Devonport

Context

5.4 Devonport lies to the west of the City Centre on the River Tamar. It was originally developed to serve the Royal Naval Dockyard in the early 18th Century. Since then its economy has remained heavily dependent on the Dockyard. Defence uses have significantly influenced its built form.

5.5 Devonport has suffered many problems in the past. World War II bombing destroyed many residential and commercial properties. Post war redevelopment, together with military appropriations, resulted in community severance and significant changes to the area’s social and physical fabric. Much of the housing was replaced by council flats, resulting in community imbalances. Recent substantial job losses in the defence sector has increased local unemployment, with social and environmental consequences.

5.6 Despite its problems, Devonport has much to commend it. It has a strong sense of community and an enviable location - with fine waterfront views and a surrounding “green arc” of open spaces. It still retains many fine historic buildings and includes a conservation area. The area has good communications to the City Centre, and lies on the main A374 route which links to Cornwall via the Torpoint ferry. More recently the Devonport Regeneration Community Partnership (DRCP) has played a key role in delivering the area’s £47 million New Deal for Communities regeneration programme.

5.7 Key issues to be addressed in Devonport include:

- Addressing imbalances caused by a predominance of social housing and flats
- Improving availability of, and access to local facilities, e.g. health facilities shopping, recreation education, transport and employment
- Improving the built and natural environment and access to open spaces
- Making use of the area’s heritage in support of the regeneration process
- Addressing the problems caused by the historic severance of communities.
Approach

5.8 Through partnership working, Devonport will become a thriving community reflecting the aspirations of its residents, creating a place where people want to stay, attracting new residents, businesses and visitors alike. This will be achieved through:

- Improvements to the urban form and physical fabric of the area arising from re-development opportunities
- Creation of a new heart for Devonport, centred on Chapel Street and supported by the redevelopment of the MoD Enclave, with the re-establishment of traditional street patterns
- Delivering a variety of house types and tenures so as to achieve a more mixed and balanced community
- Providing new local jobs and training on the released MoD sites and along Chapel Street
- Increasing the area’s prosperity so as to support a new local centre
- Enhanced sports facilities at Brickfields
- A new primary school
- A new community surgery and the Peninsula Dental School
- The creation of a high quality safe and accessible environment
- Improvements to transport linkages with the surrounding areas
- Creatively using, respecting and enhancing Devonport’s built and natural heritage to improve Devonport’s unique sense of place.
Vision

5.9 The Council's vision for the Devonport Area Action Plan, illustrated conceptually on the vision diagram, is as follows:

**Area Vision 1 - Devonport**

The re-creation of Devonport as a distinct place in modern Plymouth, a vibrant self sustaining community; a place of real quality, variety and interest, the pride of residents, attractive to visitors and a model of 21st century living working and playing.

The Council's objectives to deliver this vision are:

1. To develop a new centre for Devonport, based on Chapel Street and supported by the redevelopment of the surrounding areas.
2. To improve the range, quality, and choice of housing.
3. To provide local employment opportunities.
4. To provide for a better range of local services and facilities.
5. To improve connectivity throughout the community with pedestrian routes, cycle ways, and high quality public transport.
6. To protect natural and historic assets.
7. To require all new development to be of a high quality, safe and appropriate in the context of Devonport's heritage.

5.10 The AAP will ensure the co-ordinated planning and delivery of development options in a complementary manner. It will provide a framework to guide developers and decision makers on the form and content of development and the provision of infrastructure. The emphasis will be on:

- The delivery of major redevelopment opportunity sites arising from MoD land releases, to be delivered via private developers, in consultation with the Council, DRCP and community interests
- Securing community benefits, through Section 106 agreements and other mechanisms, with the highest priorities being given to the provision of community facilities, public realm and educational infrastructure
- The redevelopment of poor quality housing in partnership with housing associations and other partners
- The integration with transport and regional infrastructure programmes to support the vision
- The delivery of community focussed projects as part of the grant funded New Deal for Communities initiative, led by DRCP. This initiative runs until 2011.

