

PLYMOUTH CITY COUNCIL

Subject:	Plymouth Plan (Part One) – consultation draft plan
Committee:	Cabinet
Date:	9 December 2014
Cabinet Member:	Councillor Evans & Councillor Vincent.
CMT Member:	Tracey Lee (Chief Executive) and Anthony Payne (Director for Place)
Author:	Jonathan Bell (Head of Development Planning)
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Ref:	
Key Decision:	No
Part:	I

Purpose of the report:

The Plymouth Plan aims to be a single strategic plan for Plymouth, setting a shared direction of travel for the long term future of the city, which the Council and its partners will use to guide their service and delivery planning. It will be a genuinely ground-breaking plan in that it brings together a range of statutory and non-statutory strategies and plans into a single integrated plan.

The Plymouth Plan will be published in two parts. Part One will comprise the city's overarching vision, strategic objectives and the thematic and spatial policies of the plan. Part Two will identify area and site specific policies across the city. This report seeks approval from the Cabinet to publish the draft Plymouth Plan Part One for consultation purposes. Part Two will be published for consultation purposes next autumn.

To enable a range of people to access the plan and find the information they need, the plan will be an interactive web based plan, although a full document style plan will also be available. This will be particularly important for its use as the city's statutory development plan.

The report describes the plan's draft content as well as the providing an update on progress in creating the overarching interactive portal for the plan. It also summarises the community and partner engagement process that, together with the plan's evidence base, has been the foundation stone of the work undertaken to prepare the draft Plymouth Plan. The most recent phase of engagement, known as Plymouth Plan Connections, closed on 25 October 2014. During this engagement stage just under 1000 representations were received, and these have helped to shape the content of the draft plan.

If approved, a programme of community and partner engagement will be undertaken, commencing at the beginning of January. This will enable the plan's content to be further tested, and be used to help develop the interactive portal.

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:

Corporate Plan Objective	Plymouth Plan Theme
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 Wellbeing; Local Communities.
Confident Plymouth	City Pride and Vision.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

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 the Place Directorate and Strategic Planning and Infrastructure Department. The Public Examination costs are estimated to be in the order of £230,000 and are likely to fall within the 2016/17 financial year.

The Plymouth Plan will bring a number of positive indirect financial and resource benefits. The engagement processes 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.

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.

Equality and Diversity

Has an Equality Impact Assessment been undertaken? No (see Section 5 of the report – a full Equality Impact Assessment will be finalised in consultation with the groups and communities who would be most affected by the plan).

Recommendations and Reasons for recommended action:

It is recommended Cabinet:

1. Approve the draft Plymouth Plan (Part One) for consultation purposes, and agree the programme of community and partner engagement to help shape the final version of the plan.

Reason: To ensure that the plan meets the needs of local communities and partners.

2. Approve the use of the draft Plymouth Plan (Part One) as a material consideration for the making of planning decisions.

Reason: To enable the draft plan to be taken into account by the local planning authority when considering planning applications and other planning decisions.

3. Request that, as part of the consultation process, the Co-operative Scrutiny Board consider the Plymouth Plan and allocates modules to its constituent panels for further scrutiny where deemed appropriate.

Reason: To ensure that the Plymouth Plan receives full and appropriate scrutiny before adoption, as agreed at the Board meeting of 16 October 2013.

Alternative options considered and rejected:

The alternatives to whether or not to prepare a Plymouth Plan have been considered in detail in previous reports on the Plymouth Plan to Cabinet. The relevant alternatives now relate to different strategic approaches that the plan might take. These alternatives are considered in the series of topic papers published as part of the Plymouth Plan Connections programme and in the Plymouth Plan Sustainability Appraisal.

Published work / information:

- [Plymouth Plan Cabinet Report 11 September 2012](#)
- [Plymouth Plan Cabinet Report 25 March 2014](#)
- [Plymouth Plan topic papers](#)
- [Plymouth Core Strategy \(adopted 2007\)](#)
- [National Planning Policy Framework](#)
- [Plymouth City Council Local Development Scheme](#)
- [Plymouth Plan Sustainability Appraisal Scoping Report \(2014\)](#)
- [Plymouth Plan Equality Impact Assessment](#)
- [Plymouth Plan Connections Response Report](#)
- [Strategic Housing Market Needs Assessment \(2013\)](#)
- [Strategic Housing Land Availability Assessment \(2014\)](#)
- [Gypsy and Traveller Needs Assessment \(2014\)](#)
- [Plymouth Employment Land Review \(2014\)](#)
- [Plymouth Hotel Market Study \(2014\)](#)
- [Future Waste Needs Assessment \(2014\)](#)
- [Plymouth City Centre Study \(2014\)](#)
- [Plymouth Joint Strategic Needs Assessment](#)

