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1. **Purpose of this Preferred Options report.**

1.1. This document has been produced by the City Council as a basis for consultation on Plymouth’s emerging Local Development Framework (LDF). It builds on the earlier Issues & Options consultation stage (Spring 2005), developing your ideas as to how to turn Plymouth into ‘one of Europe’s finest, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone’.

1.2. An Area Action Plan (AAP) is being prepared for Millbay & Stonehouse as part of the LDF. Its purpose is to identify a strategy and proposals for the development and regeneration of Millbay & Stonehouse.

2. **What is a Local Development Framework?**

2.1. Plymouth’s LDF will replace the existing Local Plan. It will provide a strategic planning framework for the city, guiding change to 2016 and beyond. When adopted, the LDF together with the Regional Spatial Strategy will form the statutory Development Plan for this area.

2.2. The LDF is be made up of a portfolio of documents. This includes a Core Strategy, and Local Development Documents (LDDs), which set out policies and proposals for implementing the Core Strategy. Some of these LDDs will have the legal status of “development plan”. Documents with this status will be afforded very great importance in guiding decisions made on planning applications. They are called Development Planning Documents (DPDs). The Millbay & Stonehouse Area Action Plan (AAP) is one of these DPDs.

3. **What is a ‘Preferred Options Report’?**

3.1. Preferred Options Reports must be published for each DPD. They set out for consultation the Council’s proposed policy directions, and highlight alternatives where appropriate.

3.2. Such reports will be material considerations in the planning application process. The Council intends that where there is a conflict between the preferred policy direction set out in this report and the provisions of Plymouth’s First Deposit Local Plan, this report will take precedence.

3.3. A background report will be published in July 2005 to provide more information on the context for the preferred options in this document and the issues that have led to its conclusions. This will be able to be viewed on the City Council’s website www.plymouth.gov.uk.
4. **How can you get involved?**

4.1. You may already have been involved though earlier consultation processes. The Millbay & Stonehouse AAP builds on work done in the local community over several years. This includes consultations on documents such as the First Deposit Local Plan and the Millbay Action Plan commissioned by English Partnerships and the South West Regional Development Agency. Also, an Issues & Options consultation was undertaken in Spring 2005 as part of the LDF process.

4.2. A statutory period of 6 weeks will now be given for people to make formal representations on the Preferred Options Report. The period for making representations on this Preferred Options report is from *Friday 29th July to Friday 9th September 2005*.

4.3. **Representations should be made on the official form.** This can be found on the Council’s Website (www.plymouth.gov.uk), and is available at the Civic Centre and local libraries.

5. **What happens next?**

5.1. The Council will consider carefully all representations received and, where appropriate, seek to resolve objections. The DPD will then be amended and formally “submitted” to Government.

5.2. The submitted document will be made available for another statutory six-week period during which formal representations can be made. This will be followed by a further six-week consultation period on any alternative sites being put forward by objectors.

5.3. All representations received will be considered at an Independent Examination to be conducted by Planning Inspector. He / she will test the ‘soundness’ of the plan. The Inspector’s report will be binding on the Council.

5.4. *For further information, see www.plymouth.gov.uk or contact the Planning Strategy team at: Civic Centre, Plymouth, PL1 2EW (tel. 01752 307845 or 304818).*
6. **Context**

6.1. Millbay / Stonehouse is part of the wider Waterfront Regeneration Area identified in the Local Development Scheme. This area stretches along the waterfront from Devonport in the west through Millbay, the City Centre, the Hoe and Barbican to the East End. It is home to about 7,000 people in approximately 3,800 households.

6.2. Millbay / Stonehouse is situated between Devonport and The Hoe, located on the edge of Plymouth City Centre. Stonehouse is one of Plymouth’s original ‘three towns’ and its main east / west axis, Union Street, was laid out in the 19th century to link the three towns. Stonehouse today divides between a predominantly residential area north of Union Street and mixed commercial and industrial uses to the south including Millbay Docks. Historically, Millbay was part of the city’s successful dock operation (and it still contains Plymouth’s main passenger ferry terminal). The Stonehouse Peninsula to the south-west consists of an area of fine nineteenth century housing, the Royal Marine Barracks and the disused but spectacular Royal William Victualling Yard, now undergoing development.

6.3. Victoria Park, one of the city’s larger areas of green space, borders the area to the north. The waterfront and Millbay dock are to the south, famed for Brunel’s granite dock. To the west are Devils Point, Stonehouse Pool and the Royal William Yard. To the east is the inner ring road of Western Approach, which currently divides Plymouth City Centre from Stonehouse.

6.4. In the 1990s the work of the former Plymouth Development Corporation and the preparation by the City Council of the **Stonehouse Area Plan** (1997) initiated considerable investment and improvement in the area. Further work has been undertaken through the Millbay Regeneration Strategy (February 2003). Subsequently and more recently master-planning work, through the involvement of English Partnerships and the South West Regional Development Agency, has produced the Millbay Action Plan. All of these documents as well as the CAG Stonehouse and West Hoe Study have been subject to comprehensive community participation and consultation. The documents have thus been used to inform the preferred options that are being put forward here.

7. **The Preferred Vision.**

7.1. The City Council’s preferred vision for the Stonehouse area (including Millbay) is set out below.

7.2. “To develop Millbay and Stonehouse as an attractive and sustainable mixed use city quarter creating a unique, high quality environment that will attract investment and new residents and improve the quality of life of existing residents.”
7.3. In the year 2016, Stonehouse will be a thriving inner city neighbourhood where high quality new waterfront development complements the more established historic areas; a mix of old and new where people will choose to live and work. The established community combined with new residents will see real benefits from the regeneration process in terms of better, conveniently located community facilities for all.

7.4. This unique environment together with its proximity to and strong connections with the City Centre and the waterfront will make Stonehouse a place where businesses want to invest and which people choose as their address.

