city centre and university area action plan 2006-2021

issues and preferred options consultation

november 2008
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1 What is the City Centre and University AAP?

1.1 Plymouth City Council is producing an Area Action Plan (AAP) for the City Centre and University area. Its purpose is to set out a strategy with proposals for the regeneration of Plymouth’s City Centre. When adopted, it will form part of Plymouth’s Local Development Framework.

1.2 This consultation document discusses the key issues which the AAP must address and the ways in which this could be done. It then goes on to define the key ingredients that will be used to formulate the plan. This is your opportunity to tell us about anything we have missed, or got wrong, and whether you think we are on the ‘right track’ in terms of preparing the final plan.

What is the Local Development Framework?

1.3 Plymouth’s LDF provides a strategic planning framework for the city, guiding change to 2021 and beyond. The LDF, together with the Regional Spatial Strategy, forms the statutory Development Plan for the City. Several parts of the LDF have been adopted, including the Core Strategy which was adopted in April 2007.

1.4 The Plymouth Local Development Scheme (LDS) sets out more information on the various LDF documents, their current status and the timetable for producing those that are not already adopted.

1.5 The City Centre and University AAP will provide one more piece of the jigsaw in terms of the City’s plans to improve Plymouth’s Waterfront Regeneration Areas – from Devonport to the East End.

Why produce this document?

1.6 The City Centre and University Area Action Plan is the first AAP to be progressed using the new Local Development Framework Regulations which came into force June 2008. These regulations removed the requirement for a ‘Preferred Options’ consultation stage, and effectively set out that Local Authorities should engage with stakeholders, the public and other organisations as appropriate to the subject matter of the LDF document. The new regulations have therefore simplified the process of producing a Development Plan Document.

1.7 The process of producing the City Centre and University AAP was started in 2005 with an Issues and Options Report. This new Consultation Document achieves two things:

- It ‘refreshes’ the Issues and Options process by re-capping on some information that has been set out before and finalises the list of key issues which the AAP must address,
- It sets a milestone in the process of producing the AAP by checking with the public and other stakeholders that we have correctly analysed the key issues. It then moves the process on to the development of the Strategy for the City
Centre by setting out the ‘key ingredients’ which we believe should form the basis for preparing the Strategy, and asking for views on these.

How can you get involved?

1.8 We are publishing this consultation document for a six week consultation period. During this time we are asking people, stakeholders and organisations to let us know what they think about the issues, options and preferred strategy set out in this document, or any other comments or thoughts about the City Centre that they think we should know about and which could influence the development of the AAP. The period for making comments is from Monday 3rd November to Monday 15th December 2008.

1.9 Representations can be made electronically using the Council’s website or in writing using the official form (available on the Council’s website at www.plymouth.gov.uk/ldf, or paper copies at the Civic Centre, local libraries and local housing offices). We will also be holding a number of consultation events around the City Centre during the consultation period – details available on the Council’s website and in local press.

What happens next?

1.10 During 2009 we will be continuing to develop the City Centre Strategy and the proposals which will deliver the Strategy. The responses we receive as part of this consultation will be an important source of information which we will use as part of this work. There may also be further opportunities to get involved with the production of the AAP throughout this time.

1.11 By summer 2009 we will have produced a complete draft of the AAP. This document will be made available for a statutory six-week consultation period, during which formal representations can be made on the “soundness” of the AAP. Following this period, we will consider the representations and assuming this does not mean a major revision of the document, we will formally submit the AAP to the Secretary of State.

1.12 All representations received during the final consultation period will be considered at an Independent Examination conducted by a Planning Inspector. The Inspector will test the ‘soundness’ of the AAP and produce a report setting out what changes (if any) are required. The Inspector’s report will be binding on the Council.

1.13 Full details of the process of producing an Area Action Plan can be found in the Council’s Statement of Community Involvement. The timetable for producing the City Centre and University Area Action Plan can be found in the Local Development Scheme. Both of these documents are available at www.plymouth.gov.uk or can be obtained by contacting the Development Planning Unit at: Civic Centre, Plymouth, PL1 2AA (tel. 01752 305477).
2 The Context and The Vision

Where have we come from and where are we now?

2.1 Plymouth City Centre is an example of the post war rebuilding of a city. The historic centre of Plymouth was largely destroyed by bombing in the Second World War. Following the bombing, an ambitious scheme was drawn up to rebuild the centre using a Beaux-Arts street grid. This became the 1943 Plan for Plymouth developed by Abercrombie and Watson.

2.2 The implementation of this plan commenced immediately after the war and continued until about 1962. In 1987 the City Council adopted the Plymouth Local Plan which set out a set of proposals to revitalise the City Centre. The First Alteration to this Local Plan was adopted in 1996 and continued to identify redevelopment areas in the City Centre. The revision to the 1996 Plan was published as a First Deposit Local Plan in 2001, but the process of producing this plan was halted in 2004 when the Local Development Framework was started.

2.3 The City Centre and University AAP is the key part of the LDF which will focus attention on the future of the City Centre. It will build on the history of Plans for the centre, but will also take account of new work which has been done as part of the LDF process.

2.4 The City Centre in 2008 has a reasonable shopping offer, but has underperformed over the last few decades. Although numerical representation by the multiple retailers is reasonably strong, it has not witnessed the same degree of growth in this sector compared to other major centres in the UK. Furthermore, many of the stores are small in comparison to new stores in other regional and subregional centres. This is reflected in its decline in the national retail rankings from approximately 20th in the 1960’s consistently through to the mid 1990’s, where by 1995 it had fallen to 36th. Overall, the City has witnessed quite limited expansion over the last 40 years, mainly through the recent completion of the Drakes Circus shopping centre (50,000 sqm opened 2006) and, prior to that, the far smaller Armada Centre (10,000 sqm which opened 1986). That represents some 1500 sqm per annum during this period, the equivalent to between 3 and 5 modern shops units per year.

The ‘Mackay Vision’

2.5 A key piece of work which sets out a new approach to Plymouth’s future and in particular the City Centre was the “City Centre Precinct Urban Design Framework”, produced in 2002 by the City Council. This study set out a range of ideas for regenerating the City Centre. The study was followed in 2004 by the Vision for Plymouth, published by MBM Arquitectes and A-Z Urban Studio. The Vision (often called the “Mackay Vision”) saw Plymouth’s potential to become ‘One of Europe’s finest waterfront cities’, and set out key principles for an attractive city with a thriving and vibrant City Centre. At the same time, the development of the new Drakes Circus Shopping Centre, representing the first new major commercial retail development in the City Centre for about 20 years, promised to open up a new dimension to the City
Centre's shopping appeal. The LDF and this AAP are now developing the Mackay Vision, providing the framework to deliver a City Centre which drives forward the regeneration of Plymouth and is a showpiece for the renaissance of the City.

**What Mackay saw...**

2.6 Mackay looked at Plymouth’s location, its hinterland and its history and saw the potential to regenerate the City to create one of Europe’s finest waterfront cities by 2021. The Vision saw the City Centre as the key part of the renewal, but recognised that there were several issues to address:

- The post war regeneration had focused the City Centre on the two boulevards of Royal Parade and Armada Way, and envisaging a grand boulevard between the station and the Hoe. This was never fully realised, with the result that the City Centre has no clear links to the waterfront areas at Millbay and Sutton Harbour/The Barbican, and an unclear relationship to the Hoe.
- By focusing on retailing as the main role of the City Centre, Abercrombie's plan had provided very few opportunities for people to live in the City Centre, or for many leisure activities and uses to take place in the Centre. The Plan adopted a zoning approach which encouraged large areas devoted to one use. 'The impact of this zoning approach is clearly evident in the empty and quiet City Centre streets outside of shopping hours, devoid of any leisure or service functions'.

- The implementation of the Abercrombie Plan resulted in a variable mix of design and build quality across the City Centre. Subsequent developments have sometimes been of poor design and quality leading to the City Centre having a poor image and reputation, and feeling particularly run down in places.

