

## Plymouth Plan

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## Module One: Introducing the Plymouth Plan

### What the Plymouth Plan is

The Plymouth Plan is a ground-breaking plan which looks ahead to 2031. It will set a shared direction of travel for the long term future of the city bringing together, for the first time in Plymouth (and perhaps in the UK), a number of strategic planning processes into one place. It talks about the future of the city's economy; it plans for the city's transport and housing needs; it looks at how the city can improve the lives of children and young people and address the issues which lead to child poverty; it sets out the aspiration to be a healthy and prosperous city with a rich arts and culture environment; and it functions as the city's local development plan.

The Plymouth Plan is being published in two parts. Part One (which is published now as a consultation draft) sets out an overarching strategy for future change and growth in the city.

Part Two (which will be published for consultation purposes in the autumn of 2015) will set out detailed policies for different areas of Plymouth and site-specific policies for the development, improvement or conservation of land in the city. Part Two will therefore show how the high-level strategy contained in Part One relates to Plymouth's neighbourhoods.

To enable a range of people to access the plan and find the information they need, it will be web based and interactive. However, a full document style plan will also be available.

### Why we need the Plymouth Plan

Plymouth has for many years had a radical agenda to transform the city, driven by its ambition to become one of the most vibrant waterfront cities in Europe where an outstanding quality of life is enjoyed by everyone. Since 2004, when the so-called 'Mackay Vision', named after one of its authors, was made part of the city's planning policy (*A Vision for Plymouth: A Past with a Future*, by MBM Arquitectes with AZ Studio, 2003), Plymouth has been on a course to increase its population through economic growth by over 20 per cent. Such a scale of growth presents the city and the wider sub region with a huge opportunity to create a better future for all of its citizens, as jobs are created, earnings are increased, productivity raised, living standards are improved, aspiration and skills are increased, the housing needs of local people are met, and better quality services and facilities are provided. However, it also carries considerable challenges to ensure that the benefits of growth are experienced by all Plymouth's citizens, and that a fairer, healthier, safer and greener city is achieved.

Transforming the city is a long term venture; it does not take place by accident or overnight. It needs careful planning and persistent delivery, keeping the vision in sight at all times. It requires key decisions about investments and priority interventions to be strategically informed, so that they complement one another and work together to secure quality outcomes. It depends on partnership and co-operative working with local people, businesses, developers, and a multitude of agencies and organisations, including neighbouring local authorities. In short, it needs a strategic plan that the whole city can own.

## How the Plymouth Plan will deliver a shared vision for Plymouth

Figure 1 shows how the Plymouth Plan will be used to drive the delivery of the city's vision. An important principle is that local people and communities of geography, identity and interest are at the heart of the plan. An Infrastructure Delivery Plan and Investment Prospectus will be prepared alongside the plan to identify and prioritise key infrastructure and other investment needed over the short, medium and long-term. Service specific delivery plans of Council departments and other organisations will be aligned to the objectives of the plan. Community-based initiatives, such as neighbourhood plans, will be given a strategic context so that they help move the city towards achieving its vision. A co-operative approach to monitoring and review will be an integral part of the implementation process and will lead to regular updating of the plan.



Figure 1: The Plymouth Plan Process

## What statutory planning status the Plymouth Plan will have

Once formally adopted, the Plymouth Plan will become the statutory development plan document for the city. It will replace the following Local Development Framework development plan documents:

- Plymouth Core Strategy, Adopted 2007.
- North Plymstock Area Action Plan & Minerals Development Plan Document, Adopted 2007.
- Devonport Area Action Plan, Adopted 2007.
- Millbay & Stonehouse Area Action Plan, Adopted 2007.
- Waste Development Plan Document, Adopted 2008.
- Sutton Harbour Area Action Plan, Adopted 2008.
- Central Park Area Action Plan, Adopted 2008.
- City Centre & University Area Action Plan, Adopted 2010.

Prior to adoption, all of the above documents will remain in place as the statutory development plan for Plymouth. The draft Plymouth Plan will however be a material consideration for planning purposes. Increasing weight will be given to the draft plan as it goes through the stages towards formal adoption.

## What other statutory roles the Plymouth Plan will perform

The Council along with other statutory bodies in the city have a number of statutory functions that they are legally obliged to fulfil. The Plymouth Plan will fulfil the Council's statutory role to produce a strategy which demonstrates a strategic direction of travel and how particular issues will be addressed in the following areas:

- Transport (Transport Act 2000, as amended by the Local Transport Act 2008) - Local Transport Plan 2011 - 2017.
- Child Poverty (Part 2 of the Child Poverty Act 2010) - Child Poverty Strategy 2013 - 16.
- Health and Wellbeing (Health and Social Care Act 2012) - Health and Wellbeing Strategy.
- Community Safety (Crime and Disorder Act 1998) - Safer Plymouth Partnership Plan 2014 - 17.
- Housing (Housing (Miscellaneous Provisions) Act 2009) - Plymouth Housing Plan 2012 - 17.

Other messages that will be absorbed into the Plymouth Plan from existing strategies include those dealing with:

- Economy - Local Economic Strategy Review 2013/14.
- Children and young people - Children and Young People's Plan 2011 - 14 (currently under review).



- Art and culture - Vital Spark: A cultural strategy for the City of Plymouth 2009 - 20.
- Green space - Plymouth Green Space Strategy 2008 - 2023.
- Waste - Municipal Waste Strategy 2007 - 2030.

### Question 1

Are there any other statutory functions the Plymouth Plan needs to set out?

Could the Plymouth Plan support other public bodies to fulfil their statutory functions at this high level in the future?

## How the Plymouth Plan is structured

The Plymouth Plan is structured around nine modules, each one dealing with a separate aspect of the plan:

- Module One introduces the plan and explains how it can be most effectively used.
- Module Two identifies the key underlying principles that flow through the entire plan.
- Module Three describes the vision for Plymouth and takes a look at what the future of Plymouth might look like if this vision is realised.
- Module Four explains Plymouth's role within the South West region and how this role will be reinforced as the city vision is delivered.
- Modules Five, Six and Seven explain how the vision will be implemented around three key strategic themes - healthy city, growing city and international city.
- Module Eight describes the spatial dimension of the vision, showing where change is likely to take place.
- Module Nine explains how the Plymouth Plan will be delivered and how its implementation will be monitored and kept on track.

Additional modules will be added when Part Two of the Plymouth Plan is prepared during 2015.

## Strategic outcomes, strategic objectives, policies and measures of success

The strategic outcomes set out what the city will look like in 2031; they identify the headline changes that the Plymouth Plan seeks to achieve in order to make the city vision a reality.

The strategic objectives set out in greater detail what the Plymouth Plan is seeking to deliver, and how.

The policies identify specifically what the Council, and where appropriate, its partners will do in order to meet the strategic objectives. Policies which refer to 'the City' are those where partners potentially have a shared commitment or responsibility for delivery or that are owned by a lead partner. This may or may not include action on the part of the Council. Policies which refer to 'the LPA' are policies which will be implemented solely through the Council's role as local planning authority (LPA). For the purposes of the Plymouth Plan's role as a local

development plan under the town and country planning legislation, both the strategic objectives and the policies identify the proposed planning policy framework for the city's future development.

Measures of success, supported by a range of indicators, identify those measures that will be monitored in order to know whether or not the Plymouth Plan is on track.

## How the plan is best used

You can read the plan from start to finish if you wish, but to make it easier to show the breadth of opportunity and how parts of the plan relate a set of symbols are used.

1. Using the themes to find strategic objectives and policies throughout the document. These show how each strategic objective and policy relate to a combination of themes.



2. Looking at a city wide map over time to see what is planned.

3. Using the plan's principles to find all the strategic objectives and policies that relate to that principle.



## How to make your comments on this consultation draft plan

**You can make comments on the plan from 21 January to 4 March 2015.**

You can make comments on-line using the consultation portal, by e-mail or in writing.

A copy of the plan will be available on the website, in libraries and community venues around the city. Regular updates will be on Twitter and Facebook and e-mail newsletters will be sent out regularly.

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.

This is also a time to check whether you think your comments have been taken into account.

An interactive version of the draft plan will be piloted to make sure that it encourages different audiences to explore the plan and can find what they need easily, and that it also promotes a clear strategic vision 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.

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.

## Module Two: Philosophy and themes - The key things that underpin and connect the plan

### The philosophy that underpins the Plymouth Plan

Each strategic objective and policy in the Plymouth Plan is guided by one or more of five complementary principles that create an environment for the plan to be delivered in the best possible way for people. Their role is to anchor the plan; they demonstrate confidence and openness about the basic values and beliefs that create the conditions to drive the city forward.

**1. Roots:** People feel like they belong in Plymouth and care for their own and the city's future.



The Plymouth Plan aims to create the conditions where people feel they are part of the city and are sufficiently secure to contribute and invest in a diverse community and society. This principle also places responsibility for caring for the future of the environment at its heart and recognises that everyone plays a role in this.

The Plymouth Plan will create the conditions for this principle in a range of different ways, for example:

- Everyone in the city feels welcome and supported (Policy 1).
- Environmental sustainability is at the heart of decisions (Policy 3).
- Communities are sustainable and places where people enjoy living (Policies 2 and 15).
- High quality homes support people to feel settled, invested in and cared for (Policy 18).
- Heritage is cared for and celebrated (Policy 31).
- Local people feel positive about the city and are proud of their own and the city's culture (Policies 34, 37 and 41).



**2. Opportunity:** People have the opportunity and ability to contribute to and benefit from being part of the city's future.

The Plymouth Plan aims to create the conditions that enable people to access the resources, services and support they need in order to thrive.

The Plymouth Plan will create the conditions for this principle in a range of different ways, for example:

- Addressing health inequalities and long term health conditions (Policy 11).
- Ensuring children and young people have the best possible start in life (Policy 12).
- Healthy lifestyle choices are supported through promotion, access and the built environment (Policy 13).
- Transport options are accessible to support people to get to work, leisure and services (Policy 16).
- Creating an entrepreneurial culture which supports new business start ups and investment among our existing businesses (Policy 20).
- Ensuring that the city's residents have access to fulfilling careers (Policy 22)

- The built environment respects people's rights and needs for access and high quality spaces (Policies 32 and 33).
- Diverse communities of geography, interest and identity are celebrated (Policy 41).
- Planning obligations and the community infrastructure levy are used to benefit communities affected by development (Policy 50).



**3. Power:** People have confidence that they can influence decisions that affect them and power is distributed in a way that makes the most of individual and the collective as appropriate.

Sometimes difficult strategic decisions will need to be made to move the city forward. The Plymouth Plan aims to promote the sharing and devolving of power across the city to enable action to happen, making greater use of democratic processes already in place and enabling local communities to become more aware of who is making decisions that affect them, how they can add their views and to ensure that decision making processes are transparent.

The Plymouth Plan will create the conditions for this principle in a range of different ways, for example:

- Devolving power and supporting communities to lead change in their area (Policy 14).
- Influencing decisions at a regional and national level (Policies 7 and 19).
- Clear and fair stewardship of the natural environment (Policy 9).
- Empowering people, communities and institutions to drive their own economic success (Policy 20).
- Clear strategic decisions are made about land use and need (Policies 21, 23, 24, 42, 43 and 44).
- Local stewardship of heritage assets (Policy 31).
- A presumption in favour of sustainable development (Policy 48).



**4. Flourish:** Individuals, communities and businesses thrive and there is an environment that is creative, diverse and open to new ways of doing things.

The Plymouth Plan aims to enable exciting and resilient opportunities for business and communities. Individuals should feel that making their aspirations happen is possible and be supported to try new things.

The Plymouth Plan will create the conditions for this principle in a range of different ways, for example:

- Creating sustainable linked neighbourhoods (Policy 2).
- Strategic and regional role is well promoted to support businesses and communities (Policies 4, 5 and 6).
- Regional centre of excellence for health (Policy 19).
- Low carbon and green improvements that create spaces and facilities for people to thrive (Policies 3, 27 and 28).
- Sports are supported and developed as a key element of city life (Policies 13, 17, 26 and 38).
- City profile is well promoted regionally and internationally (Policies 34 and 35).

- Support for a global market place (Policy 35).
- The city is a UK destination (Policy 36).
- Celebrate green city credentials (Policy 39).
- World Class Universities and research centres are supported (Policy 40).



**5. Connections:** People mix physically and socially, so they can interact, learn from each other and work together.

The Plymouth Plan aims to create conditions that help people work together, meeting different people and finding different ways to deliver change in the city and make things happen. Resources and skills will be used more effectively in the city.

The Plymouth Plan will create the conditions for this principle in a range of different ways, for example:

- Encouraging joined up public services and shared resources (Module 9).
- Working together with neighbouring authorities (Policy 43).
- Joined up approach to managing the natural environment (Policy 17).
- Enabling communities to mix and share skills to contribute to sustainable neighbourhoods (Policy 14).

## Question 2

Do you agree with these five basic principles of the Plymouth Plan? Are there any changes or new principles you would like to suggest?

## Key themes that run through the plan

### Strategic Objective 1

#### Key themes of plan delivery.

To implement the policies of the Plymouth Plan, and therefore to manage change and growth in Plymouth, in accordance with the following key themes:

1. Plymouth will be a welcoming city where people feel they belong and want to invest personally and financially, where the services the City provides for people and the physical environment are designed to express high value for young and old, resident and visitor, local business and potential investor.
2. Plymouth will be a city of sustainable linked neighbourhoods, which meet the needs of and provide quality places to live for all of Plymouth's people.
3. Plymouth will be a green city, recognised internationally for its approach to sustainable development, its enhancement of its natural infrastructure network and its commitment to mitigating and adapting to climate change.



The key themes of the Plymouth Plan are the ‘golden threads’ that run through the entire plan, ensuring that as the plan is implemented its principles are held to and fundamental needs of the city are met, whilst at the same time meeting national statutory or policy requirements.

Of crucial importance to the setting of these themes are both national and international commitments to the delivery of **sustainable development**. The United Nations General Assembly has defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The UK Sustainable Development Strategy *Securing the Future* set out five ‘guiding principles’ of sustainable development: living within the planet’s environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly. The National Planning Policy Framework (NPPF) (para.7) amplifies this further by identifying three dimensions of sustainable development, and three key roles for local plans in delivering sustainable development:

- an economic role – contributing to building a strong, responsive and competitive economy;
- a social role – supporting strong, vibrant and healthy communities; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment, including moving to a low carbon economy.

In moving towards a more sustainable society the following key themes of plan implementation are proposed, as expressed in Policies 1, 2 and 3.

## Policy 1

### Delivering a welcoming city.

The City will work to ensure that the services it provides and the environments it creates are designed and delivered in such a way that they express the highest value to the people they are serving. In particular, the City will aspire to deliver the following qualities of a welcoming city:

1. Each child has access to good early learning opportunities and schools, as well as safe homes where they can thrive and neighbourhoods designed with their wellbeing in mind.
2. Each young person has access to the opportunities they need to gain skills for productive and fulfilling employment, and the housing, employment and entrepreneurial opportunities they need to be able remain in Plymouth.



3. Each citizen of Plymouth, no matter how young or old, has the home they need in an environment where they can thrive, and they are supported in playing a full role in the life of their community and their city.
4. Each student feels welcome and can play a role in the city. They have access to the opportunities they need to live in quality accommodation near their place of study, and are encouraged to remain in the city once they have graduated with the support they need to start a business or enter local employment.
5. Each business and investor / potential investor in Plymouth is provided with the support and encouragement it needs to grow / invest, with the delivery of services and the development of policy designed to reduce obstacles to growth and boost investor confidence.
6. Each visitor will know that they are welcome in Plymouth through the provision of a high quality visitor experience, with attractive public transport gateways and services into the city, excellent hospitality services and visitor accommodation, and high quality information and internet connectivity.
7. Each person who lives in or visits the city will be treated fairly and with respect through prioritising the importance of physical, financial and intellectual access to facilities, services and opportunities.



This key theme is a reminder that the Plymouth Plan is ultimately about people, and meeting their needs (which is at the heart also of the UN definition of sustainable development). The theme aims to ensure that delivery always occurs in a way which expresses the highest value to the very people the policy is designed to support. A welcoming city can be seen in the services that it delivers as well as the public spaces and physical environment it provides. A welcoming city expresses values that should affect every aspect of Plymouth's governance.

## Policy 2

### **Delivering a city of sustainable linked neighbourhoods.**

The City will use its planning and other powers to ensure that change serves to support and promote a city of sustainable linked neighbourhoods, so that each neighbourhood:

1. Has a vibrant mixed use centre, which meets daily service and community needs and includes where appropriate dual uses of facilities in community hubs.
2. Provides for higher density living in the centres, as well as appropriate opportunities for home working and high levels of digital connectivity, reducing the need to travel.
3. Has good balance of housing types and tenures to support a range of household sizes, ages and incomes to meet identified housing needs.
4. Has sufficient local population to provide demand which sustains key local services.

5. Is well served by public transport, walking and cycling, both within the neighbourhood, between adjoining neighbourhoods and to the rest of the city as a whole.
6. Has a safe, accessible and healthy local environment, with well designed public and natural spaces.
7. Has the facilities needed to meet the needs of all of the community, including provision of education and training opportunities, employment uses, health care, cultural and community facilities, leisure and recreation.
8. Provides a positive sense of place and identity.



Plymouth needs to be a place where people of all ages and circumstances want to live. To deliver this, we need to start from the city's foundations, its neighbourhoods, and build from the bottom up. Whether the city functions efficiently and harmoniously will mainly be determined by the relationships within and between neighbourhoods. While many of our neighbourhoods already provide attractive living environments with good access to local facilities, there are a number that are disadvantaged or where improvement is needed. The Plymouth Plan needs to support local communities in improving their neighbourhoods and direct investment so that it strengthens communities.

A sustainable neighbourhood has:

- **A sufficient number of people** to engender a sense of belonging, vitality and safety, as well as support the range of services that people need in their daily lives. Research shows that the size of a sustainable neighbourhood is some 2,000 to 3,000 people.
- **A mix of land uses** that works well together, providing for activity so that dead spaces and times which can be a hindrance to sense of community and safety are avoided. To achieve this will mean concentrating a range of public facilities and commercial activities in local and district centres, and at other appropriate locations in a neighbourhood, to ensure a good level of access to all residents. These centres will need to be mixed working areas with higher density housing. They will need to include the facilities that we all use as part of our daily lives, such as shops, schools, health care and community facilities. The centre of the community will also be the public transport hub, connecting the community to the rest of the city. Around the centre will be predominantly residential areas, as well as parks and playing fields. Community safety will be an important feature of their design. This will include structuring different uses so they do not conflict and ensuring public places are overlooked.
- **Character and sense of place.** Many parts of Plymouth are steeped in history, containing important buildings providing character and identity, located within superb natural settings. All these elements need to be respected; they are key assets in reshaping our neighbourhoods, making places where people want to live.
- **Social inclusion.** Equality and inclusion are goals that lie at the heart of creating sustainable linked neighbourhoods, where the needs of all sections of the local population for housing, transport, employment, leisure, safety and accessibility are recognised and

provided for. In particular, it is important that the needs of young and older people are recognised but also the needs of race and faith groups, people with disabilities and the needs of women and men (for example, the needs of parents / carers with dependent children). People also need to be able to travel by public transport between communities so that they can easily visit relatives, friends and access services and jobs wherever they are in the city.

## Policy 3

### Delivering a green city.

The City will continue to pursue the outcome of Plymouth as one of Europe's greenest cities and a carbon neutral city. It will develop a 50-year 'Plan for the Environment' to guide our progress towards this ambitious goal. The policies of the Plymouth Plan will also work together to help move the city towards this goal, so that Plymouth is a place where:

1. Challenging emissions reduction targets are met by:
  1. Conserving energy in our homes, businesses and modes of travel.
  2. Increasing energy generation from renewable and low carbon sources.
  3. Supporting co-operative action on energy.
2. A thriving green economy is achieved, with a skilled and growing workforce.
3. A high quality and functional network of natural spaces is embedded across Plymouth and provides for the needs of people, wildlife and businesses, now and in the future.
4. An ambitious housing and social policy is delivered which ensures affordable warmth, addresses fuel poverty, provides healthier homes, and supports local people in accessing cheaper and green energy.
5. A transport system is provided that delivers a step-change in walking, cycling, and public transport as the travel modes of choice for journeys in the city.
6. Plymouth is a virtually nil-to-landfill city.
7. Children value and contribute to the environment around them and are empowered to meet the challenges posed by climate change.
8. Plymouth bathing waters are healthy to bathe in at all times, and the city is resilient to flooding.
9. Plymouth enjoys the benefits of some of the cleanest air of any city in the country.
10. Plymouth is known for its food; exceptional quality, locally grown, available to all, building on its 'food city' reputation.



The goal of moving Plymouth towards being a carbon-neutral city was first incorporated in the Plymouth Core Strategy, 2007. Policy 3 aims to continue working towards that goal by making a green city one of the core themes that runs through the entire plan and by committing to an ambitious 50 year programme to deliver a lasting green legacy for this generation and for generations to come.

Plymouth already has a substantial reputation for sustainability, being recognised as one of Forum for the Future's leading 'green' cities. For example, in recent years Plymouth has:

- Almost doubled the area of land designated as Local Nature Reserves from 132 ha. in 2008 to 258ha in 2014.
- Directly involved 4,000 people at 200 regular project activities between 2010-13 through it's Stepping Stones to Nature Project.
- Secured £3 million from DECC under the Green Deal for Communities programme to support 1,400 improvements in home energy efficiency.
- Initiated a £1 million programme to supply schools with low cost renewable energy.
- Secured £400,000 to install electric car charging points around the city.
- Secured £4 million of funding to support walking and cycling initiatives.
- Delivered personalised travel planning to almost 65,000 households.
- Seen £140 million of investment delivered in water infrastructure by South West Water.

The 50 year Plan for the Environment will be a visionary initiative, exploring and establishing aspirational targets in relation to carbon reductions, environmental quality, and delivering a socially and environmentally sustainable city. Much work has already been done to demonstrate that with concerted action running over the entire plan period, a range of major green outcomes can be achieved. This shows that provided a multi-faceted programme of carbon reducing measures are delivered, securing a step-change in green energy, energy efficiency and sustainable travel, Plymouth can realistically aspire to deliver a reduction in the city's carbon emissions by 50 per cent on 2005 levels. This would be a significant move towards supporting the UK government's target for 2050 of an 80 per cent reduction on 2005 levels, as set out in the Climate Change Act 2008. Other major outcomes that are within reach include delivering substantial progress towards overcoming fuel poverty in the city, and taking our care and management of the city's precious natural environment to higher levels still and engaging all of the city's schools in an environmental learning network.

The risks posed by climate change have focused attention on how we prepare for them, on how we make the city more resilient to future change. This key theme of the Plymouth Plan is making a clear and unequivocal statement about the City's commitment to leading Plymouth towards a sustainable future. This is not just to act in a globally responsible way, but to also make Plymouth a better more prosperous place to live.

### Question 3

Have we missed any key aspects of what would make Plymouth either a welcoming city, a city of sustainable linked neighbourhoods, or a green city?

## Module Three: The City Vision - What Plymouth will be like in 2031 and beyond

### What will Plymouth be like in 2031 and beyond?

Plymouth's vision is to be ***one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone***.

The vision statement was conceived through an extensive period of partnership working and engagement in the early part of the 2000s, during which time the so-called 'Mackay Vision' was prepared (*A Vision for Plymouth: A Past with a Future*, Report of MBM Architectes with AZ Studio, 2003). It was initially integrated into the city's planning policy in 2004 and then formally adopted into the Local Development Framework Core Strategy in April 2007. Since then it has been at the heart of policy and plan-making within the city.

As part of the partner and community engagement process for the Plymouth Plan during 2014, work was undertaken to amplify what this vision meant for how Plymouth might look by 2031. In addition to identifying Plymouth's strategic role in the region (see Module Four), three over-arching themes were identified to capture the essence of Plymouth in 2031 and build upon the city's unique assets of people and place:

- Plymouth as a healthy city.
- Plymouth as a growing city.
- Plymouth as an international city.

#### Plymouth as a healthy city

This is about enabling all of the city's people to enjoy an outstanding quality of life, including happy, healthy, safe and fulfilled lives.

Quality of life is essential to health and wellbeing and relates to every facet of life. For example, the lack of skills needed to secure productive employment; an unfit and poorly insulated home; poor access to public open space; not having access to affordable healthy food; fear of crime; or a lack of social interaction and sense of community. These can all contribute to problems with physical and mental health and dysfunction in families and communities, resulting in significant disparities in individuals' health and wellbeing between neighbourhoods across Plymouth.

A key challenge of the Plymouth Plan is to improve health and wellbeing in the city overall and particularly to reduce health inequalities. This is a key outcome of the agenda for creating healthy communities. Such communities are places where basic needs of good housing and employment are met, and where the social and physical environment enables children to get the best start in life and older people's needs to be met. This drives change and supports high levels of aspiration amongst children and adults alike, whilst supporting a positive sense of community and social interaction.

Being in employment or running a business which is rewarding to the individual is also a key driver of improved health, and there is evidence of a link between higher average wages and better health. The aspirations of a city which is growing economically are therefore closely aligned to those of a healthy city.

Plymouth, like other cities in the UK has an ageing population. People are living longer, and it is a key aspiration to enable these older years to be ones where a good quality of life is maintained. This needs to be seen against a back-drop of reduced public sector spending. There remains a huge challenge of an ageing population and care services will always be needed. However, a healthy community will be a place where an ageing population can live independently, reducing the need for residential care or hospitalisation, and continue to make a valuable contribution to society.

### **A glimpse at what a 'healthy city' might look like in 2031:**

- The conditions for good health and wellbeing exist across the entire city, with health inequalities significantly reduced, and where people feel safe in the city and their neighbourhoods.
- Major in roads have been made into key issues such as mental health, healthy weight, substance misuse (including alcohol) and health and social care integration.
- Young people are equipped with the skills to improve their wellbeing, and all children leave school with the ability to read and write.
- Older people are living independently for longer and contributing positively to the city. Housing provision in the city enables this to happen.
- Plymouth is known for being a dementia friendly city.
- Major regeneration programmes have been completed for North Prospect, Devonport and Millbay leaving a legacy of stronger communities, and a variety of communities facing challenges particularly in the north west of the city have been enabled to improve their own neighbourhoods.
- A targeted programme of culture focusing on wellbeing, as well as projects focused on the city's heritage, has significantly contributed to a healthier city.
- Everyone has the opportunity to participate in sport and to develop an active and healthy lifestyle.
- Everyone has a decent home which suits their needs, with a well managed vibrant housing stock across all sectors.
- Huge strides have been made in addressing fuel poverty through programmes and initiatives to address the cost and efficiency of energy in homes.
- The education environment and infrastructure supports high levels of attainment.
- Each neighbourhood provides good access to local employment opportunities, and a transport system that protects the environment and encourages healthy lifestyles.
- Each neighbourhood has an area at its heart which acts as a focal point and provides a range of daily services, including access to healthy and affordable food and good access to high quality open space.



- Plymouth uses its city centre and other high profile locations to support the economic and social wellbeing of its sub region through providing opportunities for farmers markets and promoting greater use of locally-sourced food.
- Plymouth is known as a centre for clinical excellence, where excellent health and care services are provided for all of its citizens.
- Citizens having pride in the city's heritage.

### **Plymouth as a growing city**

This is about using Plymouth's economic, social and environmental strengths to drive quality growth which transforms the city's long term prosperity, so that the needs of all of its people are met and they benefit from the highest quality of services and facilities.

Plymouth's vision for growth is led by improvements to the local economy. An economy led growth strategy requires a strategic approach to economic development which supports all sectors of the economy and builds upon the city's key strengths, such as the marine and advanced manufacturing sectors. This helps address the city's low productivity and deliver economic growth. Part of this agenda is to optimise the benefits to be derived to the city from its cultural offer, and to nurture businesses in the creative sector.

Since the 'Mackay vision' was published, Plymouth has aspired to grow to a city with a population in excess of 300,000. Although there is no precise science to this figure, large and prosperous cities and their sub regions can sustain a high-quality services through increased demand in a way that smaller cities with less prosperous sub regions cannot. The Strategic Housing Market Needs Assessment for the Plymouth's Housing Market Area (Strategic Housing Market Needs Assessment Main Report, Plymouth City Council, South Hams District, Council, West Devon Borough Council, Cornwall Council and Dartmoor National Park Authority, July 2013) provides evidence that a high growth aspiration, driven by economic performance, could lead to a city with a population in excess of 300,000 by 2031.

A key challenge will be to ensure that residents have the necessary training and skills and that key infrastructure is in place to ensure the city has the right environment for growth and investment. It will also be crucial to ensure that growth does not damage the city's special qualities but instead builds upon what is already good about the city; its local community spirit, its exceptional waterfront and green spaces, and its culture and heritage.

