

Plymouth

Britain's Ocean City



THE PLYMOUTH PLAN 2011-2031

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Draft

FOREWORD

Plymouth Plan

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Module One: Introducing the Plymouth Plan

What is the Plymouth Plan?

The Plymouth Plan is a ground-breaking plan which looks ahead to 2031. It sets 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 cultural environment; and it incorporates emerging development plan policy.

The Plymouth Plan is being published in two parts. Part One sets out an overarching strategy for future change and growth in the city. Part Two 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.

To enable a range of people to access the plan and find the information they need, the plan is web based and interactive www.theplymouthplan.co.uk. However, a full document style plan is also available.

Why do 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*, MBM Architectes 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 everyone, as jobs are created, earnings are increased, productivity is 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 people, 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 will the Plymouth Plan deliver a shared vision?

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. A Plan for Investment and Infrastructure and an 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. Other 'plans for ...' and service specific delivery plans of Council departments and other organisations will be aligned to the objectives of the plan, setting out the detail of how the higher level objectives and policies of the plan will be implemented. The detailed implementation of those parts of the plan to be delivered through the planning application process will be amplified by a Supplementary Planning Document. 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: How the plan will be used to drive delivery

What statutory planning status will the Plymouth Plan have?

Once formally adopted through the planning process, 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 emerging development plan policies contained in the Plymouth Plan will however be a material consideration for planning purposes. Increasing weight will be given to the draft policies as they go through the stages towards formal adoption. This will include a 'pre-submission' consultation stage when Part Two of the Plymouth Plan is combined with Part One. The entire combined Plymouth Plan will then be subject to a further consultation process, before it is submitted for public examination, providing an early opportunity to review the content of Part One as well as to extend the time horizon of the plan to 2036 with a longer term view beyond.

What other statutory roles will the Plymouth Plan 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 fulfils 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 - 2026.
- Child Poverty (Part 2 of the Child Poverty Act 2010) - Child Poverty Strategy 2013 - 2016.
- 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 - 2017.
- Housing (Housing (Miscellaneous Provisions) Act 2009) - Plymouth Housing Plan 2012 - 2017.
- Natural Environment (The Conservation of Habitats and Species Regulations 2010 and Natural Environment and Rural Communities Act 2006) - Plymouth Green Space Strategy 2008 - 2023.

Other strategic 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 - 2014 (currently under review).
- Art and culture - The vital spark: A cultural strategy for the city of Plymouth 2009 - 2020.
- Waste - Municipal Waste Strategy 2007 - 2030.

How is the Plymouth Plan structured?

The Plymouth Plan is structured around nine modules to help make the plan easier to navigate and update. Each one deals 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 outcomes - 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 and 2016.

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.

Strategic Objectives set out in greater detail what the Plymouth Plan is seeking to deliver, and how. In relation to the plan's development plan role, these objectives are part of the emerging planning policy framework for the city.

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 there is a lead partner or where partners may have a shared commitment or responsibility for delivery. 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).

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.

When will the plan first be reviewed?

The plan's effectiveness will be monitored on an ongoing basis with a full review undertaken at least once every five years. However, as part of the process of ensuring that the Plymouth Plan meets statutory development planning requirements there will be at least two further iterations of the plan before this five-year review cycle commences. Firstly, when Part One and Part Two of the plan are joined together in 2016, prior to the plan being submitted for an independent examination by a planning inspector. Secondly, when the plan is formally submitted for this independent examination, responding to any representations made at the

earlier stage. Potentially there could be a third iteration before the plan is formally adopted as the statutory development plan for the city, to address any matters the planning inspector identifies in order that the plan can be adopted.

More information on the monitoring process is identified in Module Nine.

How is the plan best used?

Although you can read the plan from start to finish, the plan can be more easily navigated using the interactive tools found at www.theplymouthplan.co.uk

1. Use these topic symbols to find strategic objectives and policies throughout the document that might be of interest to you.



2. Look at the interactive plan to search the plan easily and see the latest news and progress that has been made.

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. These create an environment for the plan to be delivered in the best possible way for people. They anchor the plan, demonstrating 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 future and the future of their communities and city.



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 (Theme 1).
- Puts sustainable development at the heart of decision making (Themes 1, 2 and 3).
- Communities are sustainable and places where people enjoy living (Theme 2 and Policy 12).
- High quality homes support people to feel settled, invested in and cared for (Policy 15).
- Heritage is cared for and celebrated (Policy 28).
- Local people feel positive about the city and are proud of their own and the city's culture (Policies 31, 34 and 38).



2. Opportunity: People have more equal opportunities and the 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 do this in a range of different ways, for example:

- Addressing health inequalities and long term health conditions (Policy 8).
- Healthy lifestyle choices are supported through promotion of and access to the natural environment (Policy 8).
- Ensuring children and young people have the best possible start in life (Policy 9).
- Transport options are accessible to support people to get to work, leisure and services (Policy 13).
- Creating an entrepreneurial culture which supports new business start ups and investment among our existing businesses (Policy 17).
- Ensuring that the city's residents have access to fulfilling careers (Policy 19).

- The built environment respects people's rights and needs for access and high quality spaces (Policies 29 and 30).
- Diverse communities of geography, interest and identity are celebrated (Policy 38).
- Planning obligations and the community infrastructure levy are used to benefit communities and the natural environments affected by development (Policy 46).



3. Power: People have confidence that they can influence decisions that affect them. Power is distributed in a way that makes the most of existing networks and systems.

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 use of democratic processes already in place and enabling local communities to influence decisions or make decisions in fair and transparent ways.

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 11).
- Influencing decisions at a regional and national level (Policies 4 and 16).
- Effective conservation and enhancement of the natural environment (Policy 6).
- Empowering people, communities and institutions to drive their own economic success (Policy 17).
- Clear strategic decisions are made about land use and need (Policies 18, 20, 21, 39, 40 and 41).
- Local stewardship of heritage assets (Policy 28).



4. Flourish: Individuals, communities and businesses thrive and there is an environment that is creative, enterprising, 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 (Theme 2).
- Strategic and regional role is well promoted to support businesses and communities (Policies 1, 2 and 3).
- Regional centre of excellence for health (Policy 16).
- Low carbon and green improvements that create spaces and facilities for people to thrive (Theme 3 and Policies 24 and 25).
- Sports are supported and developed as a key element of city life (Policies 8, 14, 23 and 35).
- City profile is well promoted regionally and internationally (Policies 31 and 32).
- Support for a global market place (Policy 32).
- The city is a UK destination (Policy 33).

- Celebrate green city credentials (Policy 36).
- World Class Universities and research centres are supported (Policy 37).



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, data 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 40).
- Joined up approach to managing the natural environment to protect and enhance it (Policy 14).
- Enabling communities to mix and share skills to contribute to sustainable neighbourhoods (Policy 11).
- Opening data where ever possible to improve our collective understanding of how the city operates (Policy 17).

Key themes that run through the plan

Strategic Objective 1

Making the plan happen.

To implement the policies of the Plymouth Plan to achieve the city vision and 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 and where inequality and fairness are addressed for those living and working in the city.
2. Plymouth will be a city of sustainable linked neighbourhoods, which meet the needs of and provides 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) (paragraph 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 below.

Theme 1

Welcoming city.

The City aims to be a welcoming city where:

1. Every citizen of Plymouth, no matter how young or old feels safe, 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, culture and city.
2. Every 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 and promoting community cohesion.
3. Every child has access to an environment that prevents, reduces and mitigates the impact of child poverty, and which provides outstanding early learning opportunities and schools with a wide-ranging curriculum, as well as safe homes where they can thrive and neighbourhoods designed with their wellbeing in mind.
4. Every 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 to remain in Plymouth should they wish to do so.

5. Every student feels welcome and can contribute to the civic life of the city. They have access to quality accommodation near their place of study, and have the opportunity to remain in the city once they have graduated, with the support they need to start a business or enter local employment.
6. Every 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.
7. Every visitor will know that they are welcome in Plymouth through the provision of a high quality visitor experience and cultural offer, with attractive public transport gateways and services into the city, a quality and unique historic environment, excellent hospitality services and visitor accommodation, and high quality information and internet connectivity.



This key theme is a reminder that the Plymouth Plan is ultimately about people, and meeting their needs (which is also at the heart of the United Nations 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.

Theme 2

A city of sustainable linked neighbourhoods.

The City aims to be a city of sustainable linked neighbourhoods, where each neighbourhood:

1. Has a vibrant mixed use centre, which meets daily community needs for local services such as neighbourhood shops, health and wellbeing services and community facilities, 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, reducing the need to travel.
3. Has high levels of digital connectivity and data is open, shared and used to better understand the city and support communities and businesses.
4. Has good balance of housing types and tenures to support a range of household sizes, ages and incomes to meet identified housing needs.
5. Has sufficient local population to provide demand which sustains key local services.

6. Is well served by consistent and reliable public transport, walking and cycling, both within the neighbourhood, between adjoining neighbourhoods and to the rest of the city.
7. Has a safe, accessible, healthy and wildlife-rich local environment, with well designed public and natural spaces that are family friendly and welcoming to all.
8. Has services and facilities that promote equality and inclusion and that provide for all sectors of the local population.
9. Has the facilities needed to meet the needs of all of the community, including provision of education and training opportunities, employment uses, health care, arts, culture, community facilities, leisure and recreation, and places of worship.
10. Provides a positive sense of place and identity, including through the recognition of good quality urban design, unique character, the role of culture, and the protection and enhancement of the historic environment.



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. The plan aims to support local communities in improving their neighbourhoods and provide avenues for direct investment so that it strengthens communities. Whilst many of our neighbourhoods already provide attractive living environments with good access to local facilities, there are some areas that are more disadvantaged and where improvement would be welcomed.

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 which are 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 include the facilities that we all use as part of our daily lives, such as shops, schools, health care and community facilities, as well as higher density housing.
- **Good accessibility and is walkable.** The centre of the community will 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, with facilities in walking distance along safe, accessible and convenient routes. 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.

- **Good digital connectivity** where digital, information and communication technologies are used to enhance the quality and performance of services, reduce costs, share resources, and to engage more effectively and actively with local people and businesses.
- **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.

Theme 3

Green city.

The City aims to be one of Europe's greenest cities where:

1. Challenging emissions reduction targets are met by:
 - a. Conserving energy in our homes, businesses and modes of travel.
 - b. Increasing energy generation from renewable and low carbon sources.
 - c. 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. People and communities are aware of, value and contribute to, the sustainability of 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, 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 reputation as a 'sustainable food city'.



Plymouth 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 hectares (ha) in 2008 to 258ha in 2014.
- Directly involved 4,000 people at 200 regular project activities between 2010 - 2013 through it's Stepping Stones to Nature Project.
- Secured £3 million from the Department of Energy and Climate Change 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 in water infrastructure by South West Water.

However, being a leading 'green city' will require concerted action over a long time span. A 50 year Plan for the Environment will be developed as a visionary initiative, exploring and establishing aspirational targets in relation to carbon reductions, environmental quality, and delivering a socially and environmentally sustainable city. A University of Exeter research report ('Analysis of Carbon Targets for Plymouth City Council', April 2014) shows that Plymouth can realistically aspire to deliver a reduction in the city's carbon emissions by 50 per cent on 2005 levels provided that a multi-faceted programme of carbon reducing measures is delivered, securing a step-change in green energy, energy efficiency and sustainable travel. 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 even higher levels and engaging all of the city's schools in an environmental learning network.

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 strategic outcomes 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 as well as high levels of child poverty 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 advocating 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.

People are living longer in the UK, and it is no different in Plymouth. It is therefore a key aspiration to enable these older years to be ones where a good quality of life is maintained and where older people are enabled to continue to contribute to the economic, social and environmental wellbeing of the city. This needs to be seen against a back-drop of reduced public sector spending. Care services will be increasingly under pressure to meet the needs of an ageing population. 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), integration of health and wellbeing and everyone has equal access to primary care services.
- Young people are equipped with the skills to improve their wellbeing, and all children leave school with the ability to read and write.
- Children, young people and their families are living in a city where child poverty is not tolerated.
- Older people are living independently for longer and there is a focus on self-care where people are well placed to manage their conditions and care for themselves wherever feasible, accessing support when needed.
- 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 communities facing challenges in the city have been enabled to improve their own neighbourhoods.
- Targeted interventions focusing on wellbeing, as well as projects focused on cultural activity and the city's heritage, has significantly contributed to a healthier city.
- Everyone has the opportunity to participate in sport and physical activity 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, waterfront 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 wellbeing services are provided for all of its residents.
- Residents show great pride in the city's heritage, leading and supporting many initiatives to promote the city's history and its historic built and natural environment.
- Plymouth is a city where there is a rich vein of community spirit exemplified by a vibrant volunteering culture which enables both increased self-esteem and improved mental and physical health for the volunteers as well as those who receive help.

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 delivers 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 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 Plymouth's Housing Market Area 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.
- All people in the city have an increased ability to participate in, contribute to, and benefit from its growth and economic prosperity.
- 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, entering employment, 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.
- The Waterfront is enhanced as the showcase piece for the city, a hub for culture and major events, an international gateway with high quality waterside living and a wholly accessible and inclusive destination.
- 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 a *smart city* having created a socio-digital eco-system where the City shares data and information between partners and the community through an 'open first' approach, delivering better co-operation, engagement and involvement, and unlocking the full capacity of local people and businesses to contribute to the growth of the city.
- 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 innovative urban design are considered to be some of the highest quality and most inspiring 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 Sir Francis Drake and the Spanish Armada, and the sailing of the Pilgrim Fathers.

The 400th anniversary of the sailing of the Mayflower ('Mayflower 400') in 2020 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 overseas communities with links to the Mayflower story. 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 Royal William Yard, The Hoe, The Barbican and Sutton Harbour, the National Marine Aquarium, Plymouth Theatre Royal and Plymouth Life Centre, and linking them to new destinations such as the Plymouth History Centre, so that the city is recognised as a 'must do' visitor destination for 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 Edgcumbe country park, as well as providing wider connections to waterfront communities such as Turnchapel and Saltash.
- The Mayflower 400 anniversary in 2020 has created a strong legacy both for the visitor economy and for local people, through improved public realm and waterfront access and lasting economic benefits, and has been a catalyst for cultural development across the city.
- 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.

Strategic Objective 2

Bringing the vision to life.

By 2031, for Plymouth to be one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone and 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, environmental and cultural strengths to deliver quality and sustainable growth.
4. Plymouth as an international city, renowned as the UK's premier marine city and famous for its waterfront, maritime heritage and culture.



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 stimulating 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, specialist health care, education, shopping and leisure services.

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. In addition there are now legislative changes being rolled out to hand greater powers to 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 the 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 HotSW 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 for growth align well with Plymouth's priorities. The policies laid out in this plan will contribute to a number of LEP priorities, particularly priorities around 'place', such as strategic connectivity, housing growth and specialist infrastructure needed for higher value growth. The SEP highlighted four key 'transformational opportunities' for the

LEP area - nuclear, aerospace, environmental futures and marine. Of particular relevance to Plymouth is the marine opportunity, given the strength of the sector in Plymouth and the opportunity to develop the marine industries production campus through the City Deal. The Plymouth Plan therefore has a good alignment with LEP priorities for higher value growth. The LEP has been successful in securing considerable Government investment through the Growth Deal process. Growth Deals 1 and 2 have successfully secured investment in a number of transport and infrastructure projects in the City, aligned with the City's growth aspirations. As well as locally specific projects, the LEP has also been successful in securing a number of investments that benefit the whole area, such as the development of a 'Growth Hub' to create a more favourable business support environment.

Strategic Objective 3

Strengthening Plymouth's role in the region.

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 City Centre, the Waterfront and Derriford as regional hubs and economic drivers of primary importance within the south west.
2. Supporting further investment in strategic services that serve the region, including the city's regional health, higher and further education and strategic sports and cultural facilities.
3. Working with partners in the sub region to plan for and develop cultural opportunities, international projects for trade and investment and strategic cultural programmes to increase cultural investment in the south west.
4. Unlocking the regional growth potential of Plymouth's City Centre and Waterfront, Derriford and the city's northern and eastern corridors.
5. Ensuring that strategic development proposals within the sub region support and complement Plymouth's role as a sub-regional driver.
6. 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.
7. 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.
8. Safeguarding the strategic defence role that Plymouth plays for the UK's security and optimising the benefits this brings to the regional economy.
9. Working with partners to enhance the region's natural assets, particularly the network of European, national and locally designated sites.
10. Working with partners to protect the region's mineral resources.



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

Policy 1

Enhancing Plymouth's strategic role.

Plymouth's strategic role as a centre and hub for regional 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, commercial leisure and office development within the city, in order to maintain and strengthen its status as a regional shopping destination, as well as a strategic location for higher / further education services. 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 waterfront will continue to be promoted and strengthened as a major regional hub in its own right for the economy, culture, tourism and leisure, and heritage.

The Derriford area will continue to be promoted and strengthened as a primary provider of regionally significant health, economic, educational and sports services.



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 recognised in the south west.

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

- Derriford Hospital provides health care 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.

The role of Plymouth City Centre, the Waterfront and the Derriford area is of particular importance to the city's strategic role, providing retail, cultural, tourism, leisure, transport, health, further/higher education and employment services to the entire sub region and beyond.

Policy 2

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 co-ordinated 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 sets out a balanced approach to growth, recognising the need to address barriers (such as transport, connectivity, skills), as well as seizing opportunities for transformational growth through high value sectors (such as marine). The growth aspirations set out and modelled in the SEP, highlight the link between higher growth rates, job creation and resulting population increases and housing demand. Whilst the SEP is not a spatial strategy for the area, there is clearly an important role for urban areas like Plymouth in delivering the growth aspirations of the SEP. In Plymouth these opportunities exist particularly but not exclusively 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 Saltram Meadow, the new community at Sherford and Newnham). The nature and scale of the opportunity is considered in more detail in Module Eight, and this will

be amplified by strategic and site specific policies for each Growth Area in Plymouth Plan Part Two. The role of the policy is to acknowledge the City's commitment to working in partnership in order to ensure that the city's regional growth potential is realised.

Policy 3

Utilising Plymouth's regional economic assets.

The City will work with the HotSW LEP, Plymouth and South West Peninsula City Deal and the universities and colleges 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. It builds on its potential for economic growth, capitalising on the success of the Plymouth and South West Peninsula City Deal as well as the opportunities its maritime location and environment bring for pioneering research and development (see also Policy 32). 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 and also in skills and the development of the workforce of which Plymouth's universities and colleges also play a key role.

Policy 4

Enhancing Plymouth's strategic connectivity.

The City will work with its partners in the south west to promote and 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 opportunity for the potential future re-use of Plymouth airport 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:
 - a. Enhancing the resilience of the existing coastal route at Dawlish.
 - b. Increasing the capacity of:
 - i. the Exeter to London Waterloo Line as far as Salisbury to enable the line to Yeovil and on to Castle Cary to become an effective diversionary route, also improving the strategic connectivity between the south east and the south west.
 - ii. the rail network by progressing the Dawlish Avoiding Line, a new high speed inland route between Exeter and Newton Abbot offering additional capacity and journey time improvements for long distance services in and out of the south west.
 - c. Delivering a longer term solution for resilience for the routes across the Somerset levels between Taunton and Bridgewater and Taunton and Castle Cary 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. Improving connectivity in order to increase access and rail freight opportunities between Plymouth, Exeter and the rest of the country by reopening a northern rail route between Plymouth and Exeter via Tavistock and Okehampton.
7. Upgrading and redeveloping Plymouth railway station as a regional hub station and delivering a new coach station in the City Centre.
8. Plymouth's inclusion on the Department for Transport's network of Strategic National Corridors.
9. 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.
10. Strengthening the strategic role of the A38 in supporting economic growth in Plymouth, south and west Devon and Cornwall, including investigating the case and options for upgrading the road to motorway standard.
11. Supporting the expansion of port activities with modernised and accessible port infrastructure, and safeguarding the existing port infrastructure including the mineral wharves.
12. Building upon Plymouth's digital connectivity to create high quality and technologically advanced methods of communication for businesses and residents as well as a network of shared and open data, which enables strategic decision making and unlocks barriers to strategic connectivity with the rest of the world. Thereby to ensure that the city is known for having 'best in class' digital connectivity,



The policy sets out a multifaceted 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.

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. By 2030 the HotSW LEP's SEP aims to have significantly improved the resilience of the region's transport infrastructure to bad weather events, and to achieve full dualling of the A303/A30 corridor, rail journey times to Plymouth of less than 2 hours 30 minutes and 100 per cent coverage of superfast broadband and mobile.