7.5. Plymouth Cathedral and St. Peter’s Church will still very much define the skyline of the area but there will be new landmarks too. The Palace Theatre will be regenerated and be a key landmark on Union Street, which will have regained its prominent position as one of the most vibrant arteries in the City.

7.6. With the Plymouth Sound to one side and Victoria Park on the other, Stonehouse will be a place well connected to its natural environment and taking full advantage of it. New marine based employment will capitalise on the unique location and sustain and reinforce a long-established tradition of water related jobs in the area, together with new employment opportunities. All in all, Stonehouse will be a place which has successfully built on its historic strengths to provide for its future.

8. **The Preferred Strategy.**

8.1. Despite its many attractive character areas and rich built heritage, strategic location next to the City Centre and waterfront aspect, Stonehouse generally suffers from a negative image and fares poorly economically. This AAP aims to remedy this situation by stimulating economic growth and transforming the area into an attractive and sustainable neighbourhood.

8.2. The proposals for the regeneration of Stonehouse are based on the following key principles:

8.3. **Principle 1. A network of clearly identifiable neighbourhoods, each with their own unique character and local centre.**

8.4. Stonehouse / Millbay is made up of many different parts spread out over a large area. Although it is technically one neighbourhood, it rather feels like a series of small neighbourhoods. The proposals seek to strengthen the identity of these small neighbourhoods and improve the links between them so that they become a network of vibrant, well-connected, urban neighbourhoods.
8.5. The Council has identified the following existing sub-neighbourhoods, which would be strengthened through the detailed proposals:

1. Wyndham Hill, centred on Wyndham Street;
2. Station west, centred on North Road West;
3. Union Street, including areas bound by Clarence Place to the north and Millbay Road to the south;
4. Millbay Docks and the area between the docks and the City Centre;
5. Stonehouse Peninsula.

8.6. The proposals are for each one of these neighbourhoods to have a cluster of local facilities at its heart and to be connected to other key areas by a network of high quality public open spaces and safe pedestrian routes.

8.7. The Council believes that by building on the built and natural assets of each neighbourhood and improving the provision of local services, people’s perceptions of Stonehouse can be changed and a desirable place to live and work created. It is hoped to encourage new residents to move to the area but also to foster a sense of pride amongst existing residents.

8.8. **Principle 2. A vibrant Union Street that lives up to its past, stitching together Millbay and Stonehouse and providing a quality urban street linking the suburbs with the City Centre.**

8.9. Union Street is one of the main gateways into Plymouth City Centre and the main spine through Stonehouse, yet currently it has a disjointed nature and in some parts poor quality of environment. The transformation of Union Street into a vibrant and thriving urban street is fundamental to the regeneration of Stonehouse as a whole. The proposals for Union Street seek to:

1. Intensify the density of development along the street.
2. Preserve and enhance the special historic and architectural character of the Union Street Conservation Area.
3. Encourage a vertical mix of uses with retail or employment uses on ground floor and residential use above to create activity at street level and “around the clock” presence.
4. Encourage new building proposals to line the street, giving natural surveillance and provide an urban and active frontage that is appropriate for a street of citywide importance.
5. Support passing trade for the local shops and services by allowing on-street parking.
6. Build on work already undertaken via the Townscape Heritage Initiative to improve the quality of the environment through high quality public realm initiatives and building improvements that represent the highest standards in building conservation.

7. Provide landmark developments or features at either end of Union Street to mark the transition from Devonport towards the City Centre.

8. Revive the Palace Theatre as one of the key features of Union Street and an attraction of citywide importance.

9. Reconnect the employment and residential areas on either side of Union Street, increasing accessibility with new safe streets and pedestrian and cycle links.

10. Seek to contain the nightclub uses in the area between the Palace Theatre and the Western Approach junction.

8.10. Principle 3. A stunning high quality contemporary waterfront, with good quality and well maintained buildings, positive streetscape and well-defined and accessible open spaces.

8.11. The vacant land around Millbay Docks may contribute to the poor image of Stonehouse at present but it is nonetheless one of the area’s most promising assets. The proposals for the Docks area seek to:

1. Create a development of regional importance, a high quality waterfront people will want to visit.

2. Offer the right mix of uses with cafes, restaurants, shops, marine related industries and craft workshops as well as new homes of all tenure types.

3. Make use of the protected waters of the inner basin for a marina.

4. Provide a suitable location for a yachting club in the outer basin and a cruise liner terminal on Trinity Pier.

5. Develop a high quality public space along the water’s edge for the enjoyment of residents and visitors alike.

6. Seek opportunities to create public access around the whole of the Millbay waterfront, except where operationally impossible.

8.12. Principle 4. An attractive and convenient link between Millbay and the City Centre.
8.13. There is potential to relocate some or all of the activities held at Plymouth Pavilions to open up a corridor between the waterfront and the City Centre and provide a unique opportunity to create a new street or boulevard of exceptional quality. The proposals for this new axis seek to:

1. Make it the focus of the new neighbourhood.
2. Provide local facilities such as shops, neighbourhood centre, cafes and a new primary school.
3. Offer a mix of commercial and residential uses with a variety of dwelling and tenure types and a new high quality office area.
4. Replace the arena part of the Pavilions on an alternative site in the Millbay area.

8.14. Principle 5. A neighbourhood that is well connected to its surroundings with safe and attractive pedestrian and cycling routes and served by frequent and reliable public transport services.

8.15. Amongst the strengths of Stonehouse and Millbay are its location and natural assets. In order to succeed as a truly sustainable neighbourhood, Stonehouse must be better connected, not only to the City Centre, but also to West Hoe, Victoria Park and the Waterfront and between its constituent parts.

8.16. The six lane Western Approach separates Stonehouse from the City Centre and is a major physical and psychological barrier to movement. Opportunities to improve pedestrian connections across the Western Approach to the City Centre will be sought.