Key Sources:
- Plymouth Sustainable Neighbourhood Study (2005/06) – LDA Design
- Devonport Regeneration Company Delivery Plan ‘Devonport’s Peoples’ Dreams’ – DRCP
- South Yard
- The New Deal for Communities Initiative
- Community Planning Study (2000) – City Council
Devonport - Vision Diagram

- Mixed use regeneration
- Open spaces enhance sports facilities, public access and enjoyment
- Primarily existing urban area - improve and build new housing
- Retention of Marine Uses
- Mount Wise - mixed use
- Devonport Dockyard

- Marlborough Street
- Local and Neighbourhood centre
- Naval Base visitor centre
- Increase accessibility and enhance Green arc
- Cycle and pedestrian links
- Water transport links

Key views
Improve connectivity

adopted 2007
Millbay and Stonehouse

Context

5.11 Millbay and Stonehouse are situated on the edge of the City Centre, between Devonport and The Hoe. Stonehouse was one of Plymouth’s original three towns. Union Street, laid out in the 19th Century to link the three towns, is now a key east west axis within the area dividing the residential areas to the north from the mixed, but predominantly commercial / industrial, areas to the South, including Millbay Docks.

5.12 Historically Millbay was part of the city’s successful dock operations and still provides the ferry link to Europe. Much of the Dock area is now disused and many buildings have been demolished in preparation for redevelopment. While most of the regeneration opportunities are at Millbay, it is important to spread the benefits to the wider Stonehouse area.

5.13 Stonehouse is one of Plymouth’s most deprived neighbourhoods with a number of issues to be addressed. These include:

• Crime and fear of crime; - with drug use and anti social behaviour
• Poor health linked to deprivation; - with a lack of community and health facilities
• The poor quality of existing housing stock, open spaces and play areas
• Low levels of educational attainment, unemployment, low skills levels and a lack of appropriate training facilities
• Transport issues, a lack of positive connections with the City Centre and other surrounding areas, as well as poor connections with open spaces
• Poor quality of environment with a poor relationship to the waterfront.

5.14 In addition to these issues, the Strategic Flood Risk Assessment has identified that certain areas of Millbay and Stonehouse are vulnerable to long term tidal flooding.

Approach

5.15 Millbay is identified in the Vision for Plymouth as ‘one of the greatest opportunities for transformation, and thus a key contributor to the future success of Plymouth’. Its waterfront location, proximity to the City Centre, status as the ‘gateway’ to and from Europe, and the fact that there is a large amount of land in public ownership provide tremendous potential for regeneration.

5.16 The approach to be taken for the Millbay / Stonehouse area is to create a sustainable neighbourhood adjacent to and well connected with the City Centre, which should combine the following principles:

• Reinforce and enhance the strong identity in the area
• Provide a positive gateway to the city from mainland Europe
• Promote connections throughout the area, spreading the benefits of regeneration
• Capitalise on existing historic and natural assets
• Create development which acknowledges the impact of future climate change and in particular the long term risks from flooding
• Create and support existing public transport facilities as well as creating safe, accessible streets for walking and cycling
• Ensure the provision of appropriate community facilities, such as doctors surgeries, dentists and schools to cater for the new population
• Create a new office quarter for the city, as well as reinforcing marine employment in the area
• Recognises the risk of flooding in parts of the area (Policy CS21 refers)
• That this growth should be delivered in a way that avoids adverse impacts on the integrity of the Natura 2000 sites, in particular the impact of recreational activity on the European Marine site.
Vision

5.17 The Council's vision for the Millbay and Stonehouse Area Action Plan, illustrated conceptually on the vision diagram, is as follows:

Area Vision 2 - Millbay and Stonehouse

To develop Millbay and Stonehouse as an attractive mixed use neighbourhood that maximises its rich heritage, using the redevelopment sites around the water as a catalyst to further regeneration throughout the area. This will lead to the creation of a unique high quality environment attractive to investors and new residents and improving the quality of life of the existing residents.

The Council’s objectives to deliver this vision are:

1. To create a network of clearly identifiable, vibrant, well connected neighbourhoods each with their own unique character and identity, which fosters local pride.

2. To promote positive mixed use regeneration of disused and other under-used sites, including, where appropriate, tall buildings.

3. To create a quality Union Street with a range of uses that support the surrounding communities and helps to link together Millbay and Stonehouse.

4. To develop a stunning and high quality waterfront, where the public can enjoy the water and facilities located along the waters edge.

5. To create an attractive, vibrant and convenient link between Millbay and the City Centre.

6. To provide positive connections throughout the area and to neighbouring areas that are safe and convenient for pedestrians and cyclists and served by high quality public transport services.

7. To capitalise on the historic assets of the area such as the historic townscape and important historic buildings.

8. To provide a mix of uses in the area, with employment opportunities and business opportunities, local services, quality private and affordable housing and attractive places to socialise.