Growth also provides the opportunity to support a low carbon economy, responding to the challenge of climate change and making Plymouth more resilient to its impact. Cities that pro-actively respond to the business challenges and opportunities presented by the shift to a low carbon economy will be more competitive and resilient in the long term. The city already has a substantial reputation for sustainability, being recognised as one of the Forum for the Future's leading 'green' cities. Research has shown that the city's low carbon and environmental industries will outstrip growth in other industries by a significant margin over the decade to 2025 (The Low Carbon and Environmental Economy in Plymouth' 2011, RED Group, Plymouth Business School).



### **A glimpse at what a 'growing city' might look like in 2031:**

- Plymouth is a significant hub for the south west, bringing together business infrastructure, world-class research facilities and expertise, with a thriving knowledge economy.
- Plymouth's key economic strengths and assets (such as the marine and maritime sector, advanced manufacturing, medical and healthcare, the visitor economy), and its primary economic nodes (the City Centre / Waterfront and Derriford) have seen strong and sustained growth over a protracted period, rebalancing and driving the sub regional economy.
- Plymouth's creative and cultural industries have seen significant growth, with new businesses and trade and investment on a national and international scale. This has contributed to a greater retention of creative graduates and also attracts graduates from other areas of the UK.
- Plymouth's young people have the skills they need to find productive employment, through the provision of high quality education, and are supported by the momentum generated through the Plymouth and South West Peninsula City Deal. The city's graduates choose to stay in Plymouth, starting businesses, contributing to its success and contributing to its entrepreneurial spirit.
- The City Centre is enhanced and regenerated as a vibrant modern mixed-use regional shopping centre of appropriate scale for prevalent retail patterns, with high levels of internet connectivity, high quality high density urban living, and a hub for culture and leisure to serve the wider city.
- Around 23,000 new homes have been provided to meet the housing needs of economic growth and the local population, helping to build a city of quality sustainable neighbourhoods.
- Plymouth is well connected (both physically and by digital connectivity) to the rest of the country and to global markets, and properly acknowledged as a major destination as part of the network of Strategic National Corridors.
- Key strategic transport and other infrastructure projects needed to enable this growth have been delivered, as have projects to create the right environment for growth and investment in the marine industries, knowledge-based industries and the visitor economy.
- The Central Park masterplan and major new strategic parks at Derriford and Saltram are completed.
- A new heart for the north of Plymouth has been delivered at Derriford and is thriving, anchored by the new Derriford District Centre. Derriford is an established hub for new industries and commerce delivering high quality jobs.
- The value of Plymouth Sound and the estuaries is optimised in a way which maintains its environmental status.
- Plymouth's carbon footprint has been substantially reduced and the city is more resilient to the social, economic and environmental impacts of climate change.
- Plymouth's new architecture and urban design are considered to be some of the highest quality in the UK.

## Plymouth as an international city

This is about how the city projects itself to the wider world, to people who might invest in or visit the city, the sense of pride that local people take in their city and how Plymouth's businesses engage with an increasingly global market place.

Plymouth has adopted the branding of Britain's Ocean City, reflecting the pride that the city takes in its unique maritime heritage and stunning setting, but also the city's ambition and its confidence in what it has to offer. However, to be known as an international city it is vital that Plymouth realises greater value from its unique assets.

Plymouth has a strong consensus around its aspirations to be recognised at an international level for being a waterfront city; a university with world-wide reputation and world-class assets in relation to marine science and technologies; one of the finest regional theatres in the country; and a maritime heritage of world-wide significance, including Francis Drake and the Spanish Armada, and the sailing of the Pilgrim Fathers.

The 400<sup>th</sup> anniversary of the sailing of the Mayflower ('Mayflower 400') will be in 2020 and provides the potential for an internationally significant event. It will be a unique, once in a lifetime opportunity to present 'Britain's Ocean City' to the world and can act as a driver for business growth in marine and related industries, the visitor economy, the culture of the city and raising the city's profile and reputation in the global market place. It also provides an opportunity to engage with the local community, to engender public pride and to develop legacy projects and significant partner relationships with wider communities in the US and Holland. These and other unique assets need to be used to Plymouth's advantage.

Plymouth's businesses on average have a comparatively low propensity to export, and this is one of the challenges that the Plymouth Plan needs to address in order to be a successful international city. It has considerable marine and advanced manufacturing strengths, with a number of international businesses, and there is clearly potential for businesses to do more to reap the economic rewards from international trade.

### A glimpse at what an 'international city' might look like in 2031:

- Every resident can feel proud not just about Plymouth's unique past as a city of great importance internationally, but also of its status as a modern international city.
- Plymouth provides an internationally competitive cultural and visitor offer, optimising the value of existing destinations such as the National Marine Aquarium, Sutton Harbour and the Theatre Royal, and linking them to new destinations such as the Plymouth History Centre, so that the city is recognised as a 'must do' visitor destination on any visit to the UK.
- The Plymouth History Centre is developed as a unique new asset, creating great pride in the city amongst local people, and raising Plymouth's profile to investors and visitors from other parts of the country and world.
- Plymouth has a major international programme with a range of live international projects working across Europe, US and China that contributes to trade and investment in the creative and cultural industries across the city.

- Plymouth's unique waterfront has been transformed through improvements to public spaces and key heritage assets, such as The Hoe and The Barbican, as well as hosting major events for art, culture and sport.
- Water transport improvements have improved access to and opportunities at key locations such as Mount Batten, Sutton Harbour, Millbay, Royal William Yard, Devonport and Mount Edgumbe country park.
- The Mayflower 2020 celebrations have created a strong legacy both for the visitor economy and for local people, through improved public realm and waterfront access and lasting economic benefits.
- Plymouth has built on its reputation for excellent hospitality and food and drink, with major new investment in quality hotels and visitor accommodation.
- Plymouth's position in the global market place has been greatly strengthened through business growth, inward investment and well developed access to new markets.
- The design of new buildings and of public spaces in the City Centre, along Plymouth's waterfront and at gateways to the city reflect the quality to be expected from Plymouth's Britain's Ocean City status.
- A new Marine Industries Production Campus has been fully developed and is driving wider investment in the city and regional economy, helping maintain Plymouth's reputation as a world leader in the marine science and technology sector.
- Plymouth University's campus has expanded and supported the regeneration of the City Centre, and the city's three universities and research institutions are collectively giving Plymouth a strong international profile.
- Radical improvements are made to key city gateways, with high quality and modern arrival points through the City Centre's railway station and coach station and an accessible and modernised Millbay port, including the provision of a cruise liner terminal.
- Plymouth is recognised internationally as a leading sustainable city through its environmental credentials.

## Delivering Plymouth's vision

### Strategic Objective 2

#### Delivering Plymouth's vision.

By 2031, for Plymouth to be one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone, where the following strategic outcomes have been realised:

1. Plymouth's strategic role is fulfilled as a regional city and a major economic driver for the heart of the south west.
2. Plymouth as a healthy city, where its people live in happy, healthy, safe and aspiring communities.

3. Plymouth as a growing city, which has used its economic, social and environmental strengths to deliver quality and sustainable growth.
4. Plymouth as an international city, renowned as Britain's Ocean City, harnessing the benefits of the city's outstanding waterfront and maritime heritage.



### Question 4

Does the glimpse into the future set out in this module help show what Plymouth might be like in 2031 if this vision is delivered?

Do you think there is anything missing?

## Module Four: The Strategy - What Plymouth's strategic role will be

### What we are trying to achieve - our strategic objective for Plymouth's strategic role

#### Strategic Outcome

Plymouth is fulfilling its role as a regional city and a major economic driver for the Heart of the South West, building on its rich cultural, natural and built assets. It is galvanising growth to the benefit of the city and its wider sub region. It has excellent transport and communications connectivity regionally, nationally and internationally, and provides the focus for culture, top tier health, education, shopping and leisure services.

In 2014, the UK's cities are seeking to take more control over their fortunes. Initiatives such as City Deal have helped to see a transfer of some powers and funding for infrastructure and economic growth to cities and to their sub regions, while there is an emerging trend towards cities striving to become the economic powerhouses of their sub regions – as can be seen most notably in places such as Greater Manchester and the north west of England.

Although the forerunners in the use of these new powers have been the very largest conurbations, Plymouth and its agenda for growth is also part of this movement. Plymouth is one of England's 'Key Cities' and is by far the most significant urban area of south west peninsula. Its population of approximately 260,000 means that it is over twice the size of Exeter, and this is excluding those neighbourhoods which sit on the other side of the city's administrative boundary. Plymouth's economy is £4.5 billion and it supports 105,000 jobs. In the whole of the south west only Bristol is of more significance on the national stage.

Plymouth is part of the Heart of the South West Local Enterprise Partnership (HotSW LEP). The HotSW LEP has developed its Strategic Economic Plan (SEP) 2014-2030 and its European Union Structural and Investment Funds Strategy (ESIF) 2014 - 2020, which aspire to deliver strong and transformational levels of economic growth across the Heart of the South West by focusing on 'People,' 'Place' and 'Business' initiatives.

The SEP aspires to deliver transformational levels of growth by focusing on:

- Creating the conditions for growth, e.g. transport infrastructure.
- Maximising productivity and employment, e.g. stimulating jobs.
- Capitalising on our distinctive assets, e.g. transformational opportunities.

The HotSW LEP priorities closely follow Plymouth's priorities. These include initiatives to close the productivity gap, deliver radical improvements to the region's strategic connectivity (road, rail and digital) and transport infrastructure, skills infrastructure, and pioneering schemes

such as the Plymouth and South West Peninsula City Deal and an exemplar Growth Hub to support businesses. The HotSW LEP also acknowledges the crucial role cities and urban areas across the HotSW play in driving economic growth.

### Strategic Objective 3

#### Reinforcing Plymouth's strategic role.

To consolidate and strengthen Plymouth's role as the major regional city in the south west peninsula of England, enhancing its contribution to the economic and social wellbeing of the south west and providing the major commercial, service and employment centre. This will be achieved through:

1. Strengthening the role of Plymouth's city centre as a regional shopping centre and visitor destination.
2. Supporting further investment in strategic services that serve the region, including the city's regional health, higher and further education, strategic sports and strategic cultural facilities.
3. Unlocking the regional growth potential of Plymouth's city centre and waterfront, Derriford and the city's northern corridor, and its eastern corridor.
4. Ensuring that strategic development proposals within the sub region support and do not harm the achievement of Plymouth's strategic role.
5. Working with partners in the region to deliver the Plymouth and South West Peninsula City Deal initiative, driving forward the growth of the marine sector across the whole peninsula.
6. Working with partners in the region to see radical improvements to Plymouth and the region's strategic connectivity by road, rail, sea and air as well as digital connectivity.
7. Safeguarding the strategic defence role that Plymouth's plays for the UK's security and optimising the benefits this brings to the regional economy.
8. Working with partners to enhance the region's natural assets, particularly the network of European, national and locally designated sites.
9. Working with partners to protect the region's material resources.



### Question 5

Do you agree the Plymouth's strategic role should be supported and developed as set out in Strategic Objective 3?

## What we are going to do - our policies for Plymouth's strategic role

### Policy 4

#### Enhancing Plymouth's strategic role.

Plymouth's strategic role as a regional centre and hub of higher level services and culture will be strengthened through partnership working and a positive planning environment which encourages new investment in facilities and infrastructure. Plymouth City Centre will be seen as the primary location for major comparison goods shopping development within the city, in order to maintain and strengthen its status as a regional shopping destination. The LPA will therefore use its planning powers to promote forms of development that enhance the City Centre in order to reinforce its regional shopping role, whilst resisting developments in other parts of the city and the sub region which would be prejudicial to this role.



Plymouth's influence extends far beyond its boundaries. A key challenge for the city and its partners over the life of the Plymouth Plan will be to continue to strengthen its role and to ensure that the benefits of a growing city are fully felt in the south west.

Many of the institutions based in Plymouth already play a key regional role. For example:

- Derriford Hospital provides healthcare for patients across Devon and Cornwall and is the designated Major Trauma Centre for the peninsula – one of two Major Trauma Centres (with Frenchay in Bristol) in the west country.
- Plymouth's three universities and its further education colleges provide a range of educational opportunities for students in Devon and Cornwall, as well as attracting students from the rest of the UK and overseas.
- Plymouth's employment opportunities attract people from an area reaching well beyond Ivybridge in the east, Tavistock in the north and Liskeard in the west.
- Plymouth also has a regionally significant sports complex (Plymouth Life Centre) and hosts three sporting teams competing in national leagues, with loyal followings in the region: Plymouth Raiders basketball team, Plymouth Albion Rugby Union team and Plymouth Argyle Football Club.

Plymouth has a pivotal arts and cultural role in the south west and leads on regional initiatives for culture to maximise investment, working in partnership across the peninsula. Plymouth has the ability through the growth of the creative industries and its size as a city to become a regional hub for creativity and culture specifically as a gateway for international practice and development. This can be achieved through liaison of strategic networks such as Cornwall



Cultural Investment Group, Torbay Culture, Exeter Cultural Partnership and the LEPs. A regional initiative for culture to maximise investment working in partnership will be promoted and led by partners in the city.

The role of Plymouth City Centre is of particular importance to the city's strategic role, providing retail, cultural, leisure, transport and employment services to the entire sub region and beyond. Policy 4 also seeks to safeguard and strengthen its future role.

## Policy 5

### Unlocking Plymouth's regional growth potential.

The City will deliver a regionally significant scale of growth in new jobs and new homes in the City Centre / Waterfront Growth Area, the Derriford and the Northern Corridor Growth Area, and the Eastern Corridor Growth Area. This will be through a coordinated approach to economic development, spatial planning and infrastructure planning. Strategic development proposals outside of Plymouth's administrative area should address any cross-border infrastructure impacts within the city. Proposals which would put at risk Plymouth's strategic role and regional growth potential will be resisted.



The HotSW LEP's SEP is a strategy for growth which depends on a proactive approach to realising major growth opportunities where these exist. In Plymouth these opportunities exist particularly in three Growth Areas: the City Centre and Waterfront, Derriford and the Northern Corridor (including potential cross border growth at Woolwell), and the Eastern Corridor (including Morley Park, Sherford and Newnham). The nature and scale of the opportunity is considered in more detail in Module Eight. The role of Policy 5 is to acknowledge the City's commitment to working in partnership through a coordinated approach to economic development, spatial planning and infrastructure planning in order to ensure that the city's regional growth potential is realised.

## Policy 6

### Utilising Plymouth's regional economic assets.

The City will work with the Heart of the South West Local Enterprise Partnership and the Plymouth and South West Peninsula City Deal to strengthen its higher value industries, including its marine, advanced manufacturing, medical and health care and knowledge based economic sectors, optimising the benefits that these assets bring to the regional economy.



Plymouth is the largest urban area in the LEP and is recognised as a key location for growth. The strategy set out in the Plymouth Plan reflects and supports a regional agenda for the city, building on its potential for economic growth and also capitalising on the success of the Plymouth and South West Peninsula City Deal. The City Deal was agreed with the Government in 2013 and sets out initiatives to drive the growth of the marine sector across the peninsula. Much of the focus of the City Deal is on Plymouth, as the regional hub for marine industries but also in terms of the city being the location for the Marine Industries Production Campus at South Yard. The City Deal places Plymouth at the centre of a web of initiatives spanning the far south west, covering investment in business and infrastructure, but also in skills and the development of the workforce.

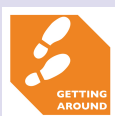
## Policy 7

### Enhancing Plymouth's strategic connectivity.

The City will work with its partners in the south west to secure the radical improvements to the quality and resilience of Plymouth's transport and digital connectivity to the rest of the country and to global markets and to protect its key transport infrastructure. Priority will be given to:

1. Safeguarding the site of Plymouth airport to retain options for its future potential re-use as a general aviation airport, whilst at the same time strengthening links to Exeter and Bristol airports.
2. Securing improvements to capacity, frequency and journey times for rail services to and from Plymouth to include making substantial progress in the plan period towards achieving two to three trains per hour between London and Plymouth at an average speed of 100mph or a journey time of 2 hours 15 minutes.
3. Securing electrification of all main line rail services to and from Plymouth by 2027.
4. Enhancing the resilience of the rail network against increasingly severe and frequent extreme weather events including:
  1. Enhancing the resilience of the existing coastal route at Dawlish.
  2. Increasing the capacity of the Exeter to Waterloo Line as far as Yeovil and on to Castle Cary to enable it to become an effective diversionary route.
  3. Delivering a longer term solution for resilience for Bridgwater to Taunton by fully implementing the Levels and Moors Flood Action Plan.
5. Promoting and supporting improvements to the Peninsula Metro rail network, placing Plymouth at the hub of a local rail network connecting Devon and Cornwall.
6. Plymouth's inclusion on the Department for Transport's network of Strategic National Corridors by 2017.

7. Improvements to the strategic road networks that connect Plymouth to wider markets, including improving journey time reliability on the A38/M5/M4 corridors and on the second corridor to London and the South East via the A303/A358/A30 corridor.
8. Upgrading and redeveloping Plymouth railway station as a regional hub station and delivering a new coach station in the City Centre.
9. Safeguarding and supporting the expansion of port activities, with a modernised and accessible port infrastructure.
10. Building upon Plymouth's digital connectivity to create high quality and technologically advanced methods of communication for businesses and residents by unlocking barriers and ensuring that the city is known for having 'best in class' digital connectivity.

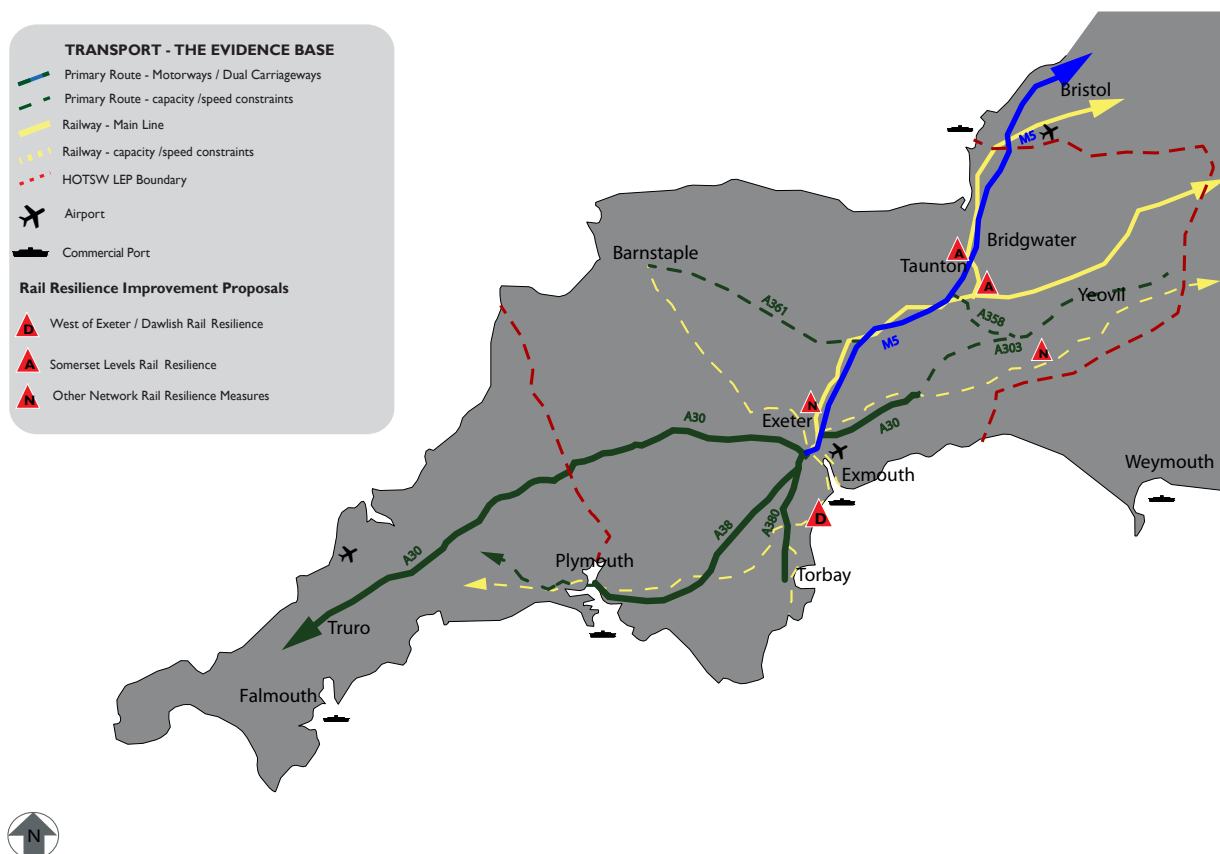


Strategic connectivity from Plymouth to the wider economy is achieved digitally and through road, rail, sea and air travel. This is a very significant issue for Plymouth, and for both the HotSW and Cornwall & Isles of Scilly LEPs. Policy 7 sets out a multi-faceted approach, which tackles issues of connectivity at all levels and seeks to protect key infrastructure assets such as the land and facilities at the site of the now closed Plymouth airport. The measures will only be able to be implemented through working effectively with others in the region, and many will require the explicit support of the government.

The need to enhance resilience of the rail network and to reduce journey times is a particular challenge for the entire region. In relation to journey time, mainline rail journeys to London from Plymouth are slower than to all other English cities over 100,000 population. Independent academic research estimated that for every one hundred minutes travel time from London productivity reduces by six per cent. On that basis, a package of measures to reduce average rail journey times to the capital by 45 minutes could add about £1bn to the Peninsula economy.

In addition, strategic connectivity between Devon, Plymouth and Cornwall will be improved through the concept of Peninsula Metro. This will make better use of the rail networks in the sub region of which Plymouth is at the hub. Large numbers of people in south west Devon and south east Cornwall work in Plymouth, and improving opportunities for them to travel by rail will benefit the economy of the wider area.

The strategic connectivity measures promoted in the HotSW LEP's Strategic Economic Plan are shown in Figure 2.



**Figure 2: Strategic connectivity (source: Heart of the South West Local Enterprise Partnership Strategic Economic Plan 2014-2030)**

## Policy 8

### **Protecting and strengthening Devonport Naval Base and Dockyard's strategic role.**

The City will support and actively promote the safeguarding and strengthening of HMNB Devonport and Dockyard as a major component of the UK's strategic defence capability. It will seek to optimise the benefits that it brings to the wider regional economy through supply chain development and knowledge transfer, in order to help diversify the economy. Government commitment to support the future of the HMNB Devonport and Dockyard over the lifetime of this plan will continue to be sought, to ensure the base porting of Type 26 frigates as replacements to the city's base porting of Type 23 frigates, and to seek long term commitments about the strategic role of Devonport as one of the UK's three Naval Bases. Where Ministry of Defence land is surplus to the strategic defence requirement, priority will be sought for uses which help to deliver the economic growth objectives of the Plymouth Plan, in accordance with a planned and coordinated programme of land release.



Devonport's Naval Base is the largest Naval Base in Western Europe and the primary UK location for deep maintenance of surface ships and submarines with world class infrastructure and a highly skilled workforce. The Dockyard and Naval Base encompasses recently upgraded facilities for highly specialised engineering work including the refuelling and defueling of Nuclear Submarines. HMNB Devonport plays a key role in the Plymouth and wider sub regional economy. It directly supports 11% (11,750) of Plymouth's FTE employment and 16.5% (£656m) of the value of its economic output. It is still vitally important to our economy and our overall marine offer.

Recent announcements of a major contract commitment that guarantees the work programme of the dockyard until 2020 are welcomed. This commitment underlines the importance of the Dockyard and Naval Base, as outlined in the Devonport 2030 vision document.

The Ministry of Defence (MoD) owned waterfront provides a full range of support services to Royal Navy and foreign visiting vessels. The MoD continually seeks to optimise its land holding at the waterfront in accordance with Devonport being a core site for Defence. If MoD land is shown to be surplus to requirements, it should be made available to support the growth of Plymouth.

## Policy 9

### **Enhancing Plymouth's role in maintaining the south west's special natural environment.**

Plymouth's contribution to the overall environmental quality of the south west will be through effective stewarding of the natural environment and will be enhanced through a positive approach to managing the city's green and blue spaces and by working with partners to support sound environmental stewardship in the wider region.



The quality of the natural environment is one of the strongest assets in the south west. It is a unique selling point which draws millions of visitors to the region every year. Rightly, both the HotSW LEP and the Cornwall & Isles of Scilly LEP have given safeguarding the environment a central place in their SEPs, understanding that the environment has huge potential to attract high quality inward investment and support business growth.

Plymouth is set within the context of this outstanding environment, with the Tamar and South Devon Areas of Outstanding Natural Beauty, Plymouth Sound and the Tamar Estuaries European Marine Site and Dartmoor National Park surrounding the city. But it also has an exceptional landscape and natural environment within its borders, with green wedges such as the Plym Valley and strategic walking and cycling links connecting city to countryside. These spaces and the opportunities that they present for enjoyment and appreciation of the region's special character, by local people and all who live and visit the region, will be safeguarded and enhanced. The City will work with and through the Plymouth Local Nature Partnership, and with other partners including Sustrans, to support this outcome.

## Policy 10

### **Safeguarding Plymouth's mineral resources.**

The LPA will safeguard mineral reserves to meet the current and future needs of Plymouth and the south west. It will define a minerals safeguarding area that includes the known limestone reserve where extraction will be acceptable in principle. This minerals safeguarding area will also include a buffer zone to protect the future extraction of the mineral and also to protect the potential for other forms of development by limiting the outer extent of any mineral extraction area.



Plymouth contains the farthest south western exposure of workable limestone in England. It provides an important resource for the local economy, particularly the construction industry. While there are other areas in Devon where limestone is quarried, their value as an alternative is limited because of constrained expansion opportunities and increased transport costs. Plymouth's limestone, with its potential for significant expansion, will be important to the regional economy for many years.

Limestone has been extracted and processed at Moorcroft Quarry in Plymstock from the 1800's. Its extraction is now from Hazeldene Quarry, which was granted consent in 1994. However, processing still takes place in Moorcroft Quarry.

Additional limestone reserves have been proven to the east and north of Hazeldene. While the location of the proposed new community at Sherford, in South Hams will result in the loss of the reserves to the east, the limestone resource to the north has the potential capacity, subject to planning permission, to supply the local economy well into the next century. Proposals for extraction of limestone from former and abandoned quarries to the south and west of Plymstock are not likely to come forward in the foreseeable future. There are no other known mineral deposits within the rest of Plymouth.

Minerals resources have many uses, not least as the raw materials for construction. Plymouth's growth will clearly increase demand for various kinds of mineral resources to supply construction projects, and it would be preferable if these needs could be provided for from quarries and minerals deposits close to the city. The City will therefore work closely with sub regional partners to identify such sources and secure supplies to meet needs in Plymouth.

The policy safeguards this important strategic resource. The minerals safeguarding area will be defined in Part Two of the Plymouth Plan.

### Question 6

Which policies do you most strongly support in this module?

Do you have any concerns about the content of any of the policies?

What changes would you suggest?

### How we will know we have been successful - our measures of success of Plymouth's strategic role

- A. City Centre recognised as the premier regional shopping centre.
- B. High quality strategic services and facilities that serve the people of Plymouth and the sub region.
- C. Radical improvements to the quality and resilience of Plymouth's transport and digital connectivity.
- D. Safeguarding and strengthening of Plymouth's strategic defence role.
- E. Plymouth continues to enhance, and harness, its stunning setting, maritime heritage, quality environment and natural assets.



## Module Five: The Strategy - How Plymouth will be a healthy city

### What we are trying to achieve - our strategic objective for a healthy city

#### Strategic Outcome

People in Plymouth live in happy, healthy, safe and aspiring communities, where social, economic and environmental conditions and services enable choices that add quality years to life and reduce the gap in health and wellbeing between communities.

The World Health Organisation defines health as a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity. This definition was a key consideration for the Health and Wellbeing Board when developing their vision for a Plymouth made up of 'Happy, Healthy, Aspiring Communities'.

Improved health and wellbeing for the population demands a holistic and multi-faceted approach that includes interventions in education, employment, transport, housing, green space and leisure and the development of communities. This improvement is likely to be delivered through a combination of integrated health and social care, formulation of health-enabling local policy, collaborative efforts to address child poverty, spatial planning that explicitly addresses environmental inequalities and the effective use of public protection and regulation.

Over the course of the Plymouth Plan demographic changes and increasing complexity of need will continue to put pressure on all vital front-line services. The challenge for the public sector is to meet the volume and complexity of demand with a decreasing resource. A focus on prevention is evidenced to reduce the burden of disease and consequently reduce demand on front-line services. In addition, a move towards an integrated health and social care system will provide a more efficient and streamlined system that delivers high quality services and improved user experience. The Plymouth Plan will set out how the city can achieve this aspiration.

