

Efford Building Communities Initiative Masterplan

Final Report - Part 2  
for  
Plymouth City Council

04 July 2007



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## Part 2 - Introduction

In November 2005, after an exhaustive advertising and thorough selection process Shillam + Smith along with their team of consultants were appointed to undertake the Efford Building Communities Initiative Masterplan. The brief was to “produce a framework and masterplan that will recommend detailed actions and identify support required to implement service improvements and initiatives that secure the long term sustainable future for Efford focused on change in Torridge Way, and to investigate how we can create a strong neighbourhood centre.”

As part of our brief a ‘Framework for Action’, as an agreement between Plymouth City Council (PCC) and the South West of England Regional Development Agency (SWERDA) and taking into account a broad range of economic, social and physical factors. The framework provided an outline of areas of work to be addressed in this report:

- Engaging the community through consultation
- Building the capacity of the community through volunteer recruitment to achieve maximum engagement and involvement
- Including young people in innovative and creative consultation
- Audit skills levels and outline actions for raising skills levels, local training and outreach
- Identify and address barriers of employment
- Foster an entrepreneurial spirit and stimulate enterprise working with the business support agencies
- Identify opportunities to develop and support social enterprise solutions for the community particularly for delivery of services
- Identify community safety issues
- Identify key health issues including investigating the scope for local provision of health services
- Identify the opportunities that link sport and play activities to health outcomes
- Achieve a high quality public realm and design quality for all proposed buildings by cooperation between agencies in setting an Urban Design Framework

The final aspiration of our work was to “**achieve a lasting legacy where local delivery of services is undertaken in equal partnership with a viable and locally managed organisation and where opportunities for creation of community assets are maximised**”.

### TEAM

This masterplan is part of the Building Communities Initiative, for which the lead organisations are the South West of England Regional Development Agency (SWERDA) and Plymouth City Council. The project was managed by the Neighbourhood Regeneration team of Plymouth City Council’s Housing Strategy and Renewal Division under the able direction of Phil Mitchell, Peter Hopkins (for the first stages) and Debbie Burton. Les Roper provided valuable support from the RDA.

Our team included:

CSC Regeneration and Research Consultants (CSC)  
Plymouth Public Health Development Unit (PHDU)  
Dearle and Henderson Regeneration Economics  
Plymouth Arts Centre

Throughout we have worked closely with the Heart of Efford Community Partnership (HECP) under the chairmanship of Steve Payne. In particular we have had considerable help and support from a core group of partnership members for whose welcome and kind counsel we have been most grateful. Councillors Miller, Vincent and Kerswell are all members of the HECP and we have had a series of meetings with them on a regular basis. All key stakeholders are members of the HECP and have been invited to regular presentations and discussion events throughout the process. MP Linda Gilroy has been involved from the start and offered much welcomed support.

In addition we have worked, met and discussed the project with different groups within and outside the council and on two occasions convened officer group meetings. We have involved many PCC officers throughout the process, in particular Lifelong Learning and Asset Management regarding the provision of a new extended school for Efford.

### PROJECT AND REPORT STRUCTURE

The Efford Building Communities Initiative Report is divided into two parts plus an appendix. This reflects the staged process of our work, where the initial survey and desktop studies and the consultation process form the base for visioning and concluding stages.

Part 1 contains reports on our analysis, a summary of the consultation, a documentation of the public art project and concludes with the investigation of eight spatial options for the development of the neighbourhood.

Part 2 of the report builds directly upon the messages from the extensive consultation process. It presents our vision for Efford 2020 under the title ‘**Efford 2020 - a great place to live**’. Quantities and qualities are defined for this vision and aspirations set. The report concludes with an action and delivery plan.

An executive summary is included at the beginning of Part 2.

The appendix to the Efford Building Communities Initiative Masterplan contains detailed consultants’ reports on Public Health and economic issues together with the statistics of the public consultation. Material of the Public Art Project gives evidence of the broad response to the consultation focused on the local youth.

(Note: This introduction is reproduced from Part1 of the report)

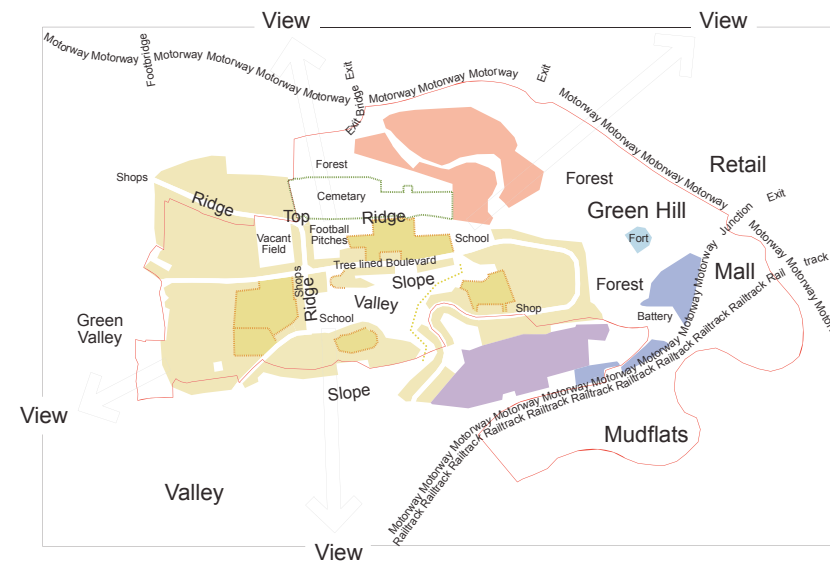
## Executive summary

### ANALYSIS

We commenced our work by making a very thorough spatial survey of the area. Our team walked down every street in the study area and recorded the landscape, townscape and the uses as well as any areas of concern or neglect. We undertook a thorough survey of the history of the area which was subsequently translated into a series of analytical drawings and illustrations. Our analysis concluded by identifying the major areas of concern, which are generally close to but not overlooked by Torridge Way as well as identifying the massive areas of landscape and green which are not well used.

A survey of the economic and educational profile of the neighbourhood and a skills audit undertaken by CSC focuses on employment, skills, entrepreneurial spirit and social enterprise. The aim was to establish clear themes which have a direct impact upon the employment prospects for local people in Efford and to suggest potential ways forward. The survey results for all areas show that both support service practitioners and local people believe that the confidence and esteem of residents needs to be raised. It also highlights the fact that some people within the community need to be further engaged if they are to be able to take a job, become involved in a social enterprise or initiate any entrepreneurial activity. Improving the levels of basic skills held by local people in Efford emerged from the consultation as a key priority.

The "Health and Wellbeing Needs Assessment" (HNA) undertaken by PHDU assessed the broad health needs of the Efford population together with assessing local health (and related) services. The report then considers areas for service improvement in the light of the identified needs (including considering the needs of different groups within the Efford population). In conclusion this section recommends prospective changes to health services, and other changes that may promote well-being. The HNA is clear in concluding that changes in the way services are delivered is required if they are to affect the inter-connected determinants of health and well-being.



Diagrammatic overview of the neighbourhood

### HOUSING

Throughout this study we have been warned that there may be major issues relating to the quality of housing in Efford. Most of the housing was built after the Second World War; Efford was the first new neighbourhood to be constructed under the Abercrombie Plan. However much of the housing was system built and the ongoing maintenance issues related to the housing could become a time-bomb for Efford, as well as for other areas of Plymouth. The Private Sector Stock Condition Survey 2005 highlights the need for investment as it identifies Efford and Lipson as having the worst stock in the City. The P2020 Index of Deprivation 2006 also refers to Efford's housing as being the third worst level of housing decency.

N.B. the 2006 Index doesn't include private sector housing decency so this is effectively a measure of public sector stock. However, in the 2005 Index which did include private sector housing, Efford was actually ranked No 1, i.e. as having the worst housing conditions across the city. At the time of writing (January 2007) Plymouth City Council has just been given the green-light to consult all Plymouth City Council tenants about the proposed transfer of their homes to a Registered Social Landlord. Council tenants will have the final say on whether the transfer takes place but it will be a way to bring improvements to housing conditions.

