

## PLYMOUTH CITY COUNCIL

**Subject:** Review of Local Development Scheme and Plymouth Plan Programme

**Committee:** Cabinet

**Date:** 25 March 2014

**Cabinet Member:** Councillor Brian Vincent

**CMT Member:** Anthony Payne (Strategic Director for Place)

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**Ref:** RG

**Key Decision:** No

**Part:** I

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### **Purpose of the report:**

This report updates Cabinet on progress made in the preparation of the Plymouth Plan, as well as setting out some proposed changes to the form, process and timetable for the Plymouth Plan which have been required in response to recent national planning reforms. These changes will need to be reflected in a revised Local Development Scheme.

The concept of a single strategic plan for Plymouth was conceived in September 2012, when Cabinet approved a report setting out an innovative approach to the review of the City Council's adopted Core Strategy, taking the city's statutory development plan forward within the context of the government's new Local Plan system. This established the foundations for preparing the new 'Plymouth Plan', and explained how it will provide an integrated and holistic long term plan as to how the city will change between 2012 and 2031.

Good progress has been made on the Plymouth Plan. Engagement exercises took place throughout the final months of 2012 and the first six months of 2013, culminating in the Plymouth Plan Convention which took place in a shop unit in the City Centre. Work is now well underway on assembling the evidence base and understanding the key issues. The report sets out the key findings of the engagement which has taken place so far.

However, since the Plymouth Plan was conceived, there have been significant changes to the national planning system which have had a major impact on the process of producing development plans. These changes have seen many local plans across the country, including our own Derriford & Seaton Area Action Plan, failing at Public Examination stage. The report considers the implications of these changes and proposes a revised approach to the Plymouth Plan which maintains the original vision of a single strategic plan whilst also addressing the increasingly onerous requirements of the national planning reforms.

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## **The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:**

The Plymouth Plan is significant in relationship to all of the Corporate Plan Objectives. Most particularly it delivers the Growing Plymouth objective, due to its focus on the City's growth agenda and the Vision to transform the City, but the Plymouth Plan Themes relate well to all of the Corporate Plan Objectives:

<b>Corporate Plan Objective</b>	<b>Plymouth Plan Theme</b>
Pioneering Plymouth	Arts and Culture, Greener Plymouth, Local Communities,
Growing Plymouth	Education and Learning, Prosperity and Affordability, Living and Housing, Getting Around, Local Communities
Caring Plymouth	Health and Care, Local Communities
Confident Plymouth	City Pride and Vision

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### **Implications for Medium Term Financial Plan and Resource Implications**

The direct costs associated with the preparation of the Plymouth Plan relate to the costs of community engagement and consultation, preparation of the evidence base, publication of documents and the costs associated with the Public Examination. With the exception of the Public Examination, these costs are mostly staffing costs and it is anticipated that these costs can be met from core revenue budgets in Place and Planning. The Public Examination costs are estimated to be in the order of £230,000 and are likely to fall with 2016/17.

The Plymouth Plan will bring a number of positive indirect financial and resource benefits. The engagement process will use existing opportunities and events arranged by the Council and other organisations and build capacity on social media channels to provide cost effective ways of involving people. As a holistic and integrated plan, it will substantially reduce the need for the preparation of many individual strategies, bringing greater efficiency in strategy development together with a stronger articulation of the city's vision and direction of travel.

From a development perspective, the Plan will provide a framework for development decisions to be made which will generate considerable Planning Obligation /Community Infrastructure Levy contributions and New Homes Bonus funds to support infrastructure development. Additionally, the Plymouth Plan will aid the prioritisation of resources and submission of funding bids in support of the sustainable growth of Plymouth.

It will also fulfil an enabling role in relation to delivering a 'Co-operative Council' by providing a strategic document that supports the Community and Voluntary Sector, as well as Social Enterprises, in seeking and attracting funding and financial support.

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### **Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

The Plymouth Plan will be a plan for both people and place. The creation of sustainable communities, and the theme of providing quality of life for everyone in the city, will run through the heart of the Plan. It will therefore provide an effective and integrated strategic framework for addressing and responding to issues such as community safety, community cohesion, child poverty and equalities and

diversity. An Equality Impact Assessment will be undertaken for the Plan itself, and be available at submission stage.

The consultation process has and will include a variety of methods and a range of information that is accessible to different audiences and engages with people of different ages, backgrounds and interests and will work with the People Directorate and other organisations that specialise in this field to achieve this.

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### **Equality and Diversity:**

Has an Equality Impact Assessment been undertaken? No – an EqIA will be completed for the submission version of the Plan.

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### **Recommendations and Reasons for recommended action:**

It is recommended Cabinet:

1. Approve the programme and approach to preparing the Plymouth Plan, as outlined in the report.

Reason: To enable the Council to maintain an up to date Development Plan and to deliver an integrated long term plan for the city, fully taking into account the requirements of the National Planning Policy Framework, and to enable the Assistant Director for Strategic Planning & Infrastructure in consultation with the Portfolio Holder for the Environment to amend the Local Development Scheme appropriately.