2.7 Despite these issues, Mackay saw a massive opportunity to renew the City Centre so that it would contain a thriving and diverse mix of activities, underpinned by successful retailing but including places for people to live, work and for leisure activities. He also envisaged it physically and functionally connected to neighbouring areas and crucially to the waterfront. This Vision would be based on invigorating the Abercrombie Plan to create 'Plymouth's Downtown', and ensuring that the City has "a past with a future". The Vision would be framed around the following principles:

- A 'released' City Centre – concentrating on the management of traffic movements around the centre and a greening of the ring road, and shared space so that there is less separation between the car and pedestrians.
- A 'connected' City Centre – improving pedestrian movement across and into the centre, with clear connections to the waterfront and the Hoe. Developments on the edge of the centre creating links and relationships with neighbouring areas.

1 from the 'Vision for Plymouth'
A ‘diversified’ City Centre – Locating a greater diversity of uses in the centre, providing opportunities for living, working and leisure. Encouraging tall buildings which frame the streets with more retailing providing more intensity.

A ‘defined’ City Centre - ‘the city centre is no longer defined by its isolation and retail use – it is defined by its varied architecture that exploits the rigidity of the grid – its tall buildings with upper floors providing stunning views of the city and water – its grand gateways from both water and land’.

2.8 Mackay did, however, make a key point: ‘Providing the right conditions and opportunities for occupiers to choose the City Centre rather than out of town locations will be a key hurdle to overcome in the process of regenerating the heart of the City.’

Interpreting Mackay - The Core Strategy Vision

2.9 The Plymouth LDF Core Strategy was adopted in 2007. As the development plan for the City, it puts in place planning policy to guide the development and growth of Plymouth up to and beyond 2021.

2.10 The aims of the Core Strategy are developed from Mackay’s Vision for Plymouth. The Plan shows how the Vision will be delivered in the City and sets out a more detailed set of aims and objectives to guide growth.
The Core Strategy provides a detailed Vision Statement and Diagram for the City Centre, as set out below:

**Area Vision 3 - Plymouth City Centre**

To reinforce the City Centre’s role as a vibrant and thriving regional destination, providing high quality shopping, recreation, culture, civic, education and commercial facilities, well connected to surrounding neighbourhoods, as well as being a safe place of quality in which to live.

The Council’s objectives to deliver this vision are:

1. To diversify the current functions of the City Centre to give it more life outside shopping hours, including intensification of residential, office, and cultural uses, including, where appropriate, the introduction of tall buildings.

2. To significantly intensify the central area to include taller buildings at key locations, and offer visitors and residents a 24-hour life.

3. To identify a central office core within the City Centre in conjunction with the redevelopment of Millbay.

4. To provide some quieter areas with enough activity at all times to make it feel safe.

5. To attract specialised shops, pubs, entertainment and culture.

6. To ensure connections with adjacent areas are strong, direct and meaningful.

7. To positively integrate and reinforce the role of the University and the Cultural Quarter as vibrant and strong parts of the City Centre.

8. To create a more urban environment in the University area through developments which give a better sense of enclosure to the streets.

9. To enrich the quality of the environment in the City Centre, so that the public areas are clean, safe, accessible and attractive.

10. To seek opportunities to create better pedestrian permeability north south through the City Centre blocks and ensure that new developments seek to improve the legibility of the City Centre so that everyone can easily find their way around.

11. To consider the heritage value of the City Centre and University areas as part of its regeneration.

12. To selectively introduce traffic back into parts of the City Centre.
2.12 This Vision picks up on Mackay's key themes by aiming to:

- Diversify the City Centre uses to give more life outside shopping hours,
- Intensify the Central Area and introduce variety, quieter areas, enrichment of the environment and improvements to the quality of the public realm, including the introduction of tall buildings,
- Improve connections to neighbouring areas and pedestrian permeability within the centre.

Sustainable Communities

2.13 The 'golden thread' which runs through the Core Strategy is the principle that all growth and development in the City should contribute to the creation of sustainable communities. This is clearly set out in Strategic Objective 3 and Policy CS01 of the Core Strategy. This principle applies equally to all Plymouth's communities, including the City Centre.

2.14 However, in the context of the City Centre, the picture becomes more complicated. The City Centre provides services on a range of levels:

- local facilities for those people living close to and in the centre itself,
- strategic shopping, employment and leisure facilities for people living in Plymouth,
- sub-regional and regional level shopping and leisure opportunities for people living in the wider catchment area and beyond.

2.15 Changes to the City Centre therefore must create sustainable characteristics for both the city as a whole, as well as the communities living within the area.

2.16 Thus, it is clear that a successful and vibrant City Centre will provide the range of facilities and services that will allow it to act as the hub for Plymouth's communities. However, the AAP should not lose sight of the smaller scale community needs and services required by people living near to the City Centre, and of the people who will be living in the City Centre in the future. The AAP should also address the needs of these people to have access to open space, to quality spaces and places, to facilities which provide a community focus, and to a transport system which addresses their needs as well as the needs of visitors to the City Centre. Given the amount of development which could take place in the City Centre, there is also the potential to plan for the very highest sustainable building standards, including combined heat and power generation and re-use of materials.

So what is left for the AAP to do?

2.17 The Core Strategy is adopted and so the overall framework for the City Centre has been set. The Area Action Plan must now deliver the Vision set out in the Core Strategy.

- City Centre renewal should be underpinned by significant retail led development. Up to 172,000 sq m of new retail floorspace should be provided in the City by
2021, the majority of which should be in the City Centre. By comparison, Drakes Circus provides 50,000 sq m of floorspace.

- The renewal strategy should make provision for significant amounts of new dwellings and new offices – no targets are set for these uses.
- The renewal of the City Centre must include the mixed-use intensification and enhancement of the University, Plymouth College of Art and Design (PCAD), North Hill “Cultural Quarter” and railway station, and improved connections to Millbay, Stonehouse, The Hoe, Sutton Harbour and the Barbican and Central Park.
- A strategy should also be put in place to provide high quality public realm across the City Centre.

2.18 The key tasks of the AAP are therefore:

- To set out proposals which will diversify activity in the City Centre.
- To identify opportunities to increase the number of homes in the City Centre.
- To identify the key opportunity sites in the City Centre.
- To set out a strategy for key City Centre blocks.
- To set out a strategy for the conservation of the most important elements of the historic environment which is also consistent with the renewal strategy.
- To set out a transport strategy which enables the delivery of the renewal strategy.
- To set out a comprehensive and flexible delivery strategy based on sound commercial investment principles, which provides the right opportunities and conditions for investors and occupiers to choose Plymouth City Centre and make the renewal happen.
3 Do we understand the Key Issues facing the City Centre?

Did we get the 'Issues and Options' right?

3.1 The process of producing a City Centre Area Action Plan was formally started in 2005 with the publication of an Issues and Options pamphlet. It developed the key issues flagged up by Mackay and asked if any other issues should be considered. It also set out a detailed Vision and a set of key matters which attempted to bring together all the issues as they were understood.

3.2 A number of comments were received in response to the Issues and Options consultation. These are discussed in the “Summary Report of Responses to City Centre and University Area Action Plan Issues and Options consultation”. No completely new issues were raised, although comments were made emphasising:

- the need for sufficient car parking.
- the amount of crime and disturbance which could result from a ‘24 hour economy’.
- the need to acknowledge the economic importance of the City Centre.
- the need for modern retail facilities.
- the need to protect the historic environment.
- the need to ensure that redevelopment of Colin Campbell Court does not have a negative impact on the Pannier Market.
- the need to provide some covered areas in the City Centre.