8.17. Victoria Park is a substantial green space and an important amenity for the residents of Stonehouse. Access to this amenity is however difficult due to the steep local topography and the continuous built frontage along North Road West. Where possible, the proposals seek to improve access to Victoria Park from Stonehouse.

8.18. Steep level changes between Millbay Road, West Hoe Road and the docks and the presence of the Plymouth Pavilions limit existing pedestrian and vehicular connections with the waterfront. The proposals encourage numerous links to unlock the huge potential of the waterfront and provide the local residents with access to world-class leisure facilities.

8.20. The Blitz left the urban fabric of Stonehouse with large gaps which, when they were later developed, did not necessarily relate to the traditional street pattern. This in turn contributed to a neighbourhood that is not always permeable or legible. The proposals seek, wherever possible to:

1. Restore the traditional street pattern and improve connections within the Stonehouse / Millbay area.
2. Connect key nodes within each neighbourhood via a network of attractive and safe streets and spaces.
3. Create a well overlooked, and therefore safer, urban environment.
4. Establish a clear road hierarchy that will improve movements in and around Stonehouse and Millbay.
5. Seek to maintain and improve pedestrian and where appropriate vehicular routes from the area north of Union Street to the waterfront in the south, to spread more effectively the benefits associated with the regeneration activities proposed in Millbay.
6. Access and Movement: places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security.


8.22. The Stonehouse and Millbay area has a number of characteristics which give it a distinct identity: its location - next to the water and close to the City Centre; its history – the dockside working environment; its people all contribute to its distinctive and character. There are also a number of positive landmarks. Some of them, such as the Palace Theatre and Wyndham Hall, are in urgent need of refurbishment and a new life. The proposals seek to protect existing key landmarks and view corridors. They also seek to promote new landmarks in key areas that lack legibility. The main gateways into Stonehouse and the city, as well as the new waterfront, are areas where landmark features may be considered. Tall buildings could act as such landmark features.

8.23. Principle 8. A safe and attractive environment, which makes the most of its natural and historic assets and has a strong sense of community and provides appropriate community facilities.

8.24. The Stonehouse / Millbay area currently has a perception of being high in crime and unsafe especially after dark. Union Street with its evening venues also has a reputation for anti social behaviour and yet historically it was an active and vibrant mixed-use street and Millbay was a working port.
8.25. The proposals seek to change that image to one of a high quality waterfront quarter of the city with high quality buildings, which overlook the streets and spaces whose environment has been transformed through the regeneration process. It is hoped that this will in turn engender a sense of pride amongst the existing and future residents such that the environments will be cherished and looked after, helping to reinforce the sense of community in the area.

8.26. Stonehouse occupies a strategic location within the centre of Plymouth. This reflects its historical significance as one of Plymouth’s original “three towns” together with Plymouth itself and Devonport. The historic environment (including archaeology, as well as 7 Conservation areas and numerous listed buildings and structures) is a vital element of the Stonehouse/Millbay area.

8.27. The area is rich in military heritage. The history of Stonehouse is very much bound to the development of the Royal Dockyard from 1692 and the provision of associated residential, defensive and naval support facilities. The Royal Naval Hospital (1762), which was built to care for sick or wounded seamen, the Royal William Victualling Yard (1835), built to centralise and control the provision of supplies to ships at sea and the Royal Marine Barracks (1783-1867) are all large-scale military complexes that contribute historic assets to the character of Stonehouse.

8.28. The area also contains enclaves of Georgian and Victorian terraces of fine architectural and urban quality punctuated by beautiful churches.

8.29. The proposals seek to review afresh the historic environment assets within the area and to seek to manage that asset positively and build on the richness that the historic environment gives to the area in future development proposals.

8.30. **Principle 9. A mixed use area with employment opportunities, local services, quality housing and attractive places to socialise.**

8.31. Stonehouse and Millbay has over recent years declined dramatically in economic terms such that employment rates within the area are low, the image of the area is poor and social and community facilities are few and far between.

8.32. The proposals seek to turn this around and to encourage investment in new employment initiatives, in particular in the marine science field, quality housing of all sizes and tenures and the creation of new and attractive places to socialise along the waterfront as well as community facilities for all age groups.
Millbay and Stonehouse Strategy Diagram

Numbers in blue circles refer to Preferred Options, refer to text.

- Commercial area
- Established employment area with opportunities for mixed use regeneration
- Mixed use regeneration to create high quality waterfront.
- MoD land, Stonehouse Barracks
- Mixed use regeneration, to include Arena and Primary School.
- Millfields, mixed use, employment and residential
- Royal William Yard - mixed use regeneration.
- Established residential area.
- Port and marine related uses.
- Greenspaces
- Established employment
- Site reserved for secondary school.
- Community focus.
- City international gateway
- Landmark buildings.
- Create positive connections between West Hoe and Millbay
- Key views
- Improve connectivity
- Areas where there may be opportunity for tall buildings
- Existing conservation area
- Green link to Victoria Park
- Potential water transport route
- Restore / reinforce historic links to improve connectivity with surrounding areas
- Create new link between City Centre and Millbay
- Recreate Union Street as an exciting urban street.
- National Cycle Network and South West Coast Path.
Millbay Waterfront

- Proposed new boulevard linking the city centre with Millbay waterfront, together with new mixed use regeneration. 
- Preferred Option 1, 3, 5: 
  - residential
  - office
  - retail
  - leisure
  - new school
  - arena
- New Continental Hotel
- Alternative primary school site
- Existing historic buildings to be retained
- Marine related employment. Preferred Option 14
- New area of open space
- Proposed cruise ship berth and terminal/marine employment. Preferred Option 2
- Inner basin
- Outer basin
- Proposed new boulevard
- City Centre
- New square
- Positive building frontage and improved streetscape
- Existing historic buildings to be retained
- Alternative primary school site
- New area of open space
- Proposed cruise ship berth and terminal/marine employment. Preferred Option 2
- Inner basin
- Outer basin
- New Continental Hotel
- Alternative primary school site
- Existing historic buildings to be retained
- Marine related employment. Preferred Option 14
- New area of open space
- Proposed new boulevard
- City Centre
- New square
9. **The Preferred Development Options.**

   Preferred option 1. Boulevard link to the City Centre from Millbay.