Alongside creating and sustaining economic growth, the Plymouth Plan will aim to place residents and communities in a position to take advantage of the opportunities growth brings. Within Plymouth there exist communities that have experienced consistently higher rates of economic inactivity and unemployment – including youth and long term – and low incomes, which often run alongside other deep-rooted social-economic issues, all of which are key factors in people's health and wellbeing. The policies set out in this module will help to address health inequalities and support healthy lifestyles and therefore allow all residents to take advantage of economic growth delivered in the city.

## Strategic Objective 4

### Delivering a healthy city.

To integrate health and social care, promote choice and personal responsibility, formulate health-enabling local policy and develop good quality local services. Achieving these broad objectives will involve:

1. Reducing health inequalities in the city.
2. Reducing the burden of non-communicable diseases based on the 'Thrive Plymouth' framework.
3. Delivering the best health and social outcomes for children, young people, families and vulnerable adults.
4. Helping ensure that children, young people and adults feel safe and confident in their communities, with all people treated with dignity and respect.
5. Providing good access to and support for making healthy lifestyle choices.
6. Enabling citizens to play an active role in their community to promote social cohesion and good mental health.
7. Building strong and safe communities in good quality neighbourhoods, with health-promoting natural and built environments, accessible local services, community facilities and public spaces.
8. Providing a safe and health-enabling transport network which supports active travel, minimises long-term exposure to air pollutants and delivers freedom of movement across Plymouth and beyond.
9. Providing decent homes which meet the population's needs and protects their health.
10. Delivering quality lifelong learning which is available to citizens and is tailored to quality employment opportunities in a city aspiring to good population wellbeing through a vibrant economy.
11. Making Plymouth a centre of clinical excellence and innovation.



## Question 7

Do you agree with Strategic Objective 4?

What help do local communities need to prevent health problems arising in the first instance? If we achieved the strategic objective (above) what would our community look like in 2031?

## What we are going to do - our policies for a healthy city

### Policy 11

#### Addressing health inequalities and non-communicable diseases.

The City will deliver a 'Plan for Health' which increases the focus on the prevention of ill health across the city by prioritising the promotion of health-enabling lifestyle choices and early detection of the health conditions most strongly related to health inequalities, including:

1. Promoting healthy weight and ensuring effective prevention, identification, early intervention and management of obesity in children and adults.
2. Reducing alcohol related harm in Plymouth by changing attitudes towards alcohol, providing support for families and individuals and creating a safer more vibrant Plymouth.
3. Encouraging a smoke free Plymouth where future generations are protected from tobacco related harm and live longer, healthier lives.
4. Working to prevent people misusing substances while ensuring that services focus on recovery from, not maintenance in, substance misuse.
5. Promoting mental wellbeing, improving access to mental health services, integrating physical and mental health care and improving quality of life for people with mental health problems.
6. Addressing collectively the factors that are responsible for the limited access to healthy and/or inappropriate access to unhealthy diets amongst communities in the city.
7. Where appropriate, requiring a Health Impact Assessment to be submitted as part of any Environmental Impact Assessment submitted in relation to planning applications.

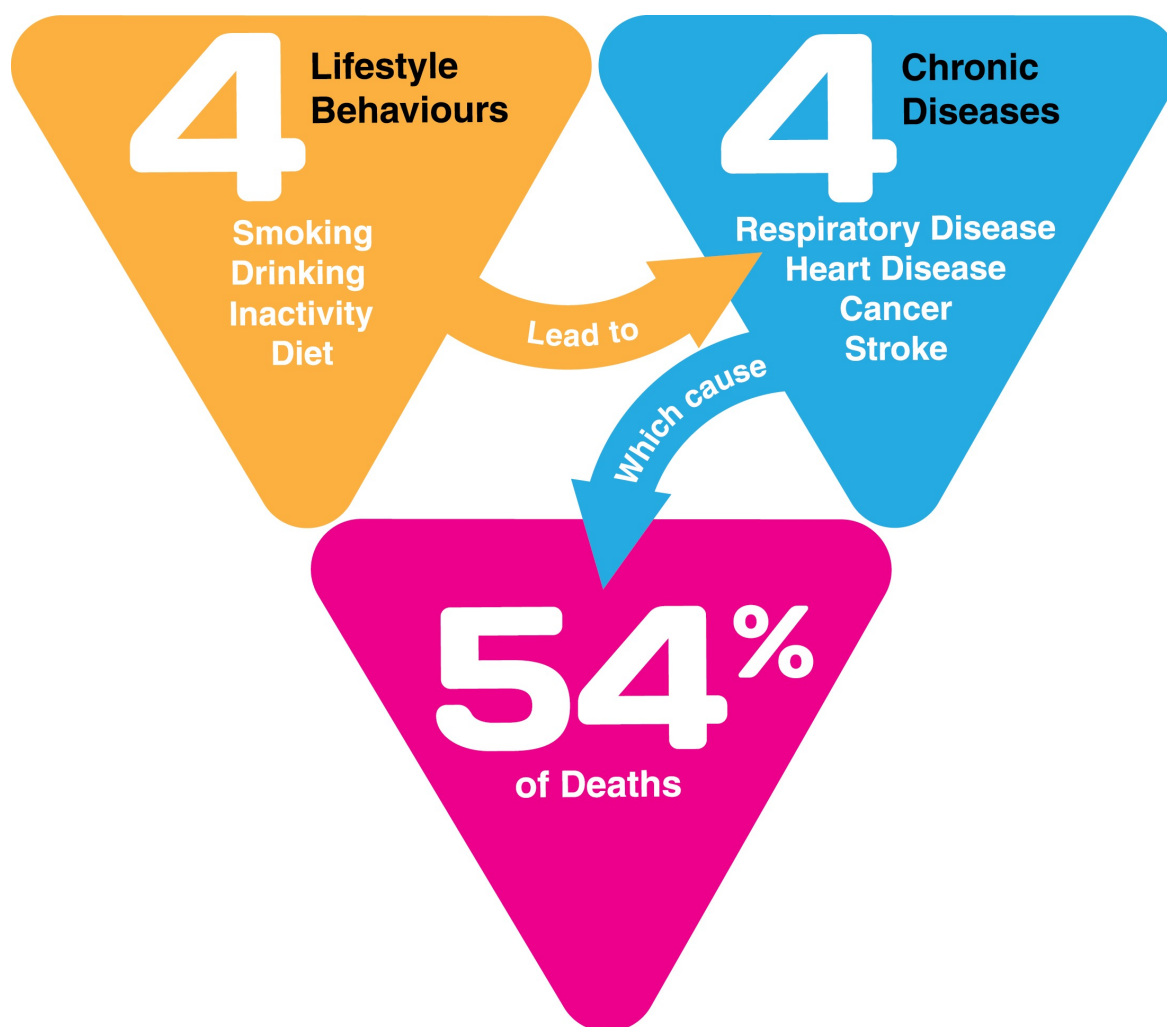


Since 2000-02 life expectancy has improved for both males and females in the city (from 75.5 to 78.3 years and from 80.4 to 82.1 years respectively), however male life expectancy has consistently been below the England average. The latest 2010-12 data reveals male life expectancy in Plymouth is around one year below the England average.

The Leigham and Mainstone neighbourhood had the highest overall life expectancy in 2010 (85.8 years) which compares with Devonport where life expectancy was 73.6 years in the same period. On this basis the gap in life expectancy between the neighbourhoods with the highest and lowest life expectancy in 2010-2012 is 12.2 years.

People's lifestyles and environment affect their health and wellbeing and each of these lifestyle risk factors is unequally distributed across the city. Plymouth performs poorly against key public health outcomes in life expectancy and causes of death as a result of inequalities across the city.

Addressing the four risk factors of smoking, alcohol misuse, lack of exercise and poor diet, which together contribute to four chronic diseases, which in turn contribute to 54 per cent of deaths in Plymouth will make a significant difference in reducing the current health inequalities across the city. Commissioning wellbeing services that empower and enable people to live healthier lives for longer will be crucial to meeting the future demand for health and care services.



**Figure 3: Thrive Plymouth framework.**

These four behaviours are well recognised modifiable risk factors for dementia. There is also emerging evidence that suggests the arts, heritage and cultural activities can be an instrumental part of a suite of tools that reduces the impact of mild to moderate dementia. With an ageing society, dementia is becoming increasingly more common and generating significant emotional, social, and financial costs to the person, family, community, and wider society. Understanding the local situation is very important to providing early diagnosis and

appropriate support to people and their carers. Over 3,130 over-65s are predicted to suffer with dementia in 2014 and the number of cases in Plymouth are predicted to increase to 4,850 by 2030.

Plymouth will aim to become a Dementia Friendly City, recognising the influence of the modifiable risk factors and the great diversity among individuals with dementia and their carers. It will also promote the inclusion of people living with dementia in all areas of community life, respecting their decisions and lifestyle choice, anticipating and responding flexibly to their dementia related needs and preferences.

Nearly 26,300 people aged 18-64 years suffer from some form of common mental disorder in Plymouth. It is quite common for people to meet the diagnostic criteria for two or more mental health problems with over 11,500 people in Plymouth aged 18 and over estimated to have more than one mental health problem. Within the economic constraints that affect public service commissioning and delivery, partners across the city will focus on how mental health services can continue to meet the needs of the population. Key elements to the approach will be to improve prevention, support recovery and improve access to mental health services particularly to those in crisis.

## Policy 12

### **Delivering the best outcomes for children, young people and vulnerable adults.**

The City will assist children, young people and families to build resilience through the early development of good physical and emotional health and by equipping young people with the skills to improve their wellbeing, by:

1. Ensuring the best possible start in life for all children by increasing our focus on the first 1001 critical days from conception, ensuring that the best maternity services, parenting programmes, childcare and early years education are in place.
2. Providing children and young people with the best educational opportunities and experiences that inspire them to learn and develop skills for future employment.
3. Ensuring that early intervention meets the needs of children, young people and their families who are 'vulnerable' to poor life outcomes.
4. Ensuring that integrated assessment and care planning are carried out for our children with additional needs including mental health problems.
5. Providing effective safeguarding and excellent services for children and adults at risk.



The foundations for the educational achievements and subsequent economic status of an individual are laid in childhood. Giving a child the best start in life is crucial to reducing health inequalities and tackling child poverty. What happens in these early years, starting in the

womb, has a significant impact on the health and wellbeing of an individual in later life. The City needs to undertake a review of services for children and young people to meet all levels of need and enable prevention and early help.

Increasing the level of attainment, education and skills so that children and young people will be 'school ready' and 'work ready' are also key drivers for change in the plan. Implementing policies which address these issues will result in a fitter, healthier more economically active population.

The City needs to work together to provide excellent safeguarding services for both adults and children at risk or in need of support. Children should have a smooth and positive journey through the care system that supports them to recover from negative childhood experiences, builds their resilience and enables them to meet their full potential. Adults who use health and care services should be treated with dignity and respect, receive high quality, compassionate care and be safe from harm and abuse. The vision for adult social care and health services in the city is one where the person or where necessary, with their supporting representative has real choice and control over what happens.

## Policy 13

### Supporting healthy lifestyles.

The City will assist people to have access to a varied and healthy diet and leisure activities which benefit their physical, mental and emotional health by:

1. Addressing collectively the factors driving limited access to healthy diets amongst some communities in the city.
2. Promoting access to food growing opportunities and allotments.
3. Ensuring access to healthy catering at sporting, leisure and cultural facilities across the city.
4. Increasing participation by all sectors of the community in active lifestyles by supporting and sustaining a vibrant sports sector and creating excellent opportunities for walking and cycling, both for leisure purposes and as a primary means of transport.
5. Using its planning powers to support and protect the city's sporting and active leisure facilities, and to refuse planning applications for new hot food take aways (A5 use) in areas within a 400m radius of schools. Where a hot food takeaway is to be located within a shopping centre it must not result in:
  1. More than 5 per cent of the units within the centre being hot food takeaways.
  2. More than two A5 units being located adjacent to each other.
  3. Fewer than two non-A5 units between individual or groups of hot food takeaways.





Non-communicable diseases such as cancer, cardiovascular disease account for more than half of all deaths in Plymouth each year. These diseases have common risk factors: tobacco use, alcohol misuse, poor diet and physical inactivity. By avoiding these risk factors in the first place, through lifestyle change, we can prevent the majority of deaths due to these diseases.

The city can secure significant health benefits at both a city-wide and individual level by enabling a shift towards the recommended balanced diet and regular exercise.

Physical activity is one of the best preventative medicines and if people who are currently physically inactive or have a low level of physical activity increased their activity to a moderate level this would substantially reduce their risk of developing heart disease and would contribute to good mental health. We will therefore increase opportunities for people from all sectors of the community to engage in active lifestyles and will work with Sport England to increase the participation in sports. Tackling food poverty is also recognised as key to reducing inequalities.

The Health and Wellbeing Board identified obesity and healthy weight as a priority for tackling health inequalities across the city. The City is committed to taking coordinated and integrated action to tackle the issue through inter-agency working by developing a Healthy Weight Action Plan. The Council supports schools in gaining the Healthy Child Quality Mark which ensures that nutrition is taught and that schools facilitate healthier behaviour in children. Regulating the availability of new A5 takeaway's from opening within 400m of a school helps will improve local food environments and support wider strategies to invest in the health of children in Plymouth. The Council will also keep under consideration the potential to extend this policy to include proximity to parks and youth centres.

## Policy 14

### **Playing an active role in the community.**

The City will enable engaged and supportive communities by:

1. Providing joined up effective support at the request of communities from the most appropriate organisations.
2. Promoting self-help and targeted volunteering within and across our communities to support locally led solutions and reduce the need for 'professional help'.
3. Providing communities with access to information, advice and clear evidence to support collaborative decision making and ensure communities and voluntary organisations are informed of their rights
4. Supporting communities that wish to improve their local areas, providing guidance on the most effective tool to achieve their intended outcomes over the long term.



5. Devolving budgets where possible to enable community aspirations to be delivered or facilitation of shared decision making such as participatory budgeting.
6. Providing guidance and support to those communities who want to protect local services, own assets or run services in the city.
7. Establishing an active culture and health programme which focuses on community participation and engagement and contributes towards the increased quality of life of residents.
8. Ensuring that as a city we understand and recognise the social value and impact that the voluntary and community sector make and that there is a joined up approach to attracting investment.
9. Supporting the voluntary and community sector so it can operate and work in an environment which can help support the delivery of change in local communities.
10. Recognise and support the benefits of temporary and meanwhile uses that can add value to local communities.



The communities and social networks to which a person belongs can have a significant impact on their health and wellbeing. The link between a person and the community in which they live can help to build the social capital that makes communities strong, including for example supporting reduced health inequalities, better educational attainment, better employment outcomes and lower crime rates.

A more engaged city means that local people feel well informed and able to influence change that takes place in their local communities. A more supportive community means that citizens feel fully engaged and empowered and they are better able to support one another through targeted volunteering and initiatives such as time banking. In 2013, the Plymouth Guild brokered 4,000 volunteering arrangements in the city and Cities of Service in Plymouth aims to build on this volunteering goodwill to target areas of greatest need, for example to help tackle food poverty.

With an increasing and ageing population, and increasing prevalence of long term conditions demand on Plymouth's health and social care system there is a need to focus on prevention, integration and person centred care. The city needs to enable and support communities to play a much larger role in supporting people with complex needs to give them choice and greater control over where and how the care they need is delivered. The number of new clients assessed by Social Care increased by 25% in 2013/14 and an extra 760 admissions to the acute hospital are predicted in 2015/16. Long term illnesses among the 65 and over population that limit day to day activities are expected to increase by 228 in 2015/16.

Arts and culture activities can also improve the health of older adults, lower blood pressure and reduce anxiety in cardiac patients and shorten hospital stays for inpatients. Therefore a targeted programme of culture focusing on health and wellbeing will significantly contribute to a healthier city.

The Localism Act has provided opportunities that allow communities and voluntary organisations to influence the areas that they live in and how services are delivered. For example, the Community Right to Challenge to run a services or council building, Community Right to Bid where communities can list assets of community value to give extra time for them to prepare to purchase assets on the open market, Community Right to Build where communities want to build housing or other assets and Community Asset Transfer where public assets can be transferred into community ownership. By the end of 2014, three community assets were successfully registered on the councils asset list using community right to bid powers, with one of those assets being successfully taken over by the community.

Community planning of local areas supports local solutions and local investment to develop sustainable places to live. This can be supported through processes such as neighbourhood planning and neighbourhood development orders as well as other community plans.

It is important that communities are supported to deliver their aspirations from a financial perspective. A joined up approach to funding applications and support will play a key role. Where possible and appropriate budgets should be devolved to a community level to enable this. In addition, communities have the opportunity to consider how to mitigate the impact of development through the use of Community Infrastructure Levy receipts, a proportion of which are allocated for spend in the neighbourhood where the development occurs.

## Policy 15

### **Delivering strong and safe communities and good quality neighbourhoods.**

The City will support strong and inclusive communities where people have a sense of belonging and ownership. People will have the opportunity to live, work and play in good quality sustainable neighbourhoods. A good range of facilities and opportunities for healthy living should be accessible for all ages. It will create environments where people feel safe through well considered use of the planning process and by enabling greater community control to implement local solutions. In neighbourhoods where people are disadvantaged and do not have equal chances the City will provide specific support to local communities and consider targeted regeneration and other interventions as appropriate.

The LPA will support this approach by identifying sites for development and considering proposals for development in terms of the extent to which they deliver the principle of sustainable linked neighbourhoods, strengthen communities and address inequality, including where appropriate, using its planning powers to control the number of betting shops, fixed odds betting terminals and pay day lenders in the city.



The health and wellbeing of individuals is influenced by the communities in which they live. People's health is affected by the nature of their physical environment; improving the quality of housing, strengthening community relations, promoting a sense of pride and improving access to green spaces all impact positively on an individual's physical and mental health and overall feelings of safety.

The City needs to create safe and accessible neighbourhoods where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. This will require neighbourhoods and the built environment to maximise opportunities for good natural surveillance, thoughtful design of public spaces and intelligent use of high quality public realm and street-lighting design so that it allows people to have a sense of pride about the environments where they live.

## Policy 16

### **Delivering a safe and health-enabling transport system.**

The City will deliver a transport system that improves people's health and protects the environment. This will involve:

1. Enabling much higher levels of active travel by designing transport infrastructure and requiring new development to deliver safe and convenient facilities for walking and cycling, and removing street clutter to improve the local environment.
2. Tackling air pollution by investing in and promoting the growth of an electric vehicle charging network and other emerging alternative fuel technologies.
3. Using the planning process and working with public transport providers to ensure that neighbourhoods are well connected to other neighbourhoods in Plymouth, and to key destinations in the city for jobs, health services, healthy food, sport and leisure opportunities, and green space, by a fleet of modern and high class buses, and ensuring that all residents live within 400m of a bus stop.
4. Phased implementation of 20 mph speed limits to improve road safety in neighbourhoods.



Transport planning and investment will be critical to achieving the strategic objective of delivering a healthy city. The continued delivery of the city's strategic cycle network and encouraging much higher levels of both walking and cycling will help to address low levels of physical activity, which will in turn help to tackle increasing levels of obesity and obesity-related illnesses such as diabetes and heart disease. Active travel also promotes mental wellbeing.

The design of this infrastructure should be of high quality and with a view to removing street clutter and barriers to make it easier for people to move around. Increased feelings of personal safety is also an important factor for increasing levels of walking and cycling, particularly at night and this needs to be addressed through considered design.

More journeys made by foot and by bike will reduce the number of journeys made by car, reduce air pollution and the respiratory illnesses and premature deaths it contributes to. Investing in and promoting the growth of an electric vehicle charging network and other emerging alternative fuel technologies will also help to reduce air pollution and its health impacts by driving growth in ultra-low and zero emission vehicles.

A comprehensive network of frequent, affordable, wheelchair accessible bus services is vital to ensuring access for many to the things that are essential to good physical and mental wellbeing - health services, healthy food, sport and leisure opportunities and green space. Equally, decisions about where to locate new GP surgeries, health centres, health services, shops selling healthy food, new sport and leisure facilities can help to improve access to them. A key requirement of the city's public transport network is that people can easily travel by bus to other neighbourhoods within the city, as well as to key destinations such as Derriford and the City Centre. People need to be able to use buses to conveniently travel to visit friends and relatives, and community facilities across Plymouth. Policy 16 highlights this need and also aims to ensure that all residents have a bus stop within reasonable walking distance of their home.

The phased introduction of 20 mph speed limits in residential areas and increasingly efficient road maintenance will make the journeys around the city by all modes safer and encourage active travel.

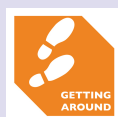
## Policy 17

### **Optimising the health and wellbeing benefits of the natural environment.**

The City will ensure the health and wellbeing benefits of Plymouth's natural environment will be optimised through the following measures:

1. Providing high quality places to play near to where children live and that families are confident to enjoy and explore, by:
  1. Ensuring every child in Plymouth can access a high quality play space that encourages development and activity.
  2. Actively embedding engagement and community involvement in every natural space enhancement project in the city.
  3. Working with schools, health centres and family support organisations to encourage the use of natural spaces as places for relaxation, recreation and fun.
2. Designing Plymouth's natural spaces to incorporate features that allow them to become exciting and thought provoking learning environments, by:

1. Utilising natural spaces near schools for curriculum based 'learning outside of the classroom' experiences.
2. Continuing to facilitate a network of schools that utilise natural spaces for learning outcomes.
3. Providing high quality outdoor facilities that encourage people to participate in sport and active recreation by:
  1. Ensuring the provision of sufficient playing pitch capacity to meet the needs of current and future generations across a range of sports and for all age groups.
  2. Improving the quality and capacity of existing playing pitches and ancillary facilities as a means of encouraging participation in sport and physical activity.



There is now conclusive evidence that interventions using the natural environment can deliver cost savings for health and health related services and improve physical and mental health outcomes. So increasing the amount and more crucially the quality of green spaces can be part of a low cost package to address health inequalities and improve health outcomes. The Council's 'Stepping Stones to Nature' programme has demonstrated the significant benefits of removing the perceptual and physical barriers to people accessing nature. The programme continues to form a key part of maintaining and enhancing the number of people engaged with natural spaces and realising the health and wellbeing benefits.

Participating in formal sport, as a key part of wider physical activity, can also play an important role in getting and keeping people active and thereby improving their health and wellbeing. Whatever the age, there is evidence that being physically active can help us lead healthier lives. To encourage an increase and engagement with outdoor sport the provision of high quality facilities must be an essential part of the growth of a healthy city.

## Policy 18

### Meeting local housing needs.

The City will ensure that everyone has access to a decent, safe and affordable home, which is suited to their needs and located in a community where they want to live, by:

1. Delivering programmes to identify land and develop new and affordable homes, including bringing empty homes back into use. This includes the delivery of a range of affordable housing to rent and buy, supported housing and bringing forward suitable self-build and custom build opportunities to help meet identified needs in the city.

2. Enabling the most vulnerable to live independently in their own homes.
3. Enabling the provision of specialist housing for older people across all tenures so that they are able to secure and sustain their independence in a home appropriate to their need.
4. Enabling the provision of housing for younger people, provision which meets specialist needs and ensures that they can live close to their families in Plymouth.
5. Targeting intervention and resources to improve the standard and quality of private sector housing.
6. Increasing choice in housing for those in need by greater utilisation of the private rented sector.
7. Focusing on the prevention of homelessness and its wider impact.
8. Tackling fuel poverty through supporting supplier switching, fuel debt relief, and community-led energy supply services, and promoting domestic and non-domestic energy efficiency.

The LPA will contribute to meeting local housing needs by:

9. Requiring that on private sector developments of ten homes or more, at least 30 per cent of the total number of dwellings should be affordable homes, subject to viability. These homes should be provided on-site, except in the case of sites of between 10 and 14 dwellings where the requirement can be met by providing an off-site contribution to deliver affordable housing elsewhere in the city.
10. Ensuring that affordable housing will be indistinguishable from other development on the site, reflecting the type and size of the development as a whole, and will incorporate a mix of tenures including, where viable, social rented accommodation.
11. Providing for a mix of housing sizes, types and tenure appropriate to the neighbourhood.
12. Increasing the supply of smaller dwellings most suited to younger and older people, housing suitable for households with specific needs, and larger three and four bedroom houses, to ensure that there is a range of housing in the city, broadening choice and meeting specialist needs for existing and future residents.
13. Requiring the provision of 20 per cent lifetime homes on all new housing schemes over 5 dwellings in number (including new build housing, and new dwelling conversions).
14. Requiring developers on all new housing schemes over 25 dwellings to provide at least 4 per cent of homes to meet full wheelchair user accessible/adaptable standards.
15. Identifying sites to meet the demand for 49 pitches for gypsies, travellers and travelling show people (25 permanent pitches and 24 temporary pitches). Sites should have safe and convenient vehicular and pedestrian access to the site and must be large enough to provide for adequate on-site facilities for parking, storage, play and residential amenity.
16. Supporting purpose built student accommodation in the form of cluster flats and studio developments where these are in locations accessible to the education



establishment, provide on-site management staffing and a decent standard of accommodation and supporting facilities.

17. Conversions of existing properties into flats or large houses in multiple occupation (sui generis) will be permitted only where the gross floor area of the property is more than 115 sq.m., where the accommodation provided is of a decent standard, and where it will not harm the character of the area having regard to the existing number of converted and non-family dwellings in the vicinity.



The policy aims to ensure that every household in Plymouth has a decent home and that the city's housing market matches the needs and requirements of current and future residents. Inadequate housing causes or contributes to many preventable diseases and injuries, including respiratory, nervous system and cardiovascular diseases and cancer. Poor housing is estimated to cost the NHS at least £600 million per year. To achieve this aspiration, proactive measures are needed to overcome a number of challenges the city currently faces. For example:

- Plymouth's relatively high concentrations of poorly maintained and fuel inefficient private homes occupied by older and vulnerable, low income households.
- More than 11,500 households are currently in fuel poverty.
- About 12,000 private rented homes in the city are energy inefficient and are wasting heat, energy, carbon and money.
- Over 5,000 social houses are considered to be non-decent.
- Relatively high levels of debt and housing affordability that are a barrier to accessing housing.
- The need for housing adaptations for Plymouth's rising population of elderly or disabled people, so that more people can live independently and safely in their own homes.
- The need to utilise private rented accommodation more effectively so that households in need can access decent private rented housing much more quickly, and in areas of their choosing.
- The need to focus activity on prevention of homelessness and rough sleeping at the earliest possible stage and address the wider causes and impacts of homelessness. The causes and consequences of homelessness are broad and extremely damaging to health, wellbeing and life chances.



New development should ensure that a mixture of different types, tenure and sizes of homes are provided to meet the varied needs of existing and future residents. This includes affordable rented accommodation (including private rented), opportunities for low cost home ownership and first time buyers, housing for older people, including Extra Care housing, supported housing projects for vulnerable households, specialist housing projects for people with a range of disability, lifetime homes and properties built to full wheelchair standard. Additionally, opportunities also need to be provided for self build and custom build, with new and innovative models of housing delivery explored.

There is a significant need for more affordable homes in Plymouth - even the lowest property prices to be found in the city are over 6 times the earnings of those on the lowest wages. In order to ensure that people in housing need in Plymouth can access affordable homes, Policy 18 sets out a multi layered approach combining proactive work with affordable housing providers (Registered Providers) to bring forward the construction of affordable housing developments, and using the planning process to require housebuilders to build affordable homes as part of their developments. The analysis of the city's affordable housing needs indicates that we require smaller properties, both now and in the future, with the need for one and two bed properties making up a significant proportion of the total need. However significantly lower levels of turnover in larger properties also suggests that in order to address current and future needs, new larger affordable properties will also be required as part of the mix. In very exceptional circumstances, the LPA may agree to larger housing sites of more than 14 dwellings providing financial contributions to enable affordable housing to be built elsewhere, rather than providing actual homes on site.

New development should also provide lifetime and wheelchair accessible housing, in both the affordable and open market housing sectors. The 4 per cent wheelchair user housing requirement is a vital part of a wider Plan for Housing to improve wheelchair user housing provision in the city. The policy expectation has been imposed on larger housing development schemes to take account of viability implications, and subject to negotiations will be expected to be delivered in 3:1 proportion of affordable to open market wheelchair user housing unit.

## Policy 19

### **Delivering clinical excellence and innovation.**

The City will continue to develop as a location of national and international excellence in clinical and medical science by:

1. Supporting the development and emergence of Derriford Hospital as a regional centre of excellence for clinical specialism that reflects its strengths, aspirations and the health needs of the people of Plymouth.
2. Positively influencing the future of the local National Health Service by playing a role in shaping health and care commissioning.

3. Ensuring we commission for prevention and support appropriate technological innovation where evidence of the health benefit are clear.
4. Providing access to quality primary care services at the right place at the right time, with provision of technology-enabled care where appropriate.