The Plymouth Plan specifically safeguards the opportunity for the re-opening of Plymouth airport for general aviation. It is for partners in the private sector to work with the City to develop robust proposals to show how aviation uses will be reinstated at the airport. The opportunity for future aviation use will be protected by ensuring that the airport site itself and land that would be required to meet operational safety requirements is not subject to any form of development which would prejudice this opportunity. In this respect, it should be noted that the government committed in its Budget Statement 2015 to undertake a study into whether there are viable options for the reopening of Plymouth Airport.

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 with over 100,000 population. Independent academic research by the University of Bath and the University of the West of England has 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 £1 billion 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, including taking advantage of plans to re-open the rail link to Tavistock as an initial step to reinstating the Plymouth to Exeter route via Tavistock and Okehampton. Re-opening this line and introducing local services would bring benefits to those two west Devon towns, to the wider rural community and increase connectivity between Plymouth, Exeter and the wider rail network in the rest of the country. 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 routes and key issues highlighted in the HotSW LEP's SEP are shown in Figure 2, which is reproduced directly from the SEP.

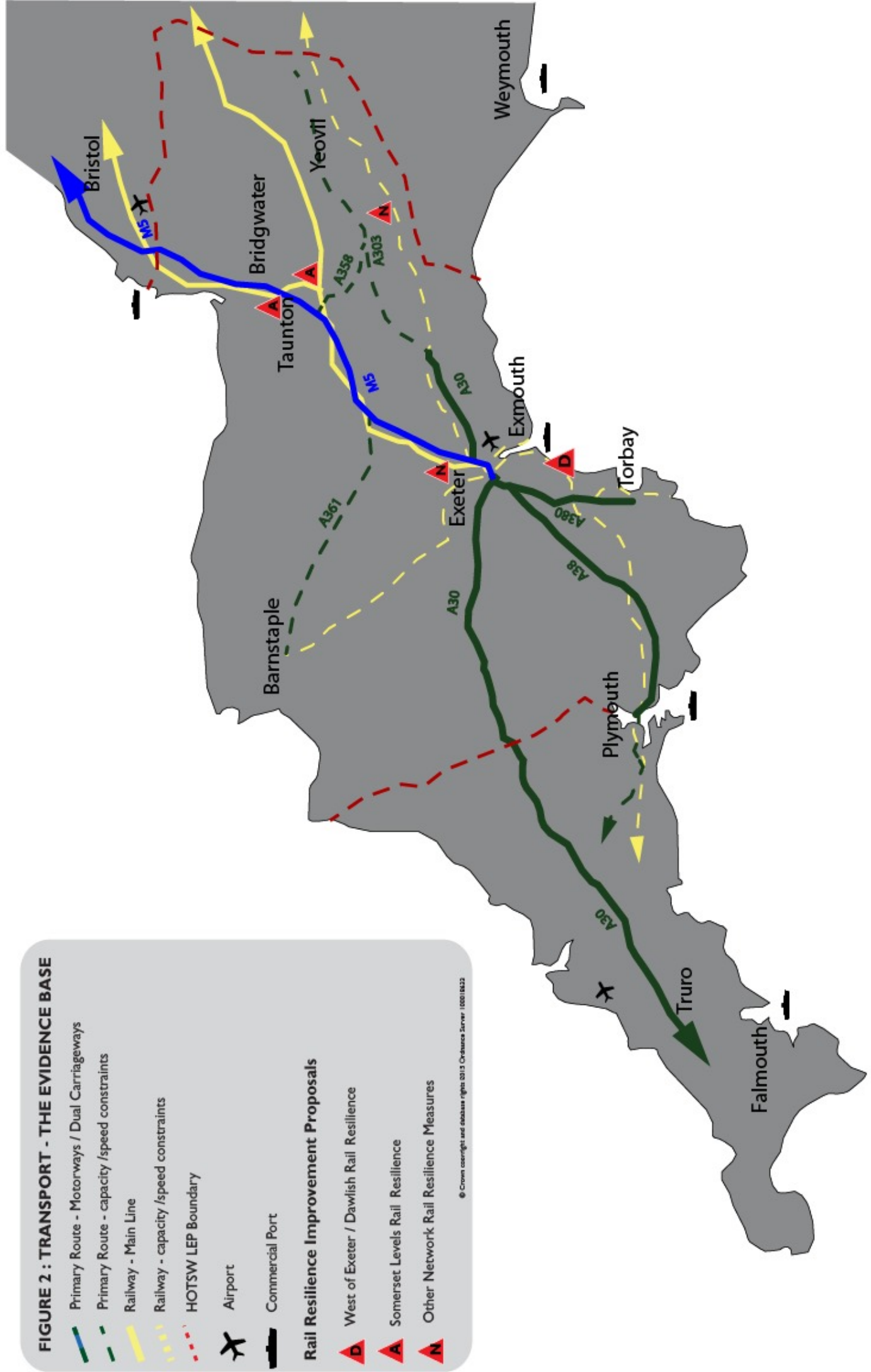


Figure 2: Plymouth's Strategic Connectivity (source: Heart of the South West Local Enterprise Partnership Strategic Economic Plan 2014-2030)



Policy 5

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

The City will support and actively promote the safeguarding and strengthening of Her Majesty's Naval Base (HMNB) Devonport, and the 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 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 (MoD) land in the city 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 or meet neighbourhood needs for new community spaces and facilities 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 of Nuclear Submarines. HMNB Devonport plays a key role in the Plymouth and wider sub regional economy. It directly supports 11 per cent (11,750) of Plymouth's full time equivalent (FTE) employment and 16.5 per cent (£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 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 or to meet wider community aspirations.

Policy 6

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 stewardship of the natural environment, working with national, regional and local partners. This will be achieved by:

1. Planning positively for the natural environment.
2. Managing the city's green and blue spaces.
3. Enhancing and restoring biodiversity and ecosystem services.
4. Promoting and defending the quality of Plymouth's marine environment and waters.
5. Improving links to regional and national walking routes, including the South West Coast Path national trail and the National Cycle Network.
6. Use of culture to play a role in animating and raising the profile of the environment through public realm development, public art and festivals.



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, Tamar Estuaries Marine Conservation Zone (to the north of the Tamar Bridges) 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 in 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 such as the Marine Management Organisation and Sustrans to support this outcome.

Policy 7

Safeguarding Plymouth's mineral resources.

The LPA working together with adjoining local minerals authorities will help to support and facilitate the sustainable use of mineral reserves of national and local importance. This will be achieved by:

1. Prioritising the use of recycled and secondary aggregates, including those derived from construction and demolition waste, over the quarrying of primary aggregates.
2. Defining Mineral Safeguarding Areas in mineral resource areas so that the long term minerals are not needlessly sterilised.
3. Safeguarding key infrastructure and facilities needed to support the handling, processing and distribution of mineral resources.
4. The use of planning conditions and legal obligations to ensure the timely high quality restoration and aftercare of mineral sites once they have been worked out. The restoration will be required to take account of geodiversity, biodiversity, native woodland, the historic environment and recreation.
5. Permitting small scale quarrying for conservation and heritage asset restorations where it can be demonstrated that there are no alternative workable resources and where amenity and environmental considerations can be met.
6. Ensuring that environmental controls and mitigation measures, as appropriate, are put in place in relation to each operation to ensure that development does not give rise to significant loss of amenity or unacceptable harmful impacts on the environment. Open cast mining and other minerals operations that cannot be achieved without causing unacceptable environmental and amenity impacts will not be supported.



The policy provides a strategic framework for the use and extraction of minerals resources. The starting principle is to prioritise the reuse and recycling of secondary aggregates. However, Plymouth's growth will increase demand for primary aggregates to supply construction projects. It is also important to recognise that the city and its sub region contains minerals resources of local and national importance. There are no minerals of national importance within Plymouth itself, although within close proximity there are nationally important reserves of china clay at Lee Moor and tungsten at Drakelands. The EU has defined tungsten as a critical raw material, and the British Geological Survey have placed tungsten joint top of its global risk list due to its scarcity and risk to supply. These will be considered specifically through the emerging Devon Minerals Plan, which is currently being prepared by Devon County Council. Decisions made within Plymouth therefore need to have regard to these

wider interests, whilst also recognising the need for the Devon Minerals Plan to include appropriate provisions to safeguard the city, its residents and its overall landscape setting from damaging environmental and amenity impacts from these open cast operations.

Plymouth's limestone reserves in Plymstock are of local and regional importance. Plymouth contains the farthest south western exposure of workable limestone in England. It provides an important resource for the local and regional economy, providing a valuable supply of building stone as well as a source of primary aggregate which supports the construction industry. Whilst 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.

Limestone has been extracted and processed at Moorcroft Quarry in Plymstock since the 1800s. Its extraction is now from Hazeldene Quarry, which was granted consent in 1994, with processing still taking 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 major 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. However, there may remain opportunities for small scale quarrying for conservation and heritage purposes.

Plymouth Plan Part Two will define a Minerals Safeguarding Area to ensure that the city's minerals reserves are not needlessly sterilised. It is also important to ensure that the infrastructure required for minerals purposes is protected. This includes for example minerals wharves at Pomphlett and Cattedown as well as processing plants at key sites in the city.

Minerals extraction needs to be managed very carefully in order to safeguard residential amenity and the local environment; this is especially so in urban locations and areas of high quality landscape, such as is the case in Plymouth. It is essential that the impacts on both existing and future residents from all operations are carefully considered and effective mitigation and controls are provided to minimise impacts to an acceptable level. This could include restrictions on the hours of operation, noise and dust monitoring, requiring tree planting and landscape bunds to provide screening, securing net gain in biodiversity and monitoring of the environment to ensure that any impacts are carefully controlled.

Furthermore, once minerals have been worked it is important that land is reclaimed at the earliest opportunity. High quality restoration and aftercare on mineral sites will need to take account of geodiversity, biodiversity, native woodland, the historic environment and recreation. Planning conditions, and where appropriate legally binding obligations, may be used to ensure that these are delivered as soon as possible once operations have finished.

The Council will continue to plan for a steady and adequate supply of aggregates through supporting Devon County Council in preparing the Local Aggregate Assessment.

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

- A. Plymouth recognised as a key regional economic driver.
- B. High quality strategic services and facilities that serve the people of Plymouth and the sub region.
- C. 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.

List of evidence base documents.

- 'Plymouth Sustainable Growth Study Part 1', Llewelyn-Davis on behalf of Plymouth City Council, Cornwall County Council and SW Regional Development Agency, May 2003
- 'A Vision for Plymouth', MBM Architectes with AZ Urban Studio, October 2003
- 'Plymouth Sustainable Growth Study Part 2', Llewelyn-Davis on behalf of Plymouth City Council, July 2004
- 'Sustainable Growth Distribution Study', Baker Associates on behalf of Plymouth Sub Regional Steering Group, March 2005
- 'Meeting the Productivity Challenge', University of Bath and the University of the West of England, 2005
- 'Plymouth Sound and Estuaries Coastal Planning Study', for Tamar Estuaries Consultative Forum, September 2006
- 'Plymouth Green Infrastructure Delivery Plan', Plymouth City Council, June 2010
- 'Port of Plymouth Evidence Base Study', Atkins for Plymouth City Council, April 2010
- 'Tamar River Transportation Study', Cornwall Council, March 2011
- '1st Devon Local Aggregates Area Assessment', Devon County Council, February, 2013
- 'The Somerset Levels and Moors Flood Action Plan', Somerset County Council & broad range of local and national partners, March 2014
- 'Plymouth Airport Study: Final Report', Arup on behalf of Plymouth City Council, September 2014
- 'Productivity and Wider Economic Impact Study', Parsons Brinkerhoff on behalf of Peninsula Rail Task Force, 2015

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.

Improved health and wellbeing for the population demands a whole system approach that includes interventions in education, employment, transport, housing, green space and leisure and supporting local communities, as well as health and wellbeing services that effectively meet the needs of the population and deliver high value. This improvement will be delivered through a combination of integrated health and wellbeing and the implementation of four integrated commissioning strategies covering Wellbeing, Children and Young People, Community Based Care and Enhanced and Specialised Care. It will be supported by the 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.

Wellbeing is the whole system consideration of a person's life experiences rather than just their physical or mental health. Health, which is defined by the World Health Organisation as a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity, is an important component of wellbeing. This also considers purpose and meaning, life satisfaction and positive emotions and relationships. Wellbeing is important because evidence shows that people with high levels of wellbeing live longer, have more positive health behaviours and generally have better physical and mental health.

The relationship between health and wellbeing is not a simple one – not everyone who reports having good health also reports having high levels of wellbeing. The definition of health and wellbeing was a key consideration for the Health and Wellbeing Board when developing their vision for a Plymouth made up of 'Happy, Healthy, Aspiring Communities'.

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 need and demand with a limited and often decreasing resource. A focus on prevention of ill health is evidenced to reduce the burden of disease and consequently reduce demand on front line services. In addition, a move towards a fully integrated population-based health and wellbeing system will provide an 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 aims to place residents and communities in a position to take advantage of the opportunities growth brings. Some areas of Plymouth have experienced consistently higher rates of economic inactivity and

unemployment, including youth and long term unemployment, and low incomes. This often runs 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, tackle child poverty 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 wellbeing, promote choice and personal responsibility, formulate health-enabling local policy and develop good quality local services. This will be achieved by:

1. Delivering solutions and creating environments which address the wider determinants of health and wellbeing and make healthy choices available.
2. Reducing health and wellbeing inequalities and the burden of chronic diseases in the city.
3. Delivering the best health, wellbeing and social outcomes for children, young people and families, and reducing and mitigating the impact of child poverty.
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. Building strong and safe communities in good quality neighbourhoods with decent homes for all, health-promoting natural and built environments, community facilities and public spaces and accessible local services.
6. Enabling people of all ages to play an active role in their community and engage with arts and culture and other activities to promote social cohesion and good mental health and wellbeing.
7. Providing a safe, accessible and health-enabling transport network which supports freedom of movement and active travel and promotes low carbon lifestyles that are beneficial to physical and mental health.
8. Delivering quality lifelong learning which is available to everyone and can be tailored to quality employment and social opportunities in a city aspiring to good population wellbeing through a vibrant economy.
9. Ensuring people get the right care from the right people at the right time to improve their health, wellbeing and social outcomes.
10. Making Plymouth a centre of clinical excellence and innovation to benefit the sustainability and growth of the medical and health care sectors in the city and to create education and employment opportunities.



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

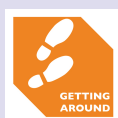
Policy 8

Addressing health inequalities and supporting healthy lifestyles.

The City will reduce health inequalities across all communities of interest, identity and geography and improve health and wellbeing in Plymouth by addressing its wider determinants, focusing on the prevention of ill health and supporting people to make choices that benefit their physical, mental and emotional health. It will achieve this by:

1. Prioritising the promotion of health-enabling lifestyle choices and early detection of the health conditions most strongly related to health inequalities, namely;
 - a. Encouraging a smoke-free Plymouth where future generations are protected from tobacco related harm and live longer and healthier lives through reducing the demand for and restricting the supply of illegal tobacco.
 - b. Reducing alcohol related harm in Plymouth by providing support for children, young people, families and individuals who need it, and reducing the access and availability of alcohol to those most vulnerable.
 - c. Changing attitudes towards alcohol by shifting the focus of the night time economy towards more cultural and sporting activities to create a safer more vibrant Plymouth.
 - d. Promoting healthy weight and ensuring effective prevention, identification, early intervention and management of obesity in children and adults.
 - e. Increasing everyday activity and participation of all sectors of the community in active lifestyles.
2. Working to prevent people misusing substances whilst ensuring that services focus on prevention and recovery from substance misuse.
3. Promoting mental wellbeing, resilience and improved quality of life through improving the range and access to mental health and early intervention services, integrating physical and mental health care and becoming a Dementia Friendly City.
4. Supporting healthy eating and improving access to good food through:
 - a. Promoting access to food growing opportunities and allotments.
 - b. Ensuring access to healthy catering at sporting, leisure and cultural facilities and events across the city.
 - c. Protecting the food environment within a 400 metre radius of providers of secondary education.
5. Supporting and sustaining a vibrant sports sector and creating excellent opportunities for physical activity through:

- a. Delivering programmes that support the benefits of sport, walking and cycling and other physical activity, including providing pleasant and secure environments for active travel and improved opportunities for all sectors of the community.
- b. Safeguarding the city's facilities that support opportunities for sport, physical activity and active leisure, including resisting development proposals that result in the loss of sports and recreational buildings and land, including playing fields, unless:
 - i. An assessment has been undertaken which has clearly shown the facilities to be surplus to requirements; or
 - ii. The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - iii. The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.



Since 2000 - 2002 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 - 2012 data reveals male life expectancy in Plymouth is around one year below the England average.

The neighbourhoods of Leigham and Mainstone 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.

Diseases such as cancer, cardiovascular and respiratory disease and stroke 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. The 'Thrive Plymouth Framework' aims to make a significant difference in reducing the current health inequalities across the city, by addressing the four risk factors which together contribute to the four chronic diseases and account for 54 per cent of deaths in Plymouth.

The Thrive framework (Figure 3) has been developed to provide a tool to help address these risk factors. By avoiding these in the first place, through encouraging lifestyle change, we can prevent the majority of deaths due to these diseases. This will require all partners to

work together to ensure effective prevention, identifying and recognising wider social determinants, and delivering early intervention. Commissioning wellbeing services that empower and enable people to live healthier lives for longer will be crucial to meet the future demand for services and support health promotion and positive health outcomes. Additionally, wider problematic substance use is a behaviour that can be influenced with the right support. The City will aim to create an environment within which people can identify their motivation and move to a focus on longer term change supported by the person's family, peers and community.

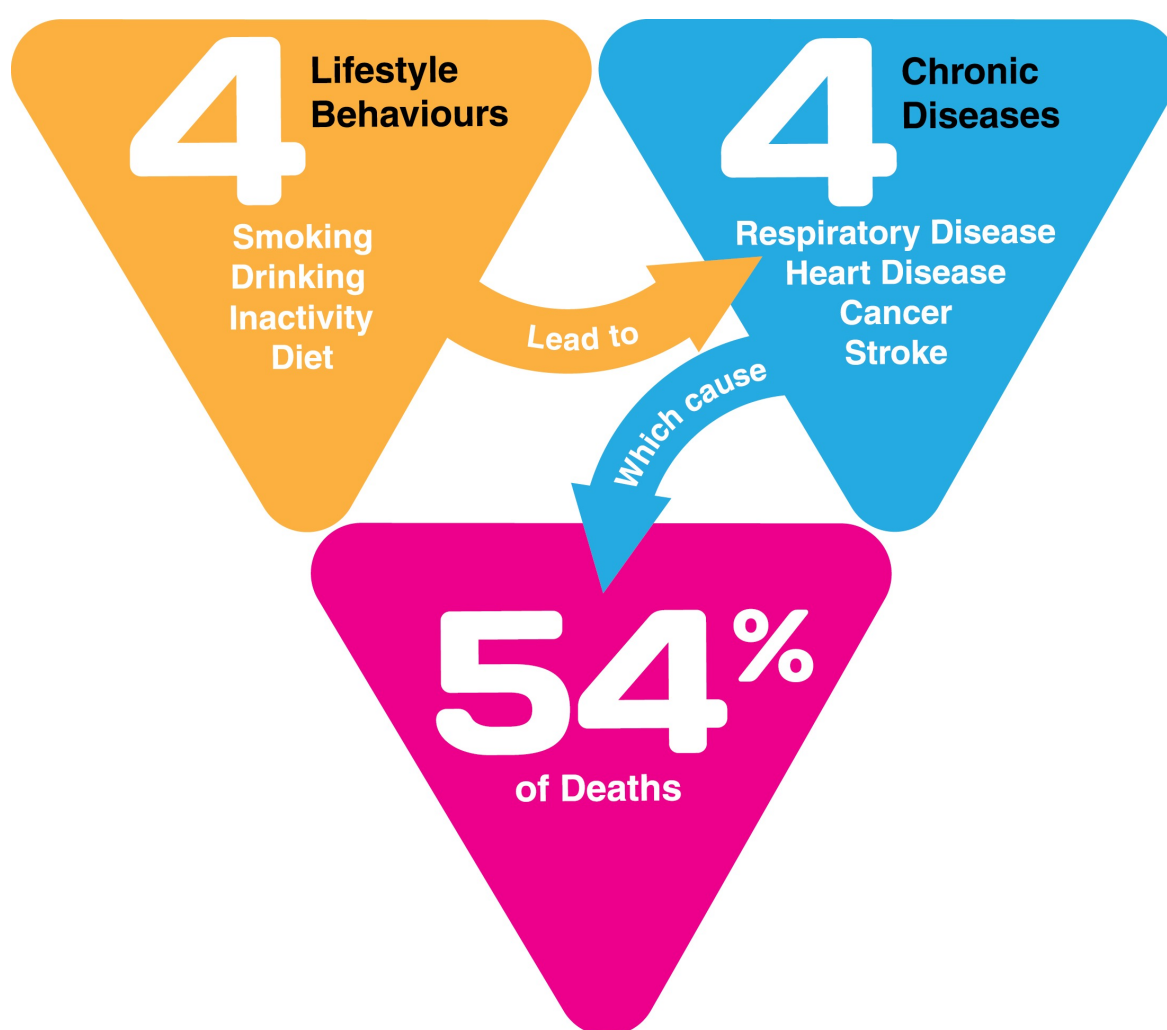


Figure 3: Thrive Plymouth framework.