9.1. **To create a new Boulevard, which involves the redesign of the Western Approach junction in order to make as direct connection as possible between the City Centre and Millbay.** This option is shown below as Option D.

9.2. **The Boulevard should provide for a mix of uses, but with a significant amount of residential and office development, to encourage the creation of a new office quarter for the city, but also to give it life after the working day with the residential and other uses.**

9.3. **The mix of other uses should include: retail use appropriate in scale to serve the nearby residential community, tourism / visitor related retail, residential, a new primary school (including community uses) and café’s and restaurants.**

9.4. **The key principles for development along this route will include:**

   1. **The need for the highest quality of design for all of the buildings.**
   2. **High quality public realm, including street trees.**
   3. **Building height in general of between 5 and 6 storeys, with more height at important corners and in landmark locations.**
   4. **Making it the focus of the new neighbourhood.**
   5. **High quality public transport provision and safe environment for pedestrians and cyclists.**

9.5. The concept of a new route linking Millbay to the City Centre was first mooted in the City Council's City Centre Precinct Urban Design Framework but was given further emphasis by becoming a grand and striking new Boulevard through the *Vision for Plymouth*, commissioned by Plymouth 2020 Partnership and published by MBM Architeques.

9.6. **The Boulevard was seen as a major opportunity to help reinvigorate both the City Centre and Millbay, by reconnecting the City Centre (from the Derry’s Cross area) to the waterfront (at the northern edge of Millbay’s Inner Basin).** The direct nature of the route was considered of fundamental importance to the “repair” of both parts of the City.

9.7. **The concept advocated in the “Vision for Plymouth” included the provision of vibrant, active and attractive uses along a grand boulevard that would draw people along.**
9.8. Although an outline design was prepared (shown below as Option A) in the *Vision for Plymouth* this was intended to stimulate debate about the concept and lead to more detailed work as to the preferred design and exact route for a boulevard link.

9.9. Several alternatives have now been put forward, and they are included in this Preferred Options report to engage public debate about each one.

9.10. Option B was set out in the *Millbay Action Plan* (commissioned by English Partnerships and South West Regional Development Agency). This proposes a different alignment of the route and presents a boulevard, which is narrower, has a canal running along its length, meets Union Street rather than Derry’s Cross and arrives in Millbay at Clyde Quay. This provides perhaps better quality development opportunities along the route, but does not provide the direct link to the City Centre advocated in the *Vision for Plymouth*.

9.11. English Cities Fund in their ‘Development Strategy’ produced Option C for Millbay. This is similar to Option D but excludes the canal and arrives at Millbay at a different point. It also includes a different configuration of uses along the route.

9.12. Option D has been prepared by the City Council. This has sought to respond to some of the drawbacks of the other 3 options, in particular, the need to create good quality developable sites (which was not addressed adequately in Option A) and the desirability of the boulevard connecting with the City Centre (both Options B and C fail to achieve this).

9.13. Option D includes a narrower boulevard (approximately 20 metres in width) than identified in the *Vision for Plymouth* (Option A). However, it starts at about the same point (Western Approach / Union Street junction) and seeks to address problems caused here by the domination of road space. This currently presents the pedestrian with numerous and tortuous routes to cross the road. The redevelopment of Colin Campbell Court will present further opportunities to really connect this new route into the City Centre.

9.14. Option D runs through the Pavilions site to a new square. This will act as a pause along the route, at which point the route changes direction. From this point there will be a vista into the Millbay area - a view of the water, the cross channel ferry and the grain silo. It reaches the Quayside at a point that enables the retention of the two historic buildings which could sit within a development block or alternatively inside the block.

9.15. Option E is a “minimum intervention” option prepared by the City Council. This makes use of a widened Bath Street and the existing Millbay Road. It creates some development opportunities, but would not provide the kind of direct link between the City Centre and Millbay as anticipated in the Vision for Plymouth. However, it is an option that should also be consulted upon.
9.16. The transport role of the Boulevard is still under consideration, but will be available in time for the submission document. The issues being considered are:

1. Should vehicular traffic be allowed down the Boulevard; if so how much?
2. Would it for example be access only?
3. Or a through route for general traffic?

9.17. The nature of the Boulevard will be dramatically affected by this work and so it will be an important consideration in determining the final option.

9.18. An analysis of these options is identified in the background report. The Council would welcome views on its Preferred Option and on each of the alternatives.

9.19. **Delivery of the preferred option:** *will be through the partnership the City Council has with English Partnerships, SWRDA and English Cities Fund and the planning application process.*
Millbay Boulevard

Option D
Preferred Option

Option E
Minimum intervention

Option C
English Cities Fund

Option B
L.D.A

Option A
MBM Vision for Plymouth
Preferred Option 2. Trinity Pier.

9.20. To allocate the pier for marine related employment uses, which could include a terminal for the landing of passengers from Cruise liners, and ancillary uses associated with that use. Any terminal building and jetty/pontoon structures should be of high quality design given the site’s waterfront location and role as a gateway to the City. Any development proposal will need to include an impact assessment on the marine environment and flood risk, including appropriate mitigation. Development should be part of a comprehensive scheme for the whole of the pier.

9.21. This pier is the remaining part of the dam, which was constructed to facilitate the construction of the inner basin. Associated British Ports (ABP) currently has a license to use the pier for marine related uses. The City Council supports efforts to encourage cruise ships back to Plymouth. This pier has been identified as a potential berth because of the works that have already been carried out to facilitate access by the cross channel ferries.

9.22. **Delivery of the preferred option:** will depend on the current landowner and the planning application process.