The Derriford area of Plymouth is an established commercial and academic area of the city. Plymouth Hospitals NHS Trust has a well established reputation for high quality research and development and a strong record of participation in commercial and non-commercial clinical trials and further development would result in the best outcomes for Plymouth citizens. A vibrant clinical research sector will not only yield positive economic and reputational benefits for the city but will also, with equal focus on translational and action research, advance the influence of research on local industry and on population health.

There are multiple specialisms in Derriford hospitals and it is important that this diversity is preserved. However, the sustainability of Derriford Hospital would be enhanced by its emergence as a regional and/or national centre of excellence for specialisms that reflect its sustainability aspirations and the needs of its wider catchment population.

The integration of health and social care remains a crucial national and local policy objective and it is important that the City accelerates its current drive towards integrated health and care – both in the spheres of commissioning and provision. The innovation of an integrated health and care system is likely to deliver population health and wellbeing benefits that well outweigh the investments required to make it happen.

There is a national policy drive towards increasing the role of the health service in prevention and advancing the public health agenda. Prevention is a key strand of a sustainable local health service, as is an openness to technological innovation where there is evidence of likely population benefit.

### Question 8

Which policies do you most strongly support in this module?

Do you have any concerns about the content of any of the policies?

What changes would you suggest?

## How we will know we have been successful - our measures of success of a healthy city

- A. People in Plymouth have the best start to life and improved health, increased life expectancy, and a better quality of life, helping to reduce the gap in health inequalities.
- B. More people taking care of themselves or finding care within the community.
- C. More residents are contributing to and being involved in their community.
- D. People of Plymouth live in good quality neighbourhoods where they feel safe and happy and where poverty is a thing of the past.
- E. Good quality of health and social care for people who need it.

## Module Six: The Strategy - How Plymouth will be a growing city

### What we are trying to achieve - our strategic objective for a growing city

#### Strategic Outcome

Plymouth has used its economic, social and environmental strengths to deliver quality and sustainable growth, the city's long term prosperity has been improved, and its economy has been transformed and rebalanced, with raised productivity and higher average wages, providing employment opportunities to support a skilled and talented workforce and a population which has grown to over 300,000 people by 2031.

The vision for Plymouth in 2031 is for Plymouth to become one of Europe's most vibrant waterfront cities. This vision is underpinned by growth which achieves a transformation in the city's long term prosperity. This transformation will be driven by the economic, social and environmental strengths of Plymouth which have the ability to generate long term, sustainable growth.

The Plymouth Plan will support Plymouth as a growing city in the following ways:

- Economically growing – setting out the strategic framework for economic growth in the city. This includes:
  - Ensuring that the measures are in place to transform the city's economy, raising productivity, growing our existing businesses, building on our natural and competitive strengths, and creating new high wage job opportunities for people to find work in Plymouth.
  - Enabling the delivery of homes to provide high quality places for new and existing residents to live, and growing the city's population to 300,000+ by 2031.
  - Ensuring that investment and development in commercial projects in a growing city find a place which is positive and open for business.
- Socially growing – ensuring that the economic growth of the city delivers a better quality of life for all. This includes:
  - Managing the growth to ensure that it creates a quality city of well designed places and buildings, a respected and utilised heritage.
  - Ensuring that growth contributes to the creation of sustainable linked neighbourhoods, where local people can create opportunities to improve their neighbourhoods and deliver quality places.

- Environmentally growing – the city has an enviable environmental quality and setting which is second to none in the UK. These assets must be utilised to create and promote a city of natural networks. Additionally, the city's low carbon credentials must be built upon, setting ambitious targets for reductions in emissions, ensuring Plymouth is resilient to the impacts of climate change. The city has existing strengths in low carbon and environmental industries and these must continue to play a significant role in the transformation of the economy.

## Strategic Objective 5

### Delivering a growing city.

To create the conditions for high quality and sustainable growth, which meets the present and future needs of Plymouth's citizens and businesses and transforms the city into a prosperous place to live; and to empower people to equip themselves with the skills and to find the opportunities to take advantage of that prosperity. This will be achieved through:

1. Transforming and rebalancing the economy to build a strong inward investment and export portfolio with a focus on higher value, knowledge based industries (including marine, advanced manufacturing, and the medical / healthcare sector).
2. Capitalising on Plymouth as a 'city of makers', using this wealth to drive the creative economy by retaining more creative graduates and attracting makers on a national scale to locate to Plymouth.
3. Ensuring that there is a supply of employment land and accommodation of the right type, quality and in the optimum locations to meet the needs of new and existing businesses.
4. Identifying locations for new homes to meet Plymouth's objectively assessed housing needs in full and ensuring that at least a five year supply of deliverable sites for housing is always available.
5. Managing the city's growth in a way that is resilient and adaptive to future environmental changes and impacts, and which provides sustainable solutions for development, energy, waste and water catchment management.
6. Creating an environment to harness the aspiration and talent of the city's population and attract new talent, ideas and innovation to the city.
7. Developing a pipeline of skilled staff and supporting those who are outside of the labour market back into work.
8. Managing the city's growth to ensure future investment in infrastructure can be sustained and the highest quality of services and facilities can be provided for the benefit of citizens and visitors.
9. Maintaining and enhancing Plymouth's natural networks, providing the green and blue natural spaces needed to support the social and economic wellbeing of Plymouth as well as safeguarding the natural environment for future generations.
10. Delivering a sustainable transport network that supports Plymouth's long term growth.

11. Positively planning for retail development so that investment is directed to the City Centre and, where appropriate, other key centres that support the overall growth strategy.
12. Ensuring that place shaping and design quality is at the heart of the city's growth.



### Question 9

Do you agree that Strategic Objective 5 presents the right key measures to be pursued to help deliver the growth the city needs? Are there any parts of the objective you disagree with or gaps that need filling?

## What we are going to do - our policies for a growing city

### Policy 20

#### Creating the conditions for economic growth.

The City will create the conditions for a transformed and rebalanced economy, attracting inward investment in knowledge-based industries including the marine and advanced manufacturing sectors and supporting new and existing city business, through the following measures:

1. Delivering transformational 'Ocean City' infrastructure.
  1. Developing the Marine Industries Production Campus at South Yard and other key locations.
  2. Adopting a proactive and innovative approach to utilising our significant marine research assets and creating 'test facilities' in strategic locations.
  3. Developing a world-class 'knowledge campus' in the north of the city, particularly in the Derriford area, through proactive management of strategic employment sites to achieve optimal outcomes.
2. Encouraging business growth and investment.
  1. Creating an integrated and accessible business support offer for all businesses looking for start-up support, advice, guidance and signposting.

2. Supporting the development of new business incubation environments to raise business start-up rates, including space for connecting students, academics, researchers and entrepreneurs.
3. Raising the proportion of businesses exporting (including trading online) and helping those currently exporting to exploit new market opportunities through targeted support.
3. Empowering people, communities and institutions to develop social enterprise initiatives to drive their own economic success.
  1. Providing targeted support to social enterprises across the city, building on Plymouth's status as a Social Enterprise City.
  2. Empowering communities to develop new economic opportunities, including through the transfer of community based assets and the growth of social enterprises and the voluntary and community sector.
  3. Boosting levels of local procurement and connecting residents to opportunities arising from major developments and inward investments.
4. Supporting creative businesses.
  1. Creating a renowned major creative industries programme that nurtures creative talent in Plymouth and assists with start up capital, space, mentoring and skills development in order to retain talent and attract national creative workers.

In support of these policy measures, the City will also deliver a range of initiatives through a 'Plan for Jobs' which seeks to optimise the employment outcomes for Plymouth, including a target of at least 2,000 new jobs by January 2015.



With a population of 258,000, economic output of £4.5 billion and 105,000 jobs, Plymouth is the most significant urban area on the south west peninsula.

While much progress has been made, Plymouth continues to experience a 'productivity gap' compared with other stronger performing city economies, and is yet to fully realise its potential as the urban driver of economic growth across the south west. Allied to this, an over-dependence on the public sector in output and employment terms has created an economic vulnerability more akin to areas of northern England, rather than the relatively more prosperous south.

Therefore, at the heart of the approach set out in this plan are the overarching objectives of raising average productivity across the city's industry sectors, and rebalancing economic activity in favour of business investment and exports, helping to deliver high value jobs with increased average earnings.



This approach is underpinned by a strong understanding of what makes Plymouth's economy tick. The six drivers are:

- Enterprise and entrepreneurship: in particular increasing the rate of business start-ups in the city.
- Indigenous and inward investment: supporting and attracting new investment to the city, bringing in new jobs, skills and ideas.
- Innovation and the knowledge economy: balanced, diversified and knowledge intensive business base.
- Employment and skills: raising skills levels and supporting people back to work.
- Economic rebalancing: encouraging private sector jobs growth and higher levels of exporting.
- Connectivity: maximising the physical and digital connectivity to markets (see Policy 7).

Significant areas of opportunity include:

- The Plymouth and South West Peninsula City Deal, focused on exploiting the city and wider peninsula's unique strengths and assets to drive productivity led growth.
- The Heart of the South West Local Enterprise Partnership's Growth Deal and European Union Structural and Investment Fund to deliver strong and transformational levels of economic growth across the Heart of the South West.
- Allied to this, Mayflower 2020 will be a pivotal moment for the city's economy. This is intended to be designed and delivered as a dynamic and innovative event with the potential to drive forward many aspects of the city's economy (see also Policy 36).
- Capitalising on Plymouth's Social Enterprise City status as a driver of economic growth and community regeneration. The accolade recognises the extent and quality of social enterprise business activity in the city. In addition Plymouth University was the first institution in the world to be awarded the Social Enterprise Mark in recognition of its long-standing history of support for the sector. The University currently leads the national Social Enterprise University Enterprise Network.
- Supporting creative businesses. In the UK as a whole creative industries contribute 6 per cent of GDP and employ over 2 million people. The sector is forecast to play a bigger role in coming years. If Plymouth is to achieve a balanced, high-growth economy, it is vital that the key strengths of businesses in the creative sector are nurtured. We will therefore develop programmes on a range of issues to deliver the conditions under which our creative industries can thrive.
- Growing the green economy. Plymouth has among the lowest carbon emissions of UK cities and, there exists a real opportunity to capitalise upon its green credentials as a driver of growth and investment. To maximise the benefits of green growth we need to be aware of the opportunities and follow technological developments and trends closely, prepare our workforce with appropriate knowledge and skills, ensure that plans and strategies reflect infrastructure needs as they develop over time, and develop a reputation in the UK and abroad as a centre for low carbon innovation.

## Policy 21

### Delivering sufficient land for new jobs.

The LPA will provide for at least 58 ha. of employment land to ensure that land is available in sufficient quantity and of the right quality to drive the growth of the city. It will ensure that a flexible supply of employment land and premises is available to support investment and expansion of indigenous businesses as well as for the inward investment of high-value businesses, particularly but not exclusively those involved in the marine sector, advanced manufacturing and knowledge based industries. Existing businesses proposing to expand through the extension of existing premises or intensification of operations will be supported in principle, subject to detailed considerations. Change of use of existing employment sites will only be allowed if specifically provided for by the Plymouth Plan to deliver wider strategic objectives, or where there are overriding and demonstrable economic, regeneration and sustainable neighbourhood benefits from doing so.



A fundamental element of delivering economic growth will be ensuring that there is sufficient land to meet the need for new employment premises. New jobs will be created in many different sectors - not simply those associated with business and manufacturing (the Town and Country Planning 'B' use classes). Nevertheless, at the heart of the Plymouth Plan's economic policy is a drive for new businesses to locate in Plymouth - particularly in marine industries and knowledge based industries. Policy 21 therefore aims to set out how much new land will be needed to accommodate the growth in these businesses, and how the LPA will ensure that a sufficient range and quality of land is available to meet the needs of business. In order to do this it is useful to set out broadly how many new jobs it is expected will be created over the period covered by the Plymouth Plan.

Over the life of the plan the City will seek to create 18,600 new jobs. This figure comes from two key sources:

1. The Strategic Housing Market Needs Assessment which uses two employment forecasts to set out numbers of jobs which may be created in Plymouth over the plan period. The higher forecast by Experian gives a figure of 18,600 additional jobs.
2. The Plymouth Employment Land Review, which examines the numbers of jobs which will be created by City Deal, and by the Council's 'Plan for Jobs' and other city initiatives in order to verify the figure of 18,600 jobs set out in the SHMNA.

The Plymouth Employment Land Review (ELR) has also looked at whether there is enough land available for new employment development to accommodate this growth in jobs. It has found that there is enough land available in the city and the Plymouth Principal Urban Area (as described in Module Eight) to accommodate the new businesses which will create the additional jobs we expect to see in Plymouth by 2031. The ELR has also revealed that there

are some types of land (for example marine employment sites with deep water access) which are in short supply, and that in order to meet the needs of all businesses it is important to be very cautious when considering proposals for the redevelopment of existing employment sites.

The broad distribution of available land and the types of industry it is suitable for is set out in more detail in the Module Eight. Part Two of the Plymouth Plan will identify sites for new employment development.

## Policy 22

The City will provide an accessible environment for high quality life-long learning so that all of its citizens have the opportunity to access learning to develop their skills and talents in order to progress in their working lives contributing to the realisation of Plymouth's economic potential. In particular:

1. Skills will be matched with demand by:
  1. Strengthening partnerships between our education institutions, communities and employers to match skill levels with demand.
  2. Enhancing 'advice, employability matching and mentoring' schemes to guarantee that progression routes to skills training and work are fair.
2. Enterprise and innovation will be driven by:
  1. Supporting the removal of barriers to innovative development, training, growth and expansion, start-up and advice.
  2. Monitoring, communicating and supporting sector specific skills gaps and their interventions.
3. Helping citizens prepare for work and progress in work by:
  1. Streamlining and coordinating high quality training and education courses to ensure there is a fair and relevant city-wide offer.
  2. Improving learner access to employability skills and STEM (Science, Technology, Engineering and Maths) subjects.
  3. Improving learner access to core skills, including English, maths, ICT, green, interpersonal and customer skills.
4. Providing a learning environment that equips people with the skills they need and supports the local economy by:
  1. Ensuring that new primary school and secondary school places are provided to accommodate growth in the city's population, through a planned approach to expansion and where necessary, through identifying locations for new schools. Development proposals will be required to make financial contributions

to the provision of new school places where the local schools capacity is insufficient to meet the demand that would be generated.

2. Developing an employer-led system, to ensure the city's skills supply matches demand and residents are productively employed.
3. Placing the assets, facilities, talent and expertise of the city's higher and further education providers at the heart of business growth.
4. Using developer contributions and the planning process to help address skills deficiencies and training needs, particularly (but not exclusively) in the construction industry.



The purpose of this policy is to ensure that the development of people's skills and talents in Plymouth is at the heart of our economic policy for growth. Economic growth depends on the availability of the right skill levels, in the right place, at the right time. Plymouth has a strong network of schools, colleges and higher education institutions providing a talented workforce with a wealth of skills, knowledge and innovation that supports the city's growth. City College Plymouth for example, has excellent established relationships with local employers and provides innovative, skills-based vocational education, training and apprenticeships linked to future employment opportunities in the city.

It is the vision of the city and the Employment and Skills Board that employers and educators work in strong partnership to develop the highest possible levels of skills linked to our economic strengths and plans. This is a vital component of fulfilling the Plymouth's strategic role as the urban driver of economic growth across the south west, recognised nationally and internationally as Britain's Ocean City.

Evidence suggests that there is a skills gap in the construction industry; figures from Office for National Statistics (2014) suggest that only 3,300 people are currently employed in the construction industry in Plymouth. Construction companies report a skills deficit nationally (CBI 2013) and according to the Construction Industry Training Board the south west is set to see the highest construction output growth in the UK to 2020. The construction sector is also notoriously cyclical with skills shortages in periods of growth and redundancies during recessions. The LPA will seek to use developer contributions to implement employment and skills plans during the construction (and, if appropriate, the operational) phase of developments.

## Policy 23

### **Delivering sufficient land for new homes to meet Plymouth's housing need.**

The LPA will make provision for meeting the full objectively assessment housing need of Plymouth. At least 22,766 new dwellings will be built by 2031, of which at least 7,242 will be affordable. The LPA will allocate sites for new dwellings in accordance with the principle of sustainable linked neighbourhoods. To support these wider objectives the City will implement a range of initiatives in a 'Plan for Homes' to ensure an increase in housing supply of 5,000 homes by March 2019.



The Plymouth Plan sets out the strategy for meeting the housing needs of a growing city. Policy 23 aims to ensure that enough homes are built to meet Plymouth's full housing need. This complements Policy 18, which seeks to ensure that new homes, and the existing housing stock, are of a quality, mix and type which meets the aspirations of the city's current and future population.

A housing requirement of 22,766 new dwellings, to be delivered over the life of the plan up to 2031, is identified to support Plymouth's growth agenda. This requirement is based upon the findings of the Strategic Housing Market Needs Assessment for the Plymouth sub region, reflecting the number of new homes that should be planned for in order to support the growth in jobs over the plan period. It therefore represents the needs of a growing city - a city which is aiming to grow faster and to a greater extent than is suggested by the national trend based population forecasts produced by the Office for National Statistics.

Policy 42 provides for 15,500 of these new dwellings to be delivered in the administrative area of Plymouth, on the basis of the findings of the Plymouth Strategic Housing Land Availability Assessment. The Sherford new community in the South Hams will provide for 5,180 of the housing residual requirement, leaving a balance of 2,086 new dwellings which may need to be delivered in other urban fringe locations in Plymouth's Principal Urban Area. These are matters that will be considered through 'duty to cooperate' arrangements with adjoining local authorities, in association with ongoing work on the site allocations evidence base associated with Part Two of the Plymouth Plan.

The affordable housing target of 7,242 dwellings over the plan period is based on an assumption that Plymouth's recent performance of 36 per cent of new affordable dwellings will be continued (equating to 5,580 dwellings), as well as allowing for the actual level of affordable housing planned in the Sherford new community (1,036 dwellings), and an assumed 'policy level' provision of 30 per cent for any residual development that may need to be provided.

The evidence relating to the total housing (and affordable housing) requirement for Plymouth and its Housing Market Area will be updated over the next few months using the latest national guidance on calculating housing need. This will be done through joint working with neighbouring authorities. Their inclusion in this draft Plymouth Plan is therefore provisional.

In order to contribute to the delivery of sustainable linked neighbourhoods it is important that housing development promotes a wide choice of housing types, for both affordable and market housing, to meet the needs of all members of the community – ensuring a better balance between housing demand and supply as well as improving affordability. Site specific policies setting out where these dwellings will be provided will be included in Part Two of the Plymouth Plan.

Monitoring arrangements set out in Module Nine will keep the city's housing requirements and the ways in which they are being met under regular review.

## Policy 24

### Provision for shops and services.

The LPA will provide for the delivery of sites and opportunities to meet an estimated need for a net increase of 12,000 sq m of new food retail floorspace and 52,600 sq m of new non food retail floorspace. The allocation of sites and the consideration of proposals to meet this provision will give primacy to the regional shopping role of the City Centre and support the city's shopping hierarchy set out in the spatial strategy of this plan. In considering retail development proposals the LPA will also have regard to the adequacy of the spatial distribution of food shopping within the city and the wider economic and regeneration benefits of retail development.

In support of the principle of sustainable linked neighbourhoods, the LPA will seek to ensure that every residential area has at least one local convenience store within a reasonable walking distance, and that each neighbourhood supports a good mix of accessible community and other non-retail services.



Policy 24 identifies how much and what type of new retail floorspace will need to be delivered in Plymouth, over the plan period, in support of the growing city. The retail floorspace figures identified in the policy indicate the quantitative need for new floorspace and are based upon the population growth assumptions contained in the 2013 Strategic Housing Market Needs Assessment and the latest economic growth forecasts. It is also about understanding where this new retail floorspace should be provided, and about ensuring that there is an appropriate level of provision of shops and non-retail services, such as GP surgeries, community meeting facilities and places of worship at neighbourhood level in accordance with the principle of sustainable linked neighbourhoods.



Retail development is usually the most valuable form of development – generating higher returns for an investor even than residential development – and food retail tends to generate the highest returns of all. Decisions about where to locate retail development therefore have an added layer of complexity; because of the value of the development, retail uses can underpin expensive regeneration proposals which can deliver much wider social benefits.

In determining where new retail developments should be located, there will also be a need to address qualitative issues so that everyone in Plymouth will have access to good quality shopping facilities and in particular good quality food. Qualitative issues can exist where there is a need to respond to deficiencies in the local retail market; for example, an under provision of food shopping in parts of the city, or where a store which is over-trading and being used by more people than it was designed to accommodate.

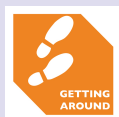
Policy 44 sets out the spatial strategy for retail in Plymouth in support of Policy 24.

## Policy 25

### Using transport investment to drive growth.

The City will deliver targeted integrated transport measures which will support Plymouth's sustainable, high quality growth by:

1. Promoting transport measures that maximise modal shift from car to alternative sustainable travel choices, including through making bus travel efficient and reliable, extending the application of multi operator ticketing on all Plymouth's public transport, and creating exemplar walking and cycling routes.
2. Delivering and maintaining a strategic network of high quality public transport routes and services which connect Plymouth's growth areas and create fast, convenient and frequent bus connections across the city.
3. Where infrastructure improvements are necessary, investing in targeted and strategic projects which tackle pinch points on the network and deliver highway capacity improvements to open up connections to key growth areas to enable development to take place.
4. Exploring the potential for rail freight interchanges including considering links to the port.
5. Setting out in a 'Plan for Parking' an approach to the provision and management of parking in the city to enable accessibility, growth and an enhanced quality of life.



Transport planning and investment will be critical to achieving the strategic objective of delivering high quality and sustainable growth for the city. The strategic approach proposed in the Plymouth Plan is set out in a range of policies (including 2, 7, 13, 16, 25, 33, 36 and 47) which taken together will support the delivery of all aspects of the city vision, including



in the context of Policy 25 the need to drive the city's growth. Many transport interventions needed to support the growth agenda will require significant capital investment, which will be delivered from a combination of funding sources. The funding and programming of the city's transport investment priorities will be identified in the Plymouth Infrastructure Delivery Plan, which will provide the delivery framework for the Plymouth Plan, with more detail in the Local Transport Plan Whole Route Implementation Plans.

Overall, the strategic approach seeks to make highly effective and efficient use of resources to:

- Ensure that travel around the city is efficient, predictable and affordable for all by reducing the direct effects of congestion.
- Enhance Plymouth's air quality, and reputation as an attractive place to live, by controlling the indirect effects of congestion.
- Maximise the business benefits of increased levels of walking and cycling, delivering a healthier workforce, reduced absenteeism and increased productivity and reduced workplace parking requirements.
- Enhance the reputation of the city and the experience of travelling around Plymouth for everyone by improving the city's key transport gateways – including a rejuvenated railway station and a new coach station (see Policy 7 and 36) and establishing a reputation as a city at the forefront of new and innovative transport technologies.

Policy 25 seeks to achieve this approach by setting out a hierarchy of approaches the city will use when developing transport solutions and delivery plans:

- First priority will be to promote 'softer' measures which encourage and enable people to choose to use sustainable means of travel rather than the car. Such measures include travel plans, which the LPA can require on new developments, setting up car clubs which enable sustainable car sharing to take place, and encouraging 'active travel' - walking and cycling which also has clear health benefits (see Policy 16).
- Secondly, the City will create a network of high quality public transport routes joining the key growth areas in the north of Plymouth, the City Centre and Waterfront and the east of the city leading from Sherford to the City Centre. In these areas, growth will lead to an increased demand for travel which should be met through improved public transport systems, in addition to the softer measures above. Key to the creation of attractive and popular public transport services will be securing a modern, high quality fleet of buses to meet the needs of all, and incorporating disability access.
- Finally, it is recognised that in the shorter term it will be necessary to invest in some road building to both increase highway capacity and improve bus journey times, in order to fully open up parts of the city to growth. Such investments will target the north and east of the city where growth in homes and jobs will occur.

The City will also explore the potential for rail-road-port freight interchanges, picking up on the findings of the Employment Land Review which suggests increasing demand for storage and distribution uses.

## Policy 26

### Enhancing Plymouth's sporting facilities.

The City will support and enhance Plymouth's excellent sporting facilities so that they broaden the city's sporting success and act as catalysts for regeneration, by:

1. Supporting the development of first class strategic sports facilities and venues to meet the needs of a growing city.
2. Ensuring that local neighbourhoods have access to sporting facilities to meet the needs of the local population.
3. Identifying gaps in the provision of sporting facilities across Plymouth and ensuring that new developments contribute to the provision of facilities to address those gaps.
4. Ensuring that the city's sporting offer, and the enthusiasm of its residents for sporting events is used effectively as part of the marketing of Plymouth to investors.



Plymouth has a growing reputation for sporting excellence - both in terms of its facilities, and in terms of the performance of its teams and individuals. This excellence can be seen in the quality of the Life Centre which is one of the premier aquatics centres in the country and was used as an Olympic training venue for London 2012, in the reputation of the University College of St Mark and St John as a specialist sports university training elite athletes, and in the success the city experienced as the host of the America's Cup in 2011. Sport is a key element of the city's offer. Sport England has estimated an annual total direct economic value of sport to the city of £84.5m and as such sport is seen as a significant contributor to a growing Plymouth.

Plymouth's sporting reputation and its facilities are something which the City will support and enhance through promoting and encouraging the development of further strategic and neighbourhood sports facilities, including supporting the community use of sport's facilities in local schools. New sporting facilities can be a catalyst to the regeneration of places across the city - for example the Life Centre and its relationship to Home Park - and a strong sporting offer driven by enthusiastic fans and followers can create a strong identity which is attractive to investors. However, the policy also picks up the importance of local sporting facilities which allow teams and organisations to play and host sporting events within the local community.

## Policy 27

### **Delivering Plymouth's natural network.**

The City will ensure that the natural environment is fully considered and embedded in the delivery of the city's growth vision. A functional network of green and blue spaces will support a high quality of life for communities, provide an attractive environment for investment and provide space for nature to thrive. Plymouth's natural network will be delivered through the following measures:

1. Ensuring the network is accessible and welcoming by:
  1. Ensuring everyone has access to a high quality natural space within 400m of where they live.
  2. Ensuring everyone has access to a high quality play space within 600m of where they live.
  3. Ensuring everyone has access to a high quality strategic natural space within 2km of where they live.
  4. Enabling the designation of 1ha of Local Nature Reserve (LNR) for every 1000 people in Plymouth.
2. Focusing on the water environment by:
  1. Ensuring our Bathing Water quality achieves an 'Excellent' standard under the new more stringent EU standards and continues to provide a high quality cultural, wildlife and recreation resource for the city. This work will be delivered with the support of South West Water, the Environment Agency and other partners.
  2. Sustainably managing the city's water environment by adopting a catchment based approach to ensure reductions in flood risk and enhanced water quality, wildlife and amenity value.
3. Delivering a cooperative approach to managing the network by:
  1. Developing a new model for managing natural spaces that enable communities to have more involvement and ownership of their local spaces.
  2. Enabling co-operative working with partners from other sectors, such as health, to manage the network in a manner that delivers for other agendas.
  3. Enabling new funding streams to be directed towards natural spaces, including taking a more entrepreneurial approach to revenue generation providing it does not result in exclusion or inequality of use.

The LPA will contribute to enhancing the natural network by:

1. Identifying and enhancing a functional natural network that crosses the city and links to the countryside and coast beyond the Plymouth boundary. This includes identifying

opportunities to create habitat and reconnect existing habitats through new corridors and stepping stones.

2. Assessing the impact of development on the function(s) of greenspaces and resisting development where it would result in an unacceptable conflict with the function(s) or characteristic of that greenspace.
3. Protecting, improving and encouraging the high quality management of our natural spaces and ensuring that protected and rare species can thrive.
4. Ensuring all new development delivers a positive benefit for wildlife through avoiding and limiting impacts, mitigating and/or compensating for unavoidable impacts and providing an enhancement of the wildlife value within the city.
5. Designating sites of intrinsic community value as 'Local Greenspaces'.
6. Protecting and valuing iconic landscapes, seascapes and views that define the city whilst enhancing the relationship between Plymouth and the surrounding landscapes that provide its enviable setting.
7. Ensuring SUDs within developments also, were practical, deliver biodiversity and amenity benefits in addition to water management.
8. Protecting and enhancing green space sites that enable a visual and physical connection to the water environment.



Plymouth has one of the most unique and diverse natural environments of any city in the country. Over 40 per cent of the city is designated as green space, and is surrounded by three AONB's, a European Marine Site and Dartmoor National Park. This provides an enviable setting and a distinctive collection of assets that can support the growth of the Plymouth. Green and blue spaces that are healthy and able to function naturally also provide solutions to climate change impacts, including reducing flooding, improving water quality and enabling wildlife to thrive.

The delivery of Plymouth's natural network will include green spaces (including parks, nature reserves, woodlands and allotments) and blue spaces (including rivers, streams, the coast and sea). As natural networks do not conform to administrative boundaries the delivery of the network will happen both within and around the city which will require cross border cooperation.

