.
- Most of the larger national retailers are represented in the City Centre, albeit some of these retailers are in relatively small units. Drake's Circus Shopping Centre is one of the most successful shopping centres in the South West of England.
- A thriving independent area in the West End comprising independent retailers, smaller units and a more intimate shopping experience.

Issues to be addressed

2.6. In preparing this AAP an understanding has been developed of the key issues that need to be addressed to provide a long lasting and flexible framework for delivering regeneration. These are fully explored in the evidence base, but key points are:

Respecting the City Centre's Heritage and Historic Buildings

2.7. Abercrombie and Watson's *Plan for Plymouth*, 1943, was an ambitious and visionary attempt to rebuild a City Centre for the 20th Century. Its influence is still evident in the street plan and some of the building form, and is something the city should be proud of. Aspects of the *Plan for Plymouth* which give character to this area are:

- a. The street pattern, with the Armada Way boulevard as the spine of the City Centre and Mayflower Street, Cornwall Street and New George Street branching off. Royal Parade is another grand boulevard marking the southern extent of the 'commercial' centre.
- b. The high quality buildings along Royal Parade, notably the Derry's Cross block, the 'Dingles/House of Fraser' block, the Royal Bank of Scotland building and the buildings fronting onto Derry's Cross. These buildings demonstrate the grandeur and vision of the original plan.
- c. The historic buildings that survived the blitz, clustered around St Andrews church and the Guildhall, as well as Charles Church, provide a real sense of the city's proud heritage

2.8. There are also a number of buildings within the Area Action Plan's boundary which are from earlier periods and are of great architectural and/or historic interest. Areas to the south and east of Royal Parade, and around North Hill contain many such areas and a number of listed buildings, and are also valuable parts of the City Centre. The distribution of these buildings is set out in the evidence base document "*Plymouth City Centre Precinct – Assessment of strategic options for the management of its heritage assets*". (Plymouth City Council, October 2008)

2.9. It is crucial that key elements of the city's heritage are respected and integrated into any changes made to the City Centre. They are an important part of Plymouth's attraction and their conservation will help enhance and add character to the newer parts of the city.

Improving the Commercial Health of the City Centre

2.10. The *raison d'être* of any city centre is commercial activity. Although city centres are characterised today by a wide and diverse mix of uses, activities and lifestyles, underpinning all of this is a successful economy and a thriving commercial area. As has been noted above, one of the reasons that the Abercrombie Plan was not implemented as envisaged was the lack of commercial interest in some of the areas identified for high quality development. If the strategy in this AAP is to be delivered, it must address the commercial problems of the City Centre today and recognise that we must work with commercial interests to deliver the changes we want to see.

2.11. If these problems are not addressed by this AAP, the City Centre will decline. They must be solved if we are to create an enriched and revitalised centre. The problems are:

- a. A poor distribution of anchor stores. Anchor stores are the large, well known department stores which attract people to shopping centres. As is shown in Fig 1, all of the anchor stores in the City Centre are clustered along New George Street East and around Drakes Circus. Their distribution is crucial to the health of the centre, because as people walk between one anchor store and another, they pass and have the opportunity to use other, smaller shops. Because they are clustered into one part of the City Centre, 75% of the shop units in the City Centre are 'poorly anchored'.

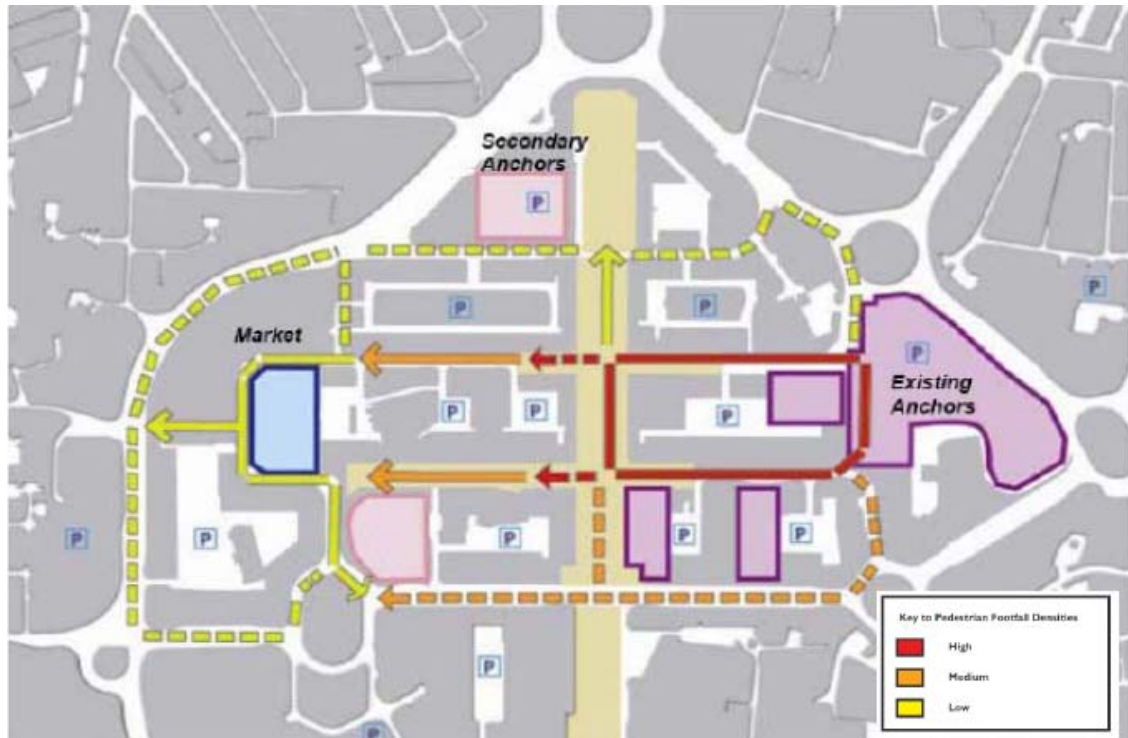


Figure 1: Distribution of Anchor Stores and Shopper Footfall Patterns
(*Future Investment and Development Strategy, Cushman and Wakefield, 2008*)

- b. The shop units in the City Centre were designed and built to meet the needs of retailers in the 1950s and 1960s. Since then, retailing has changed fundamentally and national, multiple retailers are looking for much larger units. The City Centre units today are on average half as large as national retailers are looking for.
- c. The City Centre is very large, and is dominated by just one type of activity: shopping. It has a similar footprint area to Manchester or Liverpool City Centres (see Fig 2), but lacks the intensity and variety of activities that those centres offer. This means that Plymouth City Centre does not offer enough attractions and activities to tempt visitors to use the entire centre.

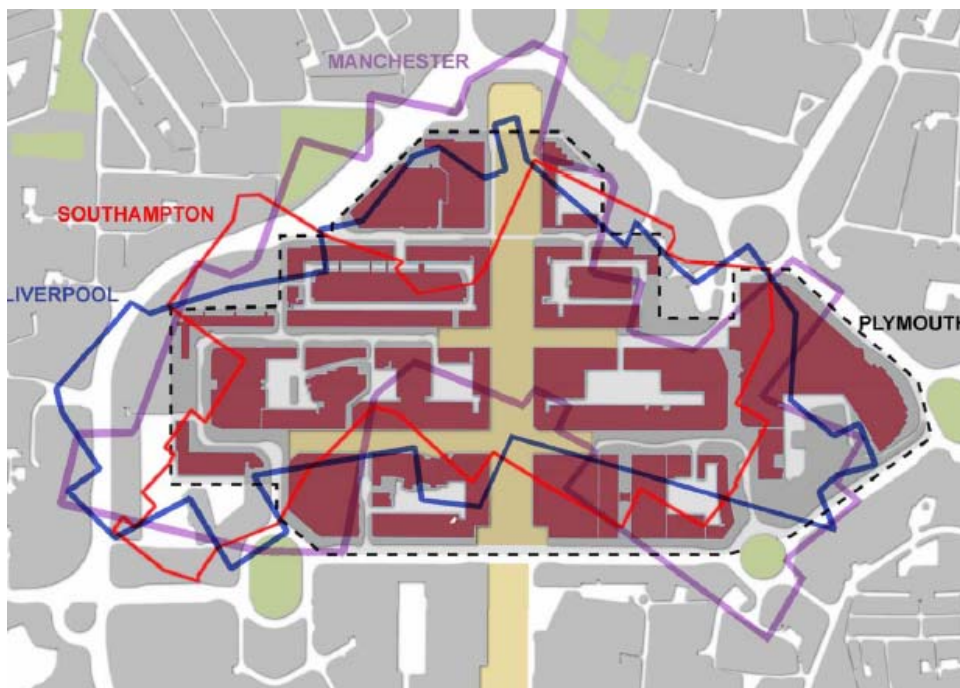


Figure 2: Size of Plymouth City Centre compared to Southampton, Manchester, Liverpool. (*Future Investment and Development Strategy, Cushman and Wakefield, 2008*)

- d. The quality of many existing buildings is low. Most City Centre blocks are now over 50 years old, and although some were built at a high quality others are of a much lower quality. Some of these buildings are now in need of repair and upgrading. This causes more problems, as their general condition is another disincentive to modern retailers wishing to locate in the City Centre.
- e. Development is very low density, as a result of the post war pattern of development which laid out large courtyards at the centre of the City Centre blocks - which are largely used for servicing and car parking. The low density of development does, however, present opportunities for the intensification and renewal of parts of the City Centre.
- f. Lack of activity outside of business hours contributes to the area feeling unsafe and allows opportunities for antisocial behaviour – again harming the attractiveness of the City Centre to visitors and investors.

Promoting a Sustainable Community

2.12. The 'golden thread' which runs through Plymouth's Core Strategy is the principle that all growth and development in the city should contribute to the

creation of sustainable linked communities. This is clearly set out in Strategic Objective 3 and Policy CS01 of the Core Strategy.

2.13. However, in the context of the City Centre, the picture becomes more complicated. The City Centre provides services on a range of levels:

- Local facilities for those people living close to and in the centre itself – day-to-day shopping trips.
- Strategic shopping, employment and leisure facilities for people living in Plymouth – once a week shopping and leisure visits.
- Sub-regional shopping and leisure facilities to create a destination for a monthly shopping visit.
- Regional shopping and leisure opportunities for occasional visits from people living in the region as a whole and including linked to tourist trips to the city.

2.14. A successful and vibrant City Centre should provide the range of facilities and services that will allow it to act as the hub for the whole City as well as fulfill regional and sub-regional roles. However, the AAP should not lose sight of the community facilities and services required by people living near to and within the City Centre.

2.15. In order to contribute to the creation of a sustainable City Centre community, the AAP should:

- Identify a mix of uses in the City Centre, which will create more activity and vibrancy at all times of the day and evening, including a complete range, mix and type of new housing.
- Identify ways to create large numbers of new jobs within and adjacent to the City Centre.
- Ensure high quality transport and movement to, through and around the City Centre.

Improving the quality of the environment & public realm

2.16. There are many aspects of the environment and public realm in the City Centre which put people off visiting or investing in the City. These need to be addressed to make the centre a more inviting and exciting place to visit. Some of these issues are:

- The need for a broader range of activities including the introduction of more evening uses.
- Poor relationships to neighbouring areas beyond the strategic road network.
- A monotony in parts of the townscape which leads to the City Centre feeling uniform and difficult to distinguish. In part this is due to the straightness and lack of variation in the street plan, and a lack of memorable places.
- Block sizes and other barriers makes pedestrian movement between streets difficult.
- Poor quality shopfronts and lack of a consistent approach to the design of the public realm.
- Poor protection from the weather.

Bringing It All Together.

2.17. The City Centre and University Area Action Plan therefore needs to achieve three key tasks:

1. It needs to address the problems in the City Centre which have been identified as harming its commercial prospects for success.
2. It needs to establish the vision and key principles needed to begin the transformation of the City Centre, whilst ensuring that its heritage is given the prominence and profile it deserves.
3. It needs to provide a framework for change which is flexible enough to allow it to evolve and adapt to changing circumstances and new ideas, but also delivers, turning aspirations into reality.

3. The Vision for the City Centre.

3.1. This Area Action Plan is founded on a clear vision of an enriched, enlivened and revitalised City Centre, and of the role the City Centre should play in helping deliver Plymouth's long term growth agenda.

3.2. The Council's Vision for the City Centre and University area, as set out in the Core Strategy, is:

Core Strategy – Area Vision 3 – Plymouth City Centre

To reinforce the City Centre's role as a vibrant and thriving regional destination, providing high quality shopping, recreation, cultural, civic, education and commercial facilities, well connected to surrounding neighbourhoods, as well as being a safe place of quality in which to live.

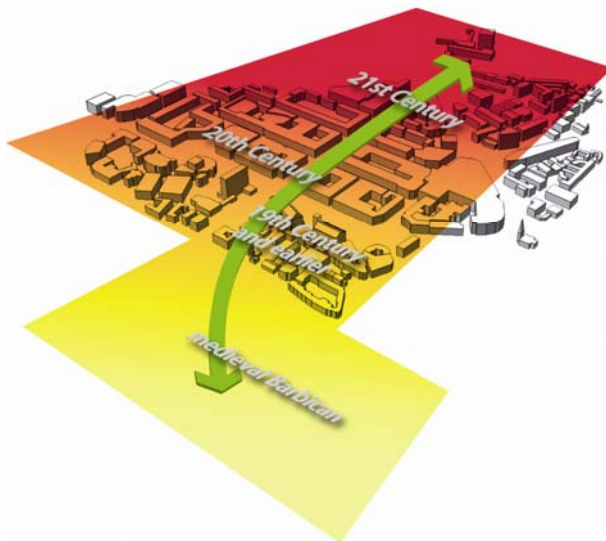
3.3. It is a spatial vision, in that it does not focus only on land uses and their distribution, but also on:

- Balancing the commercial realities that underpin the area's potential for change and the deliverability of the AAP's ambitions to create a real 'downtown', 24 hour experience, with the need to integrate the best parts of the historic townscape, building and spaces, as key assets in promoting a quality built environment, supporting the area's role as a vibrant city centre.
- Delivering the regional and sub-regional commercial offer.
- How to develop the City Centre as a special form of sustainable neighbourhood, where the mix of uses is inextricably linked to the quality of the urban environment, making it an attractive place to both live and visit, and in doing so, supporting the commercial health of its retail role as a sub-regional and regional shopping centre for the far south west

The concept

3.4. Visiting Plymouth City Centre in the future will be a different experience for shoppers, tourists and residents alike. Lessons need to be learnt from other city centres such as Winchester, Bristol or Liverpool where buildings and environments from a number of historical periods are successfully integrated to create diversity and interest for visitors, making for a more satisfying and varied experience.

3.5. While Plymouth City Centre has all these characteristics, they haven't been integrated into a stimulating whole. There are parts of the City Centre, or places on the edge of the centre, which are characterised by buildings representing every period of the city's development. This AAP aims to bring these together in a way which values this heritage as well as creating new districts showcasing the best modern design and architecture; knitting these together so they 'tell a story' of the city's development from its medieval



beginnings to the 21st Century. This concept updates an idea from the 1943 *Plan for Plymouth*, which recognised the relationship between old and new areas: "Carefully restored (the old town) should stand in striking contrast to the new centre.here it will be possible at a step to pass from the spacious new centre into the homely old streets." (p.66, "A Plan for Plymouth", Abercrombie and Watson 1943). This AAP sets out a fully realised concept:

- Beginning in the medieval Barbican – which will be linked to the centre more effectively, providing contrast and interest.
- Continuing on to Armada Way and Royal Parade, the great spine routes of the *Plan for Plymouth*, through a mix of 19th Century and earlier buildings including the Guildhall and St Andrews Church. These will be better linked to the City Centre by new public spaces.
- Royal Parade will be strengthened as a grand 20th Century boulevard fronted by the best buildings of the *Plan for Plymouth*, linked to the heart of the City Centre by Armada Way; a truly unique space which joins all the elements of the City Centre together.
- Completing the journey through the different periods of the city's development will be the new, 21st Century City; Cornwall Street, Drakes Circus and North Cross, where visitors can choose to enjoy the 'big city shopping' of the new shopping areas, or can instead choose to visit the West End Independent Quarter, with its cafes, small unique shops and City Market, art and culture.

3.6. The City Centre will have a true diversity of character not on offer anywhere else, which will stimulate visitors and create a unique and memorable journey from a medieval sea port to a 21st Century City.

Objectives

3.7. The main role of the AAP is to provide an efficient and effective way to deliver the Vision for the City Centre. To do this, the policies and proposals of the AAP follow a set of overarching objectives, set out below. These objectives cover general themes which apply to the whole area, and also specific aspirations for particular parts of the City Centre. This AAP considers the City Centre as a series of districts, each with its own characteristics and each playing a particular role both today and in the future. The districts are shown on the City Centre Vision Diagram (Figure 3) and the Council's aims for each district are set out in the objectives below:

Strategic Objective 1: A Regional Destination

To deliver the regional commercial centre for the South West Peninsula of England.

3.8. The over-arching objective of the AAP is to expand the role of the City Centre so that it becomes the commercial destination of the South West peninsula, complementing Bristol in the north. Plymouth is already the regional centre for Devon and Cornwall. The proposals in this AAP will build on this status and make Plymouth one of the top ten shopping centres in the country. Additionally, the AAP's radical proposals for low carbon energy and a new linear urban park will also make Plymouth the greenest City Centre in the country.

Strategic Objective 2: Placemaking

To create a modern, enlivened City Centre which successfully integrates its historic assets with its new developments, and which uses attractive and innovative public spaces to create high quality settings for key buildings. New developments and public realm schemes use the latest sustainable construction methods and facilitate the use of CHP throughout the City Centre.

3.9. Underpinning these changes will be an approach that recognises and cherishes the City Centre's important historic past and the undoubted asset this is to its future development – using these important assets in a way that supports the future. The City Centre will become a place of quality, well designed and well maintained, which fosters a sense of pride.

Strategic Objective 3: Movement and Accessibility

To create a safe and accessible City Centre for all transport modes.

3.10. The role of the Strategic Road Network to distribute traffic and provide access to the City Centre for high quality public transport will be maintained and strengthened. Car parking will be provided in fewer, larger, strategically located, better quality car parks. Facilities for pedestrians and cyclists will be improved and links to surrounding neighbourhoods will be created and strengthened.

Strategic Objective 4: The West End – The Market and Independent District

To reinforce and foster the unique, independent, diverse character and community of the West End, so that its identity as a distinctive City Centre district is confirmed.

3.11. The West End will be a more intimate place where people want to spend time during the day and into the evening, shopping, eating, socialising, relaxing, or watching activities such as street theatre and street art.

Strategic Objective 5 – The Core Retail District

To reinforce the area’s character as the place where most of the national retailers can be found, with the ‘big city’ shopping atmosphere, while also encouraging a greater diversity of uses. The area will see exciting changes creating a new shopping area, delivering more shops, different uses and a much improved public realm.

3.12. This is the area that will see the greatest changes over the life of the AAP. A major redevelopment of Cornwall Street will provide significant amounts of new shopping, new homes and a national department store to anchor this part of the City Centre. The area to the east of Armada Way will be recognised as the place to go for the major national retail names, and will be a modern, exciting place to visit which complements the more intimate shopping experience in the West End.

Strategic Objective 6 – The Northern Office District

To drive forward the economic regeneration of the City Centre, and contribute to the city’s economic growth plans through the creation of a focus for a new business services sector in Plymouth. To improve the gateways to the city and the City Centre, and create an improved environment and true spine route between the waterfront and the station.

3.13. The Local Economic Strategy foresees 42,000 new jobs being created in the city’s travel to work area. These jobs will be primarily created in the six economic growth sectors, one of which will be a new business services sector in the City. The City Centre can be a major driver for this through the creation of a new office core, delivering change. The new offices will mean that large

numbers of people employed in business services will be working in or adjacent to the City Centre, shopping and playing in the City Centre, and will have the opportunity to live in the City Centre.

Strategic Objective 7 – The Learning and Culture District

To continue the development of an area centred on North Hill which is mixed use but is led by learning facilities and cultural activities. The area is centred on North Hill adjacent to the University of Plymouth campus, the City Museum and Library and the Plymouth College of Art and has seen significant amounts of development as part of the improvement of the University's campus. Over the life of the AAP, this character will be strengthened and the appearance and attractiveness of North Hill and its surrounds will be improved as an area to be enjoyed by everyone.

