Appendix D
Report summarising consultation responses to Derriford and Seaton AAP Issues and Options document
Core Strategy Preferred Options July 2005
Core Strategy Key Changes to the Preferred Options April 2006
10. **Issues and Options responses to: Derriford/Seaton/Southway Area Action Plan**

Table 10: Summary of responses to the Derriford/Seaton/Southway Area Action Plan Issues and Options.

<table>
<thead>
<tr>
<th>Number expressing concern</th>
<th>13</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number expressing support</td>
<td>18</td>
</tr>
<tr>
<td>Number of other comments</td>
<td>9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>40</td>
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10.1. **Comments in support of the proposed options**

There is support for:

10.1.1. The main part of document on improving quality of life. Housing needs should be met on a supply and demand basis, and a use should be found for existing commercial properties. Conservation areas in Tamerton should be protected.

10.1.2. For environmental issues at Plymouth Airport.

10.1.3. Strongvox supports the identification of land at Estover Paper Converting Works and BAE Systems as a highly sustainable location for mixed-use development. Enhancement to the neighbourhood centre at Southway is also supported.

10.1.4. Tamar Science Park supports the Issues and Options, and wishes that the park is included as an important employment site. No reference appears to be made to the future development potential of TSP, or to the shortly to be commissioned RDA-funded Business Development Strategy for Derriford. The proposed new route from the airport through Forder Valley to the A38 is fully supported. Immediate consideration should be given to establishing a connection between Tamar Science Park and Plymouth International Medical and Technology Park.

10.1.5. BAE systems supports the general redevelopment but is concerned about intrinsic links to Derriford and Seaton.

10.1.6. Turner Holden supports the overall approach to the future planning of the area, based on promoting a high quality northern gateway into the city. A new neighbourhood centre at Derriford will provide an important new focus for the area. The separation of the area by the A386 will need to be addressed. Land at the former Seaton Barracks could contribute to the achievement of the aims and objectives of the Mackay vision of a growing city population over the long term. The Seaton Barracks site does not encroach on the important environmental assets of the area.

10.1.7. Plymouth Hospitals NHS Trust generally supports the approach to the redevelopment of their surplus land. Further comments include:
• Llewelyn Davies have identified incorrect land ownership boundaries on the Derriford Hospital Illustrative Framework Plan. As such, the development potential of the surplus land has been under-estimated. Land within the ownership of Westcountry Ambulance Trust has also been identified for redevelopment, which is outside the control of the Trust.

• The quantity of proposed retail space is considered insufficient given the existing and future numbers of staff on the Medical campus, which will generate ‘need’. Previous discussions with the Policy Team identified the aspirations for a Mutley Plain quantum of retail development.

• With the current issues surrounding the PFI Vanguard Project, caution must be given to identifying land belonging to the Trust for specific land uses. There is a possibility that the location of the existing Derriford Hospital may alter as a result of marginal redesign, which could affect, for example, the location of the bus station/transport interchange. It is, therefore, important to provide the Trust with some flexibility when considering the Area Action Plan for the Derriford area.

10.1.8. The Cann Estate Trustees note that consideration is needed for securing investment in Southway. There is a need to improve the interface of housing to green space, with funding for new community infrastructure to include schools.

10.1.9. Dawnan Limited c/o Montrose Capital Limited owns Windsor House and the adjoining reservoir to the south on Tavistock Road. It welcomes the acknowledgement that the area forms part of a northern gateway to the city. It also supports the intention to create a new centre as a focus for northern Plymouth. The Proposals Map in the First Deposit Local Plan contained a number of inaccuracies regarding recent development at the former waterworks on Tavistock Road. Any plan attached to the LDF should correct this. Creating a local centre based on a significant traffic gyratory is unlikely to create the sort of focus that is anticipated in the objectives for this area. The area identified for the local centre should be extended on the north-west side of Tavistock Road, to include the existing retail and office areas to the south of the existing area identified.

10.1.10. The Environment Agency strongly supports the enhancement of the river valley as a strategic open space and wildlife corridor, with a public recreation opportunity.

10.1.11. Derriford's Resident Group supports safeguarding greenscape corridors and promoting public access. The protection of environmental assets and making more of Plymouth’s green spaces is also supported.

10.1.12. Plymouth Chamber of Commerce and Industry supports development in this area. The key matter for consideration is the balance between development and protection/enhancement of Forder and Bircham Valleys.

10.1.13. SWRDA notes the need to ensure that appropriate transportation links are put in place to provide links with the city centre.

10.1.14. Plymouth and SW Cooperative Society supports the provision of a new local centre at Derriford, but notes the need to avoid a detrimental impact on Southway and Crownhill.

10.2. Concerns raised

A number of concerns have been raised:
10.2.1. That transport needs improving.

10.2.2. Regarding development of the airport and increased traffic congestion.

10.2.3. Regarding redevelopment of ex-paper-converting buildings.

10.2.4. Great concern about lack of public awareness regarding the LDF. Concerns about public transport and lack of a community centre.

10.2.5. Concerns about the airport, increased use of runway 13/31 if runway 0624 is closed. ‘Public Safety Zones’ may need to be extended.

10.2.6. Build a new airport with good road access and stop further development of the existing one.

10.2.7. Issues and options constrained by inherited problems from previous planning mistakes, some of which are outside the control of PCC. The ‘Northern Gateway to the City’, the A38, is a source of many problems for the people who live there. The Airport, University College, and ‘excessively large’ Derriford Hospital all compete for public transport, road space and land. With the proposals for ‘transport interchanges’ and ‘district centres’, there does not appear to be much space left except for the Park and Ride.

10.2.8. M Thomas Management Ltd is greatly concerned by the way the feasibility of the runway extension is being handled.

10.2.9. DEBRA is concerned about jet aircraft operating from the City Airport if the runway is extended.

10.2.10. Circle Red owns the ten-acre site at Manadon. It has plans to redevelop the site for a mixed use development including playing fields and open space, and seeks to promote this site through the LDF.

10.2.11. Lone Eagle Property is concerned that the plan incorrectly identifies the proposed extension to the NU Building. Major redevelopment plans on land within Lone Eagle's ownership severely compromises existing operational requirements (the car park) and office extension proposals.

10.2.12. Cann Estate Trustees are concerned that it is unclear how the redevelopment of the airport will benefit the city. Greenfield mixed use is not explained. The Llewelyn Davies proposals should be made available for public view. There is no boundary plan, and it appears to exclude the Southway estate. There may be a need for a separate AAP for Southway.

10.2.13. The Cyclist's Touring Club is concerned by the failure to consider the contribution to be made by encouraging cycling as a means of transport and recreation.

10.2.14. Dawnan Ltd c/o Montrose Capital Ltd owns the site on the west side of Tavistock Road occupied by Windsor House, together with land to the rear which adjoins land which has been partially developed for industrial purposes, but remains largely empty. Since permission was granted for residential and industrial development on this site in July 2000, there has been little success in gaining industrial occupiers. The land is, therefore, a wasted resource, and should be allocated for residential development, to link with residential development to the north and to provide a development corridor from Tavistock Road through to the Southway residential area.

10.3. Other comments

10.3.1. Why has Glenholt as an area not been included in the Issues and Options?
10.3.2. Use area south of airport for extended park and ride and transport interchange.

10.3.3. Comment on how to encourage people to use buses when they are expensive and infrequent.

10.3.4. PCC Conservative Group comments on the importance of retaining the City Airport. They feel that the runway should be extended. If small peripheral areas of the Airport were developed, a proportion of the profits should be reinvested into securing the long-term future of the Airport. They query where engine testing will take place if the current site is built upon. Housing development will justify further school facilities. A mixture of industrial units should be included around the Budshead area, rather than mainly housing. There is a need to stress the importance of employment and encourage employers to move to the city. Further retail units need to complement Crownhill shopping centre.

10.3.5. Seaton Area Residents Association makes extensive comments including:
- Support for a new road across the valley.
- Existing district centre at Crownhill does not appear to receive enough emphasis.
- Agree with concept of a new district centre at Derriford. Should be located east of A386.
- Assume that runway 24/06 will be closed shortly. Support residential development on land this makes available. Also support Park and Ride, ‘fast lane’ public transport, and the continued existence and improvement of Plymouth City Airport.
- Support plans for hotel and medical science based development. However, residential areas will require protection from commuter parking pressures.
- Resigned to demise of Poole Farm.
- Aware of housing pressures in the city. Already agreed to proposed medium density housing at ‘Seaton View’, providing it respects an appropriate and permanently established lower boundary.
- New development should be accessed via either, or both, the new road or Brest Road. There should be no attempt to try and achieve connectivity with Hunter Close. Wish to see a clear green buffer area to the west of the new development. Do not support need for area to be maintained as a public open space, but it should be left green and undeveloped.
- Concerned about vehicle access to Charlton Road Community.
- Would like a very long-term plan that ‘anchors in perpetuity the southerly development line’. Wish to see proposed valley water park.
- Would oppose the creation of an amenity without the provision to manage and preserve it. The Association would be proud to make an enduring contribution to help achieve this.

10.3.6. JUBB Consulting makes several comments:
- A new neighbourhood centre should be focused on the A386, linking developments on either side of the A386 and minimising shopping trips. Therefore there would be little need to enlarge the Southway centre.
- The main modal interchange/transport hub should be next to Derriford Hospital, with local bus services to the Park and Ride at the George as well as at Tesco’s and at Woolwell and Southway district centres.
• There should be a highway link with bus lane and bus priority measure between the Forder Valley interchange and Plymouth International Medical and Technology Park, subject to environmental safeguards.

10.3.7. Kingdom Hall Project comments that land should remain mixed-use.

10.3.8. South Hams District Council raises the issue of how traffic congestion on the A386 can be minimised or reduced.
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1. **Introduction.**

**Purpose of this Preferred Options report.**

1.1. This document has been produced by the City Council as a basis for consultation on the second stage of preparing Plymouth’s new 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’.

**What is a Local Development Framework?**

1.2. Plymouth’s Local Development Framework will replace the existing Local Plan. It is being prepared under new government legislation – the Planning and Compulsory Purchase Act 2004 – and will provide a strategic planning framework for the city, guiding change to 2016 and beyond. When adopted, Plymouth’s LDF together with the Regional Spatial Strategy will form the statutory Development Plan for this area.

1.3. The LDF is be made up of a portfolio of documents. This includes a Core Strategy and Local Development Documents (LDDs – including Area Action Plans (AAPs)), which set out policies and proposals for implementing the Core Strategy. The Core Strategy articulates how a spatial planning approach can help deliver the City’s vision and aspirations. The LDDs set out how different aspects of the Core Strategy will be implemented. Some of these LDDs will have a legal status in guiding decisions made on planning applications. The Core Strategy is one of these.

1.4. This new system is seen as a real opportunity to provide a more strategic and flexible approach to guiding Plymouth’s development. Key features will be shorter, more focused documents providing a strategic and flexible approach to managing change. The LDF will also provide an integrated approach which informs, takes account of and helps deliver a wide range of other initiatives. It will be based on a real expectation of improving the quality of people’s lives in a way that truly reflects the aspirations of local communities.