High quality natural spaces, and the network of links between them, are essential in the delivery of services that provide significant social, economic and environmental benefits. A high quality and properly functioning natural network will therefore provide the following:

- Space for recreation and relaxation - there is a key relationship between the quantity of accessible green space and quality of life. As Plymouth grows we must ensure that we provide high quality natural spaces that are accessible to everyone to enable them to access the health and wellbeing benefits these spaces offer.

- Playful spaces - the time children play outside during the week has halved in one generation. This shows how vital it now is to provide high quality places to play that are near to where children live and that families are confident to enjoy and explore.
- Engaging learning environments - The design of our natural spaces will therefore incorporate features that allow them to become exciting and thought provoking learning environments where students can flourish.
- Benefits to businesses - an attractive natural setting encourages inward investment and the relocation of businesses. As a result of Plymouth's distinctive natural environment, this will be a unique selling point for city businesses.
- Climate change support measures – the natural network will form an important part of the solution to managing the unavoidable impacts of climate change.
- Spaces for Nature - the city contains a wealth of rare and protected habitats and species that will thrive within the natural network.

## Policy 28

### **Reducing carbon emissions and adapting to climate change.**

The City will pursue the following approaches to deliver significant reductions in carbon emissions in Plymouth:

1. Encouraging and enabling large scale uptake of retrofit insulation, and renewable/low carbon energy generation equipment and infrastructure to existing buildings, and promoting other energy demand reduction measures.
2. Supporting and enabling the installation of renewable and low carbon energy generation capacity, including encouraging community owned installations and identifying land for large scale renewable energy installations.
3. Promoting and supporting exemplar low carbon development that adopts higher design and construction standards, such as BREEAM, Passivhaus, Code for Sustainable Homes etc.
4. Promoting the creation of infrastructure to supply low carbon heat through the delivery and expansion of district energy networks.
5. Support the development of resilient, efficient local energy markets through the identification and promotion of local opportunities for SMART energy infrastructure that helps to balance local supply and demand.
6. Seeking solutions that reduce the need to travel, and encourage the move towards sustainable modes of movement.

The LPA will promote development that reflects the risks posed by climate change and the need for society to move towards a low carbon future, by:

7. Encouraging development to take account of the likely changes in temperature, rainfall, wind and sea level in its design with the aim of mitigating carbon emissions and remaining resilient to the effects of changing climate.
8. Supporting delivery of zero carbon buildings through:

1. Encouraging developments to make best use of available passive solar energy though integrating the results of a solar masterplanning exercise into the scheme layout. The masterplan should show how solar gain has been optimised in the development, aiming to achieve a minimum Vertical Sky Component of 27 per cent, by providing a quantitative and qualitative report complying with *Site Layout Planning for Daylight and Sunlight: a guide to good practice* (BR209).
  2. Encouraging uptake of high building Fabric Energy Efficiency standards and use of low carbon energy generation technologies. All major development proposals should incorporate low carbon or renewable energy generation to achieve regulated carbon emissions levels of 20 per cent less than that required to comply with Building Regulations Part L 2013.
  3. Identifying 'Allowable Solutions' projects to provide developers with the opportunity for local off-site projects to achieve compliance with carbon emissions standards required through Building Regulations.
  4. Requiring major developments to connect to any existing district energy network in the locality or to be designed to be capable of connection to a future planned network. Where appropriate proportionate contributions to the completion or establishment of the network off-site will be sought.
9. Seeking solutions that deliver co-location of high energy users and consumers to ensure the efficient use of heat. Large scale energy generation proposals will be required to include measures to utilise waste heat from any combustion processes.



Research commissioned by the Council has established the main sources of carbon emissions from Plymouth. It indicates that the commercial and industrial sector is responsible for 39 per cent of the city's carbon dioxide emissions, the residential sector 34 per cent, and the transport sector 27 per cent. The research has identified the elements of a strategy, with associated targets for 2031, which could help deliver this challenging carbon reduction goal. These are supported by Policy 28. The success of the strategy will rely on proactive local implementation of national schemes to reduce energy use, drive energy efficiency in how we live, work and move around; and increase uptake of renewable forms of generation. The LPA will play an important role through seeking development that contributes to both mitigating and adapting to climate change. Sustainable design and construction will be integral to new development in Plymouth, and policy will aim to accelerate the achievement of zero carbon development. Development should minimise energy demand, maximise energy efficiency and integrate the use of renewable and low carbon energy.



## Policy 29

### Dealing with flood risk.

The City will manage risk in association with flooding by:

1. Working with South West Water, the Environment Agency and other relevant organisations including asset owners to ensure that Plymouth's flood defence, coast protection, drainage and sewerage infrastructure is sustainable and meets the requirements placed upon it by population growth and climate change. Flood defence, water supply and wastewater infrastructure requirements should be put in place in tandem with planned growth to avoid adverse social, economic and environmental impacts.
2. Working with Environment Agency and South West Water to align priorities for the efficient and effective management of tidal, fluvial and surface water flood risk, and to improve and ensure the effective functioning of the city's sewerage and drainage infrastructure.
3. Maintaining an emergency response plan, sufficient to address the risks to life and livelihood from extreme weather events.

The LPA will follow a sequential approach to flood risk management, by:

4. Only considering the development of sites with a greater risk of flooding where essential for regeneration or where necessary to meet the development requirements of the city.
5. Requiring development in areas at risk of flooding to be resilient to flooding through design and layout, and to incorporate sensitively designed mitigation measures, which may take the form of on-site flood defence works and/or a contribution towards or a commitment to undertake such off-site measures as may be necessary, in order to ensure that the development remains safe from flooding over its lifetime.
6. Requiring development to incorporate sustainable water management measures to minimise surface water run-off, in compliance with the Local Flood Risk Management Plan and National Standard for sustainable urban drainage, and ensure that it does not increase flood risks elsewhere.



Intense rainfall events are expected to continue to increase in frequency in the coming decades throughout the UK. Sea levels are rising and will continue to do so, and storms are expected to increase in frequency and severity.



UK climate projections indicate that by the 2080s there could be around three times as many days in winter with heavy rainfall (more than 25mm in a day). It is plausible that the amount of rain in extreme storms could increase locally by up to 40 per cent. Peak river flows in a typical catchment are predicted to increase between 11 per cent and 21 per cent and sea levels are anticipated to increase from between 12 and 42cm from 1990 levels.

National flood risk mapping indicates that there are 925 properties at risk of flooding (Flood Zone 3) in Plymouth from the sea or main rivers. There are an additional 3,291 properties at risk from surface water flooding. There is also a risk of damage to key transport infrastructure and services that would have a significant economic cost.

In order to mitigate these risks, the policy will help to:

- Reduce the amount of rainwater reaching the sewers and water courses in Plymouth.
- Improve the capacity of particular water courses and sewers, so that flood risk is significantly reduced during storm events.
- Restrict the volume and nature of development in risk areas, and ensure any development in these areas is resilient to flooding and coastal erosion/storm damage.
- Secure financial contributions to the maintenance and improvement of strategic drainage infrastructure, fluvial and tidal flood defences, and erosion defences.

## Policy 30

### Minimising Plymouth's waste.

The City will adopt an approach to waste management that strives to achieve the most sustainable solution, subject to the constraints of feasibility and financial viability. As such, the City will proactively support the development of a circular economy to gain maximum value from materials and products by keeping resources in use for as long as possible, and then recovering material value at the end of life. In order to achieve this outcome, the City will develop and keep under ongoing review a 'Plan for Waste', which will follow the waste management hierarchy which prioritises waste management in the following order: 1. Prevention; 2. Preparing for reuse; 3. Recycling; 4. Other recovery; 5. Disposal. Particular measures include:

1. Waste prevention. In order to sustain the delivery of high levels of waste reduction, the City will continue to actively undertake:
  1. Waste prevention and minimisation awareness raising campaigns and educational activities.
  2. Promote and support home composting for garden, vegetable and fruit wastes.
  3. Support the development of community composting schemes.
  4. Support those engaged in the development of a circular economy and the extension of product life.
2. Waste reuse. The City will continue to proactively assist community and voluntary groups, and businesses which seek to explore, pilot and develop reuse activities

and projects to generate economic and social value. In addition, it will use the planning process to:

1. Encourage the reuse of construction and demolition waste in the city in delivering regeneration and infrastructure projects that support the delivery of Plymouth's growth vision, and identifying a site for a facility to manage such waste arisings.
2. Require all planning applications for major development to include a site waste management plan demonstrating how the demolition, construction and operational phases of the development will minimise the generation of waste.
3. Waste recycling. After prevention and reuse options have been exhausted recycling will be prioritised. In this respect the City will enhance its recycling infrastructure, and will continually seek opportunities to support investment in its Materials Recycling Facility, Household Waste Recycling Centres and the expansion of these and other facilities as viable options for increasing recycling. In addition, it will use the planning process to ensure that new developments provide integrated facilities for the storage of recyclable and non-recyclable waste, allowing for the development of new technologies which deliver green and practical solutions to recycling in the home.
4. Waste recovery. In relation to residual waste that is still left to be managed and which is not committed as part of the waste stream committed to be processed through the Devonport North Yard Energy from Waste Plant, the City will strongly encourage the use of emerging green technologies for waste recovery. In this respect, the City will give proactive assistance to public sector organisations, community and voluntary groups, and businesses which seek to explore, pilot and develop the use of green technologies.
5. Municipal waste management outcomes. The City will minimise the amount of municipal waste that is landfilled, so that less than 2 per cent of waste arising are landfilled by 2016. Additionally, through the Plan for Waste, the City will identify detailed actions to achieve ambitious waste management outcomes to maximise the prevention, reuse and recycling of waste.
6. Proposals for Commercial and Industrial (C&I) facilities will need to demonstrate that there is a need for the facility and that there are no other appropriate facilities for waste management in a reasonable proximity. Landfill of C&I waste arisings will not be supported in Plymouth. In respect of the processing of incinerator bottom ash from the Energy from Waste plant, which forms part of the waste stream generated for Torbay and south and west Devon, the City will expect a regional solution to be found given the city's urban nature.



The management of all of the waste streams generated by people and businesses and that arise in Plymouth are guided by the waste hierarchy. These are identified as municipal, commercial and industrial, and construction and demolition waste. The principle that waste should be driven higher up the hierarchy is set out in Policy 30, in order to achieve the most

environmentally sustainable approach to waste management. The guiding principle behind this approach is that waste should be seen as a resource to be reused either directly or through recycling, rather than being disposed of.

From 2007 to 2014 waste municipal arisings have fallen by 18 per cent. Recycling rates have also improved significantly across the city. Plymouth's recycling rate, for municipal waste, has nearly doubled from just over 20 per cent in 2005 to nearly 40 per cent in 2013. These are real achievements for Plymouth and demonstrate the ability for progress to be made that the city can be proud of as it moves on the journey to becoming a greener city.

In this respect, it is important that the opportunities for enhancing the reputation of the city for environmental stewardship and as a green city is maximised. Waste as a resource and the waste hierarchy is an important part of this strategy.

## Policy 31

### Promoting Plymouth's heritage.

The City will ensure that the historic environment is promoted as a key element of local character and distinctiveness, forms a strategic context for regeneration and development, and is conserved as part of the city's cultural offer, by:

1. Safeguarding and where possible, enhancing historic assets and the character and setting of areas of acknowledged importance, including scheduled ancient monuments, listed buildings (both statutory and locally listed), registered parks and gardens, conservation areas and archaeological remains (including marine archaeology).
2. Encouraging communities to take ownership of their historic assets by understanding them, valuing them and working with owners to maintain and use them for the benefit of the community.
3. Ensuring that owners and those responsible for the management of historic buildings are aware of their responsibilities and maintain and care for those buildings.
4. Working with developers and investors to encourage them to see historic and culturally led regeneration as the first choice method to achieve the city's aspirations and to aspire to create a quality legacy for Plymouth. In this respect, development should make a positive contribution to local character and the enhancement of local distinctiveness in the city.
5. Maintaining a record of Plymouth's historic assets.



The historic environment is part of our everyday lives. It gives us a sense of place, wellbeing and cultural identity. The way we value and nurture our historic environment has the potential to bring economic, social and environmental benefits to Plymouth.

The Plymouth Plan seeks to celebrate and strengthen the unique quality and inherent value that historic assets and culture offer, as well as sharing and communicating the content contained within those assets. The City work together to understand the importance of the quality of the historic environment so that its additional and ancillary benefits are fully considered in decisions that affect, and are supported by, historic assets. Historic assets might also include intangible assets (e.g. memories), portable assets (e.g. film, photos and objects) and future assets (e.g. tomorrow's heritage).

It is also important to recognise that the quality and maintenance of heritage assets relies on the continued stewardship of existing owners and those accountable for the management of the buildings. Such stewardship must be recognised for its positive contribution in addition to being an expectation upon those in positions of management. The Council will maintain an up to date record of Plymouth's historic assets, drawing particular attention to heritage at risk.

## Policy 32

### **Place shaping and the quality of the built environment.**

Development proposals will be required to meet good standards of design and protect and improve the quality of the city's built environment through :

1. Ensuring that development complies with the principle of sustainable linked neighbourhoods.
2. Designing places that meet the needs of people who live, work and visit the city, either now or in the future, by recognising how people interact with their environment.
3. Positively contributing to the townscape and landscape of the city, especially at locations which are gateways to and along key routes into the city, to create positive first impressions.
4. Making efficient use of land and best use of existing assets by incorporating quality buildings, trees, hedges and other landscape features into the layout and design of schemes where possible and to the benefit of the development.
5. Ensuring that new dwellings and buildings have sufficient features and are of sufficient size and layout to provide good quality accommodation which meets the needs of their occupiers.
6. Ensuring that opportunities are taken to maximise the positive legacy of decisions by ensuring that the lifetime of buildings, the effects of continuing benefits and the quality of design has been considered.
7. Achieving a quality sense of place and character through the good design and urban greening, with particular attention to the design details of the scheme, opportunities to create public spaces and support the creation of quality walking and cycling routes through the scheme and to adjoining areas, and the use of landscaping and public art to create a strong local identity.
8. Having proper regard to the development's context and surroundings in terms of style, local distinctiveness, siting, layout, orientation, visual impact, local context and views, scale, massing, height, density, materials and detailing.

9. Ensuring that the layout and details of new development adequately contributes towards high standards of community safety.
10. Ensuring, where appropriate, equality of access and use for all sections of the community.



The quality of the built environment is important to meeting the aspirations of the city. It affects the way we interact with our city and can contribute positively to people's lives. Sometimes the benefits of design are overlooked, but the considerations set out above are intended to guide the way the city operates.

Policy 32 sets out some of the considerations the LPA will use to make decisions about the quality of design and the place shaping merits of planning applications. Policy 32 seeks to ensure that all development has regard to key design principles in support of the city vision for a high quality city. Design is not just about the architecture of a building. It is also about the spaces within which the development sits, the quality of the relationships between the development and surrounding areas, and the appropriateness of the function of the building in its context. Together these types of consideration combine to create high quality places that people find attractive and easy to live in. These characteristics therefore contribute to the creation of sustainable linked neighbourhoods through new development.

## Policy 33

### **Safeguarding environmental quality, function and amenity.**

Development proposals will be required to protect and improve the quality of the environment and protect amenity through:

1. Adequately considering the on and off-site impacts of the proposal on the physical environment, including the issues of climate change, flood risk, wildlife, biodiversity, water & air quality, land contamination, and odour, noise and light pollution.
2. Protecting the amenity of the area, including residential amenity in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping.
3. Ensuring that sustainable and safe transport provision is dealt with comprehensively, including consideration of: the impact on the transport network; provision of safe and convenient road traffic movement; provision of sustainable transport measures (including cycle parking facilities); and provision of safe and satisfactory vehicular access.
4. Ensuring that sufficient provision is made for parking in order to protect the amenity of surrounding residential areas and ensure safety of the highway network, whilst also seeking to limit the overall level of provision in order to promote sustainable travel.

5. Having reasonable consideration to the impact of the development on the transport network, including its implications on congestion and delay to the detriment of business and domestic travellers.
6. Recognising the relevance and importance of the Building for Life Criteria and utilising these tools when assessing the acceptability of development.
7. Adequately considering the opportunities to minimise the use of natural resources in the development over its lifetime, such as water, minerals and consumable products, by making the greatest possible reuse or recycling of materials in new construction, and by making best use of existing buildings and infrastructure.
8. Making adequate provision for the storage of waste, including recyclable materials, for collection, in a way which is a considered part of the design of the overall development.



Development can have negative impacts and it is important to ensure that they are not significantly harmful to the existing environment and residents. Policy 33 sets out general planning considerations relevant to the consideration of all planning applications. It is not a fully comprehensive list of all of the considerations. Rather, it builds upon the other policies of the Plymouth Plan to ensure that development takes place in the right locations and is designed to ensure acceptable impacts on others and on the environment. Whereas Policy 32 focuses on the quality of the design of new development, Policy 33 flags up those key areas where the impacts of new development upon existing residents of Plymouth and upon the quality of the city need to be weighed up against the benefits. Policy 33 will help to ensure that development takes places in a sustainable manner – having regard to the environmental, social and economic impacts.

### Question 10

Which policies do you most strongly support in this module?

Do you have any concerns about the content of any of the policies?

What changes would you suggest?

## **How we will know we have been successful - our measures of success of a growing city**

- A. The population has grown to achieve the city's ambition.
- B. Plymouth continues to be recognised as a leading Green City.
- C. Plymouth has a vibrant, productive and innovative business sector with a workforce that is paid a living wage.
- D. The people of Plymouth have the skills to be school ready and work ready to meet the needs of the city.
- E. Plymouth continues to strengthen the conditions for increased growth and investment including accelerated infrastructure delivery.



## Module Seven: The Strategy - How Plymouth will be an international city

### What we are trying to achieve - our strategic objective for an international city

#### Strategic Outcome

Plymouth is internationally renowned as Britain's Ocean City, harnessing the benefits of the city's outstanding waterfront and maritime heritage. The city is a major UK destination, with world class universities and research institutions recognised for their innovation, and a place where businesses can capitalise on a unique economic position and talented workforce. Visitors from around the world are welcomed to a city that provides a diverse cultural experience. Plymouth is an international city that local communities can enjoy, be a part of and be proud of.

Plymouth is a city with assets that are internationally significant. They are assets which if harnessed correctly will play a major role in supporting the long term transformation of the city and the achievement of its vision to be known as one of Europe's most vibrant waterfront cities.

Plymouth has a world class natural setting. With the backdrop of Dartmoor to the north, it has an outstanding waterfront with the deep harbour of Plymouth Sound to the south and the rivers of the Plym and Tamar to the east and west. It is also in close proximity to some of the best beaches and landscapes in the UK.

The city's maritime heritage is one of world-wide significance, including Sir Francis Drake and the Spanish Armada and the sailing of the Pilgrim Fathers from the Mayflower Steps situated in the historic Barbican. With dramatic views across the Sound, Plymouth Hoe also provides a natural auditorium for national and international events and is the location of the iconic Smeaton's Tower and one of the finest art deco lidos in England.

Plymouth plays host to significant national attractions with one of the finest regional theatres in the country (The Theatre Royal), the National Marine Aquarium and Plymouth's Life Centre.

The city has considerable marine and advanced manufacturing strengths, with a number of international businesses, and there is clearly potential for businesses to do more to reap the economic rewards from international trade, while our universities and research institutions continue to attract attention around the world.

These unique assets provide an excellent foundation for the city's international aspirations and must be used to Plymouth's advantage, building on the existing sense of pride in the city. On the journey to becoming an international city, the citizens and communities of Plymouth will remain at the heart of the city's ambitions and share in the benefits of its achievements.

Building on existing strengths there will be many exciting opportunities ahead and we must ensure that Plymouth is well placed to grasp these and truly realise its international potential.

## Strategic Objective 6

### Delivering the international city.

To enhance Plymouth's profile as an international city where the city projects itself to the wider world to people who might invest, study or visit the city; to encourage and support Plymouth's businesses to engage in trading terms in an increasingly global market place; and to ensure the city fulfils its potential as a distinctive, dynamic cultural centre of international renown. This will be achieved by:

1. Raising the profile of Plymouth internationally through it's Britain's Ocean City brand.
2. Promoting Plymouth as an internationally competitive tourist destination, providing an accessible and well connected visitor experience, which capitalises on the city's world class waterfront and maritime heritage and delivers a long standing economic legacy for the city.
3. Supporting the growth of internationally significant businesses, attracting new investment into the city and encouraging all businesses to expand trading in the global market place.
4. Establishing Plymouth as a distinctive, vibrant, cultural city known on the international stage for its rich heritage, creative industries and unparalleled natural setting, having an equally strong appeal for residents, visitors and investors.
5. Recognising Plymouth internationally as a leading green city.
6. Further developing our universities and research institutions which are widely known for their innovation and world-class assets.
7. Delivering a strong, diverse and dynamic city that welcomes new residents, students and visitors and that celebrates cultural diversity.



## Question 11

Do you agree that Strategic Objective 7 picks up the key measures that need to be delivered to enhance Plymouth's international profile? What gaps are there in the objective?

## What we are going to do - our policies for an international city

### Policy 34

#### Implementing Britain's Ocean City.

The City will create world-wide recognition and interest in Plymouth to bring in more investment, attract more visitors and make Plymouth's case at a national and international level using the Britain's Ocean City brand, by:

1. Raising the international profile of Plymouth by increasingly and consistently promoting the Britain's Ocean City brand in all promotional plans for Plymouth.
2. Investigating opportunities to build and strengthen links with other cities around the world for mutual benefit. This will include:
  1. Exploring the benefits of increased international links on trade and tourism.
  2. Identifying a coordinated approach to maximising the city's collective international links through businesses, visitors, education and research institutions and the Council.
  3. Exploring opportunities for schools and colleges to further strengthen international relationships through learning.



At the heart of this policy is Plymouth as a city that citizens and communities can be proud of and that attracts more and more people to the visit and invest. The city must promote itself with real pride, in a way that communicates complete confidence in Plymouth's unique assets. It's Britain's Ocean City brand will help promote the city's competitive advantages and create worldwide recognition and interest. The city's waterfront is its strongest asset; it is a place that captures Plymouth's history and showcases the city at its best.

Strengthening existing relationships with cities such as Brest in France and Plymouth, Massachusetts, and identifying opportunities to build new relationships for the benefits of trade, culture and tourism should be explored. The Mayflower 2020 celebrations are an excellent opportunity to present Britain's Ocean City to the world, raising the profile and reputation of Plymouth across the globe through commercial and cultural activities.

The city already has a number of established international links through educational institutions in France, Ghana, China and the Gambia to name a few. Building international links is increasingly important in a globalised society and international educational links provide opportunities for young people to learn the values and cultures of different societies while developing their ICT, language, professional and enterprising skills.

The Council, businesses, creative sector, education and research institutions must come together to collectively advocate for Plymouth and its citizens, to put Britain's Ocean City on the international map.

## Policy 35

### **Plymouth in the global market place.**

The City will actively work to promote Plymouth's position in the global market place, building on the strengths that the city already has, particularly in relation to marine sciences and high technology manufacturing. The City will encourage business growth and inward investment and assist more businesses to export and access new markets.



Plymouth needs to continue to play to its strengths. It needs to take account of what makes the city stand out in an increasingly crowded global marketplace to foster and attract enterprise and investment. The City must help more businesses to start trading internationally and support those currently exporting to exploit new markets as set out in Policy 20. Businesses that export tend to experience higher levels of productivity, improved competitiveness in domestic markets and by tapping into global markets, greater incentives to innovate. In order to ensure that Plymouth has international links that provide businesses with access to wider markets for the movement of goods and services and which supports a vibrant visitor economy, it is important to safeguard and support the city's strategic connectivity to global markets as set out in Policy 7.

There is also a need to build on the successes of the Plymouth and South West Peninsula City Deal to drive productivity led growth and exploit the commercial potential of our marine technology, knowledge and natural assets. The Mayflower 2020 celebrations will also be a pivotal moment for the city's economy, raising the profile and reputation of Plymouth in global markets through the development of trade links with US businesses, culminating in a Mayflower 2020 trade expo.

## Policy 36

### **Positioning Plymouth as a major UK destination.**

The City will support and secure additional investment in its visitor economy through:

1. Delivering a strategic programme of major events, including the Mayflower 2020 celebrations, which deliver a long term economic legacy for the city.
2. Ensuring that Plymouth provides a high quality and high capacity visitor accommodation offer in its main areas for tourism and business, including:

1. Identifying and protecting strategic opportunities for new high quality hotels, especially on sites which reinforce Plymouth's unique assets such as its waterfront, heritage and culture, including offering views over Plymouth Sound.
2. Resisting the loss of existing hotels and other forms of visitor accommodation, particularly those that provide high quality accommodation.
3. Supporting investment in alternative visitor accommodation models such as high quality self-catering accommodation, serviced apartments or improving the offer currently provided.
3. Recognising Plymouth as a destination for high quality restaurants and catering, and supporting proposals that strengthen this offer.
4. Supporting provision of a new cruise liner terminal at Millbay Docks.
5. Enhancing the overall experience of visitors in travelling to and within the city through:
  1. Promoting high quality public transport into and around the city, with efficient transport management for major events.
  2. Transforming the city's key gateways through public realm and highway improvements to ensure that a positive impression of the city is achieved, including Plymouth railway station and coach station.



Tourist demand for Plymouth is growing and significant efforts are being made to increase visitor numbers through events planning and improving the destination offer. In particular, the Mayflower 2020 celebrations are a key focal point and opportunity for enhancing the tourism experience. The visitor economy attracts significant numbers of visitors annually. In 2012, 5.5m visitors visited the city and contributed £314 million to the economy. Culture and heritage must be an integral part of the visitor experience and part of the reason they choose Plymouth.

In 2020 the City of Plymouth, Plymouth Massachusetts and their wider partners in the US and UK will commemorate and celebrate the 400-year anniversary of the sailing of the Mayflower. Plymouth has ambitions for this celebration to be a year of both national and international significance for the city that will bring about commercial opportunities and create a truly transatlantic cultural celebration fit for a global audience.

It is essential that if Plymouth is to become a major UK destination then it must provide outstanding quality facilities and amenities to welcome visitors to the city. This is not only important for attracting visitors and investors but is also important for the reputation of the city and repeat business which in turn will help to support the city's growth agenda. In addition, Plymouth Hoe and Plymouth Sound is a major asset to be used for major events, which bring economic impact not just in terms of spend but also supply chain opportunities for local businesses.

There is clear and evidenced potential for new hotel supply in the form of a 4 star hotel with high standards, leisure facilities and international brand to benefit from a global distribution system. The ideal site characteristics for new high quality hotels in Plymouth include: good views to sights that make Plymouth unique and good access to the main business and tourist areas.

Plymouth also has a growing reputation as a destination for high quality restaurants and catering on which it should build. This offer ranges from high-end restaurants with world-class chefs through to excellent mid-range offerings and great pubs and cafés. The city also promotes and celebrates the food and culinary traditions of all cultures through public events such as Plymouth's Flavourfest. The main food quarters, both Royal William Yard and the Barbican provide both residents and visitors with fantastic environments to eat and drink.

Large cruise liner operators are attracted by the offer that Plymouth and the wider region can provide, and visits have included Princess Cruise Line's Royal Princess and Crown Princess and the Royal Caribbean Splendour of the Seas. There is a real opportunity for the city to provide purpose built facilities to deliver the infrastructure that would support Plymouth in the Northern Europe cruise market.

Improving the sense of arrival and departure to and from the city through ensuring that the city has a high quality transport infrastructure which is welcoming, easy to use and efficient for citizens, visitors and businesses alike is also important to ensuring that a positive impression of the city is achieved.

### Policy 37

#### **Delivering a distinctive, dynamic cultural centre of regional, national and international renown.**

The City will support a thriving arts and cultural sector and promote Plymouth's reputation at a national and international level by:

1. Developing a major international cultural programme stimulating trade and investment with cities in Europe, the U.S. and China.
2. Establishing three cultural hubs in the following general locations:
  1. Royal Parade, Hoe and historic waterfront (to include Royal William Yard, Millbay and the Barbican)
  2. North Hill / Tavistock Place (including the area around Plymouth University, College of Art, Museum and proposed History Centre).
  3. Devonport (centred around Devonport Guildhall, Market building, and Plymouth Music Zone and Music Hub)
3. Supporting the cultural hubs and the places that connect the hubs as locations where it will be easier for people to occupy temporarily vacant spaces for artistic and cultural ventures and to develop and provide more music venues for local and underground



talent, and seeking to build on opportunities to stimulate further cultural opportunities across the city.

4. Raising the profile of key cultural assets, including the Theatre Royal, National Marine Aquarium and Plymouth Arts Centre.
5. Investing in the delivery of major new cultural assets, including the Plymouth History Centre.
6. Delivering public art through key infrastructure and development proposals at key gateway locations.