2. Instruct Officers to prepare a programme of engagement to support the preparation of the Consultation Draft Plymouth Plan, including measures which support ward councillors in engaging with their constituents, to take place during the summer of 2014, in consultation with the Portfolio Holders for the Environment and for Co-operatives and Community Development.

Reason: To ensure that people from across Plymouth have the opportunity to inform the process of producing the Plymouth Plan, in line with the values of a Brilliant Cooperative Council as set out in the Corporate Plan.

3. Report the programme and approach to preparing the Plymouth Plan, as outlined in the report, to Cooperative Scrutiny Board.

Reason: To ensure that the Cooperative Scrutiny Board is kept up to date with progress on the Plymouth Plan as agreed at the Board meeting of 16<sup>th</sup> October 2013.

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### **Alternative options considered and rejected:**

The original intention was that the Plymouth Plan would be a single strategic plan for Plymouth, replacing the current Core Strategy, which would be followed by a separate site allocations local plan (in essence a delivery plan of the Plymouth Plan), also to be adopted as part of the statutory development plan. However, given the major changes to the national planning context described in

the main body of the report, which amongst other things require site allocations to be part of a local plan, this option is no longer considered possible.

Two alternative options have been considered in response to these changes:

1. Prepare a strategic Plymouth Plan but not as part of the statutory development plan. On a different timetable, prepare a separate site allocations local plan which would be part of the development plan. However, by not taking the Plymouth Plan forward as part of the statutory development plan it would only have limited weight in shaping the future direction of the city.
2. Integrate site allocations into the Plymouth Plan, as part of the development plan, and revise the timetable accordingly. However, this would increase the amount of detailed content in the plan above what was originally anticipated and extend the time period to formal adoption of the plan.

On balance it is considered that option 2 should be favoured. The impacts of increased detail and an extended time period until formal adoption can be mitigated through the process by which the plan is prepared and the format which it takes. This is set out in more detail in the report.

**Published work / information:**

- [Plymouth Plan Cabinet Report September 2012](#)
- [Report to Cabinet 11<sup>th</sup> February 2014 “Derriford & Seaton AAP: Examination Inspector’s Report”](#)
- [Plymouth Core Strategy \(adopted 2007\)](#)
- [National Planning Policy Framework](#)
- [Plymouth City Council Local Development Scheme](#)

**Background papers:**

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
None										

**Sign off:**

Fin	PC.Plac eF PC131 4 004.20 0114	Leg	JAR/19 319/Jan 14	Mon Off	19319/ DVS	HR	N/A	Assets	N/ A	IT	N/A	Strat Proc	N/A
Originating SMT Member: Paul Barnard, Assistant Director for Strategic Planning & Infrastructure													
Has the Cabinet Member(s) agreed the content of the report? Yes													

## **1.0 Background**

- 1.1 Work on the Plymouth Plan was formally commenced following Cabinet approval of a report in September 2012. The Plymouth Plan is a ground-breaking concept which aims to undertake a review of the Plymouth Core Strategy and to take advantage of changes introduced by the Localism Act to create a Local Plan which integrates all of the other strategies produced by the Council into one Plan for Plymouth.
- 1.2 The original timetable for producing the Plymouth Plan included:
- A 'Conversation' phase which would comprise extensive engagement with stakeholders and local communities, culminating in the Plymouth Plan Convention in the summer 2013.
  - Consultation on the draft (pre-submission) Plymouth Plan taking place through the summer of 2014 and into autumn, with submission of the Plan for independent public examination taking place at the end of 2014.
  - Having taken the Plymouth Plan through the legal stages, and in the expectation that a Planning Inspector would find the plan sound, this timetable would lead to the adoption of the Plymouth Plan as the development plan for the city at the end of 2015.
- 1.3 Although good progress has been made in relation to this original timetable, as described in the report, in light of some new significant challenges driven by changes to the national planning process, there is a need to amend the form, process and timetable of the Plymouth Plan.
- 1.4 This report first reviews progress in the preparation of the Plymouth Plan and then considers the implications of these changes, which will need to be reflected in a new Local Development Scheme for Plymouth.

## **2.0 Progress made on the Plymouth Plan**

- 2.1 Figure 1 below shows a simplified version of the process of creating the Plymouth Plan, and shows progress made so far. Work has so far concentrated on early engagement through the Plymouth Plan Conversations, and developing the Plymouth Plan Evidence Base.

### ***Early consultation stage***

- 2.2 Engagement events took place throughout the end of 2012 and the first six months of 2013 as part of the Plymouth Plan Conversation. The Plymouth Plan conversation was held on a sofa that moved around to over forty venues and events in the city encouraging people to discuss their views. These events introduced the idea of the Plymouth Plan and encouraged people to talk widely about the City and what they would like to see change in the future. They ran from October 2012 to June 2013.
- 2.3 The programme of events was extended to include events for the Child Poverty Matters consultation, the Health and Wellbeing Strategy and the City of Culture Bid. Comments were collected on post-its answering specific questions for the event/venue that day, in the Plymouth Plan newspapers and on-line via Twitter or the Council's Consultation Portal. The Plymouth Plan symbols were used as a tool to encourage people to think broadly about the issues and opportunities that could be considered in the Plan.