### THE SUBURBAN NATURE OF EFFORD

Much of the housing is semi-detached, within generous gardens and constitutes a typical mid 20th century suburban style. This rather low density model has proved difficult to serve with facilities and transportation. This fact is made more noticeable because Efford is in effect an island. The A38, the railway line and the topography serves to cut it off from Plymouth City Centre and its hinterland. In fact the topography – Efford's location at the top of a deeply indented hill, with ravines to the north and east – has resulted in a form which is more reminiscent of a Swiss hill-town than an English city suburb. Time and again in our work we have identified this topography as a critical constraint to improving connections and access.

Socially Efford seems isolated from the rest of Plymouth. There are very strong family and social ties here which have been presented to us as a strength. However, sometimes these social mores hide deeper problems and almost tribal loyalties which may sometimes seem to be misplaced. For example we have been told that amongst some sections of the community truancy, underage drinking, smoking and drug abuse is condoned by adults and even some parents.



'Suburban Efford - View from Pike Road to Efford Valley



'Suburban Efford - View from Blandford Road south

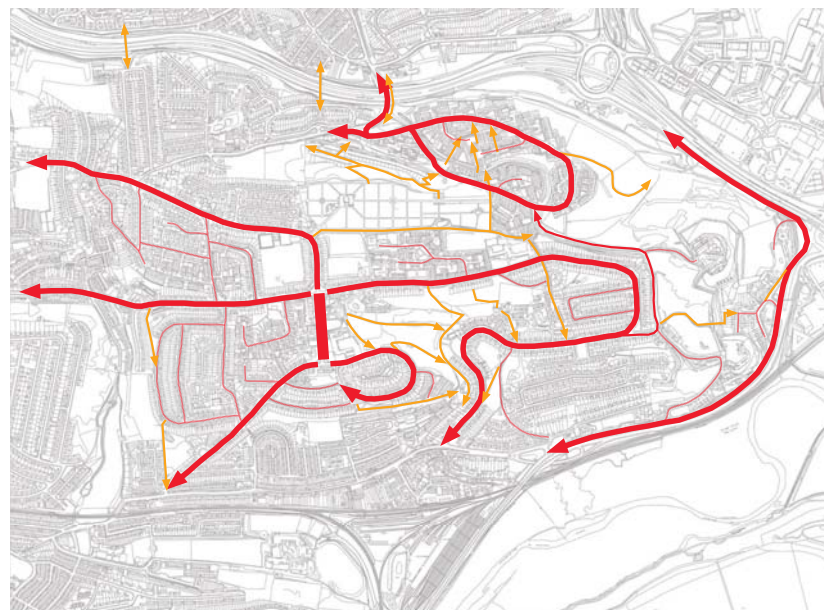


Diagram of connections in Efford - highlighting the isolated nature of Efford (see report part 1, page 14 for further analysis)



Diagram of uses other than housing - highlighting the green nature of the neighbourhood with Efford Valley at its heart (see report part 1, page 16 for further analysis)

## PUBLIC CONSULTATION

Our main consultation revolved around a series of focus groups, workshops and events organised around the location of "The Purple Pod". The Purple Pod was a brightly coloured and especially converted container from where we dispensed hot drinks and healthy snacks and where we encouraged the public to take part in a series of very detailed questionnaires. The purple pod was opened by the local MP Linda Gilroy with the help of Torridge Way's eldest resident and its youngest school pupil. Refer to report part 1, chapter 3.0 for a summary of the consultation outcome and the appendix for full details of consultation results.



Public consultation inside the Purple Pod

Our early work indicated a clear need to understand the youth issues in Efford and encouraged the client to allow us to extend the consultation to include the work of five artists helping us gain the trust and support of the younger generation.

The HECP created an action group to assist with the public consultation and with the artists. The outcome of this work has strengthened the community process, given the partnership a sense of ownership of the project as well as given a flavour of achievement to the process.

We have over 100 detailed questionnaires, of which a much higher proportion than normal have been filled in by young people. As well as formal questionnaires we have a wealth of information on all topics from our consultants and from the artists who each in their own way added to the depth and quality of our knowledge about Efford and the community.

#### YOUTH ISSUES

As the consultation progressed we began to realise that so much of Efford's problems stemmed from issues surrounding children and young people. Issues such as low educational attainment, family breakdown, child abuse, parenting problems, economic problems and health seem to coalesce into a sticky glue of problems which commence when children are small and then refuse to dilute as they grow up. These factors result in a community which is, at least metaphorically, "on the edge of a nervous breakdown". Although Efford moved from 6th to 7th overall rank in the Index of Multiple Deprivation, individual cases and observations throughout the masterplanning process led us to believe that there is a real risk of residents quality of life issues deteriorating. Educational underachievement, poor health, crime, insecurity and unemployment statistics are all rising and we observe only isolated situations where measures are being taken to help families reduce their problems. One ray of hope has been the recent opening of a children's centre which helps children and parents of the under fives. Many agencies and organisations within Efford, in particular the schools, the churches, the post offices and the new neighbourhood police, are all providing support. However they are all working to a greater or lesser degree in isolation.

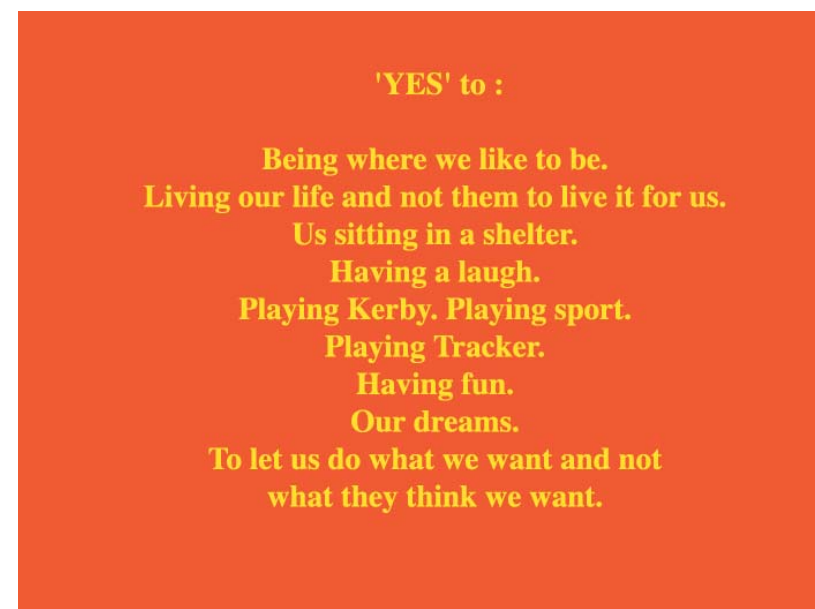
Every single person we interviewed mentioned the youth issue as being of importance.



Consultation inside 'The Purple Pod'



Questionnaire result: Think how Torridge Way might look in 20 years time



YES/NO places, quotations collected from children by artist Jayne Murray



Youth giving their views after dance workshop with artist Sue Smith

## VISION, GUIDING PRINCIPLES AND ASPIRATION

Our vision for Efford in 2020 is presented under the title “**Efford 2020 – a great place to live**”.

The vision anticipates that Efford in 2020 will become a safe and enjoyable place to bring up a family. It will be a green and beautiful neighbourhood and one where the housing is considerably improved. We have outlined our vision under the sub-headings:

- Economically successful neighbourhood
- Empowered community
- Healthy neighbourhood
- Caring, strong and outward looking community

This report continues by outlining six guiding principles against which all changes and activity should be measured. These qualities are:

- Connection
- Activity
- Celebration
- Economy
- Focus
- Quality

In the next section we have detailed our aspiration for Efford, looking in more detail at issues such as

- Use of parks and playing fields
- Nature of the neighbourhood centre
- Density and form of new development
- Aspirations for a new extended school.