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	

Sign off: comment must be sought from those whose area of responsibility may be affected by the decision, as follows (insert references of Finance, Legal and Monitoring Officer reps, and of HR, Corporate Property, IT and Strat. Proc. as appropriate):

Fin	ABPlac eFPC14 15005. 19.11.1 4	Leg	JAR/2 1718/ Nov1 4	Mon Off	218 23/ DV S	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 contents of the report? Yes													

1.0 Introduction

- 1.1 Work on the Plymouth Plan was formally commenced following Cabinet approval of a report in September 2012, when the concept of a ground-breaking plan which brings together a range of statutory and non-statutory strategies and plans into a single integrated plan was established. This led to programme known as the Plymouth Plan Conversation, where a range of discussions with partners, organisations, community groups and citizens of Plymouth took place, culminating in the Plymouth Plan Convention in summer 2013.
- 1.2 During 2014 the plan preparation focus has been on putting in place a robust evidence base and running a further engagement programme called Plymouth Plan Connections. As part of this programme eight area assessments and twenty-four topic papers were published, highlighting the key issues and options and consulting on the potential direction of travel for the Plymouth Plan.
- 1.3 The Plymouth Plan Connections stage is now completed, and the next stage is to consult on a first draft of the Plymouth Plan. That is the subject of this report.

2.0 The Plymouth Plan process

- 2.1 At the meeting of 25 March 2014, Cabinet set a revised timetable for the Plymouth Plan, which was built around publishing the plan in two parts. The preparation of the plan remains on track.
- Plymouth Plan Convention by July 2013
 - Plymouth Plan evidence base by June 2014
 - Engagement to help shape the plan (Connections) by August 2014
 - **Plymouth Plan Part One (draft) published** **by December 2014**
 - Consultation on Plymouth Plan strategic framework Winter 2014/15
 - **Plymouth Plan Part One approved** **by June 2015**
 - Plymouth Plan Part Two (draft) published 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
- 2.2 Part One of the Plymouth Plan will comprise the city's overarching vision, strategic objectives and policies of the plan. Once consultation on the draft plan is completed, a revised plan will be reported to Full Council so that it can be formally approved. The intention is for Part One of the plan to be approved by June 2015. This is the point at which the city will have a single integrated strategic plan.
- 2.3 Part Two of the Plymouth Plan will identify area and site specific policies across the city. This will be published for consultation purposes next autumn.
- 2.4 In early 2016 the intention will be to bring both parts of the Plan together, so that they may be formally submitted to the Secretary of State and ultimately be formally adopted as part of the city's statutory development plan. These stages will present an early opportunity for further amendments to Part One of the plan, if needed.
- 2.5 Thereafter, the Plymouth Plan will need to be monitored, with regular (probably five-yearly) formal reviews.

3.0 'Plymouth Plan Connections' programme

- 3.1 The Plymouth Plan Connections programme ran from July – October 2014. In total 972 representations were received, each of which have been read and assessed with a view to determining how to shape the draft plan. Where representations are more relevant to Part Two of the plan, these will be retained for the later stages of plan preparation but we have tried to make sure that the key messages have been captured and used to inform the draft.
- 3.2 The Plymouth Plan sofa went to 21 different locations around the city. We used the sofa to raise awareness of the Plymouth Plan as well as the 8 area assessments and 24 topic papers which were used to scope the content of Part One of the Plymouth Plan.
- 3.3 During Plymouth Plan connections we expanded our social media presence as well as trialled a new way for people to comment on the Plymouth Plan to ensure it was as accessible as possible to comment. The Twitter feed peaked at 779 followers during the consultation and the Facebook page increased by 78 likes. Three e-bulletins were sent out to 2,909 e-mail accounts and 2,333 letters were sent out to people who had previously been involved and did not have e-mail addresses. There were also 15,111 hits on the Plymouth Plan website and 45 community groups received training and support to run their own Plymouth Plan event from Plymouth Octopus Project (POP) and submitted really useful responses as a result.
- 3.4 A full summary of responses received is available in a separate response report. Clearly for a consultation such as this, a vast range of comments were made, but some of the most common themes raised are summarised below:
- The vision for Plymouth was generally accepted by the respondents and seen as a good direction for the city to move towards, and the need to be clear about what this would mean for local communities in 'real terms' was expressed.
 - Much emphasis was put on the need to raise Plymouth's profile including in relation to its strategic role in the south west. A lot of people wanted to see a strengthened city centre, and a wider variety of offerings and improvements to the West End and Union Street. Much emphasis was also placed on the importance of making the most of the waterfront and historic environment, with city-wide and local events, using them to the city's advantage.
 - The importance of infrastructure was often highlighted, especially the continued protection of the airport site for aviation uses and the need for improvements to our rail services. The desire for strengthened links with European and other countries was also mentioned as well as the opening up of the universities to more international students to become a truly welcoming and international city.
 - Many comments focussed on the devolution of power to local communities and the protection of green spaces to ensure people live healthy lives. Many wanted a continued holistic approach to healthcare regardless of situation, with easier access to GP surgery's in terms of opening times and improved parking.
 - Most people we spoke to understood the need for growth in the city and supported the principles of raising the population as long as local communities were not 'sacrificed' for the next generation and key green spaces and the historic environment were protected, maintained and enhanced.
 - Promoting Plymouth as a hub for excellence with more jobs, more houses and a raised profile was mentioned as key to Plymouth's success. Spatially it was agreed that Plymouth is in the correct position to become what the city is aspiring to be.