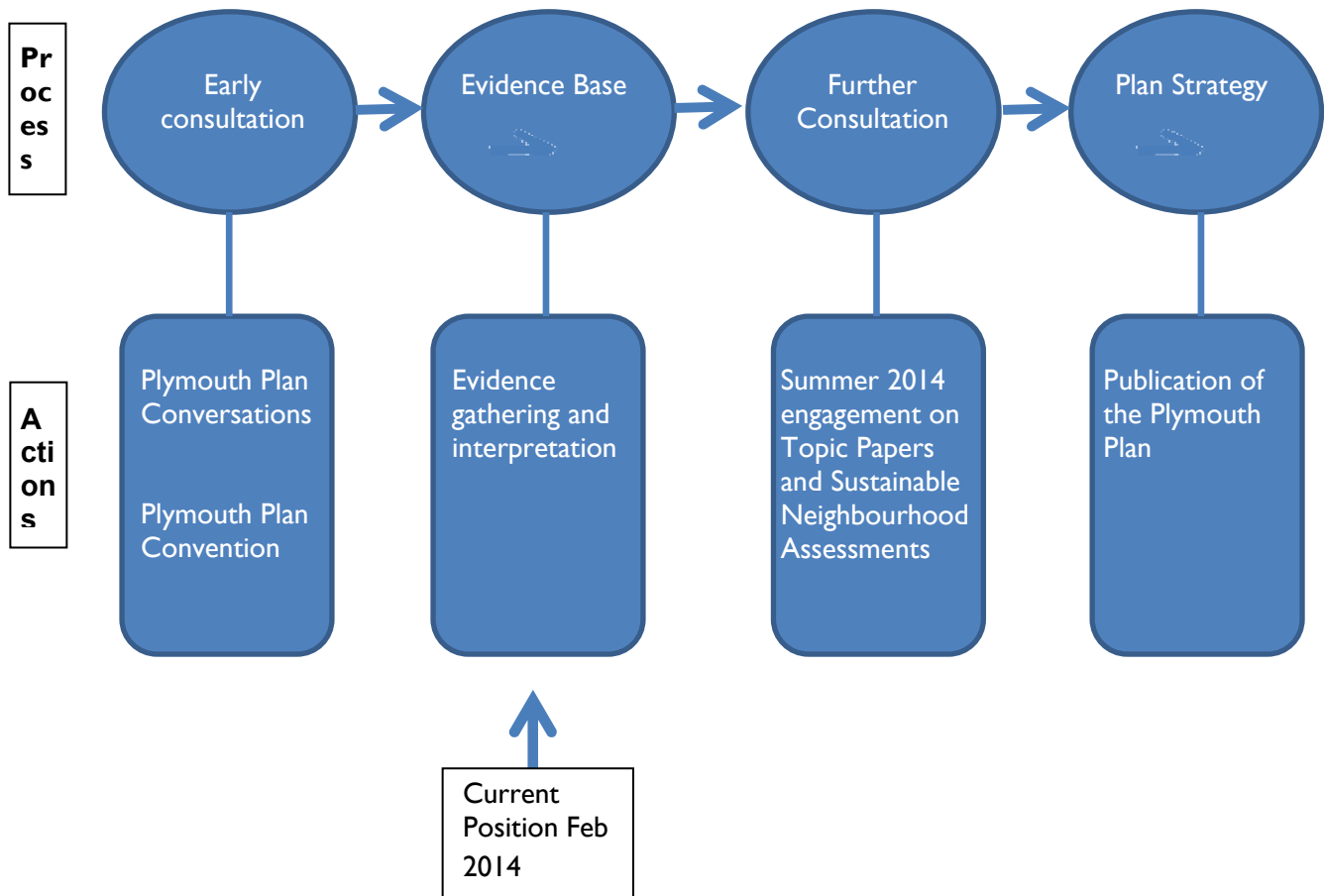


Figure 1 – Plymouth Plan Process

- 2.4 These events were promoted locally and on Twitter, and were included on a map available on the website.
- 2.5 The Conversation Phase of the Plymouth Plan culminated in the Plymouth Plan Convention, which took place over the last two weeks of June 2013. The Convention took place in the ‘What’s The Future Pop Up Shop’ which opened from Saturday 8 – 29 June 2013 at 71 New George Street. Over the two weeks, each day was devoted to displays and events focused around one of the Plymouth Plan Themes.
- 2.6 Approximately 1400 people visited the shop with the busiest days being the Greener Plymouth day and the Health and Wellbeing Day. There were a range of activities available every day including giant maps of the city, information about local neighbourhoods, viewing the initial Plymouth Plan themed papers, drawing and interactive activities exploring what people would like to prioritise, and a final chance to sit on the sofa.
- 2.7 Comments were collected in a range of ways. The comments that were written down by individuals or by Officers on their behalf have been analysed. In addition there are recordings of debates, videos, photos and comments made to third parties such as Plymouth Community Health that will also be used to inform the next stage of the Plymouth Plan.
- 2.8 The shop was also used to host a variety of meetings which encouraged senior decision makers and investors to visit the shop. This included a workshop for the Local Economic Partnership, a meeting of Housing Partners and the City Centre BID meeting.
- 2.9 In addition to the above exercises, further efforts were made to engage on the Plymouth Plan as widely as possible:

- Fringe events that were led by other organisations and groups also contributed to the Conversation to ensure voices were included that may not be reached through the sofa alone or to avoid duplication – for example the Union Street Big Conversation, Love Barne Barton, North Cross School Project, Voice of Protest Theatre performances.
- We addressed a gap in comments from black and minority ethnic communities by commissioning someone to specifically spend time capturing views from these communities at local events and through contacts and to help promote the Pop-up Shop to these communities.
- The conversation also played out on-line. A specific Twitter account for the Plymouth Plan was established - @PlymouthPlan. We developed over 400 followers which is still increasing.
- Every Friday we asked a question about the city using #LetsTalkPlym and the responses were recorded on-line for everyone to see. Several images were also added to the Council's Facebook page and a Facebook page was established for the Pop up Shop.
- The Royal Institute of British Architects Plymouth Plan event at the Council House was webcast – this was the first time that the Council has webcast an event like this with the twitter feed running alongside and gave people the opportunity to make comments.

2.10 2418 comments were received during the Plymouth Plan conversation. This does not include comments made on video, in photos and on maps. In addition, several meetings and workshops have been held with specific groups and decision makers which will be considered alongside these results.

2.11 A full report of the consultation will be published shortly. The comments received have been analysed into 124 different subjects, demonstrating the considerable range of issues that were highlighted through the process and which will need careful consideration in the preparation of the Plan. The top 20 subjects raised are listed below in order:

Subject	Plymouth Plan Theme(s)	Summary of issues raised
<b>City Centre (132 comments)</b>	City Pride and Vision, Prosperity and Affordability, Living and Housing, Art and Culture, Getting Around	<ul style="list-style-type: none"> <li>• Appreciation for post war buildings, coffee culture, events are getting better.</li> <li>• Loss of traders, empty shops and the quality of the environment – in particular in relation to the West End</li> <li>• Poor quality of some entrances to city – particularly Bretonside bus station &amp; Union Street as arrival point from ferry port.</li> </ul>
<b>Hoe/waterfront (102)</b>	City Pride and Vision, Prosperity and Affordability, Living and Housing, Art and Culture, Getting Around	<ul style="list-style-type: none"> <li>• The waterfront in general, and the Hoe in particular, is greatly valued as Plymouth's 'jewel'</li> <li>• The Hoe is under-used and in need of investment</li> <li>• Need for further investment in tourist facilities</li> <li>• City Centre should be better connected to the sea</li> <li>• Access to water for outdoor activities needs improving</li> </ul>

Subject	Plymouth Plan Theme(s)	Summary of issues raised
<b>Sports including swimming (99)</b>	Art & Culture, Greener Plymouth	<ul style="list-style-type: none"> <li>• Sports facilities are improving</li> <li>• Importance for a healthy lifestyle</li> <li>• Need to consider access to sport in deprived areas</li> </ul>
<b>Young people - opportunities/activities (92)</b>	City Pride & Vision, Arts & Culture, Education and Skills	<ul style="list-style-type: none"> <li>• Need more activities locally for young people, more involvement of young people in making decisions, more opportunities for young people to develop skills for jobs, more cultural opportunities for young people – music, arts etc</li> </ul>
<b>Marketing/Promotion (85)</b>	City Pride and Vision	<ul style="list-style-type: none"> <li>• Praise for Britain's Ocean City and what it's trying to achieve</li> <li>• Need to sell ourselves as a city more, advertise events more effectively, promote the good things about Plymouth, attract more visitors</li> </ul>
<b>Shopping/empty shops (78)</b>	Prosperity and Affordability, City Pride & Vision	<ul style="list-style-type: none"> <li>• Range of shops needs improving, too many bargain shops, traders leaving city, lack of investment</li> <li>• Need to enable creative uses of empty shops.</li> <li>• Lots of suggestions for uses for empty shops, desire to have market open later/be more accessible to working people</li> </ul>
<b>Events (70)</b>	City Pride & Vision	<ul style="list-style-type: none"> <li>• Appreciation for city wide events – Americas Cup, Fireworks, Marine Festival, Respect Festival etc</li> <li>• Strong desire for more 'big events' in the city which are free or low cost and available to everyone</li> </ul>
<b>Local community facilities (63)</b>	Local Communities, Health and Care	<ul style="list-style-type: none"> <li>• Investment in local community facilities</li> <li>• Enable communities to help themselves</li> <li>• High value of libraries, local shops etc, importance for older people</li> </ul>
<b>Bus fares, connectivity, service (61)</b>	Getting Around, Local Communities	<ul style="list-style-type: none"> <li>• Bus fare levels, especially for young people and low income families</li> <li>• Issues of service reliability to outlying areas</li> <li>• Lack of services in the evening/Sundays</li> </ul>
<b>Open Space / green space (60)</b>	Greener Plymouth	<ul style="list-style-type: none"> <li>• Positive views about Plymouth's parks and open spaces</li> <li>• New parks sought alongside greater protection for existing green spaces</li> <li>• Greater use of the parks for outdoor and community activities</li> <li>• Issues raised in relation to levels of maintenance and management of parks</li> </ul>
<b>Cleanliness and state of repair (55)</b>	City Pride & Vision, Prosperity and Affordability	<ul style="list-style-type: none"> <li>• Buildings need cleaning (mainly City Centre),</li> <li>• New builds need maintenance/start to look worn, maintenance of public spaces – benches/bins/street lights/pavements etc</li> </ul>