Development Option 6A - working model

## ACTIONS AND DELIVERY PLAN

In the final section of this report we have recommended a series of activities that we believe would start the process of change in Efford. Within the delivery plan we outline how these actions and processes would combine to form a coherent strategic framework.

We consider that support for implementation of the Master Plan would come from various sources and we have attempted to outline the support available although we are acutely aware of budgetary pressures that exist across sectors, especially within Plymouth City Council. We recognise that inter-agency working is crucial to the success of the Master Plan implementation and is something that is already underway.

Support is also forthcoming from the HECP who have a tough role in bringing different sectors together and will therefore need continued and additional support. It is for this reason that the HECP, with support from PCC and the Plymouth Arts Centre, are pulling together a 5-year programme of (mainly Lottery) funding to provide some dedicated support for the HECP to assist in engaging the community and ensuring the Master Plan is delivered. We feel that the successful outcome of the vision rests on the ability of the HECP to maintain its drive and focus and that a continued package of eternal funding will be of fundamental importance.

## OPTIONS APPRAISAL

Exploring options for physical change in Efford, in particular Torrridge Way, was a key part of the Master Plan. LDA options illustrating a new school on Torrridge Way at the Heart of the Community had previously been presented, yet, from early discussions with Plymouth City Council's Children's Services this was not considered to be the only option.

The Efford Master Plan is far more than the issue of a new school but it has been recognised that a new school for Efford is a crucial aspect of the regeneration of Efford. Provision of a single, amalgamated 1.5 form entry school for Efford has been considered as part of the Master Planning process and a range of sketch options have been produced, incorporating other aspects of physical change. (Refer to Options in Part 1 of the report)

An evaluation of these options by Children's Services and Asset Management indicates that a new build on the Highfield Site is the preferred option. Further more detailed options (refer to 6a and 6b in Part 1) illustrating how this might be achieved have been prepared, including Children's Services / Asset Management's preferred approach which places the building right at the heart of the community activity on Torrridge Way.

During March and April 2007 Plymouth City Council, in partnership with the school Governors and the Heart of Efford Community Partnership, started the consultation process 'to merge Highfield and Plym View Primary Schools in September 2010 and house them in a brand new, state-of-the-art school with community facilities at the heart of Efford on a site yet to be chosen'.

Our interim conclusions, presented at the beginning of November presented six options based around different land uses but all underpinned by a vision of Efford in 2020. Under advice that the Highfield School site had been earmarked as the most likely place for the development of the school we were advised to increase our design options around this site. In this report we present eight different spatial options for Efford. Whichever location is decided upon the design should adhere to the Vision and Guiding Principles of this report, which becomes a basis for the new schools brief.



## 6.0 The Vision

The masterplanner's aspiration for Efford in 2020

### **EFFORD 2020 - A GREAT PLACE TO LIVE**

The neighbourhood of Efford in 2020 will be known throughout the South West as a great place to live and a safe and enjoyable place in which to bring up a family. It will be known as one of the greenest and most beautiful neighbourhoods of Plymouth. The centre of Efford on Torridge Way will have been transformed with new shops, new housing, a new school and a public square linked to a village green. Efford Valley will be the green heart of Efford and will have become a focus for activities for children of all ages.

#### **AN ECONOMICALLY SUCCESSFUL NEIGHBOURHOOD**

People in Efford will be better educated and more able to face life's challenges because of a commitment to lifelong learning focused around a new and enviably modern extended school, located on Torridge Way, providing adult and primary education as well as other services. This will result in an improvement in people's job prospects and their ability to command higher salaries. Its exceptional public transport links mean that Laira and Deer Park are well connected to Torridge Way and that people can easily take the bus to work in either the City Centre or one of Plymouth's employment parks.

#### **AN EMPOWERED COMMUNITY**

The HECP will have developed into a sustainable community organisation focused around a series of social enterprises which will have helped to raise the capacities of the entire population. Its community structure will become a model for other communities to follow. By 2020 Efford will be well known for its policies promoting creative community engagement, arts, innovative architecture and environmentally sustainable design and practices.

#### **A HEALTHY NEIGHBOURHOOD**

By 2020 Efford's population will be healthier. They will eat more healthy, exercise more and get out more. Those who have health problems will be better supported and the health and wellbeing facilities in the area will be of a higher quality. Programmes to encourage people to give up smoking, over eating, alcohol, unprotected sex and drugs will have made a considerable improvement to people's health, especially the health and prospects of the younger generation.

#### **A CARING, STRONG AND OUTWARD LOOKING COMMUNITY**

Efford will become a delightful, walkable and friendly neighbourhood where people want to live, play and celebrate. Though its commercial centre will be small the facilities and activities will be such that people will want to come to Efford, especially at weekends to enjoy the community café, the viewpoint, the park and to take rambles through the nature reserve. A dynamic community website/blog will link Efford digitally to the outside world as well as linking like minded people wherever they live in the neighbourhood.

## 7.0 Guiding Principles – Qualitative targets

Efford requires a step-change in qualitative as well as quantitative improvements. Below we outline six qualities by which all actions and activities can be monitored. In each case we highlight some of the **key actions** that we recommend in Chapter 9.0 of this report and show how they fit into qualitative improvements.

### ACTIVITY

At the moment one of the key barriers to improvement is the paucity of the external environment and the lack of safe activity for children. This is linked to the rise in obesity and the poor health of the whole community. At the moment very few people make any real use of Efford's outdoor spaces. The **creation of a youth park** will stimulate improved and safer children's play and activities in Efford, which in turn will deliver improved mental and physical health.

Activity for adults is equally important. This can take the form of new classes and events. There will be new learning opportunities and the physical improvements will provide both internal and external spaces where such activities can take place. Improved connections can make access to City Centre activities more realistic.

### FOCUS

The realisation of the importance of a community focus at Torrridge Way is tempered by the recognition that other neighbouring communities, in particular Deer Park and Laira, would inevitably be limited in their ability to use Torrridge Way as the focus for their community activities. All the masterplan options that we have developed investigate different ways of creating a **new heart for Efford on Torrridge Way**.

An **integrated youth strategy** will bring into sharp focus the activities that need to be made by all agencies acting together in order to address and turn around the problems that young people and children have within the Efford community.

The community and the education department also need to focus upon what they require from the new extended school. We propose that they get together to develop a **brief for the extended school**.

### CONNECTION

In response to the limitations of a focus on Torrridge Way we advise that a series of actions be undertaken in order to make connections better between different areas of Efford, as well as between Efford and other parts of Plymouth.

Connections is also a shorthand for describing an improved service delivery, creating better connections between providers, and especially between health, education, youth and social services where there should be more of an overlap. The **integrated youth strategy** will outline how this is to be achieved.