3.14. The educational establishments will be fully integrated into the City Centre and also contribute to the creation of a district focused on learning and cultural activities, centred on North Hill.

Strategic Objective 8 – The Leisure and Civic Districts

To consolidate the existing concentrations of leisure uses to the south and west of Royal Parade, and of Civic functions to the south and east of Royal Parade. These areas are already characterised by a variety of leisure uses around Derry's Cross, centred on the Theatre Royal, and Civic uses such as the Guildhall, Magistrates Court and St Andrew's Church to the east of Armada Way.

3.15. These districts are not expected to see major changes, but will see their leisure and civic characters enhanced and playing a more active part in the life of the City Centre. The Leisure District will be focused on the Theatre Royal but will also have links into the revitalised West End. The Civic District will see its character conserved and become part of the experience of the City Centre, complementing the modern developments further to the north along Armada Way.

How will the AAP deliver this Vision?

3.16. This AAP recognises the reality that not everything will happen immediately, and therefore provides a framework for phasing change over time. It sets out:

- Site proposals for the most significant, strategic developments which will drive forward the delivery of the AAP vision. These sites are Colin Campbell Court (CC08), Cornwall Street (CC11) and North Cross (CC14).

These are the most important sites in the AAP – their delivery is crucial to the realisation of the vision for the City Centre, providing solutions to the key issues. For this reason, a flexible policy approach has been formulated for these sites to pump prime development. For example there will be no requirement for affordable housing to be provided by these developments, in recognition that their development value needs to be focused on very high value buildings. The Council will also identify specific delivery vehicles for these sites.

- Enabling policies for blocks which will deliver more gradual change. These are locations where the AAP either recognises that change will occur but that developments are likely to be smaller in scale and less crucial to the realisation of the City Centre Vision, or where significant changes may take place but over a longer term. These policies set out the criteria by which the Council will consider proposals which come forward. (CC09, CC10, CC12, CC13, CC15, CC16, CC17, CC18, CC19)
- Policies to conserve and enhance the historic environment, to create better public places and spaces, and to maintain a functioning transport and movement system for the City Centre. These policies limit the changes which can be made to buildings, and put in place the principles to guide public realm schemes in the City Centre. In particular these policies aim to recognise the importance of the Abercrombie grid of streets, the Royal Parade blocks and Royal Parade itself. (CC01, CC02, CC03, CC04, CC05, CC06, CC07)

Milestones 2006 – 2021

3.17. Delivery of the AAP objectives will be measured using the following milestones. It should be noted that it is likely that some of these developments will not be completed until after 2021. For more information see the Delivery Chapter.

Key Infrastructure Requirements

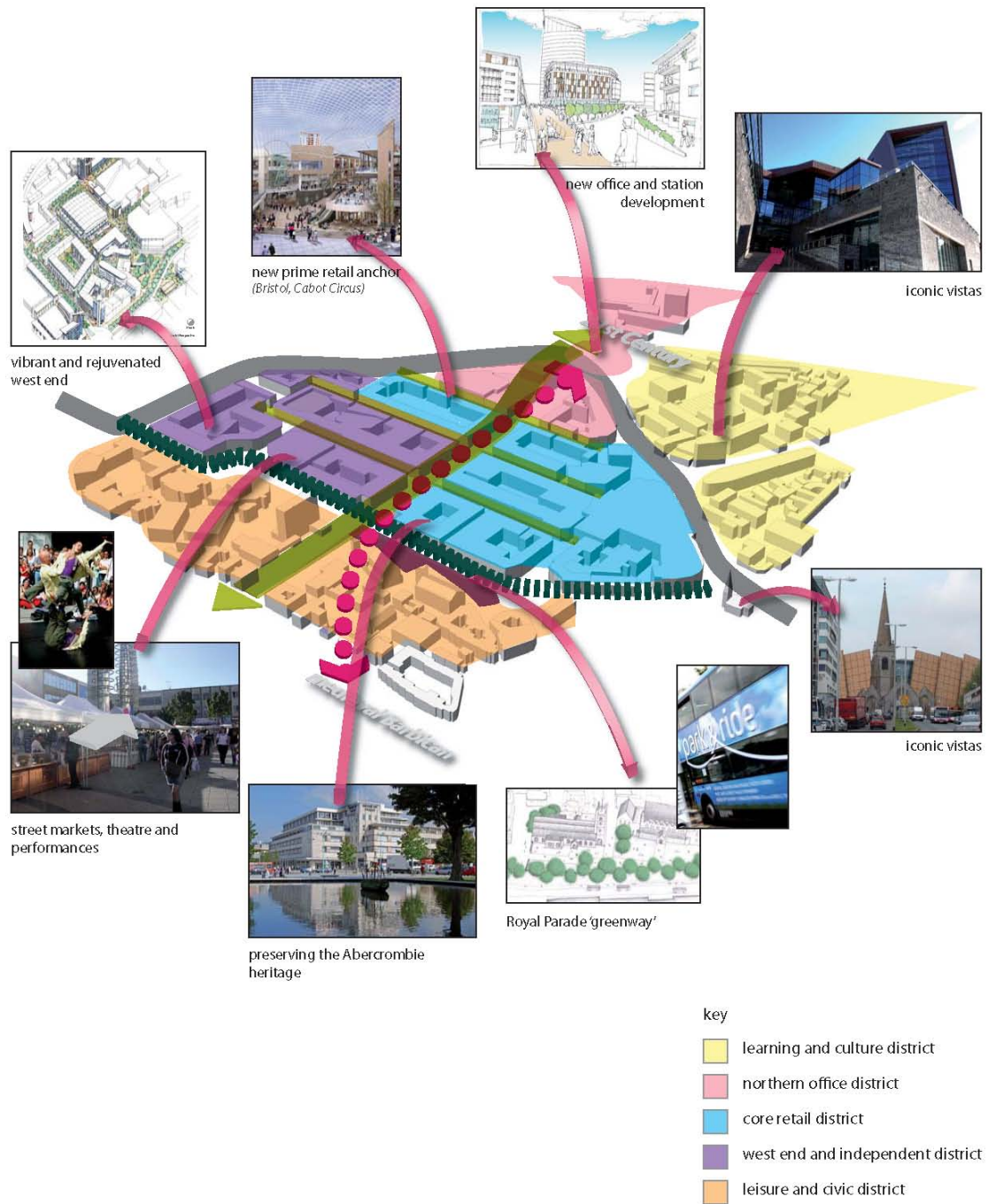
City Centre Public Realm	2009 – 2021
Combined Heat and Power in the City Centre	2011 – 2021
HQPT Eastern Corridor	2014 – 2019
HQPT Northern Corridor	2020 – 2026
Strategic Road Network Improvements	2012 - 2020

Key Development Outputs

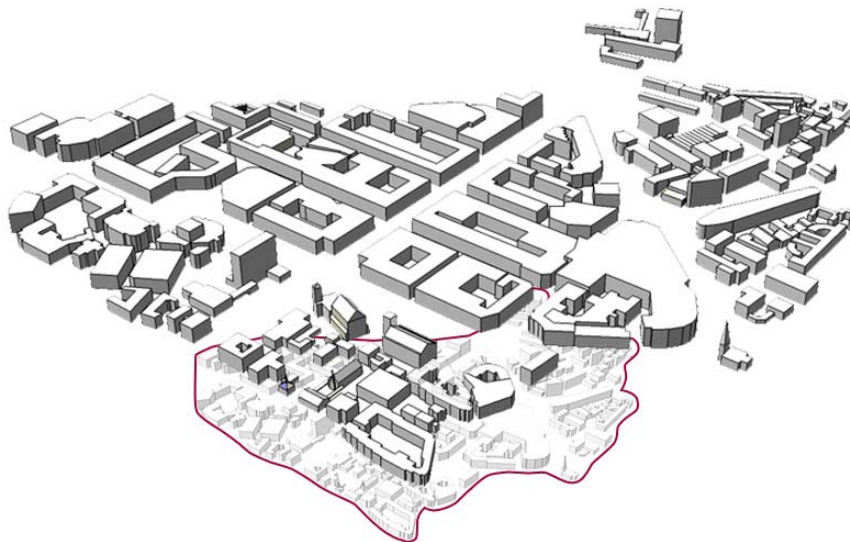
Retail Floorspace (gross) (sq m)	98,500
Employment	106,700
Housing 830	- 1000

Fig 3: The City Centre Vision Diagram

City Centre AAP - vision diagram



4. A Regional Destination



Strategic Objective 1

To deliver the regional commercial centre for the South West Peninsula of England. This will be achieved by:

- Implementation of about 100,000 m sq.m. of new high quality retail floorspace and 100,000 sq.m. of new high quality office space by 2021, bringing Plymouth into the top 10 commercial centres in England.
- Delivering a vibrant mix of activities and experiences for the visitor, and a centre of such quality that Plymouth becomes a major destination in its own right throughout the South West region.
- Delivering a modern, efficient, attractive and safe transport system, with high quality car parks and public transport.
- Delivering the 'greenest' City Centre in the country, with a state of the art low carbon energy network and high quality green spaces and public realm.

4.1. Plymouth City Centre already functions as a regional centre. It is the second largest city after Bristol and together they perform critical and complementary roles at opposite ends of the region. Plymouth is becoming 'the

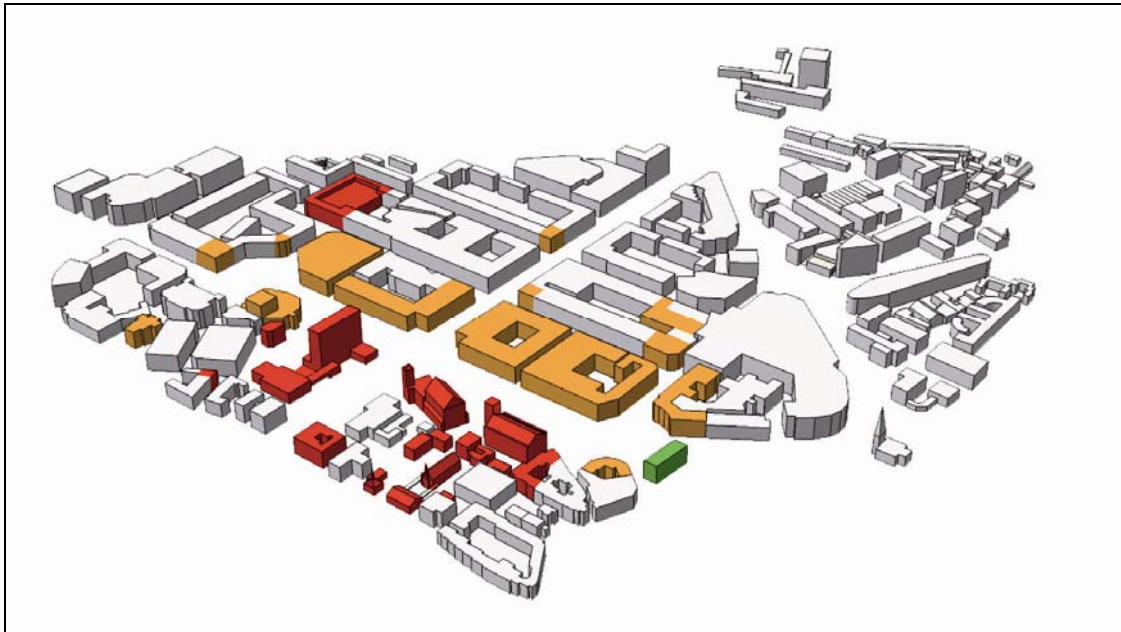
economic hub of the far South West', and provides many services for large parts of both Devon and Cornwall . However, the aspiration of this AAP is to make Plymouth one of the top ten centres in the country, helping spread the benefits of economic investment to a much wider area.

4.2. To turn this aspiration into a reality will require a coordinated and proactive intervention from both the public and private sector. The City Centre has a very substantial untapped potential, as identified in the AAP's supporting evidence base. It has the size, character and environmental assets to be able to create a place of exceptional quality. Plymouth is one of the least congested cities in England, with the potential to accommodate significant change in a sustainable way. It also has a large hinterland which would significantly benefit from these improvements. As Plymouth's quality growth agenda is delivered, the enormous potential for commercial investment will be unlocked to deliver an exciting range of major developments.

4.3. When these aims have been achieved, Plymouth will be the regional commercial centre servicing the south west peninsula. It will provide a range of functions and attractions, complementing those found in Bristol and supporting a much wider area, including the smaller centres of Truro and Exeter. Plymouth will fulfil its role as the main regional destination of the south west peninsula.

4.4. The Policies and Proposals of this AAP need to be understood in the context of achieving this overall ambition.

5. Place making in the City Centre



Strategic Objective 2

To create a modern, enlivened City Centre which successfully integrates its historic assets with its new developments, and which uses attractive and innovative public spaces to create high quality settings for key buildings. New developments and public realm schemes use the latest sustainable construction methods and facilitate the use of Combined Heat and Power throughout the City Centre. This will be achieved by:

- Ensuring that the grid of streets in the City Centre (Armada Way, Royal Parade, New George Street, Cornwall Street and Mayflower Street) remains as the underlying structure of the City Centre and is celebrated as the essence of the Plan for Plymouth.
- Conserving and enhancing the best, highest quality buildings and elements of the *Plan for Plymouth*, and older buildings, as important parts of the City Centre's heritage.
- Linking these areas into proposals to redevelop and alter the City Centre, to create a City Centre which celebrates and recognises its history.

- **Creating a high quality, attractive and enlivening public realm, with a range of public spaces, enriching activities and sights which will generate interest.**
- **Requiring development to be low carbon, and to facilitate the provision of Combined Heat and Power facilities.**

5.1. City centres are interesting places to visit for a number of reasons, but one factor is that many have a variety of distinct areas which have evolved over time. Visitors therefore pass through places which are modern as well as places from periods in the city's development. Anyone visiting cities such as Liverpool, Manchester, Edinburgh, Bristol or Oxford will be able to move between Medieval areas, Victorian districts, early Twentieth Century areas and modern shopping centres. This is one reason why these city centres are successful. Plymouth City Centre is often perceived as not having this variety because of the dominance of the *Plan for Plymouth*.

5.2. In reality, however, Plymouth City Centre has significant historical assets which need to be incorporated back into the City Centre helping to shape the place and bring back diversity and variety which is a hallmark of successful centres elsewhere. The ways in which the AAP will achieve this are

- Policies to conserve and enhance those parts of the City Centre's history which are significant landmarks in the development of the City – i.e. the areas to the south of Royal Parade and east of Armada Way, the 'Abercrombie Grid' of City Centre streets, and blocks of buildings along Royal Parade, from Derry's Cross to St Andrew's Cross,
- A policy for the public realm which sets out broad principles which will be applied to different areas of the City Centre, along with a commitment to creating a public realm with art and activity to engage the interest of visitors, and which improves the setting of, and celebrates the role played by the City Centre's historic buildings,
- Creation of a high quality environment and public realm in Armada Way and Royal Parade, which creates public places which join the areas to the south of Royal Parade to the City Centre precinct,
- The creation of exciting, modern, City Centre buildings and districts which will be complementary to the areas characterised by the historic buildings, but will help to create variety and interest, together with support for the West End carving out its identity as the Independent and Market Quarter.

Policy CC01: Place making and the Historic Environment

The City Council will protect and enhance the most successful elements of the City Centre’s historic environment, including the Beaux Arts grid of streets and key historic buildings. It will expect new development proposals to respond positively to the City Centre’s unique heritage, supporting the ‘concept’ identified in Chapter 3 of this AAP and helping to create a vibrant City Centre experience.

5.3. This policy applies to the whole City Centre and University area. It highlights that there are a number of historically important buildings across the area, and that the Beaux Arts street plan laid out in the *Plan for Plymouth* is a key element of the heritage of the city. Clearly, over the life of this AAP there will be development proposals being submitted which will affect this heritage. The Council expects that proposals will respond to the challenge set out in Policy CC01 and will ensure that development of all scales contributes to the creation of a high quality City Centre which makes the most of its heritage. The policy will therefore apply to minor alterations to shop fronts as much as it will to major redevelopment proposals. More advice on this is set out in the Design SPD and in the City Centre Precinct Design Framework.

5.4. The policy will apply particularly to proposals for tall buildings. The City Centre area is identified in the Core Strategy as an area of intensification, and it is therefore to be expected that tall buildings will be elements of development proposals. It is entirely appropriate that tall buildings should be located in city centres, but in Plymouth they should be sensitively located within the Beaux Arts street grid and should show in detail how they respond to Policy CC01 and how they relate to the wider streetscape.

Policy CC02: The Royal Parade Blocks

The blocks forming the northern side of Royal Parade are the best surviving examples of the quality that was envisaged in the *Plan for Plymouth*. Replacement of these buildings will not be permitted, although it is recognised that it may be necessary to sensitively alter the buildings in order to retain viable, successful uses. Proposals which aim to widen the use mix of the buildings, introducing residential and office uses, may be acceptable as long as they retain active ground floor frontages.

5.5. The architecture and townscape of the City Centre is of varying quality. One of the main ambitions of the *Plan for Plymouth* was to restore a sense of civic pride in the City Centre through the use of high quality design – from the layout and planning of the centre, the quality of the architecture and materials used, to the design of shop fronts and street furniture.

5.6. For a variety of well documented reasons, as the *Plan for Plymouth* was implemented the quality of redevelopment worsened. The earlier phases of

reconstruction do, however, demonstrate the quality that was originally intended. In particular, the blocks along Royal Parade being a very good example. These features of the Royal Parade blocks and the street grid they define need to be retained as important landmarks in the city's evolution.

5.7. As other parts of the City Centre change, the character and heritage of these buildings should be conserved and emphasised. No alterations will be allowed which do not conserve and enhance the frontages of these buildings, and improvements to the public realm will ensure that the settings of individual buildings are enhanced and that they are better integrated into the life of the City Centre. By the end of the plan period these buildings add richness to the City Centre and complement the new developments elsewhere, helping to create a high quality, interesting and varied environment which will attract visitors to the City Centre.

5.8. Clearly, these buildings were not built to modern day energy efficiency standards. It is important that any alterations that occur are sensitive to the historic character and importance of the buildings, but changes are also an opportunity to look at ways to improve the energy efficiency of the buildings and to explore how the buildings could make use of low carbon energy sources such as a City Centre Combined Heat and Power network. The Council will encourage proposals which attempt to find sensitive solutions to these issues in historically important, high quality buildings.

Policy CC03: City Centre Public Realm

The City Centre's public realm will be improved to create a succession of safe, attractive, inclusive and innovative linked spaces, places and features which enliven the City Centre whilst respecting its unique Beaux Arts character. Public realm improvement schemes should:

- 1. Use high quality, durable and sustainable designs and materials.**
- 2. Facilitate movement and promote permeability through the City Centre precinct for pedestrians and cyclists, and promote permeability.**
- 3. Provide flexible design solutions which support the future development options suggested within this Area Action Plan.**
- 4. Provide a variety of spaces both in terms of scale and character, including:**
 - a. Events and spectator spaces,**
 - b. Group gatherings**
 - c. Smaller seating areas**

d. Places for all ages, including spaces and activities for children's play and for young people.

- 5. Use innovative designs to improve the identity and legibility of the City Centre such as public art, sculpture, planting, water features and lighting.**
- 6. Support the principle of legible streets – allowing views down boulevards to help people orientate themselves and understand the City Centre.**
- 7. Provide for a range of uses which support the retail needs of the city such as street markets, promotions, performances, events, pavement cafes.**
- 8. Encourage spaces for activities and entertainments which create an environment which is stimulating and attracts visitors to the City Centre.**
- 9. Include high quality structures for catering, displays and tourist information within public spaces, without reducing permeability and flexibility.**
- 10. Explore ways to provide cover over the main shopping streets, and incorporate protection from the weather to provide shade, shelter, urban cooling and sustainable drainage.**

5.9. The public realm is the term used to describe those parts of the City Centre which are public places and spaces. It includes the City Centre streets, pedestrian areas, public squares and landscaped areas. Most notably it includes Armada Way, Royal Parade, Frankfort Gate, Charles Cross and Derry's Cross. All of the areas considered as public realm for the purposes of the AAP are shown on the Proposals Map.

5.10. In the recent past there have already been some improvements to the City Centre public realm:

- The creation of the 'civic square' at the junction of Armada Way and Royal Parade.
- The area outside Drakes Circus was improved as part of the development of the shopping mall.
- A £3 million scheme of improvements to the streets and spaces in the West End was started in 2009.