Preferred Option 3. New Primary School.

9.23. To develop a new primary school on the Boulevard. The development should follow the principles of an extended school in an urban area, which will contribute to the creation of a community hub.

9.24. The building should therefore:

1. **Be of a height commensurate with adjacent buildings along the Boulevard (5-6 storeys).**

2. **Be located so that its frontage is set at the back of footpath.**

3. **Contain other active uses (including community uses) at ground floor along the Boulevard, in order to create an active edge to the building.**

9.25. The City Council has recently undertaken a major review of schools provision in the context of its objectives for improving educational attainment. There is also anticipated population increase in Millbay as a result of the proposals of this AAP, and this will create the need for additional school place provision.

9.26. A site along the Boulevard will be very well related to the heart of the community the new school would serve. This is the Council’s preferred development option.
9.27. An alternative site for the new primary school has been suggested as indicated on the Millbay waterfront plan. This site, currently used as a car showroom and garage, is perhaps more centrally located in the area, but it would also be more isolated in relation to other community facilities.

9.28. **Delivery of the preferred option:** will be through the Lifelong Learning programme and Section 106 contributions.

Preferred Option 4. Marine Sciences and Technology and marine related employment.

9.29. To allocate land adjacent at the port for Marine Sciences and Technology as well as other Marine related employment. This presents an opportunity to:

1. **Create new high-income jobs.**
2. **Add to the image and reputation of Plymouth as a marine centre of excellence.**
3. **Provide a high quality building at this Gateway location.**

9.30. Any development proposal would however have to meet the following provisions:

1. **A building of high architectural quality.**
2. **Appropriate access facilities and transport arrangements, within the context of a transport and parking solution for the whole site.**
3. **A positive relationship with the adjacent uses.**
4. **High quality public realm.**
5. **Creates strong enclosure to the western side of the Inner Basin.**
6. **Provides an assessment of the marine environmental impacts and flood risks and proposes appropriate mitigation measures.**

9.31. Plymouth has a diverse marine sector, which has been identified as a priority sector in the City Growth Strategy, demonstrating its importance to the sub regional economy. The waterfront at Millbay presents huge regeneration opportunities. Plymouth Marine Science Partnership has proposed a marine science and technology centre for Plymouth, with the preferred location being at Millbay.

9.32. Depending on the size of building required there would be other areas of the land available for redevelopment in the Millbay area, which could accommodate the marine science and technology centre. However they may not have such easy access to the water.
9.33. The area of land on the western edge of the Inner Basin has been purchased by the South West Regional Development Agency to facilitate regeneration of Millbay Docks. There is a covenant on the land restricting uses to boat building, or other marine related employment, and such a use is considered appropriate in planning terms. Princess Yachts have expressed an interest in locating a finishing facility for their product at Millbay and discussions have been taking place to locate such a facility at the docks. There are no other sites within the Millbay / Stonehouse Area Action Plan area that would be of sufficient size or with the necessary access to deep water that would be required for this facility.

9.34. **Delivery of the preferred option:** *will be through the planning application process.*

**Preferred Option 5. Arena.**

9.35. **To provide an Arena in the Millbay area.**

9.36. The Boulevard proposal requires the relocation of the existing Pavilions facilities. The Life Centre proposal under development for Central Park presents an excellent opportunity to relocate leisure facilities. The Arena could however be retained within the Millbay area. A facility such as an Arena, possibly combined with a conference centre, would have an extremely beneficial impact on the regeneration process in the Millbay area. It would allow Plymouth to compete with cities such as Brighton, Bournemouth and Harrogate as conference venues. Equally, there is recent evidence of the beneficial effect of such facilities in Iconic buildings playing an important role in raising the profile and prosperity of cities, e.g. Glasgow, Newcastle and Salford with the Lowry Centre. A facility which brings people into an area, especially if provided early in the regeneration process, will encourage associated uses to locate in the area, such as cafes, bars. If the regeneration process in Millbay relies on residential and office development, the establishment of a vibrant and active waterfront may be more difficult and take longer to achieve.

9.37. Further work is needed before the best site can be identified for this facility.

9.38. **Delivery of the preferred option:** *will be through partnership with both existing partners – English Partnerships, SWRDA and English Cities Fund and also potentially with the Private sector.*
Preferred Option 6, East Quay.

9.39. To see this area redeveloped to produce high quality contemporary waterfront development incorporating a mix of uses combining:

1. Residential uses above ground floor uses (approximately 450 units).
2. Cafes, restaurants and shops
3. Employment uses within the B1 class, as well as small-scale marine related industries and possibly craft workshops.
4. Leisure and tourism related uses potentially including an hotel.

9.40. Any redevelopment would need to ensure that:

1. Development forms part of an overall comprehensive and integrated scheme for the area and which spreads its benefits to the wider community.
2. High quality design to reflect the site’s gateway and waterfront location.
3. Dedicated public access to and along the entire waterfront and the provision of public recreation areas along the waterfront.
4. Links to a potential water transport service along Plymouth’s waterfront, including provision of landing facilities as necessary.
5. The use of public art as an integral part of the scheme.
6. Retention of the historic inner quay and associated structures.
7. An appraisal of the archaeological and historic interest of the site.
8. Assessment of land contamination and implementation of appropriate mitigation.
9. At least 25% affordable housing.
10. At least 20% of housing to lifetime homes standard.
11. A contribution towards education provision related to the scale of the development proposed.
12. Strategic views of the water from West Hoe and other parts of Stonehouse are preserved.
13. An assessment of the impact on the marine environment and flood risk is carried out and appropriate mitigation measures proposed.
9.41. This area has the opportunity to be a place for the community to congregate and amuse themselves in the restaurants, bars and shops along the water’s edge. A mix of uses is proposed to give the area vibrancy and activity at all times of the day. Residential will sit above more active ground floor uses. Employment uses associated with the marina perhaps as well as offices on a small scale could occupy some of the ground floor. What is essential in this area is that the highest architectural quality is achieved such that it reflects the international gateway that it is. The quality of the public realm is also crucial here and the potential to access the water should also be explored both for recreational purposes but also for the potential of water transport services.