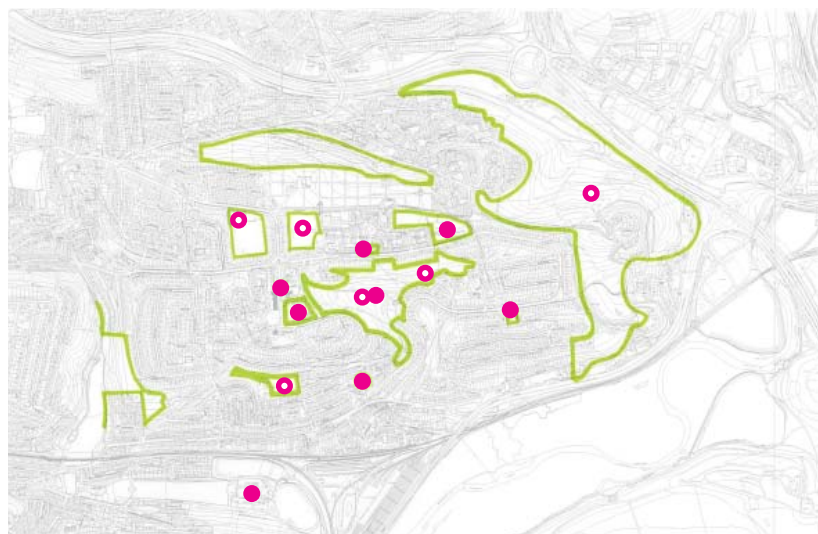


ILLUSTRATION - ACTIVITY SPACES

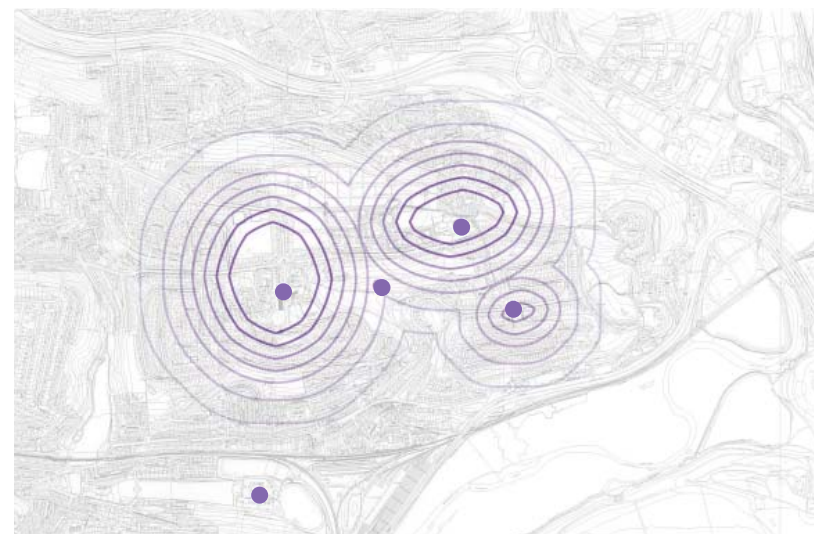


ILLUSTRATION - FOCUS

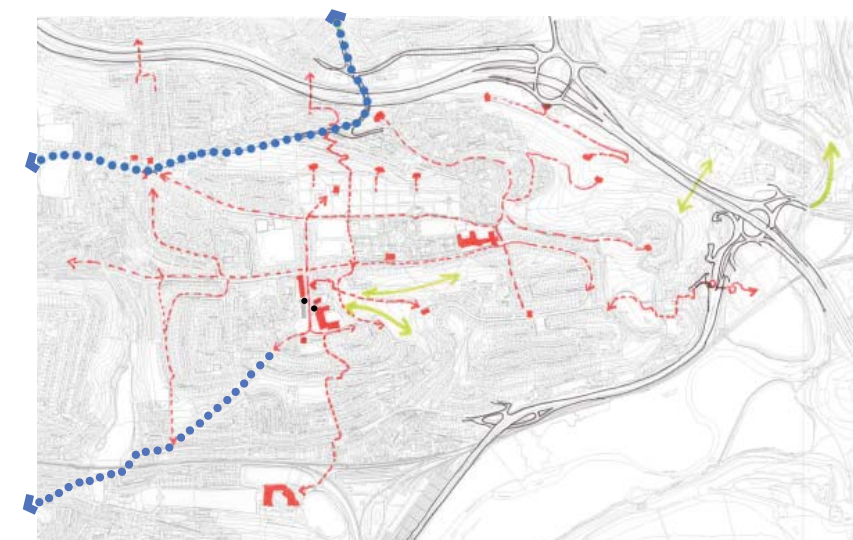


ILLUSTRATION - CONNECTIONS

### QUALITY

We all felt that decisions made about Efford in the recent past had revolved around the expedient. For example no-one quite remembered why it had seemed acceptable to allow planning permission for a church in the middle of the park on Torridge Way. The community told us that they were unimpressed by the current quality of new build architecture. In the future we recommend that quality for Efford be an important consideration when making decisions. We propose that Efford be made one of the areas to have an **area action plan**. This is a planning document, a sub-section of the new city wide Local Development Framework, which would set out how and where local development in Efford should be made. The process of preparing the LDF is currently under way and links are already being made using the Sustainable Neighbourhood Assessments and Forthcoming Local Area Based Site Allocation process, in which consultation will begin in April 2007

This proposal could fit in as a pilot scheme in response to the most recent Barker report on planning as well as aspiration to improve the housing to cater for families.

Qualities in service provision, especially **extended health services** are very important.

These issues would go some way towards dealing with what we consider to be a potentially latent issue around **housing quality improvement**.

### CELEBRATION

Everyone who has been part of the process agrees that there is much to celebrate in Efford. The location is beautiful with a lovely landscape and great people. Successes are often not celebrated here and we recommend that engendering a culture of success by celebrating achievement be part of the process of regeneration in Efford. With the work of the HECP strong and supportive networks are already developing.

The Public Art Project has proved to be a successful way to bring together engaged residents and to provide a possibility to get active at an early stage of the project and to achieve positive and encouraging outcome. This positivism should be maintained in any future work in the neighbourhood and should be shared through celebration. We understand that further funds are being sought to extend Artists involvement.



ILLUSTRATION - CELEBRATE EFFORD

### ECONOMY

An underlying issue which contributes to the problems of youth in this area is the relative poverty of many of the families. Efford has a high proportion of single parents or absent fathers. With a high level of unemployment and a high level of people on low wages, social security or on low pensions. These factors linked with the lack of educational achievement, the difficulty of finding supporting services and the fact that there are issues of poor mental and physical health within many of these families give a heady cocktail of problems. The community feels that it is in helping people with their money problems that a way-in can be found to offer support for all these issues.

The suggestion is to start-up a **community social enterprise** an offshoot or a reincarnation of the HECP which can offer adult education on money matters, run swap shops or clothing co-ops, run a community café offering healthy foods or provide childcare – topics that have been suggested by local residents.

Helping people to work and get better paid jobs is an important platform of the vision and the employment statistics are a critical monitoring device.

## 8.0 Aspirations

### USE OF THE PARK

Efford Valley should become an attractive destination for visitors and a useful amenity for the whole community to be proud of.

The location of the Valley is the real heart of Efford. It connects Torridge Way with the lower parts of the neighbourhood. However it appears neglected and is under used and some people do not like to walk there. Efford Valley is far from living up to its potential.

Existing places and routes should be improved and additional places designed to encourage people of all ages to use the park. Simple and informal interventions might be more successful than big and expensive projects.

All buildings located at its edge should be designed to embrace the Valley. They ought to reflect the importance of the park in the orientation of rooms, activities and the design of the facades. Buildings should not turn their backs towards the Valley. Where possible there should be direct access to the park from the buildings to connect internal and external uses.

A colourful landscaping should match the suburban character of Efford - much more a rural village than an urban place to live. We should not shy away from imagining the Valley to accommodate exceptional structures like a tower that offers views to the moors and Plymouth Sound and that can be seen from far away. The use of alternative energy in and around the park should reflect that we are living in a time where people are considerate with their resources.

### USE OF THE PLAYING FIELDS

Efford should have enough well managed playing fields to engage large parts of the community in healthy sports activities.

Efford has several playing fields. Some of them offer magnificent views of the surrounding countryside as they are located on the ridge on the top of the neighbourhood. However not all of them are used today and the few that are in use are not in their best state. The wind blows over the empty fields. Most properties that back up onto the playing field have high wooden fences. Residents feel the need to protect themselves from views and from intrusion. Today Efford's playing fields do not serve the community as well as they could.

The playing fields of the neighbourhood should be improved, so they are better usable. Improvements could include levelling and drainage, modern changing rooms and lighting, a management scheme and extended sports club facilities. This would support the shared use of the playing fields between the school and the sporting community. The boundaries of the playing fields should be secured and access should be managed, so that neighbours feel safe living beside them.