5.11. The rest of the public realm in the City Centre has seen very little attention since the 1980s when the streets were pedestrianised and the existing landscaped areas introduced.

5.12. A detailed City Centre Public Realm Framework will be drawn up using the principles set out in Policy CC03, and will include schemes for the following key places:

- 📍 **Armada Way.** Armada Way is arguably the most unique and defining element of Plymouth's Beaux Arts plan. Watson and Abercrombie in the 1943 *Plan for Plymouth* called it their 'one monumental feature of the whole of Plymouth's rebuilding – a great view'. The vista this street provides was to be 'the visitor's guide'. Its primary purpose, therefore, was to create a grand linking view from the Railway Station at North Cross to the Hoe and for it to be primarily a pedestrian and flexible space. This aspiration is as relevant today as it was in 1943 and proposals to enhance Armada Way should, in addition to the principles set out in CC03, restore the 'great view' through sensitive use of design and landscaping.
- The importance of Armada Way today comes from the roles it plays in the City Centre:
 - It draws together the different areas which make up the City Centre.
 - The main shopping streets lead off Armada Way, and the grandest buildings (seen today in the Dingles and Pearl Assurance Buildings) were placed at its junction with Royal Parade.
 - Its dimensions and vistas make it an extended public space as well as a street for movement.

These roles mean that Armada Way should be celebrated and improved as the showpiece of the City Centre's public realm. It should:

- Be emphasised as the spine of the City Centre, joining together the old and new.
 - Be strengthened as the link from the City Centre to The Hoe and waterfront, but also north to the Railway Station.
 - Have a design framework produced which reinforces the continuity and unity of the boulevard but which also looks at Armada Way as a series of spaces.
- 📍 **Royal Parade and Exeter Street raised section, including Charles Church, St Andrew's Cross, Derry's Cross.** These areas should be looked at in conjunction with the proposals in the Movement and Accessibility Chapter – see Policy CC07.

5.13. Public Realm improvement schemes will be produced separately to this AAP. The masterplans should be produced using Policy CC03 as a starting point and guide, and should also use Policy CC05 to explore ways to create the infrastructure for a Combined Heat and Power network at the same time as any public realm works take place.

Sustainable Linked Communities

Policy CC04: A Sustainable City Centre Neighbourhood

Developments in the City Centre will contribute to the creation of a sustainable neighbourhood, by ensuring that:

- 1. Opportunities to create new residential areas as part of larger developments are sought across the City Centre, but particularly to the west of Armada Way where they will contribute to the creation of a community in the West End.**
- 2. A well integrated mix of housing types is delivered, allowing households of a range of sizes and incomes, and people of all ages, to live in the City Centre.**
- 3. A critical mass of population, new creative industries, live/work units and studios for artists, and new community and health care facilities are provided in the West End as part of new developments and opportunities identified in the plan period.**
- 4. Provision is made for a healthy environment in the West End, with well designed public spaces and opportunities for urban cooling.**
- 5. Provision is made for measures that address and manage air quality issues in the City Centre.**
- 6. Where it is not possible to provide community facilities within the City Centre, development proposals will identify facilities in neighbouring communities and provide clear and convenient links to them.**

5.14. The Core Strategy sets out clearly that all development in Plymouth should contribute to the creation of sustainable linked communities. This AAP aims to provide more and better regional facilities in the City Centre, strengthening its role as a sustainable centre for its sub-region. The AAP also aims to increase the number of people living and working in the City Centre, and therefore it also needs to create a sustainable community. All of the policies in this AAP are designed to contribute to this need, and Policy CC04 sets out how

the main elements of a sustainable linked community will be achieved. These elements are:

- A sufficient number of people to form a community and engender a sense of belonging, and to create a 'critical mass' to support the services and facilities that a community requires.
- A mix of land uses that create activity, avoid 'dead times' and empty spaces, and strengthen community life. These uses would normally be concentrated in a district or local centre which forms the hub and focus of the neighbourhood.
- Creating opportunities for people to meet and interact. A sustainable city should operate as a series of interconnected spaces and places which bring people together. This implies that pedestrian and cycle movements are key, and that places should be closely and conveniently linked so that daily needs can be satisfied within walking distance of homes.
- Strengthening character and sense of place, by respecting our history and special buildings
- Fostering social inclusion by recognising and providing for the needs of all sections of the community for homes, jobs, leisure, movement and safety.

5.15. The City Centre must, however be seen as a special kind of sustainable neighbourhood. The main opportunities for change lie in large mixed use strategic development opportunities. There is the potential to provide significant amounts of new housing, and to look for opportunities to provide community facilities, but there are a much larger number of competing uses in the City Centre and for a number of reasons, not least the availability of land and the value of land, it may not be possible to provide all the usual community facilities within the AAP area. Additionally, City Centre living will be by definition a more dynamic and intense experience for residents, and not all social groups may wish to live in such an environment. It may not therefore be possible to create a truly balanced community in social terms, or to provide the community facilities within the City Centre to serve all sections of the community as might be aspired to in other places. Where this is the case, however, links to facilities in neighbouring communities (such as Stonehouse or Millbay) will be created and strengthened.

5.16. If the City Centre is to develop as a sustainable neighbourhood, the AAP needs to include appropriate measures to ensure it can evolve within environmental limits. There are two key areas where the AAP can contribute constructively: Carbon Emissions & Air Quality. The City Centre has a growing air quality problem associated with emissions from vehicles using the strategic road network. Whilst not yet designated an Air Quality Management Area, this designation may become necessary within the next few years should air quality

deteriorate. Proposals which affect the Strategic Road Network, or which suggest changes to sites fronting the network (in particular the proposals for North Cross and the Northern Triangle - Policies CC14 and CC15) should to be designed so that air quality impacts are minimised. Carbon emissions are addressed in Policy CC05 of this AAP.

Enabling Low Carbon Development

5.17. The Council recognises the need to reduce the City Centre's carbon footprint as part of the necessary response to combat climate change. The planned redevelopments in the City Centre are of a significant scale in terms of future energy demand and they will be subject to increasingly challenging targets concerning CO₂ emissions under future Building Regulations. The Plymouth City Centre Sustainable Energy Study 2009 demonstrates that due to the size, mix, location and phasing of new development proposals, opportunities for low carbon energy supply need to be considered at an area scale using combined heat and power, and district heating solutions. This area wide approach has the potential to significantly reduce the level of carbon emissions from new development whilst also reducing the cost burden to the developer, and overhead costs to occupiers.

Proposal CC05 Enabling Low Carbon Development

An integrated Combined Heat and Power and District Heating and Cooling (CHP/DH) network will be delivered throughout the City Centre to enable existing and new development to achieve significant carbon savings. Key requirements to enable delivery of this network include the following:

- 1. Development proposals at Colin Campbell Court (CC08), Cornwall Street (CC11) and North Cross (CC14) will be required to include space for a Combined Heating and Power Energy Centre, to support a phased roll-out of the network.**
- 2. Proposals for non residential development exceeding 1,000 sq m of gross floor space and residential developments comprising 10 or more units (whether new build or conversion) will be required to:**

Where the district wide network is not yet operational in relation to the particular development under consideration:

- Make an offsite contribution to the establishment of the network. The requirement (set out in Core Strategy Policy CS20) for development to incorporate onsite renewable energy production equipment is relaxed for such developments.**
- Include heating and cooling systems that could allow future connection to local district heating and cooling networks.**

Where the district wide network is operational in relation to the particular development under consideration:

- **Make an offsite contribution towards the completion of the network.**
 - **Include heating and cooling systems that allow connection to the network.**
- 3. Other developments will be required to include heating and cooling systems that allow connection to the network.**
 - 4. The opportunity to incorporate district heating / cooling pipe infrastructure will be considered when transport and public realm works are carried out in the City Centre.**

5.18. The Plymouth City Centre Sustainable Energy Study 2009 demonstrates that due to the nature and location of the proposed City Centre developments that the emissions reduction targets proposed in the CLG Policy Statement, 'Building a Greener Future' will not be deliverable through the use of 'micro renewable' solutions. Having considered the specific characteristics for new proposals and existing development in this area, the Study identifies delivery of a Combined Heat & Power and district heating (CHP/DH) system as the best option for a low carbon City Centre, in terms technical and financial viability as well as achieving maximum carbon savings. Whilst micro-renewables can help to meet the initial Building Regulations requirements for emissions reductions, their implementation as an interim measure will only reduce the effectiveness of CHP and district heating networks when these are essential post-2016.

5.19. A CHP system can be fuelled by biomass (renewable energy technology) or by natural gas (low carbon technology). It can also incorporate other technologies as part of a wider network. Even though there are sufficient biomass resources available to meet the City Centre's demands up to 2016, natural gas CHP is the preferred option as a well-established proven technology, with the lowest capital costs, and because it does not require complicated fuel preparation and handling systems or ash / effluent disposal. Perhaps most importantly in the case of the City Centre, and the associated land values, it does not require any fuel delivery, handling or storage systems, which means that its footprint is a fraction of that of biomass CHP plants. Gas CHP is a low carbon technology with the potential to deliver substantial reductions in the City Centre's carbon emissions. In the future other fuel sources such as biomass could be 'plugged' into the CHP / DH system.

5.20. This Proposal will bring considerable benefits to new developments in terms of providing a cost-effective way of meeting increasingly challenging

Building Regulations requirements as well as providing cheap low carbon energy and heating for future occupants.

5.21. CHP can also offer the benefits of being able to deliver carbon savings for existing buildings, where building fabric improvements may be difficult to achieve. It may also deliver other improvements, including reduced costs of boiler replacements, and lower revenue costs.

5.22. This Proposal, which is likely to be implemented on a phased basis, will be delivered by an Energy Service Company (ESCO) in partnership with the City Council and developers. The role of the ESCo will be to develop, manage and maintain the CHP / DH infrastructure and to provide energy services to customers across the City Centre. The City Council will proactively support the establishment of a Plymouth City Centre ESCo, and then support the ESCo in the implementation of the required CHP/DH pipe infrastructure. This support will come through the planning process and when the Council carries out transport or public realm works. Developments will be required to provide financial contributions and connect into the network.

6. Movement and Accessibility.

Strategic Objective 3

To create a safe and accessible City Centre for all transport modes. This will be achieved by:

- **Maintaining the role of the Strategic Road Network to efficiently distribute movements by all transport modes around the City Centre.**
- **Supporting and improving access by public transport to the City Centre, and particularly the development of the High Quality Public Transport system.**
- **Providing City Centre car parking in fewer, larger, strategically located, high quality car parks with easy access from the Strategic Road Network.**
- **Addressing the need for better facilities for cyclists and pedestrians within and into the City Centre.**
- **Ensuring safe movement for all users of the road network.**
- **Ensuring safe movement between the city centre and surrounding neighbourhoods**

6.1. The future success of the City Centre, and the proposals for regeneration set out in this AAP depend upon easy and efficient access to the City Centre by all modes of travel, by having pleasant and attractive gateways to the City Centre and high quality car parks, and by having a pleasant pedestrian environment within the City Centre for visitors and residents. The Movement and Accessibility Chapter sets out policies to achieve this aim and to address a number of demands:

- The Strategic Road Network needs to efficiently distribute movements by buses, cyclists, cars and goods vehicles around, to and from the City Centre. It also needs to become a better place and links to surrounding neighbourhoods need to be understood and improved.
- The key High Quality Public Transport (HQPT) corridors in the city begin and end at the City Centre. The railway station is a key gateway to the City Centre for people from Cornwall, Devon and further afield. The operation of these corridors is key to the success of the City Centre.
- Much improved car parks are needed in the City Centre. As part of the changes to the City Centre proposed in this AAP, the existing pattern of

parking will be changed. Instead of small car parks scattered across the City Centre, parking will be concentrated into a smaller number of larger car parks, of much higher quality and strategically located so that they can be easily accessed from the Strategic Road Network. The Strategic Road Network will distribute traffic so that trips from the north and west are most easily accessible to the western car parks and trips from the east are most easily accessible to the eastern car parks.

- Future pedestrian and cycle movements around the City Centre will be modelled so that there is a greater understanding of movements from the surrounding neighbourhoods, and of how people use the City Centre once they have arrived.

Policy CC06: The Strategic Road Network

The principal purpose of the Strategic Road Network (SRN) is the distribution of traffic to, from and around the City Centre. Any proposals to change the strategic road network, or development of sites along side it, should:

- 1. Ensure that the ability of the strategic road network to distribute traffic to, from and around the City Centre is preserved and enhanced.**
- 2. Explore ways to redesign the road corridor and redistribute the transport functions as part of any redevelopment proposals**
- 3. Consider how new developments relate to the road and devise ways to use design and active frontages to improve the road corridor.**
- 4. Provide for movements across the road into neighbouring communities.**

6.2. The City Centre Strategic Road Network is shown on the Proposals Map. It includes the triangle of roads made up of Western Approach, Cobourg Street and Charles Street, and the other roads within and feeding into the City Centre which distribute traffic. These roads have a strategic role to play:

- Ensuring that all modes of transport can access the City Centre, and can move through and around the City Centre to other destinations such as the continental ferry port, the bus and coach facilities and Plymouth's main train station.
- ✎ Providing an efficient route for public transport services to access the City Centre. Virtually all bus services in the city are funnelled onto the City Centre roads, and particularly onto Royal Parade. In order to provide an

attractive service, and to allow for the creation of a High Quality Public Transport system in the future, buses must be able to navigate the Strategic Road Network as efficiently and quickly as possible, facilitating links to neighbouring communities and creating a better environment and a more positive place along the key route.

6.3. Policy CC06 sets out how the Council will manage the Strategic Road Network:

- The strategic roles of the Strategic Road Network will be maintained and enhanced. Local distributor roads should also continue to be able to move traffic around the City Centre efficiently as proposals in the AAP are implemented.
- Several proposals in the AAP will affect sites which front onto the Strategic Road Network. As these proposals are implemented, ways to improve these frontages and the relationship to the road should be explored. This includes examining ways to redistribute the transport functions within the road corridor – for example looking at segregated bus lanes, better cycle tracks and pedestrian crossings, and removing clutter such as barriers,
- The Strategic Road Network should be perceived as less of a barrier to pedestrian and cycle movements into and out of the City Centre from neighbouring communities. Existing and future desire lines for pedestrians should be protected and provided for, and high quality places should be created, providing attractive and clear routes into and through the City Centre, using shared space principles if appropriate.

6.4. One of the key ways that the Strategic Road Network can be changed over the life of the AAP is to consider it as a number of distinct ‘character areas’. Each of these areas should respond to existing and future developments on either side of the road and should have specific principles developed which will lead to the creation of better environments and distinctive public spaces. Detailed guidance will be drawn up to define these character areas and show how these sections of road could change.

6.5. There are several key parts of the Strategic Road Networks where capacity will have to be particularly maintained or increased in order to deliver the City Centre Vision. These areas are:

- Drakes Circus Junction (see Proposal CC13),
- Charles Street and Charles Cross (see Proposal CC07)
- North Cross (see Proposal CC14)

- Western Approach (associated with Proposal CC08 and the construction of the Millbay Boulevard)

6.6. Detailed delivery plans for these areas will be drawn up alongside development proposals and as part of bids for funding as set out in Figure 5 – the City Centre and University Delivery Scheme in Chapter 12.

Policy CC07 – Royal Parade and Exeter Street (West)

Royal Parade and Exeter Street (West) perform an important part in ensuring good access to and around the City Centre, particularly for public transport. Retaining and improving these connections is critical to the health of the City Centre. Without compromising this important role, the Council will seek to emphasise Royal Parade as one of Plymouth’s great City Centre boulevards, and improve its setting as a gateway to the City Centre. Potential for improvements could include:

- 1. Changes to the junctions at Western Approach, Derry’s Cross and Charles Cross which will improve movements and create better public spaces.**
- 2. Better public transport facilities and a more efficient arrangements for bus access to the drop off points, with the aim of creating a high quality public transport interchange which improves the experience of the City Centre for people arriving by bus.**
- 3. Improving the relationship between the City Centre precinct and the historic areas to the south of Royal Parade through to the Barbican, and creating a clear, high quality pedestrian link between Millbay and Sutton Harbour, through improvements to the public realm and creation of new public spaces as part of a wider linear urban park. Opportunities to remove street barriers and to reduce the amount of signage should be investigated.**

Any changes to Royal Parade and Exeter Street (West) resulting from this policy must ensure that movements around the Strategic Road Network are not compromised and are, where possible, improved.

6.7. Royal Parade is the second great boulevard of the *Plan for Plymouth*, after Armada Way, and is framed by the best architecture. It plays a key role in the City Centre, ensuring good access to and around the City Centre and as one of the most important bus drop off/pick up points.

6.8. This AAP sets out that the primary purpose of the Strategic Road Network is the distribution of traffic to and around the City Centre, and that this role must be protected in making any changes to the City Centre. This commitment is a

step away from the road network envisaged by Mackay, Zogolovich and Harradine in the 2004 Vision for Plymouth of a 'greened' ring road, although measures will be taken to deliver environmental improvements and enhanced connectivity to surrounding communities.

6.9. This commitment enables the Council to seek opportunities to improve Royal Parade to create a more attractive, vibrant public space, and a first class public transport interchange. Royal Parade is one of the showpieces of the *Plan for Plymouth*, and by exploring the potential for these changes, the Council is trying to integrate the boulevard into the City Centre so that it is a place with a number of functions:

- It will be a space which connects the older historic areas of the City Centre to the south of Royal Parade (including the route to the Barbican) with the Twentieth Century City Centre Precinct extending north along Armada Way,
- It will be a boulevard with a strong pedestrian route connecting Millbay and Sutton Harbour, via the City Centre.
- It will be a pleasant and easy to use public transport interchange which will create a memorable first impression of the City Centre for those arriving by private vehicles and public transport,
- It will perform these functions by having a high quality public realm and a succession of public spaces which together will form a linear urban park for the City Centre, and which create a better setting for the historically important Royal Parade blocks, St Andrew's Church and Royal Bank of Scotland Building.

6.10. It should be noted that in seeking opportunities to make these changes to Royal Parade and Exeter Street (West), it will be necessary to ensure that access to and around the City Centre by all modes of transport is maintained. A key test of any measures will therefore be that they do not reduce the capacity of the Strategic Road Network (see Policy CC06) and where possible, improve ease of movement for public transport and road traffic at key junctions.

Car Parking in the City Centre

6.11. The Council's approach to car parking in the City Centre is:

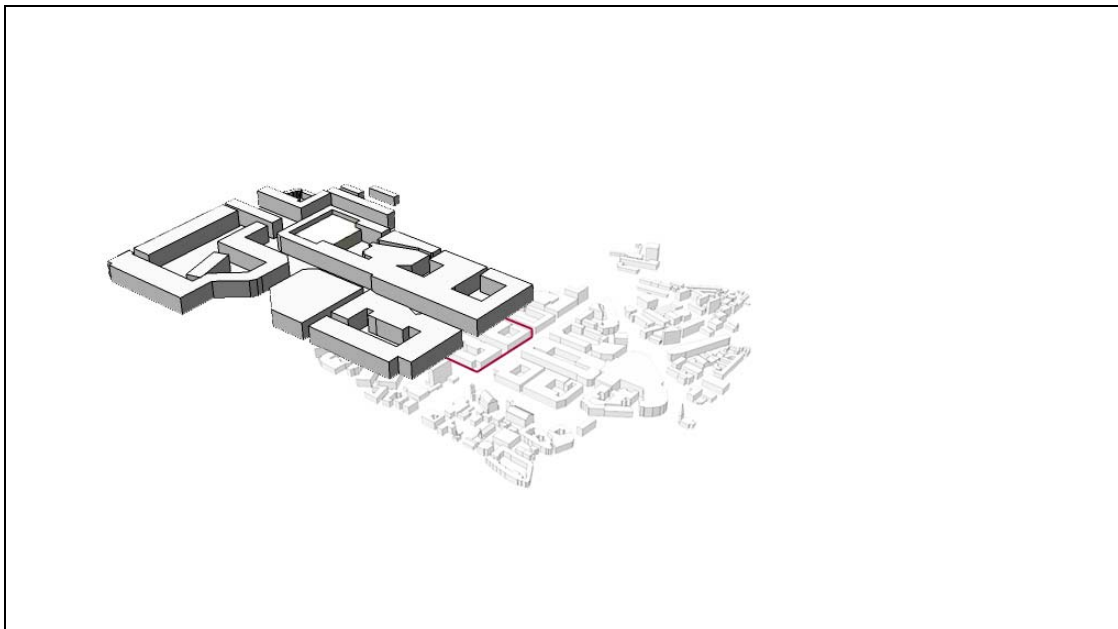
- To provide a small number of large, high quality car parks with modern, secure, clean, and attractive facilities, designed to modern standards, which are well lit, utilise the latest 'pay-on-foot' technology. They should have attractive, well signed pedestrian links to shopping areas and other

places of interest.