These four risk factors are also well recognised modifiable risk factors for poor mental health and more specifically 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 in Plymouth are predicted to be living 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 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. Providing good information, advice and care co-ordination can also support people to live with dementia.

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; there are 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.

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 contribute to their good mental health and wellbeing. There is also emerging evidence suggesting that the arts, heritage and cultural activities, as well as other interventions that promote cognitive stimulation, can be instrumental in improving wellbeing, including reducing the impact of mild to moderate dementia and slowing the cognitive decline in people who already have dementia. In order to ensure that people have access to opportunities to increase their physical activity it is essential that appropriate facilities are provided, existing facilities are protected and decisions relating to facilities are based on robust assessments of need.

Tackling food poverty is also recognised as an effective measure in reducing health inequalities. The Health and Wellbeing Board identified obesity and healthy weight as a priority for tackling health inequalities across the city and the City is committed to taking co-ordinated and integrated action to tackle the issue through inter-agency working. The Plymouth Report 2014 identifies that across the city 24.9 per cent of children are identified as having excess weight or are obese. Schools are supported in gaining the Healthy Child Quality Mark which ensures that nutrition is taught and that schools facilitate healthier behaviour in children. A contributory measure is to protect the food environment around schools so that uses such as hot food take aways are carefully controlled and healthy food options provided. Detailed guidance on the implementation of this policy through the planning process will be provided in the Plymouth Plan's Supplementary Planning Document. This is to ensure that there is a proportionate and effective approach to managing the food environment around schools.

In addition to this, the Food Plymouth Food Charter 2011 - 2014 under 'Health and Wellbeing For All' states that the city will raise awareness of the importance of a nutritious balanced diet and will work to improve the availability of affordable healthy food. It will also provide a wide range of community growing and other food related activities to improve physical and mental health for people of all ages. The range of green spaces within Plymouth will play an

important role for providing these opportunities, not only around giving residents the opportunity to grow their own healthy food, but also for improving socialisation, tackling isolation and improving physical activity.

Policy 9

Delivering the best outcomes for children, young people and families.

The City will work to create the conditions where children, young people and families can thrive, assisting them 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. This will be achieved through:

1. Ensuring the best possible start in life for all children by increasing the focus on the first 1001 critical days from conception, ensuring that the best maternity services, parenting programmes, childcare and early year's education are in place.
2. Providing accessible childcare which helps children become ready for school and enables parents to work, by ensuring that there is high quality, safe and flexible childcare and after-school/holiday provision.
3. Providing children and young people with the best and most appropriate learning and vocational educational opportunities and experiences that inspire them to learn and develop skills for future employment and life.
4. Ensuring that there are sufficient, high quality schools which aspire to achieve not just better education provision but also support wider community cohesion in the area.
5. Ensuring that early intervention, help and prevention meets the needs of children, young people and their families who are 'vulnerable' to poor life outcomes.
6. Ensuring that integrated assessment and outcome-based care planning are carried out for children with additional needs, including social, emotional, learning disabilities or mental health problems, to include the voice of the child and of the parent.
7. Ensuring that all children, young people and their families have access and the opportunity to participate in physical activity and the cultural life of the city.
8. Providing effective safeguarding and excellent services for children, young people and families.
9. Ensuring that employers are sensitive to the needs of working parents by promoting and delivering family-friendly policies.



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.

Working with childcare providers to improve the quantity, quality and range of childcare provision in the city, will ensure children are afforded the best start in life and gives parents the opportunity and confidence to seek or return to employment if they choose to. It's important that the City works together with employers to implement family friendly policies, such as breastfeeding in the workplace, flexible working arrangements, parental leave, maternity leave and carers leave which benefit employees whilst protecting business productivity.

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, whilst also supporting parents and carers of young children, will result in a fitter, healthier more economically active population that is better able to break the cycle of intergenerational poverty.

By 2031 it is possible that many if not all schools will have left local authority control and consequently the number of academies and free schools is likely to rise. The current educational landscape of Plymouth demonstrates good potential for self-improvement. School-to-school support blended with a local authority offer is emerging as a sustainable part of a changing education system locally. The local authority role in assisting and influencing the shape of educational provision is evolving. Current and future legislation will potentially establish the role of the local authority as commissioner for highest need and this role will be divested through integration with other agencies and partners. The national model in shaping education provision is business focused and relies on competition between providers to drive up standards. To mitigate the fragmentation that this model potentially creates, the local authority will continue to work hard to promote collective responsibility for every child.

In addition to their primary education role, schools are a key facility within their local community and can support wider cohesion in the area. They are unique in that they often are the only service provider that will know the whole family and understand the needs of individuals in the context of the whole family. Schools have a strong commitment to their area and an interest in supporting parents, and despite the choices parents can make most on the whole come from the locality.

The City needs to work together to provide excellent safeguarding services for children and young people 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.

For some children and young people, times of transition and change can be particularly difficult, so reducing these difficulties even by a little, can make a big difference to their lives. There are many types of transition, these may include starting nursery, primary or secondary school, parents separating, puberty, entering care or moving from one service providing support to another. Transitions are stressful and can have far reaching effects on some children's emotional wellbeing and academic achievements. There are many strategies that can be adopted in order to support children and young people through times of transition, it is important that these strategies are identified early to minimise risk and promote positive outcomes and resilience. In addition, for all children and young people with special educational needs and disability, planning for these transitions is a priority to ensure good communication and planning across all agencies involved.

Policy 10

Supporting adults with health and social care needs.

The City will work together to deliver a health and wellbeing system which provides high quality services and care for those who need it by:

1. Creating the opportunity through integrated services to give people more control over how their health, care and support is provided and ensuring people have a positive experience of the health, care and support they receive.
2. Delivering high quality services that meet individual outcomes.
3. Implementing a system of whole person care which delivers care and support in a way that makes sense to the person in the context of their whole life.
4. Providing effective safeguarding services to protect adults from harm and ensure they are treated with dignity and respect.
5. Supporting carers to carry out their caring role and have a full life outside of caring.
6. Supporting people to manage their condition(s) to reduce their dependence on professional help.



With an increasing and ageing population, and increasing prevalence of long term conditions, there is a need to focus on prevention, integration and person centred care in order to deal with the demand on Plymouth's health and wellbeing system. The number of new clients assessed by Plymouth's Social Care Service increased by 25 per cent 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. In light of this increase, the City needs to enable and assist 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 health and wellbeing system will promote a population-based comprehensive universal offer, based around the promotion of wellbeing, information and advice and low level preventative services. For people who need or are eligible for health and care services there is a need to continue to ensure those who are most at risk of harm, abuse or neglect are safe as well as helping people to live independently for as long as possible through person-centred support.

The City will build on the integration of health and social care services already achieved, to ensure accessible services through a single front door, and streamlined provision where people only have to tell their story once. This enables the delivery of a system which removes barriers to care caused by geographic, regulatory or any other kind of boundary.

People with health and care needs will be provided with relevant and comprehensive advice, information and support to manage their life and condition independently. Alternatives to traditional medical and clinical interventions will be explored, including using social networks and communities alongside professionals.

Where and how services are delivered is also important. The City will deliver more community based services using new and different technology in order to provide a range of services at locations and times that are convenient for the people who need them. Carers will also be recognised and valued and have the support they need to have a full, healthy life of their own.

Adults should be treated with dignity and respect, receive high quality, compassionate care and be safe from harm and abuse. The City will ensure people are safeguarded from harm through prevention, empowering people to make their own choices and decisions, protecting and representing people in greatest need, and working in partnership to develop local solutions with communities. There will be transparency in local safeguarding process and clear accountability for decision making.

Policy 11

Playing an active role in the community.

The City will enable engaged and supportive communities by:

1. Providing joined up and effective support at the request of communities from the most appropriate organisations to:
 - a. Improve access to the information, advice and evidence needed to support collaborative decision making and ensure communities and voluntary organisations are informed of their rights.
 - b. Promote self-help and targeted volunteering to support locally led solutions, reduce the need for 'professional help' and support positive outcomes for all.
 - c. Encourage intergenerational dialogue to create greater understanding and empathy between generations within communities.
 - d. Encourage health and cultural opportunities that are community led or involve communities and increase the quality of life for residents.
2. Supporting communities that wish to improve their local areas by:
 - a. Providing guidance on the most effective tool to achieve their intended outcomes over the long term.
 - b. Devolving budgets where possible to enable community aspirations to be delivered or facilitation of shared decision making, such as participatory budgeting.

- c. Providing guidance and support to those communities who want to protect local services, own assets or run services in the city.
 - d. Recognising and supporting the benefits of temporary and meanwhile uses of empty shops and public spaces that can add value to local communities.
3. Supporting children and young people's rights to play an active role in the civic life of the city and provide opportunities for the residents of Plymouth to recognise and celebrate the creative talents of the city's younger generation.
 4. 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.
 5. Sharing knowledge through open data and information which enables communities to have informed engagement, make suggestions for changes and initiate actions relating to their services and lifestyles.



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 (community networks and resources) that makes communities strong, including for example reducing health inequalities, better educational attainment, better employment outcomes and increased community safety.

A more engaged city means that local people, including children and young people, feel well informed and able to influence change that takes place in their local communities. Consultation results should be published and open for others to use and share where possible. A more supportive and informed community means that people feel fully engaged and empowered and they are better able to support one another through targeted volunteering and initiatives that celebrate and encourage local talent and build relationships. This results in communities that are less reliant on professional assistance and intervention.

Both formal and informal volunteers play a fundamental role in delivering a Healthy City. In 2013, the Plymouth Guild brokered 4,000 volunteering arrangements in the city and the Cities of Service initiative is building on this. Time banking has developed in Plymouth over the last four years and has proved highly successful in supporting engagement with communities, promoting community cohesion within and between neighbourhoods and supporting individuals to become more confident and aspirational. Plymouth aims to build on this volunteering goodwill to target areas of greatest need, for example to help tackle food poverty, and reduce social isolation and loneliness.

Other interventions, such as encouraging people to take up cultural activities within their community can also improve peoples' health and wellbeing. For example, for older adults it has been shown to lower blood pressure and reduce anxiety in cardiac patients and shorten hospital stays for inpatients. Therefore supporting community led cultural activity that involves local people will significantly contribute to a healthier city.

Communities and voluntary organisations have a number of tools to influence or control what happens in their local area or how services are delivered. For example, they can apply to run services or council buildings, list assets of community value to give extra time for them to prepare to purchase assets on the open market, get permission to build housing or other assets, and ask for public assets to be transferred into community ownership. By the end of 2014, three community assets were successfully registered on the Council's 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. This requires organisations to work together to meet and prioritise their needs and ensure that information informing communities of their rights and opportunities is clear and freely available. It is also important to have a better understanding of the voluntary and community sector, alongside implementing a more strategic partnership approach towards supporting the growth of the sector and the role they play in meeting future needs. This includes a joined up strategic approach to attracting funding and investment to support the sector.

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 12

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, feel safe and confident, with the opportunity to live, work and play in good quality sustainable neighbourhoods. This will be through:

1. Ensuring that each neighbourhood has good access to a range of community facilities and opportunities, including provision of education and training opportunities, employment uses, health care, culture, community facilities, leisure and recreation, and places of worship.
2. Ensuring the voice of children, young people and families is canvassed and valued and influences community developments.

3. Encouraging schools to play a core hub role within communities so that facilities can be used for the benefit of the local community.
4. Delivering a partnership approach to tackle crime and disorder that causes the most harm and affects those most at risk. This approach will be complimented by well considered use of the planning process and by enabling greater community control to implement local solutions.
5. Reducing opportunities for crime and the fear of crime by requiring all new development to incorporate good design principles.
6. Providing for good emergency vehicle accessibility in new developments and infrastructure projects and encouraging the installation of sprinkler systems in properties which accommodate children and vulnerable adults, including schools, residential care homes and special housing.
7. In neighbourhoods where people are disadvantaged and do not have equal chances, providing specific support to local communities and consider targeted regeneration and other interventions as appropriate. The LPA will support this 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.
8. Strengthening communities to build upon social value and social movement so that people have control of the communities where they live.



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.

People are at the heart of our communities so it is important that they are seen as being central to the development of safe and sustainable neighbourhoods, that their views are sought and listened to and they feel empowered to find their own solutions or play a part in decisions that will affect them. Organisations and developers working in the city need to recognise and invest in creating neighbourhoods that support strong communities that will result in long term benefits such as increased social value and activity, and improve opportunities in disadvantaged communities.

The City will develop an integrated approach, including Youth Justice Services, to deliver high quality and co-ordinated services and interventions. These will protect those groups most at risk, will tackle offending and crime/anti-social behaviour including, domestic and

sexual abuse, hate crime, violent extremism and substance misuse. Additionally, it is important that development, especially that which will accommodate vulnerable users, should be designed to minimise the risk of fire and be accessible to all emergency services.

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 and use of public spaces and facilities, including those of local schools, and intelligent use of high quality public realm and street-lighting design so that it allows people to have a sense of safety and pride about the environments where they live.

Policy 13

Delivering a safe, accessible, sustainable and health-enabling transport system.

The City will deliver a transport system that enables and encourages sustainable and active travel choices, provides good accessibility for the city's population to jobs and services, and supports a healthy environment. This will involve:

1. Ensuring through the planning process that new development delivers safe and convenient facilities for walking, cycling and public transport, considers air quality and noise pollution, and where appropriate makes provision for travel plans to optimise the use of sustainable travel choices.
2. Ensuring that highway infrastructure projects take full account of the needs of pedestrians, cyclists and public transport operators, and the wider community and place-shaping needs of the area, whilst also helping to minimise air quality and noise pollution.
3. Facilitating and encouraging walking through protecting the amenity and safety of the public realm, avoiding street clutter and other unnecessary obstructions and structures, making specific provision for people with disabilities, and maintaining and improving the Public Rights of Way network.
4. Delivering a strategic cycle network and facilities for cyclists which encourage both recreational cycling and the greater use of cycling as a primary mode of transport.
5. Delivering a public transport system that everyone can use, including working with the bus companies to provide easier ticketing, providing clear journey planning and timetable information, and accessible boarding and alighting across the city where all residents live within 400 metres of a bus stop.
6. Working with public transport providers to ensure that each neighbourhood in Plymouth has good public transport accessibility to key destinations in the city, and is well-connected to the city's High Quality Public Transport network.
7. Investing in and promoting the growth of an electric vehicle charging network and other emerging alternative fuel technologies.
8. Delivering a co-ordinated approach to reduce road casualties, air and noise pollution including 20mph zones where appropriate.

9. Working with our with partners, including the charitable sector, to provide community transport to enable people who can not use conventional public transport to access health, leisure, shopping and social opportunities within the city.
10. Working with regional partners, agencies and bus/rail/ferry operators to deliver a joined up transport system across all modes with key locations within the Plymouth Travel to Work Area.



Transport planning and investment can play a significant role in delivering a healthy city in three primary ways. Firstly, through encouraging active travel such as walking and cycling, with the significant direct health benefits that are derived from physical exercise; secondly, through making it easier for people to get to services they need for their personal well-being and the things that will help them live healthier lives; and thirdly, through designing a safer, more accessible and more environmentally sustainable transport system.

The City will continue to remove barriers to pedestrian travel and encourage walking as a sustainable and active mode. The continued delivery of the city's public rights of way and strategic cycle networks 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 transport infrastructure should be of high quality, supporting the creation of quality places, and with a view to removing street clutter and barriers to make it easier for people to move around. Increased feelings of personal safety are also an important factor for increasing levels of walking and cycling, particularly at night and this needs to be addressed through considered design. People who are mobility impaired, through physical disability or because they are carrying shopping or with a pushchair perhaps, are more likely to find it difficult to travel around. Changes to the street environment such as dropped kerbs and removing street clutter can significantly improve mobility and accessibility.

Vehicle emissions and noise can have a significant impact on the natural environment and on human health. The City will continue to monitor air quality and noise and will implement measures where appropriate. More journeys made by foot, bike and public transport 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, 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 any new GP surgeries, health centres and 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 the city's key destinations such as the City Centre and Derriford via a High Quality Strategic Transport network (see Policies 22 and 44). People need to be able to use buses to conveniently travel to visit friends and relatives, and community facilities across Plymouth.

Between 2000 and 2014 the number of people killed or seriously injured on Plymouth's road network has been reduced by 14 per cent with road safety education and engineering projects. Additionally, speed management initiatives have played a significant role in reducing casualty numbers. There is a strong link between speed and road casualties. Reducing the average speed of traffic on a road by 1 mph leads to an expected reduction of 5 per cent in the number of collisions on that road. There is a well-understood relationship between the speed of a crash and the impact, and therefore the likely severity of any injuries. However, despite a long term continued decrease in road casualties, there were still 792 people injured on Plymouth's roads in 2014, therefore taking action on improving safety for all road users will remain of significant importance.

The fear of being injured in a traffic-related collision is a real concern for residents and the perceived danger acts as a barrier to travel for many, often deterring people from choosing to walk or cycle. Fear for safety is particularly prevalent when choosing how to travel to school, for example. Parents who drive to school often cite safety as the main reason for choosing to drive their child every day rather than walk or cycle. The City will continue to deliver a targeted approach to road safety education and awareness raising. The phased introduction of 20 mph speed limits in residential areas, especially near schools, and increasingly efficient road maintenance will make the journeys around the city by all modes safer and encourage active travel.

Policy 14

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, health promoting places to play near to where children live and that families are confident to enjoy and explore.
2. Working with schools, health centres, family support organisations and local sports and community groups, and through cultural activities, to encourage the use of natural spaces as places for relaxation, recreation and fun.
3. Utilising natural spaces near schools for curriculum based 'learning outside of the classroom' experiences and continuing to facilitate a network of schools that utilise natural spaces for learning outcomes.
4. Providing high quality outdoor facilities that encourage people to participate in sport and active recreation, including:

- a. Protecting and increasing the stock and capacity of playing pitch facilities.
- b. Improving the quality of existing playing pitches and ancillary facilities.
- c. Engaging in a co-operative and innovative way to improve the quantity and quality of the playing pitches stock and ancillary facilities.



Policy 14 complements Policy 24 (where standards for the provision of playable and natural spaces are identified) in promoting the health benefits of the natural environment. There is clear 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 cost-effective 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 increasing levels of engagement in outdoor sport the provision of high quality facilities must be an essential part of the growth of a healthy city.

Policy 15

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, promotes health and is located in a community where they want to live, by:

1. Identifying sites and delivering programmes to develop a range of new and affordable homes to rent and buy, this includes:
 - a. Bringing empty homes back into use, and converting vacant floorspace over shops into new homes where appropriate.
 - b. Enabling older people and the most vulnerable to promote, secure and sustain their independence in a home appropriate to their circumstances, including through the provision of specialist housing across all tenures in sustainable locations. This will include provision for retirement accommodation, extra care and residential care housing and other forms of supported housing.

- c. Enabling the provision of high quality housing for younger people and that considers specialist needs and ensures that young people can live close to their families in Plymouth.
- d. Bringing forward suitable self build and custom build opportunities to help meet identified needs in the city.
- e. Increasing choice in housing for those in need by greater utilisation of the private rented sector.