Using some of the unused playing fields for housing development would increase the population of Efford, preferably for young families. This would help to make the school and service provision more sustainable and provide extra custom for the shops. But only if new housing areas are well connected. The value of the land sale and/or Section 106 contributions from developers should be ring fenced for projects in the neighbourhood itself.

However, there is concern that the loss of playing fields and sporting facilities would have major implications on the community. Using green spaces for any other development currently runs contrary to Government Policy although Section 106 planning gain could achieve improvements elsewhere in the neighbourhood, this still remains a big issue for the Local Authority.

### CONNECTIONS BETWEEN EFFORD VALLEY AND TORRIDGE WAY

With physical change happening along Torridge Way, the neighbourhood centre should be opened up to bring Efford Valley, the true heart of Efford, back into the centre of the neighbourhood.

Efford was laid out to make best use of its characteristic landscape to provide possibilities for strolling along country paths, playing on the expansive sports fields, driving on scenic winding streets and living in houses with gardens and far views. However today, the commercial centre on Torridge Way is not any more directly connected to the nearby open landscape of the Valley. New buildings have blocked this relationship and only secondary paths remain.

With the exception of the Christian Fellowship Church, many buildings between Torridge Way and the Valley were built in the early years of the estate and are worn out. They are also mostly Council owned. This presents an opportunity to connect Efford Valley and Torridge Way. Torridge Way could be re-designed to have much more the feel of a village street passing by a village green. Connections through the park could end in a new public open space and not behind private houses and vandalised garages. Buildings between Torridge Way and the Valley could become special buildings in a very special location, seen as landmarks from far and be well connected to the green and the centre.

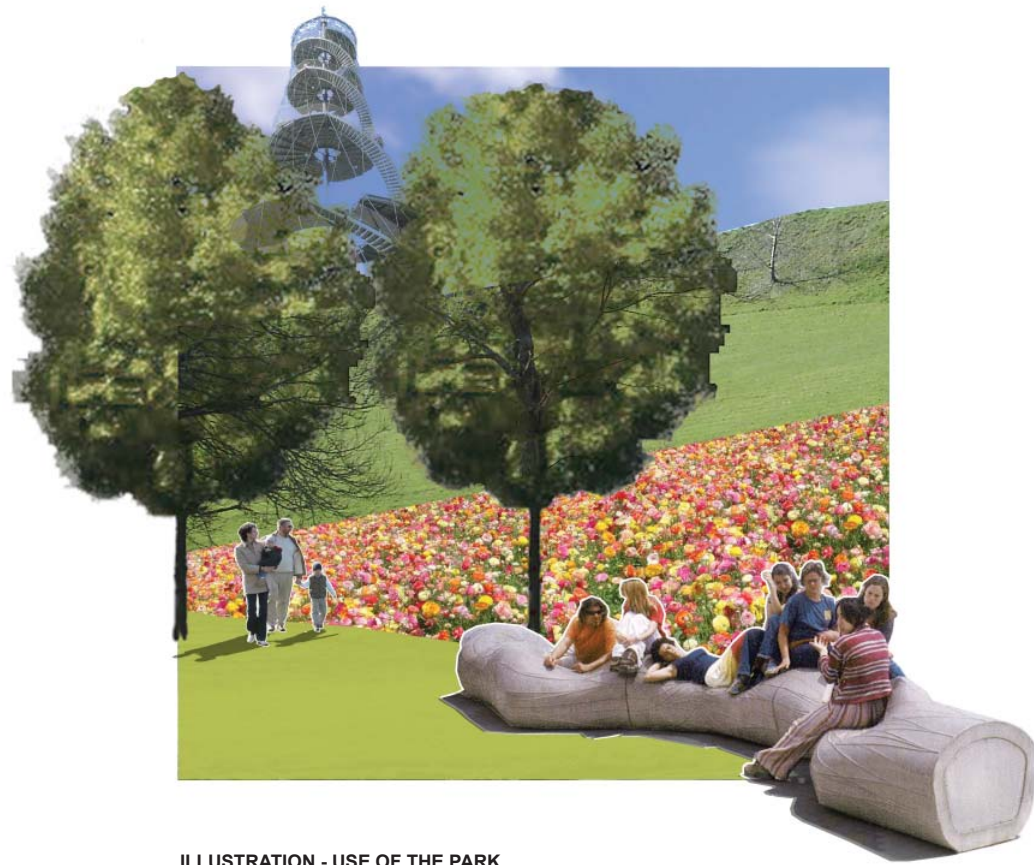


ILLUSTRATION - USE OF THE PARK



PHOTOS - USE OF THE PLAYING FIELDS  
Unity Park and Plymview Community School  
2006

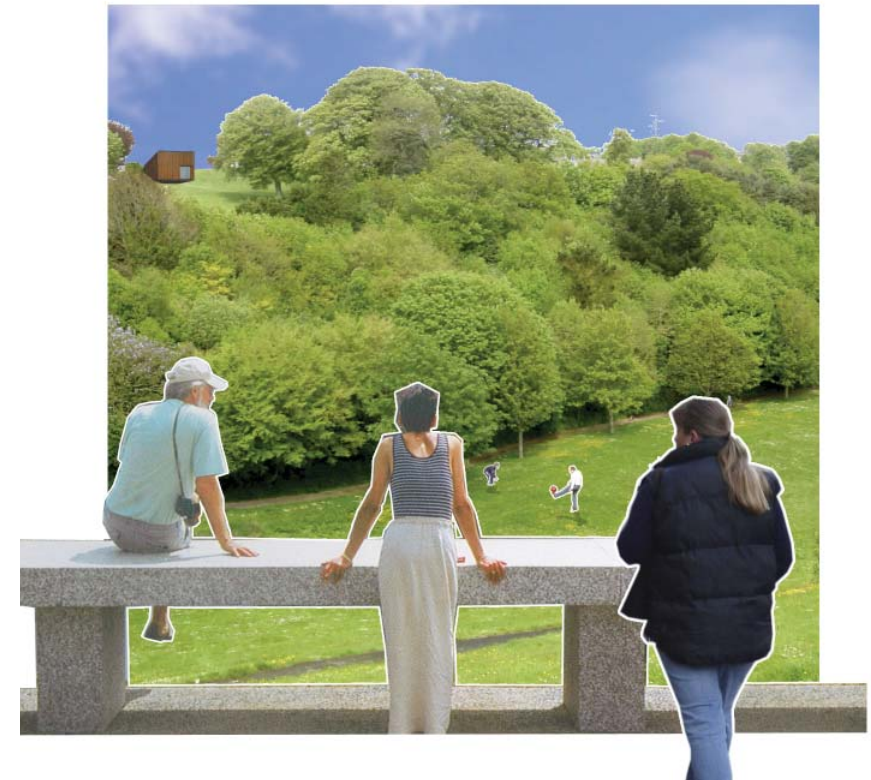


ILLUSTRATION - CONNECTION BETWEEN EFFORD VALLEY AND TORRIDGE WAY



ILLUSTRATION - NEIGHBOURHOOD CENTRE GROUPED AROUND A PUBLIC SQUARE



PHOTOS - DENSITY AND URBAN FORM  
Pike Road looking towards Efford Valley and the shopping centre on Torridge Way, 2006

What could happen in a new  
Heart of Efford Community School?

ILLUSTRATION - WHAT IS AN EXTENDED SCHOOL?

#### **NEIGHBOURHOOD CENTRE GROUPED AROUND A PUBLIC SPACE**

Most facilities, services and shops in Efford should be located around one public space to create a neighbourhood centre where all benefit from their proximity and enough space should be given to different users and for all needs.

Only a limited number of shops and facilities are sustainable within a neighbourhood the size of Efford. Torrridge Way today provides a large number of the central functions needed. However the activity generated by this neighbourhood centre along the 200m long street is sparse. It is mainly the space required by parked cars that causes congestion problems. Outside opening hours desertion, delivery noise and gathering youth create a hostile feeling.