- Car Parks will be distributed around the City Centre so that good quality car parking is available to serve trips entering the City Centre from all major routes. For example, trips from the east of the city will be primarily served by car parks at the east of the centre, and trips from the north and west of the city will be primarily served by car parks at the west of the centre. As a consequence of this strategy, any changes which could potentially be made to Charles Cross junction as part of Policy CC07 will not be implemented until the proposed new high quality car park at Mayflower Street West is operational (Proposal CC11).
- The car parks will be easily accessible from the Strategic Road Network and modern technology will be used to direct visitors to the nearest car parks with available spaces,
- Although the Council is therefore proposing to provide a number of new car parks, the ratio of car parking places to shopping floorspace will be maintained at the current level.

6.12. The provision of attractive, high quality parking for visitors to the City Centre is an essential part of the vision set out in this AAP of a rejuvenated, successful City Centre. Appropriate parking, in terms of quality, location and quantity is necessary to attract visitors, particularly shoppers, and to make them feel welcome and wanted in the City Centre. Taken with the approach set out above to public transport and the Strategic Road Network, and with proposals to create the High Quality Public Transport system, the car parking strategy explains how accessibility to the City Centre will be improved for all modes.

7. The West End – the Market and Independent District



Strategic Objective 4

To reinforce and foster the unique, independent, diverse character and community of the West End, so that its identity as a distinctive City Centre district is confirmed. This will be achieved by:

- ↳ Supporting the 'Awakening the West End' Vision and integrating it with the proposals in this AAP.
- ↳ Supporting measures to improve the viability of the Market, improve its profile as the heart of the West End, and support its focus on cultural events, arts, crafts and local produce.
- ↳ Safeguarding the character of the West End, which is based on small, independent traders selling distinctive and interesting goods.
- ↳ Fostering a creative, artistic community in the West End, and encouraging galleries, studios and artists live/work accommodation in the district.
- ↳ Supporting proposals which introduce more homes and student accommodation in the West End.

- 📌 **Identifying Colin Campbell Court as a strategically important redevelopment site for a range of uses including retail, culture, leisure and housing, which will act as an anchor for the West End.**
- 📌 **Supporting opportunities to break down the sizes of the blocks so as to create more north south movement**

7.1. The West End of the City Centre is centred on the Plymouth City Market, Frankfort Gate and the western ends of New George Street, Cornwall Street and Mayflower Street. It is characterised by small, mostly independent shops, cafes and bars and is the one part of the City Centre with a sizeable resident population. It is also a key part of the centre, where the communities of Millbay and Stonehouse access the City Centre.

7.2. The West End is notable for its distinctive and specialist independent retailers. This character has led to it being branded as the 'Independent Quarter' in an attempt to distinguish it from the 'big city' retail feel of the core retail area to the east of Armada Way. The independent retailers, the size of the units and the external treatment of the streets and space also give the West End a diversified, interesting, human scale that is quite different to anywhere else in the City Centre. The West End has a distinct environment and set of attractions which make it a unique and important part of the vision to broaden the appeal of the whole City Centre.

7.3. The West End is underpinned by the City Market which is located in a Grade II Listed Building. The Market is a seed bed for new businesses starting up in the City Centre, and has the potential to become the hub and the driver for change in the West End. This role will be emphasised over the plan period as the City Market begins to focus on specific activities which will enhance and underline the emerging character of the West End. The Market will increasingly focus on cultural events, arts and crafts and local produce, anchoring these activities in the West End.

7.4. In 2007 the City Centre Company published 'Awakening the West End' which set out '20 Projects for 20 Years'. This strategy aims to revitalise the West End as a thriving independent quarter within the City Centre. The AAP supports this Strategy and ensures that any proposals in the West End will assist in delivering its vision. The key elements of the AAP which will deliver the vision for the West End are:

- 📌 A redevelopment of Colin Campbell Court to create a new cornerstone for the West End. A mixed use development is proposed which will provide new attractions to draw more people into the West End for a variety of different reasons which broaden its appeal. The new Colin Campbell Court will include new shopping, but may also include leisure attractions, new cultural facilities, and new homes. The relationship of the new

attractions to the Market will be emphasised, so that the new development and the Market form a dynamic partnership driving forwards the regeneration of the West End.

- ❏ To take advantage of any plans to improve housing in Morley Court and Harwell Court in order to create a high quality sustainable residential neighbourhood within the West End, incorporating a mix of homes and community facilities.
- ❏ A rejuvenated City Market which provides a variety of attractions from local food outlets, arts and crafts to cafes and bistros and exhibition and performance space. Further to the east, improvements to units and frontages will improve the retail offer, and a new arcade of high quality retail linking New George Street to Cornwall Street.
- ❏ Taking opportunities to create more homes in the West End, more space for art and creative industries to produce, exhibit and sell their work, and to improve the environment so that people are happy to spend time in the public spaces of the West End. There is local demand for artist space and for creative live/work accommodation in the West End and this could be harnessed to enhance the area's distinctiveness.

Proposal CC08: Colin Campbell Court

Colin Campbell Court will be redeveloped for a mix of uses including convenience (food based) retail, small scale comparison retail, leisure, cultural and community uses, and new homes. The new development should include:

- 1. A masterplan that links the different elements of the site together as part of an integrated scheme.**
- 2. High quality car parking to meet the needs of the redevelopment, and also to provide quality parking for visitors to the West End.**
- 3. The retention of frontages onto Derry's Cross and the retention or replacement of shop units fronting onto Frankfort Gate**
- 4. Redevelopment of Union Street and Western Approach frontages to create a positive streetscape and to contribute to the creation of a better City Centre gateway at Western Approach.**
- 5. High Quality design and architecture to create a distinctive and vibrant environment which enriches the West End and also relates to the boulevard linking the City Centre to Millbay.**

- 6. Strong functional links to the Market and West End economy and community.**
- 7. An assessment of how to link the redevelopment to proposals in the Millbay and Stonehouse AAP for redevelopment of the Toys R Us block.**
- 8. Live/work units for artists and creative industries, including space to exhibit and sell their work.**
- 9. An energy centre that supports delivery of the wider City Centre combined heat and power network,**
- 10. Improvements to drainage infrastructure to address flood risk issues.**

Development proposals will be exempt from the Core Strategy policy to provide 30% affordable housing.

7.5. Colin Campbell Court has a considerable history as a development site in the City Centre. There is an outstanding planning permission for the redevelopment of the site for a retail led mixed use scheme. This is not, however, being pursued, following the recent decision by the Secretary of State dismissing the proposed Compulsory Purchase Order, partly on the grounds that its viability was uncertain. Further evidence has suggested that Colin Campbell Court is unlikely to support a large scale comparison shopping scheme similar to Drakes Circus, since it is too far from the main retail circulation to the east of Armada Way to attract big name retailers.

7.6. The proposal in this AAP represents a chance to clear away the ideas set out in the existing permission, and to create an opportunity for an inventive scheme to anchor this corner of the West End and Independent District. The new Colin Campbell Court should draw more people into the West End, for a different range of uses than are currently offered, and should create the opportunity for people to discover the City Market and the independent shopping experience in the West End. It also represents an opportunity to enliven the entrance to the West End from Derry's Cross and Western Approach Junction, creating a true gateway.

7.7. The AAP Proposal is not prescriptive about the precise nature of the scheme. It is intended to allow schemes to be drawn up which achieve the Council's aims for the West End, without limiting inventiveness or original ideas. Any one of a number of uses could create the focus of a new Colin Campbell Court, including commercial leisure, cultural or entertainment uses or food retail. Each would need to be carefully thought through to ensure that the aim of

attracting more people to the West End for different reasons is met, and that new uses complement the existing shops and the Market.

7.8. One attractive approach is set out in *Awakening the West End*. This suggests the creation of a new urban quarter within the West End. It sets out a vision of a tight grain of streets being created and a mix of restaurants, cafes, niche retail, new residential areas and art studios and galleries, delivering approximately 8,500 sq m of mixed retail floorspace. The area would link to the Millbay boulevard and to the Theatre Royal. The approach would fundamentally change this part of the City Centre and provide a complement to the rest of the West End.

7.9. An alternative suggested in *Future Direction Development and Investment Strategy* is to anchor the West End with a major foodstore (of potentially 11,000 sq m), surrounded by high quality development and including a significant injection of car parking. This is a more commercially focussed option, but has the potential to substantially increase the footfall in the West End, with an opportunity to complement the specialist offer of the Market.

7.10. Any proposal must consider how to retain the building frontages onto Derry's Cross, which are identified as part of the City Centre historic environment, and how to retain or replace the independent shop units fronting onto Frankfort Gate. Proposals must also look at ways to introduce more homes onto the site, including artist and creative industry live/work units, and must provide increased amounts of car parking to serve the West End. There is also an opportunity to look at how the redevelopment of Colin Campbell Court could relate to proposals in the Millbay and Stonehouse AAP for the redevelopment of the Toys R Us Car Park block, and to the potential redesign of Western Approach in this location as part of the vision for the Strategic Road Network.

7.11. Redevelopment proposals could provide a sufficient amount of houses to trigger the Core Strategy requirement for 30% of homes to be affordable. Due to the complexities of this site and the difficulties which may be encountered in attempting to assemble a viable development proposition, the Council will waive the Core Strategy requirement. Colin Campbell Court is a strategically important site, and the benefits to the West End, City Centre and city as a whole of having a successful, attractive, landmark development here justify a relaxation of affordable housing policy requirements.

Policy CC09: Morley Court and Harwell Court

The Council will look for opportunities to improve the quality of the homes in the Morley and Harwell Court areas, and will use these opportunities to provide more homes of different sizes and types, and also examine the potential for introducing other uses. Proposals should contribute to the creation of a sustainable neighbourhood of apartments and family homes,

with associated community facilities. The possibility of including uses such as a health centre, managed workspace or live work units should be investigated.

7.12. There are a number of reasons to explore the opportunities for some changes to the Morley Court and Harwell Court areas. It is an area which has an important frontage onto Western Approach which at the present time contributes to the poor first impression given to visitors by that road. It has an ambiguous relationship to the West End, despite clearly being within this part of the City Centre. The residential areas are set behind and over the shop units with few links through into the main shopping streets, and the diversity and interest which the Council is attempting to encourage in the West End cannot therefore spread into the housing areas. Finally, the changes taking place in the City Centre and West End present an opportunity to look at improving the environment within the housing areas and the links to surrounding areas and neighbourhoods.

7.13. The Council sees change to this area, however, being very gradual. Residents are very happy living in Morley Court and Harwell Court, as evidenced by the high numbers of residents who have bought their leases from the Council. It is one of the few areas of existing residential use within the City Centre, and is a highly sustainable location next to facilities and shops in the City Centre and in Stonehouse on the far side of Western Approach.

7.14. For these reasons the Council does not see the area as one where major changes should take place in the short to medium term. Rather, the policy sets out an aspiration for improvements to the area which could take place as opportunities present themselves over the plan period. Any proposals which do emerge, for example as part of Plymouth Community Homes programmes to improve the quality of public sector housing stock, should use the policy as a guide to the kinds of changes which could improve the area and create better links to the West End. Any opportunities to create new uses within the area such as health facilities, new business start up facilities or artist and creative industry live/work units would be especially supported.

Policy CC10: The Heart of the Market and Independent District

The role of the City Market will be strengthened as the heart of the Independent District and hub of the West End. The block comprises the Market and a mix of independent units and larger retail units linking the West End with Armada Way. It plays a number of roles and should continue to provide a mix of retail, residential and other City Centre uses.

Proposals for development of any part of this block should:

- 1. Give more prominence to the Market by possibly removing units along its frontages to order to allow views into the central market**

area.

- 2. Create a greater diversity of uses in the Market, including local food outlets and space for art and performance.**
- 3. Create opportunities for the improvement of units and shop fronts along New George Street, Cornwall Street and Armada Way.**
- 4. Seek opportunities to create an arcade of higher value, boutique style retailers and other uses, breaking through the block and linking Cornwall Street (West) and New George Street (West).**
- 5. Seek opportunities for new homes as part of any redevelopment proposals.**

7.15. This City Centre block can be considered as two separate parts: the City Market and the rest of the block up to Armada Way. These two parts of the block fulfil different roles in the West End.

7.16. The Council has ambitious plans for the City Market. These involve:

- ⌘ Working with the Market's listed status to refurbish the building and create a more flexible use of the space,
- ⌘ Encouraging a gradual change in the range of goods sold, so that the focus of the Market is on local, high quality food and crafts,
- ⌘ Diversifying the activities which take place in the Market, so that as well as traditional stalls there are spaces for entertainment, art, and eating and drinking, including during the evening,
- ⌘ Improving the surroundings of the Market, including removing shop units from the Market's frontages to allow views into and out of the area and to give the Market more presence and identity in the West End,
- ⌘ Create a through route behind the Market linking Cornwall Street with New George Street, allowing public access to the rear of the Market and the new public space which will have been created there, and also reinforcing the identity of the Market as a stand alone, high quality building.

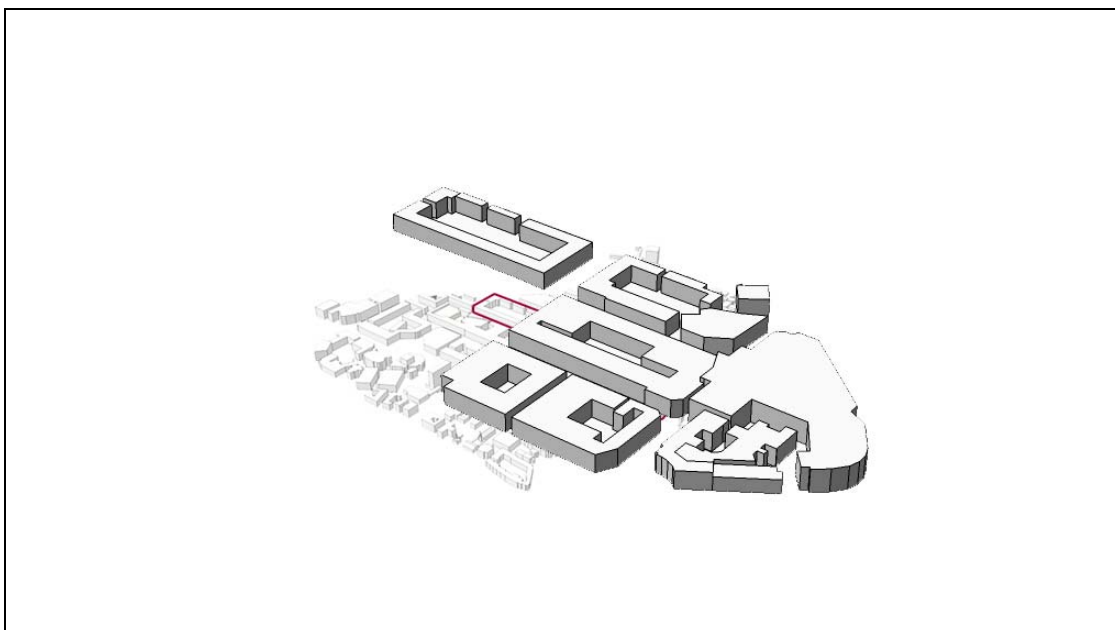
7.17. This AAP supports these aims and the policy formally sets out these aspirations.

7.18. In the rest of the block to Armada Way, the Council expects to see more gradual change. At the time of writing the AAP there were no firm proposals for any parts of this block, although it plays a key role in the City Centre as the area

which merges the Core Retail area with the West End and Independent District. Some of the units in this block, and particularly on New George Street are not of the best quality and tend to accommodate lower value or discount retailers, because they are in a part of the City Centre which is neither in the main West End area nor is it in the Core Retail District.

7.19. The AAP aims to enable proposals to give this block a new lease of life and greater commercial success to be evolved through the plan period. In particular, proposals which attempt to introduce a wider mix of uses, including residential or student accommodation, will be supported. Proposals should introduce better quality architecture, and should look into the possibility to create a new arcade breaking through the block and joining New George Street to Cornwall Street. Any proposals which would affect the Armada Way frontage of the block should be very carefully considered, should be fully in line with the Council's proposals for Armada Way and should respect the important role Armada Way plays in the historically important Abercrombie grid of streets in the City Centre.

8. The Core Retail District



Strategic Objective 5

To reinforce the area's character as the place where most of the national retailers can be found, with the 'big city' shopping atmosphere, while also encouraging a greater diversity of uses. The area will see exciting changes creating a new shopping area, delivering more shops, different uses and a much improved public realm. This will be achieved by:

- ❧ Identifying a location for a major new retail development in the Core Retail District capable of delivering most of the new shopping floorspace needed in the City Centre over the plan period, plus new homes, and which is of a quality to be expected in a regional shopping centre.
- ❧ Supporting the function of New George Street, Cornwall Street and Old Town Street as the shopping streets which provide the main retail draw of the City Centre.
- ❧ Supporting Drakes Circus as the best quality retailing currently in the City Centre, and enabling an extension to Drakes Circus to take place within the plan period.

8.1. The area to the east of Armada Way is the City Centre's core retail area. It is the part of the City Centre where most of the national retailers are located,

and where the most attractive retail offer for most visitors is found. This character has recently been underlined by the opening of the £200m Drakes Circus Shopping Centre.

8.2. The analysis of the City Centre in the *Future Direction Development and Investment Strategy* sets out clearly why this area can be considered as the Core Retail area. The main indicators are:

- ⌘ Shopper footfall. The places with the most people walking around are the places that retailers want to locate. In Plymouth, the streets with the highest footfall are New George Street to the east of Armada Way and to a lesser extent Cornwall Street to the east of Armada Way.
- ⌘ This 'retail circulation' explains why the streets to the east of Armada Way have the highest rental values. These are the locations where retailers want to be, and therefore landlords charge the highest rents. National multiple retailers can afford to pay these rents and therefore it is in these locations that the nationals are found.
- ⌘ Part of the reason that the highest shopper footfall is to the east of Armada Way is that the key City Centre anchor stores are concentrated here. House of Fraser, Debenhams, BHS and Marks & Spencer are all in this part of the City Centre, and these stores pull in the shoppers.

8.3. It is for these reasons that the most significant retail development of recent years in Plymouth (Drakes Circus) took place to the east of Armada Way. It is also for these reasons that it is unlikely that a major retail led scheme would be successful further into the West End.

8.4. The Vision for the City Centre therefore works with these fundamental retail principles, but attempts to use them to deliver a better balanced, intensified and regenerated City Centre. The opportunity to create 'big city' retailing is still to the east of Armada Way. There is, however an opportunity to develop a new anchor store on the corner of Armada Way and Cornwall Street (West). In this location the store is still part of the main retail circulation, it is still in the retail core, but it is spreading the distribution of anchor stores, encouraging more shoppers to use Armada Way, and is merging the retail character of the eastern City Centre into the greater diversity and independent retailing of the West End. By working with these basic retail principles which have shaped the City Centre, this AAP can produce a deliverable strategy, which will enable wider regeneration to take place while avoiding some of the problems which led to compromises during the delivery of the *Plan for Plymouth*.

Proposal CC11: Cornwall Street.

This area is identified for a strategic retail led development, to spearhead the renewal of the City Centre and create a modern, showpiece shopping area with a new anchor store, new units meeting the needs of retailers and a mix of uses broadening the city's appeal. The detailed form and composition of the development should be evolved over the plan period to ensure that the final scheme responds to the changing nature of city centre and retail environments and economies. The development should include:

- 1. A landmark building housing a new department store of approximately 25,000 sq m to be provided on the corner of Armada Way and Cornwall Street (West).**
- 2. Redevelopment of Cornwall Street (East) and the remainder of the Cornwall Street (West) block to create approx 61,000 sq m of retail floorspace, including reinstatement of existing floorspace, with direct links to the new anchor store and Drakes Circus. The Cornwall Street (West) redevelopment should provide the floorspace in smaller units which can accommodate independent retailers as part of the West End.**
- 3. Creation of two new, high quality car parks providing approximately 2000 spaces, one of which should be adjacent to the new anchor store with access to Western Approach via Mayflower Street.**
- 4. At least 700 new homes to be accommodated within the development, including flats, apartments and townhouses and possibly including roofgardens.**
- 5. Creation of new public spaces along Cornwall Street.**
- 6. Facilities to replace the shopmobility centre.**
- 7. An energy centre that supports the delivery of a wider City Centre combined Heat and Power network.**

Development proposals will be exempt from the Core Strategy policy to provide 30% affordable housing.