- 2. Targeting intervention and resources to improve the standard and quality of private sector housing.
- 3. Focusing on the prevention of homelessness and its wider impact.
- 4. 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:

- 5. Requiring that on private sector developments of above ten homes, 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 11 and 14 dwellings where the requirement can be met by providing an off-site contribution to deliver affordable housing elsewhere in the city. The affordable housing should be indistinguishable from other development on the site, reflecting the type and size of the development as a whole, and incorporate a mix of tenures including, where viable, social rented accommodation.
- 6. Providing for a mix of housing sizes, types and tenure appropriate to the neighbourhood and to ensure that there is a range of housing in the city, broadening choice and meeting specialist needs for existing and future residents. This will include increasing the supply of:
 - a. Smaller dwellings most suited to younger and older people.
 - b. Housing suitable for households with specific needs.
 - c. Larger three and four bedroom houses, and executive homes at appropriate locations.
- 7. Providing a mix of accessible housing units in new housing schemes representative of the wider housing mix of the development, including:
 - a. Requiring at least 20 per cent of dwellings on all schemes over five dwellings (including conversions) to meet national standards for accessibility and adaptability (Category M4(2) of Building Regulations).
 - b. Requiring at least 4 per cent of dwellings on all schemes over 25 dwellings (including new build housing and conversions) to meet national standards for wheelchair user homes (Category M4(3) of Building Regulations). Category M4(3) dwellings will be counted as contributing towards the category M4(2) dwelling requirement.

8. Identifying sites to meet the demand for 49 pitches for the Gypsy and Traveller community (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.
9. Supporting purpose built student accommodation in the form of cluster flats and studio developments where these are in locations close to the education establishment, support wider regeneration objectives, are acceptable in terms of their impact on existing residential areas, and which provide decent accommodation with support facilities and appropriate provisions for on-going management of the development.
10. Ensuring that new dwellings are of sufficient size and layout to provide good quality accommodation to meet the needs of their occupiers. Conversions of existing properties into flats or large houses in multiple occupation (*sui generis*) will be permitted only where:
 - a. The gross floor area of the property is more than 115 square metres.
 - b. The accommodation is of a decent standard including, in the case of flats, self-contained.
 - c. The development 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 householder 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 exacerbates the impact of child poverty and 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 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, and properties built to accessibility standards. 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 six times the earnings of those on the lowest wages. In order to ensure that people in housing need in Plymouth can access affordable homes, the policy 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 house builders 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.

Policy 16

Delivering accessible health services and clinical excellence

The City will continue to develop as a location of national and international excellence in clinical and medical science, where everyone has access to the health care they need by:

1. Focusing on integration and joining up services that benefit the people of Plymouth and improving the sustainability of the health and care system.

2. Ensuring that all communities in the city have access to high quality primary care services, with provision of technology-enabled care where appropriate.
3. Supporting the development and emergence of Derriford Hospital as a regional centre of excellence for clinical specialisms that reflect its strengths, aspirations and the health needs of the people of Plymouth and wider population.



The integration of health and wellbeing remains a crucial national and local policy objective and it is important that the City builds on its current progress towards integrated health and wellbeing services – not only in the spheres of commissioning and provision, but also in terms of assets through intelligent use of the public sector estate. The innovation of an integrated health and care system is likely to deliver population health and wellbeing benefits that significantly 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. However, there will remain a strong demand for health services to be provided in an accessible way for all local communities and so it will be important to ensure that growth of the city is matched by appropriate provision to meet these growing demands.

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 the people of Plymouth and the wider population. 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 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.

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 and sustainable health and wellbeing services for people who need them.

List of evidence base documents.

- 'Plymouth Green Space Strategy 2008 - 2023 Background Report', Plymouth City Council, 2009
- 'Strategic Housing Market Needs Assessment', GVA for Plymouth City Council, South Hams District Council, West Devon Borough Council, Cornwall Council and Dartmoor National Park Authority, July 2013
- 'Creating the Conditions for Fairness', Plymouth Fairness Commission, March 2014
- 'Gypsy & Traveller Accommodation Needs Assessment', GVA for Plymouth City Council, South Hams District Council, West Devon Borough Council, and Cornwall Council, May 2014
- 'Plymouth Plan Area Assessments', Plymouth City Council, June 2014
- 'The Plymouth Report', Plymouth City Council, 2014
- 'Plan for Playing Pitches: Consultation Draft', NAA for Plymouth City Council, March 2015
- 'Planning Obligations & Affordable Housing SPD Second Review: Evidence Base Update', Plymouth City Council, July 2015
- 'Draft Wellbeing Needs Assessment 2015 - 2020', Plymouth City Council, July 2015
- 'Draft Children and Young People Needs Assessment 2015 - 2020', Plymouth City Council, July 2015
- 'Draft Community Needs Assessment 2015 - 2020', Plymouth City Council, July 2015
- 'Draft Enhanced and Specialised Care Needs Assessment 2015 - 2020', Plymouth City Council, July 2015
- 'Strategic Assessment (Crime and Disorder) 2014/15', Safer Plymouth

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, environmental and cultural strengths to deliver quality and sustainable growth. The city's long term prosperity has been improved, and its economy has been transformed and rebalanced. It has raised its productivity, and provides higher average wages as well as employment opportunities to support a skilled and talented workforce. Its population has grown to over 300,000 people by 2031.

Plymouth's vision is 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.

This strategic outcome has a very close alignment with the HotSW LEPs mission statement 'to reposition the Heart of the South West's profile and reputation, nationally and globally. Connecting people, places, businesses and ideas to transform our economy, securing investment in infrastructure and skills to create more jobs and enable rewarding careers.'

The Plymouth Plan will support the LEP's mission statement and position 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 Plymouth is a place where investors find a positive and welcoming environment for commercial projects and developments.
- 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

Creating a more prosperous city for all.

To create the conditions for high quality and sustainable growth, which meets the present and future needs of Plymouth residents 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 by:

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 and quality 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 residents, businesses 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 to support the overall growth strategy.
12. Providing innovative and high quality architectural development, ensuring that place shaping and design is at the heart of the city's growth, whilst recognising the value that heritage assets provide.



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

Policy 17

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 economic infrastructure.
 - a. Developing its world class marine assets through South Yard and other key developments and other key locations.
 - b. Adopting a proactive and innovative approach to utilising our significant marine research assets, including the city's maritime location, and creating 'test facilities' in strategic locations.
 - c. 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.
 - a. Creating an integrated and accessible business support offer for all businesses looking for start-up support, advice, guidance and signposting.

- b. Supporting the development of new business incubation environments to raise business start-up rates, including space for connecting students, academics, researchers and entrepreneurs.
 - c. Raising the proportion of businesses exporting (including trading online) and helping those currently exporting to exploit new market opportunities through targeted support.
 - d. Opening up data where possible to improve our collective understanding of how the city operates and unlocking the potential of a *smart city*, thereby supporting the growth of existing businesses, driving innovative business opportunities and maximising the potential of the digital industry.
- 3. Empowering people, communities and institutions to develop social enterprise initiatives to drive their own economic success.
 - a. Providing targeted support to social enterprises across the city, building on Plymouth's status as a Social Enterprise City.
 - b. 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.
 - c. Boosting levels of local procurement and connecting residents to opportunities arising from major developments and inward investments.
- 4. Supporting creative businesses.
 - a. Creating a renowned major creative industries programme that nurtures creative talent including that of young entrepreneurs 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 implement a range of initiatives through a 'Plan for Jobs' to ensure a proactive approach is taken to driving and accelerating the delivery of the new jobs needed to meet the City's growth aspirations.



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.

Whilst 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:

1. Enterprise and entrepreneurship: in particular increasing the rate of business start-ups in the city.
2. Indigenous and inward investment: supporting and attracting new investment to the city, bringing in new jobs, skills and ideas.
3. Innovation and the knowledge economy: balanced, diversified and knowledge intensive business base.
4. Employment and skills: raising skills levels and supporting people back to work.
5. Economic rebalancing: encouraging private sector jobs growth and higher levels of exporting.
6. Connectivity: maximising the physical and digital connectivity to markets (see also Policy 4).

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. This initiative will be supported by the South Yard Enterprise Zone, which was designated by the Treasury in August 2015.
- Improving the coordination of current technologies, monitoring and facilities in Plymouth Sound and the western English Channel and to promote and develop this marine environment for the testing and development of marine technologies of the future, through a 'Smart Sound Plymouth' initiative (see also Policy 32).
- The HotSW LEP'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 400 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 33).
- 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 Gross Domestic Product and employs over two 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. Programmes on a range of issues will therefore be developed 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.
- Creating the landscape and culture for a *smart city*; one that allows Plymouth people and businesses to fully utilise the power of accessible and machine readable open data. A *smart city* will unlock the use of integrated digital and technological solutions leading to efficiencies, sustainability and a better quality of life, and can drive new and existing business growth.

Policy 18

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, where there are overriding and demonstrable economic, regeneration and sustainable neighbourhood benefits from doing so, or where there is no reasonable prospect of a site being used for employment use in the future.



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 businesses to grow and new businesses to locate in Plymouth, particularly in marine industries and knowledge based industries. The policy sets 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 (SHMNA), which uses two employment forecasts to set out numbers of jobs that 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 (ELR), which examines the numbers of jobs that will be created by City Deal, 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 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 although there is enough land available in the city's administrative area to accommodate the growth in B1 and B2 uses, there is a shortfall of land for new B8 uses. If land which is located in the Plymouth Principal Urban Area (as described in Module Eight) is considered there is sufficient land to accommodate all new businesses which will create the additional jobs we expect to see in Plymouth by 2031. Employment land at Langage, Broadley Park and Sherford in the South Hams could contribute to meeting this need, as set out in Policy 40. 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.

Part Two of the Plymouth Plan will identify sites for new employment development.

Policy 19

Delivering skills and talent development.

The City will provide an accessible environment for high quality lifelong learning so that all of its residents 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:
 - a. Strengthening partnerships between the city's education institutions, communities and employers to match skill levels with demand.
 - b. 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:

- a. Supporting the removal of barriers to innovative development, training, growth and expansion, business start-up and advice.
 - b. Monitoring, communicating and supporting sector specific skills gaps and their interventions.
- 3. People will be helped to prepare for and progress in work by:
 - a. Streamlining and co-ordinating high quality training and education courses to ensure there is a fair and relevant city-wide offer.
 - b. Improving learner access to employability skills and STEM (Science, Technology, Engineering and Maths) subjects.
 - c. Improving learner access to core skills, including English, maths, ICT, green, interpersonal, life / social, relationships and customer skills.
 - d. Providing pre-vocational targets for people who can't meet academic targets and providing support to enable those with additional needs to prepare for and progress in work.
- 4. Learning environments will be provided that equip people with the skills they need by:
 - a. Ensuring that new 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 increased demand.
 - b. Developing an employer led system, to ensure the city's skills supply matches demand and residents are productively and sustainably employed.
 - c. Placing the assets, facilities, talent and expertise of the city's higher and further education providers at the heart of business growth.
 - d. Using the LPA's planning powers to help address skills deficiencies and training needs, particularly (but not exclusively) in the construction industry.



The development of people's skills and talents is at the heart of Plymouth's economic policy for growth, whilst also strongly supporting its vision of a healthy and international city. Fundamentally, lifelong learning helps people to progress in their working lives, whilst also contributing to their personal sense of wellbeing and ability to contribute to their community and city.

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.

The aspiration of the City in general and the Employment and Skills Board in particular is 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 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 the 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 planning powers such as developer contributions, planning obligations, conditions and other powers to implement employment and skills plans during the construction (and, if appropriate, the operational) phase of developments.

Policy 20

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

The LPA will make provision for meeting the full objective assessment of the housing need of Plymouth. Plymouth's provisional housing need for 2031 is for 22,766 new dwellings, of which at least 7,242 should be affordable homes. 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 that a proactive approach is taken to driving and accelerating the delivery of the new homes needed to meet the City's growth aspirations.



The Plymouth Plan sets out the strategy for meeting the housing needs of a growing city. The policy aims to ensure that enough homes are built to meet Plymouth's full housing need. This complements Policy 15 which seeks to ensure that new homes and the existing housing stock are of a quality, mix and type that meets the aspirations of the city's current and future population.

A provisional housing need of 22,766 new dwellings over the life of the plan is identified to support Plymouth's growth agenda. This need 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 39 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 new community at Sherford 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 new community at Sherford (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 is therefore provisional pending a further iteration of the Plymouth Plan when it is prepared for submission for public examination in 2016.

In order to contribute to the delivery of sustainable linked neighbourhoods (see Plymouth Plan Theme 2 in Module Two) 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 21

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.



The policy 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 economic growth forecasts. These figures will be updated in future iterations of this plan to reflect the most up to date economic growth forecasts and population growth assumptions.

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 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.

In order to support the overarching aspirations of the Plymouth Plan, which include the creation of a city of sustainable linked neighbourhoods (Plymouth Plan Theme 2 in Module Two), it is important to understand where new shopping floorspace should be located, and to recognise the importance of access to convenience stores selling good quality food for everyone living in Plymouth. Access to fresh food within neighbourhoods is an important determinant of health in communities as well as contributing to sustainable patterns of movement and the creation of strong communities. A sustainable neighbourhood should have access to a local convenience store within reasonable walking distance of residents and 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. The precise

needs of each neighbourhood will be unique and therefore the information contained in the Plymouth Plan Area Assessments will be helpful to understanding these needs. Nevertheless, Policy 41 sets out the spatial strategy for retail in Plymouth in support of Policy 21, and indicates where retail provision will be located to respond to strategic priorities and local community needs.

Policy 22

Using transport investment to drive growth.

The City will deliver targeted integrated transport measures based upon a strategic understanding of the city's transport network which will support Plymouth's growth by:

1. Promoting transport measures that maximise modal shift from car to alternative sustainable travel choices, including more accessible, efficient and reliable bus travel, developing ferry services, extending the application of multi operator ticketing on Plymouth's public transport, creating exemplar public rights of way, walking and cycling routes, and requiring the development and implementation of travel plans where appropriate.
2. Delivery and maintenance of a High Quality Public Transport network connecting Plymouth's growth areas along key routes.
3. Where infrastructure improvements are demonstrated as being necessary, investing in targeted and strategic projects which optimise the efficiency of the network, tackle pinch points and deliver highway capacity enhancement. These measures will open up connections to key growth areas to enable development to take place, and facilitate the safe and convenient movement of people and goods in support of the regional and national economy.
4. 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.
5. Promoting further investment in air, rail (including rail freight) and sea port infrastructure, including a new cruise liner terminal and the European ferry port at Millbay, whilst safeguarding the opportunities for this investment through protecting key access routes and where appropriate safeguarding existing land and infrastructure.



Transport planning and investment will be critical to delivering high quality and sustainable growth for the city. The strategic approach proposed in the Plymouth Plan is set out in a range of strategic objectives and policies of the Plymouth Plan (identified by the 'Getting Around' symbol) which taken together will support the delivery of all aspects of the city vision, whilst also supporting the local highway authority in its statutory Network Management Duty (Traffic Management Act 2004). The focus of Policy 22 is particularly on the crucial role of

transport in supporting the city's sustainable growth and wider economic objectives. 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 Plan for Investment and Infrastructure, which will provide the delivery framework for the Plymouth Plan, with detailed transport implementation plans developed through the local transport plan process.

Overall, the strategic approach seeks to make effective and efficient use of transport assets and 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 22 supports this strategic approach through a hierarchy of measures that the City will use when developing transport solutions and delivery plans:

- First priority will be to promote 'softer' measures which encourage and enable use of sustainable means of travel rather than the car. Such measures include travel plans, which the LPA may require of new developments, setting up car clubs to provide car sharing facilities, and encouraging 'active travel' - walking and cycling which also have clear health benefits.
- Secondly, the City will continue to work with bus operators to develop a strategic network of high quality public transport (HQPT) routes connecting Plymouth's three growth areas (City Centre / Waterfront; Derriford and the Northern Corridor; Eastern Corridor). In these areas, growth will lead to an increased demand for travel which should be met through an improved multi modal transport network, 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 fully accessible buses to meet the needs of all passengers.
- Finally, it is recognised that in the shorter term it will be necessary to invest in targeted network improvements 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 growth areas where most of the new homes and jobs will occur.

It is anticipated that the High Quality Public Transport network will have the following attributes:

1. A clearly defined and efficient network.
2. Modern good quality, clean and welcoming buses operating at regular frequencies.
3. Safe, accessible and attractive bus stop environments with real time electronic information displays at key locations.
4. Bus priority measures delivered where practicable along the entire route to ensure reliability.
5. Future potential built in to allow for responding to new technologies and funding opportunities.
6. Effective marketing of Plymouth as a welcoming city and a place for business and tourism realised through the design of the HQPT infrastructure.
7. Multi-operator ticketing through technologies designed to speed up passenger boarding times and remove a perceived barrier to travel by non-bus users.

The delivery of such a network will require strong partnership working with public transport operators, with the City Council playing a key role in influencing and creating the right environment for the required investment in the local bus network.

Additionally, the policy acknowledges the importance to growth of supporting further investment in infrastructure that enhances Plymouth's strategic connectivity in support of the measures set out in Policy 4. This includes the need to support demand-driven investment in road-rail-port interchanges, in order to optimise the economic value to the city of its port and help meet demand for storage and distribution uses.

Policy 23

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, including, where appropriate, providing financial contributions to enable local schools to make their facilities available for wider community use.
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 Plymouth 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 encouraging 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 Plymouth Life Centre and its relationship to Home Park. 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 24

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 vision for growth. A functional network of green and blue spaces will support a high quality of life for communities as well as providing an attractive environment for investment, space for nature to thrive and increased resilience to the impacts of climate change. Plymouth's natural network will be delivered through the following measures:

1. Ensuring the network is accessible and welcoming by:
 - a. Ensuring everyone has access to a high quality natural space within 400m of where they live.
 - b. Ensuring everyone has access to a high quality playable space within 600m of where they live.
 - c. Ensuring everyone has access to a high quality strategic natural space within 2km of where they live.
 - d. Enabling the designation of 1 ha of Local Nature Reserve (LNR) for every 1,000 people in Plymouth.
2. Focusing on the water environment by:
 - a. Ensuring our bathing water quality achieves 'Excellent' under the new more stringent EU standards and continues to provide a high quality cultural, wildlife and recreational resource for the city. This work will be delivered with the support

of South West Water, the Environment Agency, the Marine Management Organisation and other partners.

- b. Sustainably managing the city's water environment by adopting a catchment based approach to ensure reductions in flood risk and enhanced water quality, wildlife, amenity value and designated shellfish waters.
3. Delivering a co-operative approach to managing the network by:
 - a. Developing a new model for managing natural spaces that enables communities to have more involvement and ownership of their local spaces.
 - b. Enabling co-operative working with partners from other sectors, such as health, to manage the network in a manner that delivers for other agendas.
 - c. 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:

4. 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 new habitat, including in inter-tidal areas, and reconnect existing habitats through new corridors and stepping stones.
5. Assessing the impact of development on the function(s) of natural spaces and resisting development where it would result in an unacceptable conflict with the function(s) or characteristic of these spaces.
6. Protecting, improving and encouraging the high quality management of our natural spaces and ensuring that protected and rare species can thrive.
7. 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.
8. Designating sites of intrinsic community value as 'Local Greenspaces'.
9. Protecting and valuing iconic and historic landscapes, green space sites that enable a visual and physical connection to the water environment, and seascapes and views that define the city, whilst enhancing the relationship between Plymouth and the surrounding landscapes that provide its enviable setting.
10. Ensuring Sustainable Urban Drainage Systems (SUDs) within developments also, where practical, deliver biodiversity and amenity benefits in addition to water management.



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 Areas of Outstanding Natural Beauty (AONB's), a European Marine Site, a Marine Conservation Zone and Dartmoor National Park. This provides an enviable setting and a distinctive collection of assets that can support the growth of 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. This will require cross border co-operation.

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 - Plymouth's wealth of rare and protected habitats and species will be protected and enhanced so that they can thrive within the natural network.

Policy 25

Reducing carbon emissions and adapting to climate change.

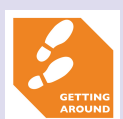
The City will pursue the following approaches to deliver significant reductions in carbon emissions in Plymouth, aiming to halve 2005 levels of carbon emissions by 2031:

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 and the 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. Expecting development to:
 - a. 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.
 - b. Optimise solar gain and solar access in the layout of development aiming to achieve a minimum of 10 per cent Winter Probable Sunlight Hours (WPSH), and a minimum Vertical Sky Component (VSC)* of 27 per cent.
 - c. 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.
 - d. Connect to existing district energy networks 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.
8. 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.
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.
10. Safeguarding the role of undeveloped estuarine coastal margins in providing resilience to climate change.