1.5. At the heart of the LDF will be the overall aim of promoting sustainable development – **seeking to integrate (rather than balance) environmental, economic and social aspirations.**

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

1.6. Preferred Options Reports must be published for each statutory LDF document. They set out, for consultation, the City Council’s proposed policy directions, and highlight alternatives where appropriate.

1.7. Such reports will be a material consideration in the development control process. The City 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.
1.8. This report sets out the Preferred Options for consultation in relation to the Core Strategy. A Background Report will be published for this consultation stage to provide more information on the context for the proposals in this document and the issues that have led to its conclusion. This will be made available on the City Council's website www.plymouth.gov.uk with hard copies available at the Civic Centre and City Libraries.

**How can I get involved?**

1.9. You may already have been involved through earlier consultation processes. The Core Strategy builds on work done in developing Plymouth’s planning strategy over several years. This includes the LDF Issues/Options consultation in Spring 2005, as well as consultations on documents such as the Plymouth First Deposit Local Plan and the Plymouth sub-regional studies undertaken to inform the Devon Structure Plan and Regional Spatial Strategy.

1.10. A statutory period of 6 weeks – from Friday 29th July to Friday 9th September - will be given for people to make formal representations on this Preferred Options Report.

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

**What happens next?**

1.11. The City Council will consider carefully all representations received and, where appropriate, seek to resolve objections. This document will then be developed into the Draft Core Strategy and formally “submitted” to the Secretary of State at the end of 2005.

1.12. 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.

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

_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).
2. Plymouth’s Context.

2.1. Plymouth has a special role in the South West region. It is the second largest city after Bristol. Together, they perform critical and complementary roles at opposite ends of the region’s vital communication spine. Bristol is at the core of the north of the region and connects the region to the West Midlands, South East and Wales. Plymouth is at the core of the south and west of the region, both connecting with the far south west, meeting the needs of its sub-region by providing employment, retail, healthcare, culture and entertainment, as well as linking the far south west to Europe, by sea and air.

2.2. Plymouth’s superb natural setting shapes the city’s image and continues to play a major role in its development. With its stunning rural hinterland of Dartmoor and the South Hams, together with Cornwall and the Tamar Valley, Plymouth’s rich and diverse environment is an outstanding asset which needs to be used wisely. Not only have these factors had a considerable impact on the way the city has developed, but they also make it a very distinctive and attractive location for both residents and visitors alike.

2.3. While the quality of life that the city can offer is second to none, its performance does not match its size and standing. There are significant pockets of deprivation. Furthermore, there are considerable structural problems with the economy and much of the urban fabric and infrastructure of the City is tired and in need of new investment.

2.4. But things are changing. There is new confidence and effective partnership working. The fruits of this are being seen in the major investment now happening which is transforming the city’s skyline.

2.5. Furthermore, perhaps of all the major urban areas in the region, Plymouth has the greatest scope to continue to accommodate major change and growth in a sustainable way. Its transport infrastructure is relatively free of congestion. Its form is such that substantial development opportunities can be identified within or very well related to the main urban area and its major transport routes. It is ideally placed to spread the benefits of investment throughout the far south west, contributing to both regional and national prosperity.

2.6. This LDF Core Strategy Preferred Options Report consults on a preferred policy framework which will enable the transformation of Plymouth into one of Europe’s finest waterfront city’s to continue and gather momentum.
3. The Planning Policy Context.

3.1. Plymouth’s planning policy framework has to be in line with National policy, in general conformity with Regional Guidance (RPG10), consistent with the Devon Structure Plan 2001-16, and take account of the emerging Regional Spatial Strategy. Emerging updates to these guidance notes will set new challenges for Plymouth to 2016 and beyond.

3.2. At the National level, the emphasis is on turning Britain’s towns and cities back into thriving centres of human activity. Additionally, there is a national emphasis on the need for accelerated housing provision to meet existing / anticipated needs, but within the context of a framework that takes pressure off the South East of England and supports the development of sustainable communities.

3.3. At a Regional level, Planning Guidance for the South West (RPG10) identifies Plymouth as one of 11 Principal Urban Areas (PUA) which offer the best opportunities for accommodating the majority of development in the most sustainable way. Plymouth is also identified as having potential to play a wider strategic role as a major regional service centre providing a focus for economic activity in the far South West. More recent work on the emerging Regional Spatial Strategy, including that undertaken for the Plymouth sub region, highlights the critical role of Plymouth as one of a smaller number of centres which has the potential to accommodate higher rates of growth. This is linked to the Government’s Sustainable Communities agenda, as well as the Regional Assembly’s response to government, entitled ‘The Way Ahead’.

3.4. The Devon Structure Plan has interpreted RPG10 to the local level, requiring the Plymouth Principal Urban Area to meet anticipated needs to 2016 by providing 14,500 new dwellings and 160 hectares of employment land. Within this overall allocation the City is expected to accommodate 10,000 new dwellings and 80 hectares of employment land, within its boundary. In addition, South Hams is expected to provide for 4,500 new dwellings and 80 hectares of employment land in areas adjoining the city – making provision for those parts of the city’s needs which can not be accommodated within its boundary.

3.5. Preferred Option 1. For the Core Strategy to:-

1. Be set firmly within the context of the Government’s aspirations for delivering ‘Urban Renaissance’ and Sustainable Communities.

2. Provide the means whereby Plymouth can realise its potential to accommodate higher rates of growth within the plan period and beyond. It will also promote an appropriate form of development that delivers sustainable communities and enables the city to fulfil its potential for contributing to the National, Regional and Sub Regional economy.

3. Accommodate the Devon Structure Plan 2001-16 level of growth in a way that supports the city’s urban renaissance agenda.
4. The City Vision.

4.1. The vision for the city is set out in Plymouth's City Strategy and Action Plan (the Community Strategy developed through the 2020 partnership). The overall aim is to re-create “ONE OF EUROPE’S MOST VIBRANT CITIES, WHERE AN OUTSTANDING QUALITY OF LIFE IS ENJOYED BY EVERYONE”.

4.2. Key objectives to achieving this are to make Plymouth:-
   1. A clean and green city that makes the most of its environment and location.
   2. A city with a strong economy; built on a culture of creativity and innovation and known for its centres of knowledge and learning.
   3. A city that offers outstanding cultural opportunities, which are based on our local pride, our location, our maritime and local heritage and our arts and leisure facilities.
   4. A multi-cultural city where significant social inclusion no longer exists. Where the needs of all its citizens are met by high quality, cost effective services and outstanding levels of community involvement.

4.3. The 2020 vision has been amplified by MBM Arquitectes along with AZ Urban Studio. This vision has been incorporated into Plymouth’s City Strategy & Action Plan, which focuses on new ways of working in partnership and finding lasting ways of revitalising the city.

4.4. The MBM Vision for Plymouth is not seen as a fixed blueprint for the future of the city, but rather a review of its strengths and weaknesses, an assessment of direction, a pointer to opportunity, and an invitation to aspire. It promotes a significant step change in the quality, pace & intensity of the city's development.

4.5. The objective for Plymouth’s LDF is to provide a comprehensive framework within which the spatial aspects of this city vision can be delivered.

4.6. Preferred Option 2. To set the Core Strategy firmly within the context of the City Vision, (and subsequent revisions), so as to clarify and test the spatial implication of this vision.

The Preferred Spatial Vision.

4.7. Plymouth aspires to take its rightful place as 'one of Europe's finest'. It has already made progress with significant structural and economic changes designed to match the city's performance to its size and standing. The LDF will take this agenda forward, providing a long term framework for the city's sustainable development, building on its advantages to overcome disadvantage.

4.8. By 2016 Plymouth will be fulfilling its role as the leading retail, entertainment, employment, health and centre for learning in the far South West. Its global links will be extended. Its role as a major communication hub will be expanded, with improved connections to Europe and the rest of the UK. The city's links with its hinterland will be broadened, helping spread the benefits of economic investment. The quality of life in Plymouth will have been dramatically improved, making it the city of choice.
4.9. To achieve this the city must be of a sufficient critical mass to support the services we need. This means supporting the city’s long term sustainable growth, in a way that provides quality of life and opportunity, so that less people choose to migrate out, and those moving to the area are encouraged to locate in the city, reducing pressure on surrounding settlements. This process will eventually lead to a city of over 300,000 people.

4.10. To deliver this, Plymouth will build on its significant assets. It has one of the most enviable locations of any city in the world. A superb natural setting, together with a rich historic and cultural identity. We need to use these assets wisely to benefit all. Cherishing and enhancing them as essential elements of our quality of life. Retaining and enhancing the sense of place that is Plymouth, ensuring that new development relates to old. To achieve this we will need to take responsibility for the long term consequences of our actions, planning for development that helps slow down, (but is also resilient to), the effects of climate change. Insisting on design excellence in all matters.

4.11. To accommodate change, the city will make provision for 10,000 new dwellings to be built by 2016. Some 25% of these will be affordable, ensuring that everyone has the opportunity of a decent and safe home, at the right price and suitable to their needs. This is seen as a real opportunity to use development to help repair deficiencies in the urban fabric, recreating the city’s vitality and developing a quality environment in which to live.

4.12. There will be a ‘focused growth’ of the city’s economy targeted towards 6 growth sectors. This will be based on exploiting Plymouth’s substantial competitive advantages to the full - while addressing specific disadvantages. Diversification will be encouraged into areas which exploit Plymouth’s advantages in knowledge, skills and location. Key to this will be developing the key sectors identified in the City Growth Strategy, (advanced engineering, marine science & technology, medical / health, tourism /leisure, business services and creative industries). It will also be important to develop the city’s role as a service and commercial centre for its extensive catchment area.

4.13. Fundamental to delivering economic change is the need to ensure an appropriate range, mix and quality of employment sites. This will be achieved by meeting the strategic requirement to provide 80 ha of employment land by 2016. We will however adopt a more flexible approach to employment issues, recognising that urban economies are changing and that quality employment can take place in many ways, (e.g. through mixed use development that supports the rebuilding of the city’s neighbourhoods), not just through traditional employment uses. Alongside the need for flexibility, will be the need to safeguard sites for uses with specific requirements, (e.g. marine related industries), as well as identifying locations for inward investors, including the potential relocation of government agencies from the South East.

4.14. To sustain this growth we will capitalise on existing strengths in the higher education / research & development sector, to support knowledge transfer and skills development in the wider economy.
This will include supporting Plymouth University and the Further / Higher Education sector in the city, as well making provision for the highest quality training facilities. Our aim is to enable everyone to have a share in our growing prosperity.

4.15. By 2016, Plymouth’s City Centre will fulfil its role as a Regional Shopping and Entertainment Centre. The City Centre already supports a wide range of shops - and its retail role will be strengthened by the new development unfolding at Drake Circus. Nevertheless, in order to retain and better fulfil this role, new investment will be encouraged to provide 2,500 sq. m. net of retail space for convenience goods, and 87,850 sq. m. for comparison goods (including 30,000 sq. m. at Drake Circus), by 2016.