8.5. Cornwall Street is the key strategic opportunity for a major retail led mixed used redevelopment in Plymouth City Centre. It represents an opportunity to create an exciting, vibrant new attraction for the City Centre, and to produce a modern landmark retail street which will complement the historic parts of the City

Centre and create the diversity and variety of different areas as set out in the City Centre AAP vision. The proposal:

- ⌘ Can provide the increase in the amount of shopping floorspace needed to deliver the City growth agenda and meet Core Strategy targets,
- ⌘ Improve the City Centre's supply of high quality, large retail units which will meet the needs of modern national retail chains,
- ⌘ Reinforce and extend the retail circulation by providing a site for a large new City Centre department store,
- ⌘ Create a new, 21st Century corner of the City Centre; the next landmark in the City's development.

8.6. The opportunity to redevelop Cornwall Street exists because the quality of the buildings in the blocks is generally low, and the density of development is low. The car parks which occupy the centre of the Cornwall Street blocks are in poor states of repair and are not popular, while the blocks themselves were built in the later stages of the implementation of the *Plan for Plymouth* and, with only one exception, are not of the quality of earlier phases of building. This means that there is an opportunity to dramatically intensify activity in these blocks through their complete redevelopment.

8.7. The key elements of the proposal are:

- ⌘ The creation of a strong new shopping street, with sufficient retail to support a new department store,
- ⌘ A location for a new department store for Plymouth. The department store will be located on the corner of Armada Way and Cornwall Street (West), and will involve the construction of a unit capable of accommodating 25,000 sq m of retail floorspace with a high quality car park accessible from the strategic road network adjacent to the store.
- ⌘ Opportunity to create new homes above the shopping areas, taking advantage of views out to sea and with the possibility of creating roofgardens,
- ⌘ Opportunity to create a two level retail street on Cornwall Street, with links from the upper level into Drakes Circus, and potentially into the new department store with links across Armada Way.

8.8. The development is also one location where a CHP generating unit could be accommodated.

8.9. The final design, form and mix of uses will be evolved over the plan period. It is anticipated that the lead in time for a scheme of this size will be at least 10 years. During that time the City Council will be considering the most appropriate delivery mechanism, given that it owns the freehold of the site. As the delivery mechanism is implemented, the proposal site is flexible enough for the final scheme to be designed to meet the needs of a City Centre, and retailers and other occupiers at that time. The proposal in this AAP sets out the minimum requirements which must be delivered on this site to enable the aims of the AAP and of the City Growth Strategy to be met.

8.10. The scale of the development proposed on Cornwall Street would trigger the Core Strategy requirement for 30% of homes to be affordable. Due to the complexities of assembling all the components of the development, and the desirability of assembling a viable development package which is deliverable and attractive, the Council will waive the Core Strategy requirement, although developers are still urged to look at whether an element of the housing provision can be affordable. The Cornwall Street intervention is a strategically important site, and is possibly the most important redevelopment opportunity in the City Centre if not the city. The benefits it will bring justify a relaxation of affordable housing requirements.

Policy CC12: Drakes Circus and New George Street

The role of the New George Street and Drakes Circus block as the core of the City Centre retail circulation will be strengthened, by enabling improvements to units within the block. During the plan period, opportunities for alterations to this block will be sought which will enable:

- 1. The improvement of units and shop fronts along New George Street and Armada Way.**
- 2. The creation of an arcade of higher value retailers and other uses, breaking through the block and linking Cornwall Street and New George Street.**
- 3. Alterations to Drakes Circus to allow an extension completing the retail circulation within the mall and improving links to Bretonside. In the longer term, Drakes Circus should look for opportunities to create links and synergy with the new City Centre developments proposed in this AAP, in particular the strategic redevelopment of Cornwall Street.**
- 4. The creation of new homes as part of any redevelopment proposals.**

8.11. This block has already seen significant changes to its eastern end as a result of the construction of Drakes Circus, and it is likely to see further changes to its northern side as a result of the Cornwall Street proposals in this AAP. It can be seen as having two distinct elements; Drakes Circus and Old Town Street, and the central block between New George Street (East) and Cornwall Street (East).

8.12. Drakes Circus opened in 2006, and has since become one of the most successful shopping centres in the south west of England. It is likely that within the plan period the centre will need to expand. Its success could be built upon by reconnecting the mall with the main shopping streets of the City Centre. One way in which this could be achieved is by creating a new entrance to the mall at Old Town Street. There are delivery issues with this approach, however, due to the need to relocate a telephone exchange to allow this connection to be made.

8.13. If solutions to this delivery issue can be found, the City Council will support an extension to Drakes Circus, particularly if links can be made to Bretonside bus station, and if the environment of Old Town Street is improved while retaining the historic buildings which line it and open onto St Andrew's Cross.

Proposal CC13: Land outside Drakes Circus

The area of land between Drakes Circus, the Money Centre, the Roland Levinsky Building and North Hill should be developed for appropriate City Centre uses, potentially including offices, cultural, residential or hotel. The footprint of the development should safeguard the potential to enhance the capacity of Drakes Circus traffic junction. The development should provide for:

- 1. A landmark building which respects its setting and relationship with the University and Drakes Circus.**
- 2. Improvements to opportunities for pedestrian and cycle movements around Drakes Circus junction, creating stronger links between the City Centre and University.**
- 3. The creation of active ground floor frontages.**

In the short term, the Council will seek to bring the site into use as public open space.

8.14. This area is land left over from the development of Drakes Circus. It was originally part of the Drakes Circus traffic roundabout which was changed into a traffic light controlled junction giving access to the Drakes Circus car park. The site is in a particularly prominent position. It is close to two of the most recent and dramatic buildings in Plymouth – Drakes Circus itself and the University's Roland Levinsky building. It is also close to two redevelopment sites – the

Plymouth College of Art building and the Cornwall Street major redevelopment site. Finally, it is surrounded by public realm and fronts onto the public space created outside the entrance to Drakes Circus. These factors mean that any development on this site must be carefully considered both in terms of the uses proposed and the appearance of the building.

8.15. The site would best be used for a mix of uses which complement its surroundings and help to create an easy transition from the Core Retail District to the University and Plymouth College of Art. Residential and commercial uses would be appropriate, as would some small scale retail, cafes and restaurants. The site has in the past been seen as a possible site for the City Library. The building itself should be of high quality and should be a landmark signifying the gateway to the Core Retail Area. It should, however, relate well to the existing landmark buildings and to the public realm, acting to bring together the various elements of the character of this area.

8.16. Development will need to safeguard the site's potential to play a role in maintaining the capacity of the Strategic Road Network. In particular it will be necessary to look at whether any part of the site needs to be used to enhance the capacity of the traffic junction, which is currently constrained.

8.17. The Council's long term strategy to develop a network of high quality car parks serving the east and west of the centre was explained earlier (see paragraph 6.11), achieving a more even distribution of traffic on the Strategic Road Network. This strategy can only be realised once the new car park to the west of the core shopping area proposed in Proposal CC11 is implemented.

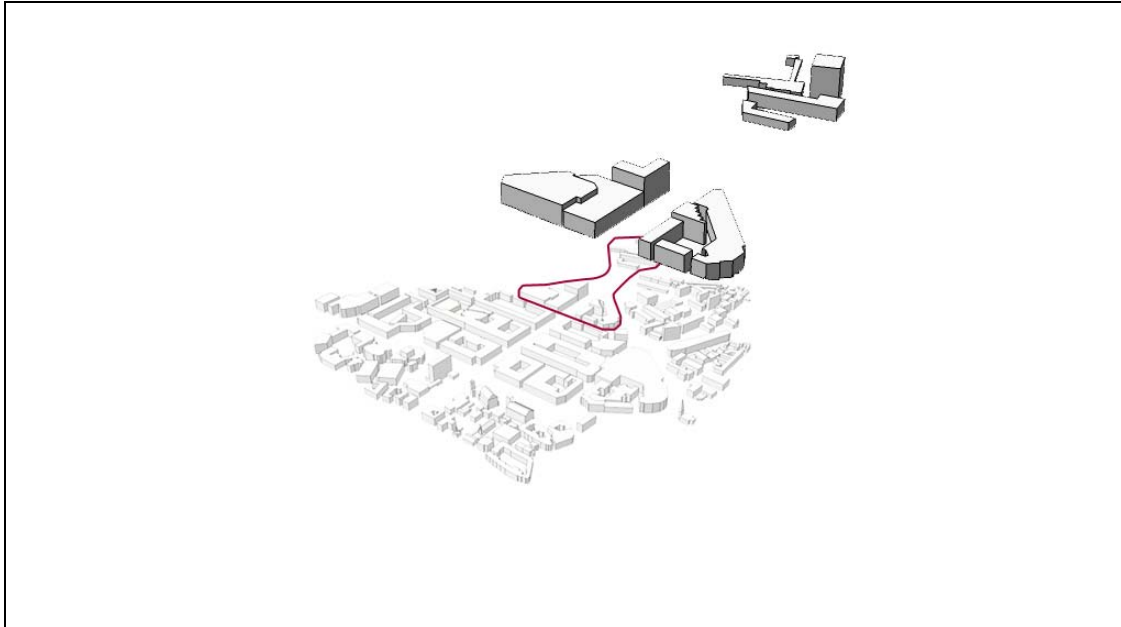
8.18. The current Drakes Circus traffic junction has seen problems due to vehicles from the west queuing to get into the Drakes Circus car park, and in 2009 this led the City Council to remove the right turn facility into the car park. This arrangement will continue.

8.19. During the consultation on the City Centre Issues and Preferred Options document in November 2008, a number of comments were received expressing the view that the area should be used as public open space. Any development proposals should therefore look at how elements of public open space could be incorporated into the final scheme. In the short term, the Council will look to bring the site into use as public open space until firm development proposals come forward.

8.20. An alternative option which was explored but not taken forward was to use the Proposal CC13 site entirely for highway improvements which would have allowed capacity at Drakes Circus traffic junction to be maximised, and allowed an access to the car park from the west. This option has not been taken forward to preserve the Proposal CC13 site for development and/or use as public space, and because the strategic approach to City Centre car parking enabled the

access to the car park to the west to be removed. Full details of this option are contained in the evidence base and Sustainability Appraisal.

9. The Northern Office District, North Cross and the Railway Station



Strategic Objective 6

To drive forward the economic regeneration of the City Centre, and contribute to the city's economic growth plans through the creation of a focus for a new business services sector in Plymouth. To improve the gateways to the city and the City Centre, and create an improved environment and true spine route between the waterfront and the station, and beyond. This will be achieved by:

- **The identification of a substantial new office-led mixed use development to drive forward the regeneration of the City Centre.**
- **Integration of the University and complementary uses.**
- **The creation of a modern and attractive railway station, which is more accessible from the City Centre and which is a high quality gateway to the city.**
- **The gradual change of the 'northern triangle' of the City Centre from retailing to predominantly offices, residential and student accommodation.**

▪ **Strengthening the character of Armada Way as a key link north and south through the new developments.**

9.1. The area directly to the north of the City Centre, including the ‘northern triangle’ of land to the north of Mayflower Street, contains a number of important City Centre facilities, and is adjacent to the University campus and Central Park. It includes the railway station, the North Cross roundabout arrangement, and the area of hotels, offices, student accommodation and retailing at the northern end of Armada Way. This area includes the Armada Shopping Centre.

9.2. These areas do not relate well to each other. The railway station is a poor gateway to the city due to poor design and a generally unattractive environment. The route to the City Centre is unclear, and is via the North Cross traffic roundabout and subways. The area feels disconnected from the City Centre. The ‘northern triangle’ is part of the City Centre, but apart from the Armada Centre has no retail uses. Its offices and student accommodation show that it is more of a City Centre fringe location.

9.3. The regeneration of the City Centre is driven by the growth in population which is planned for in Plymouth by 2026, and the growth in jobs, and particularly in business services, over that period. In this part of the City Centre, however, there is the potential to create a tangible economic driver for this change. A new office district at North Cross, incorporating a redeveloped railway station, a redesigned road layout and close links to the University campus would be a key driver for the changes in the City Centre. An office district would create significant numbers of new jobs on the edge of the Core Retail Area, helping to attract investors and retailers to the new developments. A new railway station would present a much improved gateway to the City Centre, and a redesigned North Cross could include a much clearer and pleasanter route to the City Centre.

9.4. The ‘northern triangle’ would also look more towards the Northern Office District than the Core Retail Area. The office uses could extend south along Armada Way into this area, as could student accommodation developments. Eventually, the opportunity may arise to redevelop the Armada Centre for non retail uses which are more suited to the character of the ‘northern triangle’ and office district.

Proposal CC14: North Cross and the Railway Station

The area from the North Cross traffic roundabout to Plymouth Railway Station will be developed to create a new commercial heart for the City through the identification of a vibrant business district on the edge of the City Centre, with a new, modern railway station and completely redesigned urban environment. The proposal should include:

- 1. A new office quarter between the Station and Armada Way, providing approximately 100,000 sq m of office floorspace, and other complementary uses including hotels.**
- 2. A completely redesigned railway station integrated into the new district, creating a high quality gateway to the City.**
- 3. An extension of the Armada Way spine through the area, leading to a new public space at the centre of the business district.**
- 4. A positive entrance to the University from Armada Way.**
- 5. A redesigned road system which enables the new office uses to be accommodated.**
- 6. A consideration of air quality issues associated with the Strategic Road Network.**
- 7. Residential and small scale retail and leisure uses to create activity and interest.**
- 8. Improved linkages between University of Plymouth and North Stonehouse.**
- 9. An energy centre that supports delivery of a wider City Centre Combined Heat and Power network.**

Development proposals will be exempt from the Core Strategy policy to provide 30% affordable housing.

9.5. At the present time, North Cross does not play an important role in the City Centre, except as a key junction on the strategic road network. It is dominated by the road layout, and has no positive landmark buildings. In many respects, it presents a poor gateway to the City Centre:

- It is an unattractive and sometimes threatening environment for pedestrians,
- The route through North Cross to the station, or from the station to the City Centre is unclear,
- There is a poor sense of place in the area, as a result of the lack of any distinctive design or landmark buildings, despite the area being adjacent to the University campus.

9.6. The *Plan for Plymouth* envisaged landmark buildings and a grand hotel at North Cross. These plans would have created a real place at North Cross, with activity and interest and buildings which would have been visible from anywhere in the City Centre. It would have also created a quality railway station which was an attractive gateway to the City Centre. Clearly these plans were never realised, and the implementation of the *Plan for Plymouth* did not happen in the area of North Cross.

9.7. By reorganising the road network at the North Cross traffic roundabout, a great deal of land can be released for development. There is therefore an opportunity for major change in this area, which could drive the overall regeneration of the City Centre. The city's growth strategy requires the creation of a business services sector, as set out in the Local Economic Strategy. For this to occur, a true City Centre office core is needed, and North Cross is a location which could accommodate such a strategic proposal.

9.8. A new office core situated at North Cross would be a clear symbol of the change which is underway in Plymouth. The incorporation of university and complementary uses would help to raise the profile of the institution, and give it a potential Armada Way frontage – creating a positive gateway to the campus. Plymouth City Centre is in a valley, overlooked by the Hoe to the south and North Cross to the north. Development at North Cross would therefore overlook the City Centre and become a dramatic landmark seen from the City Centre. The proposal would also be a key, strategically important part of the City Centre's story. It will provide the opportunity for people to live in the City Centre, work in the City Centre, and to spend their leisure time in the City Centre – a true live, work and play city centre. This will allow a 24 hour economy to develop as people spend more time, if not all their time, in the City Centre and create a virtuous circle of activity which will lead to more activity and prosperity. Such a scenario will underline the economic success of the City Centre and drive its regeneration.

9.9. In addition, the proposal will create a new, high quality gateway to the City Centre in terms of the place created and by providing a new railway station, which is better linked to the City Centre and is surrounded by activity and variety.

9.10. The proposal set out in this AAP sets the stage for this strategic site. The development will have to:

- Provide a significant amount of office floorspace, probably in the region of 100,000 sq m, and should attract one or two anchor tenants possibly including the University of Plymouth. The area could also support university/education and complementary uses.

- Use an innovative design with landmark buildings on North Cross and a continuation of Armada Way through the office district to the station.
- Provide a redesigned railway station, with the current station buildings and car park removed.
- Agree a new road layout which allows the creation of a high quality City District but protects the role of the strategic road network.
- Recognise the influence of the built form of the proposals on the air quality issues on Cobourg Street which is currently nearing designation as an Air Quality Management Area. Schemes for North Cross and the Northern Triangle therefore need to be mindful of the micro climatic impacts they may generate and ensure that block orientation and massing seeks to minimise the 'canyoning' effect of built form around the road.
- Find a definitive solution to Caprera Terrace, either integrating it into the scheme or removing it.
- Explore ways to create transport systems from the Station to the City Centre and potentially on to the Hoe, which can co-exist with pedestrian environments along Armada Way.

Policy CC15: The Northern Triangle

The area to the north of Mayflower Street should gradually change so that it has a stronger relationship with the University and the North Cross office district. Activities in the area should be re-orientated away from retailing and look to provide other use mixes. Redevelopment proposals should:

- 1. Create opportunities for mixed use developments including offices, residential, hotels and university related uses such as student accommodation**
- 2. Create a more attractive and positive active frontage onto Western Approach and Armada Way, but consider the impacts of air quality issues associated with the strategic road network.**
- 3. Strengthen Armada Way as the key route from the City Centre to the railway station,**
- 4. Strengthen links to the University through North Cross and across Cobourg Street.**

9.11. This part of the City Centre is already seeing a gradual retreat of retail uses and has a number of office uses and student accommodation. The main reason for this is that the area falls outside the main retail circulation in the City Centre, which is focused around New George Street East and Drakes Circus. It is likely that this retreat will continue, as even with the new developments proposed in this AAP, the area north of Mayflower Street will still be too far from the main attractions of the City Centre in the West End and the Core Retail District to be a destination for shoppers. It is likely therefore, that over time even the Armada Centre will change away from retail uses.

9.12. This policy aims to work with these trends and provide a new direction for this area. The uses which have located here are office uses, student accommodation, and the Copthorne Hotel. These uses have greater synergies with the University and the proposed office district at North Cross than with the core City Centre, and so the Council will support and encourage proposals which continue this gradual change. This area should become a transition area between the retail of Cornwall Street and the office core of North Cross, where a mix of smaller scale offices, some hotels, cafes and some student accommodation are located, joined to both areas by the Armada Way spine route.

9.13. As part of the redevelopment of sites in this area, it will be important to improve the frontage of Western Approach. The existing buildings along Western approach provide a poor first impression of the City Centre, particularly the Armada Centre frontage and the Copthorne Hotel entrance. Any proposals for change which come forward during the plan period should create a better frontage onto Western Approach, introduce active frontages and contribute to the creation of a better highway space.

9.14. The following are the key development opportunities in this area:

- ☒ Copthorne Hotel. A hotel use on this site is supported but opportunities should be taken to redevelop the existing building to provide a landmark building with a better frontage onto Western Approach and a positive relationship with the North Cross Office District and Armada Way.
- ☒ The Armada Centre. Opportunities should be taken to redevelop the Armada Centre for non retail use, which could possibly include student accommodation, residential uses and offices.
- ☒ Salvation Army Hall and YMCA. Proposals already exist for the redevelopment of this area for residential and office uses, including a tall building. These proposals are supported.

10. The Learning and Culture District.



Strategic Objective 7

To continue the development of an area centred on North Hill which is mixed use but is led by learning facilities and cultural activities. The area is centred on North Hill adjacent to the University of Plymouth campus, the City Museum and Library and the Plymouth College of Art and has seen significant amounts of development as part of the improvement of the University's campus. Over the life of the AAP, this character will be strengthened and the appearance and attractiveness of North Hill and its surrounds will be improved as an area to be enjoyed by everyone. This will be achieved by:

- Supporting the University's aspirations to create a high quality mixed use campus, well connected to the City Centre and surrounding neighbourhoods, with a mix of uses which encourage more people to use the area and create a thriving, well integrated City Centre quarter.
- Supporting the aspirations of the Plymouth College of Art to consolidate and improve its campus and to introduce new facilities for the arts.
- Ensuring that the development and improvement of educational facilities in this area go hand in hand with the creation of sustainable

neighbourhoods and considering the needs of existing residents.