9.42. **Delivery of the preferred option:** *will be through the partnership the City Council has with English Partnerships and SWRDA.*
Millbay Union Street

- Possible site for new secondary school to serve Devonport, Millbay, City Centre and East End. Preferred Option 8.
- Improved / new public open space.
- Potential area of change - may range from environmental improvements to redevelopment.
- Improved public realm.
- Palce Theatre refurbished as a small venue or for other entertainment use. Preferred Option 9.
- Potential to create new feature / landmark building. Preferred Option 8.
- Transform Union Street with a mix of uses into an urban street incorporating on street parking and high-quality development. Preferred Option 7.
- Palace Theatre refurbished as a small venue or for other entertainment use. Preferred Option 9.
- Potential to create new feature / landmark building. Preferred Option 8.
- Employment led mixed use regeneration.
- Potential extension to cycle route network.
- Reconnect streets for vehicular use.
- Enhance local centre.
- Green link to Victoria Park.
- Improved / new public open space.
- Wyndham Hill - community focus around new square.
- Community services around new square.
- Millfields.
- Potential relocation of school and residential development site.
- Green link to Victoria Park.
- Improved public realm.
- To City Centre.
- To Waterfront.
- Stonehouse Peninsula.
- To City Centre.
- To Waterfront.
- Potential to create new feature / landmark building. Preferred Option 8.
- Transform Union Street with a mix of uses into an urban street incorporating on street parking and high-quality development. Preferred Option 7.
- Palace Theatre refurbished as a small venue or for other entertainment use. Preferred Option 9.
- Green link to Victoria Park.
UNION STREET  Preferred Option 7. Reinvigoration of Union Street.

9.43. To see Union Street reclaim it’s former glory as a vibrant street linking the City Centre to Devonport and serving the communities of Stonehouse to the north and south. The City Council will seek to proactively use development opportunities to secure new uses and improvements to the buildings and the public realm as well as preservation and enhancement of the historic environment.

9.44. For the whole of Union Street there should be a mix of uses, and all development proposals should provide for high quality building design and associated public realm improvements. In addition the street has two distinct elements whereby different uses and built form will be more appropriate. In each of these areas development proposals should:

9.45. Section A – Derry’s Cross to the Palace Theatre
   1. Limit the introduction of further late night uses.
   2. No net increase in number or floor space of night clubs and drinking establishments will be permitted.
   3. Introduce other uses, to include: commercial, offices, retail, leisure and residential.
   4. Continued enhancement of the public realm.
   5. Preserve and enhance the historic character of the Union Street Conservation Area.

9.46. Section B – Palace Theatre to Stonehouse Creek
   1. Where development opportunities arise encourage buildings to sit at the back of pavement.
   2. Encourage further residential uses.
   3. Introduce other uses, to include: retail, leisure and offices.
   4. Encourage buildings of more scale (4-5 storeys).
   5. Community focus around the shops on the north side of the street.
9.47. Union Street was the street that first joined Plymouth, Stonehouse and Devonport and it became a thriving and buzzing street, including Plymouth’s first tramway. The Second World War and the subsequent decision to rebuild the City Centre away from these original lines of movement resulted in the economic decline of Union Street and a consequent degradation of urban quality. Whilst one option could be to leave the status quo as it is along Union Street, there are problems associated with the late night uses in the eastern area and the western part of the street lacks enclosure and feels more suburban. As such a pro-active approach to development in the area is considered appropriate.

9.48. The nature of the street however changes as you proceed along it. Around Western Approach up to the Palace Theatre, the street is well contained with buildings of a reasonable scale, but some are of a poor quality. The Townscape Heritage Initiative (THI) has helped to repair some of these properties and has carried out extensive public realm improvements. The City Council would wish to continue these improvement works, both through the THI and through private investment. The uses in this part of the street are predominantly evening entertainment, either pubs, take-aways and nightclubs. It has quite a negative image, as such the City Council consider that the capacity for nightclubs in this area has been reached and instead suggest that the area could be improved if other uses are added to the mix in the area.

9.49. Beyond the Palace Theatre towards Stonehouse Creek, the nature of the street changes quite dramatically with gaps in the street frontage, wider plot widths, some buildings set back and some set forward. Where development opportunities come forward, the set back sites should be encouraged to sit closer to the back of footpath.

9.50. The nature of the uses in this part of the street are also very different, residential predominates on the north side and industrial/commercial premises are located on the south side. The form of the commercial premises on the south of Union Street is of long sheds with little articulation or interest, completely at odds with the building forms closer to the City Centre. The nature of the uses together with the built form act as a barrier to comfortable and easy routes through to Millbay further south. On the north side of the street there are also a number of shops, which act as a community focus.

9.51. The area beyond Stonehouse roundabout is more open, with the Creek to the south and Victoria Park and Brickfields to the north, very different to Union Street. There is therefore an opportunity to reinforce the change in the nature of this area and Union Street by focussing development (where opportunities arise) around the roundabout and along Union Street as the beginning of the more urban environment.
9.52. Opportunities should be sought to encourage new routes through to the area south.

9.53. **Delivery of the preferred option:** *will be through the Townscape Heritage Initiative, regeneration partnerships and the planning application process.*

**Preferred Option 8. Stonehouse Creek Site.**

9.54. **To reserve land for the siting of a new secondary school (if needed) to serve all of the waterfront areas.**

9.55. The development should make provision for:

1. Ensuring that the public continue to have access from Stonehouse Creek through to Victoria Park.

2. A design and architectural quality of a very high standard.

9.56. Potential opportunities for shared use of facilities such as those at Brickfields, Plymouth College of Further Education and the Devonport High School for Boys should be explored.