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 the policy. Its success 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 an increased uptake of renewable forms of generation.

The LPA will play an important role through seeking development that contributes to mitigating and adapting to climate change. Sustainable design and construction will be integral to new development in Plymouth, including the delivery of zero carbon development where possible. Development should minimise energy demand, maximise energy efficiency and integrate the use of renewable and low carbon energy. Undeveloped estuarine coastal margins will play an important role in ensuring resilience to climate change, enabling habitat to migrate in response to sea level rise. They also provide a location for habitat creation to mitigate habitat loss elsewhere.

Policy 26

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, surface water and waste water infrastructure requirements should be put in place in tandem with planned growth to avoid adverse social, economic and environmental impacts.
2. Working with the Environment Agency and South West Water to align priorities for the efficient and effective management of tidal, fluvial, surface water and sewer 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 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. These 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 and does not increase flood risk elsewhere.

6. Requiring development to incorporate sustainable water management measures to minimise surface water run-off and ensure that it does not increase flood risks elsewhere, in compliance with a 'Plan for Managing Local Flood Risk' and national standards for sustainable urban drainage systems.



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 more than 900 properties at high risk of flooding (Flood Zone 3) in Plymouth from the sea or main rivers. Over 3,000 properties are 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. Plymouth's Plan for Managing Local Flood Risks will include maps of risk areas for sea, fluvial and surface water flooding and information on strategic flood risk management infrastructure requirements. The South Devon and Dorset Shoreline Management Plan has a policy of 'hold the line' for the majority of Plymouth's coast, having considered and rejected the alternative options of no active intervention and retreating defences further inland.

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.

Flood risk management strategies for specific risk areas will be developed as necessary to help define and quantify essential infrastructure needs.

Policy 27

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, and will aim to achieve a 50 per cent recycling rate. Particular measures include:

1. Waste prevention. In order to sustain the delivery of high levels of waste reduction, the City will:
 - a. Continue to actively undertake waste prevention and minimisation awareness raising campaigns and educational activities.
 - b. Promote and support home composting for garden, vegetable and fruit wastes.
 - c. Support the development of community composting schemes.
 - d. Support those engaged in the development of a circular economy and the extension of product life.
 - e. 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.
2. Waste reuse and recycling. The City will:
 - a. Continue to proactively assist community and voluntary groups, and businesses which seek to explore, pilot and develop reuse and recycling activities and projects to generate economic and social value.
 - b. Use the planning process to encourage the reuse and recycling 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.
 - c. Enhance its recycling infrastructure and 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.
 - d. 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.

3. 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 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.
4. 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 a 'Plan for Waste', the City will identify detailed actions to achieve ambitious waste management outcomes to maximise the prevention, reuse and recycling of waste.
5. 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 and the City will work jointly with adjoining waste planning authorities to ensure that adequate capacity remains available to meet the city's needs. 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 the policy, 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.

Plymouth's waste needs assessment (2014) identifies that there are small quantities of low level radioactive waste generated in Plymouth, primarily from the healthcare sector. Given the specialist nature of treatment/management requirements it is not anticipated that any specific provision will need to be made in Plymouth for the management of this waste. It also identifies that there are movements of hazardous waste in and out of the city for treatment at specialist facilities. It is not expected that significant new specialist treatment facilities for such waste will be needed during the time covered by the Plymouth Plan.

Finally, Devonport Dockyard undertakes strategic defence operations, including work on nuclear submarines. Any specialist waste streams that arise from these operations will be expected to be managed by the site operators. Proposals which facilitate the safe and efficient transportation of any wastes from the City are supported but it is not considered that a treatment facility within the city would be appropriate.

Policy 28

Promoting Plymouth's heritage.

The City will pursue a proactive and solution-orientated approach for the conservation of the historic environment, ensuring that it 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 enhancing historic assets and the character and setting of areas of acknowledged importance, including:
 - a. Scheduled ancient monuments, listed buildings (both statutory and locally listed), registered parks and gardens, conservation areas and archaeological remains (including marine archaeology).
 - b. Non-designated heritage assets, including areas of archaeological interest, unregistered parks and gardens and landscapes positively identified as having significance in terms of the historic environment.
2. Requiring that decisions are informed by proportionate investigations into the significance and impact of proposals, following best practise guidance.
3. 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.
4. Ensuring that owners and those responsible for the management of historic buildings are aware of their responsibilities and maintain and care for those buildings.
5. Supporting proposals for heritage-led regeneration and working with developers and investors to encourage them to see historic and culturally led regeneration as the first choice method to achieve 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.
6. 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. It is important to understand the significance 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 to the city. The Council will maintain an up to date record of Plymouth's historic assets, drawing particular attention to heritage at risk.

Policy 29

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 safeguarding and incorporating quality buildings, trees, hedges and other landscape features into the layout and design of schemes and creating new habitat including woodland, where possible.
5. 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 have been considered.
6. Achieving a quality sense of place and character through good design and urban greening, with particular attention to the design details of the scheme, sensitive

integration of the historic environment, opportunities to create public spaces and support the creation of quality public rights of way, 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.

7. Having proper regard to the developments context and surroundings in terms of style, local distinctiveness, siting, layout, orientation, visual impact, local context and views, scale, massing, height, density, materials, detailing and historic value and character.
8. Ensuring that the layout and details of new development adequately contributes towards high standards of community safety.
9. 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.

The policy 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. It 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, accessible and easy to live in. These characteristics therefore contribute to the creation of sustainable linked neighbourhoods through new development.

Policy 30

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 and where appropriate protecting against the on and off-site impacts of the proposal on local communities and the physical environment, including flood risk, wildlife, biodiversity, landscape, marine environment, water and air quality, land contamination, and odour, noise and light pollution.
2. Protecting wildlife and prioritising statutory protected sites and species according to their international, national and local status.

3. Protecting the amenity of the area, including residential amenity in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping.
4. 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.
5. Ensuring that sufficient provision is made for car parking in order to protect the amenity of surrounding residential areas and ensure safety of the highway network. The overall level of car parking provision at employment, retail and other destination locations will be limited where appropriate in order to promote sustainable travel and to ensure an efficient highway network, a high quality environment, public amenity and safety.
6. 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.
7. Recognising the relevance and importance of up-to-date design guidance (such as the latest Building for Life Criteria) and utilising these tools when assessing the acceptability of development.
8. 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.
9. 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.
10. Where appropriate, requiring a Health Impact Assessment to be submitted as part of any Environmental Impact Assessment submitted in relation to planning applications.



Development can have negative impacts and it is important to ensure that they are not significantly harmful to the existing environment and residents. The policy 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. The policy will help to ensure that development takes places in a sustainable manner, having regard to the environmental, social and economic impacts.

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.

List of evidence base documents.

- 'Plymouth Rapid Urban Characterisation Study', Alan Baxter and Associates for Plymouth City Council, February 2005
- 'Plymouth Strategic High Quality Public Transport Network', Atkins for Plymouth City Council, March 2006
- 'Strategic Flood Risk Assessment', Pell Frischmann for Plymouth City Council, July 2006
- 'Plymouth Renewable Energy Strategic Viability Study', Centre for Sustainable Energy for Plymouth City Council, March 2007
- 'South West River Basin Management Plan', Environment Agency, 2009
- 'Plymouth City Centre and Derriford Sustainable Energy Studies', Centre for Sustainable Energy/Wardell Armstrong, June 2009
- 'Port of Plymouth Evidence Base Study', Atkins for Plymouth City Council, April 2010
- 'Plymouth Palmerston Forts Strategic Scoping Study', URS and Scott Wilson for Plymouth City Council, January 2011
- 'Local Transport Plan 2011- 2026', Plymouth City Council, 2011
- 'Analysis of Carbon Reduction Policies for Plymouth', University of Exeter for Plymouth City Council, June 2011
- 'Preliminary Flood Risk Assessment Report', Plymouth City Council, June 2011
- 'Prospects for Plymouth's Priority Economic Sectors', Arup for Plymouth City Council, July 2011
- 'Strategic Housing Market Needs Assessment', Plymouth City Council, GVA for South Hams District Council, West Devon Borough Council, Cornwall Council and Dartmoor National Park Authority, July 2013
- 'Local economic strategy review 2013 to 2014', Plymouth Growth Board, 2013
- 'Analysis of Carbon Targets for Plymouth City Council', University of Exeter, April 2014

- 'Review of Waste Strategy, Future Needs and Sites', Amec for Plymouth City Council, August 2014
- 'Plymouth City Centre Development Study-draft', GVA for Plymouth City Council, September 2014
- 'Plymouth Employment Land Review 2011 - 2031', Arup for Plymouth City Council March 2015

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 and is the UK's premier marine city, famous for its waterfront. It is recognised as unique among UK cities for its natural drama and for its 500 year old history as a place of embarkation and exploration. Plymouth's continuing journey towards a world leading marine city supports the cultural experiences it offers to visitors who are looking for authenticity and character. The city's world class universities and research institutions are recognised for their innovation, and Plymouth is 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 worldwide 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. Additionally, Royal William Yard is considered to be one of the most important groups of historic military buildings in Britain, and includes the largest collection of Grade 1 listed military buildings in Europe.

Plymouth also plays host to significant national attractions with one of the finest regional theatres in the country (Theatre Royal Plymouth), the National Marine Aquarium and Plymouth 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 people and communities of Plymouth will remain at the heart of the city's ambitions and share in the benefits of its achievements.

Strategic Objective 6

Enhancing Plymouth's profile as an international city.

To enhance Plymouth's profile as an international city where the city projects itself 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 and through using Mayflower 400 in 2020 as a key catalyst and driver.
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. Providing innovative, high quality architectural development to set the city apart and create an attractive, forward looking environment.
6. Providing a full range of hotel and visitor accommodation, including new high quality provision, to ensure that there is adequate accommodation capacity for all visitors.
7. Recognising Plymouth internationally as a leading green city.
8. Further developing our universities, research institutions and knowledge based industries which are widely known for their innovation and world class assets.
9. Delivering a strong, diverse and dynamic city that welcomes new residents, students and visitors and that celebrates cultural diversity.



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

Policy 31

Implementing Britain's Ocean City.

The City will create worldwide recognition and interest in Plymouth and use Mayflower 400 in 2020 as a key catalyst and driver to bring in more investment, attract more visitors and make Plymouth's case at a national and international level, by:

1. Raising the international profile of Plymouth through increasingly and consistently promoting the Britain's Ocean City brand in all promotional plans for Plymouth.
2. Proactively seeking the highest quality of architecture on key and prominent city centre and waterfront sites, which reflects and enhances Plymouth's unique maritime and heritage offer, using architectural competitions where appropriate.
3. Investigating opportunities to build and strengthen links with other cities around the world for mutual benefit. This will include:
 - a. Exploring the benefits of increased international links on trade, tourism and culture.
 - b. Identifying a coordinated approach to maximising the city's collective international links through businesses, visitors, cultural activity, education and research institutions and the Council.
 - c. Exploring opportunities for schools and colleges to further strengthen international relationships through learning.



At the heart of this policy is creating a city that all of its residents and businesses can be proud of and that attracts more people to visit and invest. The city must promote itself with real pride, in a way that communicates complete confidence in Plymouth's unique assets. This is something that should also be recognisable from the quality of its built environment and in particular through the use of high quality, distinctive and innovative architecture for prominent sites. 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 a huge 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 400 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, US, Ghana, China and the Gambia. 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 will work to collectively advocate for Plymouth and its residents, to put Britain's Ocean City on the international map.

Policy 32

Plymouth in the global market place.

The City will actively work to promote Plymouth's position in the global market place, using the Britain's Ocean City brand and building on the strengths that the city already has, particularly in relation to marine sciences and high technology manufacturing as well as its maritime location. 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 market place 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 17. 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 4.

The Mayflower 400 celebrations will 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 Trade and Investment Expo as part of the celebrations.

There is also a need to build on the successes of the Plymouth and South West Peninsula City Deal and the regeneration of South Yard to drive productivity led growth and exploit the commercial potential of our marine technology, knowledge and natural assets. A key strand will be the development of a Technology Centre, providing a jumping off point for businesses wanting to test and commercialise prototypes in open water, linked to a wider initiative called 'Smart Sound Plymouth'. Today many companies and organisations such as Plymouth Marine Laboratories and Plymouth University use the waters in and around Plymouth Sound

to monitor and test equipment for scientific and commercial benefit. The 'Smart Sound Plymouth' initiative aims to improve the coordination of current technologies, monitoring and facilities in Plymouth Sound and the western English Channel and to promote and develop this marine environment for the testing and development of marine technologies of the future. With the Technology Centre, it will provide unique facilities attracting both national and international interest and significant commercial investment, helping make Plymouth a global centre for marine research.

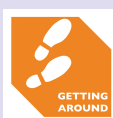
Policy 33

Positioning Plymouth as a major UK destination.

The City will support and secure additional investment in its visitor economy, with programmes and actions to enhance Plymouth as a destination for all seasons, to market the city effectively, and support business tourism and tourist related business development. This will include:

1. Delivering high quality and high capacity visitor accommodation offer for all visitors in its core tourism and business areas, including:
 - a. Working proactively to attract 4 and 5 star and boutique hotels to the city and in particular to its core tourism, waterfront and business areas, filling a current gap in provision in the city's visitor accommodation offer.
 - b. Supporting investment in alternative visitor accommodation models such as high quality self-catering accommodation, serviced apartments and improving the offer currently provided.
 - c. Identifying and protecting through the planning process 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.
 - d. Using planning powers to address current capacity shortages in the provision of visitor accommodation in the city by:
 - i. Supporting the development of all forms of visitor accommodation on appropriate sites, including small hotels, bed and breakfasts and self-catering accommodation in the core tourism and waterfront area.
 - ii. Resisting the loss of hotels and other forms of visitor accommodation, and of sites where this has been the previous use, particularly those that provide high quality accommodation, unless there is no reasonable prospect of a viable use continuing or being re-established on the site.
2. Recognising Plymouth as a destination for high quality restaurants and catering, and supporting proposals that strengthen this offer.
3. Enhancing the overall experience of visitors in travelling to and within the city through:

- a. Promoting high quality strategic and local public transport into and around the city, with good quality visitor information and additional efficient transport management for major events.
 - b. Transforming the gateways to the city, including delivering comprehensive improvements to Plymouth railway station and coach station, and a new international cruise liner terminal at Millbay Port.
 - c. Providing and promoting high quality pick up and drop off facilities for visitor coaches at accessible and convenient locations around the City Centre and Waterfront.
 - d. Delivering a quality public realm for the City Centre and core tourism areas along the waterfront.
4. Maintaining and delivering a vibrant mix of attractions and destinations to support the visitor economy, including in the cultural, arts, leisure, heritage and retail sectors, as provided for by other policies of this plan.
 5. Delivering a strategic programme of major events, including the Mayflower 400 celebrations, which deliver a long term economic and cultural development legacy for the city and will provide a vibrant and rich educational resource.
 6. Enhancing Plymouth's offer for hosting major conferences and as a meeting place for national and international business events through delivering a conference and meetings strategy and associated campaigns to attract targeted groups.



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 400 celebrations are a key focal point and opportunity for enhancing the tourism experience. The visitor economy attracts significant numbers of visitors annually. In 2012, 5.5 million 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.

It is also 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.

Current occupancy levels in the city are running at 78 per cent which is one of the highest in any city outside of London. The core city area has approximately 24 hotels providing 1,746 rooms of predominantly 3 star and below. Due to the seasonal nature of tourism in the city many accommodation providers are at full capacity between June and the end of September and this is stifling the opportunity to further grow the staying and overseas visitor markets which are a key to overall economic growth and additional jobs.

Currently UK staying visitors account for only 14 per cent of total visitor numbers (645,000 per annum) and yet provide 35 per cent of total spend. Overseas visitors provide a further 1.9 per cent of visitors (89,000) and a further 13 per cent of total spend.

A hotel demand study in September 2014 provided detailed analysis of the drivers for accommodation in the city and identified that there is a gap in the market for good quality 4 star and above provision. There is clear and evidenced potential for new hotel supply 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 (particularly the sea and waterfront) and good access to the main business and tourist areas.

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 everyone is also important, along with ensuring this achieves a positive impression of the city.

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 European cruise market.

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, at the Royal William Yard and the Barbican, provide both residents and visitors with fantastic environments to eat and drink.

Plymouth Hoe and Plymouth Sound are key assets to be used for major events, which bring economic benefits not just in terms of spend but also supply chain opportunities for local businesses. 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.

Policy 34

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 United States and China.
2. Establishing three cultural hubs in the following general locations:
 - a. Royal Parade, The Hoe and historic waterfront (to include Royal William Yard, Millbay and The Barbican / Sutton Harbour)
 - b. North Hill / Tavistock Place (including the area around Plymouth University, College of Art, Museum and proposed History Centre).
 - c. 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.
4. Developing and providing more music venues for local and underground talent, and seeking to build on opportunities to stimulate further cultural opportunities across the city.
5. Raising the profile of key cultural assets through high quality national public relations.
6. Investing in the delivery of major new cultural assets, including the Plymouth History Centre, Ocean Studios and The House, and identifying priorities for new future cultural assets.
7. Developing a coherent and structured offer to nurture new creative talent within the city to grow creative industries and increase graduate retention.
8. Delivering public art through key infrastructure and development proposals at key gateway locations.
9. Increasing community engagement and development in the least engaged communities through targeted investment, training and development.
10. Supporting coherent cultural programming and the delivery of distinctive events, festivals, projects and commissions, to develop capacity and raise the profile of the city.



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, the east coast of the United States (US) 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, the US 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, The 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 relocate 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 35

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. Developing an international major events calendar to raise the profile of Plymouth as a leading international sports destination.
3. 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.
4. Recognising and supporting the work and achievements of locally led sports clubs and the positive impact they have on communities.
5. Working with partners to provide a second chance swimming programme for schools so that as many primary aged children learn to swim as possible.
6. Working with the University College of St Mark and St John, and with Plymouth University, to raise the profile of their sports specialisms, 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. The University College of St Mark & St John has a reputation for sporting excellence and training elite athletes 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. Additionally, in Plymouth Argyle (football), Plymouth Albion (rugby union) and Plymouth Raiders (basketball) it has three teams that play within their respective national leagues.

There is also a well established network of local community led sports teams that promote participation and work with communities to improve levels of physical activity which continue to deliver world class athletes.

Policy 36

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 reduction emission targets and proactive natural network 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. Reducing transport related carbon emissions by offering an attractive choice of sustainable travel for all sectors of the community, visitors, businesses and commuters within pleasant and secure environments.
4. Safeguarding the special conservation status and environmental quality of the Plymouth Sound and Tamar Estuaries European Marine Site, the Tamar Estuaries Special Conservation Zone and other sites, species and habitats of European importance.
5. Recognising organisations that demonstrate excellence in green and sustainable solutions across the city.
6. Continuing to lead the way nationally in natural infrastructure delivery.
7. Developing innovative approaches through culture to engage communities and address issues of sustainable living using international models of best practise.
8. Working closely with our local businesses to develop a 'green' culture and to support and encourage them to use best practise to benefit their business as well as the wider city environmental aims.



This policy builds on the City's commitment to be a leading green city. This means working to substantially reduce carbon emissions therefore making our own contribution to the international effort to manage climate change. This commitment includes big efforts to help people and businesses save energy, generate low carbon energy, protect Plymouth's special natural environment and 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, such as improving resilience to flood risk from heavy rainfall and rising sea levels and to wave damage from the sea. The Plymouth Plan's commitment to sustainable development is also reflected in its policies relating to waste management, natural space enhancement and local food.

Policy 37

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 Plymouth's strong knowledge base into new higher value, exporting businesses.

Master planning 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 colleges and research facilities as well as three universities; Plymouth University, Plymouth College of Art and the University College of St Mark & St John.

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.

Plymouth University'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 small and medium sized enterprises (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 biomedical science. Plymouth Hospitals NHS Trust is the largest hospital trust in the south west peninsula and is a teaching trust that forms part of the Plymouth University Peninsula Schools of Medicine and Dentistry and conducts a wide research programme.

The city is developing a growing knowledge-based manufacturing and service industry by linking to the work of Plymouth University, the 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. Plymouth University Peninsula Arts also hosts the largest contemporary art space in Plymouth with year round exhibitions from local and international artists.