The Key Issues

3.3 Since 2005 the Council has been collecting a lot of detailed new evidence in order to fully understand the issues which must be addressed by the AAP. We now think we have a full understanding of the key issues and how they affect the City Centre. We also understand that these issues must be resolved by the AAP if the City Centre renewal is to succeed. The information underpinning these issues is set out in detail in the supporting Evidence Base documents (see Chapter 8), and although these are still being added to, the issues themselves are summarised below:

Structural problems

3.4 These problems have been analysed and discussed in detail in the City Centre Investment and Development Strategy, which was prepared by consultants for the Plymouth City Centre Company and Plymouth City Council. The Strategy has identified some serious issues in the City Centre which, if not addressed threaten its commercial future:

3.5 Size of the City Centre
The geographical extent of the City Centre is far larger than would be expected for a city the size of Plymouth (see Fig 1).
3.6 The footprint of the City Centre is as large as Manchester or Liverpool City Centre, but without the catchment size which supports those cities. Liverpool and Manchester City Centres are more intensely developed and therefore have more attractions for visitors within them, but this means that there is more on offer to encourage people to visit and to shop in the centres. In Plymouth, the size of the centre and the range of attractions on offer means that there is little incentive for people to walk across the whole area. Put simply, the distance from Drakes Circus to Western Approach at Frankfort Gate is nearly 1 km, and there is little incentive for shoppers to make that journey. This is the reason why some of the peripheral parts of the City Centre are in decline.

3.7 Poor anchor store distribution
Anchor Stores are usually the large, well known department stores which attract people to shopping centres. They are important because they are the main destinations for shoppers, and so they attract people who will then visit other shops. The distribution of anchor stores is crucial to the health of a centre, because as people walk between one anchor store and another, they pass and have the opportunity to use other, smaller shops. It is important for the health of the City Centre that people pass as many other shops as possible and therefore have the opportunity to use those shops. Shops that people have to walk past as they move between anchor stores can be described as 'well anchored'.
3.8 The City Centre has a reasonably good number of anchor stores – House of Fraser (Dingles), Debenhams, and Marks and Spencer are represented, Drakes Circus is anchored by Next and Primark at one end of the mall, and Marks & Spencer at the other, and Derry's acts as a secondary anchor to the west of Armada Way. The anchor stores are, however, poorly distributed. All except Derry's are clustered to the east of Armada Way on New George Street or in Armada Way. The result is that over 80% of shop units in the City Centre are poorly anchored or have no relationship to an anchor store, including virtually all of the West End (see Table 1). These areas are especially vulnerable to decline, particularly since the opening of Drakes Circus.

<table>
<thead>
<tr>
<th>From - To</th>
<th>No of Shops</th>
</tr>
</thead>
<tbody>
<tr>
<td>M&amp;S - Debenhams</td>
<td>16</td>
</tr>
<tr>
<td>House of Fraser - Debenhams</td>
<td>16</td>
</tr>
<tr>
<td>House of Fraser – M&amp;S</td>
<td>33</td>
</tr>
<tr>
<td>House of Fraser - Coop</td>
<td>26</td>
</tr>
<tr>
<td>M&amp;S - BHS</td>
<td>24</td>
</tr>
</tbody>
</table>

Table 1: Number of Shops Between Anchor Stores in Plymouth City Centre (source: “Future Direction and Investment Strategy”, Cushman and Wakefield 2008)

NB – Only 15% of shops are located between primary anchors, only 25% of shops are located between recognised anchors. 75% of shop units are therefore poorly anchored.

3.9 Unit Sizes that do not meet the requirements of modern City Centre retailers. The retail units in the City Centre were mostly created when the City Centre blocks were set out by the Abercrombie Plan. They are therefore over 50 years old and despite internal alterations and units being combined, they are substantially smaller than units being demanded by modern retailers looking for opportunities to trade in Plymouth City Centre. Table 2 compares average unit dimensions in Plymouth with average modern requirements.

<table>
<thead>
<tr>
<th>No of Units</th>
<th>Average Depth (feet)</th>
<th>Average Width (feet)</th>
<th>Average footprint (sq ft)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime</td>
<td>50</td>
<td>80 (60%)*</td>
<td>24 (80%)*</td>
</tr>
<tr>
<td>Good Secondary</td>
<td>32</td>
<td>84.5 (65%)*</td>
<td>28 (90%)*</td>
</tr>
</tbody>
</table>

Do we understand the Key Issues facing the City Centre?
### Table 2: Existing Retail Stock vs Modern Market Requirements (source: “Future Direction and Investment Strategy”, Cushman and Wakefield 2008)

<table>
<thead>
<tr>
<th>No of Units</th>
<th>Average Depth (feet)</th>
<th>Average Width (feet)</th>
<th>Average footprint (sq ft)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary</td>
<td>68</td>
<td>77 (60%)*</td>
<td>29 (90%)*</td>
</tr>
<tr>
<td>Tertiary</td>
<td>297</td>
<td>45 (35%)*</td>
<td>20 (65%)*</td>
</tr>
<tr>
<td>Modern Units</td>
<td>120 - 140</td>
<td>30 - 32</td>
<td>3600 - 4200</td>
</tr>
</tbody>
</table>

* = percentage of modern unit demand

3.10 The implication of this issue is that even if large multiple chain retailers were keen to locate in the City Centre, they would be unable to find units which would enable them to trade to their optimum potential. The AAP therefore faces a double challenge: to create units which appeal to modern retailers, and to predict what kinds and sizes of units will be required by retailers when any renewal plan is implemented.

3.11 It is also important that the AAP provides for high-quality smaller retail units for locally distinctive and niche retailers, including those that already contribute positively to the character of key parts of the City Centre, including the “West End” for which a Vision document “Awakening the West End: 20 Projects in 20 Years” has been produced by Plymouth City Centre Company. The vision is for the West End to become the ‘Covent Garden of the West’ - the cross roads of city life in Plymouth, characterised by a network of streets, lanes and plazas and with a reputation for its independent niche shops, cultural activities, bars and restaurants, with the Pannier Market a centre for high-quality local produce.

3.12 The quality of some existing buildings is low
Some City Centre blocks are now over 50 years old, and although some were built at a high quality others were much lower quality. Some of these buildings are now in need of repair and upgrading. This causes more problems, as their general condition is another disincentive to modern retailers attempting to locate in the City Centre.

3.13 A key implication of this is that in the absence of a mechanism to bring the buildings back to a reasonable standard, they are likely to become worse, exacerbating the problem.

3.14 Low intensity of uses
The final issue identified reflects Mackay's thoughts regarding diversity of uses and 'urban character'. The City Centre, with its low rise buildings and concentration of retail uses, has a low intensity of activity compared to other City Centres. Development is also very low density, as a result of the post war pattern of development which laid out large courtyards at the centre of the City Centre blocks,
which are largely used for servicing and car parking. This lack of activity outside of business hours contributes to the area feeling unsafe and allows opportunity for antisocial behaviour - reducing the attraction of the City Centre to visitors, and therefore reducing its attraction to investors. The low density of development does, however, present opportunities for the intensification and renewal of parts of the City Centre.

Retail capacity estimates

3.15 The retail capacity upon which the retail strategy in the Core Strategy and the AAP is based is set out in Table 3:

<table>
<thead>
<tr>
<th>Forecast Year</th>
<th>Capacity Estimate (£)</th>
<th>Implied net Floorspace</th>
<th>Implied gross Floorspace</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>37.44m</td>
<td>5,348 sq m</td>
<td>7,640 sq m</td>
</tr>
<tr>
<td>2016</td>
<td>232.7m</td>
<td>30,907 sq m</td>
<td>44,153 sq m</td>
</tr>
<tr>
<td>2021</td>
<td>543.52m</td>
<td>66,936 sq m</td>
<td>95,623 sq m</td>
</tr>
<tr>
<td>2026</td>
<td>964.64m</td>
<td>110,307 sq m</td>
<td>157,582 sq m</td>
</tr>
</tbody>
</table>

Table 3: Plymouth City Centre Forecast Retail Capacity and Floorspace

Implications

3.16 These figures have been produced and verified by the Plymouth Shopping Study 2006 and the City Centre Investment and Development Strategy. They show that there is sufficient retail capacity and need in the Plymouth catchment to support the amount of floorspace which the Core Strategy says should be provided in the City by 2021. It should, however, be noted that the retail capacity is based on an expectation that the estimates of population growth and economic growth set out in the Vision for Plymouth, the Sustainable Community Strategy and the Core Strategy are delivered. If these estimates do not occur by 2021, the retail capacity may not materialise as predicted. This may indicate that the Plymouth Growth Agenda is not on track, in which case the Council would need to monitor growth levels and possibly adjust the timescales over which the Vision is delivered.