Functions within the neighbourhood are likely to be further concentrated on Torrridge Way, e.g. through a new extended school and desired community spaces. The leases for the existing shops and health practice are coming to an end and the flats are in need of improvement or replacement. This provides an opportunity to reshape the location of all facilities within the centre. A closer proximity of facilities in a neighbourhood centre is generally welcomed. However the locating of different services behind one door, e.g. the door of an extended school, is seen as problematic because of conflicting needs for different activities.

A new neighbourhood centre should be designed so that all extended functions are grouped around a public open space as close as possible. This public space would be well oriented to the sun and provide shelter against wind and weather. It could be designed to become a great location to rest and have a cup of tea in the new community café before picking up the kids from school.

Funds available for physical improvements should be concentrated to design a high-quality public open space.

#### **DENSITY AND URBAN FORM**

Torrridge Way should be developed for the needs of the community and its density and form should be designed to a human scale corresponding, not contrasting, with the character of the suburban neighbourhood.

Historically the suburban character of Efford was not continued in the layout of Torrridge Way. The street was designed as a small copy of Plymouth's modern town centre, with public buildings and flats that exceeded the surrounding housing in height, and a streetscape that served the car better than the pedestrian. But the street is too long for the functions it accommodates and its built enclosure is too open so that people do not want to wonder down the street as they might want to do while window-shopping in Plymouth. Today it feels unsafe even to cross the street and the form of the street provides no shelter.

Most buildings along Torrridge Way are in need of improvement or replacement. This is the chance to reshape the neighbourhood centre. Private houses with front entrances or with ground floor activity should face the street instead of flats with anonymous and CCTV protected front doors. New compact buildings could be grouped around a sunny courtyard, leaving space around them for the Valley to reach up to the neighbourhood centre. This would achieve equal densities to the existing buildings while creating useful open spaces for the residents and avoiding unattended backyards.

#### **WHAT IS AN EXTENDED SCHOOL?**

The brief for a new extended Heart of Efford Primary School should be developed in partnership with the community.

Already today both primary schools in Efford provide spaces and activities that extend beyond their educational scope, for example by offering space for community activities, community rooms and cooking facilities, sports and art spaces and more. However all these activities have to take place in buildings that were not designed for these uses, so access is often restricted and use is limited. Even where spaces have been upgraded and direct access from outside is possible, the management of the spaces is not well funded and therefore usability is restricted, rents are high and the usage level is low. The existing school buildings are very much oriented to the inside and the colourful and creative activities inside the schools remain invisible for the public that passes by.

During the consultation for this masterplan it was not possible to assess the needs of the community for an extended school.

The community will make a valuable contribution to the brief for an extended school, if the process is managed in real partnership. This could be supported by the involvement of artists in continuation of the consultation for this masterplan.

The design for a new Heart of Efford Community School should consider the extended use of school facilities and links to the services from the beginning. This affects mainly the location and access to spaces within the school during school hours or after school has finished, during weekends and school holidays. Primary schools are also exciting facilities and any new school should be open and allow the public to view the life and the activities inside. A school located beside a beautiful park should extend into outdoor activities in the park. A school as part of a neighbourhood centre and located on the top of the hill should make best use of both potentials, being visible from close and from afar, being accessible from the public space and from the park, being a special school in a special location.

Management schemes for the extended services should be an integral part of the brief for the operation of the new school.

This document provides a basis for the brief for the new school.

## 9.0 Actions and Delivery Plan - The way forward

### INTEGRATED YOUTH STRATEGY

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>A strategy integrating the work of Council services and partners with the target of improving service delivery and identifying ways to improve key social targets through helping children in Efford and their parents. A possible aim could be to develop Efford Valley into a Youth Park (see Action below)</li> </ul> <p>The strategy should recognise the interconnectivity of causes.</p>	PCC Social Services PCC Lifelong Learning PCC Leisure and Sports PCC Community Services Primary Care and Hospital trusts Police HECP May involve other groups inc voluntary Drug + Alcohol agencies Parent Partnership	PCC Youth services PCC Children's Services working in partnership with HECP Funding should be jointly provided by main players. EYDF	<ul style="list-style-type: none"> <li>Outcomes should include new methods of service delivery</li> <li>Methods of connectivity of services</li> <li>Briefing elements for the youth park</li> </ul>

## CREATE A YOUTH PARK

The youth issue is the central focus of concern for the community of Efford. It has been realised that one key issue is the lack of opportunities for young people to get engaged in positive activities. Efford Valley in the heart of the neighbourhood offers the potential to accommodate a range of high quality youth activity spaces.

A focus on quality improvement in Efford Valley will improve health, well being and quality of life of all people in Efford.

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>Develop the concept, feasibility and funding strategy for the Youth Park together with the local youth and the wider community</li> </ul>	PCC Development (Parks) PCC Social Services PCC Leisure and Sports HECP The youth of Efford Community / EYDF	HECP PCC Development (Parks) Funding through Lottery, RDA and charity grants, Section 106 possibility	<ul style="list-style-type: none"> <li>An engaging consultation process with the involvement of artists that leads to a partnership between the youth and the authorities to develop the Youth Park</li> <li>Acceptance within the community that the youth should be active in the park</li> </ul>
<ul style="list-style-type: none"> <li>Continue the Public Art Project with a focus on the theme 'Youth Park'</li> </ul> <p>Encourage collaborations between the community, artists and other 'experts'</p> <p>(See Chapter Public Art Project, Report Part 1)</p>	Plymouth City Council Plymouth Arts Centre HECP Service providers Artists in collaboration with other 'experts', e.g. Health Service providers	HECP PCC Development (Parks) Funding through RDA, Arts Council South West and further match funding, local sponsors	<ul style="list-style-type: none"> <li>Fruitful input to the 'Youth Park' project is produced through the process of working in response to local people, e.g. a 'Green Gym'</li> <li>Opportunity for action and engagement is provided and by that basic skills are improved</li> <li>Atmosphere of dialogue and discussion much needed in Efford is continued</li> </ul>
<ul style="list-style-type: none"> <li>Improve the existing and design additional places and connections that encourage children of all ages to use the park</li> </ul> <p>Include artists in the design of these places as part of the Public Art Project or through a 'Percent for Art' scheme</p>	Plymouth City Council HECP The youth of Efford Artists	PCC Development (Parks) PCC leads in from Integrated Youth Strategy	<ul style="list-style-type: none"> <li>Places that are well attended</li> <li>Places that are cared of by the youth</li> <li>Connections through the park that invite people to use them and feel safe</li> <li>Early wins</li> </ul>
<ul style="list-style-type: none"> <li>Design all new buildings located at the edge of the park to embrace the Youth Park</li> </ul>	Plymouth City Council as client for public buildings and as planning authority All development partners for new housing	HECP PCC Planning and Regeneration, Dept. of Development	<ul style="list-style-type: none"> <li>No more back fences are built to face the park</li> <li>The park side is recognised as important in the design of all new buildings, e.g. the Heart of Efford Community school, a new youth centre and new housing, so that they are orientated towards the park and have direct access from the park</li> </ul>
<ul style="list-style-type: none"> <li>Create a well maintained public park</li> </ul>	Plymouth City Council	HECP PCC Leisure and Sports	<ul style="list-style-type: none"> <li>Efford Valley is recognised as one of Plymouth public parks</li> <li>An integrated management scheme is in place and operating</li> <li>Litter is removed regularly, maintenance is undertaken immediately</li> </ul>

#### AREA ACTION PLAN

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>A planning framework for Efford is urgently required because of impending development around Torridge Way, the location of a new school and continued pressure on playing field sites to convert to housing.</li> </ul> <p>The Area Action Plan will be produced as part of the LDF process. The masterplan can inform the LDF AAP process.</p>	PCC Planning and Regeneration, Dept. of Development PCC Housing Strategy & Renewal, Community Services PCC Housing Stock Options PCC Transport HECP – public consultation	Plymouth City Council, Planning and Regeneration, Dept. of Development Funding to be covered by Plymouth City Council's main programme	<ul style="list-style-type: none"> <li>Stronger and more focused planning policy which will mould development in Plymouth over the next plan period.</li> </ul>

#### DEVELOP BRIEF FOR THE EXTENDED SCHOOL

It is a government aim that by 2010 extended schools will provide a range of services and activities, often beyond the school day, to help meet the needs of children, their families and the wider community. This is of increased importance for deprived neighbourhoods such as Efford.

