

PLYMOUTH CITY COUNCIL

Subject: Plymouth Plan Part One
Committee: Cabinet
Date: 8 September 2015
Cabinet Member: Councillor Coker
CMT Member: Tracey Lee (Chief Executive) and Anthony Payne (Strategic Director for Place)
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Ref:
Key Decision: No
Part: I

Purpose of the report:

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

The Plymouth Plan is being published in two parts. Part One comprises the city's overarching vision, strategic objectives and the thematic and spatial policies of the plan. Part Two will identify area and site specific policies across the city. Both parts will be combined into a single plan during 2016/17, when it will be subject to independent public examination as part of the development plan process.

A consultation draft of Plymouth Plan Part One was subject to a process of community engagement from January to March 2015, with the input of scrutiny panels also happening during this period. Draft changes to the plan have subsequently been discussed with the Plymouth Plan Member Working Group. The plan is now presented to Cabinet with a view to it being referred to Full Council for approval as part of the Council's Policy Framework.

Once approved, the next step in relation to Plymouth Plan Part One will be to put in place mechanisms for the effective governance and delivery of the plan, internally and with the Council's partners.

The consultation process for Part Two commences in September 2015, leading to a consultation draft plan being published in June 2016. This will also provide an early opportunity to refresh and, if needed, revise Plymouth Plan Part One.

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

The Plymouth Plan is significant in relation to all of the Corporate Plan Objectives. The Plymouth Plan themes relate well to all of the Corporate Plan objectives as shown below:

Corporate Plan Objective	Plymouth Plan Theme
Pioneering Plymouth	Arts and Culture; Greener Plymouth; Local Communities.
Growing Plymouth	Education and Learning; Prosperity and Affordability; Living and Housing; Getting Around; Local Communities.
Caring Plymouth	Health and Wellbeing; Local Communities.
Confident Plymouth	City Pride and Vision.

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

The direct costs associated with the preparation of the Plymouth Plan relate to the costs of community engagement and consultation, preparation of the evidence base, publication of documents and the costs associated with the Public Examination. With the exception of the Public Examination, these costs are mostly staffing costs and it is anticipated that these costs can be met from core revenue budgets in the Place Directorate and Strategic Planning and Infrastructure Department. The Public Examination costs are estimated to be in the order of £230,000 and are likely to fall within the 2016/17 financial year. There is currently no budget provision for this exceptional item and it will need to be included as part of the overall budget setting process for 2016/17.

The Plymouth Plan will bring a number of positive indirect financial and resource benefits. As a holistic and integrated plan, it will substantially reduce the need for the preparation of many individual strategies, bringing greater efficiency in strategy development together with a stronger articulation of the city's vision and direction of travel.

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

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

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

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

Equality and Diversity

Has an Equality Impact Assessment been undertaken? Yes (see report).

Recommendations and Reasons for recommended action:

It is recommended Cabinet:

1. Recommend to Full Council that the Plymouth Plan Part One is formally approved as part of the Council's Policy Framework.

Reason: To ensure that the plan can be used to guide key decisions and investments in the city.

2. Request that the Plymouth Plan Working Group oversee the delivery of a Plymouth Plan monitoring and implementation framework for the plan, in consultation with key city partnerships.

Reason: To ensure appropriate provisions are in place for driving the delivery of the plan.

Alternative options considered and rejected:

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

Published work / information:

[Plymouth Plan Cabinet Report 11 September 2012](#)

[Plymouth Plan Cabinet Report 25 March 2014](#)

[Plymouth Plan Cabinet Report 9 December 2014](#)

[Plymouth Plan topic papers](#)

[Plymouth Core Strategy \(adopted 2007\)](#)

[National Planning Policy Framework](#)

[Plymouth Plan Sustainability Appraisal Scoping Report \(2014\)](#)

Evidence base reports as identified in Plymouth Plan Part One

Background papers:

Title	Part I	Part II	Exemption Paragraph Number						
			1	2	3	4	5	6	7
Plymouth Plan Equality Impact Assessment	I								
Plymouth Plan Consultation response report	I								

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

Fin	Cdr1516. 29	Leg	PL/23675 /JAR/Aug 15	Mon Off	23653/ DVS	HR	n/a	Assets	n/a	IT	n/a	Strat Proc	n/a
Originating SMT Member Paul Barnard (Assistant Director for Strategic Planning & Infrastructure)													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