9.57. The City Council’s review of education provision in the city has identified the potential need for a new secondary school to serve the waterfront. This is likely to be needed if the anticipated increase in population resulting from the regeneration in Millbay, Devonport, the City Centre and the East End is realised. The Council have thus identified a site which could accommodate such a school. This will enable the Council to respond to anticipated population increase in the area as well as provide a high quality learning environment for students, supporting educational attainment.

9.58. There are very few opportunities for such a development in the area. The Stonehouse Bridge site is the Council’s preferred option. It is centrally located in the area, and accessible to the primary transport route. It also presents an opportunity for a landmark development.

9.59. An alternative opportunity is MoD Mount Wise (in the Devonport AAP). This is however less well located, and may be significantly more difficult to deliver.

9.60. **Delivery of the preferred option:** *will be through the Lifelong Learning programme.*

9.61. **A high quality restoration of the theatre, for leisure, entertainment and art use, appropriate to the special architectural and historic character of the building and its setting.** Proposals would also need to address the improvements needed to the southern elevation of the building to improve its relationship to the adjoining area, to make a positive impact to the area and restore a landmark building.

9.62. The building on Union Street (grade II* listed) is also a landmark building which is in dire need of investment, so that it can regain its former glory and become a more positive landmark in a revitalised Union Street.

9.63. There may be benefits in seeking opportunities to refurbish the Palace Theatre in conjunction with the construction of a new arena to replace the Pavilions, which would both serve to give new life to the Palace Theatre and also give a reason to go to the Millbay area and aid the other regeneration initiatives.

9.64. **Delivery of the preferred option:** *will be through the planning application process.*
Millbay & Stonehouse Area Action Plan - Preferred Options

Millbay Stonehouse Peninsula

- Preferred Option 4: Marine related employment land
- Preferred Option 11: Potential regeneration site subject to access being secured
- Existing cycle network
- Possible extension to cycle network
- Existing landmark Buildings
- Royal William Victualling Yard mixed use development
- Preferred Option 10: Land owned by Associated British Ports
- Safe and attractive pedestrian links through Royal William Yard and along the Coastline
- Community focus around new square
- Improved park
- Possible road change from one way to two way
- Marine related employment land
- Preferred Option 4
- Land owned by Associated British Ports
- Potential regeneration site subject to access being secured
- Preferred Option 11
- MOD Land, Stonehouse Barracks

9.65. To see the Royal William Yard sensitively restored and reused as a vibrant part of the Stonehouse Peninsula community. Development should provide for an authentically mixed-use development. Some of the buildings (Clarence and Brewhouse) are already being converted to residential (approx 130 dwellings). Brewhouse also has an element of café/restaurant, gallery and commercial space. Further planning permissions will depend upon adequate commitments being made to deliver the full range of uses indicated below:

1. **Mills Bakery to contain residential (approx. 80 residential units); retail/leisure; 2500m2 of offices.**

2. **Offices, craft workshops and other employment within B1 Use class – in the Cooperage, the Slaughterhouse and the New Cooperage.**

3. **Leisure, entertainment, and tourism where compatible with a residential area - in the Cooperage.**

4. **Marine, leisure or tourism related retail, and small-scale retail to meet local needs.**

5. **Hotel - in the Melville Building.**

6. **Community uses.**

7. **Public open space.**

9.66. Development proposals should make provision for the following:

1. **Future development should comply with regard to the provisions in the Royal William Yard Public Realm Strategy and the Royal William Yard Conservation Plan.**

2. **High quality public realm improvements.**

3. **Respect the architectural and historic character of the yard, its archaeology and its setting.**

4. **Appropriate parking provisions, access facilities and transport arrangements, for all users (including pedestrians and cyclists).**

5. **Integration of the yard into the wider community of the Stonehouse peninsula through provision of extensive public areas with public access to open space and the waterfront and the provision of uses which enhances the general range of facilities available within the neighbourhood (a private gated community will not be acceptable).**

6. **Public access to the waterfront including a link to Devil’s Point.**
7. **Links to a potential water transport service along Plymouth’s waterfront, including provision of landing facilities as necessary.**

9.67. The Royal William Victualling Yard is undoubtedly a national gem of Naval architecture, and the jewel in the crown of Plymouth’s waterfront.

9.68. The Yard is indeed a complex of buildings of exceptional architectural quality and unique character. It is also blessed with a spectacular setting, which only serves to add to its impressiveness. The opportunity exists to expand on the high quality conversion of two buildings and the public realm work already carried out by Urban Splash and South West Regional Development Agency (SWRDA) to create a vibrant, high quality environment at the tip of the Stonehouse Peninsula for everyone to enjoy.

9.69. The SWRDA has already begun to regenerate this former Victualling Yard. However there is still much to be done. Of the buildings that have been converted so far residential uses predominate. This has been necessary in order to kick start the regeneration of this complex site. It is however vital that commitments are now achieved to the delivery of the lower value uses necessary to ensure that this is an authentically mixed use development, benefiting the wider local community.

9.70. It is also important that the yard does not become a private, gated community. Public access is thus a key objective and to link the Yard with access to the surrounding coastline.

9.71. Development should be consistent with the approved Conservation Plan and Public Realm Strategy for the site.

9.72. **Delivery of the preferred option:** *will be through the planning application process and through the Council’s partnership with the South West Regional Development Agency.*

**Preferred Option 11. Millbay Grain Silo.**

9.73. To see the building brought back into a viable use and visually improved, so that it more positively reflects its landmark and gateway status in the city.