4.0 The draft plan

4.1 The draft plan is structured around nine modules which cover different dimensions of the plan. These are:

- Module One: Introducing the Plymouth Plan
- Module Two: Values and principles – The key things that underpin and connect the plan
- Module Three: The City Vision – What Plymouth be like in 2031 and beyond
- Module Four: Plymouth in the Region - What Plymouth's strategic role will be
- Module Five: The Strategy – How Plymouth will be a healthy city
- Module Six: The Strategy – How Plymouth will be a growing city
- Module Seven: The Strategy – How Plymouth will be an international city
- Module Eight: The Spatial Strategy – Where change will take place
- Module Nine: Delivery and monitoring – How we will implement the plan.

4.2 One of the major aspirations of preparing a plan of this nature was to simplify the 'strategy map' of Plymouth by creating a single integrated plan. In this respect, it should be noted that the draft Plymouth Plan proposes only eight Strategic Objectives. This compares with twenty-five Strategic Objectives in the current Plymouth Core Strategy. Given that the Plymouth Plan will also incorporate the transport strategy, economic strategy, health and wellbeing strategy and many other strategies, it is clear that the Plymouth Plan will deliver on a streamlined strategy map for Plymouth.

4.3 When the consultation draft plan is approved it will become a material consideration for use by the Council in its role as local planning authority for the purpose of making planning decisions. The weight that can be given to the plan will increase as it progresses through the plan-preparation process, and will need to be assessed on a case by case base. The statutory development plan (which consists of the Core Strategy and those Area Action Plans and other Development Plan Documents previously adopted by the Council) will remain in place until the Plymouth Plan is formally adopted through the planning process. Where development plan policies are out of date, the policies contained in the National Planning Policy Framework will carry significant weight in the planning decision making process.

4.4 A significant part of the vision for creating a single integrated plan was that its main use will be as an interactive document, where the user of the plan is able to call up those parts of the plan that meet their particular needs. This particular dimension of the plan is one that will evolve as the draft plan is subject to consultation and as Part Two of the plan, which will include the main spatial content, is developed. However, the currently planned consultation stage presents an excellent opportunity to demonstrate the interactive plan concept. It is therefore intended that a demonstration plan portal will be launched in January 2015 to coincide with the beginning of consultation on the draft plan. Feedback on the demonstration portal will be sought during the consultation stage, enabling the portal to be designed in accordance with the users' needs.

5.0 Developing an Equality Impact Assessment for the draft Plymouth Plan

5.1 A draft Equality Impact Assessment has been prepared using data and information that we have available, to ensure that the plan has a positive impact across all sectors of the community. However, we are proposing to finalise this assessment in consultation with the groups and communities who would be most affected by the plan, to ensure that their different needs are fully considered in the plan's final provisions and are used to help inform any delivery plans that emerge from the Plymouth Plan. This will take place alongside consultation on the draft plan itself.

6.0 The next steps

6.1 The next step of plan preparation is the undertaking of further consultation.

6.2 The proposed consultation period on the draft plan will run from 21 January to 4 March 2015. During this time:

- There will be events, debates and workshops to discuss different parts of the plan.
- Community groups that ran their own events in 2014 will get additional support to remain involved.
- An interactive version of the draft Plan will be piloted to make sure that it encourages different audiences to explore the plan and find what they need easily and that it can promote the clear strategic plan to investors.
- There will be discussions with partnerships, businesses and organisations to make sure the plan is meeting their needs.
- There will be specific support provided for groups that are less likely to participate or need extra support to understand and comment on the plan.
- There will be consultation on the draft Equality Impact Assessment to ensure all impacts are considered fully.
- Working with Plymouth Octopus project we will establish a Community Planning Network to look at how local people can help to monitor the plan and make sure that it is doing what they hoped it would – this is in response to feedback during the Plymouth Plan Connections stage.

6.3 It is anticipated that a report will be brought back to Cabinet in early summer 2015 in response to this consultation process, in order that the City Council can consider formally approving this part of the Plymouth Plan.