Policy 38

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 valued for and enabled in their contribution to the economy and culture of 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.
4. Ensure that diverse communities have access to contribute to, lead and develop culture based projects in the city and this work is profiled and supported accordingly.
5. Ensure that young people are prepared for a life in a modern, globalised and increasingly diverse Britain, enabling them to take up their roles in the Plymouth of the 21st Century.



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, December 2002) and 'Community cohesion - an action guide' (LGA, 2004).

As the population of Plymouth grows, it 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.

The City will also look to promote the effective teaching of Citizenship Education across all our schools which will support the increased awareness, knowledge and understanding of Plymouth's diverse cultural profile. Children and young people in the city will therefore be active and informed members of their communities able to appreciate, celebrate and exploit the links between the Plymouth of the 21st Century and the rest of the world.

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.

List of primary evidence base documents used in preparing this module.

- 'The Plymouth Visitor Market Research Study', Arkenfold Ltd., July 2009
- 'Towards a Visitor Strategy and Action Plan for Plymouth', Locum Consulting, June 2010
- 'Plymouth Destination Infrastructure Study Part 1 Destination Assessment', Locum Consulting and Roger Tym & Partners, June 2010
- 'Analysis of Carbon Reduction Policies for Plymouth', University of Exeter for Plymouth City Council, June 2011
- 'Plymouth Visitor Plan', Blue Sail for Destination Plymouth, November 2011
- 'The economic impact of visitors to the 2011 America's Cup Event in Plymouth', Serio Insight with Plymouth University, February 2012
- 'Analysis of Carbon Targets for Plymouth City Council', University of Exeter, April 2014
- 'Plymouth Hotel Market Study', Colliers International for Plymouth City Council, September 2014
- 'Local economic strategy review 2013 to 2014', Plymouth Growth Board, 2013

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. It includes the Plymouth Housing Market Area which is shown indicatively in Figure 4.
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. The new community at Sherford).
3. Plymouth's administrative area.
4. Individual areas of Plymouth, including the City Centre as well as the city's neighbourhoods.

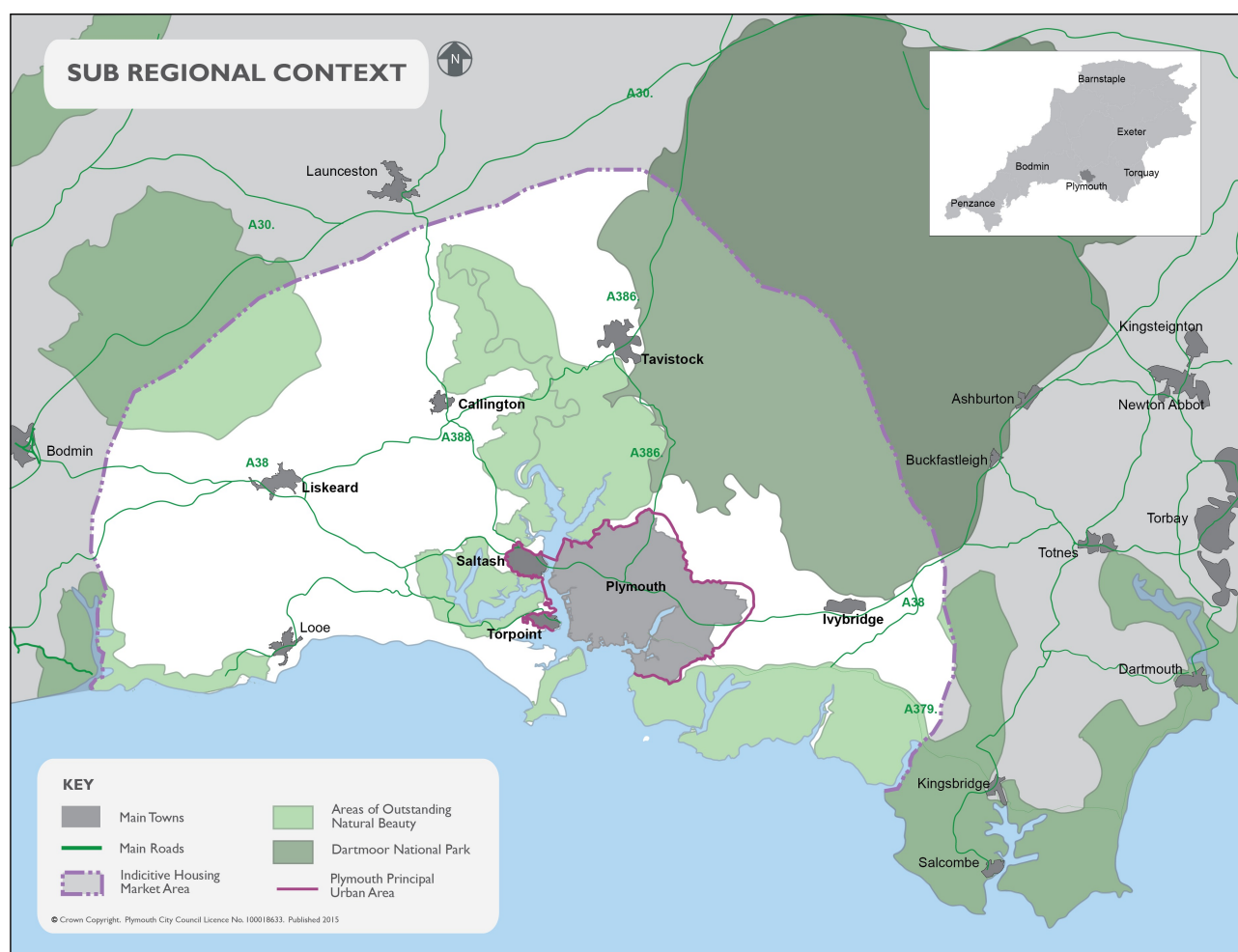


Figure 4: Plymouth sub-region and Principal Urban Area

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 hope is that these principles will be incorporated into each of the area's local plans.

In relation to the Principal Urban Area (PUA) and the city's administrative boundaries, it sets out the key principles relating to the future growth of Plymouth, 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

Strategic planning for the sub region.

To deliver an integrated 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, and developing in sustainable locations with good access to public transport.
3. The self-sufficiency, vitality and distinctiveness of key settlements and market towns to be strengthened so that they function as sustainable communities in their own right, reducing the need to travel and 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, integrated and sustainable transport network, including road, rail and water transport, to be provided to connect Plymouth with 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 to ensure that their local plans set out strategies with a clear understanding of the relationships and roles of the various settlements in the sub region, and particularly their relationship to Plymouth as the higher order centre.

Strategic Objective 7 sets out the key principles that the LPA considers 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 former Regional Spatial Strategy and more recently through meetings between the relevant local authorities that have been taking place on a formal basis since December 2012. They acknowledge the importance of taking a strategic and integrated approach to growth, which reduces the need for travel and places sustainable development at the heart. 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 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 areas 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 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 the importance of public transport accessibility and sustainable development in guiding where growth takes place. They provide for outcomes that will benefit all people in the area by allowing for the growth of Plymouth within the context of a strong and sustainable rural environment. The delivery of these outcomes will require close cooperation with all of the neighbouring authorities.

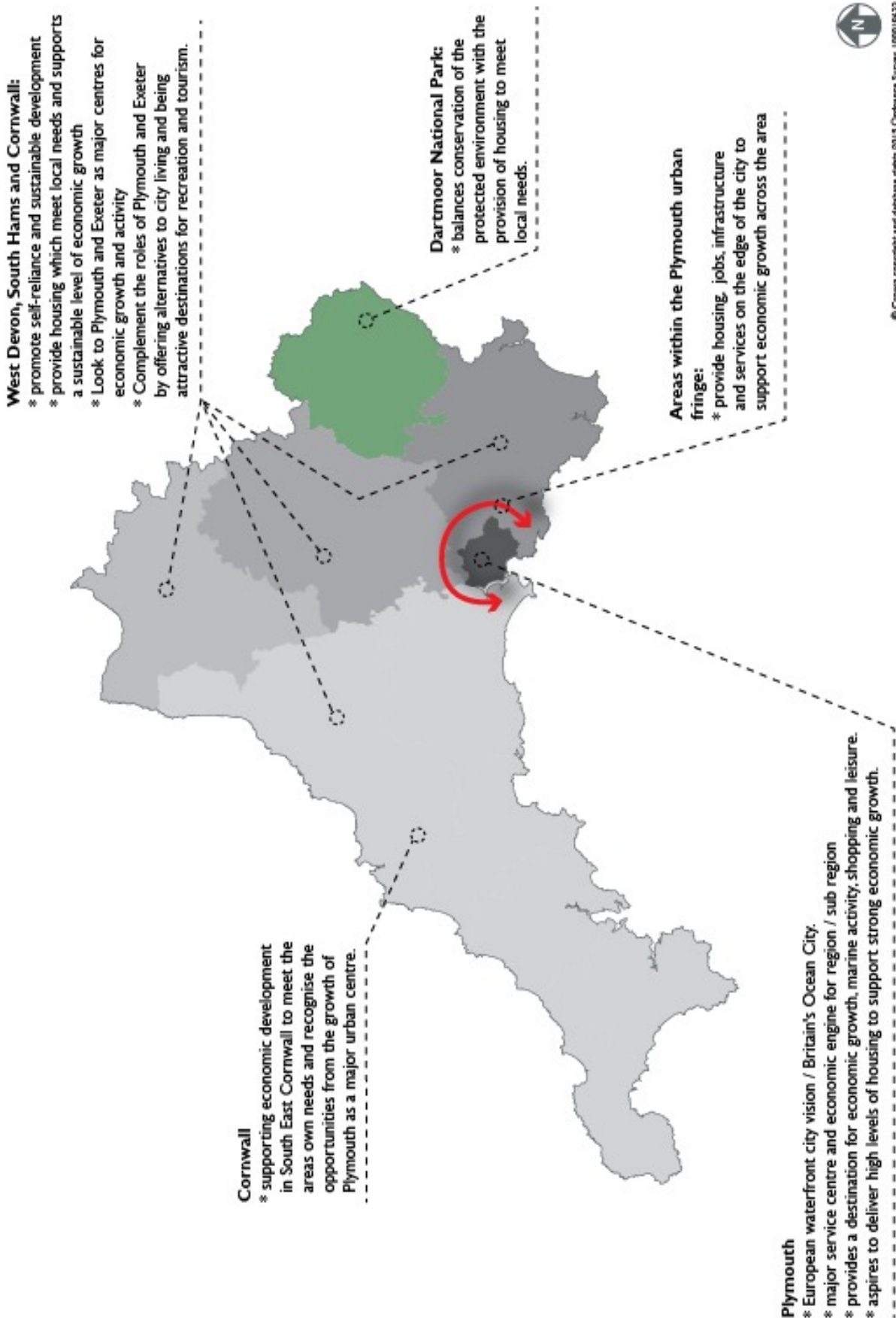


Figure 5 : Plymouth sub-region high level aspirations

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 per cent of all jobs are found within the city. Many people from the wider area travel to Plymouth for work, whilst 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 per cent of trips from Wembury and 50 per cent 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 South East Cornwall is able to play in supporting sub regional growth and particularly in regards to accommodating new homes and jobs to meet the needs of the Housing Market Area. 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 for further transport investment on Plymouth's western approaches, including potentially a new park and ride site.

There are also important cross border transport infrastructure needs looking east and north. Investment is required and programmed to link the new community at Sherford with Plymouth, including improvements to the Deep Lane junction on the A38 and a new park and ride site as part of a suite of transport measures along Plymouth's eastern corridor. Furthermore, there is a long standing aspiration to restore the 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. This proposal would link to Peninsula Metro, as described in Policy 4.

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 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

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. Development to be planned in a manner which helps to reduce the need to travel, supported by an integrated transport system which supports growth and delivers quality sustainable transport links to and between the city's neighbourhoods.
4. 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.
5. Priority to be given to meeting the city's employment and economic development needs within Plymouth's Principal Urban Area.
6. 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.
7. 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.
8. 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 Saltram Meadow but also the new community at 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, as well as being the most sustainable locations in terms of their relationship to key transport corridors and public transport accessibility. 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 Council will take a proactive approach with its partners to support and enable positive change to happen within these communities.

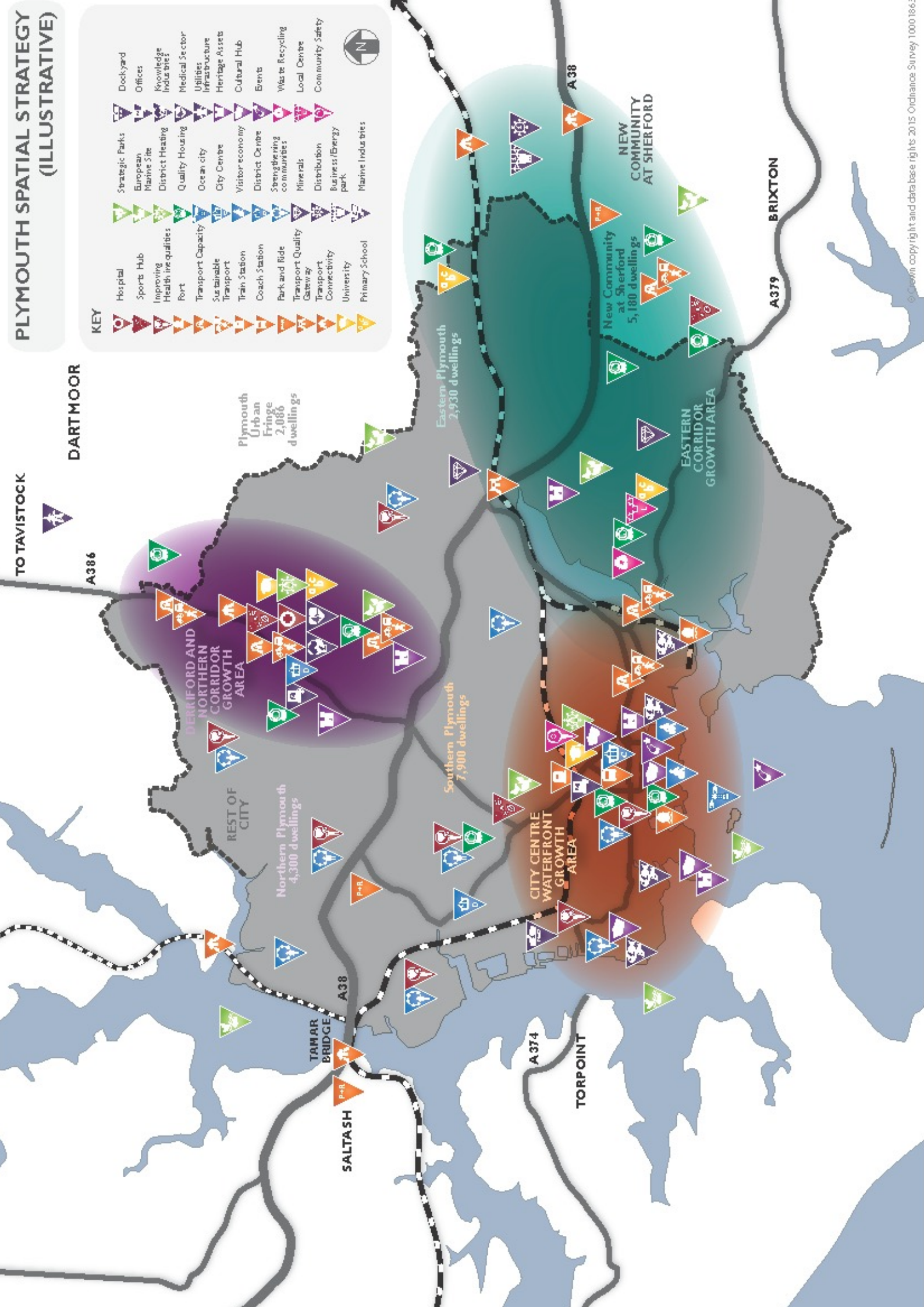
The LPA's preferred approach to housing development and growth is to optimise the amount of development taking place within the administrative boundary, but within the context of safeguarding greenspace, employment sites and community assets to ensure that a high quality and attractive built environment is created. Under this 'quality city' agenda, based on the findings of the Plymouth Strategic Housing Land Availability Assessment, 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 new community at Sherford 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 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 in Figure 6. Its purpose is to give expression to the broad spatial distribution of the significant new investments, opportunities and interventions that will help move the city towards realising its 2031 vision. As an illustrative diagram it is not all-encompassing. Detailed projects and proposals will be developed through separate delivery plans and as part of Plymouth Plan Part Two, which will identify site specific policies.

PLYMOUTH SPATIAL STRATEGY (ILLUSTRATIVE)



What we are going to do - our spatial policies

Policy 39

Defining the spatial distribution of housing in Plymouth.

The LPA will seek to make provision to meet Plymouth's full objectively assessed housing need of 22,766 dwellings. The LPA will make provision for meeting this need within Plymouth's administrative area where this supports the delivery of quality places and a city of sustainable linked neighbourhoods.

Subject to final analysis of evidence on housing supply in Plymouth, through a Land Availability Assessment, the distribution of housing within the city is anticipated to be broadly as follows:

- Southern Plymouth - approximately 7,900 dwellings.
- Northern Plymouth - approximately 4,300 dwellings.
- Eastern Plymouth - approximately 2,930 dwellings.
- Small site windfall allowance - 1,120 dwellings.

Subject to 'duty to co-operate' engagement between the LPA and adjoining councils, any shortfall in meeting Plymouth's housing need will be provided in Plymouth's Principal Urban Area, with greatest priority to Urban Fringe locations within South Hams.

Land within the city will be identified through the allocation of sufficient sites for development in accordance with sustainable development principles, including reducing the need to travel, optimising the use of sustainable travel modes, reusing land that has been previously developed 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.



Part Two of the Plymouth Plan will identify the sites which will contribute to delivering the city's objectively assessed housing need, as well as making provision for meeting the full need. Current evidence suggests that in the order of 15,500 dwellings of the total need of 22,766 will be able to be accommodated within the city's administrative area, leaving a residual of 7,266 dwellings that may need to be accommodated elsewhere in the Principal Urban Area. The provisional distribution of housing identified in the policy is greater than 15,500 dwellings, however this includes some consented detailed development schemes yet to commence. A 10 per cent non-implementation allowance is applied to these schemes which brings the provisional deliverable supply down to approx. 15,500 dwellings.

The policy sets out a broad distribution based upon the Plymouth Strategic Housing Land Availability Assessment but which also matches the Plymouth Plan's emphasis placed on growth and regeneration. The numbers contained in the policy may be subject to further modification as further evidence is collected through a separate Land Availability Assessment, but the broad distribution is unlikely to change significantly. Consideration to meeting the residual housing need will be undertaken with adjoining local authorities in accordance with the principles set out in this plan.

The policy 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 40

Principles for development in Plymouth's urban fringe.

The LPA will work proactively with adjoining local authorities on a joint approach to Plymouth's northern, eastern and southern urban fringe within Plymouth's Principal Urban Area, in support of the city's housing and employment needs and the protection of the city's high quality setting. Future growth in the urban fringe will reflect the following principles:

1. Developments in Plymouth's 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 new community at Sherford, 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, visual amenity, historic importance 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, much of which is protected through environmental designations. 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, particularly given that there is only one direct road access into the city (the Tamar Bridge). The extent to which Plymouth's housing needs could be met in Cornwall depends to a large degree on the capacity of the bridge as well as the ability to deliver sustainable transport measures that realise a significant modal shift on journeys from Cornwall to the city. 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 all of these things into account, the primary where significant growth is able to be accommodated in a sustainable manner is to the north east and east of Plymouth.

A significant level of growth is already planned to the east of the city through the proposed new community at Sherford. Additionally, Drakelands Mine at Hemerdon is close to parts of Newnham within the city boundary, and to areas which may need to be explored to meet the city's housing needs over the lifetime of the plan. The mine extracts a number of rare earth minerals, including tungsten. There will be a need to carefully balance the importance of its mineral resources against the city's need to grow and to boost its supply of land for homes and jobs, and the potential impact of any development on the environment and local communities will be a primary consideration.

The Plymouth Plan provides an opportunity for the local authorities to jointly set out a strategic approach for the urban fringe, including further sustainable 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 joint approach are set out in the policy.

Policy 41

Defining the spatial provision of retail development and main town centre uses.