4.16. Providing support for all district and local shopping centres is a key aim of the plan. These are seen as central to achieving sustainable linked neighbourhoods throughout the city. Gaps or deficiencies have been identified in retail provision in Devonport, Weston Mill, Barne Barton / St. Budeaux, Whitleigh Green, Southway, Derriford, Eggubackland, Efford and Lipson and Plymstock. These deficiencies will be met by the provision of a further 9,350 sq. m. net of retail space for convenience goods. A maximum of 18,000 sq. m. net of retail warehouse space will also be provided within the city.

4.17. The increased ability to travel has been one of the most liberating features of the last few decades - but this has come at a cost to the environment. If we are to retain the freedom and flexibility of travel, we will have to alter our approach to the way we live and how we get about. At the local level we will make a fundamental shift to travelling in the city. Firstly reducing the need to travel. Secondly by ensuring that sustainable transport provision is woven into the fabric of all development, in a manner that supports and complements the urban form.

4.18. We will be looking to High Quality Public Transport to provide a more viable and sustainable solution. An important initiative will be to provide a high-quality public transport service linking the new community at Sherford with the City Centre, Langage employment area and northern Plymouth. This High Quality Public Transport network will be progressively extended to serve the Travel to Work Area (TTWA).

4.19. The reach and quality of the supporting transport networks will also be extended, including integrated local bus services, enhanced strategic cycle routes and improved pedestrian links. This network will be supported by a hierarchy of transport hubs along each route, with key centres served by major transport interchanges and Park and Ride facilities on the main routes. The capacity of the highway network will also be maximised by continuing to employ state-of –the-art network management technology.

4.20. The city’s entertainment, culture and leisure roles, will be consolidated through a number of new facilities. A Life Centre will be created within Central Park that will provide an outstanding venue, of regional significance, for sport, recreation and leisure. A new Country Park will be developed at Saltram and a new creative industries quarter developed in line with the MBM Vision for Plymouth.
4.21. By 2016 we will be turning Plymouth into a city where people of all ages and circumstances want to live; a place where high educational attainment, good health, safety and freedom from crime is the norm. The foundations for this transformation are the city’s neighbourhoods. Many of these already provide attractive living environments with good access to local facilities. However, others will need to use the opportunities arising from new housing development to create strong, inclusive and safe neighbourhoods throughout the city.

4.22. This LDF builds on the MBM vision for Plymouth, but has at its heart the same vision of ‘Lifting spirits, raising expectations, and demanding the best architecture, design and development that will respect and respond imaginatively to the opportunity and potential that is offered by this unique waterside city, and will ensure that within the 20-year term . . . , Plymouth takes its rightful place among other European cities of equal size’.

4.23. In terms of delivering these aspirations, the Policies in this LDF are intended to be sufficiently flexible so as to encourage innovative, wide ranging, participative and responsive development proposals. However, they will also contain sufficient checks and balances to ensure that all new development contributes to the city as a whole, respects the communities that it will be serving, as well as meeting the needs of the development itself.

4.24. **Preferred Option 3.** To see Plymouth established by 2016 as a city of truly international quality, founded on principles of sustainable development, and providing:

1. **A city of choice, with a healthy, growing population, which is realising its potential as one of Europe’s finest.**

2. **Quality employment provision - enabling the City to realise its potential as the economic engine room of the far south west, spreading the benefits of investment to all.**

3. **Sustainable linked communities where people enjoy living, and where the full range of local services and facilities is provided.**

4. **Exceptional shopping cultural, education and health care facilities.**

5. **Access for all to high quality natural environments and open space.**

6. **A transformed public transport network.**

7. **Improved communication links with the rest of the country and Europe.**

8. **An inclusive city where the gap between the more affluent areas and the city’s deprived neighbourhoods are substantially narrowed.**

To manage this level of change in an environmentally sustainable way by avoiding /minimising or mitigating development pressure on the city’s natural and built environment, its existing utilities and associated infrastructure and areas at risk of flooding.
5. The Preferred Spatial Planning Strategy.

5.1. The Preferred Spatial Planning Strategy, set out in the rest of the Report, comprises three elements.

1. A “top down” context. This relates to Plymouth’s national, regional and sub-regional roles, and its strategic impacts on the global environment.
2. A “bottom up” context. This relates to meeting the specific needs and aspirations of local communities, and developing sustainable linked communities.
3. A delivery context. This relates to how these top-down and bottom-up strategies are articulated into development. It is concerned with the location, scale, level and form by which development is delivered.

5.2. Some of the preferred strategy options set out below will include all three elements. Others will include just one or two. The “top down” and “bottom up” contexts are illustrated diagrammatically in the 2 Spatial Strategy diagrams.


6.1. Promoting the principles of sustainable development will be a theme that runs throughout the LDF. It is fundamental to international obligations as well as central to all aspects of national policy.

6.2. The City Council adopted its own Sustainable Development Policy Statement in January 2005. It sets out the main principles for sustainable communities, and recognises that the goal of sustainable development is to ‘enable people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations’.

6.3. Some of the issues that Plymouth faces in terms of tackling sustainable development are: addressing climate change, protecting biodiversity and open spaces, dealing with waste, and reducing consumption of non-renewable resources. The task of the LDF is to ensure that planning policies for Plymouth address these issues in a way that is consistent with City Council’s adopted Sustainable Development Statement.

6.4. Preferred Option 4. To include a Sustainable Development Policy, which seeks to integrate (rather than balance) economic, social and environmental aspirations, so as to promote a better quality of life for everyone, both now and in the future. Within this context, the policy will assess whether development proposals:

1. Contribute to meeting Plymouth’s economic, social or housing needs.
2. Enhance the natural and built environment, both locally and globally.
3. Conserve scarce resources, making efficient use of land & infrastructure.
4. Consider the long term implications of the proposal.
7. The Overall Level of Development.

7.1. The MBM Vision for Plymouth comments that – the quality of life and natural environment that the city offers, provides an opportunity to increase its population substantially in the longer term, 'Creating a city with a population between 300,000 – 350,000 is one aspect of our vision'.

7.2. In essence, there are three prerequisites to Plymouth taking its place among the premier cities in this country.
   1. Firstly, there is a need for a sufficient critical mass of population to support the range and quality of services that the city aspires to. Without the demand, it is simply uneconomic to supply the necessary higher order services.
   2. Secondly, to both create and retain this critical mass Plymouth needs to become the city of choice, where people want to live. To achieve this, design excellence will be essential.
   3. Thirdly, without high quality job opportunities population growth is unlikely, so the planning strategy needs to go hand in hand with an economic strategy.

7.3. In terms of explaining how the city could grow from a population of 241,000 (at 2001) towards the MBM aspiration of 300,000, we need to understand that:-
   1. Based on recent trends, the Plymouth PUA could be expected to grow by up to 20,000 people by 2016. This population growth, together with meeting existing housing needs, is reflected in the Devon Structure Plan (2001-16) allocation of 14,500 dwellings for the Plymouth PUA (which includes part of the South Hams administrative area).
   2. Looking over a longer period of time, 2001-2026, work undertaken for the emerging RSS suggests that the PUA population could, based on recent trends, grow by at least 29,200 – requiring some 26,500 dwellings. However, assuming that the city’s urban renaissance is successful, with key economic interventions being achieved, the PUA population could grow by as much as 46,600 – requiring up to 34,500 dwellings.

7.4. Working towards the level of growth suggested by MBM will be an iterative process. As the city improves in terms of the quality of living that it offers, services it provides and the job opportunities available, less people will choose to move out in search of a better life. We will retain more of our younger, economically active population, who in turn will help the process of bringing life, vitality and prosperity back to the city. In addition, of the people who choose to move into the area, more will decide to locate within Plymouth because of what it can offer.

7.5. In terms of developing high quality job opportunities to support these levels of growth, the city is commissioning an Economic Strategy, which will complement the MBM Vision by providing a long term vision for realising Plymouth’s economic potential.

7.6. **Preferred Option 5.** To support this level of change by adopting principles for the long term sustainable growth of the Plymouth PUA, based on a
quality agenda, to eventually create a city of over 300,000 people.

**Preferred Option 6.** In recognition of the fact that this aspiration can only realistically be achieved beyond the time period of this plan, the City Council will:

1. **Plan for a population increase to 2016 of up to 20,000 people, making provision for this level of growth in line with the Devon Structure Plan 2001-16. (This equates to the need for 14,500 new dwellings at the PUA, 10,000 of which will be in the city.);**

2. **Start making longer term provision, for the period 2001-26, for a potential population increase of between 29,200 to 46,600. (This would require an additional 26,500 to 34,500 dwellings at the PUA.)**

3. **Promote an overall planned pattern of development and constraint that works towards the aims of sustainable development by locating development so as to minimise energy consumption, the need to travel, the use of greenfield sites and avoid harming features of acknowledged importance, but will be readily accessible by foot, cycle and public transport so that it reduces the length and number of trips by car.**

4. **Use a Plan, Monitor and Manage approach to respond to changes in these anticipated levels of growth.**

8. **Delivering the Quality City.**

8.1. Good urban design, architecture and landscape design are key elements to achieving sustainable development. Creating vitality, a definable ‘sense of place’ that recognises historical and cultural significances, together with local distinctiveness are essential to our quality of life. Good design is also key to creating safe environments and reducing crime, fear of crime and antisocial behaviour. The policies and proposals of this LDF are about designing places with people very much in mind - creating a city where people want to live.

8.2. A responsive design-led approach to development is therefore needed. The aim must be to ensure that all development takes proper care to respond to its surroundings, including existing buildings and public realm, as well as ensuring an integrated scheme that does not harm local amenity, but rather brings benefit to the area. Places need to be created where people can identify with their surroundings and have a sense of belonging. The approach also needs to explain how good design can adhere to sustainable principles.

8.3. In the case of residential development, allowance must be made to increase density, extend the range of housing choice, promote mixed use, create a network of streets that is easy to understand and to move around in, and design out crime - designing in community safety.
8.4. At the broad strategic level, the City Council considers that the LDF should:

1. Promote development that contributes positively in defining and shaping Plymouth’s image, role, character and form on a neighbourhood, city wide and regional level;
2. Create a city of sustainable neighbourhoods and communities;
3. Promote safe and secure, attractive buildings, streets and spaces;
4. Create a vibrant, high quality and mixed use City Centre;
5. Recognise the importance of sites, areas, buildings and landmarks of archaeological, historic, cultural and/or architectural interest and their settings.
6. Ensure that development seeks to minimise its impact on the environment in terms of energy and water use, materials and waste, as well as recycling of materials and sourcing materials locally.

8.5. Preferred Option 7. To deliver these strategic design objectives by including an overall Design Policy which draws together design themes, providing principles to ensure that ALL new development is of the highest quality design that promotes the most sustainable form of development.