1.0 Introduction

- 1.1 Work on the Plymouth Plan was formally commenced following Cabinet approval of a report in September 2012, when the concept of a ground-breaking plan which brings together a range of statutory and non-statutory strategies and plans into a single integrated plan was established. This led to programme known as the Plymouth Plan Conversation, where a range of discussions with partners, organisations, community groups and citizens of Plymouth took place, culminating in the Plymouth Plan Convention in summer 2013.
- 1.2 During 2014 the plan preparation focus has been on putting in place a robust evidence base and running a further engagement programme called Plymouth Plan Connections. As part of this programme eight area assessments and twenty-four topic papers were published, highlighting the key issues and options and consulting on the potential direction of travel for the Plymouth Plan.
- 1.3 On 9 December 2014 Cabinet approved a draft Plymouth Plan Part One which was published for consultation purposes. This was subject to community engagement between 21 January and 4 March 2015. Additionally, the Council's scrutiny panels considered the draft plan during their March cycle of meetings.
- 1.4 In July 2015 the pioneering nature of the plan was acknowledged both regionally and nationally. The Plymouth Plan won both the national RTPI award for Planning Excellence for Plan Making as well as the RTPI South West 'Other Planning' category.
- 1.5 Also in July 2015 the Plymouth Plan Working Group (a cross party member group) was established to give consideration to the development of the Plymouth Plan by guiding officers and advising the Council and Cabinet on the preparation, implementation and review of the plan. The Working Group, which has now met twice, has guided the changes to the plan put before Cabinet in this report.

2.0 The Plymouth Plan timetable

- 2.1 The Plymouth Plan timetable is presented below. This has been revised from the timetable presented to Cabinet at its meeting of 25 March 2014, and in part responds to legal advice regarding the consultation stages needed in relation to Part Two of the plan (an additional stage now being included).

- Plymouth Plan Convention by July 2013
- Plymouth Plan evidence base by June 2014
- Engagement to help shape the plan (Connections) by August 2014
- **Plymouth Plan Part One (draft) published** by **December 2014**
- Consultation on Plymouth Plan Part One by March 2015
- **Plymouth Plan Part One approved** by **September 2015**
- Plymouth Plan Part Two evidence and engagement by October 2015
- Plymouth Plan Part Two (draft) published by June 2016
- Combined Plymouth Plan (pre submission draft) published by October 2016
- Submission of Plymouth Plan by January 2017
- Public Examination by March 2017
- Adoption by August 2017

3.0 Plymouth Plan Part One engagement

3.1 A summary of responses received during the Plymouth Plan Part One consultation process is available in a separate response report. Over 400 representations were received during this process, many of which propose helpful improvements to the draft plan and also include significant levels of support for the pioneering nature of the plan and the overall direction of travel.

3.2 The Council’s scrutiny panels considered the consultation draft plan as set out below. Each panel was able to scrutinise the content of parts of the plan particularly relevant to their remit and provide feedback which has helped with the further development of the plan.

Panel	Date of meeting
Caring Plymouth	5 March 2015
Your Plymouth	16 March 2015
Working Plymouth	18 March 2015
Ambitious Plymouth	30 March 2015

3.3 Ongoing dialogue the city’s partnership bodies identified below has taken place to ensure that the plan content meets their aspirations, as summarised below. Each partnership has expressed their support for using the plan as the guiding strategic document for their activities. Additionally, officers have met with many individual organisations too as part of the process of engagement.

Partnerships
<ul style="list-style-type: none"> • Child Poverty Working Group • Culture Board • Health and Wellbeing Board • One Plymouth • Growth Board • Safer Plymouth • Children’s Partnership • Plymouth Sports Board • Plymouth Waterfront Partnership

4.0 Equality Impact Assessment for the Plymouth Plan

- 4.1 A draft Equality Impact Assessment was published alongside the draft Plymouth Plan Part One in January 2015, to encourage communities to think about whether the plan needs to address or include any other details. This approach to the assessment was to make it easier for people to find the relevant areas of the plan and encourage a broad range of feedback. It was well received by the public.
- 4.2 An updated Equality Impact Assessment has now been prepared using the comments received. This is published as a background paper. The updated assessment identified a number of areas where the plan could be strengthened in order to support the nine protected characteristics. These changes are set out in the assessment with links provided to the relevant policies in the Plymouth Plan.

5.0 The revised plan

- 5.1 Revisions to the plan are proposed in order to:
- Respond to representations and comments received from consultees, partnerships, and scrutiny panels.
 - Update the plan where there is new information or evidence.
 - Address gaps in information.
 - Clarify the plan's narrative and content where necessary.
 - Respond to the plan's equality impact assessment.
- 5.2 The following summary highlights the main changes made to the consultation draft.

Module One: Introducing the Plymouth Plan.

- Changes to list of statutory roles performed by plan (in response to representations received).
- Clarification of Plymouth Plan review process.
- Clarification of how Plymouth Plan Part One relates to/meets the statutory development plan requirements.