- **Enabling the creation of a more pedestrian friendly environment between the University, the Plymouth College of Art and the Museum, keeping Tavistock Road open to traffic and improving the public realm and pedestrian facilities fronting the City Museum and Library and the University of Plymouth.**

10.1. This area includes the University of Plymouth campus, North Hill, Tavistock Place and the Plymouth College of Art (PCA) and environs. It also includes the City Museum and Library, various venues, cafes and exhibition spaces and has become known as the 'Cultural Quarter'.

10.2. The area has seen substantial amounts of development recently as part of the improvement and extension of the University campus, including major new educational facilities, public realm improvements, student accommodation, restoration of Drake's Reservoir and Park, and perhaps most notably the construction of the Roland Levinsky Building, the arts faculty, with exhibition spaces and cinemas that are open to all. The University's development programme has led to a much more active and vibrant campus that has moved away from being a single-use educational zone that closed down out of operational times. The University continues to seek integration with the City Centre and surrounding areas. In October 2003 the Plymouth University Partnership (the University and City Council working together) published an Interim Planning Statement on strategic development principles for the University, and there is now a Strategic Development Framework in place built on those principles. The City Council and University will continue to work closely together to bring forward the remaining parts of the Strategic Development Framework and achieve its objectives.

10.3. The area is also fortunate to contain Plymouth College of Art (PCA) - one of only four remaining independent colleges of art and design in the UK, with a history dating back over 150 years. PCA have ambitious proposals to extend their campus and raise their profile in the city. The Council worked in partnership with PCA to produce the PCAD Urban Design Framework. Improvements to the PCA campus will provide better facilities for the art, design and media education and production in Plymouth, a much improved gateway site, and public realm enhancements to Tavistock Place.

10.4. This area is clearly greatly influenced by the University and PCA, and by the fact that a great number of students live in the area or in the Mutley and Greenbank neighbourhood which is adjacent. This has led to some tension between the student population and the existing residents. Although it is almost inevitable that the student population will continue to increase in these areas as the University and PCA expand, this should not be at the expense of the quality of life of established permanent residents. The Council will work through this

AAP and the Sustainable Neighbourhoods Development Plan Document to integrate the needs of both communities.

Policy CC16: University of Plymouth Campus

The University should continue to evolve a high quality mixed use campus, incorporating education-led mixed use development with active ground floor uses which will contribute to the street level vibrancy of the campus, together with areas of student accommodation. The following strategic development principles will be used to guide development proposals brought forward by the University:

- 1. Safeguard and enhance the University as a vibrant, distinctive and diverse area of central Plymouth, taking into consideration the needs and requirements of the local community.**
- 2. Improve the quality of the environment between the University and the City Centre and improve connections to other areas of Central Plymouth.**
- 3. Create new high quality streets and public spaces, including green spaces.**
- 4. Ensure that new developments have active ground floor frontages which create a safe and vibrant street scene.**
- 5. Create an environment where pedestrians and cyclists have priority.**
- 6. Enhance the cultural district on North Hill.**
- 7. Conserve the best historic buildings and introduce new high quality architecture.**
- 8. Establish positive gateways between the University and neighbouring areas of the city and contribute to improvements to the Strategic Road Network, including through the creation of a positive entrance to the campus from North Cross and Armada Way.**

10.5. The University of Plymouth has been one of the city's success stories, expanding significantly in terms of the numbers of students and subjects taught. It has embarked on an ambitious programme of consolidating, improving and modernising its North Hill campus to the north of the City Centre, informed by the University Strategic Development Framework. This programme of development and modernisation has led to the creation of a more vibrant and mixed-use

campus, with a number of new high quality buildings, most notably the iconic Roland Levinsky arts building and other cultural venues that are open to all. The University has invested significantly in improving its public realm and is restoring the historic Drake's Reservoir and Park which will benefit the community. Commendably, the University has a strong Green Travel Plan and has taken bold measures in reducing the level of on-site car parking.

10.6. The University is a major employer in the City Centre and is an important asset and component of the city's growth ambitions. It has already successfully undertaken many projects supporting the city's development:

- Creating a coherent University Strategic Development Framework,
- Enabling students to live 'on-campus', thereby promoting activity, natural surveillance, and safety during the evenings,
- Moving towards a car free campus,
- Procuring high quality architecture, including the publicly accessible Roland Levinsky arts building with its cinemas and performance spaces,
- Public realm improvements,
- Restoring Drake's Park and Reservoir and bringing public access back to the area.

10.7. The University has ambitions to continue to improve its campus. The focus of activity will now be:

- Improving pedestrian and cyclist movement to and through the campus, from the City Centre and surrounding neighbourhoods.
- Opening up further facilities on the campus to the general public so the campus and University is seen as a true City Centre neighbourhood.
- Ensuring that all first year students have the offer of accommodation in University managed Halls of Residence. This will mean the construction of further purpose built managed accommodation blocks.

10.8. The Council worked in partnership with the University to produce an Interim Planning Statement, the principles of which have been embedded in the University's Strategic Development Framework ambitions to improve its facilities and campus. The Council continues to support the University's future aspirations for the campus. It will be important that new development continues to improve the vibrancy and safety of the area, particularly at street level, and including outside University operational times.

10.9. The Council is aware that concerns have been expressed about the student population expanding into the neighbouring communities of Mutley and Greenbank. These areas are outside the City Centre and University AAP, and in many cases the issues are caused by existing houses being let to students and therefore may not be a matter which can be controlled under Planning powers. This is an issue which affects many cities which host a large university and can be seen as part of the gradual evolution of neighbourhoods over time. Nevertheless, the rapid growth of the University does seem to have led to an imbalance in the communities of Mutley and Greenbank, and this is something that will be addressed in the Sustainable Neighbourhoods DPD.

10.10. The City Centre and University AAP can, however, play a part in finding a solution to these issues, by helping to identify areas in the City Centre where purpose built student accommodation could be appropriate. Many of the proposals in this AAP contain an allowance for student accommodation – particularly in the West End and area to the north of Mayflower Street. In these areas, the presence of numbers of students will assist in increasing activity and vibrancy, complementing other proposed activities and relieving some of the pressure on properties in other parts of the City. This approach will also assist the University in finding locations for student accommodation for their first year students.

Proposal CC17: Plymouth College of Art/Regent Street Car Park/Charles Street Police Station.

The Plymouth College of Art site will be enhanced and redeveloped as part of an integrated masterplan to predominately create an improved campus for the college including high quality, educational arts facilities and complementary uses within the Education and Culture District. The redevelopment should create:

- 1. Approximately 31,500 sq m of floorspace to meet the College's needs.**
- 2. Improved publicly accessible art spaces and cafes.**
- 3. Live/Work accommodation for artists, and incubator / start up units to encourage the formation of creative industries.**
- 4. Improved public access to and through the site.**
- 5. Active ground floor frontages to enliven public streets and spaces.**

- 6. Better pedestrian and cycle links across the Strategic Road Network.**
- 7. Minimal or no on-site parking may be considered given the site's proximity to the City Centre and public transport facilities.**
- 8. Improved facilities for pedestrians and cyclists including secure cycle storage.**
- 9. High quality architecture, including landmark buildings which raise awareness of the College and highlight its role as a gateway into the City Centre and Education and Culture District.**
- 10. High quality public realm with improved links to the City Centre.**
- 11. Tree planting to green the Strategic Road Network to enhance the environment and absorb air pollution.**

10.11. Plymouth College of Art is in an excellent location to the north of Charles Street, close to the City Centre and opposite Drake Circus shopping mall, close to the University, City Museum and Art Gallery, and close to major public transport links. There are clear functional links to the University and the student facilities concentrated on and around North Hill.

10.12. Like the University however, the College feels cut off from the City Centre for pedestrians and cyclists since it is necessary to negotiate major roads to reach it. Reaching the site from the City Centre means crossing the Charles Street part of the Strategic Road Network, or negotiating the complicated Drake Circus junction arrangement. Because of this difficulty and the fact that the College buildings do not have active ground floor frontages that connect with Charles Street, many people do not venture to the college and are unaware of its activity and publicly accessible facilities, such as the Viewpoint Gallery.

10.13. The College has ambitions to redevelop and enhance its site, and has worked in partnership with the City Council to produce the PCAD Urban Design Framework. Its main objectives are:

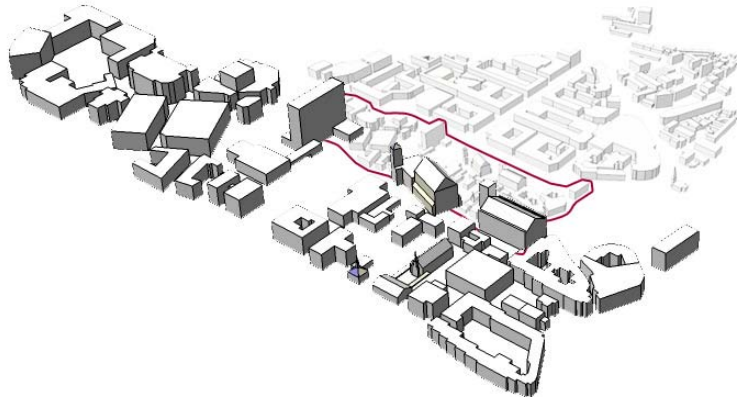
- To enhance public access to the site and facilities,
- To improve awareness of its facilities, including the Viewpoint Gallery,
- To create extra space to support the college's activities,
- To help foster creative industries by providing studio space and live/work units for artists both on the existing campus and elsewhere,

- To explore links to other activities in the Learning and Culture District,
- To achieve redevelopment of its campus while minimising disruption to PCA's ongoing operational requirements.

10.14. To achieve these aims the College is progressing a detailed masterplan for the phased redevelopment of its campus.

10.15. In the longer term, there may be opportunities to look at using the neighbouring Regent Street car park and Charles Street Police Station sites to either expand the college or to accommodate complementary uses. Redevelopment of the Regent Street Car Park could include a mix of uses including re-provision of the car park. These are prominent sites that have a major bearing on the setting of the Grade I Listed Charles Church, and the Council will support the consideration of options for their mixed-use redevelopment to enhance Charles Cross as a major gateway to the City Centre from the east. Such plans would, however, need to be worked up in conjunction with the police and the City Council as landowner, and would need to relate to the City Council's parking strategy.

11. The Leisure and Civic District



Strategic Objective 8

To consolidate the existing concentrations of leisure uses to the south and west of Royal Parade, and of civic functions to the south and east of Royal Parade. These areas are already characterised by a variety of leisure uses around Derry's Cross, centred on the Theatre Royal, and civic uses such as the Guildhall, Magistrates Court and St Andrew's Church to the east of Armada Way. These characteristics should be strengthened and enhanced, by:

- The creation of a new public space at Derry's Cross, which provides a better setting for the Theatre Royal and a gateway to the West End.
- Support for existing leisure uses and encouragement for new leisure, office and residential developments to the west of Armada Way which will improve the attractiveness of the area, create links to the Hoe and Millbay waterfronts and support the creation of a public space at Derry's Cross.
- The conservation and enhancement of the area to the east of Armada Way as an important part of Plymouth's past and the route to Sutton Harbour and the Barbican, and as the focus of civic functions such as the Magistrates' Court and Guildhall.

11.1. This area is the southern portion of the City Centre, between Royal Parade and Notte Street, extending to both sides of Armada Way. It contains a very diverse mix of uses and buildings, and was not laid out in the *Plan for Plymouth* in the same way that the areas to the north of Royal Parade were. In this area, uses are found such as the Theatre Royal, the Civic Centre, the Magistrates Court, the Guildhall, St Andrew's Church, a cinema, the Athenaeum, as well as a mix of offices, bars, hotels and a casino. The common theme of all these uses is that they are either leisure and entertainment based, or they are traditional civic functions. The District is an area of two halves – the leisure and entertainment uses are concentrated to the west of Armada Way, and the civic functions are concentrated to the east of Armada Way. The notable exception to this is the Civic Centre, which is located on the west of Armada Way.

11.2. The District is important as the link between the City Centre and the waterfront, and so the uses and activities in this area will play a crucial role in reconnecting the city to its waterfront and achieving the City Vision to become one of Europe's finest, most vibrant, waterfront cities.

11.3. The Derry's Cross area, also considered as part of the Policy CC03 and Policy CC07, relates as well to the Theatre Royal and to the West End. It is a key location which acts as a gateway to the City Centre and to the West End, and therefore acts to integrate the West End into the leisure and entertainment functions to the south of Royal Parade. Derry's Cross could be an important public space. Activities from the theatre, restaurants and from the West End could spill into a new public space, and act to draw people into the West End or to the theatre, and so strengthen the profile of these places in the City Centre.

11.4. Armada Way is the primary link between the City Centre and the Hoe, yet to the south of Royal Parade has little intensity of activity and interest to draw people along this route. The importance of the location of the Civic Centre is clearer when it is considered in this context. It is next to the Theatre Royal, the bars and restaurants to the south of Derry's Cross, yet it is also on the corner of Armada Way and Royal Parade; a key landmark site in the City Centre which should draw people from the City Centre towards the Hoe. Its use as the City Council headquarters, however, does not fulfil this need. The building is in poor physical condition, and the Council considers its retention for offices to be an unviable proposition. The Civic Centre location lends itself to uses such as a hotel, some leisure, entertainment and retail, and possibly some residential, creating a more vibrant set of activities which would encourage more people to make use of this part of the City Centre.

Policy CC18: South of Derry's Cross and Royal Parade (West)

The area is characterised by a mix of uses with an emphasis on leisure and entertainment. Future developments in this area should strengthen this

character, and could include leisure uses, hotels, bars and restaurants and residential. Developments should ensure that:

- 1. Sites are planned comprehensively and in an integrated way, so that a distinctive City Centre district is created with a mix of uses, activities, positive urban streets and public spaces.**
- 2. The area creates a positive gateway to the City Centre and the West End when approached from Millbay and The Hoe, including the use of high quality architecture.**
- 3. Proposals explore ways to provide areas of public space, to create pedestrian routes through the area, and contribute to the creation of a better public space at Derry's Cross.**

11.5. This is an area on the edge of the City Centre which is characterised by a mix of leisure and entertainment uses, focused on the Theatre Royal and including bars, restaurants, hotels, a cinema and a casino. There are a number of connected parcels of land and routes through this area which make it different in character and atmosphere to the more uniform layout of the main City Centre. There are opportunities for redevelopment of a number of these parcels, and as they come forward opportunities should be taken to strengthen the leisure and entertainment character of this area, to improve the urban form and attractiveness of the area and improve links via Derry's Cross to Millbay and the West End. This AAP does not therefore seek redevelopment of this entire area but does seek a comprehensive and integrated approach to sites if they come forward for redevelopment.

11.6. There are several clear parcels of land within this area. The Council broadly supports the following approaches on these parcels:

- Derry's Cross Travelodge – If the site were to become available for redevelopment, proposals for a better designed building providing a more attractive and stimulating frontage onto Derry's Cross, and including hotel, leisure and entertainment uses could be supported by the Council.
- Corner of Western Approach Junction and Union Street – If proposals for the redevelopment of this site were to come forward, schemes which enable the creation of a landmark building at this key City Centre gateway could be supported. The current mix of uses could be retained in a new building.
- Foot Anstey Building - Proposals exist for a tall building on this site accommodating office, hotel, residential and student accommodation uses. These proposals are supported.

- The Athenaeum and Reel Cinema – Interest has been expressed in redeveloping these buildings to provide student accommodation, a hotel, a replacement cinema and associated leisure uses, and accommodation for activities currently taking place in the Athenaeum. These ideas are supported.
- The Theatre Royal - the role of the Theatre Royal as Plymouth's premier theatre and the anchor of the Leisure District will continue to be supported by the Council. Proposals to improve the theatre facilities and the setting of the theatre will be supported.
- The Theatre Royal Car Park - the Theatre Royal Car Park is one of the City Centre's main car parks, and is being improved so that it is a more attractive car park and has 'pay on foot' ticket machines. Proposals to continue its improvement as part of the wider City Centre Parking Strategy will be supported.
- The Civic Centre and Council House - The Civic Centre and Council House, and its car park, occupy a pivotal site in the City Centre at the crossroads of Royal Parade and Armada Way. The building no longer meets the requirements of a modern office and is in a poor physical condition, to the extent that the Council considers its retention for offices to be an unviable proposition. It is therefore proposing to relocate from this site. This AAP proposes that the best location for a City Centre office core is at North Cross, and potential new office locations are also identified in the Sutton Harbour and Millbay & Stonehouse AAPs. The Civic Centre location lends itself to uses which will intensify the leisure attractions around Derry's Cross, and which will create more activity and interest along this part of Armada Way. A mix of uses could include new homes, commercial leisure uses potentially including a hotel, active ground floor uses including bars and restaurants, and a new location for the City library.
- Site fronting onto Notte Street - Proposals exist for the development of this site for offices. Schemes which improve the setting of the Athenaeum and which present an active frontage to Notte Street will be supported.

Policy CC19: South of Royal Parade, East of Armada Way

This area is home to the Guildhall and Magistrates Courts, as well as the oldest buildings in the City Centre. It is the area where the 'civic' functions are concentrated, and where the post-war City Centre blends into the finer grain of the old city in the Barbican and Sutton Harbour. It is home to a number of listed buildings and includes part of the Barbican Conservation Area. This character should be conserved and enhanced, and development proposals should not harm the townscape or individual buildings which

contribute to that townscape. Proposals which introduce more residential uses into this area will be supported. The public realm will be enhanced and improved to provide a quality setting for key buildings such as the Guildhall and St Andrew's Church.

11.7. The main policy objective for this area is conservation and enhancement. The policy areas contains high quality buildings from all periods of Plymouth's history, ranging from St Andrew's Church (originally 16th Century but rebuilt after the War), a number of medieval buildings, the 19th Century Guildhall, the important 20th Century Churches of Catherine Street, to the Royal Bank of Scotland building on St Andrew's Cross, arguably the finest building of the *Plan for Plymouth*. The area contains a number of listed buildings and part is covered by the Barbican Conservation Area.

11.8. The area is also home to most of the civic functions in the City Centre (with the exception of the Civic Centre itself). The Guildhall, Magistrates Court, St Andrew's Church and several other churches are all located in this area. The emphasis in this area is therefore the consolidation of the existing civic uses, and the conservation and enhancement of the existing buildings.

11.9. There are some policy objectives which could affect the area in a positive way:

- Improvements to Royal Parade will enhance the setting of the buildings in this area, and there is potential to create public spaces fronting buildings such as the Guildhall and St Andrew's Church,
- Encouraging more residential uses into this area will create more activity and contribute to improved safety and sustainability of the City Centre.
- By integrating these buildings back into the life of the City Centre, they will contribute to the diversity of character in the City Centre, as they will represent the earliest phases in the development of the city. Visitors will be able to move from these areas to the best examples of buildings from the *Plan for Plymouth* framing Royal Parade and then along Armada Way to the modern 21st Century City along Cornwall Street and North Cross.
- The area should link the City Centre to the Barbican and Sutton Harbour more effectively, especially as part of a journey through the history of the City Centre and Plymouth as described above. Links to the Barbican and Sutton Harbour are poor; this is because the street pattern becomes less clear and of a finer grain, since it is a remnant of the pre-war street pattern of Plymouth. Opportunities to make the links clearer should be sought without compromising the character of the area or the quality of the buildings.

12. Delivery

12.1. This Area Action Plan sets out an ambitious agenda for change in Plymouth City Centre. This agenda does raise significant challenges for delivery:

- There are a large number of proposals to be brought forward during the life of the plan.
- The proposals are on different timescales, but most timescales suggest that development will not commence for several years, and in the case of some of the larger schemes may not commence for over 10 years.
- The proposals are for a complex mix of uses, and the precise nature and mix of the uses is not yet known.
- Land ownership in the City Centre is relatively straightforward, as the City Council owns the freehold of most of the City Centre. However, there are complicated leasehold arrangements on top of this freehold which need to be understood and resolved in order to bring sites forward.
- While any of the major interventions are being built, there will be a need to take steps to enable traders to continue to trade, and to minimise the effects on visitors to the City Centre.