This should include:
- character, recognising local contexts and historic values, safeguarding, understanding and promoting the historic environment (from historic buildings to strategic views), supporting the concept of creating sustainable linked communities, creating a sense of place, making full use of the site’s potential, permeability, legibility, compatibility with location, development mix, public realm, landscaping, creating safe environments that focus on the people who use them, as well as safeguarding the environment and primary resources.

8.6. An essential feature of this process is the need for transparency. This would be helped by a requirement that all major planning applications must be accompanied by a Design Statement – providing a site analysis, describing how the design has evolved and how it responds to the context of its surroundings, as well as connects to surrounding areas. The level of detail to be provided would vary according to the scale and complexity of the application, but it would form an important part of the public debate for major applications.

8.7. Preferred Option 8. To include a supporting policy which requires all planning applications for major development proposals to be accompanied by a design statement.

For particularly large scale developments or Area Action Plans, the City Council will also work with developers to prepare design codes in accordance with CABE best practice.
Core Strategy Diagram 1.

1. Multi-modal interchange
2. Citywide parks
3. Strategic greenscape network
4. Main roads
5. Strategic public transport infrastructure improvements
6. Rail network
7. Frameworks for area action
8. Areas for priority action
9. Potential direction and areas for future growth (post 2016)
10. Physical / visual links with surrounding areas
11. Ferry Port
12. Commercial Port
13. Rail Freight
14. Existing cycle network
15. Gaps in cycle network
16. Waterway / ferry links
17. Urban fringe
18. Heliport sites
19. Promote water transport links

- Plymouth PUA Total Dwelling Provision
  - Plymouth Urban Capacity
    - Commitments 2001-03: 2,181
    - Urban Potential: 6,325
    - Urban Capacity: 4,188
  - Plymouth additional sites
    - Waterfront Regeneration Areas: 2,000
    - Northern Corridor: 3,000
    - Eastern Corridor: 2,800
    - Rest of the City: 3,000

- Plymouth City Totals 2016:
  - Potential sites in S Hams: 11,764
  - Sherford new community: 4,500
  - Plymouth PUA Totals: 16,264

- Strategic Employment Provision:
  - 40 hectares at Plymouth International Medical and Technology Park

- Dwelling Provision Estimates
  - Eastern Corridor
    - Housing Stock at 2001: 12,689
    - Housing Potential: 3,774
    - Total Identified Sites: 3,969
  - Northern Corridor
    - Housing Stock at 2001: 6,529
    - Housing Potential: 40
    - Total Identified Sites: 3,314
  - South Hams
    - Housing Stock at 2001: 12,689
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  - Plymouth PUA Total: 16,264
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9. Housing Provision

9.1. A basic requirement is that there should be sufficient homes provided at a price that people can afford and that the quality and characteristics of the home are suitable to the needs of the people living in them. The City Council considers that a decent and safe home is a basic need and a key determinant of good health.

9.2. In terms of meeting the likely levels of demand for new homes to 2016, it is estimated, based on Plymouth’s Urban Capacity Study, that the city could accommodate between 10,800 to 13,300 new dwellings over the period 2001 – 2016. In accommodating the 10,000 new homes required by the Devon Structure Plan, it is considered to be a high risk strategy to rely on achieving the upper end of this Urban Capacity range by 2016. However it would not be unreasonable to expect the full extent of this housing potential to be achieved in the longer term.

9.3. A large percentage of Plymouth’s housing sites are within the key regeneration areas which are within or close to the City Centre. By the nature of these sites they are more suited to high density development normally in the form of flats or apartments. The need to ensure that overall housing demand and housing needs are met with an appropriate range, mix & type of housing provision, means that the city’s housing provision in its regeneration areas needs to be complemented by the different type of housing provision (such as family housing) that can be more appropriately made at the Sherford New Community, in South Hams, particularly during the period 2001-16.

9.4. In looking to the longer term beyond 2016, Plymouth’s Urban Capacity Study indicates a further potential for between 1,900 to 2,300 new dwellings over the period 2016-26. However, in preparing this LDF, a number of new opportunities are coming forward. Within the context of supporting community aspirations in these areas, this could provide up to 14,000 additional homes in the very long term. Therefore, the potential long term growth of the city to 2026, could largely be accommodated within the Plymouth PUA, without the need for further major strategic extensions into the countryside.

9.5. At the broad strategic level, the City Council considers that the key LDF objective of - ensuring that all Plymouth residents have access to a decent and safe home within a quality living environment - can be achieved by:-

1. Prioritising locations for development that will best contribute to building sustainable, linked, mixed-use and balanced communities - supporting the city’s regeneration.

2. Prioritising the use of previously developed land, vacant or underused buildings (including homes over shops), and promoting the highest density of development compatible with the creation of an attractive living environment.

3. Ensuring an appropriate range, mix, type and tenure of housing, which meets affordable and special housing needs, and provides for appropriate levels of amenity.

4. Using a Plan, Monitor and Manage approach to ensure an adequate and appropriate supply of housing.
9.6. **Progress towards achieving this objective, will be measured against the following targets:**

1. Provision of 10,000 homes in Plymouth 2001-2016.
2. 25% of new housing will be affordable.
3. At least 80% of new homes to be provided on Previously Developed Land.
4. At least 20% of new housing development to be lifetime homes standards.
5. At least 30 dwellings/hectare as the average net density of housing development.

9.7. **Preferred Option 9.** To define the amount of housing to be provided through a Housing Sites Allocation Policy, which confirms that the Local Development Framework will deliver sufficient housing sites to meet Structure Plan Housing requirements for the city, up to 2016, of 10,000 new dwellings. Additional development over and above this will be acceptable providing that it delivers a quality environment which meets the criteria of delivering urban regeneration, and building sustainable neighbourhoods.

**Preferred Option 10.** To accommodate this level of housing provision through a Housing Location Policy, which supports the principles of sustainable development by:

1. **Promoting the re-use of brownfield sites within the city, setting a target for some 80% of the city’s housing provision to be delivered on previously developed land.**

2. **Allowing for development of a green field site only where it can be demonstrated that this will bring forward additional community benefits, contribute to building sustainable linked neighbourhoods, and is acceptable in terms of its impact on the city’s greenscape resource.**

3. **Supporting development in locations which ensures an appropriate range/mix of housing type, size and tenure to meet the local housing needs of Plymouth residents - in a way that supports the rebuilding of sustainable linked communities throughout the city.**

**Affordable Housing**

9.8. Although Plymouth’s average house prices compare favourably with surrounding rural districts, housing affordability is becoming a concern in Plymouth, making it difficult for young people or for people on low incomes to afford a house that adequately meets their needs. The City’s Housing Needs Study has identified the need to provide new affordable housing as well as to improve the condition of some of Plymouth’s existing housing stock, in order to meet peoples housing requirements.
9.9. In order to identify Plymouth’s affordable housing requirement the City Council and South Hams District Council jointly commissioned a Housing Needs Study which was last updated in 2003. This study identified a total annual affordable housing demand for the city of 332 dwellings a year. This equates to approximately 40% of the total annual housing requirement. In the region of 230 of these could be delivered through Housing Association activity and other initiatives leaving 100 dwellings to be delivered through the planning system. Within this context this means that an appropriate target for affordable dwellings is 25%.

9.10. The Government require that affordability levels are defined by the relationship between local property prices and income levels. Based on the latest data the cost of an average house was 5.4 times the average income, which is well above mortgage borrowing limits. The affordable housing policy will require regular monitoring and updating to reflect the changing relationships between wages and house prices.

9.11. At the moment there is not an issue in Plymouth with provision of Key Worker accommodation. Such Key Workers have earning potential at or above that for most of the city’s resident workers, and are either able to buy within the open market, or are eligible to qualify for affordable housing.

9.12. Affordable housing requirements will not be seen as being satisfied by providing small or poor quality accommodation. A full range of property sizes and types are needed to satisfy the affordable housing needs of the city.

9.13. **Preferred Option 11.** To provide for affordable housing through a policy which confirms that the provision of affordable housing, to meet the needs identified in housing needs surveys, will be given a high priority on all qualifying sites.

On qualifying sites, of 15 dwellings or more, 25% affordable housing will be required to be provided as provision on site. Off site provision or commuted payments may be acceptable as an exception, providing that there is good justification.

Tenure will be negotiated on a site by site basis to reflect the nature of the development, and local needs, whilst affordable property size and type will be expected to reflect that of the development as a whole. Affordable housing units will be integrated in, and indistinguishable from, other development on the site. It should be assumed that affordable housing will be required to be provided without subsidy.

**Housing Density**

9.14. Development land is a scarce resource that is being put under further pressure by the increasing demand for new homes. In order to optimise the use of available sites, and reduce the pressure on greenfield sites, the Government has set minimum density targets of between 30 and 50 dwellings per hectare.
9.15. The city has historically seen development at or around these levels, depending upon the location and nature of the sites. City Centre or urban sites can achieve quality development with densities significantly above the upper target level, as such sites would normally consist of flats and apartments. However family homes with gardens can still be achieved on sites with net densities within the target thresholds.

9.16. Higher density development is not necessarily synonymous with poor development, and the requirement for quality will not be sacrificed in the pursuit of higher densities.

9.17. In order to further its aims of urban regeneration, as well as the protection of greenfield sites, the city will aim to achieve the optimum density of development that is compatible with quality urban design and amenity of existing and future occupiers.

9.18. **Preferred Option 12.** To ensure appropriate housing density and design through a policy which encourages sites to be developed at the highest density that is compatible with the creation of an attractive living environment.

This would normally be within the range of 30-50 dwellings/hectare. The City Council will seek higher densities in and around the City Centre and other areas with good transport links. There may be justification for lower densities where environmental / historic environmental issues dictate.

A high standard of design of buildings, streets and spaces will be required of all development.

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**Provision for Gypsies and Travellers**

9.19. There have been problems historically in trying to meet the needs of gypsies and travellers within the city. A site has been provided on the Ride to meet the needs of Plymouth’s resident gypsies. However there is a continuing need to find additional transit sites for gypsies and travellers. Proposed changes to legislation (Planning for gypsies and travellers sites- Consultation paper) make it clear that there will be a need to find a site, or sites for gypsies and travellers through the LDF process.

9.20. **Preferred Option 13.** To ensure appropriate provision for gypsies and travellers through a policy which makes every effort to identify specific sites for gypsies and travellers. However, if specific sites can not be located the suitability of sites will be tested against a criteria based policy which would include the need to be sensitive to adjacent land uses, including the viability of business and communities’ quality of life, as well as the need for adequate infrastructure facilities and proximity to public transport.

10.1. Plymouth is the second largest city in the South West region after Bristol, and plays a dominant economic role in its sub-region. It is relatively self-contained with just 22% of its workforce travelling to work from outside the city. It is also a centre for healthcare, cultural and leisure facilities; business, financial and City Centre retail services; media activities; rail, air and sea transport. Despite the increasing diversification of its economy, away from its historic dependence on defence and manufacturing, it has yet to achieve its full economic potential.