Plymouth's unique geography and access to the international community, combined with its rich higher education institutions and cultural and creative organisations places the city in a prime position to engage strategically with international cities from mainland Europe, East Coast U.S and China. In order to attract interest in international trade and investment, and draw more visitors to the city, Plymouth needs to collaborate more with the cultural sector internationally. Through an international cultural programme that stimulates trade and investment with cities in Europe, U.S and China, there is an opportunity for Plymouth to place itself as a major centre for international collaboration in the south west of England.

The Plymouth Plan seeks to support cultural activities and experiences in communities across the whole of Plymouth through a 'hub and spoke' concept. The policy sets out proposals for establishing three cultural hubs in the locations of Royal Parade, Hoe and historic waterfront, North Hill / Tavistock Place and Devonport which build on existing community activity, assets and infrastructure. Investment in the three hubs will seek to stimulate further cultural opportunities across the city that gives greater local accessibility to cultural activities.

Developing a distinctive and dynamic cultural sector in Plymouth that will unlock the potential of the city's arts, creative sector and cultural heritage will help raise the profile of Plymouth and support the visitor economy. It will also provide opportunities for local communities and attract those seeking to re-locate for business offering a lifestyle that cannot be found elsewhere, with arts, music, drama, comedy and entertainment forming a unique city identity that supports growth.

## Policy 38

### **Celebrating Plymouth's sporting excellence.**

The City will promote and celebrate Plymouth's reputation for sporting success and its provision of first class sports facilities by:

1. Establishing Plymouth as a nationally and internationally recognised venue for sporting events, particularly in aquatic and water sports.



2. Seeking opportunities to celebrate the successes of the city's sport's clubs and athletes, and assisting them to expand and improve their facilities and performance.
3. Working with the University College of St Mark and St John, and with the University of Plymouth, to raise the profile of their sports specialism, particularly the work with elite athletes.



Plymouth has some of the best sailing waters in the country, and has hosted a number of prestigious competitive sailing events including the America's Cup World Series in 2011 and the Rolex Fastnet in 2013. Plymouth Life Centre also has aquatic facilities that are the largest of their kind in southern England and were used by a number of international swimming and diving teams in preparation for the London 2012 Olympics.

The city has an enviable range of sporting attractions and nationally significant sports training facilities. In Plymouth Argyle it has a football team in the national leagues which is starting to see success after a period of difficulty. Plymouth Albion represents the city in Rugby Union leagues whereas Plymouth Raiders feature in the national basketball leagues. The University College of St Mark and St John is well established nationally as a university specialising in sports and training elite athletes.

## Policy 39

### Enhancing Plymouth's 'green city' credentials.

The City will actively pursue measures that build upon its current strengths in green technologies as well as its exceptional natural environment, to become one of the leading green cities in Europe. This will include:

1. Developing and promoting our contribution to managing climate change and sea level rise through continuing to pursue ambitious carbon emission targets and proactive green space management, and putting in place infrastructure to enable businesses to make the transition to a low carbon economy.
2. Promoting our marine renewable energy technological and operational expertise, through the creation and promotion of a Marine Renewable Energy Hub and a well-trained and qualified, carbon-literate workforce able to recognise and respond to the green growth opportunities of a low carbon economy. This will provide a basis for inward investment and international collaborations in the energy sector.
3. Continuing to lead the way nationally in natural infrastructure delivery.



The policy builds on the City's commitment to be a leading green city. This means working to substantially reduce carbon emissions and therefore making our own contribution to the international effort to manage climate change. This commitment includes big efforts to help people and businesses to save energy, to generate low carbon energy within the city, and to reduce transport-related carbon emissions and utilise the services nature provides.

It is recognised that climate change will have unavoidable impacts for which we must prepare. In particular, improving resilience to flood risk from heavy rainfall and rising sea levels, and to wave damage from the sea. Our commitment to sustainable development is also reflected in our policies on waste management, natural space enhancement and local food, for example.

## Policy 40

### **Supporting world class universities and research institutions.**

The City will support the continued growth of its higher education and research institutions to raise their profile internationally by:

1. Recognising the competitive strengths of the city's higher education and research institutions and supporting their development and marketing on an international stage
2. Providing the physical space, networks and facilities to capture the commercialisation of our strong knowledge base into new higher value, exporting businesses.

Masterplanning processes will be strongly encouraged to ensure that future investment delivers high quality design reflecting their growing status and to deliver maximum benefits for Plymouth's economy and the local communities that live nearby.



The city has a significant pool of knowledge and innovative potential, with an extensive network of renowned universities, colleges and research facilities.

The city's considerable strengths in marine science and technology include research institutions such as Plymouth Marine Laboratories, Marine Biological Association, and South West Marine Energy Park, backed by a number of leading companies in the marine technology sector (including Babcock in Plymouth and Appledore and Princess Yachts) in various locations in Plymouth and the South Hams.

Plymouth's marine research institutes present a unique research and development opportunity with the combination of expertise in marine science, education, and technology. Together these organisations put Plymouth in a unique position within the UK and internationally to derive scientific, academic, and economic benefits for the local community, the region and the UK. Plymouth therefore provides opportunities for governments, agencies and industry

through technology transfer, joint ventures, collaborative research, international partnerships and multi-disciplinary conservation efforts. Embedded within the science base is also a unique capability for the dissemination of knowledge and public understanding of science.

The University of Plymouth's Marine Innovation Centre (MARIC) operates across the south west, with offices in Plymouth, the Brixham Blue Environmental Hub and an outreach office at the Bristol & Bath Science Park. This Business Technology Centre operates across the region making intelligent connections between SMEs and academia, to help increase the competitiveness of the south west marine sector businesses. The Centre provides an intelligent brokerage service to support SMEs access the knowledge, expertise and world class facilities that sit in the marine institutions, universities and public sector research establishments. The University Technical College also supports the city in becoming a world leader in marine technology as a centre of educational excellence for marine engineering and advanced manufacturing.

Plymouth's rapidly developing medical and health care sector includes a mix of activity from teaching to medical-engineering, medical informatics and bio-medical science. Plymouth Hospitals NHS Trust is the largest hospital trust in the south west peninsula and is a teaching trust that works with the Peninsula Medical School and the University of Plymouth conducting a wide research programme. Plymouth University is the leading provider of health care training in the south west with its own medical and dental schools.

The city is developing a growing knowledge-based manufacturing and service industry by linking to the work of the university, hospital and the advanced engineering sector. Plymouth Science Park hosts some of the most innovative businesses in the south west which include medical, science, technology and knowledge-based companies. The Plymouth International Medical and Technology Park has supported Derriford to become a centre of excellence for knowledge-based industries.

Plymouth is also increasingly recognised as having a diverse and vibrant creative industries sector which includes creative and digital media, audio-visual, design, TV and film production and visual arts, music technology and software games development. Plymouth College of Art is a specialist provider of education in art, craft, design and media which aspires to develop its distinctive profile of work nationally and internationally. The college runs a busy national and international programme of visiting artists, exhibitions, public events and partnership activities. The University of Plymouth Peninsula Arts also hosts the largest contemporary art space in Plymouth with year round exhibitions from local and international artists.

While the University College of St Mark & St John has a reputation for sporting excellence with one of the most comprehensive programmes of sport participation, performance, education and research in the UK. It is renowned for its world-class facilities and expertise which it is committed to sharing with international partners.

## Policy 41

### Celebrating diverse communities.

As the city grows and attracts new international businesses, visitors and students, Plymouth will need to strengthen its reputation as a welcoming, multicultural city where a broad range of partners promote the benefits of diversity and challenge unfair discrimination. Plymouth will be a fair city where people take pride in their communities, are listened to and can make a real contribution to Plymouth as a place to live, work and visit.

The City will:

1. Ensure that the needs of different communities of geography, identity and interest are respected, celebrated and are enabled to make a positive contribution to the city.
2. Ensure that people feel safe and secure, with good levels of community cohesion and where people from different backgrounds get on well together.
3. Ensure that as service providers it understands and responds to the needs of Plymouth's increasingly diverse communities and service users.



If Plymouth is to fulfil its city vision and deliver an ambitious growth agenda it must strengthen its reputation as a welcoming city with good community cohesion. Community cohesion is a state of harmony between people from different backgrounds living within a community and is strongly linked to the concept of social capital. A socially cohesive society is one that 'works towards the wellbeing of its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust and offers its members the opportunity of upward mobility' (OECD 2012:14). Strong and positive relationships are developed between people from different backgrounds and circumstances, in the workplace, schools and within neighbourhoods. 'Guidance on community cohesion' (LGA, Dec 2002) and 'Community cohesion - an action guide' (LGA, 2004).

As the population of Plymouth grows, we will become more diverse with a growing number of people from different backgrounds. It is therefore essential that we celebrate this diversity, harness talent and ensure an outstanding quality of life for everyone – newcomers and established populations alike. Our approach will help ensure Plymouth has a strong reputation and is an attractive, safe place to live, visit, work and invest in, and one which understands and provides for different cultural needs.

### Question 12

Which policies do you most strongly support in this module?

Do you have any concerns about the content of any of the policies?

What changes would you suggest?

### **How we will know we have been successful - our measures of success of an international city**

- A. Plymouth continues to improve its diverse cultural and sporting experience with major events, good food and hospitality offer.
- B. Plymouth is internationally renowned as a leading UK tourist destination.
- C. Plymouth is recognised internationally for expertise in marine science and high technology manufacturing.
- D. Plymouth's reputation for world class universities and research institutions continues to grow.
- E. Plymouth's reputation is strengthened as a welcoming, multicultural city where a broad range of partners promote the benefits of diversity.

## Module Eight: The Spatial Strategy - Where change will take place

### What we are trying to achieve - our spatial strategy

Plymouth's spatial strategy operates at four levels:

1. The Plymouth sub region, which represents the area around the city where functional relationships are the strongest and also includes the city's marine context.
2. The Plymouth Principal Urban Area, which incorporates those parts of Plymouth's urban fringe that are part of the wider urban area (e.g. Woolwell, Langage) and those locations where major development is committed (e.g. Sherford).
3. Plymouth's administrative area.
4. Individual areas of Plymouth, including the City Centre as well as the city's neighbourhoods.

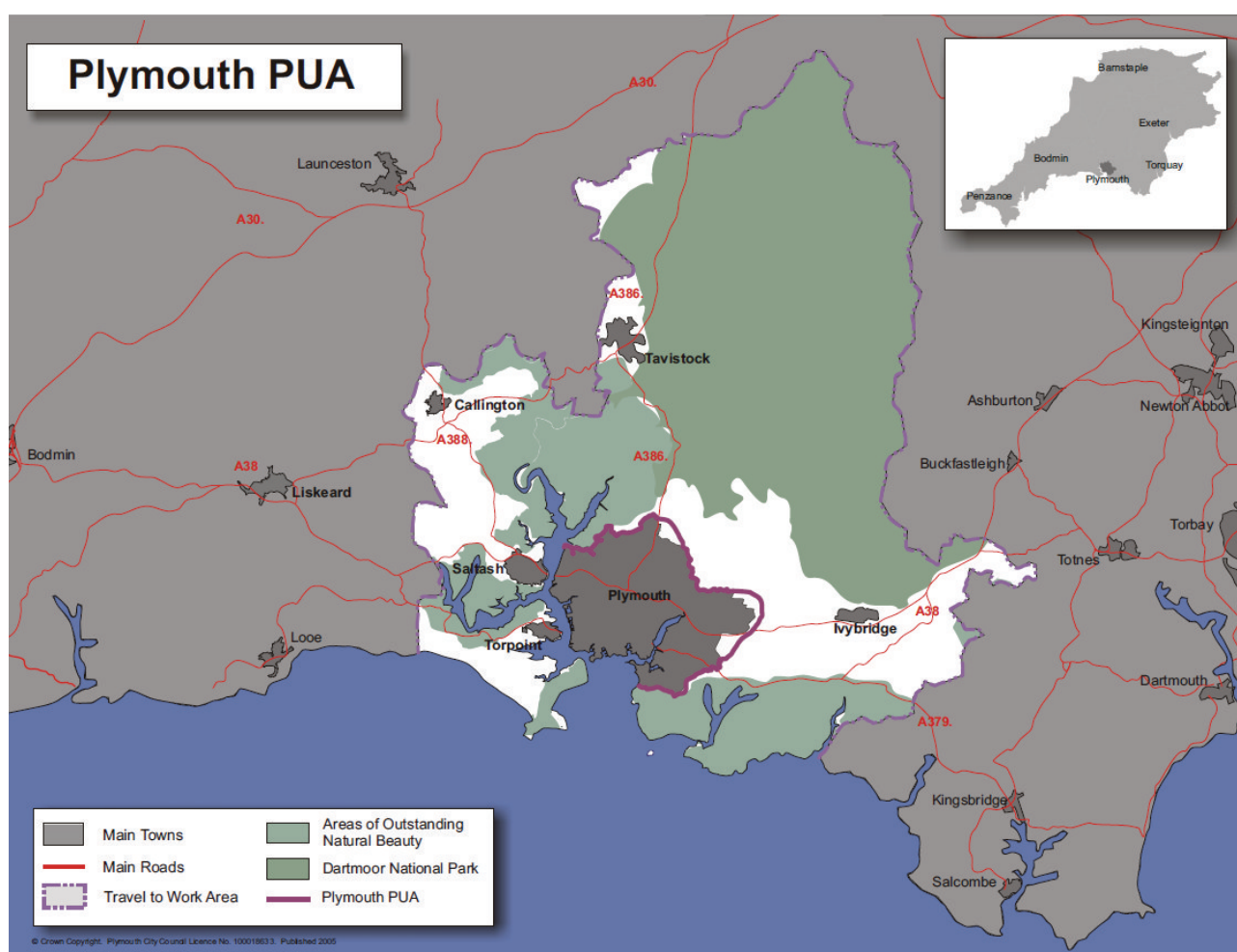


Figure 4: Plymouth sub-region and Principal Urban Area



The Plymouth Plan addresses these levels in a number of ways.

In relation to the sub region, it sets out key strategic principles that it is seeking to deliver, in co-operation with the adjoining local authorities and, where appropriate, the responsible bodies for the marine areas. The Council's hope is that these principles will be incorporated into each of the area's local plans.

In relation to the Principal Urban Area and the city's administrative boundaries, it sets out the key principles relating to the future growth of the city, particularly in relation to meeting the city's housing and employment needs, and it provides a context for the site allocations in Part Two of the Plymouth Plan and the preparation by local communities of neighbourhood plans.

## Strategic Objective 7

### Delivering effective strategic planning for the sub region.

To deliver an integrated and co-operative approach to the strategic planning of the sub region of Plymouth, South East Cornwall and South West Devon, based upon the following principles:

1. Plymouth's role as a major centre of employment and higher-level services for the sub region, a regional transport hub, and a market place for rural businesses, fisheries, agriculture and tourism, to be acknowledged and strengthened.
2. Plymouth's growth to be focused around the creation of a city of sustainable linked neighbourhoods.
3. The self-sufficiency and vitality and distinctiveness of key settlements and market towns to be strengthened so that they function as sustainable communities in their own right, recognising the functional economic and social linkages that people in the sub region have with Plymouth.
4. Growth and change throughout the sub region to be managed in a way which safeguards the special environmental quality and local distinctiveness of the city, the surrounding rural areas and adjacent marine waters, using these as positive assets to enhance the prosperity of the area.
5. Delivery of a cross border approach to ensure that the strategic infrastructure needs of the city and the sub region are provided for as growth takes place.
6. Delivery of strong and integrated public transport, including water transport, to be provided to connect Plymouth and surrounding communities.





Local planning authorities (LPAs) have a statutory obligation (through what is known as the 'duty to co-operate') to identify cross boundary issues that affect the delivery of growth in their areas and to work together to manage the implications for neighbouring areas. This includes not just neighbouring authorities, but also extends out into our marine waters. The starting point for such co-operative working is the establishment of some shared principles that can then be followed through into the detailed policies and levels of provision (particularly in relation to housing and employment land) in each affected local plan. This will help enable all of the LPAs ensure that their local plans set out strategies within a clear understanding of the relationships and roles of the various settlements in the sub region, and particularly the relationship to Plymouth as the higher order centre.

Strategic Objective 7 sets out the key principles that the LPA feels should guide planning at a 'larger than local' level. These seek to build on many years of working at a sub regional level, initially through joint working on the now defunct Regional Spatial Strategy and more recently through the Plymouth Sub Region Duty to Cooperate Meeting, which has convened on a regular (and at least quarterly) basis since December 2012. The principles aim to reflect positively the aspirations of each LPA as set out below and as illustrated in Figure 5:

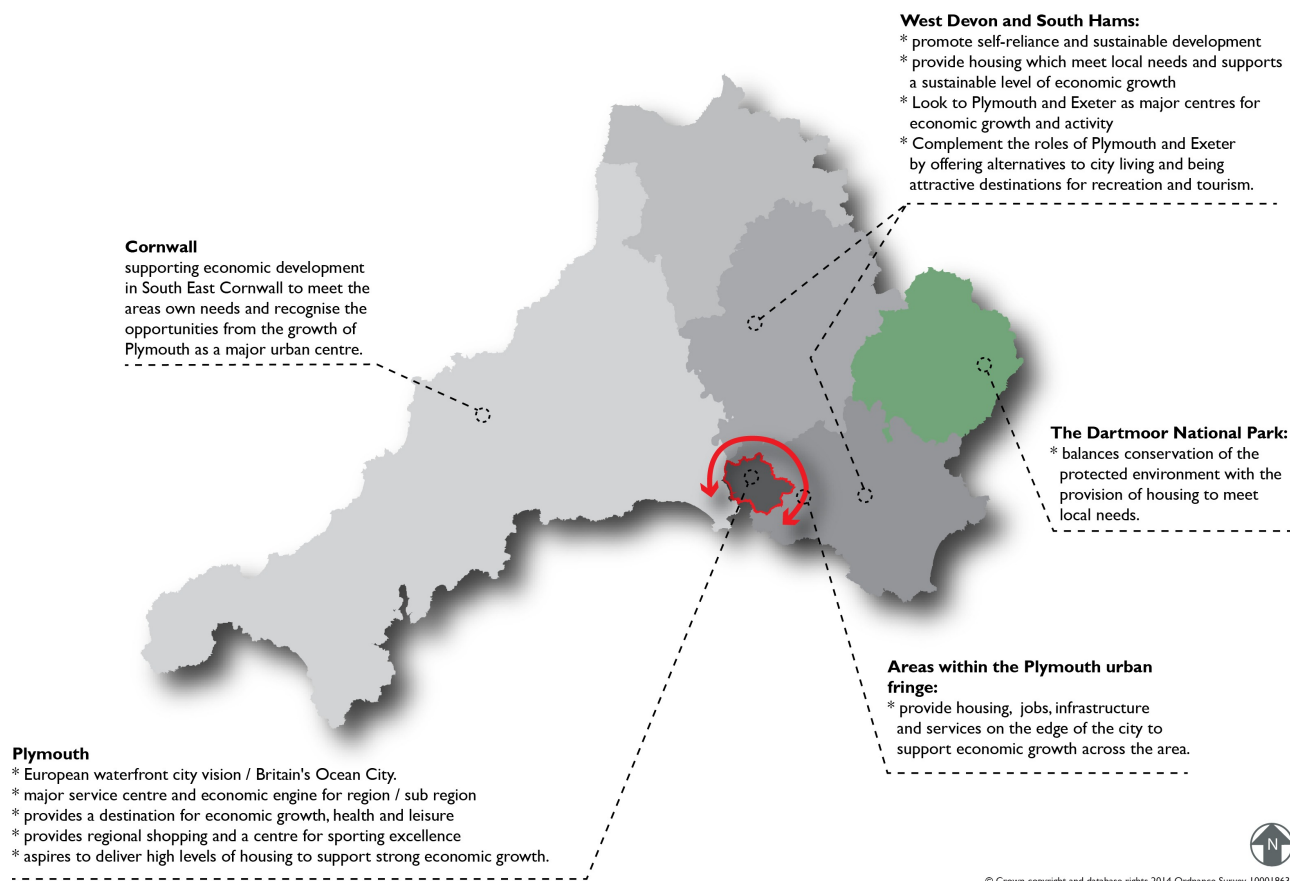
**Plymouth** – Britain's Ocean City; one of Europe's most vibrant waterfront cities; the major service centre and economic powerhouse for the sub region; the main destination for economic growth and marine industries, higher-level health and leisure services, a regional shopping destination and a centre of sporting excellence; high levels of housing growth to support its strong economic growth.

**West Devon and South Hams** – Promote self reliance and sustainable development; provide housing which meets local needs and supports a sustainable level of economic growth; look to Plymouth and Exeter as major centres for economic growth and activity; complement the roles of Plymouth and Exeter by offering alternatives to city living and being attractive destinations for recreation and tourism.

**Dartmoor National Park** – Balance conservation of the protected environment with the provision of housing to meet local needs.

**Cornwall** – Supporting economic development in South East Cornwall to meet the area's own needs and recognise the opportunities from the growth of Plymouth as a major urban centre.

Strategic Objective 7 takes into consideration both the opportunities and issues created by a growing city situated in a sub region with a very coastal and rural character and particularly high quality environments of national importance. The principles acknowledge the inter-dependencies that the city and the sub region have, and provide for outcomes that will benefit all people in the area by allowing for the growth of the Plymouth within the context of a strong and sustainable rural environment.



**Figure 5: Plymouth sub-region high level aspirations**

There is a strong and established set of functional relationships between Plymouth and its sub region. Plymouth's travel to work area extends from Ivybridge in the east to Liskeard in the west, and to Tavistock in the north. Within this area, over 70% of all jobs are found within the city. Many people from the wider area travel to Plymouth for work, and in return the city's economic potential is based on attracting workers from these areas and promoting a city which is set within a world class environment. Plymouth is the most frequent destination for work from areas in south west Devon and south east Cornwall. For example, 73% of trips from Wembury and 50% of trips from Liskeard are to the city. This pattern is repeated across the area with some wards closer to the city in Cornwall and Devon seeing nearly three quarters of all commuting trips to Plymouth. These linkages are repeated in the housing market with the Plymouth Housing Market Area extending into south west Devon and south east Cornwall. They are also reflected in relation to shopping, where it is notable that the first choice destination for non food shopping trips for three quarters of people in parts of south east Cornwall is Plymouth. Even for locations further afield such as Liskeard, half of all first choice non food shopping trips are to Plymouth.

Strategic Objective 7 draws attention to the need to plan together for infrastructure improvements, and particularly to look closely at transport infrastructure connecting Plymouth to its sub region.

Particular challenges exist in relation to links from Cornwall. Movements across the Tamar are constrained by the capacity of the bridges and the ferries. Capacity on the Tamar road bridge is managed through the use of a tidal flow system, but this means that capacity out of the city in the mornings and into the city in the evenings is sacrificed to accommodate commuter flows into Plymouth in the mornings and out of Plymouth in the evenings. The bridge is coping but it and the wider strategic road network is vulnerable to increases in demand, and this has an implication for the role the Cornwall part of the Principal Urban Area is able to play in supporting sub regional growth. Given the inter-dependence between south east Cornwall and Plymouth for growth, jobs, housing, health and leisure, these functional links and needs will be explored in detail with the affected communities and stakeholders. Provision will need to be made further transport investment on Plymouth's western approaches, including potentially a new park & ride site.

There are also important cross-border transport infrastructure needs looking east and north. Investment is required and programmed to link the Sherford new community with Plymouth, including improvements to the Deep Lane junction on the A38 and a new park & ride site as part of suite of transport measures along Plymouth's eastern corridor. Furthermore, there is a long standing aspiration to restore that Tavistock to Plymouth rail link which will help ease congestion on the A386 and provide better access to the city for residents of West Devon.

Cross-border co-operation is also needed for other types of infrastructure. For example, communities outside of Plymouth seek access to schools, sports facilities, local centres and recycling facilities within the city.

Additionally, there is a need to identify and develop an approach to the areas of sensitive landscape, and the natural networks which surround Plymouth and which form its high quality natural setting. The setting of the city is created by Plymouth Sound and the Tamar Estuary, and its associated seascapes to the south, along with the high quality adjacent coastal landscapes of the South Devon and Cornwall Areas of Outstanding Natural Beauty. To the north, the city merges within a short distance into Dartmoor National Park and the Tamar Valley Area of Outstanding Natural Beauty. Green networks like the Plym Valley form an important link between the city and these spaces, forming important habitats as well as much loved recreational resources for people from Plymouth and its wider region.

## Strategic Objective 8

### **Delivering an effective spatial strategy for Plymouth.**

To manage change and growth in Plymouth in accordance with the following spatial principles and priorities:

1. Priority to be given to delivering major growth in the city's primary economic nodes of the City Centre / Waterfront and Derriford / Northern Corridor, as well as the Eastern Corridor, in order to drive a step-change in Plymouth's economy and housing delivery.

2. Priority to be given to meeting Plymouth's housing need within the city's administrative boundaries provided that this can be delivered on appropriate sites and in a way which supports quality places and sustainable linked neighbourhoods.
3. Future housing growth outside of the city's boundaries, if required, to be provided in the most sustainable locations at the north-eastern or eastern fringes of the city, and be delivered in line with the principles of quality places and sustainable linked neighbourhoods.
4. Priority to be given to meeting the city's employment and economic development needs with Plymouth's Principal Urban Area.
5. Plymouth's waterfront to be safeguarded and managed such that it fulfils its role in strengthening Plymouth's economy, supporting the UK's strategic defence needs, providing quality recreational spaces for the city's population and visitors to enjoy, supporting the strengthening of disadvantaged communities, celebrating Plymouth's cultural and maritime heritage, enriching the city's biodiversity and meeting the needs of sustainable flood management.
6. The Derriford area to be intensified to provide a new heart and focal point for the communities in the north of Plymouth, with new commercial, residential, community, educational and health developments and strategic green space.
7. A proactive approach to be taken to strengthen local communities, particularly in the west and north-west of Plymouth and in some central locations.



The Plymouth Core Strategy (Adopted 2007) identified three spatial priorities for change and growth, namely: the City Centre / Waterfront; the Northern Corridor (with Derriford is at its heart); and the Eastern Corridor (which includes Morley Park but also Sherford, which is predominantly in the South Hams). These were identified because of their strategic importance from an economic perspective and their great potential for change and growth. They remain the parts of Plymouth with the greatest opportunity for significant growth, and the Plymouth Plan maintains them as the city's priority Growth Areas.

The Derriford area has a particularly significant role to play in providing a new heart for the north of Plymouth. It is strategically located in relation to public transport routes and the geography and topography of the city. Additionally, it's currently low density and disparate use of land, it's existing high value and regionally / sub regionally significant health, education, and employment facilities, and it's relationship to important natural spaces and heritage provide a unique opportunity to deliver a transformational scale of growth and regeneration which will be significant at a regional level.

However, these are not the only areas where change is needed. Although not all parts of the city are likely to receive large amounts of new housing or economic development, the plan seeks to support the creation of a high quality city of sustainable linked neighbourhoods for everyone. Some parts of the city have a particular need for further regeneration and the

strengthening of the local community. Where this is the case the City Council will take a proactive approach, with its partners, to support and enable positive change to happen within these communities.

The LPA's preferred approach to housing development and growth is to optimise the amount of development taking place within the administrative boundary, but within the context of safeguarding greenspace, employment sites and community assets to ensure that a high quality and attractive built environment is created. Under this 'quality city' agenda, based on the findings of the Plymouth Strategic Housing Land Availability Assessment 2014, about 15,500 new dwellings can be accommodated within Plymouth's boundaries (this figure will be tested through work planned on a Land Availability Assessment of Plymouth, taking place in 2015). The city's housing need for 2031 is estimated at 22,766 dwellings, so approximately 7,266 dwellings may need to be found outside of the city boundaries. The Sherford new community currently plans to deliver 5,180 of these homes within the South Hams, leaving potentially a residual of 2,086 dwellings to be found elsewhere to meet Plymouth's needs. In relation to employment land, the PUA is the appropriate spatial unit for planning purposes. The Plymouth Employment Land Review 2014 identifies that there is sufficient land to meet the city's employment land needs for offices and light industry (Use Classes B1) (14.75ha), general industry (B2) (14.4ha) and distribution and warehousing (B8) (28.5ha). However, in relation to B8 there is likely to be a need for land within the wider PUA to be used, particularly given the importance of accessibility to the strategic road network for such uses. This sector has not traditionally been a key driver of the city's economy, but nationally is growing in response to the demands of retailers and high fuel costs.

The spatial strategy of the Plymouth Plan is shown illustratively in Figure 6.

### Question 13

Do you agree with how Strategic Objectives 7 and 8 seek to direct the main areas of change within the Plymouth sub region and the city?

What changes would you suggest to these objectives?