Historic environment priorities

3.17 The City Centre’s historic environment has been the subject of several studies, for example by Jeremy Gould (Plymouth Planned: The Architecture of the Plan for Plymouth 1943-1962) which includes an assessment of the architectural quality of City Centre buildings. This information was incorporated into the adopted City Centre Precinct Urban Design Framework (2002). Further studies of the City Centre’s historic environment are included in Alan Baxter Associates’ Plymouth Waterfront Characterisation Study (2006) and in the City Centre Investment and Development
Strategy. Mackay also made references to the quality of the City Centre buildings and the weight which should be placed on various aspects of the historic environment, in order to ensure that the City has 'a past with a future'. In particular, Mackay indicated that:

3.18 ‘Watson and Abercrombie’s plan for the city centre is, to use a rather hackneyed phrase, the “jewel of the crown” of modern English town planning. It must be conserved, not as a fossil but rather alive to the present circumstances and shift in cultural values. In other words, we must identify its soft or weak parts, where we can act, and readjust to balance the poles of attraction where people will want to go. The significance of this opportunity should not be constrained by protectionist policies – it is the nature of the grid structure that must be respected and responded to…’

3.19 Mackay recognised the key issues regarding the historic environment that the AAP must resolve:

- It must identify the most valuable and precious aspects of the historic environment in the City Centre.

- It must weigh these aspects against the need for renewal and regeneration which will allow the City Centre to respond to changing retail and commercial issues, and guarantee its future.

- It must set out a policy framework which clearly sets out what should be protected and how it should be protected, and what should be allowed to change and evolve.

3.20 The strategy that is adopted in respect of the historic environment and the balance between protection and change that it sets out will be crucial in determining the shape of the City Centre.

**Movement, transport and accessibility**

3.21 There are several key transport strategy issues which need to be addressed in the City Centre Strategy. There is a debate to be had over whether these issues could be considered as a constraint to the level of development identified by the Strategy, or whether they should be seen as opportunities to improve and support key aspects of the City Centre. Clearly the issue of how people travel to and move around the City Centre is of key importance to the AAP, but the routes through and around the City Centre are also public spaces whose quality is in some places very low. Mackay recognises this with his view that the ring road should be ‘greened’. The City Centre and University AAP provides the opportunity to not just improve the retail product available and to safeguard and enhance the historic built environment, but also deliver the major transport infrastructure needed to serve both the wider Plymouth resident population and visitors to the area.
3.22 The key principle is the need to recognise the functionality of different parts of the network. The Strategic Transport Network is used by through traffic as well as traffic accessing the City Centre and is shared between car, freight, public transport, pedestrians and cyclists. It will be important for the AAP to identify that part of the network which should be designated as the Strategic Transport Network. A long term view covering the whole of the City Centre for the next 20+ years is required to determine what should be considered strategic.

3.23 The City Centre is accessible to most transport modes and any future development should seek to maintain and improve this accessibility to allow the City Centre to fulfil its economic potential. Some of the key issues are:

- How can safe and convenient pedestrian and cyclist movement to and through the City Centre be encouraged and improved?
- How can a positive 'sense of arrival' be created to give a good first impression for people arriving at the City Centre by all modes of transport?
- What can be done to help people find their way around the City Centre.
- The City Centre is the start and end for many public transport journeys and this will increase with the aspirations identified in the Core Strategy. It is the most significant transport interchange in the City with priority afforded to public transport wherever possible. The City Council has a long-term transport objective to provide better public transport through the development of a High Quality Public Transport (HQPT) network on the main transport corridors radiating out of the City Centre. Improvements to City Centre infrastructure and the routes that serve it are critical to meeting this objective. As such the objective to provide HQPT within and to the City Centre, should be at the forefront of any consideration given for development plans within the City Centre and for the AAP itself.

- Walking and cycling are important modes of access to and from the City Centre. Joining up key routes, providing new routes and improving facilities along existing routes will be essential to encouraging increased use of these modes. Making clearly marked routes where sustainable modes are prioritised with safety and security being paramount will be a crucial element of transport provision.

- Most of the existing car parks in the City Centre are not easy to access, are relatively small and are of a very poor quality. Future parking provision should be strategically located so that fewer, larger car parks can be accessed from the strategic road network, and the quality of the car parks should be much improved.

- Plymouth’s strategic road network surrounds the City Centre and is critical in the movement of traffic throughout the wider Plymouth area and not just to and from the City Centre. It is therefore essential to determine the impact development plans will have on the way the highway network operates and from that if there is opportunity to reduce its impact in some places so as to reduce severance, landtake and provide more shared space. It is important to consider the function of the non-strategic road network within the city centre, the access this provides and how this could be improved to make better use of the available space.
The existing bus and coach station does not meet the requirements of a modern, dynamic city as aspired to in the City Centre AAP and although sited well the facilities are of a poor standard. The potential to use the existing site for development purposes has been proposed and as such a new station will need to be provided. This new station will need a suitable location for easy access to the attractions and services offered by the City Centre with facilities that meet the City's High Quality Public Transport (HQPT) aspirations.

Plymouth Train Station has already been identified as providing a key development opportunity that could, and should, also serve as an iconic Gateway to the city. The accessibility of the existing station does not meet the needs of many of its users particularly pedestrians and the AAP provides the opportunity to improve how it links with the rest of the City Centre.

It is essential that any plans pay due regard to the need of freight and delivery vehicles to access the City Centre and waterfront areas, particularly the port facilities. This must include maintaining access for wide-load purposes from the City Centre and Waterfront areas to the trunk road network.

Exeter Street is already declared as an Air Quality Management Area (AQMA) and it is anticipated that other parts of the City Centre will be identified as AQMAs in the near future. Future development in the City Centre will have to have regard for AQMAs and put in place measures to help alleviate problems.

Expansion/Redevelopment outside the Core City Centre

Several organisations have their own plans for change outside the City Centre triangle, and there are plans and strategies being worked on covering key locations. All of these need to be reflected in the AAP and integrated into the City Centre Strategy. The plans to renew the City Centre may potentially open up new opportunities for these organisations. The key issues are:

- **The University Masterplan.** The University of Plymouth has been pursuing significant expansion plans for many years, and has been seeking to consolidate its satellite campuses into one central campus. It is within the City Centre AAP area and there is therefore an opportunity to formalise the University’s ambitions within the development plan. In partnership with the University, the Council produced Interim Planning Statement 10, which sets out strategic principles for the University area. The University has since incorporated these principles into its Strategic Development Plan which has been produced by Nicholas Burwell Architects. Key issues for the AAP to explore are improving routes to and through the campus and diversifying the uses on site to make it a safe and vibrant area at all times.

- **Plymouth College of Art and Design (PCAD) and the Cultural Quarter.** PCAD have significant ambitions to enhance and redevelop their site to create a high quality environment that reflects the PCAD’s role and aspirations – a vibrant, inviting educational arts focus within the North Hill ‘Cultural Quarter’. The Council prepared the PCAD Design Framework in partnership with the College to establish positive guidelines for the site’s enhancement and redevelopment.
There may be opportunities to combine with adjacent sites to create a better gateway to the City Centre.

- **Railway Station/North Cross.** There is clearly a need to improve the environment around the Railway Station, the Station itself, and links to the City Centre across North Cross. A North Cross Urban Framework study is being produced by Form Design Group looking at this area.

- **West End Strategy.** The West End is within the City Centre triangle, but there has already been a great deal of work done to develop proposals for change. The West End Strategy ‘Awakening the West End’ was produced for the City Centre Company, and sets out 20 projects over 20 years which are intended to revitalise and transform the West End. The Strategy will need to be integrated into the City Centre AAP.

- **Entertainment Quarter.** Major mixed-use masterplans which have led to several planning applications have been produced for sites south of Derry’s Cross.