10.2. Plymouth and its surrounding areas have many competitive advantages on which to base future economic growth - its outstanding environment, quality of life and setting; its heritage, sports facilities and venues; its workforce, educational establishments (including the University) and existing expertise; its availability of employment land. There are, however, also significant disadvantages, some of which, such as image and the quality of the built environment, can be addressed over time - while others, such as peripherality, are more difficult to mitigate and require concerted action from a range of strategic partners.

10.3. The Devon Structure Plan has established a target for employment land provision of 160 hectares in the Plymouth Urban Area, of which 80 hectares will be in Plymouth. Of this, 40 hectares is to be provided at Plymouth International Medical and Technology Park, which is identified as a strategic employment site - to be safeguarded for major investment proposals which meet strategic and / or specialist needs.

10.4. The Plymouth Employment Land Use Study (ELUS) indicates that current employment land supply is skewed towards the needs of large firms, particularly in manufacturing, while the main potential for future growth is likely to be from micro, small and medium sized enterprises, often in service and knowledge-based industries. This mismatch between supply and demand means that some larger employment sites are difficult to fill. The Structure Plan target therefore needs to be interpreted in a flexible way, to recognise the current reality and potential of the Plymouth economy.

10.5. There is also a need to focus more on the development of economic activities that benefit from Plymouth’s competitive strengths, (based on knowledge, learning, creativity and innovation) where all residents can share in the city’s prosperity. Plymouth’s City Growth Strategy has identified six priority economic sectors for growth:

1. Advanced Engineering.
3. Creative Industries.
5. Medical and Healthcare.
6. Tourism and Leisure.

Information Communications Technology is also a potential growth sector; and the absence of a clear office sector within the City Centre constrains the growth of white collar employment.
10.6. An employment land review is currently being commissioned by the City Council to identify specific planning policy measures and site allocations necessary to enable these sectors, (as part of a wider economic strategy), to thrive in the City. This will update ELUS. It will result in new allocations, but also, potentially, a relaxation in policy for some existing employment sites. The aim is to achieve a better fit with the way in which the Plymouth economy might grow in the future.

10.7. As part of the policy of promoting sustainable linked communities the City Council will seek to ensure that all communities have a range of employment opportunities within them. The City Council will resist proposals which lead to the creation of mono use communities.

10.8. At the broad strategic level, the City Council considers that the LDF objective of utilising employment land and premises effectively and efficiently in order to promote sustainable economic growth, can be achieved by: -

1. Supporting a prosperous economy by ensuring that there is a sufficient and appropriate range, mix and quality of employment land and premises to meet the needs of modern industry and business at strategic locations that reduce the need to travel, and that contribute to the city’s regeneration.
2. Taking a more flexible approach to employment land allocation so that employment land and premises that are no longer viable and surplus to requirements can be released for mixed use development incorporating compatible employment uses – supporting the concept of building sustainable linked communities.
3. Taking a stronger approach to safeguarding strategic employment sites, and sites for priority economic sectors that have specific locational requirements, including the marine sector, SMEs and business start-ups.

10.9. Progress towards achieving this objective, will be measured against the following targets:-

1. Provision of 80 hectares of employment land within the city by 2016.
2. A net increase in the number of employees within the six targeted sectors in the City Growth Strategy by 600 per annum and the number of businesses by 40 per annum.

10.10. Preferred Option 14. To support a step change in the performance of Plymouth’s economy through policies and proposals that seek to:

1. Identify a range of employment sites and premises that will provide for 80 hectares of employment land in Plymouth by 2016. This will accommodate both traditional employment uses (B1,B2,B8), as well as other priority economic growth sectors. A small number of new, high quality inward investment sites, will be identified, to attract major employment uses (e.g. relocation of Civil Service departments).
2. The strategic employment opportunities at Plymouth International Medical and Technology Park and Tamar Science Park will be safeguarded, including opportunities for extensions and improved linkages between these sites and Derriford Hospital.
3. Support existing businesses by safeguarding existing employment sites and premises that meet the needs of modern industry and business – contributing to Plymouth’s economic growth aspirations. This will include safeguarding marine employment sites as one of the priority economic growth sectors.

4. Support the development of business clusters.

5. Provide for a new City Centre office quarter, focused on the Millbay area.

6. Support the future expansion or redevelopment of military establishments for operational purposes.

7. Safeguard existing employment sites in residential areas where they are compatible with residential amenity and contribute to the sustainability and vitality of the neighbourhood in which they are located. This will include identifying sites and premises for community businesses and co-operatives to support urban regeneration.

Preferred Option 15. To control the release of employment land through a policy that specifies conditions and criteria for determining whether an employment site is unviable and surplus to requirements. Where sites are no longer suitable for traditional employment use, mixed use redevelopment, including new kinds of employment uses (e.g. provision for micro-businesses; managed community workshops; live-work units), would be the norm – supporting the building of sustainable linked communities.
11. Shopping.

11.1. The vitality of the City Centre is essential to Plymouth’s prosperity. Central to its commercial health is the quality and scale of its retail offer, and this needs to be in the context of a high quality environment with a vibrant mix of activity. If people are not attracted to the City Centre then footfall declines, sales fall and profits vanish. To deliver this we need to regard the centre as a special form of neighbourhood, only with a different mix and situation. Its about making the City Centre a real downtown, offering residents and visitors 24-hour life, with restaurants, pubs, specialised shops, a choice of entertainment and culture. It should have quiet areas but enough activity at all times to make it feel safe. Through such an approach we can return vitality to the centre, strengthening its role as a regional shopping destination. Alongside this we need to support the role of district and local centres for meeting everyday shopping needs at the heart of the communities they serve.

11.2. The City Council commissioned a Local Shopping Needs Study (2004) to review the city’s current provision of retailing, to identify gaps in provision, and to forecast future retail capacity. This study identifies the need for additional retail space in the LDF plan period, and indicates where new retail opportunities are most needed. It forecasts that the city should seek, by 2016, to provide for a net increase of:

1. 11,850 sq m for convenience goods with 2,500 sq m in the City Centre and 9,350 sq m outside the City Centre.
2. 87,850 sq m of comparison goods within the City Centre (of which 30,000 sq m will be at Drake Circus).
3. 18,000 sq m of non City Centre retail warehouses.

It highlights the need for a co-ordinated approach to planning for the city’s retail provision, to ensure that local and district centres are economically viable.

11.3. Plymouth acts as a regional shopping destination for much of Devon and Cornwall, as well as serving the retail needs of the city’s population. The City Centre supports a wide range of shops, and its retail role will be strengthened by the new shopping centre at Drake Circus. Nevertheless, in order to remain one of the South West’s premier shopping destinations, new investment is needed in order to broaden consumer choice and to create a competitive, more vibrant and ‘urban’ City Centre.

11.4. The city has a number of district and local shopping centres. These are important to enable people to meet their daily needs locally without having to travel to the City Centre. However, some of these centres are outdated, or are not located in the most accessible places. In addition, some neighbourhoods have been allowed to develop without local shops.

11.5. The Local Shopping Needs Study identifies eleven areas of the city that are deficient in retail provision. These are: Devonport, Weston Mill, Barne Barton and St. Budeaux, Whitleigh Green, Southway, Derriford, Egguckland, Efford and Lipson and Plymstock.
Where appropriate, existing centres will be the focus of new retail provision. In some circumstances, however, this may not be appropriate due to locational constraints, or problems in accessing centres by sustainable transport modes. In these cases, it may be appropriate to bring forward new retail sites and local centres, which will address the imbalance in provision and at the same time contribute to creating sustainable communities.

11.6. Some large, specialist retail outlet stores selling bulky goods such as DIY, electrical, carpet or furniture stores have special requirements in terms of retail space and parking provision, that may make it inappropriate for them to be located within the City Centre or in district/local centres. In these cases, edge of centre sites may be more appropriate, subject to the sequential test. These sites must be accessible by sustainable transport modes.

11.7. At the broad strategic level, the City Council considers that the LDF objective of enhancing the vitality, viability and accessibility of the City Centre by encouraging a vibrant mix of uses, while strengthening the City Centre’s role as a regional shopping destination, can be achieved by: -
1. Providing for a full range of shopping facilities which meet the needs of the entire community.
2. Maintaining and enhancing the City Centre’s role as a regional shopping destination through encouraging proposals that increase the quality and range of shopping, and that create a comfortable, safe, attractive and accessible shopping environment.
3. Protecting the primary retailing role of the City Centre.

The LDF objective of ensuring that District and Local Centres offer an appropriate scale and variety of retailing to meet the everyday needs of people at the local level, can be achieved by: -
4. Remedying identified deficiencies in retail provision in parts of Plymouth.
5. Strengthening district and local centres by encouraging a range of facilities and uses, consistent with the scale and function of the centre, to meet people’s day-to-day needs, while preserving the predominance of A1 use classes within the balance of uses.

11.8. Progress towards achieving these objectives, will be measured against the following targets:-
1. To achieve an increase in retail capacity for convenience goods of at least 11,850 sq m by 2016, of which 2,500 sq m will be in the City Centre, with the remainder to be provided in district and local centres.
2. To achieve an increase in retail capacity for comparison goods in the City Centre of at least 87,850 sq m by 2016, of which 30,000 sq m net will be at Drake Circus.
3. To achieve an increase in retail warehousing provision of 18,000 sq m by 2016.

11.9. Preferred Option 16. To enhance consumer choice and strengthen the vitality, viability and accessibility of the City Centre and district / local centres by supporting new retail development which:-
1. **Meets a proven need.**

2. **Uses the sequential test to direct development to appropriate sites.**

3. **Is appropriate in scale and function to its location.**

**Preferred Option 17.** A policy on City Centre retailing which states that new retail development within the City Centre must increase the quality and range of shopping, help to create a comfortable, safe and attractive and accessible shopping environment, and make a positive contribution to the character of the City Centre.

**Preferred Option 18.** A policy to protect the primary retailing role of the City Centre, by preserving the predominance of A1 use classes within the balance of uses, particularly within primary and core shopping frontages.

**Preferred Option 19.** A policy on District and Local Centres which states that a range of facilities and uses will be encouraged, consistent with the scale and function of the centre, to meet people’s day-to-day needs, while preserving the predominance of A1 use classes within the balance of uses. New centres will be created at Devonport, Millbay, Derriford, Plymstock Quarry and Weston Mill in order to better serve communities where current provision is inadequate, in support of the City Council’s strategy for creating sustainable, linked communities.

12. **Culture and evening / night economy**

12.1. Plymouth will have a rich cultural sector and a diverse, vibrant and socially inclusive evening economy for people of all ages and interests to enjoy.

12.2. A strong cultural sector is key to the creation of a successful, vibrant city. Theatres, leisure facilities, entertainment establishments, the arts and heritage, all add to an area’s vitality and interest, and help to create a place where people want to live.

12.3. The evening economy is a particular facet of the cultural sector which poses both a major opportunity and a challenge. It generates jobs and has the potential to add vitality to the city. However, it can also lead to crime and community safety problems, particularly in the case of nightclubs and large drinking establishments. Also associated premises – such as late night takeaways in close proximity attract this clientele and causes further crimes as well as nuisance such as noise and litter.