# PLYMOUTH SPATIAL STRATEGY (ILLUSTRATIVE)

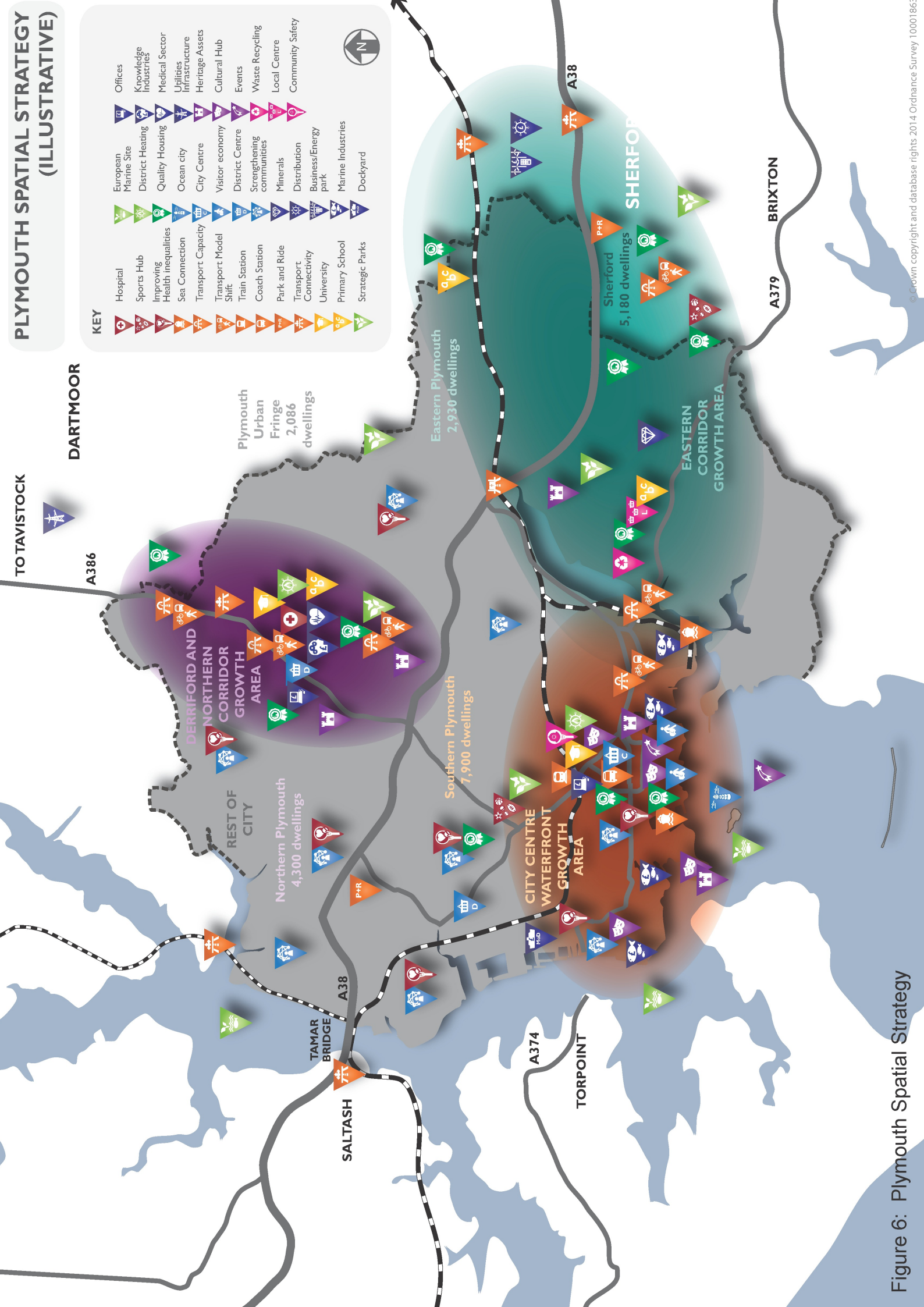


Figure 6: Plymouth Spatial Strategy

## What we are going to do - our spatial policies

### Policy 42

#### Defining the spatial distribution of housing in Plymouth.

Provision will be made within Plymouth's administrative areas for delivery of at least 15,500 dwellings. Any shortfall in meeting Plymouth's housing requirement of 22,766 homes will be provided in the Plymouth Urban Fringe. Land within the city will be identified through the allocation of sufficient sites for development in accordance with sustainable development principles, including giving priority to development on previously developed sites and promoting the efficient use of land compatible with the creation of an attractive living environment. Greenfield and garden development will only be permitted where this is acceptable in terms of the impact on the city's green space resource and the character and amenities of the area, and where the proposal can demonstrate that it contributes to the creation of sustainable linked neighbourhoods. The distribution of housing within the city will be broadly as follows:

- Southern Plymouth - approximately 7,900 dwellings.
- Northern Plymouth - approximately 4,300 dwellings.
- Eastern Plymouth - approximately 2,930 dwellings.



Part Two of the Plymouth Plan will identify the sites which make up the city's housing supply to meet a target of at least 15,500 dwellings within the administrative boundary. Policy 42 sets out a broad distribution based upon the Plymouth Strategic Housing Land Availability Assessment but which also matches the emphasis placed on growth and regeneration in the north of Plymouth, particularly in the Derriford and Northern Corridor Growth Area, and in the south of the city around the City Centre and Waterfront Growth Area. The numbers contained in the policy may be subject to further modification, but the broad distribution is unlikely to change significantly.

Policy 42 also sets out the strategic considerations which will be used when identifying housing allocations and considering housing proposals. It will ensure that housing development contributes to the creation of sustainable linked neighbourhoods, with access to facilities and green space, creating a high quality of life for existing and new residents.



## Policy 43

### Principles for development in Plymouth's urban fringe.

The LPA will work proactively with South Hams District Council to jointly develop a spatial plan for the Plymouth's urban fringe within Plymouth's Principal Urban Area which meets the city's housing and employment needs and which sets out an approach to the protection of the city's high quality setting. Future growth in the urban fringe will reflect the following principles:

1. Developments in the Plymouth Urban Fringe, by virtue of their location adjoining the city, are primarily meeting the needs of the growth of the city.
2. The joint approach will set out how these needs are met, and will ensure that the spatial plan is fully integrated with plans for the city and the planning of the wider South Hams area.
3. The delivery of the Sherford new community, including any future expansion, to meet the needs of the growth of the city, will be actively pursued and monitored by both Plymouth City Council and South Hams District Council.
4. New locations for urban extensions to meet the needs of the growth of the city will be explored at Woolwell and Newnham.
5. New housing development will accord with the principles of sustainable linked neighbourhoods.
6. The provision of employment land to meet the city's employment needs will be explored at Langage and Broadley Park.
7. The high quality landscape setting of the city, and the natural networks which extend from within Plymouth out into surrounding areas, will be identified and their role for leisure and in setting the city's limits to growth will be recognised.
8. Any proposals for the future extensions of operations at Drakelands Mine in Hemerdon will be closely examined to ensure that the social, economic and environmental impacts on communities in the urban fringe and in Plympton are fully safeguarded, and that they do not limit the city's ability to meet its future housing and economic growth needs.
9. Developments in the urban fringe will need to provide a high quality edge to the city, with an effective visual transition from an urban to a rural environment.



The growth of Plymouth is constrained by its exceptional natural setting. To the west the River Tamar and its estuary present a physical barrier to expansion. Although growth at Saltash could feasibly meet some of the city's needs, the capacity of the transport infrastructure limits this potential. To the south is Plymouth Sound, and the South Devon Area of Outstanding Natural Beauty. Furthermore much of the area, particularly to the north of the city, is characterised by deep valley systems and a high quality landscape. Taking account

of topography and environmental designations, the only area where growth is able to be practically accommodated in Plymouth's urban fringe in a sustainable manner is to the north east and east of Plymouth.

Expansions to the city have therefore been planned to the east, most notably at Sherford new community. The Plymouth Plan provides an opportunity for Plymouth and South Hams to jointly set out a strategy for the urban fringe, including further urban extensions to meet the needs of the city, to establish the role of employment areas and to also set out a policy framework for the planning of the whole area. The key principles which should inform this strategy are set out in Policy 43.

## Policy 44

### Defining the spatial provision of retail development.

New shopping development will be positively planned for in accordance with the following principles and spatial priorities:

1. Development will have full regard to the following retail hierarchy:
  1. Plymouth City Centre - the primary non food shopping destination.
  2. A new district centre proposed at Derriford, to provide a new heart for the north of Plymouth. New retail floorspace should meet the need for main food shopping facilities in Derriford. Non food shopping floorspace should be provided at a level which does not compete with the City Centre and is complementary with the role of the City Centre as the primary destination for non food shopping.
  3. Existing district centres and a proposed new district centre in the west / south west of Plymouth - primarily for main food shopping but including a range of smaller retail units and non retail uses which create vitality
  4. Local centres - primarily for top up food shopping and local services
2. Limited retail development may be permitted at the waterfront locations of Millbay and Sutton Harbour provided that they are complementary to the City Centre's prime role and specifically support the visitor economy and the regeneration of these key destinations.
3. A limited amount of out of centre floorspace, to meet the need for bulky goods retail warehouse provision will be provided for. The primary location for this floorspace will be at the existing out of centre retail parks at Marsh Mills. This floorspace will be closely controlled in terms of size of units, overall amount of floorspace and occupancy, and will only be permitted if it is shown through a retail impact assessment that there is no significant adverse impact on any other centre in the city, existing or proposed. Only retail formats which cannot operate from any other centre in Plymouth will be allowed.
4. Any retail proposals that come forward must be of a scale that is appropriate to the role and scale of the centre. Furthermore, proposals will only be granted consent if it is demonstrated that they will not undermine the City Centre's role as the primary

destination for non food shopping in the sub region, and that they do not have a significant adverse impact on the vitality and viability of the City Centre.

5. All proposals for new edge of centre and out of centre retail development with a floorspace greater than 500 sq m (net) must be accompanied by a Retail Impact Assessment, including proposals for extensions and mezzanines which would take the total floorspace over 500 sq m (net). Any proposal which would have a significant adverse impact on the vitality and viability of an existing centre or prejudice the deliverability, vitality and viability of a proposed centre will not be permitted.



The amount of new retail floorspace to be delivered in the city over the plan period in support of the growing city is set out in Policy 24. The above policy identifies the priority locations for delivering new retail floorspace, in addition to proposing new centres to be included in the retail hierarchy. It is a proactive policy aimed at supporting the city's spatial growth priorities, addressing gaps in shopping provision in the city, and delivering regeneration and economic development benefits for the city.

A healthy and vibrant city centre is essential to Plymouth's economic wellbeing. The City Centre will therefore remain the primary destination for non-food retailing in the city. The policy sets out the primacy of the City Centre and the tests which will be applied to retail floorspace coming forward in other parts of Plymouth

As part of preparing the new retail strategy for the city, the Plymouth Plan has reconsidered the retail hierarchy of district and local centres which provide for the weekly and top-up shopping needs. Two new district centres are proposed; one at Derriford and the other to be located in the south-west of the city. These will both address gaps in shopping provision. The Derriford proposal will also respond to major population growth planned for in the north of the city, over-trading of nearby superstores and put a new heart into the north of Plymouth. The proposal for a new district centre in the south-west of the city will serve to improve access to main foodstore shopping facilities, reduce the need for travel to other main foodstores elsewhere in the city, and help to create an area of community focus supporting the principle of a city of sustainable linked neighbourhoods. A revised hierarchy for the district and local centres is set out in Table 1. Sites and detailed policies in relation to these centres will be set out in Part Two of the Plymouth Plan.

The policy also recognises that there are particular types and formats of retail development which can be difficult to accommodate in shopping centres. Therefore, provision is made for a limited amount of out of centre floorspace which provide for bulky goods retailing. This particular type of retail floorspace will be located in existing retail parks at Marsh Mills and will only be permitted where it can be demonstrated that there will be no significant harm to the retail hierarchy.

All retail proposals coming forward in Plymouth will need to meet the tests set out in the National Planning Policy Framework (NPPF). The policy sets out the policy considerations which are specific to Plymouth which proposals should also meet. Retail impact assessments provide an assessment of a proposals impact on existing or planned shopping centres. Under the provisions of the NPPF, the policy sets out a locally-defined threshold requirement for all proposals for new, edge of centre and out of centre retail developments. This local threshold will enable the LPA to manage proposals for new retail floorspace more effectively, by ensuring that retail developments are delivered in the right locations, in support of the wider regeneration priorities set out in the Plymouth Plan.

City Centre		
Plymouth City Centre		
District Centres		
Estover	Mutley Plain	Plympton Ridgeway
Plymstock Broadway	Roborough	St Budeaux
Transit Way	Derriford (Proposed)	South-west of city (proposed)
Local Centres		
Albert Road	Barbican	Chaddlewood
Colebrook	Crownhill	Cumberland Street
Delamere Road	Ebrington Street	Efford
Elburton	Embankment Road	Ernesettle
Glenholt	Ham Green	Higher Compton
Honicknowle Green	Hoe	Hyde Park Road
Leigham	Marlborough Street	North Prospect
Oreston	Peverell Corner	Peverell Park Road
Salisbury Road	Southway	Stoke Village
Stone Barton	Tamerton Foliot	Union Street
Upland Drive	Victoria Road	West Hoe
West Park	Whitleigh Green	Wolseley Road
Seaton (Proposed)	North West Quadrant (Proposed)	Millbay (Proposed)
Plymstock (Proposed)		

**Table 1: Proposed retail hierarchy**

# DISTRICT AND LOCAL CENTRES

**KEY**

- District Centre
- Local Centre
- Create/proposed new centre
- Out of Centre Food superstores (>2,500 sqm net)

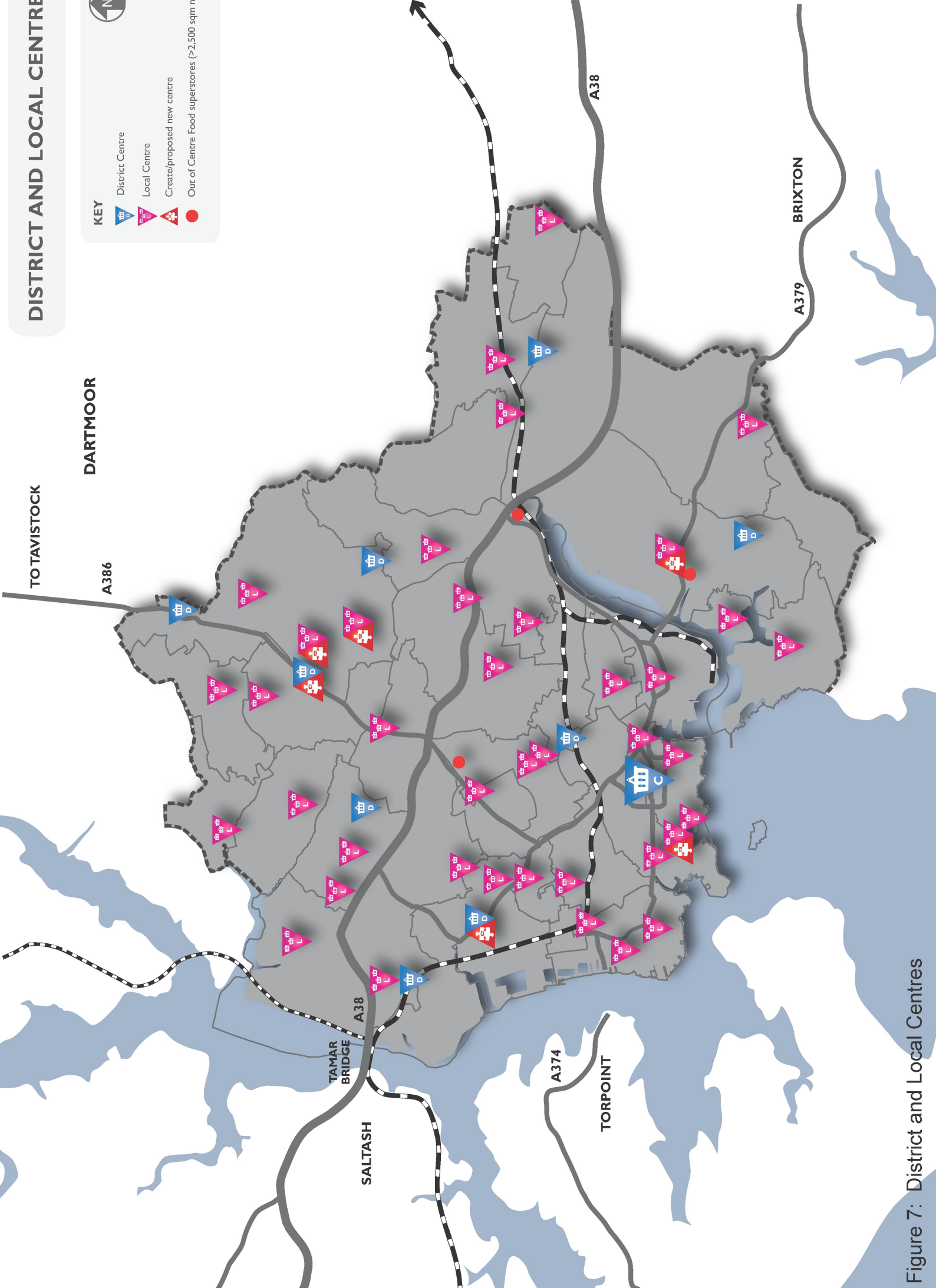


Figure 7: District and Local Centres



## Question 14

Is this the right hierarchy? Are there other centres which should be included?

## Policy 45

### Improving Plymouth's city centre.

Plymouth City Centre will be renewed and enhanced through a combination of major new developments and a proactive management of change which delivers 'quick wins'. This will deliver a modern, high quality, vibrant, accessible and adaptable centre that reflects its status as the showpiece of Plymouth, a major regional centre, and a place for high quality urban living, city pride and cultural expression. This will be achieved through making sure that development and change:

1. Celebrates the centre's heritage, including preserving and enhancing the Beaux Arts grid of the 1943 Abercrombie Plan and adopting key design principles to inspire the design and scale of future development.
2. Capitalises on and strengthens the City Centre's position as the main centre for non food shopping for Plymouth and its sub region to ensure that the centre has a solid foundation for its future growth and prosperity.
3. Addresses the size and need for clearer focus of the retail area, through prioritising the prime retail role of the eastern sector, and through diversification of uses for the centre as a whole.
4. Strengthening the role of the West End as an Independent Quarter, anchored by the City Market, which supports independent traders, niche retail and food shopping to serve the nearby residential communities, and provides for the introduction of alternative higher-value business uses and creative business clusters.
5. Delivers better connections to surrounding areas by removing street barriers and other physical obstacles to movement.
6. Delivers greater synergy with nearby visitor and cultural hubs.
7. Delivers a new residential community, through development and environmental changes which provide high quality urban living environments and meet affordable and other housing needs. Proposals for student accommodation will form a part of the residential mix, but should be part of the development of a balanced community and should not dominate.
8. Delivers new education and community uses, optimising the benefits from the proximity of Plymouth University and the Plymouth College of Art, and the potential for a more vibrant mix of uses especially along Armada Way and to its west.
9. Delivers a vibrant destination, with leisure, culture, visitor accommodation and food and drink uses diversifying the centre and making best use of key assets such as the Armada Way boulevard and Piazza, and key gateway locations.
10. Delivers better public car parks in strategic locations around the edge of the centre.

11. Delivers better accessibility and movement, through transforming the public transport gateways to the centre, and improvements to the public realm and movement corridors in order to increase the level of accessibility for all residents and visitors and their sense of being welcomed.
12. Supports employment and office uses, including the coordination of public sector investment as a catalyst for transformational changes.
13. Recognises the contribution that the evening and night time economy brings to the city centre.
14. Supports the intensification and diversification of uses through redevelopment of city centre blocks, with specific sites identified where tall buildings will be acceptable in principle.



A successful, revitalised and exciting city centre is a key part of the city vision. The City Centre is not only the heart of the city and 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. Policy 45 sets out a strategic framework to create a City Centre worthy of one of Europe's most vibrant waterfront cities.

The City Centre is underpinned by its role as the primary destination for non food shopping in the sub region. Retailing has been through a period of decline since the economic crisis of 2008, and is only now showing signs of recovering. Plymouth's retailers have weathered the recession relatively well, with Drake Circus and New George Street to the east of Armada Way seeing few vacancies and performing strongly. The independent shops of the West End have also performed well, with footfall remaining strong even through the worst years of economic decline and in 2014 having a zero vacancy rate. Nevertheless, some parts of the centre have suffered, most notably to the west of Armada Way along New George Street and Cornwall Street, where there are significant vacancies both in terms of numbers and the size of the vacant units. Armada Way has also continued to struggle to find a strong identity.

To inform the Plymouth Plan, a new City Centre Study has been produced which looks specifically at some of the issues facing the centre which have changed since the onset of the economic downturn, and also points to the opportunities which could be used as part of a strategic framework for improvements and strengthening of the centre. These opportunities include for example:

- The celebration of the heritage of the City Centre. The Abercrombie Plan of 1943 may not have been implemented in full, but it remains as one of the most complete and important examples of post war planning and rebuilding in the country. This legacy is a unique selling point of the centre.
- The prime role the centre plays as the destination for non food shopping trips over a wide geographical area, providing a strong commercial basis for investment as can be seen by British Land's acquisition of Drake Circus.



- The thriving Independent Quarter which has the potential to drive diversification of the West End. This part of the City Centre has the opportunity to bring in alternative uses which will provide assets for local people and attract visitors - leisure uses, creative and cultural activities, including the ability to utilise existing empty buildings to accommodate innovative businesses and a hub for creative activities and industries.
- The provision of additional residential development, including student accommodation as part of a more balanced community.
- The alignment of public sector investment programmes to explore the potential to create a public sector hub to unlock challenging regeneration sites.

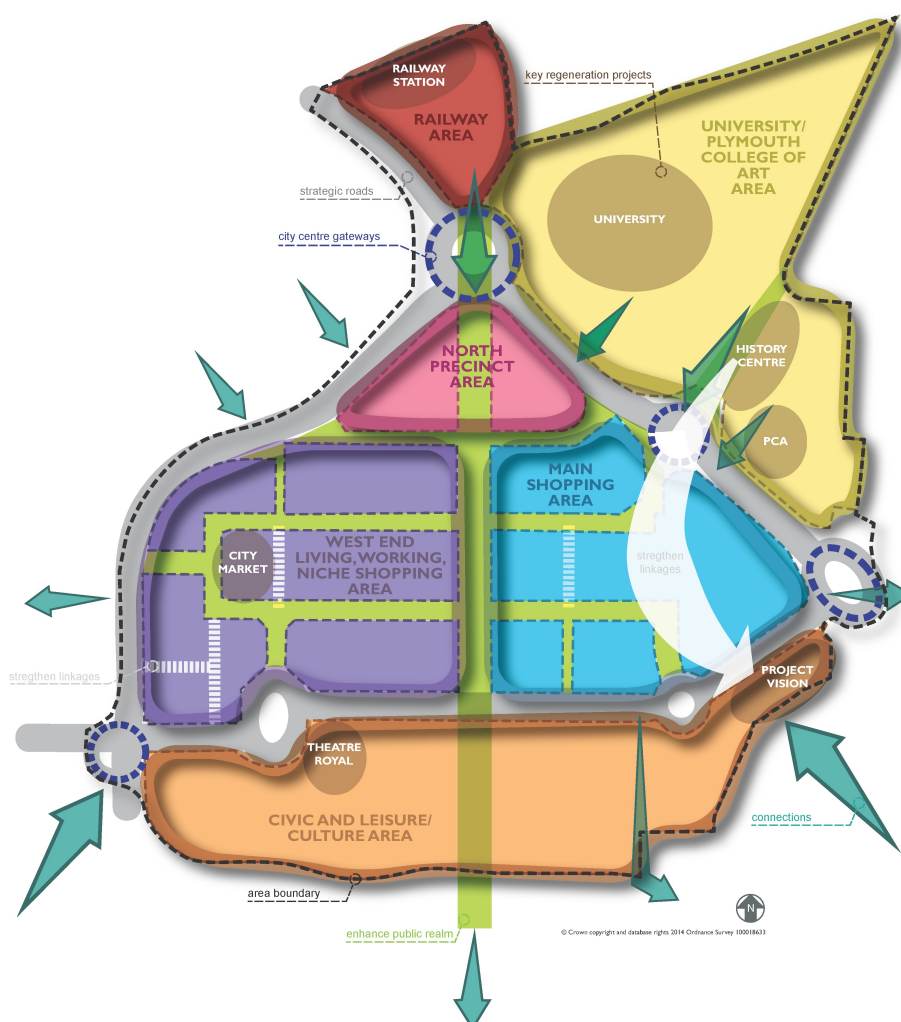


Figure 8: Plymouth city centre

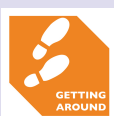
The policy sets out the framework within which these initiatives could take place. Part Two of the Plymouth Plan will set out detailed site allocations for each City Centre block and will also include detailed masterplanning principles for the key places where redevelopment and improvements will take place, including setting out guides for building heights and how to ensure consistency with the Abercrombie legacy.

## Policy 46

### Managing and enhancing Plymouth's waterfront.

The City will deliver a vibrant sustainable waterfront by:

1. Adopting an integrated coastal management approach that considers the land-sea planning interface, has regard for the range of activities in the coastal zone, gives priority to development that requires close proximity to the sea, improves connectivity, delivers community benefits and protects and enhances the high quality marine environment and seascape.
2. Safeguarding the port functions and the area's key role in providing key infrastructure and land to support the priority marine employment sector, particularly for those sites with deep water berths. This will include naval, defence, port, fishing and marine recreation related activities. Strategic transport corridors to the ports and dockyard will be protected, including the Cattewater branch line track bed.
3. Safeguarding and further enhancing public access to and along the waterfront particularly at the land / sea interface, especially to provide increased opportunity for its enjoyment by people who live in the city's waterfront neighbourhoods.
4. Safeguarding water access points along the waterfront
5. Identifying, celebrating and promoting views of Plymouth Sound and the estuaries from public places and other locations in the city.
6. Improving key waterfront destinations for the local community and to grow the visitor economy, including The Barbican / Sutton Harbour, The Hoe, Millbay and the Royal William Yard.
7. Safeguarding and enhancing the natural environment and key historic heritage features, including the city's marine archaeology.
8. Ensuring that waterfront development is of high quality design, safeguards the waterfront's primary functions, improves use of and access to underused waterfront sites, delivers marine recreation opportunities where appropriate, and supports the regeneration of waterfront communities.
9. Using development and technological solutions through the planning process in order to minimise the risk of hazardous installations at Cattedown port and to increase the opportunity for new economic and other development in the Cattedown area.



The 30 miles of waterfront, consisting of the land and the adjacent waters, make up one of the city's most valuable assets and is central to its identity as Britain's Ocean City and one of Europe's most vibrant waterfront cities. Plymouth's waterfront is home to the Royal Navy, strategic defence facilities in the navy dockyard and at Ernesettle, commercial ports in the Cattewater, international ferry terminal at Millbay, a large fishing fleet in Sutton Harbour as well as various marinas and other marine-related uses. It is a focus for leisure and tourism and includes key historic parts of the city of Sutton Harbour, The Hoe, Royal William Yard and Drakes Island as well as being a highly desirable area for housing. There are beaches, some of the country's finest sailing waters hosting over 700 sailing events a year and our coast is much loved by many whilst providing a critical flood defence role. The waters themselves are arguably one of the most critical habitat areas containing many sites of international and national importance and providing homes to migrating birds, fish and many other marine species. The complex relationships between the marine-dependant economic uses, the natural functions and the natural habitat areas are a pressing issue to address in this area.