12.2. There are, however, various factors which mean that there are opportunities to manage the delivery of change in the City Centre. These factors are:

- As is set out in this chapter, the path to delivery for many of the key City Centre proposals can begin to be mapped out, in terms of timescales, key stakeholders and potential delivery vehicles.
- The key interventions in the City Centre will be led by the principal commercial sectors and by office uses. These uses should give investors and developers flexibility when assembling a mix of uses which meet the City Council's aims and yet also deliver a profit and therefore a clear incentive to deliver.
- There are also a number of opportunities for 'quick wins' in the City Centre, involving key development proposals and smaller scale but still important changes. This is shown by the opportunity taken by the City Council to implement ambitious public realm works in the West End during 2009.

12.3. At the time of writing, it should be noted that the global recession started by the 2007 credit crunch is affecting all development in Plymouth, and is clearly affecting the viability of city centre redevelopments across the UK.

In order to address all of these issues, the AAP has set out to put in place a flexible and responsive planning framework to deliver significant change in the City Centre. It aims to:

- Stimulate regeneration in the City Centre by identifying key opportunities for development, setting out clearly the context for change on sites, and clearly stating the key principles which should guide regeneration proposals.
- Protect those areas in the City Centre which are sensitive to change – i.e. those areas which are important parts of Plymouth’s heritage.

12.4. In order to do this, the AAP has identified the distribution of uses and their inter-relationships through specific site allocations and through policies covering every City Centre block, and in this chapter will set out a delivery scheme showing these relationships, dependencies and timescales to delivery.

12.5. The approach taken in this AAP is to set out the Council's aspirations for change in the City Centre, to set out the broad strategic approach which should be followed over the plan period, and to 'point a finger' at the sites which will be key in delivering the change. It has done this by developing a comprehensive understanding of the factors which will influence how and when development can be delivered in the City Centre. The AAP does not set out to create a detailed design framework or masterplan for change in the City Centre. This is because the detailed planning and design of individual schemes needs to respond to the needs of retailers and investors at the time of delivery, and needs to be able to take advantage of the latest thinking about city centre developments and sustainability. Since some of the developments are unlikely to be implemented for at least 10 years, the AAP needs to set out a flexible approach to each site which does not prescribe the detailed form of development, and which allows the detail to evolve as the delivery process goes on.

12.6. The AAP therefore sets out the key principles and policy hooks to allow the delivery process to start. Part of this process will involve the City Council producing more detailed guidance on how it would like the developments in the City Centre to take place. This will involve the preparation of:

- ⌘ A transportation/urban design masterplan for the Strategic Road Network,
- ⌘ A City Centre public realm framework
- ⌘ A framework for the historic environment, setting out how the City Centre's most sensitive areas as identified in this AAP will be conserved and

enhanced, and integrated into the newer developments.

12.7. In addition, there are a number of Supplementary Planning Documents which contain guidance which is relevant to City Centre developments. These are:

- Planning Obligations SPD – funding issues, particularly for public realm contributions.
- Design SPD – tall buildings and general guidance.
- Development Guidelines SPD – shop fronts and general guidance.

Delivering the Local Development Framework and the City Centre & University AAP.

12.8. The Plymouth Local Development Framework sets out to deliver a step change in the pace and quality of development in Plymouth. Its main aim is to spearhead the growth agenda that will transform the city into one of Europe's finest waterfront cities, as envisaged in the Vision for Plymouth.

12.9. In order to achieve this, the LDF sets out several key milestones which will drive change in the City. In summary, these are:

- Increasing the population of the city to 300,000 by 2021,
- Building 32,000 new homes of a range, mix and type to support the growth of a balanced community,
- Providing 172,000 sq m of new shopping floorspace across the city,
- Creating 24,000 new jobs in the city's travel to work area,
- Re-orienting the economy, with a focus on a new business services sector,
- Creating high quality design in all developments,
- Respecting and using the city's tremendous heritage and history,
- Ensuring that all the changes and developments contribute to the creation of sustainable communities in all parts of the city.

12.10. Figure 4 illustrates the concept of these steps taking the city from its position today to the place we aspire to in 2021. Different parts of the Local

Development Framework play specific parts in taking these steps forwards. For example, the North Plymstock Area Action Plan delivers large numbers of homes of a range mix and type through particular allocations and by enabling the development of the Sherford new community. Other steps run through all of the Area Action Plans being prepared and are set out as key principles in the Core Strategy. For example, the creation of sustainable communities is the golden thread which runs through the whole LDF, and all of the policies and Local Development Documents in the LDF contribute to the sustainability of the City and its communities.

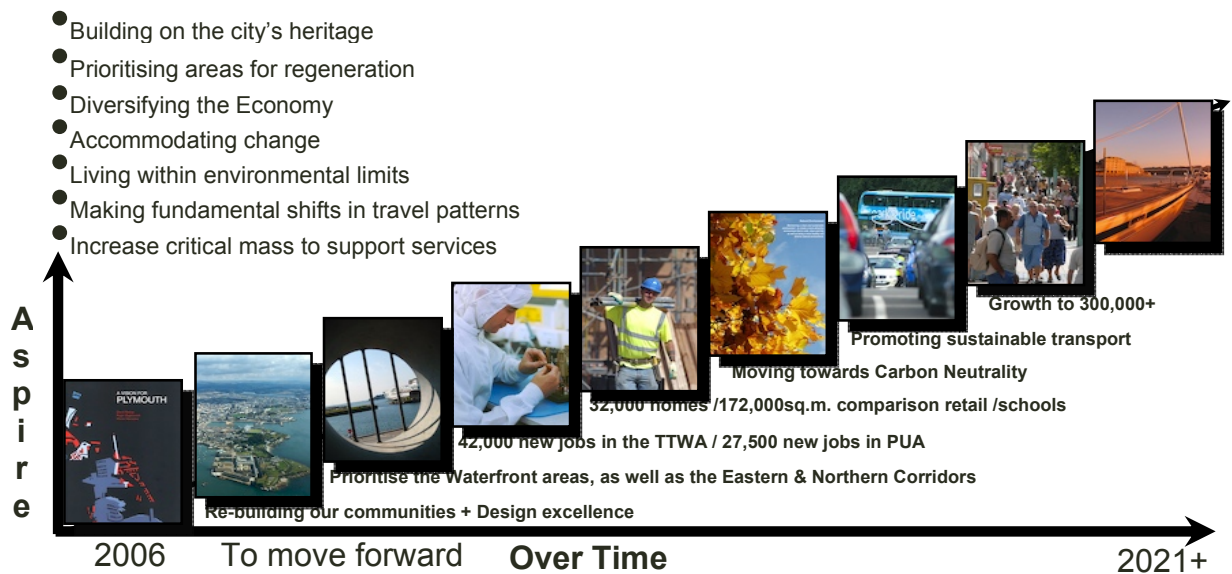


Fig 4: The Steps to Delivery of the Plymouth Local Development Framework

12.11. The City Centre and University Area Action Plan plays a role in delivering all of the aims of the Local Development Framework, but in particular it delivers:

- An approach which respects and promotes the city's heritage
- The most significant element of the additional floorspace required by the Core Strategy
- A new office core to drive the creation of a business services sector,
- Significant numbers of new homes in the City Centre
- The creation of a new, sustainable community in the City Centre,
- A regional destination which is the natural destination for people living or visiting the far south west.

The City Centre and University Delivery Scheme






12.12. Figure 5 takes these LDF milestones and shows how the individual policies and proposals in the AAP will deliver them, and when. It fits key proposals, key pieces of infrastructure and key policy priorities and places them within a scheme based on the LDF milestones. The scheme therefore illustrates:

- The timescales for delivering the LDF priorities in the City Centre,
- The timescale for the delivery of key strategic sites in the City Centre,
- The relationship between the delivery of sites, the delivery of infrastructure required to support the changes in the City Centre,
- When key policy objectives should have been achieved and the main interventions required to achieve them.

12.13. Finally, Table 1 sets out the main delivery issues site by site, considering delivery mechanisms, resourcing issues and likely timescales in detail.

12.14. Taken together, these figures set out a comprehensive picture of the delivery of the changes envisaged in this AAP.

Figure 5: City Centre and University Local Delivery Scheme

Overarching Objectives of the AAP	Strategic Objectives of the AAP	Policies/Proposals which deliver Objectives	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2021-2026	Floorspace/Dwellings Provided	Car Parking Provided (Gross)	Body Responsible for Delivery	Delivery Mechanisms
A Regional Destination - To Deliver the regional commercial centre for the South West Peninsula of England	Place making, Heritage and Design Excellence	 Strategic Objective 2: Place making Policy CC01: Place making and the Historic Environment Policy CC02: The Royal Parade Block Policy CC03: City Centre Public Realm (see also Policy CC07: Royal Parade and Exter Street (West)) Policy CC04: A Sustainable City Centre Neighbourhood Policy CC18: South of Derry's Cross and Royal Parade (West) Policy CC19: South of Royal Parade, East of Armada Way	[Green shaded area]													N/A		Council as planning authority/landowners	Planning application procedures	
			[Green shaded area]													N/A		Leaseholders Council as planning authority	Planning application procedures	
			[Green shaded area]													N/A		Council as landowner and Highway Authority Plymouth BID/City Centre Company	Masterplanning processes/Funding from Planning Tariff and development proposals	
			[Green shaded area]													N/A		Leaseholders Council as planning authority/City Centre Company/PCA/University PCH	Planning application procedures/Joint working	
			[Green shaded area]													N/A		Landowners/Leaseholders Council as landowner	Planning application procedures	
	Deliver New Jobs and Economic Growth	 Strategic Objective 6 - The Northern Office District Proposal CC14: North Cross and the Railway Station Proposal CC13: Land Outside Drakes Circus Policy CC15: The Northern Triangle	[Blue shaded area]													100,000 sq m office floorspace	N/A	Council as landowner/Network Rail/University/landowners/developer	Planning application procedures/partnership working	
			[Blue shaded area]													7000 sq m office floorspace	N/A	Landowner	Planning application procedures	
		Strategic Objective 7: The Learning and Culture District Policy CC16: University of Plymouth Campus Policy CC17: Plymouth College of Art/Regent Street Car Park/Charles Street Police Station	[Blue shaded area]													N/A	N/A	University of Plymouth	Planning applications	
			[Blue shaded area]													31,500 sq m education floorspace	N/A	Plymouth College of Art	Planning application procedures/Funding bids to LSC	
		Deliver New Shopping Floorspace	Strategic Objective 4: The West End - The Market and Independent District Proposal CC08: Colin Campbell Court Proposal CC11: Cornwall Street Policy CC10: The Heart of the Market and Independent District	[Blue shaded area]													8,500 - 11,000 sq m gross retail	1100	Council as landowner/landowner/developer	Planning Application/partnership working/CPO
	[Blue shaded area]													26,000 sq m gross retail	2000	Council as landowner/developer/ABV	Planning application procedures/partnership with developer			
	Strategic Objective 5: The Core Retail District Policy CC12: Drakes Circus and New George Street		[Blue shaded area]													12,000 sq m gross	600	Leaseholder	Planning application procedures	
	Place making - To create a modern, enlivened City Centre which is also a special kind of sustainable community	 Strategic Objective 2: Placemaking Policy CC09: Morley Court and Harwell Court (Proposal CC08: Colin Campbell Court)	[Red shaded area]													130 - 400		Plymouth Community Homes PCC	PCH capitals programme/planning applications	
			[Red shaded area]													N/A	700			
		Strategic Objective 4: The West End - The Market and Independent District (Proposal CC11: Cornwall Street) (Policy CC12: Drakes Circus and New George Street) (Proposal CC13: Land Outside Drakes Circus)	[Grey shaded area]													N/A	444			
[Grey shaded area]													N/A	109						
Strategic Objective 5: The Core Retail district (Policy CC15: The Northern Triangle) (Policy CC18: South of Derry's Cross and Royal Parade (West)) (Policy CC19: South of Royal Parade, East of Armada Way)		[Grey shaded area]													N/A					
		[Grey shaded area]													N/A					
Carbon Neutrality		 Strategic Objective 2: Place making Policy CC06: Enabling Low Carbon Development	[Light green shaded area]													N/A		Council as landowner/leaseholders	Planning application procedures/partnership working on strategic sites	
Sustainable transport		 Strategic Objective 3: Movement and Accessibility Policy CC06: The Strategic Road Network Policy CC07: Royal Parade HOPT 1 - Eastern Corridor Infrastructure HOPT 3 - Northern Corridor Infrastructure Western Corridor Park and Ride Plympton - City Centre strategic cycle corridor Devonport - City Centre strategic cycle corridor North West - City Centre strategic cycle network SRN Improvements - North Cross (Policy CC06) SRN Improvements - Drakes Circus (Policy CC06) SRN Improvements - Charles Cross and Charles Street (Policy CC06) SRN Improvements - Western Approach (Policy CC06 & Millbay and Stonehouse AAP) SRN Improvements - Millbay Boulevard (Millbay and Stonehouse AAP) SRN Improvements - Royal Parade (Policy CC07)	[Purple shaded area]													N/A		Council as Planning Authority and Highway Authority	Planning application procedures/LTP3 Masterplanning exercises	
			[Purple shaded area]													N/A		Council as landowner and Highway Authority	Traffic Orders and Public Realm masterplanning	
			[Purple shaded area]													N/A	N/A	Council as Highway Authority	RFA/Council 3rd Party funding sources	
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			
	[Purple shaded area]													N/A	N/A	Council as Highway Authority	Local Transport Plan - Grant funding/Council 3rd Party funding			

Information is approximate, based on initial indications of use mixes, floorspace, dwelling numbers, car parking and timescales to delivery. (see evidence base for full details): Plymouth City Centre Future Direction Investment and Development Strategy, Awakening the West End, draft Plymouth SHLAA, Local Transport Plan, Plymouth Delivery Framework

Table 1: Delivery of AAP Proposals / Policies

Area Action Plan Proposal	Body Responsible for Delivery	Delivery Mechanisms	Delivery Funding	Delivery Land Issues	Phasing Issues	Targeting/ Phasing/ Timescales
CC02: The Royal Parade Blocks	Leaseholders/ Council as planning authority	Planning application procedure	Private development			2009-2021
CC05: Low carbon development	Energy Services Company	Direct provision of infrastructure, in partnership with Council and developers	PCC; developers; European / national grants	PCC control highway land into which pipe infrastructure will be placed	Phasing linked to delivery of key development projects	2011-2021
CC07: Royal Parade	Council as landowner and Highway Authority	Local Transport Plan/Public Realm Masterplans	PCC; RFA/LTP; Tariff contributions	PCC control highway land. Partnership working with St Andrew's Church and Guildhall required	Need to ensure continuity of bus operations, and ensure that movements around the Strategic Road Network are not compromised and improved	2012-2015
CC08: Colin Campbell Court	Council as landowner/ Landowner/ Developer	Planning application procedure/ potential partnership working/ potential use of CPO	PCC; CDC; RDA; private development	Site is in mixed ownership, including PCC, PCH and 3 rd party.	Care needs to be taken to ensure continuity of businesses on Frankfort Gate and interests of PCH tenants are taken into consideration.	2013-2015
CC09: Morley Court and Harwell Court	Plymouth Community Homes/ Developer	PCH programme of improvements/ Planning application procedure	PCH; PCC	Site is in PCH ownership and is a popular area of housing in the City Centre	Care needs to be taken to ensure that existing residents views are sought, access to properties is maintained and residents are fully engaged in any proposals for improvements	2016-2021
CC10: The Heart of the Market and Independents District	Council as landowner/ Leaseholders	Planning application procedure	PCC; leaseholders; developers	Individual shop units are leased from City Council.	Need to ensure retail operations continue and access to services at rear of units is maintained	2010-2012
CC13: Drakes Circus Roundabout	Landowner – P&O	Planning application procedure/s106 enforcement	Landowner	Land is left over from Drakes Circus development. Scheme needs to relate well to all surrounding buildings and create an exciting public realm	2012-201	3

Area Action Plan Proposal	Body Responsible for Delivery	Delivery Mechanisms	Delivery Funding	Delivery Land Issues	Phasing Issues	Targeting/ Phasing/ Timescales
CC14: North Cross and the Railway Station	Council as landowner/ Network Rail/ University/ Developer	Planning application procedure/ partnership working with Network Rail and University, and future developer	PCC; CDC; RDA; Network Rail; Developers	Cooperation with PCC required to create a satisfactory new road infrastructure, and with Network Rail to create a high quality railway station	Traffic movements on the strategic Road Network must be protected, as must rail services. Views of residents/occupiers of Caprera Terrace must be fully incorporated into scheme	2012-2016
CC15: The Northern Triangle	Landowners P	Planning application procedure	Private development	Land in multiple ownerships, well established uses. Will need incentive to develop.	Some sites already with permission for change. Armada Centre unlikely to come forward unless/until Sainsbury's relocate	2016-2021
CC16: University of Plymouth	University of Plymouth	Planning application procedure	University of Plymouth	None None		2009-2016
CC17: Plymouth College of Art	Plymouth College of Art	Planning Application Procedure	Plymouth College of Art; Learning and Skills Council	None None		2011-2021
CC18: South of Derry's Cross and Royal Parade (West)	Council as landowner and Highway Authority	Planning Application procedures	Private Development; PCC	Various sites in multiple ownership. PCC owns Civic Centre site and car parks.	Some sites already with permission/schemes being pursued	2011, 2014-2017
CC19: South of Royal Parade, East of Armada Way	Council as planning authority/ Landowners	Planning application Procedures	Private Development	None None		2009-2021

13. Community Benefits

13.1. All major planning applications need to consider the contributions that need to be made to provide wider community benefits. These will be based on the Planning Tariff set out in the Planning Obligations and Affordable Housing Supplementary Planning Document. This document sets out that planning obligations will be made up of a contribution decided by the planning tariff, and a negotiated element which is directly related to the needs of the development. Contributions will be reasonably related to the development proposal, and need to be calculated based on the provisions in the tariff. However, the highest priorities for the City Centre and University Area Action Plan are outlined below.

Table 2 - Community Benefits

City Centre and University AAP - Community Benefits		
Requirement J	Justification	Delivery
Measures to improve the City Centre public realm (planning tariff and direct delivery)	Identified as a priority in the Core Strategy, in Strategic Objective 2 of this AAP and in the City Centre BID Business Plan	This will include provisions for the improvement of all parts of the public realm in the City centre, as set out in Policy CC03 of this AAP. It will entail contributions towards masterplanning public realm schemes, the implementation of schemes, and in some cases requirements for public realm improvements to be undertaken as part of schemes. Improvements to the public realm will contribute to the creation of an enriched, vibrant City Centre which attracts visitors.
Transport Infrastructure (planning tariff and direct delivery)	Identified as a priority in the Core Strategy, the LTP and delivery database, and this AAP	The improvements to the City Centre require access to the centre by all modes to be improved, but particularly access by public transport, cycle and on foot.
Combined Heat and Power (negotiated element)	Identified as a priority in national guidance, the Core Strategy and this AAP	In order to meet building regulations requirements for low carbon development throughout the plan period, it will be necessary for City Centre developments to look at innovative ways to minimise their energy requirements. The City Council has commissioned work which shows that the most effective way to do this is through the development of a combined heat and power network throughout the City Centre, and so this AAP puts in place policies to enable such a network to be created. All businesses and

		people occupying buildings in the City Centre will benefit from CHP, but it will be necessary for all developments to contribute to the creation of the network as and when it is feasible for them to do so.
Affordable Housing (negotiated element)	Identified as a priority in the Core Strategy	Although the Core Strategy affordable housing requirement has been waived for the Strategic Sites in the City Centre, it applies to any other development in the City Centre which meets the criteria.

14. Monitoring

14.1. Review and monitoring is an important aspect of evidence based policy making and it is a key factor of the “plan, monitor and manage” approach to planning. An important aspect of the development planning system is the flexibility to update components of the Local Development Framework and respond quickly to changing priorities in the area. Monitoring will play a critical part in identifying any review of the City Centre & University Area Action Plan that may be required. It will also enable early action to be taken to overcome any barriers to delivery of the Plan’s objectives and/or proposals and policies.

14.2. Local Planning Authorities produce an Annual Monitoring Report (AMR) every year. This document will be the main mechanism for assessing the Area Action Plan’s performance and effects. It must be based on the period 1 April to 31 March and be submitted to the Secretary of State no later than the end of the following December. AMRs are required to assess the implementation of the Local Development Scheme, and the extent to which policies in local development documents are being successfully implemented.