9. To provide a new office quarter for the city located in the area from Derry’s Cross to Millbay waterfront.

10. To encourage new marine based employment that will capitalise on the unique location and sustain and reinforce a long established tradition of water related jobs.
5.18 The AAP will provide a detailed framework for the development of the area. The emphasis will be:

- In relation to redevelopment of Millbay waterfront and the new link to the City Centre, through the existing partnership arrangements including English Partnerships; SWRDA and English Cities Fund and the Council
- Through private sector funding, but also through co-ordinated use of public funding opportunities
- The Stonehouse Townscape Heritage Initiative programme has and will continue to provide environmental improvements to the area
- Through the planning application process to enable new development opportunities to help deliver the vision set out in the AAP
- Securing community benefits through Section 106 agreements and other mechanisms. The highest priorities will be given to the delivery of the whole of the boulevard and public realm improvements, strategic infrastructure and the provision of affordable housing.

Key Sources:

- Plymouth Sustainable Neighbourhood Study (2005/06) – LDA Design
- Plymouth Strategic Flood Risk Assessment (2006) – Pell Frischmann
- Tall Buildings Strategy (2005) – City Council/LDA Design
- Stonehouse and West Hoe Study (2005) – City Council
- Millbay Area Regeneration Strategy (2002) – Lacey, Hickie, Caley
- Community Planning Study (2000) – City Council
- Stonehouse Area Plan (1997) – City Council
Millbay and Stonehouse Vision Diagram

- Port and marine related uses
- Greenspaces
- MoD land, Stonehouse Barracks
- Mixed use regeneration
- Existing urban area
- Millfields, mixed use, employment and residential
- Site reserved for secondary school
- Established mixed commercial and residential development

- High Quality Public Transport corridor
- National Cycle Network and South West Coast Path
- Zone of opportunity for tall buildings
- Residential development
- Local centre

- Create / Enhance new local centre
- City international gateway
- Key views
- Improve connectivity
- New Boulevard link
- Green link to Victoria Park
- Promote / Enhance water transport Links

adopted 2007
The City Centre and University

Context

5.19 Plymouth City Centre is located in an old river bed between The Hoe to the south and Central Park to the north. Following post war reconstruction a unique beaux-arts grid of development was created. Its role as an economic and social hub is vital to both the city and its sub-region.

5.20 The City Centre provides a focus for future investment for a broad mix of uses; most specifically retail, but also office and other commercial development and new housing.

5.21 The area has seen recent increased investment interest and is considered ‘healthy’ in retail terms. The Drakes Circus shopping centre is now open, and at Colin Campbell Court permission has been granted for a new shopping development.

5.22 The University has experienced rapid expansion over the last few years with faculties being consolidated onto the one City Centre campus. A number of new buildings have been and are being added to their estate. The Council is working in partnership with the University in order to integrate it positively with the City Centre.

5.23 There are a number of issues that need to be addressed in the City Centre / University area, which are summarised below:

- The ring road, a legacy of the Abercrombie Plan, now acts as a restrictive barrier to connections with the surrounding residential and commercial areas, including the University and waterfront.
- There is a narrow mix of uses in the City Centre, with retail uses dominating. A greater diversity of uses would bring more life to the area at weekends and in the evenings, also enhancing community safety.
- The City Centre performs at about the average level, in retail terms, for a city of its size. However, there is a need for continued investment to establish its regional shopping role and deliver wider regeneration benefits.
- Much of the office accommodation within the City Centre is out of date and dispersed, rather than within a clearly identifiable office core.
- The railway station is disconnected from the City Centre, due primarily to changes in levels. As a gateway to the city from the rest of the country it performs poorly and does not provide a high quality first impression of the city.
- The bus station at Bretonside is also a poor introduction to the city.
- Block sizes make ease of pedestrian movement between streets difficult with few routes breaking through north and southwards.
- The City Centre has predominantly low-rise buildings compared to the width of its streets.
- The public realm and buildings in some areas of the City Centre are poor in quality.
- The University and Plymouth College of Art and Design (PCAD) are key employers and make a major contribution to the life of the city, but are currently seen as an area quite separate from the City Centre.
- With the rapid expansion of the University there is a need for more student accommodation. This is an issue for the area and surrounding community.
- The University’s historic character is being eroded through new development and it is important to recognise the value of the remaining historic assets.
- There is potential long term risk of flooding in some parts of the centre if mitigation measures are not put in place in Millbay (Policy CS21 refers).
Approach

5.24 The Council’s approach to the City Centre and University area is to seek to reinforce it as a regional shopping, employment, and cultural centre and to develop it as a sustainable neighbourhood in its own right, well connected to surrounding areas.