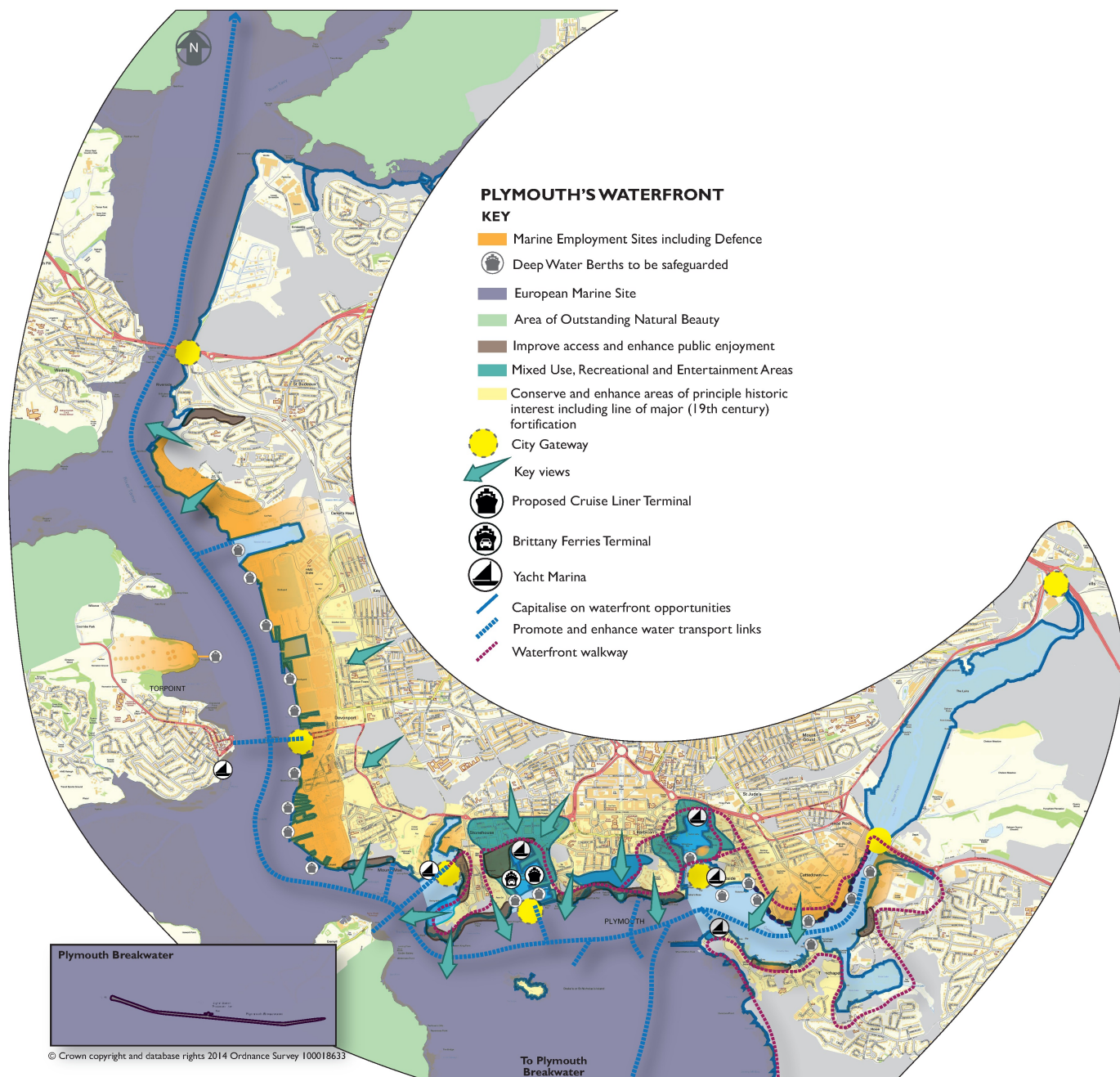
An integrated coastal management approach will therefore seek to balance these competing demands on the waterfront and adjacent marine area. The Tamar Estuaries Consultative Forum will continue to play a key role in delivering this function along with the Council's other partners.

Transforming the marine economy is at the heart of Plymouth's vision for growth. As part of this it will be important to protect waterfront marine-employment land from being lost, particularly land which is adjacent to deep-water berths or critical port related infrastructure.

Connections from the land to the waterfront and out to sea enable the waterfront to function effectively. Strategic transport corridors allow goods and vehicles to pass through the ports and a new boulevard will link the City Centre to Millbay. Clear marked routes will enable residents and visitors to create footfall and deliver a vibrant waterfront and a high quality network of quays, pontoons and slipways will enable recreational users to step from land to water. The South West Coast Path, part of the national trail network, provides a route along the waterfront but there are still sections which could be improved. Opportunities will be sought to deliver water transport improvements and waterfront city gateways will deliver an enhanced visitor experience.

Sutton Harbour, The Hoe, parts of Millbay and the Royal William Yard are key parts of the waterfront that have been identified for their recreational and visitor role and opportunities will be sought to enhance this function by creating vibrant areas which make full use of their historic features. Flexible waterfront spaces will be retained which can provide the focus for marine events and ensure that recreational marine activities can be accommodated.

These key principles are illustrated in Figure 7.



**Figure 9 : Plymouth's Waterfront**

## Policy 47

### **Delivering the strategic infrastructure needs of the spatial strategy.**

Strategic infrastructure programmes will be kept under review to make optimal use of existing infrastructure in support of the sustainable growth of Plymouth and quality of life. Projects will be developed and delivered and the land required safeguarded to enhance the capacity of existing infrastructure or to deliver new infrastructure, in order to enable the city's growth potential to be realised in support the implementation of the spatial strategy of the plan. The following priorities will be supported:

1. City Centre and Waterfront Growth Area:
  1. City Centre public realm and transport improvements.
  2. Millbay boulevard.
  3. Mayflower 2020 - associated waterfront infrastructure improvements.
  4. Plymouth Railway Station Improvement Scheme.
  5. Central Park masterplan.
2. Derriford and Northern Corridor Growth Area:
  1. North Plymouth - Forder Valley Transport Link and Forder Valley Road widening.
  2. Derriford Transport Scheme incorporating William Prance Road.
  3. Woolwell to The George Transport Scheme.
  4. A386 Manadon Junction Improvement Scheme.
  5. Tavistock rail line re-opening (part of wider Peninsula Metro initiative).
  6. New primary school in Derriford area.
  7. Derriford community park.
  8. Derriford water works relocation, to Roborough (South Hams).
3. Eastern Corridor Growth Area,
  1. Cattedown roundabout improvements.
  2. Pomphlett to the Ride transport scheme.
  3. Deep Lane Junction Improvement Scheme and new park & ride (in South Hams).
  4. Sherford public transport measures incorporating improvements on the A379.
  5. Langage southern access (in South Hams).
  6. Saltram countryside park.
  7. Sherford community park.
  8. New primary school in Morley Park area.
  9. New primary school in Plympton area (subject to the requirements of future growth).
4. Additionally, the delivery of a new park and ride facility on the western side of Plymouth will be explored.





Although much can be achieved through making more efficient use of existing infrastructure such as transport systems and schools, the city's potential to deliver economic growth and quality of life improvements will be constrained without the delivery of some targeted programmes and projects. The policy focuses on the key strategic interventions that need to be delivered by different agencies over the plan-period in order to realise the spatial strategy objectives of the Plymouth Plan. These will be in addition to many smaller scale interventions which will often take place at a neighbourhood level which help drive quality of life improvements across the city. The Infrastructure Delivery Plan, and associated programmes such as Local Transport Plan Whole Route Implementation Plans for the key transport corridors, will expand upon the funding and programming of these projects. Part Two of the Plymouth Plan will allocate land to support the delivery of these projects.

## Policy 48

### **Presumption in favour of sustainable development.**

When considering development proposals the LPA will take a positive approach. In this respect, the LPA will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. Planning applications that accord with the policies in the Plymouth Plan will be approved without delay, unless material considerations indicate otherwise - taking into account whether:

1. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
2. Specific policies in the NPPF indicate that development should be restricted.



One of the requirements for local planning authorities set out in paragraph 15 of the National Planning Policy Framework (NPPF) is what is known as the 'presumption in favour of sustainable development'. In essence this requires the City Council, in its role as LPA, to work positively with applicants to deliver sustainable development. This principle fits well with one of the Plymouth Plan's key principles of making Plymouth a welcoming city.

### Question 15

Do you have any comments to make on the proposed distribution of housing in the city, and the possibility of some of Plymouth's housing need being met in the city's urban fringe?

What changes to the policies on where development takes place would you like to see, if any?

Do you agree with the policy for the City Centre which seeks to deliver new uses into the centre and shrink the size of the primary retail area?

Does the waterfront policy capture the key potential of the waterfront for the city? What is missing?

Do you agree that the strategic infrastructure needs identified are the right ones to enable the city to grow?



## Module Nine: Delivery and monitoring - How we will implement the Plymouth Plan

### What we are trying to achieve - our strategic objective for delivering the Plymouth Plan

Delivery of the Plymouth Plan will require significant investment from many different partners and sectors. This will not just be in delivering the specific policies identified in the plan, but also in the infrastructure that is needed so that the city grows in a socially, economically and environmentally sustainable way.

This module sets out the Plymouth Plan's overarching approach to delivery, as well as setting out a framework for monitoring which will play an active role in tracking delivery and supporting future reviews of the plan and its delivery programme. It looks at the infrastructure that the city needs as well as the investment required to achieve the plan's objectives. It identifies how the city can provide new infrastructure as well as how it needs to maintain or improve existing infrastructure and facilities.

By infrastructure, we mean the public systems, services, and facilities that are necessary for economic and social activity, including roads, schools, telecommunications, power and water supplies. Collectively, these constitute the physical and social foundations of our society. Infrastructure affects us every day, when the right infrastructure is in place and it works well it goes unnoticed but nevertheless continues to contribute to economic growth and social wellbeing. When it doesn't work - when the storm drains overflow, when the power goes off, when the rail line is closed, it can have dramatic and serious implications.

Infrastructure is provided and maintained by a wide range of agencies and private companies. Creating prosperous and sustainable communities can only be done if the necessary infrastructure is in place. Effective and coordinated investment in the right infrastructure, of the right quality, in the right location and at the right time is essential to ensure Plymouth's sustainable economic, social and environmental future. It is about place-shaping and therefore essential that all partners within Plymouth work collaboratively and that the planning and delivery of infrastructure is joined-up.

### Strategic Objective 9

#### Delivering the Plymouth Plan.

To take a proactive and coordinated approach to delivering the infrastructure and investment needed to realise the city vision and deliver the strategic objectives and policies of the Plymouth Plan. This will be achieved by:

1. Leading on the planning and coordination of the city's infrastructure needs, accepting that meeting those needs will only be achieved through co-operation involving the public, private and community sectors, both within and adjoining the city.

2. Working with the key infrastructure providers and other agencies in the city and the sub region to identify and deliver the improvements needed to support the sustainable growth of Plymouth.
3. Maintaining an up to date record of the capacity of Plymouth's infrastructure and facilities to meet the needs of the city as it grows.
4. Coordinating infrastructure and investment in the context of a long term perspective and medium term resource planning.
5. Ensuring that infrastructure provision keeps pace with development to avoid disruption to local communities.
6. Identifying and managing key risks to delivery of the Plymouth Plan and devising contingency scenarios.
7. Using developer contributions to help deliver the city vision and mitigate the impacts of growth on the city.
8. Creating supportive conditions that enable and encourage private, public and community sector investment in new homes, jobs and infrastructure.
9. Ensuring that infrastructure and assets are used efficiently, through for example, demand management measures and co-location of services.
10. Engaging partners in actively monitoring the delivery of the Plymouth Plan.

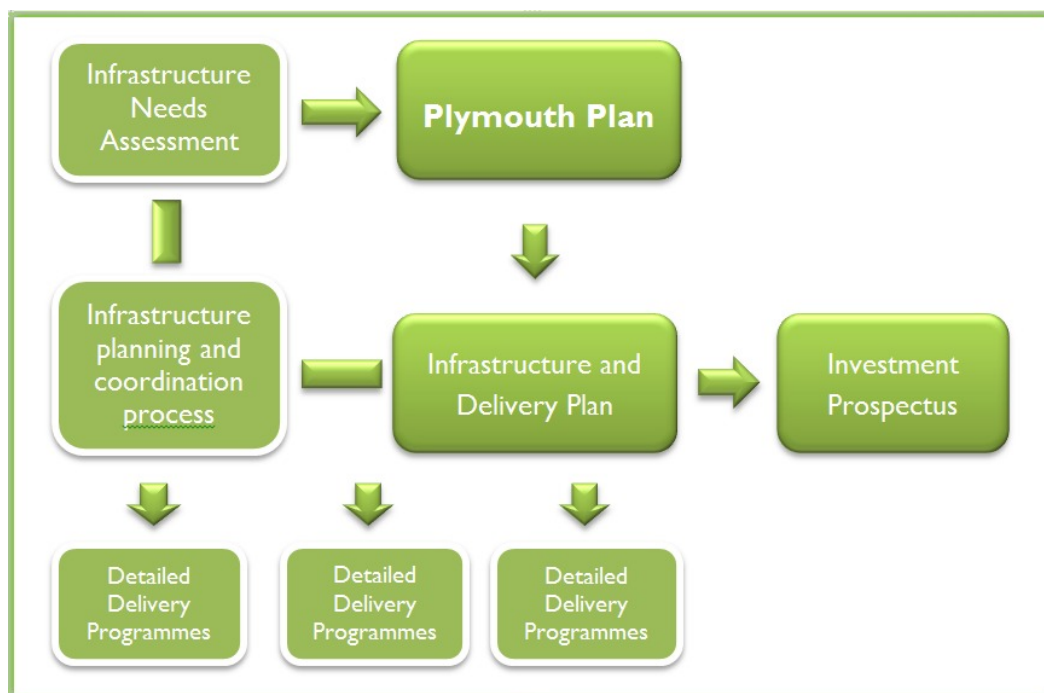


## What we are going to do - our policies for delivering the Plymouth Plan

The following framework will identify the provision of the infrastructure that is needed to deliver the Plymouth Plan, which will include preparing:

1. An Infrastructure Needs Assessment (evidence base).
2. An Infrastructure Delivery Plan (to support the delivery of the plan overall).
3. An Investment Prospectus (to identify infrastructure investment opportunities).
4. Detailed Delivery Programmes (for specific priority areas).

The planning and coordination of infrastructure delivery must be based on sound evidence. This evidence informs the deliverability of the plan overall and enables a Delivery Plan to be prepared, highlighting the key infrastructure requirements and how they are to be achieved. The City will work with a range of partners within and outside Plymouth to ensure that infrastructure needs are identified and that their timely delivery is planned and coordinated. Detailed delivery programmes will ensue that infrastructure and development are delivered hand in hand for specific priority areas. The Investment Prospectus will enable us to seek the necessary investment. This process is illustrated in Figure 10.



**Figure 10: The infrastructure and delivery process showing the main linkages**

## Policy 49

### Delivering Plymouth's infrastructure priorities.

The City will prioritise investment and support towards projects which are critical to meeting the plan's vision and objectives. These include:

1. Addressing Plymouth's strategic connectivity needs.
2. Delivering transport initiatives which unlock the city's growth potential.
3. Accelerating housing delivery.
4. Underpinning economic growth for example by supporting the Plymouth and South West Peninsula City Deal and Plymouth's Plan for Jobs.
5. Providing healthy lifestyle opportunities, including new sports facilities, sustainable transport schemes and accessible natural spaces.
6. Delivering city centre public realm and city centre gateway improvements.
7. Delivering low carbon infrastructure to help respond to climate change whilst also addressing social inequalities such as fuel poverty.
8. Providing the education infrastructure required in order to meet the needs of a growing city.
9. Improving flood defences and water quality.
10. Delivering Britain's Ocean City initiatives and the Mayflower 2020 programme.

In making decisions to invest in maintaining and improving existing infrastructure, priority will be given to proposals that address one or more of the following:

11. Directly support the achievement of the city vision and objectives of the Plymouth Plan.
12. Help to mitigate the negative impacts of the growth of the city (e.g. protecting the European Marine Site).
13. Offer a better cost / benefit ratio than delivering new infrastructure, whilst being able to meet the same objective, also taking into account the ongoing running costs.
14. Are an integral part of a programme of investment.



Much of what we know as infrastructure is provided directly by agencies funded through customer charges e.g. water, electricity, telecommunications. Whilst the City has little direct input into the delivery of this infrastructure, it is essential that forward planning and coordination takes place to ensure that services are available in time and that economies of scale, including those derived from working together, are captured. The priorities for new infrastructure identified above are aligned directly with the objectives identified elsewhere in this plan. It is important however to take a balanced view of the need for new infrastructure and the maintenance of existing infrastructure.

## Policy 50

### **Approach to planning obligations, the community infrastructure levy and development viability.**

The LPA will take a positive and strategic approach to the use of its powers to enter into planning obligations or agreements, and to require payment of a community infrastructure levy (CIL) to secure developer contributions to meet the infrastructure needs of the city. This approach will involve:

1. Seeking to maximise the use of CIL for the securing of developer contributions towards the city's infrastructure requirements
2. Seeking to negotiate planning obligations where they are needed to:
  1. Prescribe the nature of the development so that it meets policy requirements (such as the delivery of affordable housing).
  2. Offset the loss of any significant amenity or resource through compensatory provision elsewhere (such as an impact on wildlife).
  3. Provide for the ongoing maintenance of facilities provided as a result of the development or secure commuted maintenance sums for facilities that a developer would like the responsible agency to adopt.
  4. Mitigate the impact of development on infrastructure, including its cumulative impact, through direct provision or a financial infrastructure contribution.

3. Maximising the effectiveness of developer contributions secured through prioritising their use as a match funding / gap funding source, linked to other infrastructure funding, and through programming spend in accordance with the Infrastructure Delivery Plan.
4. Requiring robust viability evidence to be submitted where a developer contends that planning obligations sought would make a proposal economically unviable. The LPA will seek an open book approach in these cases. In determining whether or not to grant planning permission in these circumstances, the LPA will have regard to the overall economic, social and environmental benefits of the development and whether, on balance, some relaxation of planning obligations is justified.



When assessing a planning application, the LPA can take into account specific conditions, restrictions, activities or operations which would make the development proposal acceptable in planning terms, when the only other alternative would be to refuse it. These are referred to as 'planning obligations'. Planning obligations (delivered through what are known as 'Section 106 agreements') are an established and valuable mechanism for securing developer contributions towards meeting the infrastructure needs of a development. They are commonly used to bring development in line with the objectives of sustainable development as articulated through the relevant local, regional and national planning policies.

The Community Infrastructure Levy (CIL) is a charge which local authorities can place on developers to help fund infrastructure needed to support new development in their areas. To charge CIL the authority must have an adopted CIL Charging Schedule in place. CIL partially replaces the Section 106 planning obligations process by reducing the range of infrastructure types or projects that it will be appropriate to secure planning obligations for. Unlike planning obligations, CIL receipts are not earmarked for particular infrastructure. Instead, CIL monies are pooled into one fund which can be used to pay for a wide range of community infrastructure (strategic, citywide and local) that is required to support the needs of sustainable development. The Council is required to maintain a list, prepared under Regulation 123 of the CIL Regulations, which sets out the infrastructure that can be funded by CIL.

Plymouth's CIL Charging Schedule came into effect on 1 June 2013. A review is being undertaken in tandem with the preparation of the Plymouth Plan. This will consider changes to the CIL process to enable the greater proportion of infrastructure contributions to be secured through CIL in preference to planning obligations.

## Broader delivery issues

The Plymouth Plan is ground-breaking in that it brings together into one place, all the city's key strategies. This brings with it a major opportunity to also join up and transform the way we deliver services and other interventions. It enables us to move delivery away from being undertaken by individual agencies or departments towards a more joined up approach where

agencies work together to deliver joint outcomes. Because of the increasing complexity of the city and its needs, future delivery will be less about management, or **control** of resources and processes, and more about leadership, which in contrast, relies on **influence** to achieve a desired purpose. A systems leadership approach gives us the mechanism to achieve this shift in behaviour.

Delivery Plans can be focused around the objectives of the Plymouth Plan, rather than being seen as the plans of individual agencies. For example, in order to deliver our healthy lifestyle, and life expectancy objectives, we will need to adopt a joined up approach that encompasses not only health and care services but also the societal, behavioural and environmental issues that impact on a person's ability to live a healthy life – such as housing conditions, access to green space, peer pressure, employability and opportunities for physical activity.

The plan also advocates giving greater levels of power to local people both to enable them to take control of their own lives but also to influence their communities and the city as a whole. The more strategic approach to Neighbourhood Plans advocated elsewhere in this plan is one of the tools we can use to achieve greater personal and community engagement.

## How we will know we have been successful - our monitoring framework for the Plymouth Plan

Our monitoring framework will:

1. Be considered as an integral part of the Plymouth Plan.
2. Be based on a co-operative systems leadership approach.
3. Be set within the context of a 'state of the city' report and dashboard which will clearly articulate where the city is now, where we want it to be in the future, and how we are progressing.
4. Encompass both the high level 'outcomes' of the Plymouth Plan as well as more detailed measures of success and detailed indicator sets.
5. Take account of the existing monitoring regimes and reporting requirements of our partners and rely where possible on data that is already being collected.
6. Take into account 'wider than local' issues through co-operation with neighbouring authorities.
7. Provide sufficient intelligence to enable prompt changes to be made where progress is below that required, by establishing the means by which these changes can be discussed and agreed.
8. Be presented in an accessible format and communicated regularly to all stakeholders and interested parties.
9. Enable the city to celebrate its achievements.

Monitoring is critical to the delivery of the plan, it enables us to understand how we are doing against our targets, and whether we need to change our approach. The monitoring framework is based around the outcomes identified for the four key modules - Strategic Role, Healthy City, Growing City, International City. It identifies five 'measures of success' for each module, and a set of indicators that will help track our progress in more detail.



Effective monitoring also relies on a sound evidence base which identifies the existing conditions, an achievable but challenging set of targets, and a method of reporting that enables analysis and decision making. Building on current practice such as the the Joint Strategic Needs Assessment we will produce a state of the city report that articulates the current conditions, the targets and charts the progress. Produced annually it will enable both an objective scientific approach as well as a more subjective and anecdotal approach to be taken.

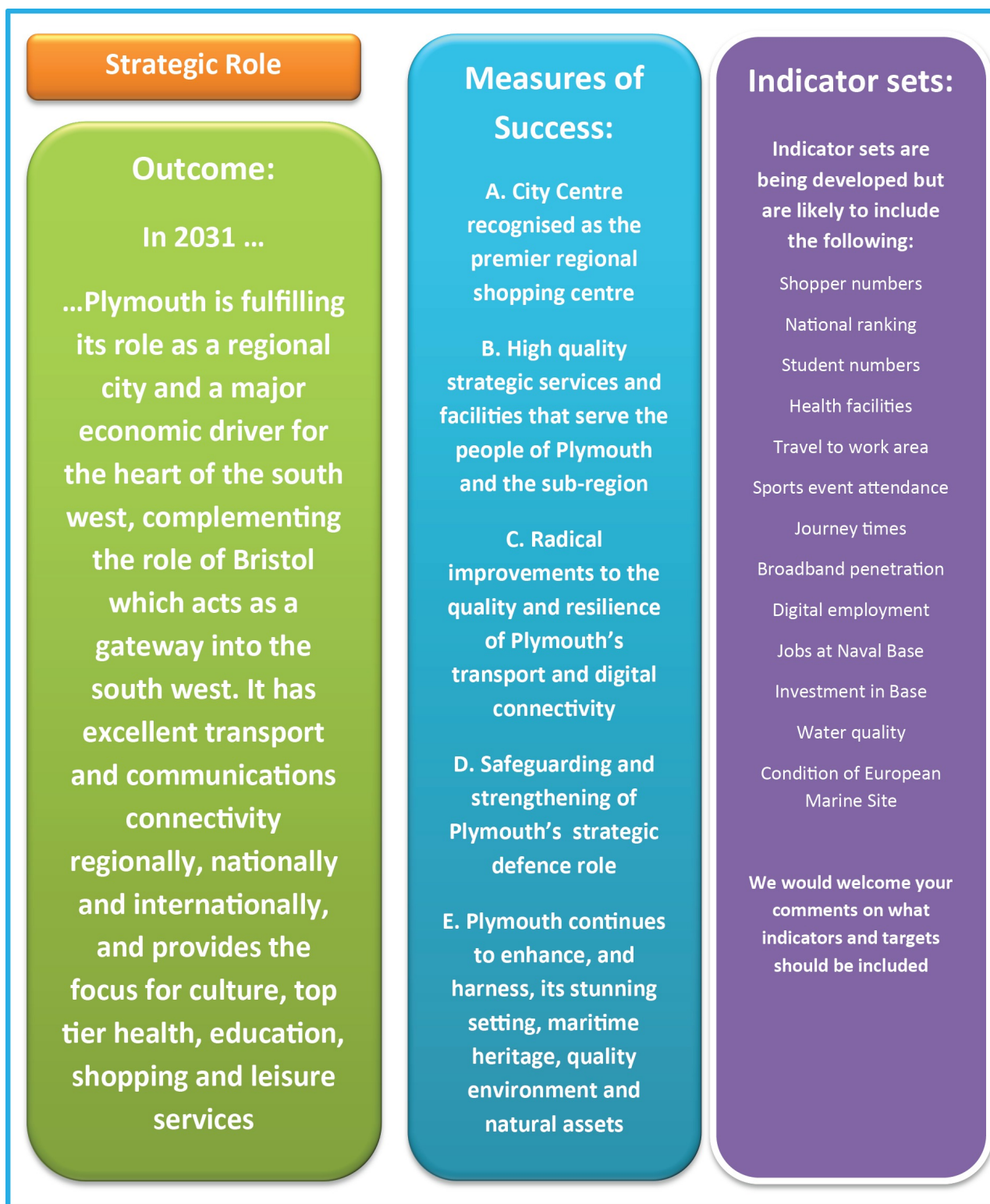


Figure 11: Strategic Role measures of success and indicator set

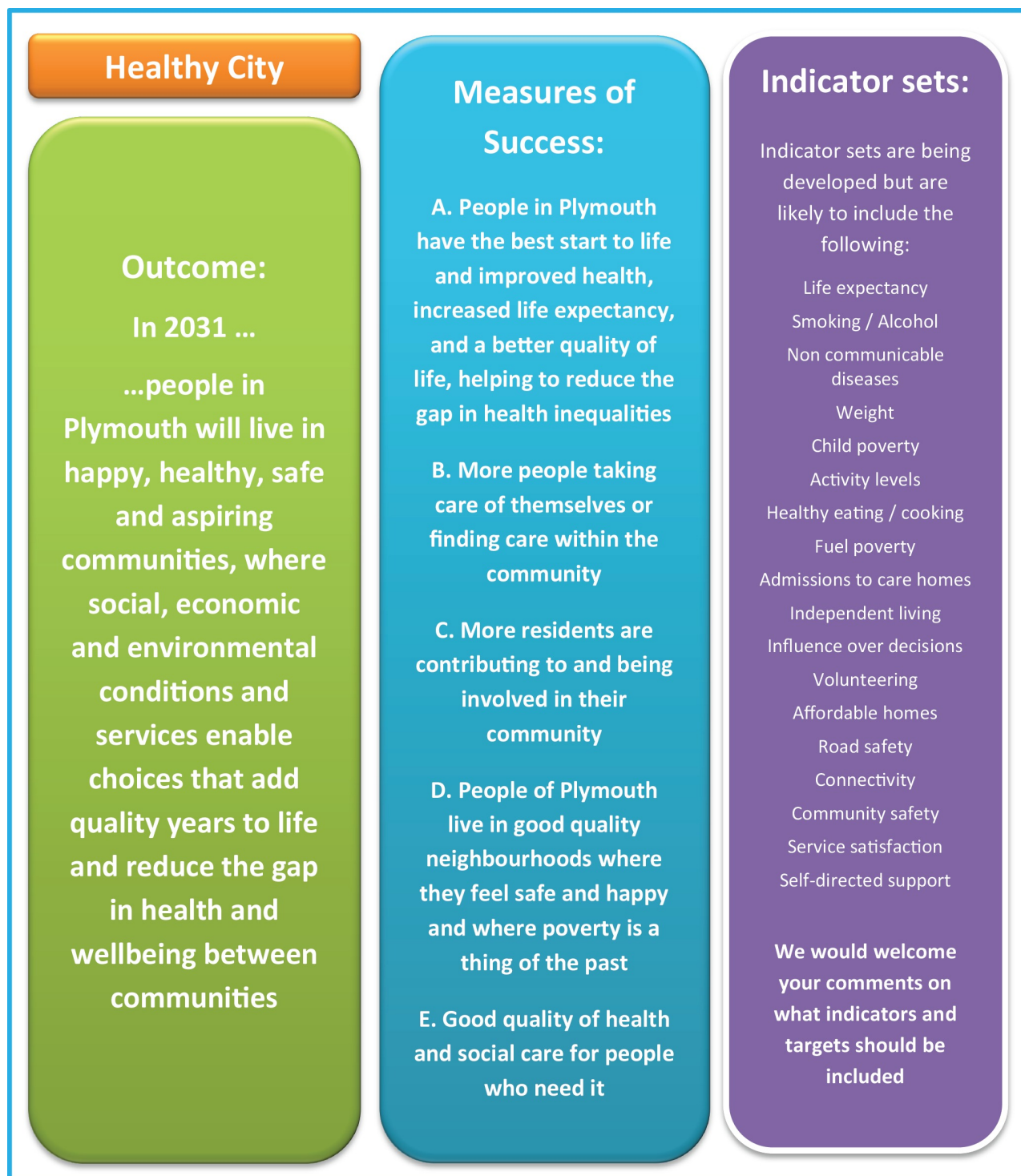


Figure 12: Healthy city measures of success and indicator sets



Figure 13: Growing City measures of success and indicator set





**Figure 14: International City measures of success and indicator set**

### Question 16

Do you agree with the measures of success identified in this module? What changes would you like to see? What indicators can we use to track progress?