### Public realm and urban design issues

**3.25** As noted by Mackay, the City Centre Investment and Development Strategy and in the City Centre Precinct Urban Design Framework, the quality of the public realm in the City Centre is poor in many places, and the quality of the buildings in some areas makes the centre seem run down. There are some areas of much higher quality, for example around Drakes Circus and the southern end of Armada Way, but in general the City Centre has a poor environmental image. There is a general lack of high quality green space and play space throughout the City Centre, the buildings have a suburban rather than urban scale and design of buildings over the years has been inconsistent. There is also a great deal of street clutter which distracts from the quality of the public realm.

**3.26** Good quality public realm contributes to enjoyable, varied spaces and the creation of a more positive urban environment. It is one of the most tangible ways in which the image of the City Centre can be improved and the experience of visiting the City Centre made more enjoyable. It will therefore also make the City Centre more attractive to investors and retailers, as more people enjoying the City Centre means that there will be more potential shoppers to visit shops.

**3.27** The Commission for Architecture and the Built Environment (CABE) have produced research illustrating the economic, social and environmental value of high quality public realm. It has been demonstrated that this provides a range of benefits including higher rental levels, lower maintenance costs, enhanced regeneration and increased public support for development.

### Links to neighbouring areas

**3.28** As has been discussed the City Centre has poor links to its neighbouring areas, and is not well related to them. In particular, the centre is badly related to:
3. Do we understand the key issues facing the City Centre?

- The Hoe. Although Armada Way extends south of Royal Parade up to the Hoe, there is little to direct visitors to the Hoe and little information for people on why they should continue on to the Hoe.

- Sutton Harbour/The Barbican. Although the historic Sutton Harbour and Barbican is already a key attraction for people visiting Plymouth, there is no clear or direct way for people to walk there from the City Centre.

- Millbay. Although there is nothing at Millbay Docks to attract visitors at the present time, there are plans in the Millbay and Stonehouse AAP and in an outline planning permission for major redevelopment, including a Boulevard running between the docks and the City Centre. This will be a very strong link, but it is important that renewal of the City Centre takes advantage of it. At the present time, the Western Approach/Union Street junction is a major obstacle to movement between the City Centre and Millbay due to its complexity and poor pedestrian links. The Millbay Boulevard will join to Western Approach, and the design of this junction will be key to improving links to Millbay.

- Central Park. The railway station sits at the point where the City Centre and Central Park meet, but there is no direct route to reach the park.

- North Stonehouse. Pedestrians must currently negotiate busy roads, subways and bridges to get to North Stonehouse from City Centre areas.

- The “Cultural Quarter”. The busy ring road creates a barrier to pedestrian and cyclist movement from the City Centre precinct to the University, PCAD, North Hill and Greenbank.

Diversification of uses

3.29 Implicit in many of the above issues is the need to greatly diversify the range of uses in the City Centre. Mackay noted that the post war redevelopment’s dependence on retailing had created a single use City Centre with little activity outside of shopping hours. The AAP should address this through the introduction of residential, leisure and employment based uses which will encourage more activity and interest in the City Centre throughout the day. It also needs to examine closely the quality of existing residential areas in the City Centre.

Key Message

3.30 The set of issues above clearly set out a key message. Doing nothing to address the structural issues which have been identified is not an option. If these issues are not addressed, the City Centre will decline further. The AAP must therefore present a strategy which clearly sets out what will and what will not change, which is progressive and radical, and is flexible enough to be responsive to changing circumstances. Above all, it must deliver.
4 Scoping out the Options

4.1 This document does not set out a draft Strategy or the draft policies of the final AAP. Instead it will:

- Scope out the range of options for developing a Strategy.
- Set out the main ingredients of a Strategy, with an indication of what the preferred strategy may be.

4.2 The key issues to be addressed in the AAP are set out in the sections above. These issues can be split into two groups:

- Issues which are the key drivers of change and which will affect the overall emphasis of the final strategy. Each of these key drivers raise important concerns which must be addressed and which are key to the future development of the City. However, they also suggest solutions which may conflict with solutions suggested by the other key drivers. The Strategy which is eventually set out in the AAP must successfully balance these key drivers and resolve any conflicts;
- Issues which are the main aspirations for a renewed City Centre and which should therefore be expressed in some form in whatever Strategy is chosen. In many respects these issues are more important than the key drivers, as they must be delivered whatever strategy is eventually formulated.

4.3 The final AAP Strategy must therefore balance the competing pressures and deliver all of the key aspirations.

A Sustainable City Centre Strategy

4.4 Over-arching all of these issues of course, is the ‘Golden Thread’ set out in the Core Strategy that all development should contribute to the creation of sustainable communities. As discussed earlier, a thriving City Centre enhances the sustainability of the City as a whole by focusing activity in the most accessible location in the City. Plymouth City Centre will also be a regionally significant centre, meaning that it will be the main service centre for a very wide catchment in the south west peninsula, and contributing to patterns of sustainable development in the region. All of the options are therefore aiming to create a sustainable strategy for the City Centre and for Plymouth.

4.5 The two groups of issues are:

1. Key drivers of Change - the form of the final strategy could be fundamentally affected by the emphasis placed on each of these drivers.

- Commercial and Structural Issues which hold back the City Centre.
- Transport and Movement Issues.
2. Over-riding aspirations which must be delivered.

- Reinforce the role of the City Centre as a regional shopping, employment and cultural centre.
- The development of the City Centre as a sustainable neighbourhood in its own right.
- Diversification of uses.
- Public Realm.
- Links to neighbouring areas.
- Integration with the plans of stakeholders within and adjoining the City Centre.
- Delivery of the retail capacity as set out in the Core Strategy.

Looking at the issues in this way clearly shows that a very broad range of options and alternatives for a City Centre renewal strategy could be developed. The three issues in the first group clearly influence the direction of the strategy, and therefore must be carefully balanced to ensure that the emphasis placed on one does not lead to the failure to address the issues raised by another. For example, too much emphasis on the conservation of City Centre buildings could limit the amount of redevelopment which could take place, which could mean that the serious structural problems affecting the City Centre are not resolved.

The set of 7 issues in the second group do not skew the direction of the potential Strategy, since they must be addressed in whatever Strategy is formulated. This means that these issues clearly have a high priority, and alternatives should be developed looking at how they can be delivered within the Strategy.

A Flexible Strategy

The City Centre and University AAP will set a Strategy for the City Centre covering the period up to 2021, and beyond. It must therefore be flexible enough to take account of the potential changes in people's lifestyles in the longer term. For example, rising fuel prices and awareness of climate change could lead to changes in travel habits, and less reliance on the car as the main way for people to get to the City Centre. The Strategy must be able to deal with such scenarios, by ensuring that proposals are adaptable and allow developers scope to come up with solutions when schemes are being designed.
A range of options

4.9 A detailed analysis of different options and alternatives is set out in the City Centre & University AAP Sustainability Appraisal Report. The broad options and alternative approaches which have been considered are briefly detailed below:

- **A two-centred, bi-polar city.** The idea of a city with two centres was considered following comments received during consultation on the Core Strategy and the development of the Local Economic Strategy. This idea explored the potential to develop a second major centre in northern Plymouth, to complement the City Centre. The bi-polar city concept has been identified in the adopted Core Strategy, and the Core Strategy determined that this would include a major district centre at Derriford, with growth in the longer term being subject to detailed impact assessment to safeguard the regional shopping role of the City Centre. Proposals to develop this new ‘heart’ for northern Plymouth will be detailed in the Derriford and Seaton AAP. The Council has consistently set out that it sees the City Centre as the priority location for major new retail developments.

- **Flood risk option.** The City Centre is situated in a former river valley, and could be subject to flooding from the sea through Millbay if sea level rise occurs. As part of the scoping of issues and constraints during the formulation of the Core Strategy, the impact flooding could have on the City Centre was thoroughly assessed. As a result, the Millbay and Stonehouse AAP ensures that flood protection measures will be put in place as part of the Millbay redevelopment which will protect the City Centre.