The following actions will support the development of the new 'Heart of Efford Community School'. Tension is taken out of the decision about the location of the future school and instead is focused on ensuring ownership by the community from the outset.

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>Consult the public about plans for a new school in Efford</li> </ul>	PCC Lifelong Learning PCC Housing Strategy & Renewal, Community Services Both existing schools in Efford Pupils and parents HECP Community	PCC Lifelong Learning Funding through the department's main programme working with the HECP	<ul style="list-style-type: none"> <li>Existing rumours are ended, plans are explained and fears are responded to</li> <li>The development of the schools in Efford has gained a 'face'</li> <li>Knowledge of community needs is generated; these needs can be addressed in an extended school provision</li> </ul>
<ul style="list-style-type: none"> <li>Develop a brief for the extended school</li> </ul> <p>Both existing schools work together</p> <p>Put extra attention on after-school activities and uses of the new school building for the whole community as the new school will be the main public building in the neighbourhood; this means to develop a programme that reaches beyond the Government suggestions for extended schools</p>	PCC Lifelong Learning Both existing schools in Efford Pupils and parents Community Other schools in proximity Statutory, private, voluntary and community organisations PCT	PCC Lifelong Learning Funding through the department's main programme	<ul style="list-style-type: none"> <li>A package of services which best meets the community needs</li> </ul> <p>Extended services of the new Heart of Efford Community School can include childcare, adult education, parenting support programmes, community-based health and social care services, multi-agency behaviour support teams and shall emphasise after-school activities and uses of the school building for the whole community</p>

## EXTENDED HEALTH SERVICES

Change is required for all services that affect health and well-being. It is important to realise that health and well-being is highly inter-connected with e.g. the quality of housing and the environment, or education. Detailed principles for this change are outlined in the “Summary Of The Health Needs Assessment” report by PHDU in the appendix of the masterplan. In terms of practical action, some of the following proposals may be actionable in the relative short-term.

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>Investigate links between poor housing quality, especially in social housing, and health inequalities in the neighbourhood</li> </ul>	PCT PCC Housing Housing Associations	PCT	<ul style="list-style-type: none"> <li>Continued recognition of the links to address issues around ill-health and poor-housing</li> </ul>
<ul style="list-style-type: none"> <li>Encourage GPs in Efford to use ‘Practice-Based Commissioning’ opportunities</li> </ul>	GPs	PCT in partnership with HECP	<ul style="list-style-type: none"> <li>Services are enhanced, e.g. through counselling services</li> </ul>
<ul style="list-style-type: none"> <li>Work with the Primary Care Trust to consider if some health services and health promotion activities could be provided from news school facilities</li> </ul>	PCC Housing Strategy & Renewal, Community Services PCT/PHDU HECP Primary Care Trust	HECP	<ul style="list-style-type: none"> <li>Support is gained for new co-located/multi-purpose community facilities as part of the ‘Heart of Efford at Torridge Way’ below</li> </ul>
<ul style="list-style-type: none"> <li>Engage with the current local shops to improve the availability of fresh food</li> </ul>	PCT/PHDU Local shops	PCT/PHDU with HECP	<ul style="list-style-type: none"> <li>More fresh food is available</li> </ul>
<ul style="list-style-type: none"> <li>Encourage more voluntary group activities which contribute to health promotion and well-being</li> </ul>	PCT/PHDU Voluntary groups	PCT/PHDU with HECP	<ul style="list-style-type: none"> <li>More activities are happening in Efford which contribute to health promotion and well being</li> </ul>
<ul style="list-style-type: none"> <li>Work in close co-ordination with the DELL Children’s Centre initiative and in partnership with local people and parents</li> </ul>	PCT/PHDU DELL Children’s Centre Children Trust (tbc) Local people of Efford	DELL Children’s Centre	<ul style="list-style-type: none"> <li>Integrated services of high quality are delivered</li> </ul>
<ul style="list-style-type: none"> <li>Increase partnership working</li> </ul>	PCT/PHDU All ‘Social care’ agencies	PCT/PHDU with HECP	<ul style="list-style-type: none"> <li>The choice of local services is enhanced</li> </ul>
<ul style="list-style-type: none"> <li>Develop Health Living Networks possibly through extended school provision</li> </ul>	PCT Further partners to be investigated	PCC to lead with HECP	<ul style="list-style-type: none"> <li>Local support and activity network to raise the well-being of local populace</li> </ul>

## A NEW HEART FOR EFFORD ON TORRIDGE WAY

The following actions will ensure that the current process towards the development of a new heart for Efford on Torridge Way is continued successfully.

The aim shall be to create a well-designed public space of the right scale and adjacent buildings which house all functions needed by the local community - a place that is embraced as the heart for the neighbourhood.

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>Publish the masterplan options shown in this report. The new heart for Efford on Torridge Way forms an essential part of all options.</li> </ul>	PCC Housing Strategy & Renewal, Community Services HECP Masterplan Design Team Community	PCC Housing Strategy & Renewal, Community Services	<ul style="list-style-type: none"> <li>The results developed in the masterplan are shared</li> <li>The community is engaged in the decision making</li> <li>The 'expert' opinion of the public is gained</li> </ul>
<ul style="list-style-type: none"> <li>Set up a 'Torridge Way Project Group' as a project group of HECP with greater support by PCC</li> </ul>	HECP PCC High level officers of relevant departments SWERDA Landowners and stakeholders on Torridge Way	HECP PCC Housing Strategy & Renewal, Community Services	<ul style="list-style-type: none"> <li>Project-based working (instead of sector-based work)</li> <li>Key players work together with a clear focus</li> <li>Individual projects, resources and knowledge of all partners are integrated</li> <li>Strength for the development of the Heart for Efford is gained</li> </ul>
<ul style="list-style-type: none"> <li>Move into a second phase of the masterplanning process</li> </ul> <p>Focus hereby on the development of Torridge Way (For Housing Quality Improvement see below)</p>	'Torridge Way Project Group' HECP SWERDA	PCC Housing Strategy & Renewal, Community Services	<ul style="list-style-type: none"> <li>Consultation outcome, vision and aspirations set in this report are used as a basis</li> <li>Funding strategy for Torridge Way development on a project to project basis</li> </ul>
<ul style="list-style-type: none"> <li>Refine the set of public and private services to be delivered at Torridge Way</li> </ul> <p>Include additional services, e.g. youth facilities, an extended school and health services, more, bigger or different shops, a community hub</p> <p>Engage the community in the brief of the extended school (see below)</p>	'Torridge Way Project Group' Community	'Torridge Way Project Group'	<ul style="list-style-type: none"> <li>A clear brief for the spatial needs on Torridge Way developed</li> </ul>
<ul style="list-style-type: none"> <li>Assess the state of ownership, leases, structural and environmental condition of all buildings along Torridge Way</li> </ul>	'Torridge Way Project Group'	'Torridge Way Project Group'	<ul style="list-style-type: none"> <li>A clear brief developed for the extent of the masterplan along Torridge Way</li> </ul>
<ul style="list-style-type: none"> <li>Refine the preferred masterplan option</li> </ul>	'Torridge Way Project Group' Masterplan Design Team	'Torridge Way Project Group'	<ul style="list-style-type: none"> <li>A preferred masterplan option is developed and agreed</li> </ul>
<ul style="list-style-type: none"> <li>Public consultation – stage 3</li> </ul>	'Torridge Way Project Group' Masterplan Design Team	'Torridge Way Project Group'	<ul style="list-style-type: none"> <li>Public support gained</li> </ul>
<ul style="list-style-type: none"> <li>Adopt preferred option</li> </ul>	Plymouth City Council	Plymouth City Council – Full Council Decision	<ul style="list-style-type: none"> <li>Preferred option incorporated in the Area Action Plan for Efford</li> </ul>

## A COMMUNITY SOCIAL ENTERPRISE

A community led social enterprise has been identified as a positive way to deliver specific services prescribed to meet needs within the community. Needs that have been identified are lifelong education and training, youth activities, childcare and health care services. Any future social enterprise has to be a viable enterprise.