Subject	Plymouth Plan Theme(s)	Summary of issues raised
<b>Food - local/cost (52)</b>	Local Communities, Health and Care, Prosperity and Affordability, Greener Plymouth	<ul style="list-style-type: none"> <li>• Importance of local food and Plymouth as a location for growing food, supporting restaurants to source locally.</li> <li>• Cost of food, healthy food more expensive, relationship with food and health, chances to learn how to cook.</li> </ul>
<b>Outdoor Activities (49)</b>	Greener Plymouth	<ul style="list-style-type: none"> <li>• Should make more use of sea for sport, outdoor sports need more support – changing facilities, slip ways etc,</li> </ul>
<b>Pot-holes (47)</b>	Getting Around	<ul style="list-style-type: none"> <li>• Mixed response – many saying that they are being fixed/improving, others saying there are still really bad problems</li> </ul>
<b>Airport (45)</b>	Prosperity and Affordability, Getting Around, City Pride & Vision	<ul style="list-style-type: none"> <li>• Most comments wanting to see airport re-opened</li> </ul>
<b>Anti-social behaviour/racism (44)</b>	City Pride & Vision, Local Communities	<ul style="list-style-type: none"> <li>• Related to the Barbican / Mutley and also areas where people gather in neighbourhoods – around parks, by local shops etc</li> <li>• Mixed response on racism – some comments that racism is intrinsic problem in the city, but also some saying the city is more diverse now with incidents of racism reduced</li> </ul>
<b>Access to support (42)</b>	Health and Care, Local Communities	<ul style="list-style-type: none"> <li>• Not knowing where to go to get support on complex issues – Council/Health/other providers</li> </ul>
<b>Identity (40)</b>	City Pride & Vision	<ul style="list-style-type: none"> <li>• Maximise the potential of our assets to create clear identity for the city</li> <li>• Need to focus, we can't do everything</li> <li>• Shifting from Dockyard city, perception of city from travel to work area and regionally/nationally.</li> </ul>
<b>Tourism (39)</b>	Prosperity and Affordability, Arts and Culture, Greener Plymouth	<ul style="list-style-type: none"> <li>• Need to attract tourists, including wet weather options</li> <li>• Provide for cruise ships</li> <li>• Need for quality hotels</li> <li>• Make it easy to find out what's happening / where things are</li> <li>• Reduction in number of foreign students visiting, going to other places</li> </ul>

2.12 It should be noted that also during 2013 there were separate engagement processes being held, which will also be of great value to the Plymouth Plan. For example, these included:

- The Fairness Commission's 'Summer of Listening'
- The 'Child Poverty Matters' consultation.

The implications of these processes for the preparation of the Plymouth Plan will also be considered through the full consultation report.

### **Evidence Base stage**

2.13 The second strand of work is the creation of a robust evidence base to support the development of the Plymouth Plan. As discussed below in relation to recent changes to the national planning system, evidence plays an increasingly crucial role in the plan-preparation process. Work has commenced or is planned to commence in the near future in relation to

the topic areas listed in the following paragraphs. The Plymouth Plan Themes, as set out in the 2012 Cabinet Report and illustrated in the diagram below cut across these topic areas.



#### 2.14 *Housing*

The future need / demand for housing has been considered through a Strategic Housing Market Needs Assessment, which was published in November 2013. Work is underway to quantify the supply of housing sites in Plymouth through a Strategic Housing Land Availability Assessment and to work with our neighbouring authorities to look at the distribution of housing need and supply across the Plymouth Housing Market Area.

#### 2.15 *Economy*

This topic is being informed by the review of the Local Economic Strategy which will be set out in the Prosperity and Affordability Theme of the Plymouth Plan. The review continues to make good progress and will be considered by Cabinet at the end of March 2014. As part of the review, a series of 'flagship' projects areas and associated action plans are being developed.

Work is also underway to understand the need for and supply of land for employment development in Plymouth. Additionally, studies are underway to consider future changes to Plymouth City Centre and other centres, and to the investigate options for the future of Plymouth Airport.

#### 2.16 *Waterfront*

As Britain's Ocean City and given Plymouth's vision is to become 'One of Europe's finest waterfront cities...', it is essential that there is a coherent understanding of the function of the waterfront, the demand for activities and development along the waterfront, and the options for meeting those demands. These findings will be captured in a Waterfront Topic Paper.