The provision of new retail floorspace and other main town centre uses will be positively planned for in accordance with the following principles and spatial priorities:

1. Development will have full regard to the following hierarchy of centres:

- a. Plymouth City Centre - the major destination for retail and main town centre uses, including commercial leisure.
 - b. A new mixed use district centre proposed at Derriford, as a major part of a new heart and focal point for the communities in the north of Plymouth and to provide services which support the wider economic role of the Derriford area. 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 have a significant adverse affect on the City Centre and is complementary with the role of the City Centre as the major retail destination in the city.
 - c. 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 main town centre uses which create vitality.
 - d. Local centres - primarily for top-up food shopping and local services.
2. Limited development of main town centre uses including retail may be permitted within core tourism areas, particularly in the waterfront area, provided that they are complementary to the role of the City Centre and other centres and specifically support the visitor economy of these key destinations.
 3. A limited amount of out of centre retail 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, where it relates to a format of store which practically or economically cannot be located in the City Centre or another centre in the retail hierarchy. This floorspace will be closely controlled in terms of size of units, overall amount of floorspace and type of occupier, 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.
 4. Any proposals for new retail floorspace or other main town centre uses 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 they do not have a significant adverse impact on the vitality and viability of the City Centre or other centres higher up the hierarchy of centres.
 5. All proposals for new edge of centre and out of centre retail development with a floorspace greater than 500 square metres (net) must be accompanied by a retail impact assessment, including proposals for extensions and mezzanines which would take the total floorspace over 500 square metres (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.
 6. Within the district and local centres the LPA will permit the change of use of ground floor retail premises (A1) provided that the new use complements and would not undermine the primary retail function of the centre, including helping people to meet their daily community needs for local services.



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 21. 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. The policy also indicates how changes of use within district and local centres should be considered, in particular to ensure that these centres are vibrant, mixed use places which are underpinned by retail activities. The policy therefore aims to prevent a harmful over concentration of non retail (A1) uses in centres which could undermine this role. The retail hierarchy is shown in Table 1. Sites and detailed policies in relation to these centres will be set out in Part Two of the Plymouth Plan.

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.

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, provide important services to support existing employment uses and to help attract new businesses to the Derriford area, 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.

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 provides 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. The policy also recognises that the range of uses which are most appropriate in town centres is wider than just retail. The NPPF contains a definition of 'main town centre' uses which includes retail but which also extends to uses such as leisure, entertainment uses, offices, arts and culture and tourism development.

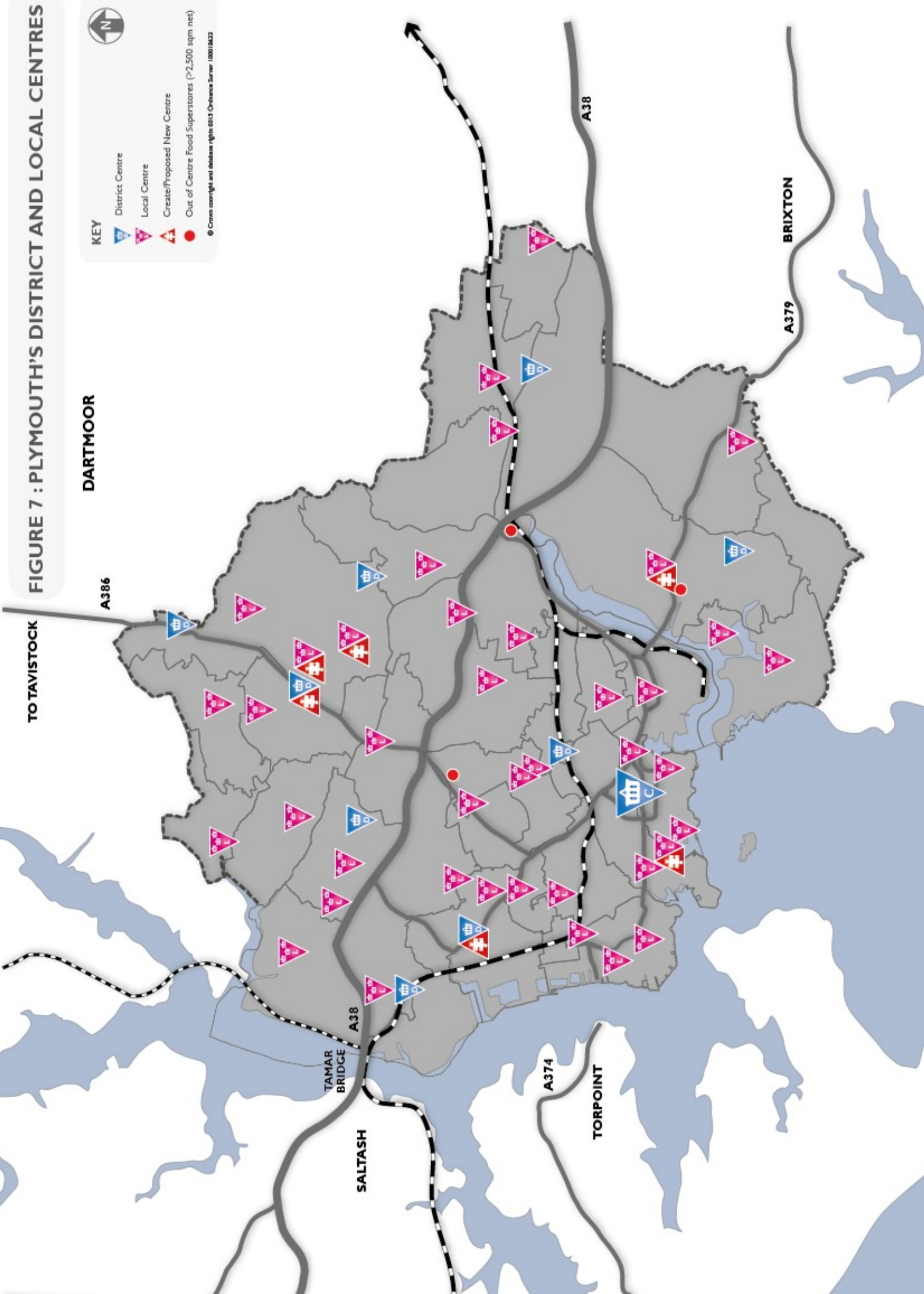
All retail proposals coming forward in Plymouth will need to meet the tests set out in the NPPF. The policy sets out the Plymouth-specific considerations which proposals should also meet. Retail impact assessments provide an assessment of a proposal's impact on existing or planned shopping centres. Under 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 growth and regeneration priorities set out in the Plymouth Plan.

City Centre (regional / sub-regional)		
Plymouth City Centre		
District Centres (main food / convenience shopping and other retail and services as appropriate to role of the centre)		
Estover	Mutley Plain	Plympton Ridgeway
Plymstock Broadway	Roborough	St Budeaux
Transit Way	Derriford (Proposed)	South-west of city (proposed)
Local Centres (daily / top-up food / convenience shopping and local / neighbourhood level services)		
Albert Road	The Barbican (also a core tourism area)	Chaddlewood
Colebrook	Crownhill	Cumberland Street
Delamere Road	Ebrington Street	Efford
Elburton	Embankment Road	Ernesettle
Glenholt	Ham Green	Higher Compton
Honicknowle Green	Hooe	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) (also a core tourism area)
Plymstock (Proposed)	Woolwell (in South Hams)	

Table 1: Plymouth's retail hierarchy

FIGURE 7 : PLYMOUTH'S DISTRICT AND LOCAL CENTRES



Policy 42

Improving Plymouth's city centre.

Plymouth City Centre will be renewed and enhanced through a combination of major new developments, proactive management of change and support for community and trader led initiatives. This will deliver a modern, high quality, vibrant, accessible and adaptable centre that reflects its status alongside the Waterfront as the showcase of Plymouth; a major regional centre; and a place for high quality urban living, leisure, city pride and cultural expression. This will be achieved through making sure that development and change:

1. 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.
2. 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.
3. 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.
4. Addresses the size and need for clearer focus of the retail area, through prioritising the prime retail role to the east of Armada Way, and through diversification of uses for the centre as a whole.
5. Strengthens 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.
6. Delivers a vibrant mix of uses to diversify the centre including, in addition to retail:
 - a. A vibrant destination, with leisure, culture, visitor accommodation and food and drink uses, especially making best use of key assets such as the Armada Way boulevard and piazza, and creating greater synergy with the cultural hubs at Royal Parade, The Hoe and historic Waterfront and North Hill/Tavistock Place.
 - b. A new residential community, through development and environmental changes which provides high quality urban living environments and meets affordable and other housing needs. Proposals for student accommodation will form a part of the residential mix as part of the development of a balanced community and be targeted to support prioritised regeneration opportunities.
 - c. Education and community uses, optimising the benefits from the proximity of Plymouth University and Plymouth College of Art, and the potential for a more vibrant mix of uses especially along Armada Way and to its west.
 - d. Regionally significant employment and office uses, including new Grade A/BREEAM Excellent (or equivalent) office accommodation and the coordination of public sector investment as a catalyst for transformational changes.

7. Supports a diverse and active evening and night time economy catering for a wide cross section of the public.
8. Delivers better public car parks in strategic locations around the edge of the centre with excellent pedestrian connections to key attractions.
9. Facilitates and delivers the transition from vehicular dominated access and movement in and around the city centre, to better walking, cycling and public transport. Measures will include:
 - a. Transforming the public transport gateways.
 - b. Improving the public realm and pedestrian / cycle movement corridors.
 - c. Decluttering the public realm and removing physical obstacles to pedestrian and cycle movement.
 - d. Continuing to work with partners including the charitable sector to provide a shopmobility service providing access to the City Centre shopping areas for visitors and residents with limited mobility.
10. Delivers a new plan for public art with temporary, permanent and festival work to improve and animate the public realm of the centre.



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. The policy 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 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.

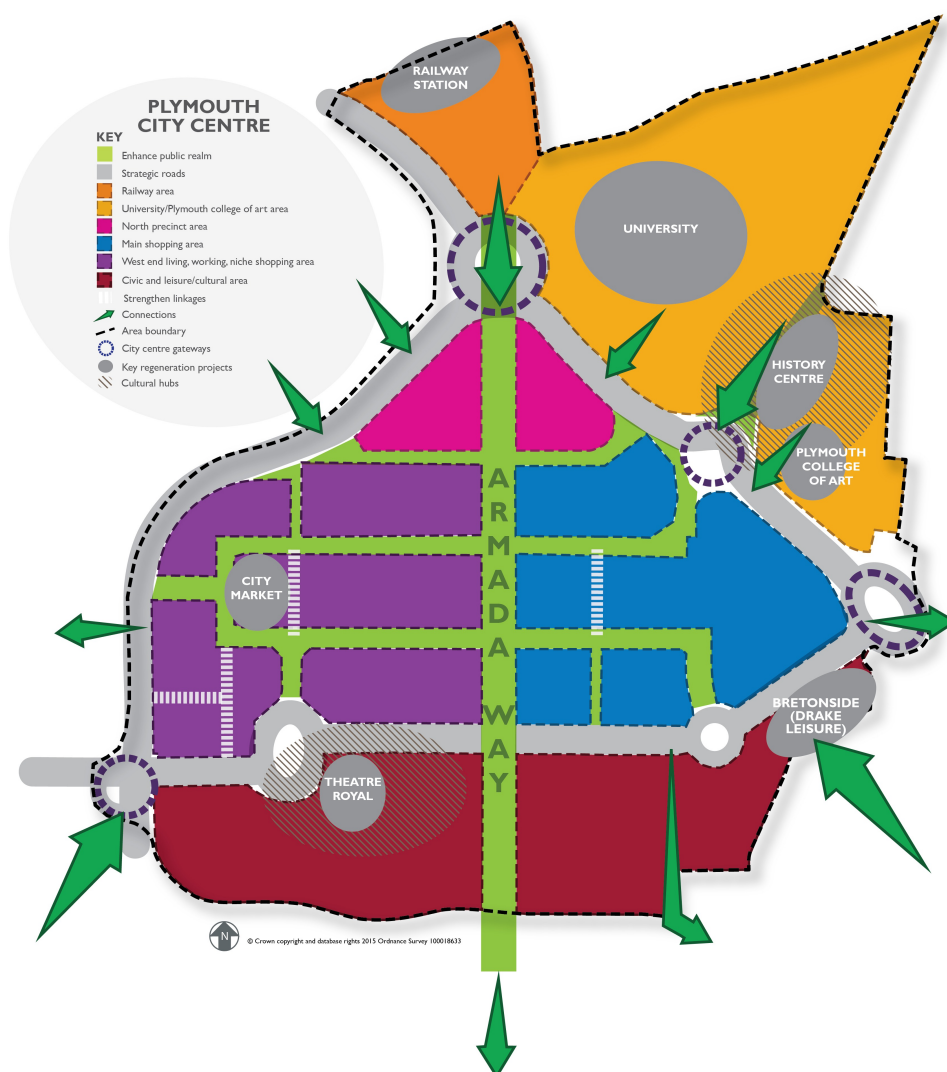


Figure 8: Plymouth city centre

The policy sets out the framework within which these initiatives could take place. Part Two of the Plymouth Plan will set out detailed area policies and site allocations for the City Centre, amplified by a City Centre masterplan. Detailed masterplanning principles will be identified 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 43

Managing and enhancing Plymouth's waterfront.

Plymouth's waterfront will be renewed, enhanced and maintained as Plymouth's showcase and as a unique, sustainable and vibrant asset that drives the city's economic, cultural, social and environmental wellbeing. This will be achieved 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. Improving key waterfront destinations, assets and opportunities, through a strategic approach which ensures that the waterfront's potential is fulfilled as the centrepiece of the Mayflower 400 celebrations, a regional visitor economy hub and a high quality place for the local community to enjoy. This includes:
 - a. Strengthening The Barbican and Sutton Harbour at the heart of the city's historic quarter, supporting independent traders, businesses and key attractions.
 - b. Protecting and enhancing The Hoe's unique man-made and natural heritage and using development and public realm measures proactively to repair damaged environments and enhance the overall enjoyment of the area by visitors and residents.
 - c. Strengthening the international gateway at Millbay, incorporating a new cruise ship terminal and European ferry link, with major waterfront regeneration.
 - d. Supporting the continued regeneration and restoration of Royal William Yard as a vibrant heritage led residential community and cultural destination.
 - e. Delivering major improvements to the connecting routes between the City Centre and Waterfront, including through Bretonside and along Armada Way, and a new boulevard to Millbay.
 - f. Delivering high quality and integrated public realm improvements, including public art, as well as making good use of waterfront public spaces cultural events and festivals.
3. 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.

4. Identifying and celebrating views of Plymouth Sound and the estuaries from public places and other locations in the city.
5. Safeguarding and further enhancing public access to and along the waterfront and water access points, providing increased opportunity for enjoyment of the marine environment for residents and visitors alike.
6. Safeguarding and enhancing the natural environment and key historic heritage features, including the city's marine archaeology.
7. 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.
8. 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 Plymouth's waterfront (accounting for inlets), consisting of the land and the adjacent waters, is arguably the city's most valuable asset 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 Marine Management Organisation is responsible for all aspects of marine planning and licensing below the high water mark and the Council along with the Tamar Estuaries Consultative Forum will continue to work together to deliver this function along with other partners. Any proposed developments which require both marine and terrestrial planning consents will be dealt with under the Coastal Concordat which will ensure a coordinated approach between the local planning authority, the Marine Management Organisation and Environment Agency. Additionally, the City will ensure through masterplanning that the area's unique assets and potential along Plymouth's historic waterfront are optimised for the benefit of local communities and the economy.

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. Careful management will also be needed of the impact of development and research activity on the marine environment to ensure that its conservation status is safeguarded.

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. 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.

The Environment Agency's 'hold-the-line' policy for Plymouth's developed waterfront provides the basis for continued maintenance and improvement of coastal defences against erosion and flooding, and thus the protection of existing infrastructure and the development of coastal sites. Developments will be expected to contribute to the costs of new and improved defences.

These key principles are illustrated in Figure 9.

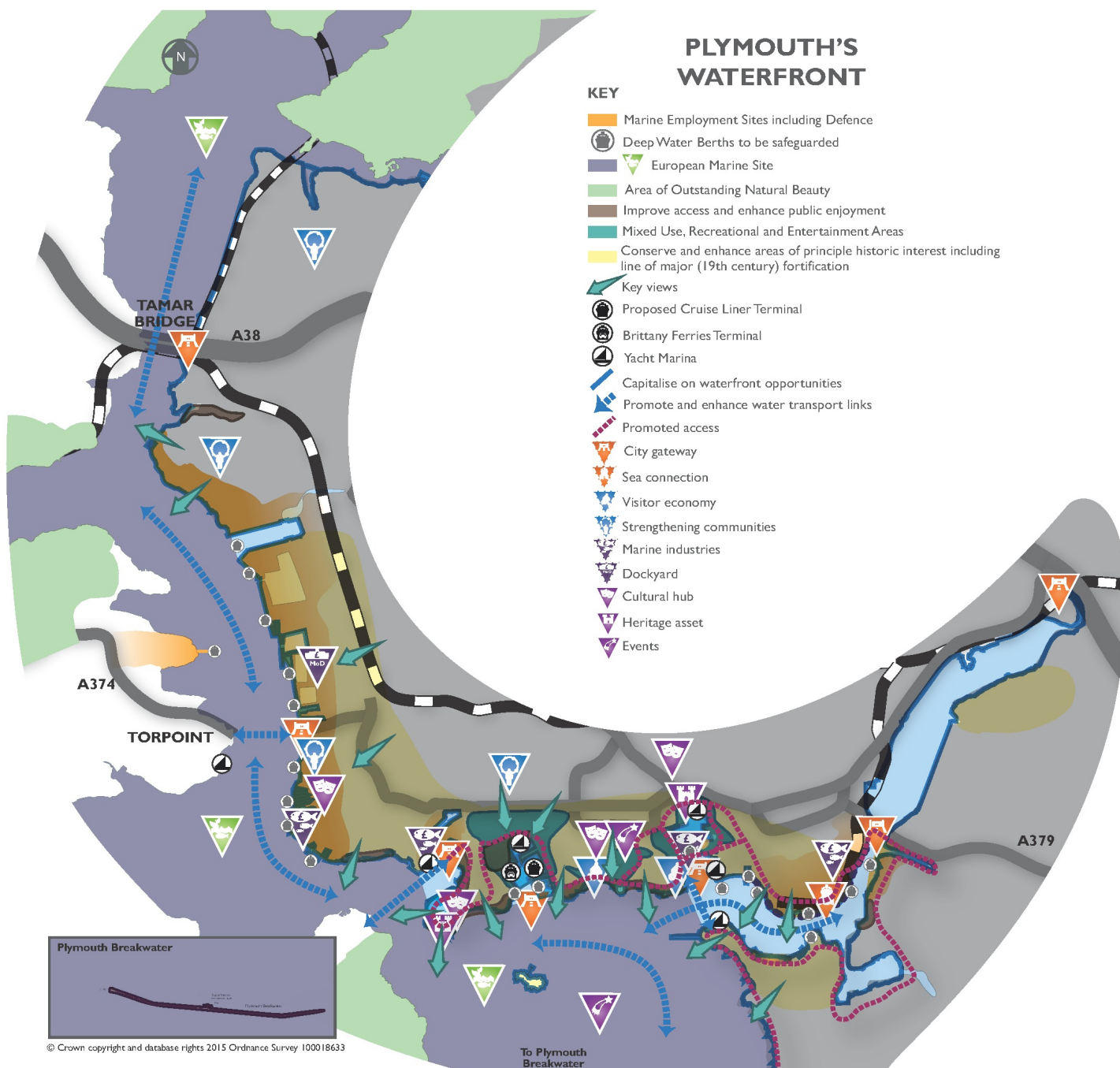


Figure 9 : Plymouth's Waterfront

Policy 44

Strategic transport and other infrastructure measures to deliver the spatial strategy.

The following key strategic measures and infrastructure projects will be provided during the plan period in order to support the delivery of the spatial strategy of the plan and the realisation of the city's growth potential. Any land required to deliver these measures and infrastructure projects will be safeguarded.

1. City Centre and Waterfront Growth Area:

- a. City Centre public realm and transport improvements, including gateway and access improvements at Charles Cross, Drake Circus, St Andrews Cross / Old Town Street and Royal Parade.
- b. Millbay boulevard and the Octagon to Derry's Cross public realm and transport improvements, enhancing the link between the City Centre and waterfront.
- c. Mayflower 400 - associated waterfront public realm and transport improvements.
- d. Plymouth Railway Station Improvement Scheme.
- e. Millbay Cruise Liner terminal.
- f. Strategic drainage improvements in the City Centre.
- g. Upgrading of flood defences at Sutton Harbour.
- h. Central Park masterplan.