The report "Developing and Supporting Social Enterprise in Efford" prepared by CSC Regeneration & Research Consultants in the appendix of the masterplan outline this set of actions:

Action	Partner	Lead and Funding	Intended outcome
<ul style="list-style-type: none"> <li>Develop a clear vision for a community social enterprise</li> </ul>	HECF Plymouth City Council Key expert partners Wolseley Trust Coactive Plymouth Community Partnership	HECF PCC Housing Strategy & Renewal, Community Services	<ul style="list-style-type: none"> <li>Role of the HECF is defined – preferably as the leading partner</li> <li>A social enterprise model is developed</li> <li>The vision statement forms the basis of an "elevator pitch"</li> </ul>
<ul style="list-style-type: none"> <li>Gain local commitment</li> </ul>	As above	HECF PCC Housing Strategy & Renewal, Community Services	<ul style="list-style-type: none"> <li>HECF has a definitive role to coordinate a joined-up approach to liaise with the community as well as ensuring that the needs of the community are prioritised to allow a social enterprise service to be targeted and focused</li> <li>Positive ethical returns are generated for the community</li> </ul>
<ul style="list-style-type: none"> <li>Acknowledging barriers</li> </ul>	As above plus Committed local people	HECF Committed local people	<ul style="list-style-type: none"> <li>Specific deficits in base level capability of local people (skills, expertise and knowledge of operating a business) and barriers related to certain market and financial restrictions imposed on social entrepreneurs are acknowledged and understood and used to inform the development of tailored support solutions</li> </ul>
<ul style="list-style-type: none"> <li>Tailor the support offer</li> </ul>	As above plus Committed local people	HECF Committed local people	<ul style="list-style-type: none"> <li>Access to sector expertise and experience of new social enterprise start-ups</li> <li>Connections to successful social enterprises</li> <li>Assistance with brokering local business support e.g. favourable rates from suppliers</li> <li>Build credibility of the enterprise through membership of recognised networks</li> <li>Attend workshops and ongoing training programmes for enterprise staff</li> <li>Access to wider support network and similar social enterprises</li> </ul>
<ul style="list-style-type: none"> <li>Engage key organisations</li> </ul>	As above plus Committed local people	HECF Committed local people	<ul style="list-style-type: none"> <li>Backing and assistance</li> <li>Assistance in securing premises perhaps with negotiable business rates to reflect the social aims of enterprise</li> <li>Bolstering the credibility of the enterprise as a service deliverer of recognised quality</li> <li>Levering funding either directly from partners or from external organisations</li> </ul>
<ul style="list-style-type: none"> <li>Develop a business plan</li> </ul>	As above plus Committed local people Support organisations for social enterprises SWRDA	HECF Committed local people Funding sources will be investigated with Social Enterprise funding advice by Support organisations for social enterprises, e.g. Co-active	<ul style="list-style-type: none"> <li>Definition of purpose and vision of the social enterprise</li> <li>Comprehensive demand assessment and need analysis</li> <li>Quality management structures</li> <li>Partnership working and commitment of key stakeholders</li> <li>Five year financial plans and funding projections</li> <li>Long term sustainability strategy</li> </ul>

## HOUSING QUALITY IMPROVEMENTS

The following actions will start the process to improve the quality of the housing in the neighbourhood, both private and publicly owned. Actions in relation to the housing around Torridge Way are required as a catalyst for change towards the 'New Heart for Efford at Torridge Way'. They will allow the complete rearrangement of the central neighbourhood functions (see chapter 9.0). All actions outlined below must be seen in close connection to the 'Heart for Efford on Torridge Way' masterplan mentioned in this chapter.

Action	Partner	Lead	Intended outcome
<ul style="list-style-type: none"> <li>Finish the work on the government funded 'Decent Homes standards' scheme</li> </ul> <p>See next page for full statement</p>	PCC Housing	PCC Housing The Council has recently submitted a funding application to the Central Government	<ul style="list-style-type: none"> <li>Government target is that all property owned and managed by the council must have reasonably modern facilities, be warm and weatherproof by 2010</li> </ul>
<ul style="list-style-type: none"> <li>If Plymouth City Council decides to support the stock transfer process, the next stage will involve: <ul style="list-style-type: none"> <li>Confirming with tenants and councillors by April 07 who the preferred new landlord will be. The DCLG and Housing Corporation has indicated support for the setting up by the Council of a new Registered Social Landlord to receive transfer of all the housing stock</li> <li>Appointing an Independent Tenants Advisor by May to assist tenants through the Stock Transfer consultation and ballot</li> <li>Agreement on the 'offer document' for tenants to consider and vote on. Current plans anticipate a ballot in the Autumn of 2008.</li> <li>Setting up a Stock transfer Panel chaired by the Leader with representatives from all main political parties.</li> </ul> </li> </ul>	PCC Housing Tenants of Council properties Potential new landlords as indicated in the three schemes	PCC Housing Additional funding would be generated through the partners of one of the three schemes	<ul style="list-style-type: none"> <li>A potential shift to one of the three schemes is agreed in cooperation between all partners</li> <li>Further development is generated through additional funding available to new landlords</li> <li>The development of the 'Heart for Efford at Torridge Way' is supported by changes to existing housing in its proximity</li> </ul>
<ul style="list-style-type: none"> <li>Continue to investigate links between poor housing quality, especially in social housing, and health inequalities in the neighbourhood</li> </ul>	PCT PCC Housing Housing Associations	PCT	<ul style="list-style-type: none"> <li>Continued recognition of the links to address issues around ill-health and poor-housing</li> </ul>

**COMMUNITY SAFETY**

Action	Partner	Lead	Intended outcome
<ul style="list-style-type: none"> <li>Continue cross-sector working through the Heart of Efford Partnership Action Groups to address Community Safety issues</li> </ul>	HECP PCC Departments	HECP PCC Housing/Community Services.	<ul style="list-style-type: none"> <li>to continue to identify, address, implement projects that address community safety issues with Partners</li> </ul>
<ul style="list-style-type: none"> <li>Take forward Neighbourhood Policing Initiative that seeks to put communities – their needs, their issues and their priorities – at the heart of local policing. Neighbourhood Policing will continue the good work that is already.</li> </ul>	PCSOs Community	Devon and Cornwall Constabulary	Neighbourhood Teams will be able to provide communities with: <ul style="list-style-type: none"> <li>Access to policing or community safety services through a named point of contact</li> <li>Influence over community safety priorities in their neighbourhood</li> <li>Interventions: joint action with communities and partners to solve problems</li> <li>Answers: sustainable solutions to problems and feedback on results.</li> </ul>
<ul style="list-style-type: none"> <li>Work with the Plymouth Community Safety Partnership to bring in measures to address Community Safety in line with Section 17 issues – the legal responsibility of all Council Services to assess the impact and contribution to the reduction of crime and disorder.</li> </ul>	Plymouth Community Safety Partnership PCC Housing/Community Services HECP	PCC Housing/Community Services and HECP	Potential leads to initiatives such as: <ul style="list-style-type: none"> <li>The RESPECT programme – an initiative that tackles anti-social behaviour and the causes of anti-social behaviour</li> <li>The Family Intervention Project – a multi-agency approach to work with families most at risk of being involved in crime and anti-social behaviour</li> </ul>