- **Heritage driven regeneration.** The City Centre and University AAP will clearly aim to conserve those aspects of the historic environment which are identified as being most important. The means by which this is done, however, could have significant effects on the Strategy. The alternative approaches range from using tools such as conservation area and listed building designations, to design frameworks and guidelines. The AAP Strategy must take account of the historic environment, by recognising priorities for conservation and identifying opportunities to improve and enhance priority areas, but the weight given to these issues must be balanced against other considerations.

- **Development driven regeneration.** A strategy placing greater emphasis on redevelopment driven purely on commercial principles could lead to changes and redevelopment of the City Centre, and could lead to more, higher quality shopping. However, development interventions need to be targeted to address the structural issues set out in the Issues section above, and need to be carefully planned to avoid harming elements of the historic environment identified as priorities.

- **Regeneration led by sustainable transport options.** Clearly the transport planning of the City Centre is the ‘glue’ which enables City Centre developments to take place. A thriving City Centre which is the focus of trips from the City and from its wider catchment area is clearly a sustainable model. Maximising the choice of mode of transport that people have is also important to the Strategy, as it is
key to ensure that people can use public transport, walk or cycle to get to the City Centre. The Strategy must also ensure that the City Centre is accessible by car, as it is likely that the car will remain a very important means of travel for users of the City Centre in the short and medium term. The Strategy must therefore be flexible so that it can adapt to possible changes in travel behaviour over the next few decades.

- **Low carbon alternatives.** Strategy options can be drawn up based on a low carbon economy, particularly looking at movement patterns, handling of waste, the sustainability of City Centre neighbourhoods.

4.10 More detailed options for specific parts of the City Centre or for particular parts of the Strategy have been assessed based on:

- Increasing the amount of housing in the City Centre, which assists in the creation of sustainable city centre communities and is a key driver in diversifying activity in the City Centre.

- Incorporating the University Area Masterplan, which has been produced by the University and is something which the AAP must include. There are various options for relating the masterplan to adjacent areas, such as the museum and North Hill, North Cross, and the potential for a new office quarter between Mayflower Street and North Cross.

- The West End Strategy “Awakening The West End” also needs to be incorporated into the City Centre Strategy. There are alternatives concerning the uses for several key sites in the West End, the future role to be played by the market, and the areas, particularly along Cornwall Street, where the West End Strategy area ends and the Core City Centre begins.

- There are several alternatives concerning how links to surrounding areas such as Millbay, the Hoe, Central Park and SuttonHarbour can be achieved.

- There is clearly scope to look at smaller scale retail change than is implied by the Core Strategy. These options must, however, be carefully considered against the need to address the structural problems of the City Centre, and the need to produce a regional shopping destination.

- Identifying the role each of the City Centre roads plays; whether a road is important as a through route, as a way into the City Centre for traffic and buses, or whether it is less important as a traffic route and has more importance for pedestrians, cyclists, or as a shopping street.

4.11 The above lists sketch out the basis for a number of options for taking the City Centre forward. Some of these relate to the development of the overarching City Centre Strategy which will be set out in the AAP. Others are more to do with the development of individual proposals and components of the Strategy, and these
may need to be developed in more detail as work on the proposals and policies which will ‘flesh out’ the Strategy progresses. The full assessment of these options is set out in the Sustainability Appraisal report.

Have we correctly identified the main drivers for a City Centre Strategy?
What other options could we use to develop a Strategy?
5 So what might this strategy look like?

5.1 This consultation document sets out the Council’s preferred course of action for the regeneration of the City Centre by setting out the key ingredients which will be used to frame the detailed policies and proposals which will make up the Area Action Plan. The next steps in the production of the AAP will be to bring together the results of consultation and engagement with the public and stakeholders with further work on the AAP evidence base, to produce the detailed policies and proposals which will form the final version of the AAP.

5.2 The key ingredients of the preferred strategic approach are:

5.3 The Strategy should identify separate City Centre Quarters, each of which has a distinct identity and which has a unique attraction for visitors which is recognisably different to the other quarters. Each quarter should be a destination in itself.

5.4 These Quarters could include:

- The University and Cultural Quarter – including the University campus, North Hill and the Museum, and PCAD.
- The Northern Office Quarter – including the City Centre ‘triangle’ north of Mayflower Street.
- The Core Retail Quarter – including Armada Way and the eastern stretches of Cornwall Street and New George Street to Drakes Circus.
- The West End Independent Quarter/Market Quarter – including the West End focused on the Market, opportunities for redevelopment of Colin Campbell Court and the relationship to Toys ‘R’ Us.
- The Leisure Quarter – including the area along Royal Parade to the west of Armada Way, with a focus provided by the Theatre Royal.
- The Administration Quarter – including the area to the south of Royal Parade from the Guildhall eastwards.

5.5 This part of the strategy would therefore provide the opportunity for people to visit the City Centre for a range of different reasons, and give each of the quarters its own unique selling point to use to attract people specifically to that destination. This would mean that the detailed AAP strategy for the renewal of the City Centre would identify changes and priorities for each of the ‘City Centre Blocks’ to show the role they will play within the Quarters Plan. A possible ‘Plan of the Quarters’ is shown below:
Should we develop a 'Quarters Plan' for the City Centre, and if so have we identified the right quarters?

Are there any other distinctive quarters we could set out in the AAP?

5.6 The Strategy should be underpinned and founded on a sound commercial strategy which is attractive to investors and which corrects the structural problems which have been identified.

5.7 It should:

**Identify a site for a major development opportunity which will:**

- Provide a major new anchor store which will correct the current poor distribution of anchor stores across the core retail area.
- Achieve most of the floorspace targets set out in the Core Strategy.
- Provide a range of retail units with sizes which match the requirements of retailers at the time of construction, and which are flexible and adaptable.
- Intensify and enhance the core retail area and provide a supply of good quality structures which are fit for purpose.
- Provide a renewal of the existing poor quality buildings in the centre.
Create a greater diversity of uses in the centre, including significant amounts of residential development and offices.

Identify other parts of the City Centre which could be redeveloped to provide a wider range of retail units.

5.8 A key element of this part of the Strategy would therefore be the identification of significant areas of the City Centre which could be subject to major redevelopment.

Have we put the right emphasis on a development led regeneration strategy?
Do you support the principle of major redevelopment in the City Centre?

5.9 The City Centre Strategy should retain and respect the key historic environment character of the City Centre, by identifying and protecting the most important elements whilst providing the flexibility to allow redevelopment and regeneration. This will mean:

- Preserving the beaux arts street grid and using it as the basis for renewal plans.
- Locally listing buildings of the highest quality.
- Producing a historic environment policy to express the vision and guide future development.
- **Not** designating a City Centre Conservation Area.
- **Not** pursuing the statutory listing of any more buildings.

5.10 A key element of this part of the Strategy would be the principle that the highest quality buildings are found along Royal Parade, but that quality deteriorates with distance north along Armada Way, producing a less important and less sensitive environment.

Do you think there are historically important parts of the City Centre?
Should we try to conserve these areas, and if so will the Strategy do enough?

5.11 The Strategy should be based on sound transport and movement principles. These principles should include:

- A parking policy setting out parking to floorspace ratios and the principle that parking should be concentrated in large, high quality car parks within but on the edge of the City Centre.
Identifying the key strategic road network where capacity must be maintained in order to minimise delays for cars and for public transport. Guidelines should be put in place for how these routes will be managed, which junctions are critical to maintaining movement around the City Centre, where there are opportunities to create better public spaces through the redistribution of highway space, and where and how there are opportunities to ‘green’ the ring road.

- Identifying those parts of the highway network which are not key strategic routes, and which could therefore be subject to more imaginative treatments, such as shared space or even closure to traffic during parts of the day, and which could therefore contribute to an improved public realm in the City Centre.

- Improved links to Millbay (by examining the relationship with the proposed Boulevard), Sutton Harbour (potentially via the proposed Bretonside redevelopment), The Hoe and Central Park, and through the redesign of the Western Approach/Union Street junction.