9.74. Any development proposals should:

1. *Provide an innovative and high quality architectural solution.*
2. *Ensure appropriate access and parking is provided.*
3. *Provide for public access.*
4. *Provide for compatible uses that will assist the vitality of the area which could include a dive centre, other leisure uses.*
9.75. The grain silo is a significant landmark on the skyline of Plymouth, but has been unused for a number of years and as such is falling into decline. The bringing of the silo into productive use will require an extremely innovative solution. A dive centre has been suggested through the Issues and Options consultation on this Area Action Plan and such a use is considered to be worthy of very serious consideration. There may be other equally creative options, which the Council would also be favourably disposed towards. Deliverability of the scheme will be a key issue. Access to the building is difficult because of the security requirements of both the MoD and ABP, the port operators.

9.76. **Delivery of the preferred option:** will be through the planning application process and potentially through Conservation programmes and our regeneration partnerships.
Millbay & Stonehouse Area Action Plan - Preferred Options

Millbay Wyndham Square

- Safe and attractive pedestrian links
- Opportunities for improved interface with Victoria Park
- Improved public open space
- Opportunities for improved interface with Victoria Park
- Enhanced local centre
- Potential new community focus around new square
- Positive building frontage and improved streetscape
- Potential new community focus around new square
- Safe and attractive pedestrian links
- Reduced through traffic along North Road / North Road West
- Restore historic street pattern / reconnect streets for vehicular use
- Key Regeneration Site - potential residential development with community garden / landscaped area
- Positive building frontage and improved streetscape
- To City Centre
- Positive building frontage and improved streetscape
- To City Centre
- To Union Street and Water Front
- Enhanced local centre
- Union Village
- To Union Street and Water Front
- Victoria Park
- To Stoke
- Union Village
- Millfields
- Potential area of change - may range from environmental improvements to redevelopment
- Redundant church hall refurbished for community use
- Restored historic street pattern / reconnect streets for vehicular use
- To City Centre
- To City Centre
- Millfields
Preferred Option 12. Harwell Street.

9.77. To redevelop the site in accordance with the Harwell Street Planning and Design brief and to include:

1. **Residential (approximately 30 units).**
2. **High quality built form and public realm.**
3. **Positive and active frontages on to public streets and spaces.**
4. **Appropriate parking and access.**
5. **A permeable layout for pedestrians.**
6. **Good natural surveillance over public spaces and streets.**
7. **At least 25% affordable housing.**
8. **20% of homes should be Lifetime Homes.**
9. **A contribution towards education provision related to the scale of the development proposed.**

9.78. This site lies in the heart of the residential neighbourhood of Wyndham Hill to the north west of the City Centre. It is set at a lower level than the surrounding development. The site was previously used as an all weather pitch. However it is now showing signs of vandalism, misuse and neglect, possibly due to its limited physical access and lack of natural surveillance.

9.79. Access to the site is currently difficult to find and somewhat intimidating. The City Council has identified the area adjacent to this site including Wyndham Hall as a potential area of community focus. The redevelopment of this site could add a further positive contribution to that community hub.

9.80. **Delivery of the preferred option: will be delivered through the planning application process.**


9.81. To undertake a review of the historic environment in the Stonehouse/ Millbay area including a review of the existing Conservation Areas.

9.82. English Heritage recently commissioned Alan Baxter Associates to undertake a rapid Urban Character Study of Plymouth. The aim of the study was to demonstrate that an understanding of the city’s heritage could make a positive contribution to future development and regeneration.
9.83. The City Council will seek to develop this work further and in more detail. The aim being to ensure the long term stewardship of the historic environment in this area, which will include more in-depth character assessments and the future management, contributing towards the review of the Conservation Areas.

9.84. There are currently 7 conservation areas in the Millbay/Stonehouse area. These were designated at various times throughout the 1990’s. It is proposed that a review of the boundaries of these areas will take place (under separate legislation), but with the intention that revised boundaries will be in place for the production of the final draft of the Millbay/Stonehouse Area Action Plan.

9.85. **Delivery of the preferred option:** *will be through the above-mentioned process.*
Potential area of change - may range from environmental improvements to redevelopment

Positive building frontage and improved streetscape

Improved public open space

Reduced through traffic on North Road / North Road West

Seek opportunities to provide safe and attractive pedestrian links to surrounding areas

Improved interface with Western Approach - boundary treatment, footpaths, tree planting

City Centre

Foodstore and City Centre

University

Train Station

Millbay Station West
10. **Commitments.**

10.1. In addition to these preferred options the following sites, which will make a significant contribution to the regeneration process in Millbay and Stonehouse, currently have planning permission.

10.2. D1 (Former Millbay Laundry site/ Battery Street flats): Planning permission was granted in March 2005 for the erection of 123 residential units, 34 townhouses and 78 apartments, together with 1244m² of business space. Parking is provided underground and there will be 112 in number.

10.3. D3 Land between Hobart Street, Phoenix Street, Millbay Road and George Place: Planning permission was granted in March 2005 for the erection of 134 residential units, 10 townhouses and 124 apartments, with 1771m² of business use. Parking (134 in number) is also provided below ground.

10.4. Diesel site, Durnford Street: Planning permission was granted in 2005 for 58 residential units, 102m² of offices and 160m² of retail.

10.5. Arundell Crescent: This was granted planning permission in June 2005 for 19 residential units in the form of flats.

10.6. Millbay Marina: Planning permission was granted in 1989 for 89 residential units. This consent has been partially implemented such that 30 units have been constructed. The remaining 59 could be constructed in line with that planning permission, however the City Council is currently negotiating with the applicants to put together a more contemporary scheme.
We need to know what you think

The statutory consultation period to respond is 29th July 2005 - 9th September 2005.

All comments must be received within this period and can be sent to:

**Planning Policy Manager**
Planning and Regeneration Service
Plymouth City Council
Civic Centre
Plymouth
PL1 2EW

or

by fax: 01752 304294
by e-mail: ldf@plymouth.gov.uk

Further copies of the leaflet and response forms are available from:

www.plymouth.gov.uk
The Civic Centre (Planning Section)
Local Libraries

The document is also available in **Large Print, Braille**, or on **Audio Tape**.