12.4. The city needs to achieve a better balance in terms of the range of evening and late night activities and their distribution throughout the city. In some parts of the City there are concentrations of pubs, bars and nightclubs - in particular along Union Street, around Warner Village / Barbican and North Hill / Mutley. Concentrations in these areas have led to problems of excessive noise, litter and anti-social behaviour.
12.5. Other parts of the city, and particularly the City Centre, suffer from a lack of activity in the evenings and at weekends. The city’s waterfront regeneration areas at Sutton Harbour and Millbay offer opportunities for mixed use developments including socially inclusive evening /late night uses such as cafes, restaurants and bars.

12.6. The City Council considers that the LDF objective of enabling Plymouth to become a vibrant waterfront city with a diverse, balanced and socially inclusive cultural sector and evening /night economy can be achieved by:

1. Policies which support new investment in the cultural sector and safeguard existing cultural facilities.
2. A sequential approach to the provision of commercial leisure, based on prioritisation of provision where regeneration and sustainable development will be supported.
3. Applying planning controls sensitively in order to encourage evening and night time uses in locations where they will add value to the City’s vitality and support the city’s regeneration.
4. Containing and controlling new uses, in particular new drinking establishments and night clubs, where they could cause significant problems or add to existing problems.
5. Encouraging cultural uses including restaurants and café bars within the City Centre and at tourist and leisure focus locations, such as Sutton Harbour and Millbay Waterfront (including as part of the proposed Boulevard), as part of a balanced mix of uses in these locations.

12.7. Preferred Option 20. To promote a balanced and socially inclusive cultural sector and evening / late night economy through planning policies which encourage and safeguard uses that contribute to a vibrant city, and control those which create significant problems of community safety, litter and disturbance.

Preferred Option 21. The City Council will apply planning controls sensitively in order to encourage cultural uses including restaurants, café bars and leisure within the City Centre and at tourist and leisure focus locations, such as Sutton Harbour and Millbay waterfront (including as part of the proposed Boulevard). Constraint should however should be exerted in relation to new drinking establishments and night clubs.

Preferred Option 22. In relation to areas of the City where concentrations of drinking establishments and night club uses cause existing problems, there should be a strong presumption against further consents for such uses. Rather, encouragement will be given to introducing other uses into these areas, such as offices and more suitable evening uses (e.g. restaurants, café bars & leisure uses).
13. Education and skills

13.1. Our aim is to support the provision of high quality education and training provision to enable everyone to share in Plymouth’s growing prosperity.

13.2. Plymouth’s Local Education Authority (LEA) inherited a significant amount of surplus school capacity at Local Government reorganisation in April 1998. In addition, falling birth rates have led to smaller school rolls, especially at primary school level. As a result there is a need to review and, where necessary, rationalise school provision. At the same time, there is an opportunity to invest in building new schools to meet modern educational needs and improve levels of educational attainment, especially in priority neighbourhoods of the city. There are also opportunities to provide for wider community use of school facilities.

13.3. In order to raise educational attainment and adjust school provision to changing needs, Plymouth LEA has produced a School Implementation Plan 2005 – 15. This sets out a number of proposals for improving overall educational provision in Plymouth, removing surplus capacity, and extending the role of schools to serve the wider community in better ways.

13.4. Under the PFI scheme, six new primary schools will be built by 2008, replacing eight existing schools. These are: Barne Barton Primary; Chaucer Primary; Ernesettle Primary (amalgamating Ernesettle Infants and Juniors); Montpelier Primary (amalgamating Montpelier Infants and Juniors); Plym View Primary; West Park Primary; Whitleigh Campus (a federation of Whitleigh Primary, Woodlands Special and Sir John Hunt Community College).

13.5. Where school sites become redundant, they should be redeveloped in a way that supports the creation of sustainable, linked communities.

13.6. Plymouth has a high quality further and higher education sector which makes a substantial contribution to the city’s economy and its future prosperity. This includes, for example, Plymouth University, College of St. Mark & St. John, Plymouth Art College, Peninsula Medical School and the College of Further Education. The City Council wishes to enable these establishments to continue to deliver their excellent education and research services. It will also encourage these institutions to develop stronger links with their neighbouring communities.

13.7. In addition, the City Council supports investment in training facilities, through the Constructive Plymouth initiative. It will seek to increase capacity in the critical construction industry sector and secure new opportunities for the city’s unemployed.

13.8. To enable the whole of the population to participate in Plymouth’s future prosperity, facilities need to be constructed or improved to provide education and training for people of all ages. A trained and locally resident workforce will provide a good-quality pool of labour for existing business, new enterprises and inward investors.
13.9. At the broad strategic level, the City Council considers that the LDF objective of supporting improvements in education and training provision to enable everyone to share in Plymouth’s growing prosperity can be achieved by:

1. Working with Plymouth LEA to implement the School Organisation Plan 2005-15 by identifying suitable sites that are accessible so that new schools can play their part in creating sustainable communities.
2. Supporting the extended role of schools in the community to enable wider community use of school facilities.
3. Working with the Learning and Skills Council, providers of further and higher education, employers and neighbourhood renewal partnerships to identify sites and premises for new or expanded provision for further/higher education, training and lifelong learning.

13.10. Preferred Option 23. To support the modernisation of education and training infrastructure in the City by:

1. Supporting future growth of further and higher education in the city, in a manner that also supports the City Council’s sustainable linked communities agenda.
2. Identifying suitable sites for new schools and new training initiatives.
3. Ensuring that, where new schools are proposed, they are well designed, well related to neighbourhood services / amenities and easily accessible.
4. Re-using redundant school sites to support regeneration priorities and the creation of sustainable, linked communities.
5. Ensuring that new developments contribute appropriately to meeting education needs generated by the proposal.
6. Promoting local training provision in construction projects as part of the Constructive Plymouth initiative.

14.1. The city’s communication links are vital to its economic prosperity and social well-being. In the past Plymouth’s perceived remoteness from Europe’s core has been felt to be a constraint to economic growth. This peripherality can be mitigated through investment in faster connections to London and the continent. The task of the LDF is to facilitate these improvements - with a particular emphasis on those that provide the most sustainable solutions.

14.2. The main elements of the strategic communication network, linking Plymouth to the rest if the South West Region, the wider UK, and Europe, include:
1. The A38 Devon Expressway and the main rail links.
2. Plymouth Airport and commercial port.
3. The information technology and telecommunications networks.
Support for their continual improvement is vital to the city’s future prosperity.

14.3. It is also important, both socially and economically, to improve the city’s links with its surrounding hinterland. Significant numbers travel into Plymouth from the surrounding towns for work, shopping, entertainment, healthcare and education. The city is working with its neighbouring authorities to provide integrated infrastructure, including:
1. Providing new Park & Ride Interchanges in Caradon and the South Hams – providing links to key employment and commercial destinations.
2. Developing and extending the local rail links into the city.
3. Extending the city’s High Quality Public Transport network to nearby towns.

14.4. At the broad strategic level, the City Council considers that the LDF must:-
1. Support new investment in strategic public transport infrastructure, including bus, coach, rail, sea and air transport.
2. Safeguard land with the potential for the promotion of rail freight.
3. Safeguard the existing port and waterfront land for development that supports the competitiveness of the Port of Plymouth and the city’s marine sector.
4. Support the improvement of Plymouth airport to secure and develop its contribution to Plymouth’s economy - and that of the sub-region.
5. Support, in principle, the development of infrastructure for telecommunications & information technology - but in the context of a co-ordinated approach to provision that takes account of the impact on the environment & public health.

14.5. Progress towards achieving these objectives, will be measured against the following targets:-
1. Increasing the % of freight carried by rail (to 10% by 2010) and by water.
2. Increasing passenger numbers using Plymouth Airport to 150,000 per annum by 2016.

14.6. Preferred Option 24. To deliver these strategic communication network objectives through a Policy which:
1. Promotes the upgrading of the connectivity of Plymouth to the rest of the South West, the wider UK, Europe and beyond, by road, rail, water and air transport.
2. Supports the introduction of the latest electronic and telecommunications technology.
15. Transport in the Urban Area.

15.1. To improve our quality of life we need to improve transport connections in a way that promotes accessibility - but which is also sensitive to our unique environment. Living more sustainably includes reducing car dependence - enabling us to make more journeys on foot, by cycling or by public transport.

15.2. The key objectives of spatial planning – building sustainable linked communities, developing prosperous economies, safeguarding the environment and eliminating social disadvantage – correlate well with the Government’s national transport objectives of accessibility for all, reduced congestion, reduced air pollution and improved road safety. Integrating these two sets of principles is the task of this LDF.

15.3. While we all need to travel, it is also important that travel demand is managed to minimise its adverse impacts. Our growing dependence on the car has led to increased pollution, noise and congestion - as well as to the social isolation of individuals who do not have access to a car. Many people could be persuaded to use their car less often if other options were sufficiently attractive.

15.4. Part of the answer to these issues lies in reducing the distances we travel - by consolidating development within a compact urban form close to transport interchanges. Alongside this, we need to evolve an integrated transport network that improves accessibility, is sensitive to the different aspects of city life that it serves and creates a clear hierarchy of modes, based upon the most sustainable options.

15.5. At the city level, we need to create a permeable grid that allows easy and efficient movement between our neighbourhoods and the rest of the city, (including the SW Coastal Path and the National Cycle Network) - as well as providing a clear structure of accessible routes within those neighbourhoods.

15.6. Vehicular routes must be planned to coincide with - and not to overwhelm - the network of public streets and places. It is this framework that will determine the quality of our transport systems – and, in turn, the quality of our environmental and public health.

15.7. At the strategic level, the key LDF objectives should therefore be to :-

1. **Reduce the need to travel**, by creating a compact urban form, as well as ensuring that development takes place in locations which are accessible by a range of transport modes.

2. **Encourage a modal shift away from private cars**, promoting more sustainable and healthy modes of travel – by making them more integrated, accessible, and attractive.

3. **Use the existing infrastructure efficiently**, applying policies to ensure developments include measures to address the adverse impacts of traffic, as well as contribute to meeting the travel demands that they generate in a sustainable way.

15.8. **Progress towards achieving these objectives, will be measured against the following targets to:-**
1. Reduce the number of fatalities and serious injuries due to road accidents by 60% by 2010 – including an 80% reduction in the number of child fatalities / serious injuries and a 20% reduction in minor casualties.
2. Increase public transport usage by 1.5% per annum throughout the period of the LDF (subject to review in 2006).
3. Ensure that all new development is located within 200m of a bus stop.
4. Ensure that all designated High Quality Public Transport routes are safeguarded.
5. Designate land for two additional interchanges (incorporating Park & Ride facilities) to the east of the city.