- Improvements to the Railway Station to create a first class gateway to the City.

How do you think people will travel to the City Centre in the future?

Is the Strategy identifying the right measures to enable people to get to the City Centre easily?

5.12 The Strategy should include a set of City Centre Design and Public Realm proposals. These proposals should aim to put in place major improvements to the public realm and principles to ensure that all new development in the City Centre is designed to the highest quality, whether it is major redevelopment opportunities or changes to shop fronts. These principles should include:

- Taller buildings in the City Centre to give a better enclosure and urban feel to the street grid.
- Cover provided over the Armada Way/Cornwall Street crossroads and along Cornwall Street East.
• Using principles of ‘Urban Cooling’ to create spaces which are comfortable and cool, taking advantage of shade from trees and buildings and encouraging an outdoors café culture.
• Guidelines on how the design of new buildings should relate to the street grid, setting out clearly the principles which should not be compromised.

5.13 The Strategy should incorporate and integrate the West End Strategy. It should largely reflect the recommendations and vision of the West End Study, but with alterations to ensure that the West End Strategy can be joined seamlessly with the more recent and extensive work on the rest of the City Centre. The key areas where the West End Study needs to be looked at closely are:

• The places where the West End Study area adjoins the rest of the City Centre, particularly along Cornwall Street
• The nature of development on Colin Campbell Court.

5.14 This part of the Strategy should aim to reinforce the role of the West End as the part of Plymouth devoted to smaller scale, predominantly independent retailing and providing a wider range of attractions and experiences for visitors. It should be based around the principles of creating intimate and interesting places for people to experience, fostering independent traders and giving the market a renewed role as the hub of the West End, and creating a development at Colin Campbell Court which will increase and diversify the number of people visiting the area.

How do you think the West End will fit with the City Centre Strategy?
Do you think the West End can develop a successful distinctive identity?
What ideas do you have that could improve the image of the West End?
A glimpse of what this could mean...

5.15 At this stage of assembling a Strategy for the regeneration and renewal of the City Centre, it is too soon to set out detailed proposals for specific sites. Quite simply, the future of the City Centre is crucial to the success of Plymouth and is too important to rush. The City Council needs to move on from the initial evidence gathering part of the process, to begin a dialogue with the people of the City and the stakeholders in the City Centre so that a Strategy can be set out in detail. The ingredients set out in this document do, however suggest some glimpses of how a Strategy might look in detail:

- A new plan for Colin Campbell Court, with a use or uses which complement its location between the West End Independent/Market Quarter and the Leisure Quarter, which improve the appearance and identity of the area and which introduces a new and diverse set of visitors to the West End.
- Large amounts of new residential development in the City Centre to contribute to the diversification of the centre.
- A greater profile for the Pannier Market, acting as the focus and hub for activity in the West End and incorporating a local food specialism.
- A new plan for the Civic Centre site which will help to strengthen links to the Hoe and which will relate to the Leisure Quarter which the Civic Centre site would sit within.
- A scheme for Royal Parade which protects its appearance and heritage as one of Plymouth’s grand boulevards and which creates an attractive route for people to promenade between Millbay, the City Centre, the Hoe and Sutton Harbour.
- The greatest opportunity for a major retail led development to drive the success of the City Centre being along Cornwall Street with a key focus on Armada Way.
- Retail uses in the ‘northern triangle’ between Mayflower Street and North Cross being redeveloped and replaced by office and high density residential uses.
- Further developments consolidating the University Campus.
- The creation of a Cultural Quarter centred on North Hill and including the University area and improvement proposals and potential PCAD redevelopments.
- Major improvements to public realm across the City Centre.

- Redevelopment of the Railway Station and North Cross for a mix of offices, residential and potentially small scale retail, to create a first class gateway to the City at the start of a clear, direct and attractive route to the City Centre.
- Completion of the redevelopment proposals around Derry’s Cross which were set out in the First Deposit Local Plan.
6 Community benefits

6.1 The Council will secure community benefits in the City Centre and University area through Section 106 agreements and other mechanisms. The following principles could be applied:

- Should the Council relax its affordable housing requirement in the City Centre to ensure that major developments can be made economically viable? The Council will ensure that the total amount of housing to be built in Plymouth meets the need for the range, mix and type of homes across the City – it may be that the types of dwellings appropriate to the developments in the City Centre are not the types of dwellings most required to meet affordable housing needs across the City.

- Should the Council place a high priority on measures to improve the public realm in the City Centre? Such measures could include improvements to surfaces and landscaped areas, but could also involve the creation of new public spaces, new green spaces and more public art.

- What facilities should be required to ensure that sustainable communities are created in the City Centre? What community facilities are needed and what facilities are already available? What additional cultural facilities could be provided in the City Centre and University area?

- How could pedestrian and cycle links be improved to neighbouring areas and communities such as Central Park, Sutton Harbour, Millbay, The Hoe and Stonehouse? What transport infrastructure is needed to enable change to happen?

Do you agree that these points should be the main principles used to identify community benefits in the City Centre & University area?

Are there any other priorities/principles which we should include?
7 Glossary

7.1 Active frontage
A building frontage with entrances and windows that overlook the public realm and generate activity, overlooking, and therefore safety on the street.

Affordable housing
Housing, whether for rent, shared ownership or outright purchase, provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing.

Amenity
A feature that contributes to the overall character or enjoyment of an area. For example, open land, trees, historic buildings or less tangible factors such as tranquility.

Annual Monitoring Report (AMR)
Assesses the implementation of the LDS and the extent to which policies are successfully being implemented and targets met.

Amenity open space
Open space with the principle purpose of creating a pleasant character to an area, rather than use for recreation and leisure.

Area Action Plan (AAP)
A type of Development Plan Document that will be used to provide a planning framework for areas of significant change or conservation.

Brownfield site
Previously developed land that is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated infrastructure.

Built form
Buildings and structures.

Character (of area)
Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.

Commitment
All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

Conservation Area
An area of special architectural and/or historic interest that deserves preservation or enhancement of its character or appearance.

Constraint
A limiting factor that affects development, conservation etc.
Core Strategy
The key Development Plan document. It sets out the long-term spatial vision and spatial objectives for the local planning authority area and the strategic policies and proposals to deliver that vision. It will contain a set of primary policies for delivering the core strategy. Broad locations for development are also set out. Plymouth’s Core Strategy was adopted in April 2007.

Council
The local authority, Plymouth City Council.

Delivery
The implementation of an objective or planned proposal within the criteria set by the plan.

Demands
The aspirations of the public, which may be greater than their needs.

Development
Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission (see also "permitted development").

Development Brief
A document that outlines detailed planning requirements for the development of a site. It is subject to public consultation prior to publication.

Development Plan
This will consist of Regional Spatial Strategies and Development Plan Documents contained within a Local Development Framework. It will also contain any ‘saved plans’ that affect the area.

Development Plan Documents (DPDs)
These are prepared by the Council. They are spatial planning documents and subject to independent examination. There will be a right for those making representations seeking change to be heard at an independent examination.

Developer contribution
(see Planning Obligations)

Distinctiveness (of an area)
(see Character)

Environmental appraisal
Applicants for certain types of development, usually more significant schemes, are required to submit an "environmental statement" accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.
Evidence Base
The researched, documented, analysed and verified basis for all the components of a Local Development Framework.

First Deposit Local Plan
The review of the adopted 1996 Plymouth Local Plan that was published in 2001 following public consultation, but was not subject to a public examination.

‘Front-loading’
The important pre-production processes involved in preparation of Local Development Documents seen by the Government as the key to efficient production and examination of LDDs. The Sustainability Appraisal, Statement of Community Involvement, Local Development Scheme and the Annual Monitoring Report play a large part in ensuring front-loading.

High Quality Public Transport (HQPT)
HQPT is characterised by the following features: reliability; high quality information before and throughout the journey; a safe and pleasant walk to the station / stop; a safe and pleasant wait at the station / stop; good ride quality; a positive image of vehicles and infrastructure; and the aspiration to progress from bus services through intermediate technologies to LRT services.