5.25 The Council will take a positive approach to promoting development of key opportunity sites that can help to deliver a step change in the quality of the City Centre and the services and facilities it provides. These will include:

- Developments that reinforce and enhance Plymouth’s role as a regional shopping centre and help to improve Plymouth’s market share within the region. However, the Council will expect developments to be of an appropriately high quality and contribute to improving the mix of uses in the area, including delivering more homes, supporting public realm improvements and improved connectivity throughout the Centre
- Improving the stock of quality office accommodation in the City Centre. The area between Derry’s Cross and Millbay waterfront is seen as one of the primary opportunities for a new office location as part of the mixed use regeneration planned for that area, provided this can also address environmental issues related to flood risk. (See Millbay and Stonehouse section of the Core Strategy)
- Improving the entrances to the city from other parts of the country, including redevelopment of Bretonside bus station and the railway station such that these gateways are enhanced and wider regeneration objectives delivered
- Improving links and connections with surrounding areas and within the City Centre for pedestrians, as well as transport links to other parts of the city (e.g. Derriford)
- Encouraging a broader mix of uses and an intensification of development, including residential, office and leisure uses
- Recognising the importance of the Abercrombie Beaux Arts plan in the redevelopment opportunities in the City Centre and the need to consider the value of the remaining historic assets in the University area
- The development of a Cultural Quarter focusing on the North Hill area, incorporating the University of Plymouth and new creative industries. This could provide a new dimension to the City Centre, with potential for the energy of the University and Cultural Quarter activities to influence and animate the city. These areas need to be seen as vibrant, active places within the City Centre rather than separate parts of city
- The provision of student dwellings in and around the City Centre and University area in accordance with the University’s strategy for delivering accommodation. Such development needs to be managed such that there is appropriate integration with existing communities.
Vision

5.26 The Council’s vision for the City Centre and University Area Action Plan, illustrated conceptually on the vision diagram, is as follows:

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.

5.27 The AAP will ensure a coordinated and more detailed framework for the delivery of development in the area. The emphasis will be on:

- A planning application process which will help to bring about positive and high quality development which supports the Vision
- Potential use by the Council of Compulsory Purchase Order (CPO) powers to deliver the vision for the area
- Securing community benefits through Section 106 agreements and other mechanisms. The highest priorities will be given to public realm improvements (particularly Armada Way), transport infrastructure and cultural facilities
- Integration with transport programmes to support improved pedestrian movement in and around the City Centre
- Positive management of the Council’s land assets to facilitate development which supports the Vision
- Partnership working with the University, PCAD, BID and others on key development opportunity sites.

Key Sources:

- Plymouth Sustainable Neighbourhood Study (2005/06) – LDA Design
- Tall Buildings Strategy (2005) – City Council / LDA Design
- University Vision and Master Plan(2006) – Nicolas Burwell and Scott Wilson
- City Centre Precinct Urban Design Framework (2002) – City Council
- PCAD Masterplan (2002) – City Council / PCAD
- Community Planning Study (2000) – City Council
City Centre Vision Diagram
The Hoe

Context

5.28 The Hoe is synonymous with Plymouth and is renowned as the place where Sir Francis Drake reputedly played bowls before the defeat of the Spanish Armada. It is a place of huge potential with majestic views across Plymouth Sound, and for generations of Plymothians it has represented the heart of the city.

5.29 The Hoe occupies one of the best locations within the city, being strategically positioned between the Barbican and Millbay, and within easy reach of the City Centre. It is important to the city’s economy with internationally important heritage assets and has become a popular destination for tourists to visit and stay. It is also a place where people live and work, as well as offering the city a unique public park with stunning views of The Sound, sea and coastline. It provides areas for walking, bathing, public events and children’s play.

5.30 Most of the buildings and streets that frame the Hoe retain their traditional proportions and character and this has been recognised by its conservation area status.

5.31 Recently the regeneration agenda has been informed by the successful Millbay Partnership, which engaged the communities of Millbay, Stonehouse and West Hoe in a debate to identify issues and consider ideas for change. The adjacent large-scale development opportunities that are planned for Millbay should provide benefits for the Hoe neighbourhood and could act as a catalyst for change improving access and facilities for all.