2. Derriford and Northern Corridor Growth Area:

- a. North Plymouth - Forder Valley Link Road, with associated improvements at Forder Valley and Marsh Mills roundabout.
- b. Derriford Transport Scheme incorporating William Prance Road.
- c. Woolwell to The George Transport Scheme.
- d. Morlaix Drive widening as part of strategic public transport improvements in the Derriford hospital area.
- e. Manadon - Crownhill Transport Scheme.
- f. Tavistock rail line re-opening (part of wider Peninsula Metro initiative).
- g. Plymouth Airport reopening (subject to feasibility study).
- h. New primary school in the Derriford area.
- i. Derriford community park.
- j. Derriford water works relocation, to Roborough (South Hams).

3. Eastern Corridor Growth Area:

- a. Cattedown roundabout improvements.
- b. Pomphlett to the Ride transport scheme.
- c. Deep Lane Junction Improvement Scheme and new park & ride (in South Hams).

- d. Sherford public transport measures incorporating improvements on the A379.
 - e. Walking and cycling improvements (Saltram Meadow to the new community at Sherford).
 - f. Langage southern access (in South Hams).
 - g. Saltram countryside park.
 - h. Community infrastructure, including new schools, a sports hub and community park as part of the development of the new community at Sherford (in South Hams).
 - i. New primary school in Saltram Meadow area.
 - j. New primary school in Plympton area (subject to the requirements of future growth).
4. Additionally, the delivery of new park & ride facilities on the western approaches to Plymouth will be explored.



The successful delivery of the spatial and growth strategy set out in the plan will to a large extent be depending on significant improvements to and investments in the city's infrastructure. The measures and projects identified in the policy have been identified in tandem with the preparation of the plan.

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 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 specific interventions identified for the Growth Areas are seen as the primary projects needed to deliver a step change in growth and quality of place. This includes transport, public realm, greenspace, and other infrastructure projects that have been identified through consultation and evidence base work that has informed and preceded the preparation of the Plymouth Plan.

The Plan for Investment and Infrastructure, together with associated detailed transport implementation plans, will expand upon the funding and programming of these projects. Part Two of the Plymouth Plan will identify land to support the delivery of these projects.

List of evidence base documents.

- 'Plymouth Rapid Urban Characterisation Study', Alan Baxter and Associates for Plymouth City Council, February 2005
- 'Sustainable Growth Distribution Study', Baker Associates on behalf of Plymouth Sub Regional Steering Group, March 2005
- 'Plymouth Waterfront Characterisation Study', Alan Baxter and Associates for Plymouth City Council and English Heritage, June 2006
- 'Derriford Development Framework Evidence Report', LDA Design for Plymouth City Council. January 2009
- 'Report on Proposed New District Shopping Centre (Derriford)', Cushman & Wakefield for Plymouth City Council, November 2009
- 'Port of Plymouth Evidence Base Study', Atkins for Plymouth City Council, April 2010
- 'Plymouth Green Infrastructure Delivery Plan', Plymouth City Council, June 2010
- 'Plymouth Travel to Work Area - Settlements Roles and Relationships Study', Final Report, June 2010
- 'Plymouth District and Local Centres Study', Cushman & Wakefield, November 2010
- 'South Devon and Dorset Shoreline Management Plan Review', Halcrow on behalf of South Devon & Dorset Coastal Advisory Group, June 2011
- 'Plymouth Infrastructure Needs Assessment', Plymouth City Council, July 2011
- 'Plymouth Retail and Centres Study', Roger Tym & Partners for Plymouth City Council, May 2012
- 'Strategic Housing Land Assessment Review', PBA for Plymouth City Council, April 2014
- 'Waterfront Evidence Base', Plymouth City Council, July 2014
- 'Plymouth Airport Study: Final Report', Arup on behalf of Plymouth City Council, September 2014
- 'Plymouth City Centre Development Study-draft', GVA for Plymouth City Council, September 2014
- 'Employment Land Review', Arup for Plymouth City Council, March 2015
- 'Planning Obligations & Affordable Housing SPD Second Review: Evidence Base Update', Plymouth City Council, July 2015

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

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 considers the infrastructure that the city needs as well as the investment required to achieve the plan's objectives.

Delivery of the Plymouth Plan is a complex challenge, but also a major opportunity. In integrating many different policy strands that in the past would have been considered separately, the plan will support the city in transforming how services and other interventions are delivered. It enables the city to move delivery away from being undertaken by individual agencies or departments towards a more joined up approach where partners work together to deliver shared outcomes. Because of the increasing complexity of Plymouth 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 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 Plymouth grows in a socially, economically and environmentally sustainable way. Infrastructure includes 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 a strong 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.

Strategic Objective 9

Delivering infrastructure and investment.

To take a proactive and co-ordinated 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. 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.
2. Co-ordinating infrastructure and investment in the context of a long term perspective and medium term resource planning.

3. Ensuring that infrastructure provision keeps pace with development to avoid disruption to local communities.
4. Identifying and managing key risks to delivery of the Plymouth Plan and devising contingency scenarios.
5. Using developer contributions to help deliver the city vision and mitigate the impacts of growth on the city.
6. Creating supportive conditions that enable and encourage private, public and community sector investment in new homes, jobs and infrastructure.
7. Ensuring that infrastructure and assets are used efficiently, through for example, demand management measures and co-location of services.
8. Engaging partners in actively monitoring the delivery of the Plymouth Plan.



What we are going to do - our policies for delivering infrastructure and investment

Policy 45

Plymouth's investment 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 increases capacity to move people and goods efficiently, effectively and reliably, thereby unlocking 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 and active transport schemes and accessible natural spaces.
6. Delivering City Centre public realm, gateway and regeneration projects.
7. Delivering Britain's Ocean City initiatives, developing the cultural capital infrastructure and the Mayflower 400 programme.
8. Delivering low carbon infrastructure to help respond to climate change whilst also addressing social inequalities such as fuel poverty.

9. Providing the education infrastructure required in order to meet the needs of a growing city.
10. Improving flood defences and water quality.

In making decisions to invest in maintaining and improving existing infrastructure, priority will be given to proposals that address 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 is known 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 co-ordination 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.

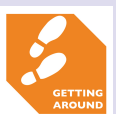
Policy 46

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

The LPA will take a positive and strategic approach to the use of its powers in relation to planning consents, planning obligations or agreements and the community infrastructure levy (CIL) in order to accelerate the delivery of development and secure developer contributions to meet the infrastructure needs of the city. This approach will involve:

1. Positive use of planning conditions (including where appropriate varying from the standard 3 year time consent for commencement of development) to encourage early delivery and a strong pipeline of projects.
2. Seeking to maximise the use of CIL for the securing of developer contributions towards the city's infrastructure requirements.
3. Seeking to negotiate planning obligations where they are needed to:

- a. Prescribe the nature of the development so that it meets policy requirements (such as the delivery of affordable housing).
 - b. Offset the loss of any significant amenity or resource through compensatory provision elsewhere (such as an impact on wildlife).
 - c. 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.
 - d. Mitigate the impact of development on infrastructure, including its cumulative impact, through direct provision or a financial infrastructure contribution.
4. 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 a 'Plan for Investment and Infrastructure'.
 5. 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.



The Plymouth Plan acknowledges that a positive approach to delivery of development and its relationship to communities, infrastructure and the environment is critical to the achievement of the plan's vision and strategic outcomes. This will involve making proactive use of the legal and policy tools available to the LPA to accelerate the delivery of development, especially housing and job-creating projects, and ensure that it takes place in a way that helps the city to grow sustainably.

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. 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 of the schedule is currently being undertaken. 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.

The framework for delivery

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

1. An Infrastructure Needs Assessment. This will set out what the city's infrastructure needs are over the plan period in order to ensure that the city's growth takes place in a sustainable way and the plan's objectives are achieved.
2. A Plan for Investment and Infrastructure. This will be the City's infrastructure delivery plan, identifying how the city will deliver the infrastructure needed to achieve the outcomes of the plan, setting out the anticipated delivery mechanisms and co-ordination of funding and investment programmes, and considering contingencies in the event that investment is deferred or not forthcoming.
3. An Investment Prospectus. This will be used to identify and promote investment opportunities for key infrastructure projects.
4. Delivery plans and programmes. These will be outcome driven plans that set out the detailed implementation programmes for different parts of the Plymouth Plan.

This process is illustrated in Figure 10.

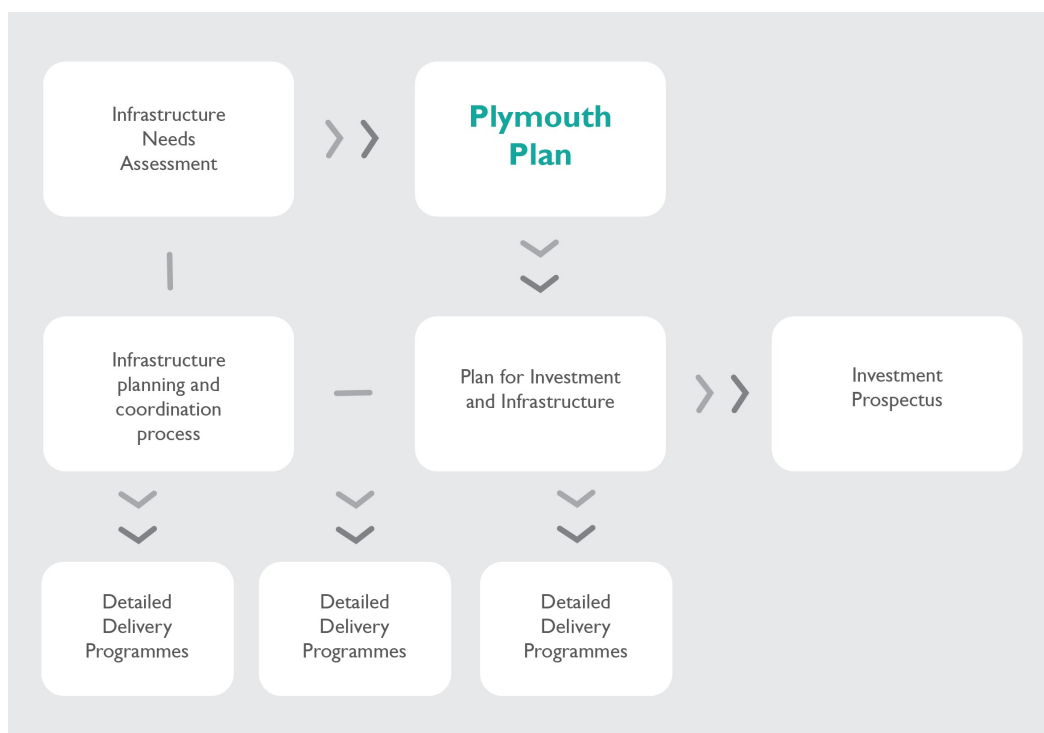


Figure 10: The infrastructure and delivery process showing the main linkages

The delivery plans will mainly 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 the plan's healthy lifestyle and life expectancy objectives, the City 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 delivery plans will include a family of 'Plan for ...s', together with a range of service specific delivery plans from the different partner agencies. Some of the 'Plan for ...s' are specifically mentioned in the Plymouth Plan. These include for example the Plan for Jobs and the Plan for Homes. Others will be developed as required in response to policies that require this kind of focused and action-orientated approach.

Clearly the planning system itself will be a key mechanism for delivery, through guiding private sector investment opportunities and managing the process of development in support of the plan's vision and objectives. Separate guidance will be published in a Supplementary Planning Document to amplify the policies of the plan and demonstrate how they are delivered in the context of the planning consents process.

Delivery of the Plymouth Plan relies also on a range of other interventions from the Council and partners, including in relation to marketing, lobbying and presenting a clear and consistent message about the city's direction of travel and priorities. Corporate, service and business plans of City partners will therefore be expected to take their lead from the Plymouth Plan and the family of 'Plan for ...s'.

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.

The framework for monitoring and management

The monitoring framework:

1. An integral part of the Plymouth Plan.
2. Based on a co-operative systems leadership approach.
3. 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. Encompasses both the high level 'outcomes' of the Plymouth Plan as well as more detailed measures of success and detailed indicator sets.
5. Takes account of the existing monitoring regimes and reporting requirements of our partners and rely where possible on data that is already being collected.
6. Takes into account 'wider than local' issues through co-operation with neighbouring authorities.
7. Monitors the impact of the plan on the Protected Characteristics of the Equality Act 2010.
8. Provides 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.
9. Involves presentation of monitoring in an accessible format and communicated regularly to all stakeholders and interested parties.
10. Enables the city to celebrate its achievements.

Monitoring and management is critical to the delivery of the plan, it provides an understanding of how the Plan is doing against its targets, and whether the approach needs to be changed.

Monitoring of the Plymouth Plan will have two distinct components:

1. The overall direction, as encapsulated within the plan's *Philosophy* and *Themes* (Module Two) and the *Strategic Outcomes* (set out in Modules Four, Five, Six, Seven and Eight), will be tracked to ensure that it's making sufficient and timely progress towards the *City Vision* (Module Three). This will be done on a regular basis, with reports to City leaders, culminating in an annual report and a Plymouth 'state of the city' conference.
2. Monitoring of the detailed delivery of the plan, as contained within its *Strategic Objectives* and *Policies*, and associated delivery plans, will be undertaken by the relevant partners, and only reported to City leaders where specific delivery risks have been identified.

All monitoring will be a combination of three levels:

1. Indicators and other data against a baseline and targets - targets which are set to be challenging but deliverable, with longer term aspirations also identified where appropriate.
2. Physical milestones - expected dates of completion of significant events for the key 'flagship' projects.
3. Community inputs - community insight into the state of the city and perceived progress of the plan on the ground.

Management of the plan will enable the results of monitoring to be turned into useful analysis and intelligence able to influence decision making and review. Contextual indicators will be assessed together with horizon scanning to give a full picture of decision making.

Monitoring of the overall direction.

Themes or Strategic Outcomes:

The high level Strategic Outcomes are:

- Plymouth's strategic role
- Healthy city
- Growing city
- International city

Each Strategic Outcome has five measures of success attributed to it, and each with a suite of approximately four indicators and targets. Together they will provide a comprehensive picture of the direction of travel of the plan.

See Figures 11-14

Philosophy and Themes

Two or three of the indicators from the high level indicator set will be attributed to each of these, to understand how these conditions and characteristics are evolving.

- Roots
- Opportunity
- Power
- Flourish
- Connections

Responsibility for delivering against the Strategic Objectives and Policies of the plan will be clearly attributed to specific agencies and their relevant service areas. They will also have responsibility for monitoring and managing their delivery. They will be guided in this task by relevant elements of the high level indicator set, together with any further indicators they deem necessary. These should be clearly identified within their delivery plans. Where the delivery of a particular policy is deemed to be critical to the delivery of strategic outcomes or considered to be high risk, for example because of its complexity or a lack of previous track

record, then delivery progress might also be reported to City leaders alongside the high level monitoring. This will ensure that accountability for delivery exists at the right level but that an appropriate level of high level monitoring is also undertaken.

Where there is a clearly identifiable need for co-ordination across a number of policies such as for example around the healthy city outcome (where there are much wider determinants of health and wellbeing), mechanisms will be established that ensure that the evidence gathering, analysis and subsequent resource allocation can be effectively co-ordinated.

The framework for plan review

There will be a full review of the Plymouth Plan every five years from adoption which is anticipated to be during 2017.

Where monitoring identifies issues that require a change to be made to the plan itself, these will be collected and dealt with at the next five yearly review unless they are so significant that they precipitate an earlier urgent review.

Where monitoring identifies issues that can be dealt with through changes to delivery plans, a review of the Plymouth Plan will not be necessary. Where such changes to delivery plans create some inconsistency between the delivery plan and the Plymouth Plan, it will be the delivery plan (i.e. the most up to date document) which normally takes precedence, although in the arena of planning decisions this will depend upon tests that the LPA must use to determine how much weight is given to different considerations. It is not expected that the delivery plans would set high level policy, they are more likely to deal with issues such as policy interpretation, prioritisation and resource allocation.



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



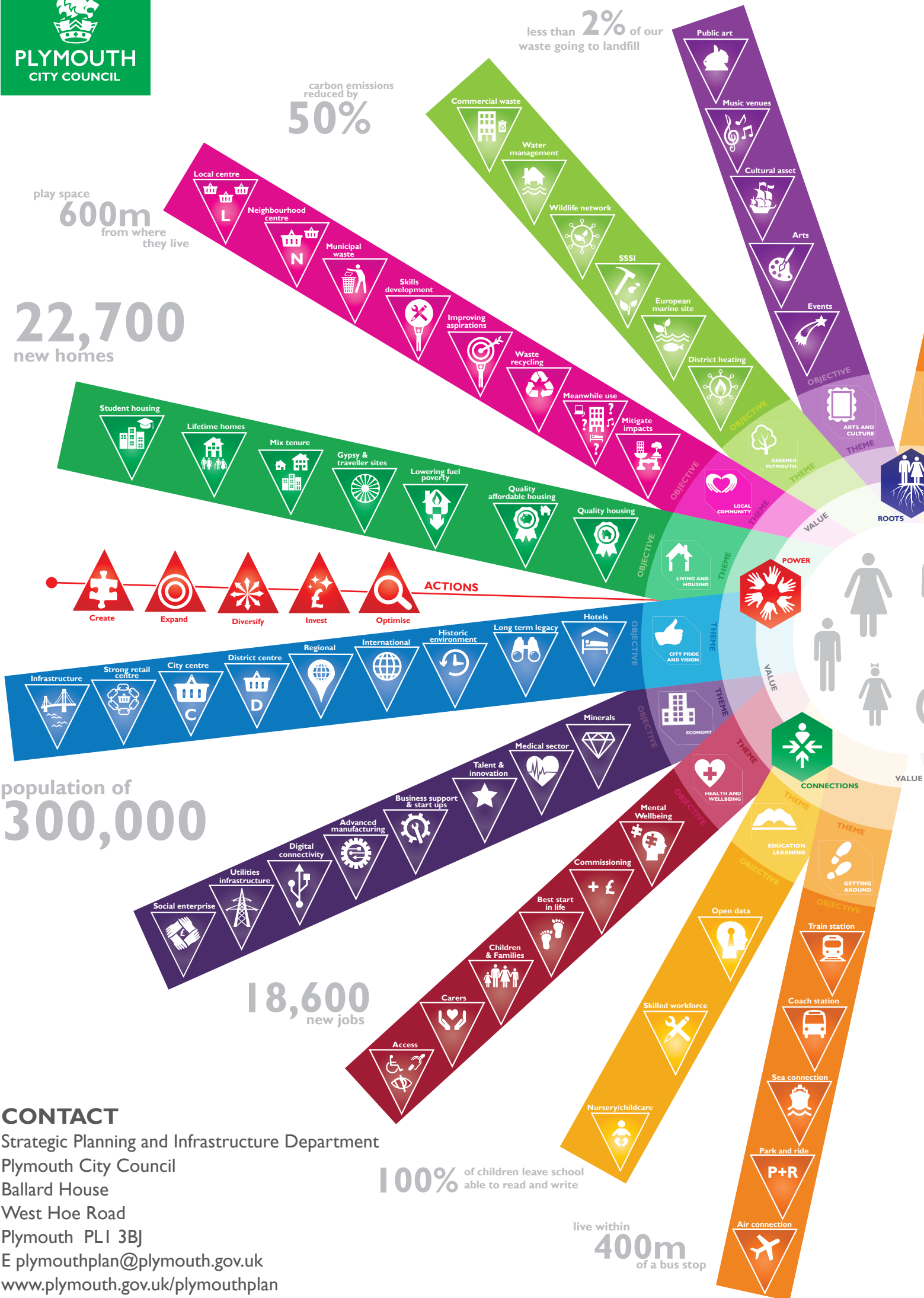
Figure 14: International City measures of success and indicator set

22,700
new homes

play space
600m
from where
they live

carbon emissions
reduced by
50%

less than 2% of our
waste going to landfill



CONTACT

Strategic Planning and Infrastructure Department
Plymouth City Council
Ballard House
West Hoe Road
Plymouth PL1 3BJ
E plymouthplan@plymouth.gov.uk
www.plymouth.gov.uk/plymouthplan