14.3. The Council will measure the performance of this Area Action Plan against the targets, objectives and related policies set out in this document, and in the Core Strategy. It will also undertake more general monitoring for the city and its sub-region as a whole to assess the extent that the Local Development Framework spatial strategy is being delivered, remains appropriate and is sustainable. The AMR will identify potential measures that need to be taken to rectify any issues raised through monitoring. This will potentially include the need to review parts or all of any particular local development document.

14.4. Significant issues will be monitored through the Annual Monitoring Report process, although it should be recognised that in relation to most of the strategic proposals in the City Centre and University Area Action Plan their impact will only be felt after a number of years. In relation to this Area Action Plan, monitoring will specifically include:

- Checking that the development targets identified in the Area Action Plan are being met and identifying the actions needed to address any barriers and blockages. As well as being reported in the AMR, these issues will also be fed into the Delivery Framework.
- Monitoring the quality of new developments in the City Centre and their compliance with the policies and proposals of the Plan
- Assessing the potential impacts on the Area Action Plan of new or updated national, regional and local policy and guidance
- Measuring the performance of the Plan against the Plan’s Vision and Objectives and assessing whether the Objectives are still appropriate

- Measuring the performance of the Plan against other relevant local, regional and national targets
- Measuring the impact of delivery of the Plan against the sustainability indicators and assessing whether the Plan is contributing to the creation of a sustainable community in the City Centre and whether there are any significant unforeseen adverse effects. In particular, the numbers of new dwellings being created in the City Centre will be monitored, with an emphasis on where the dwellings are located, the range, mix and type of dwellings, and how well they contribute to the creation of a community in the West End.
- Measuring how easily the inhabitants of new and existing dwellings in the City Centre can access community facilities, either within the City Centre itself or in nearby neighbourhoods,
- Collecting appropriate data and making use of the data collected by other partners to support the evidence base of the Plan and any subsequent review

14.5. Issues identified within the sustainability appraisal will also be monitored and a series of significant effects indicators have been identified within the AMR.

14.6. As a result of this monitoring regime, conclusions may be reached which have implications for the objectives, policies and proposals of the Plan. In some cases, monitoring of the delivery of the Area Action Plan may identify supportive actions that need to be taken by other partners, such as the City Centre Company or the City Development Company, or by other council Departments.

14.7. A full review of the Plan will take place after five years unless the results of any of the above suggest that an earlier review is necessary.

14.8. The following tables bring together the targets for each of the Plan's proposals, clearly showing the relationship between the objectives, indicators and targets for the City Centre and University Area Action Plan.

14.9. Table 3 shows the likely completion rate for housing showing overall numbers as well as the total numbers of affordable and Lifetime Homes. It also shows how each proposal contributes to the other targets relating to housing density, and balancing the housing mix within the City Centre.

14.10. Table 4 shows the likely completion rate for economic development in this Area Action Plan, including B1, B2 and retail.

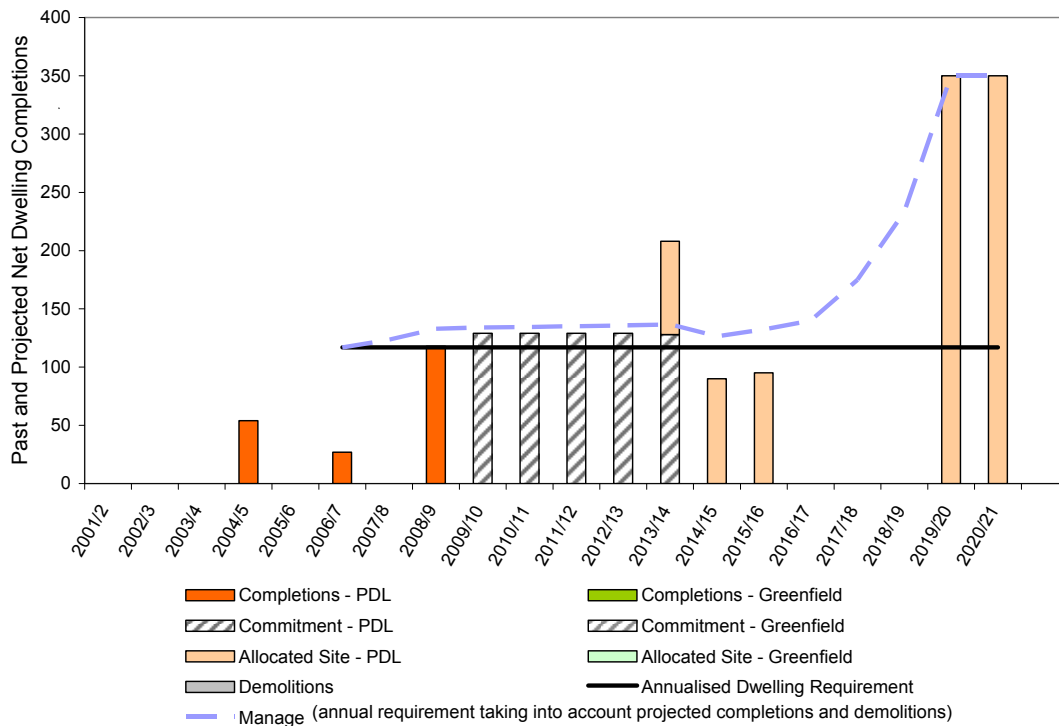
Table 3 - Monitoring of Housing Development

City Centre and University AAP - Monitoring Housing Development							
Indicator	Plan Target						
	Total	CC08	CC11	CC14			Total
Building of new dwellings	830-1100	130-400	700 0				830-1100
of which, on previously developed land	830-1100	130-400	700 0				830-1100

Table 4 - Monitoring of Employment Development

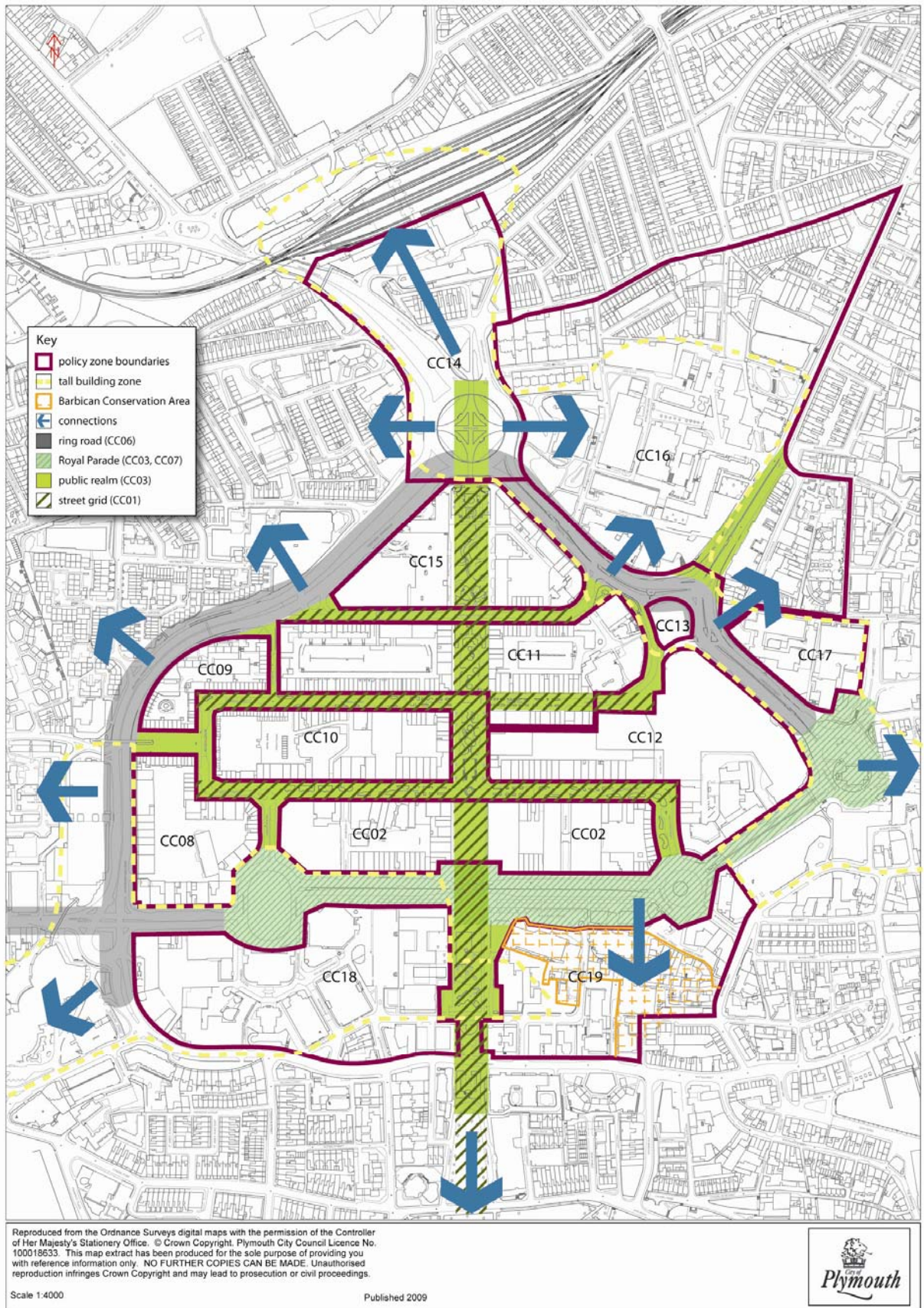
City Centre and University AAP – Monitoring Retail and Employment Development								
Indicator	Plan Target							
	CC08	CC11	CC14	CC15				Total
Retail space sq m (gross)	8500-11000	86000 0	0	0				94500-97000
Employment space sq m	0 0 100000			7000				107000

Figure 6 – City Centre Housing Trajectory



14.11. The Housing Trajectory graph in Figure 6 shows the most housing completions taking place from 2019. This is due to the housing completion estimates for Strategic Proposal CC11 at Cornwall Street which is not expected to start until the end of the plan period. Implementation of this Proposal involves assembling land and entering into a development process for a major retail led city centre redevelopment, for which a 10 year lead in time is not unusual. The Trajectory also estimates completions taking place between 2010 and 2016. These completions are estimated to take place on a number of existing commitments and through the implementation of Strategic Proposal CC08 at Colin Campbell Court. The estimates of housing completions are based on evidence from the Strategic Housing Land Availability assessment and advice the Council has taken on the deliverability of the City Centre Strategic Sites. Clear delivery mechanisms are identified but any short term under achievement of housing completions on these sites can be accommodated by the overall context of housing provision set out in the Core Strategy. The delivery of housing will be monitored through the AMR, which will identify any issues including the potential need to review this Plan and other Local Development Documents.

15. Proposals Map



16. Glossary

Active frontage

A building frontage with entrances and windows that overlook the public realm and generate activity, overlooking, and therefore safety on the street.

Affordable housing

Housing, whether for rent, shared ownership or outright purchase, provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing.

Amenity

A feature that contributes to the overall character or enjoyment of an area. For example, open land, trees, historic buildings or less tangible factors such as tranquility.

Annual Monitoring Report (AMR)

Assesses the implementation of the LDS and the extent to which policies are successfully being implemented and targets met.

Amenity open space

Open space with the principle purpose of creating a pleasant character to an area, rather than use for recreation and leisure.

Area Action Plan (AAP)

A type of Development Plan Document that will be used to provide a planning framework for areas of significant change or conservation.

Brownfield site

Previously developed land that is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated infrastructure.

Built form

Buildings and structures.

Character (of area)

Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.

Commitment

All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

Conservation Area

An area of special architectural and/or historic interest that deserves preservation or enhancement of its character or appearance.

Constraint

A limiting factor that affects development, conservation etc.

Core Strategy

The key Development Plan document. It sets out the long-term spatial vision and spatial objectives for the local planning authority area and the strategic policies and proposals to deliver that vision. It will contain a set of primary policies for delivering

the core strategy. Broad locations for development are also set out. Plymouth's Core Strategy was adopted in April 2007.

Council

The local authority, Plymouth City Council.

Delivery

The implementation of an objective or planned proposal within the criteria set by the plan.

Demands

The aspirations of the public, which may be greater than their needs.

Development

Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission (see also "permitted development").

Development Brief

A document that outlines detailed planning requirements for the development of a site. It is subject to public consultation prior to publication.

Development Plan

This will consist of Regional Spatial Strategies and Development Plan Documents contained within a Local Development Framework. It will also contain any 'saved plans' that affect the area.

Development Plan Documents (DPDs)

These are prepared by the Council. They are spatial planning documents and subject to independent examination. There will be a right for those making representations seeking change to be heard at an independent examination.

Developer contribution

(see Planning Obligations)

Distinctiveness (of an area)

(see Character)

Environmental appraisal

Applicants for certain types of development, usually more significant schemes, are required to submit an "environmental statement" accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.

Evidence Base

The researched, documented, analysed and verified basis for all the components of a Local Development Framework.

First Deposit Local Plan

The review of the adopted 1996 Plymouth Local Plan that was published in 2001 following public consultation, but was not subject to a public examination.

‘Front-loading’

The important pre-production processes involved in preparation of Local Development Documents seen by the Government as the key to efficient production and examination of LDDs. The Sustainability Appraisal, Statement of Community Involvement, Local Development Scheme and the Annual Monitoring Report play a large part in ensuring front-loading.

High Quality Public Transport (HQPT)

HQPT is characterised by the following features: reliability; high quality information before and throughout the journey; a safe and pleasant walk to the station / stop; a safe and pleasant wait at the station / stop; good ride quality; a positive image of vehicles and infrastructure; and the aspiration to progress from bus services through intermediate technologies to LRT services.

Home-zone

A small highly traffic calmed residential area, often with road and pavement integrated into a single surface, where pedestrians and cyclists have priority over cars.

Housing stock

The total amount of housing within a plan area, but this may be divided into components such as private housing stock or rented housing stock.

HSE

Health and Safety Executive. The Health and Safety Commission is responsible for health and safety regulation in Great Britain. The Health and Safety Executive and local government are the enforcing authorities who work in support of the Commission.

Impermeable

Buildings or parts of an area that do not allow pedestrian movement through them.

Implementation

Carrying out the proposed actions to required standards that are set out in the plan.

Independent Examination

An examination held in public by an Inspector from the Planning Inspectorate.

Infrastructure

The basic facilities, services and installations needed for the functioning of a community. It normally includes transport, communications, water and power.

Legal Agreement

A legally binding contract, between a developer and the local planning authority that constitutes a planning obligation (see also definition for planning obligation).

Lifetime Homes

What makes a Lifetime Home is the incorporation of 16 design features that together create a flexible blueprint for accessible and adaptable housing in any setting. The flexibility and adaptability of Lifetime Homes accommodate life events quickly, cost-effectively and without upheaval.

Listed Building

A building mentioned in statutory lists as being of special architectural or historic interest under the Listed Buildings and Conservation Areas Act. There are different grades of listing to indicate relative interest.

Live/Work Unit

A dwelling and workspace combined within one unit of accommodation – for example, an artist’s flat and studio space.

Local Development Framework (LDF)

This includes a portfolio of Local Development Documents that provide a framework for delivering the spatial planning strategy for the area. It also contains a number of other documents, including the annual monitoring report and any ‘saved’ plans that affect the area.

Local Development Document (LDD)

This is either a Development Plan Document or a Supplementary Planning Document and is contained in a Local Development Framework.

Local Planning Authority

The local authority or council that is empowered by law to exercise planning functions. In Plymouth’s case this is Plymouth City Council.

Local Transport Plan (LTP2)

A five-year rolling plan produced by the Highway Authority. In Plymouth’s case this is Plymouth City Council.

Local Development Scheme (LDS)

This sets out the programme for the preparation of the Local Development Documents.

Material Consideration

A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

Monitoring (and review)

The process of measuring (in terms of quantity and quality) the changes in conditions and trends, impact of policies, performance of the plan against its objectives and targets and progress in delivering outputs.

Needs

The necessary requirements of the public, which may be less or different than their demands.

Objective

A statement that specifies the direction and amount of desired change in trends or in conditions.

Output

The direct effect of the plan’s policies measured by indicators such as annual housing completion rate.

Partner Organisations

Other organisations that are in partnership with the Council, either through a written agreement or a looser form of partnership.

Permeability

The extent to which it is possible to move through buildings or areas.

Planning Condition

A written condition on a planning permission that restricts the development in some way to achieve a stated purpose.

Planning Obligation (and / or Section 106 agreement)

A legal undertaking given to a Council by a developer who is seeking planning permission for a development. It can be used to regulate or restrict the use of land, require the carrying out of specific actions or require payments to be made to the planning authority.

Planning System

The system of town and country planning originally created in 1947 to control the use and development of land. It has been modified extensively since then. The Planning and Compulsory Purchase Act 2004 led to spatial planning as the latest revision of the planning system.

Planning Policy

A guiding principle, that has statutory weight, that sets out a required process or procedure for decisions, actions, etc.

Public Realm

Those areas in cities and towns that are visible, useable and accessible by the public.

PPG and PPS

Planning Policy Guidance Note and Planning Policy Statement.

Programme

A time-related schedule of operations and/or funding to achieve a stated purpose.

Proposal

A positive-worded policy of the Council that proposes a course of action or an allocation of land for a particular use or development.

Proposals Map

The function of the proposals map is to illustrate the policies and proposals in the development plan documents and any saved policies that are included in the Local Development Framework. It will have a geographical base at a scale that allows the policies and proposals to be illustrated clearly in map form.

Public Open Space

An allocation or a requirement in a development plan for open space with unfettered access by the public.

Public realm

Those areas in cities and towns that are visible, useable and accessible by the public.

Regional Spatial Strategy (RSS)

The main policy document setting out the Spatial Strategy for growth and development in the south west region and the strategic policies which will shape this.

Section 106 agreement

See definition for Planning Obligation.

Spatial Planning

An ongoing, enduring process of managing change, by a range of interests that achieves sustainable development.

Spatial Vision

A brief description of how the area will be changed by the end of the plan period.

Statement of Community Involvement (SCI)

sets out the standards to be achieved when involving the community in the preparation of plans and in development control decisions. It is subject to independent examination.

Statutory

Required by law (statute), usually through an Act of Parliament.

Strategic Environmental Assessment (SEA)

A generic term used internationally to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) does not in fact use the term strategic environmental assessment; it requires a formal 'environmental assessment' of certain plans and programmes, including those in the field of planning and land use.

Strategic

A strategy-based policy or decision that operates at a higher level than a policy or decision created to deal with local and day-to-day issues.

Supplementary Planning Documents (SPDs)

These cover a wide range of issues on which the plan-making authority wishes to provide policies or guidance to supplement the policies and proposals in development plan documents. They will not form part of the development plan or be subject to independent examination.

Sustainable Development

A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The government has set out four aims for sustainable development in its strategy A Better Quality of Life, a Strategy for Sustainable Development in the UK. The four aims, to be achieved simultaneously, are: social progress which recognises the needs of everyone; effective protection of the environment; prudent use of natural resources; and maintenance of high and stable levels of economic growth and employment.

Sustainability Appraisal

This is a mandatory process under the Planning and Compulsory Purchase Act 2004 and is used to promote sustainable development through the integration of social, environmental and economic considerations into DPDs and SPDs.

Sustrans

The UK's leading sustainable transport charity. One of its projects is to establish a national cycle network.

Targets

Objectives expressed in terms of specified amounts of change in specified periods of time.

Tenure

The conditions on which property is held. Examples are owner occupation, renting and shared ownership.

Townscape

The general appearance of a built-up area, for example a street a town or city.

Transport Interchange

A planned facility for changing between different modes of transport (e.g. bus/car/cycle/ taxi).

Traffic calming

Measures to reduce the speed of motor traffic, particularly in residential areas. They include education, enforcement and engineering.

Use Classes Order

Contained in Town and Country Planning (Use Classes) Order 1987 and updated in 2005

17. Evidence Base

Plymouth First Deposit Local Plan, Plymouth City Council, 2001

City Centre Precinct Urban Design Framework, Plymouth City Council, 2002

Plymouth Planned: The Architecture of the Plan for Plymouth 1943 – 1962, Jeremy Gould

Vision for Plymouth, Mackay, Zogolovich and Haradine, 2004

City Centre and University Area Action Plan Issues and Options Report, Plymouth City Council, March 2005

Summary Report of Responses to City Centre and University Area Action Plan Issues and Options consultation, Plymouth City Council, 2005

Plymouth Local Transport Plan 2 (2006 – 2011), Plymouth City Council, 2006

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