Home-zone
A small highly traffic calmed residential area, often with road and pavement integrated into a single surface, where pedestrians and cyclists have priority over cars.

Housing stock
The total amount of housing within a plan area, but this may be divided into components such as private housing stock or rented housing stock.

HSE
Health and Safety Executive. The Health and Safety Commission is responsible for health and safety regulation in Great Britain. The Health and Safety Executive and local government are the enforcing authorities who work in support of the Commission.

Impermeable
Buildings or parts of an area that do not allow pedestrian movement through them.

Implementation
Carrying out the proposed actions to required standards that are set out in the plan.

Independent Examination
An examination held in public by an Inspector from the Planning Inspectorate.

Infrastructure
The basic facilities, services and installations needed for the functioning of a community. It normally includes transport, communications, water and power.

Legal Agreement
A legally binding contract, between a developer and the local planning authority that constitutes a planning obligation (see also definition for planning obligation).

**Lifetime Homes**
What makes a Lifetime Home is the incorporation of 16 design features that together create a flexible blueprint for accessible and adaptable housing in any setting. The flexibility and adaptability of Lifetime Homes accommodate life events quickly, cost-effectively and without upheaval.

**Listed Building**
A building mentioned in statutory lists as being of special architectural or historic interest under the Listed Buildings and Conservation Areas Act. There are different grades of listing to indicate relative interest.

**Live/Work Unit**
A dwelling and workspace combined within one unit of accommodation – for example, an artist’s flat and studio space.

**Local Development Framework (LDF)**
This includes a portfolio of Local Development Documents that provide a framework for delivering the spatial planning strategy for the area. It also contains a number of other documents, including the annual monitoring report and any ‘saved’ plans that affect the area.

**Local Development Document (LDD)**
This is either a Development Plan Document or a Supplementary Planning Document and is contained in a Local Development Framework.

**Local Planning Authority**
The local authority or council that is empowered by law to exercise planning functions. In Plymouth’s case this is Plymouth City Council.

**Local Transport Plan (LTP2)**
A five-year rolling plan produced by the Highway Authority. In Plymouth’s case this is Plymouth City Council.

**Local Development Scheme (LDS)**
This sets out the programme for the preparation of the Local Development Documents.

**Material Consideration**
A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

**Monitoring (and review)**
The process of measuring (in terms of quantity and quality) the changes in conditions and trends, impact of policies, performance of the plan against its objectives and targets and progress in delivering outputs.
Needs
The necessary requirements of the public, which may be less or different than their demands.

Objective
A statement that specifies the direction and amount of desired change in trends or in conditions.

Output
The direct effect of the plan’s policies measured by indicators such as annual housing completion rate.

Partner Organisations
Other organisations that are in partnership with the Council, either through a written agreement or a looser form of partnership.

Permeability
The extent to which it is possible to move through buildings or areas.

Planning Condition
A written condition on a planning permission that restricts the development in some way to achieve a stated purpose.

Planning Obligation (and/or Section 106 agreement)
A legal undertaking given to a Council by a developer who is seeking planning permission for a development. It can be used to regulate or restrict the use of land, require the carrying out of specific actions or require payments to be made to the planning authority.

Planning System
The system of town and country planning originally created in 1947 to control the use and development of land. It has been modified extensively since then. The Planning and Compulsory Purchase Act 2004 led to spatial planning as the latest revision of the planning system.

Planning Policy
A guiding principle, that has statutory weight, that sets out a required process or procedure for decisions, actions, etc.

Public Realm
Those areas in cities and towns that are visible, useable and accessible by the public.

PPG and PPS

Programme
A time-related schedule of operations and/or funding to achieve a stated purpose.

Proposal
A positive-worded policy of the Council that proposes a course of action or an allocation of land for a particular use or development.

**Proposals Map**
The function of the proposals map is to illustrate the policies and proposals in the development plan documents and any saved policies that are included in the Local Development Framework. It will have a geographical base at a scale that allows the policies and proposals to be illustrated clearly in map form.

**Public Open Space**
An allocation or a requirement in a development plan for open space with unfettered access by the public.

**Public realm**
Those areas in cities and towns that are visible, useable and accessible by the public.

**Regional Spatial Strategy (RSS)**
The main policy document setting out the Spatial Strategy for growth and development in the south west region and the strategic policies which will shape this.

**Section 106 agreement**
See definition for Planning Obligation.

**Spatial Planning**
An ongoing, enduring process of managing change, by a range of interests that achieves sustainable development.

**Spatial Vision**
A brief description of how the area will be changed by the end of the plan period.

**Statement of Community Involvement (SCI)**
sets out the standards to be achieved when involving the community in the preparation of plans and in development control decisions. It is subject to independent examination.

**Statutory**
Required by law (statute), usually through an Act of Parliament.

**Strategic Environmental Assessment (SEA)**
A generic term used internationally to describe environmental assessment as applied to policies, plans and programmes. The European ‘SEA Directive’ (2001/42/EC) does not in fact use the term strategic environmental assessment; it requires a formal ‘environmental assessment’ of certain plans and programmes, including those in the field of planning and land use.

**Strategic**
A strategy-based policy or decision that operates at a higher level than a policy or decision created to deal with local and day-to-day issues.
Supplementary Planning Documents (SPDs)
These cover a wide range of issues on which the plan-making authority wishes to provide policies or guidance to supplement the policies and proposals in development plan documents. They will not form part of the development plan or be subject to independent examination.

Sustainable Development
A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The government has set out four aims for sustainable development in its strategy A Better Quality of Life, a Strategy for Sustainable Development in the UK. The four aims, to be achieved simultaneously, are: social progress which recognises the needs of everyone; effective protection of the environment; prudent use of natural resources; and maintenance of high and stable levels of economic growth and employment.

Sustainability Appraisal
This is a mandatory process under the Planning and Compulsory Purchase Act 2004 and is used to promote sustainable development through the integration of social, environmental and economic considerations into DPDs and SPDs.

Sustrans
The UK's leading sustainable transport charity. One of its projects is to establish a national cycle network.

Targets
Objectives expressed in terms of specified amounts of change in specified periods of time.

Tenure
The conditions on which property is held. Examples are owner occupation, renting and shared ownership.

Townscape
The general appearance of a built-up area, for example a street a town or city.

Transport Interchange
A planned facility for changing between different modes of transport (e.g. bus/car/cycle/ taxi).

Traffic calming
Measures to reduce the speed of motor traffic, particularly in residential areas. They include education, enforcement and engineering.

Use Classes Order
8 List of evidence base documents

Plymouth First Deposit Local Plan, Plymouth City Council, 2001
City Centre Precinct Urban Design Framework, Plymouth City Council, 2002
Vision for Plymouth, Mackay, Zogolovich and Haradine, 2004
City Centre and University Area Action Plan Issues and Options Report, Plymouth City Council, March 2005
Summary Report of Responses to City Centre and University Area Action Plan Issues and Options consultation, Plymouth City Council, 2005
Awakening the West End, LHC Urban Design/Plymouth City Centre Company, 2006
Plymouth University Strategic Development Plan, Nicholas Burwell Architects
PCAD Urban Design Framework, PCC/PCAD
Adopted Plymouth Core Strategy, Plymouth City Council, April 2007
Plymouth City Centre Precinct – Assessment of strategic options for the management of its heritage assets., PCC, October 2008
LDF Local Development Scheme, Plymouth City Council, June 2008
Plymouth City Centre Future Direction Investment and Development Strategy, Cushman and Wakefield LLP, 2008
City Centre and University Area Action Plan Consultation Document, Plymouth City Council, October 2008
City Centre and University AAP Sustainability Appraisal Report, Plymouth City Council, October 2008
North Cross Design Framework, Form Design Architects Group, 2008
8.1 There are also a number of documents which contain information about Plymouth, which have contributed to the development of the City Centre and University Consultation Document. These can be viewed at: www.plymouth.gov.uk/ldf

8 List of evidence base documents