15.9. **Preferred Option 25.** To deliver these transport objectives through a Policy which:

1. **Reduces the need to travel and improves accessibility as part of all future spatial design within the city.**
2. **Ensures that sustainable transport provision is woven into the fabric of all development (and not treated as an afterthought).**
3. **Designates and safeguards land to support the progressive creation of a High Quality Public Transport Network - initially based on new-era busways, but with the intention to upgrade as appropriate technology and sustainable funding becomes available. This will start with the routes serving the eastern corridor (incl. Sherford and Langage), then the northern corridor (incl. Derriford Hospital and Plymouth Airport) - but must eventually expand to embrace the whole of the travel-to-work-area. Infrastructure improvements at strategic points on the network will be needed to create the capacity for High Quality Public Transport.**
4. **Creates a series of transport hubs, (with high quality facilities), along each of the routes – and significantly upgrades those (e.g. the coach and railway stations), that already exist.**
5. **Integrates and enhances the whole spectrum of local transport services to feed into - and be complementary with - the High Quality Public Transport Network.**
6. **Introduces appropriate demand-management measures, to reduce car based travel and work alongside the High Quality Public Transport network.**
7. **Safeguards land for providing facilities for, and promoting the benefits of, transferring freight delivery from road to rail or water transport, wherever practical.**
8. **Promotes water transport along Plymouth’s waterfront in support of tourism and transport objectives.**
9. **Supports the progressive introduction of network management technology, to maximise existing & future capacity and investment across all transport modes – and to reduce congestion and delay for the benefit of business and domestic travellers alike.**
10. Establishes priorities (locally, regionally and nationally) for transport infrastructure investment.

11. Applies maximum car parking standards, (within the context of the need to promote the city for economic development, support shopping areas, safeguard residential amenity and ensure highway safety), and minimum cycle parking standards, so as to reduce over-reliance on the car in new developments.

12. Promotes a network of safe walking and cycling routes, (including the SW Coastal Path and National Cycle Network), connecting to transport interchanges, linking communities and recreational areas in the city and beyond.

16. Providing for Sustainable Waste Management

16.1. The LDF will seek to provide for sustainable waste management within the City. This will be achieved through recognising existing waste management obligations and providing adequate flexibility to respond to changing waste management requirements throughout the period to 2016. The LDF will provide a framework so that the City can maximise its contribution to self-sufficiency and the proximity principle. This means that new waste facilities are required and the LDF will allocate strategic sites capable of accommodating a range of potential waste management facilities; and more local sites that can provide opportunities for recycling and composting.

16.2. Depending on levels of waste growth and the success of waste minimisation programmes, by 2016 between 770,000 tonnes and 1,324,000 tonnes of waste will need to be managed, wherever possible, within the City. There is currently limited capacity and therefore a significant requirement for new recycling, composting and other waste recovery infrastructure. Like other parts of England, the City has been reliant on waste disposal through landfilling and the City’s only strategic landfill at Chelson Meadow will close in 2007. With no disposal capacity in place, the only option will be to find alternative disposal capacity, for residual wastes, outside the City until such time that strategic facilities within Plymouth are operational.

16.3. There are different management requirements for each of the key waste streams, often driven by international or national legislation. For municipal waste, recovery (including recycling and composting) targets mean that by 2016 somewhere between 124,000 tonnes and 174,000 tonnes will need to be recovered from the waste stream. This is more than five times greater than existing recovery rates. In addition, recovery rates for industrial and commercial waste mean that between 68,000 tonnes and 115,000 tonnes will need to be recovered. These figures represent a step change from the current low levels of recovery. Together with the need for recycling infrastructure for construction and demolition waste, there is a significant requirement for new facilities and capacity.
16.4. As well as the provision of sites for new infrastructure, the LDF will promote waste minimisation and re-use wherever possible. New developments in particular will incorporate proposals for waste management and resource use both during construction and when the development is operational.

16.5. **Preferred Option 26.** The preferred spatial vision for waste management is as follows:

In 2016 Plymouth will be a city with a socially, environmentally and economically responsible approach to waste management, where everyone can play a role in delivering long term sustainable waste management, which will show a positive trend in waste minimisation, significant increases in recycling, composting and energy recovery and a dramatic decrease in the amount of waste being sent to landfill. Facilities for waste management will be provided in accordance with the proximity principle, enabling Plymouth to be as self-sufficient as possible in terms of managing its waste.

16.6. The LDF will allocate strategic sites capable of accommodating a range of potential waste management facilities; and provide for more local sites with opportunities for recycling and composting.

16.7. **The location of new facilities and waste policies within the Waste Development Plan Document will seek to contribute to the goals of the City’s spatial vision through locating facilities:**

1. Wherever possible on previously developed land;
2. Close to waste arisings thus reducing the need to travel;
3. In areas that are relatively unconstrained by sensitive environmental or cultural designations.

16.8. **Progress towards achieving this objective will be measured against locally developed waste targets which are to be prepared as part of the proposed Waste Management Strategy. National and Regional waste targets will provide the framework for the development of local targets. The following targets are set at the national level:**

1. Recycle or compost at least 30% of household waste by 2010 and 33% by 2015
2. Recover value from 45% of municipal waste by 2010 and 67% by 2015
3. Reduce landfilling of industrial and commercial waste to 85% of the 1998 level by 2005
4. Landfilling of biodegradable municipal waste reduced from 1995 level to 75% by 2010 and to 50% by 2013

16.9. **Preferred Option 27.** To support the sustainable management of the City’s waste through a strategic policy which provides that:

1. **The Local Development Framework will provide sufficient waste sites so that the City can maximise its contribution to sustainable waste management. Larger scale facilities will be located on strategic sites identified within the LDF. Other facilities will be located on local sites capable of accommodating recycling and composting infrastructure.**
2. **There will be a continued requirement to manage a proportion of Plymouth’s waste outside the City.** The City Council will work with neighboring authorities and the South West Regional Assembly to ensure that appropriate waste management solutions are found, consistent with the proximity principle and regional self-sufficiency.

3. **Until new waste infrastructure is in place to dispose of residual wastes, the City will ensure that appropriate waste management solutions are found, consistent with the proximity principle and regional self-sufficiency.**

4. **All new industrial, commercial and residential development will maximise its potential contribution to waste minimisation, re-use and recycling. This will be achieved through promoting waste minimisation and re-use, sustainable resource use during construction and the provision of adequate facilities for recycling within new developments.**

5. **The City Council will promote public awareness of waste issues, promote the view of waste as a resource opportunity and work with the local business community and other public bodies and neighbouring authorities in seeking waste minimisation.**

17. **Minerals**

17.1. The key aims of this strategy will be set out in the North Plymstock Action Area Plan and reflected in South Hams District Council’s Sherford Action Area Plan. Limestone quarrying will be safeguarded, for the foreseeable future, at Hazeldene in both the consented quarry area and an area of potential quarrying to the north of it. The potential area of limestone reserve to the north of Hazeldene must be protected if the existing limestone reserve to the east of Hazeldene Quarry is to be given up to allow for the development of a successful new community at Sherford.

17.2. There is a significant mineral reserve in the form of limestone in the Plymstock area of Plymouth. Limestone is a key feature of the City’s physical geography. A band of limestone runs across the southern part of the City and it is what makes up the Hoe, Cattedown, the former Plymstock Quarry, Moorcroft Quarry and the new quarry at Hazeldene. Limestone quarrying has been a significant feature of the City since its early development. There is evidence of this in the many former quarries which are scattered throughout the southern part of the City and are most notable in the waterfront areas.

17.3. A limestone reserve in the area to the north of Plymstock has been safeguarded by modern planning and it plays an important role in the contribution it makes towards the South West’s minerals apportionment to meet national need for this important resource. Current extraction rates suggest that there is 50+ years of reserves in the consented quarry.
17.4. Minerals are a finite resource and they can only be worked where they exist. Minerals are a vital resource for society, there must be an adequate supply to provide the raw material for building, infrastructure and goods that we need. It is the role of the LDF to ensure that adequate supplies of minerals are provided for and safeguarded in the form of land banks (sites with permission) and provision to meet anticipated need (areas of potential extraction without consent). At the same time the LDF must also consider the development needs of the city and seek a balance between planning for an adequate supply of minerals and sustainable development.

17.5. At the broad strategic level the City Council considers that the key LDF objectives for minerals is to ensure that:
1. Minerals reserves are safeguarded in a manner which supports the sustainable development objectives of the City and sub-region.
2. Adequate supplies of minerals are provided for and safeguarded.
3. To balance impacts of minerals supply and extraction with environmental protection.
4. To balance minerals supply with sustainable development.
5. To reduce the consumption of non-renewable mineral resources by encouraging reuse and recycling.

17.6. Progress towards achieving these objectives will be measured against the following targets:-
1. Level of contribution towards regional land bank.
2. Change in local environmental indicators.
3. Planning permissions for minerals extraction and new community successfully achieved.
4. Increase in % of aggregates produced from secondary sources.

17.7. Preferred Option 28. To:

1. Continue to safeguard the existing limestone land bank at Hazeldene Quarry.
2. Safeguard sufficient limestone reserve to the north of Hazeldene Quarry to make an adequate future contribution to the South West’s crushed rock reserves.
3. Ensure that current and future quarrying should be planned and operated to support the development of the new community at Sherford.
4. Ensure that the environmental impacts of mineral extraction are properly considered and controlled.
5. Reduce the consumption of non-renewable mineral resources by encouraging reuse and recycling.
18. Environment and Greenspace.

18.1. The challenge we face is integrating environmental protection with the city’s development. We need to ‘recognise the value of clean air, clean land and clean water’. Key issues relate to improving the city’s performance - by reducing resource consumption, and exercising good stewardship of the natural environment. The section on “Delivering the Quality City” considers the built environment. Waste management is also considered in a separate section.

The Environment & Natural Resources:

18.2. Plymouth’s topography has dictated its urban form. We have a legacy of quality green spaces penetrating the city, views out over the stunningly beautiful Plymouth Sound and its estuaries, and a richness of wildlife. A reflection of this is in the number of national and international environmental designations within and adjacent to the city. Not only are these assets cherished by Plymothians, but provide for recreation, support biodiversity and benefit the city’s attractiveness as a location for economic development and tourism. Their protection and enhancement are considered essential.

18.3. The LDF’s task will be to seek to:
1. Protect and enhance those strategic greenspaces and water areas that are an essential part of the city’s visual / recreational amenity or biodiversity. (This will include the conservation of habitats and species.)
2. Ensure that future development enhances the quality of landscapes and waterscapes, as well as contributing to the city’s greenspace network and its biodiversity, particularly where there are deficiencies.
3. Protect important habitats and species, and provide opportunities to enhance biodiversity.
4. Improve access to the countryside and coast, while protecting the urban fringe from unnecessary pressures.

Making the best use of resources /Environmental protection:

18.4. Global warming is with us and we now recognise the importance of conserving non-renewable resources. We need to plan for development that will help slow down the rate of, (but also that is resilient to the effects of), climate change.