#### 2.17 *Green Infrastructure*

This work is updating our understanding of the location and quality of green spaces across the city. To support the growth in jobs and housing, there needs to be a clear understanding of how we are going to protect and enhance the city's green spaces, the European Marine Site

(Plymouth Sound and Tamar estuaries), and also an assessment of the need for recreational facilities. This work also includes an assessment of the scope for local greenspace designations and an assessment of the quality of landscape in and around Plymouth. There is also a need to consider issues of water quality and water resource management.

#### 2.18 *Low Carbon*

This work focuses on considering options for delivering significant reductions in Plymouth's carbon footprint, to inform development of new policies and proposals to promote low carbon development across the city, including standards for new homes and new development generally. It also includes work on an updated Waste Strategy which will be informed by an updated waste management evidence base.

#### 2.19 *Transport*

This work focuses on taking the strategic elements of the Local Transport Plan and integrating them into the Plymouth Plan. It includes elements of work looking at how transport strategy and initiatives support the delivery of the city's growth, and also setting out a vision and infrastructure priorities for connectivity to and movement around the City.

#### 2.20 *Health and Wellbeing*

This work focuses on ensuring that Plymouth receives appropriate resources to improve Public Health and Wellbeing. This will ensure we maintain Health Protection, develop Health Improvement provision, particularly for residents in our most deprived wards, and commission with partners the most appropriate Health Services for residents in the City.

#### 2.21 *Sustainable Neighbourhoods Update*

This work updates the Sustainable Neighbourhood Assessments (SNAs) which were an important part of the evidence base for the Core Strategy. Work is underway to widen the scope of the SNAs so that they integrate information from all of the Plymouth Plan Themes, and incorporate the views expressed by local people at the Plymouth Plan Convention. These SNAs will inform the creation of area vision diagrams for the Plymouth Plan.

#### 2.22 *Viability and Deliverability*

The NPPF requires that any development plan must be assessed to understand the impact of its policies on the viability of development, and to ensure that all proposals are deliverable. This work will meet the requirements of the NPPF, but will also inform the development of policy and the review of Plymouth's Community Infrastructure Levy.

#### 2.23 *Sustainability Scoping Report*

The Sustainability Appraisal Scoping Report for the Plymouth Plan was produced in December 2013 and was subject to consultation between 13<sup>th</sup> December 2013 and 24<sup>th</sup> January 2014. Planning Authorities are required to undertake Sustainability Appraisal of their Local Plans, and a Sustainability Appraisal Scoping Report is the first stage in this process. The Scoping Report provides a statement about Plymouth, defining the state of the environment, existing constraints and problems as well as opportunities. This Statement provides a baseline position against which the policies and proposals which the Plymouth Plan will contain can be tested to assess their sustainability characteristics. Five responses to the consultation were received; three from the statutory agencies, one from the Theatres Trust and one from a member of the public. None suggested any substantial changes. The Environment Agency were asked to contribute regarding flooding issues. The responses to the consultation exercise will now be used to fine tune the Scoping Report.

### **3.0 Challenges and Opportunities for the Plymouth Plan**

- 3.1 During 2013 a multitude of significant changes have taken place in the national planning context. Much change has stemmed from the National Planning Policy Framework (NPPF) coming into force on 23 March 2013, and the interpretation of its provisions by the Planning Inspectorate in the context of local plan preparation and planning appeals. The effect has been to place more onerous requirements on local planning authorities in terms of the tests a development plan must meet in order to be found sound by a Planning Inspector. These requirements include the Duty to Cooperate, the Presumption in Favour of Sustainable Development, the requirement for Local Plans to demonstrate how needs for housing and employment land will be met in full, and the emphasis on ensuring the delivery of plan proposals. Additionally, given the interpretation by the Planning Inspectorate of the NPPF's provisions relating to the requirement for a five year housing land supply, and recent advice published by the government, there is a strong suggestion that local plans must now be site allocation documents. Local plans across the country have struggled to satisfy the new provisions, many of which have failed at Public Examination, including our own Derriford & Seaton Area Action Plan.
- 3.2 The implications for the preparation of the Plymouth Plan arising from the Inspector's findings on the Derriford & Seaton Area Action Plan were considered in a separate report to Cabinet's meeting of 11 February 2014. That report highlighted in particular the very high bar that was being set for evidence, particularly in relation to viability, deliverability, phasing of development and the availability of infrastructure funding.
- 3.3 It has become clear that the local planning process has become more complex and more prescriptive under the Coalition Government's reforms. Whereas this does not change the vision of a single holistic plan for the City, it does mean that some changes are needed to the form, process and timetable of the Plymouth Plan.
- 3.4 In addition to the challenges presented by the changing national planning context, opportunities are presented by Council initiatives such as the Plan for Jobs and the Plan for Homes. The City Deal will be a major catalyst for growth in investment and jobs, and the impact of Mayflower 2020 and the preparation for the celebrations need to form a key part of the Plymouth Plan strategy. The Strategic Economic Plan being prepared by the Heart of the South West Local Enterprise Partnership must also be reflected in the Plymouth Plan in order to satisfy the Duty to Cooperate, but also so that the City can secure funding for projects from the Growth Deal. All of these initiatives must be reflected in the Plymouth Plan and represent opportunities to deliver the City's aspirations. Integrating them into the Plymouth Plan will nevertheless increase the complexity of the Plan and the process of creating it.