5.32 The key issues that face this neighbourhood are listed below:

- Parts of the neighbourhood have been redeveloped in such a way that prevents easy pedestrian movement
- Some elements of the foreshore and waterside structures have become derelict, some have had to be closed and generally much is in need of replacement and repair
- The approach to Hoe Park from the city lacks civic status and is flanked for much of its extent by buildings and uses that fail to engage with visitors
- The Hoe promenade generally lacks facilities that support and enhance the visitor experience
- Tourism and visitor pressures for car parking create tension with residents
- Public transport facilities are not well developed in this part of the city, though the need remains to link key areas and reduce the dependency on the private car
- Opportunities exist to develop facilities within the foreshore to provide integrated water transport to other areas of the waterfront and tourist venues.
Approach

5.33 The Hoe, including West Hoe Park and the Foreshore, are critically important to Plymouth’s image. The Council’s approach to the area is to utilise the development opportunities that exist to protect and enhance the existing historic fabric and valued environmental features of the Hoe, for the benefit of current and future generations. Where change is considered it will be managed with care and sensitivity to ensure that the outcomes provides significant environmental benefits.

5.34 The main opportunities for change include:

• Providing mixed use development opportunities to the north of Hoe Park, encouraging landowners to provide mixed use developments that complement the public spaces
• Developing vacant and underused land in West Hoe to strengthen the existing community, improving the diversity of housing, range of community facilities and new opportunities for employment
• Enhancement of the connecting corridor between Hoe Park and the City Centre via Armada Way so that it encourages people to visit and enjoy the Hoe
• Improving the public’s enjoyment and use of Hoe Park through imaginative design, interpretation of its past and making best use of its foreshore routes and historic structures
• Making the best use of existing facilities and providing new ones where appropriate to support the Hoe as a leisure and tourist destination. This includes options for re-developing the Dome and providing a new cultural focus for the waterfront
• Providing well-resourced high quality regular public transport links and facilities related closely with opportunities to improve interrelated water transport along the foreshore.
Vision

5.35 The Council’s vision for The Hoe Area Action Plan, illustrated conceptually on the vision diagram, is as follows:

Area Vision 4 - The Hoe
To enhance the civic quality and focus of The Hoe, including its foreshore and related spaces, promoting in particular its tourism, leisure and residential functions.
To create a balanced neighbourhood at West Hoe, encouraging sustainable mixed-use development including new community facilities.
The Council’s objectives to deliver this vision are:
1. To maintain a unique, high quality, well-resourced and engaging tourist and leisure destination.
2. To enhance the built environment and address regeneration needs through new development.
3. To improve the range and quality of public facilities and information.
4. To provide a more memorable link between The Hoe and the city.
5. To improve pedestrian movement across The Hoe to its attractions and foreshore.
6. To provide high quality public, water and sustainable transport facilities serving The Hoe and its neighbourhood.

5.36 The AAP will amplify this vision through a series of policies and proposals. It will also set out in more detail, the anticipated framework for delivery of the vision, which will guide developers and decision makers on the form, and content of anticipated development and the provision of infrastructure.

5.37 The mechanisms for implementation include:
- Using the planning application process to bring about development that supports the vision
- Securing community benefits through Section 106 agreements and other mechanisms. The highest priorities will be given to improvements to the infrastructure on the foreshore, greenscape improvements and the provision of community facilities
- The integration with local transport initiatives through the Local Transport Plan
- Developing a culture of partnership with key providers will be critical, requiring the key commercial operators and developers and public sector partners to come together to achieve a shared vision for the area, such as the current Millbay Partnership
- Maximising the use of other public sector funding opportunities to help deliver the vision. Specific improvements to Hoe Park, (enhancing its environmental and heritage assets), are subject to a current council initiative to improve the city’s Green Flag Award rating. This seeks recognition for The Hoe as one of the country’s most prestigious green spaces involving public funding, lottery bids and funding secured from development opportunities.

Key Sources:
- Plymouth Sustainable Neighbourhood Study (2005/06) – LDA Design
- Plymouth Rapid Urban Characterisation Study (2005) – Alan Baxter Associates
- Plymouth Sound and Estuaries Water Transport Study (2004) - Scott Wilson
- Draft Hoe Development Framework (2003) - Llewelyn Davis
- Community Planning Study (2000) – City Council