Module Two: Values and principles – The key things that underpin and connect the plan.

- Minor amendments to text relating to the five complementary principles underpinning the plan (in response to representations received).
- Clarifications to text and policy in relation to issues of child poverty, fairness and equality, and community safety (in response to partner comments).
- Clarification of the role of culture, the historic environment and good design as key policy principles for the city (in response to representations received and partner comments).
- Minor amendments/clarifications to green city theme (in response to representations received).

Module Three: The City Vision – What Plymouth will be like in 2031 and beyond.

- Some new elements of vision proposed to pick up more clearly themes of addressing child poverty, the needs of children and young people, the role of community and volunteering (mainly in response to partner comments).
- Other clarifications and minor adjustments (mainly in response to representations received).

Module Four: Plymouth in the Region - What Plymouth's strategic role will be.

- Stronger recognition of strategic role of the waterfront and Derriford alongside the city centre (in response to representations; clarifications to plan).
- Strengthened emphasis of the strategic role of culture (in response to partner comments).
- Update of strategic connectivity policy, including strengthened airport policy (in response to representations; general updates).
- Policy on strategic environmental assets strengthened (in response to representations).
- A more strategic minerals policy (in response to representations).

Module Five: The Strategy – How Plymouth will be a healthy city.

- Editing changes proposed to strengthen the narrative, and communicate more effectively some of the key aspirations especially in relation to integrated health and wellbeing (in response to partner comments; clarifications).
- Strengthened references and policies in relation to needs of older people, including new adult social care policy (in response to partner comments and Equality Impact Assessment).
- Amendments to draw out more clearly themes such as child poverty, community safety as well as the continued role of care (in response to partner comments and Equality Impact Assessment).
- Amendments to takeaways policy to increase robustness of approach (in response to representations).
- Significant review of transport policy to provide stronger policy direction (in response to representations; clarifications).
- Amendments to ensure tie in with emerging Plan for Playing Pitches and need to safeguard facilities for healthy lifestyles (in response to representations).
- Updates and clarifications to housing policy (in response to representations, Equality Impact Assessment and responding to national review of standards and new national policy).

Module Six: The Strategy – How Plymouth will be a growing city.

- Amendments to better reflect role of design and architecture (in response to representations).
- Updates to reflect latest employment land evidence (in response to representations; update).
- Amendments to ensure plan adequately covers the wider role of centres for local communities (in response to representations; clarifications).
- Providing clearer direction in transport policy (in response to representations; clarifications).
- Minor amendments to the environmental policies in order to better emphasise particular policy aims and clarify text (in response to representations; clarifications).

Module Seven: The Strategy – How Plymouth will be an international city.

- Amendments to achieve better tie in with partner plans (in response to partner comments).
- Strengthened emphasis on Mayflower 400 (in response to partner comments).
- Strengthened approach to planning for and protecting visitor accommodation (in response to representations and partner comments).
- Greater acknowledgement of the role of architecture (in response to representations).

- Strengthening sporting policy and acknowledging role of local clubs (in response to representations).
- Emphasising the role of diversity, culture and young people to the city's reputation internationally (in response to partner comments and Equality Impact Assessment).

Module Eight: The Spatial Strategy – Where change will take place.

- Integrating the role of transport into the spatial strategy more effectively (in response to representations).
- Clarifying the housing numbers used in the plan (in response to representations; clarifications).
- Minor amendments to urban fringe development principles (in response to representations).
- Extending scope of retail policy to cover main town centre uses (in response to representations).
- Improving city centre and waterfront policies to provide clearer focus on their pivotal role to the city's prosperity (in response to representations; clarifications).
- Update of infrastructure policy to incorporate airport, key transport schemes and key flood related schemes (in response to representations; updates).
- Deletion of 'presumption in favour of sustainable development' (this policy is no longer required by PINS).

Module Nine: Delivery and monitoring – How we will implement the plan.

- Adding more detail to the delivery and monitoring framework and policies (clarification and filling in gaps).

6.0 The next steps

6.1 Once Plymouth Plan Part One is approved by Full Council, the key next steps include:

1. Delivering the plan's monitoring and implementation framework, including the finalisation and publication of the suite of plan indicators and targets by December 2015.
2. Commencing the consultation and engagement process in relation to Plymouth Plan Part Two by October 2015, to ensure that local communities and stakeholders have the opportunity to influence and guide area and site specific policies for the city.
3. Continuing with the preparation of the Plymouth Plan evidence base to ensure that the combined Plymouth Plan (Parts One and Two) are based upon the most up-to-date and robust evidence available when submitted for public examination in 2017.

6.2 This work will be undertaken with our partners and under the overall co-ordination of the Plymouth Plan Working Group.