#### **4.0 Key changes to form, process and timetable**

- 4.1 The main change is a result of the requirement for local plans also to be site allocation documents. The original proposal was for the Plymouth Plan to be a single strategic plan for the city, adopted as a statutory development plan document, and for there to be a subsequent separate site allocation document (in essence, a delivery plan of the Plymouth Plan) also adopted as part of the development plan. However, given how local plans are now being tested nationally, this approach is no longer considered possible.
- 4.2 Some adjustments to the process and format of the Plymouth Plan are therefore required. Most particularly, it is now proposed to initially advance the Plymouth Plan in two separate parts:
- Part One will be a strategic document, similar to that which was originally envisaged, and designed to set out a single strategic framework for the city. It will set out the vision and

strategy for the growth of the city, and the aims and key elements of each of the Plymouth Plan Themes. It will also include a series of area visions, which will provide a framework for more detailed plans, such as Neighbourhood Plans. It is intended that this document will be published for consultation in Autumn 2014, and approved by the Council by Summer 2015.

- Part Two will be more like a traditional planning policy document, setting out site specific policies as well as a series of policies to guide planning applications.

We will then bring the two parts of the plan together into a single Plymouth Plan which will be consulted on before being submitted for independent public examination, with a view to its formal adoption in late 2016 / early 2017.

- 4.3 At each key milestone in the production of the Plymouth Plan, we will ensure that an Equality Impact Assessment and Sustainability Assessment is carried out, ensuring that the results of each assessment can be used to inform that next stage of plan making.
- 4.4 The Plymouth Plan will be supported by an Investment Plan and an Infrastructure Prospectus, which will consider the long term investment needs and priorities to deliver the Plymouth Plan's vision as well as articulating a medium-term delivery plan.
- 4.5 It is important to note that the adopted Core Strategy and Area Action Plans will remain in force as the adopted statutory development plan to inform and guide planning decisions until the adoption of the Plymouth Plan as the new Local Plan for the City. In addition, the National Planning Policy Framework (NPPF) contains detailed provisions which are also to be used in decision making, and which cover a wide variety of planning issues. The weight to be afforded to Core Strategy and AAP policies is determined by their degree of consistency with the NPPF. The Core Strategy and AAPs cover a time period to 2021 with a vision for growth taking the plan to 2026 and beyond. This means that the Plymouth Plan timetable set out in this report leads to the preparation of a new Local Plan well before the end date of the existing planning framework.
- 4.6 The Plymouth Plan will set the strategic framework for the site allocations as well as a range of other forms of delivery plans (e.g. Local Transport Delivery Plans, Local Economic Strategy Delivery Plans, Child Poverty Action Plans). Additionally, it will provide the framework within which future Neighbourhood Plans prepared directly by local communities.

4.7 Figure 2 sets out the how the Plymouth Plan will operate within a system which aims to deliver the Plan’s objectives for communities and the growth of the city:

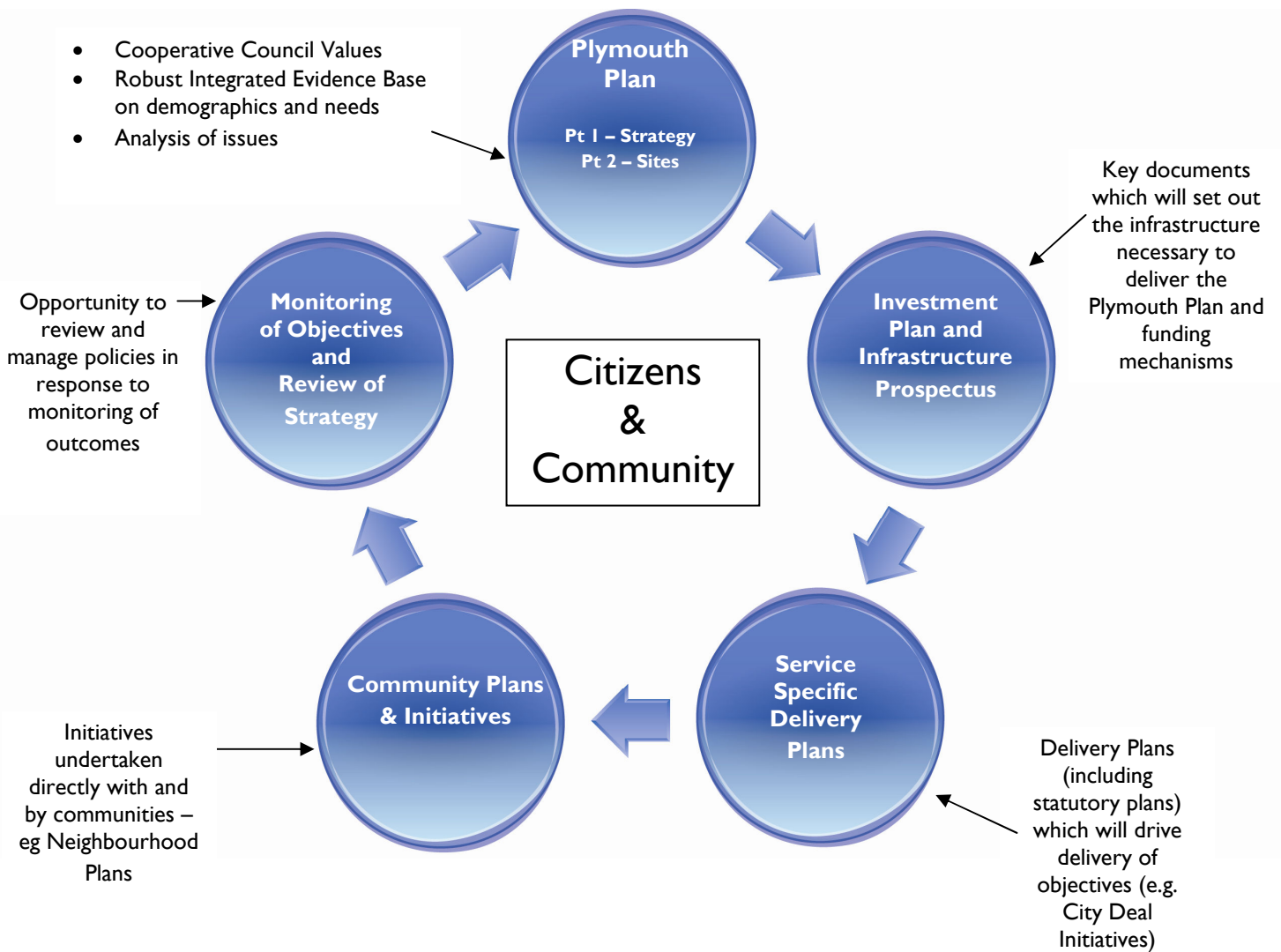


Figure 2 – Architecture of the Plymouth Plan

4.8 As part of the process of preparing Part One of the Plymouth Plan, a further stage of engagement is necessary, and this is planned for Summer 2014. The engagement will have two distinct aims:

- To undertake engagement with local people to help present key issues and opportunities for change spatially. This engagement will build upon the Sustainable Neighbourhoods Development Plan Document consultation that was undertaken in 2011 and will enable local people to shape spatial visions for different parts of the city. These ‘area visions’ will be incorporated into the Plymouth Plan and set the framework for the site allocations document as well as future neighbourhood planning initiatives.
- To undertake consultation on the findings of the Plymouth Plan evidence base, and on the potential policy responses on key issues raised by the evidence base. This will present the opportunity to consult on potential preferred options for matters such as the level of housing need to be met in Plymouth and how that need may be met, the amount of new employment land required, as well as more specific policy issues such as the future strategy for a successful City Centre and strategic growth opportunities. It will be

important to have consulted on such issues once the evidence base documents are finalised and to ensure that comments are available to be used as part of the drafting of the Plymouth Plan.

4.9 The proposed revised timetable for the Plymouth Plan is shown below:

- Plymouth Plan Convention by July 2013
- Plymouth Plan evidence base by June 2014
- Engagement to help shape the plan by August 2014
- Part One: strategic framework (draft) published by December 2014
- Consultation on Plymouth Plan strategic framework Winter 2014/15
- Plymouth Plan Part One approved by June 2015
- Part Two: Site Allocations & Policies evidence base by September 2015
- Single Plymouth Plan published for representations by January 2016
- Submission of Plymouth Plan by April 2016
- Public Examination by July 2016
- Adoption by February 2017

## 5.0 The Local Development Scheme

5.1 This timetable will be set out in the Local Development Scheme. The LDS is a statutory document as set out in the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act. It sets out the development plan documents which the Local Planning Authority intends to produce, and sets out the programme for producing those documents. Although the City Council is no longer obliged to send the LDS to the Secretary of State, it is required to produce an LDS and to make it available to the public.

5.2 The Plymouth Plan Cabinet Report (September 2012) set out a recommendation that Cabinet “Delegate authority to the Assistant Director for Planning, in consultation with the Portfolio Holder for Environment, to review the current and future Local Development Schemes, including incorporating into the current LDS this work programme for preparing the Plymouth Plan.” This recommendation was accepted, and so this Cabinet Report sets out the key elements of the revision to the LDS which is now required as part of a general update on progress on the Plymouth Plan.

## 6.0 Conclusions

6.1 Notwithstanding the considerable change that has occurred in the national planning context, the Council’s vision of having a single strategic plan which also constitutes a statutory development plan document remains valid and achievable. This is however dependent on some revisions to the format, process and timetable for the Plymouth Plan as set out in report.