18.5. The LDF’s task will be to
1. Reduce consumption of natural and non renewable resources.
2. Reduce pollution to levels that do not damage natural systems.
3. Reduce contributions to, and adapt to, climate change.
4. Reduce use of non renewable energy, and promote renewable energy.
5. Plan in the context of increased flood risk.

18.6. At the Strategic level, the key LDF objectives should therefore be:-
1. To safeguard, enhance, and promote access to Plymouth’s green spaces, and coastal environments, recognising the different contributions they perform.
2. To conserve and enhance biodiversity having particular regard to the maintenance, restoration and re-creation of priority habitats and species.
3. To reduce the consumption of non-renewable sources e.g. water, land, soil, and minerals.
4. To promote renewable energy and address the causes and potential impacts of climate change.
5. To locate development where it will ensure the maximum use of previously developed land and minimise loss of open space within Plymouth, ensuring that where greenspace is to be developed it achieves other objectives of the LDF.
6. To protect people and the environment from unsafe, unhealthy and polluted environments.
7. To manage flood risk in a sustainable manner consistent with other spatial planning objectives.
8. To promote development that contributes positively in defining and shaping Plymouth’s image, role, character and form on a neighbourhood, city wide and regional level.
9. To safeguard sites, areas, buildings and landmarks of archaeological, historic, cultural and/or architectural interest and their settings.

18.7. Progress towards achieving these objectives will be measured against the following targets:
1. To safeguard 100% of strategic green spaces from inappropriate development.
2. To ensure that there is no net loss of biodiversity.

18.8. Preferred Option 29. To deliver these environmental objectives through policies which:
1. Safeguard green spaces which are of strategic and local importance from inappropriate development.
2. Only allow greenspace to be developed where it is justified in support of the preferred spatial strategy.
3. Promote the conservation and enhancement of biodiversity having particular regard to the maintenance, restoration and re-creation of priority habitats and species.
4. Seeks to reduce the consumption of non-renewable resources e.g. water, land, soil, and minerals.
5. Seeks to contribute to renewable energy targets set by the Devon Structure Plan (151MW of electricity production from land based renewable sources by 2010) and the forthcoming Regional Spatial Strategy.
6. Seek to protect people and the environment from unsafe, unhealthy and polluted environments.
7. Provide support for tackling flooding by giving priority to development in areas of minimal flood risk, unless it can be demonstrated that development in a higher risk area can contribute to more sustainable development, as well as ensuring development includes appropriate provision for sustainable surface water runoff management measures.

19. Community Health, Safety, Well being and Social Inclusion

Community health and well being

19.1. Our aim is to make Plymouth a safer and healthier city where the well being of all of its residents is improved by better provision for physical activity and safer streets and public spaces.

19.2. Health, well being and safety are all interrelated. Health is about more than access to medical treatment and services. It is about lifestyle, including routine exercise and fitness for all ages and interests. It is also about living in a safe environment and feeling part of the community.

19.3. The City Council’s Sports Facilities Strategy and the Playing Pitch Strategy identify existing deficiencies in provision and aim to improve the quality and quantity of sports facilities and playing pitches throughout the city, and access to them. Improvements to sports facilities at Central Park will be detailed in the LDF Central Park Area Action Plan.

19.4. In comparison to the rest of the United Kingdom, the health and well being of people who live in the South West is very good. Health in Plymouth is also good overall, but there are significant variations in health levels within the city, with some neighbourhoods experiencing worrying levels of poor health.

19.5. The Vanguard health project aims ot modernise and redesign health services for the area. The project includes plans to modernise and re-build a significant part of Derriford Hospital, including a new Planned Care Centre on Plymouth International Business Park.

19.6. The Plymouth Primary Care Trust’s LIFT initiative (Local Improvement Finance Trust) aims to modernise and improve Plymouth’s primary health care facilities. Mount Gould Hospital will be upgraded into a 60-bed Local Care Centre. Two new Primary Care Centres will be built – one for the East End as part of a new Community Village and one for Ernesettle. Further initiatives will involve providing for new GP premises where current provision is inadequate, for example in areas which will experience significant new housing development during the LDF period.
19.7. **At the broad strategic level, the City Council considers that the LDF objective of safeguarding and improving community health, safety and well being can be achieved by:**

1. *Promoting healthy lifestyles by addressing existing and future deficiencies in provision and aiming to improve the quality and quantity of sports facilities, playing pitches and children's play spaces throughout the city, and access to them.*
2. *Supporting measures to modernise and improve the quality of the city’s health care facilities and addressing existing and future deficiencies in provision.*
3. *Promoting Plymouth as a strategic centre for the promotion of sport, with a particular focus on Central Park, Brickfields, former RNEC Manadon site, as well as the city's marine sport potential.*

19.8. **Preferred Option 30:** To promote healthy lifestyles by addressing existing deficiencies in provision and aiming to improve the quality and quantity of sports facilities, playing pitches and children’s play spaces throughout the city, and access to them. Areas of the city that experience new housing development during the LDF period will require developers to make contributions towards new or improved sports facilities, playing pitches and children’s play spaces. All new facilities should be accessible by sustainable transport modes.

**Preferred Option 31.** To support the implementation of health care infrastructure improvements in the City, including the modernisation of Derriford hospital and the LIFT initiative (Local Improvement Finance Trust) which aims to modernise and improve the city’s primary health care facilities. The City Council will work with the Health Authorities to identify sites and premises for health facilities that are accessible by sustainable transport modes, support the city’s sub-regional role and contribute to strengthening sustainable communities.

**Community Safety**

19.9. The South West has one of the lowest crime rates in England. The rates, however, are significantly worse in Plymouth than in the surrounding rural areas, particularly in some inner city neighbourhoods.

19.10. It is important therefore that the LDF operates as part of a broader strategy in the city to reduce the opportunity for and incidence of crime, and to help reduce the fear of crime. The policies and proposals of this LDF will seek a practical and co-ordinated approach to the problems of safety and security for people and properties.

19.11. The design and layout of the physical environment can help reduce crime, fear of crime and antisocial behaviour. A responsive design-led approach to development is therefore needed. A contributory factor to improving safety is to create and sustain a 'sense of place', where it enables people to identify with their surroundings or locality. This can be achieved through appropriate layout, high quality architecture and landscape design.
Places need to have a sense of belonging, helping to reclaim public places back for society to enjoy. Once it is lost it is difficult to regain control.

19.12. Designing out crime and designing in community safety should be a core principle in planning any new development.

19.13. **At the broad strategic level, the City Council considers that the LDF objective of safeguarding and improving community safety can be achieved by improving the quality of urban design in new development in order to reduce crime and fear of crime.**

19.14. **Progress towards achieving these objectives will be measured against the following target:**

1. To reduce the % of Plymouth’s residents and visitors who feel unsafe outside on the streets by day or night.

19.15. **Preferred Option 32.** To improve the quality of design in new development in order to reduce crime and fear of crime by:

1. Providing places with well defined routes, spaces and entrances that provide for convenient movement without compromising security.

2. Providing adequate natural surveillance (overlooking) of adjacent streets and spaces.

3. Ensuring that all new developments are designed to make crime difficult to commit by increasing the risk of detection.

4. Creating a sense of ownership by providing a clear definition between public and private spaces.

5. Promoting activity that is appropriate to the area, providing convenient access and movement routes.

6. Providing where necessary for well designed security features.

7. Providing places that are designed with management and maintenance in mind, to discourage crime in the present and the future.

**Inclusive Planning**

19.16. Our aim is to meet the diverse needs of all people in the community for access and facilities so that nobody is excluded.

19.17. New development does not necessarily have an equal impact on all members of the community, and can even disadvantage certain groups within the population. For example, wheelchair users and parents or carers of young children with prams have great difficulty using shops that do not have level access or wide enough doors. Parents with dependent children will be excluded from finding employment if convenient child-care facilities are not available. A sustainable community is one where nobody is excluded, whether by disability or any other characteristic, and where everyone can make their own contribution to the life of the community as a whole.
19.18. ‘Inclusive planning’ plans for the needs of all members of the community. We need to plan for people who are less mobile, including older and disabled people. We also need to plan for parents or carers with young children, young people, and for the cultural needs of people of black or minority ethnic origins. This requires a sensitivity and openness in planning policies to the work-life balance of parents or carers with young children; mobility issues, cultural needs, and the needs of young people. It also requires good design that creates accessible and safe streets, buildings and public spaces.

19.19. One initiative to meet the housing needs of older and disabled people is Lifetime Homes. These are designed for people with disabilities but also they are adaptable to meet the changing needs of a family through its lifetime.

19.20. **At the broad strategic level, the City Council considers that the LDF objective of taking account of the needs of all members of the community in the planning and design of new development can be achieved by:**

1. Improving accessibility throughout the city by ensuring that new developments, both buildings, streets and public spaces, are accessible to all users.
2. Improving child-care provision by ensuring that the child care needs of parents or carers with young children are considered in the planning and design of all new development.
3. Ensuring that the needs of all sectors of the community for meeting places and for places of worship are met.

19.21. **Progress towards achieving these objectives will be measured against the following target:**

1. To ensure that at least 20% of new housing development is built to lifetime homes standard.

More effective community involvement in preparing the LDF will enable all members of the community to participate in identifying issues and drawing up policy proposals.

19.22. **Preferred Option 33.** To improve accessibility throughout the city by ensuring that new developments, both buildings, streets and public spaces, are accessible to all users.

**Preferred Option 34.** To improve child-care provision by ensuring that the child care needs of parents or carers with young children are considered in the planning and design of all new development.

**Preferred Option 35.** To require that 20% of all new housing is built to ‘lifetime homes’ standards.

**Preferred Option 36.** To ensure that the needs of all sectors of the community for meeting places and for places of worship are met.
20. Planning Obligations

20.1. New development often creates a need for additional or improved community services and facilities without which the development could have an adverse effect upon amenity, safety, or the environment. Planning obligations are legally binding agreements between a local Authority and a developer / landowner and are the means through which these deficiencies are mitigated.

20.2. Advice on the use of planning obligations is contained within Circular 1/97. A Draft Revised Circular on Planning Obligations has recently been issued for consultation, and it is anticipated that this will supersede the existing advice during 2005. This advises that high level planning obligation policies should be included in LDF documents, with detail being set out in a Supplementary Planning Document. This is consistent with the approach being taken by the City Council.

20.3. Recent guidance in the form of Draft PPS1 (Creating Sustainable Communities) emphasises the need for “positive planning to achieve sustainable development objectives and pro active management of development.” Furthermore, PPG3 Housing contains guidance on the use of planning obligations to deliver affordable housing.

20.4. Planning obligations are time consuming, and costly to put into place, and to administer. It will be preferable in most circumstances to rely on the use of planning conditions to control and guide development. There will be occasions when there is no alternative to the use of planning obligations.

20.5. The wide range of matters -in no particular order of priority- that will be covered by obligations include:-
- Affordable housing.
- Education provision.
- Community facilities.
- Local labour and training initiatives.
- Maintenance payments.
- Highway infrastructure.
- Pedestrian, cycleway, and public transport initiatives.
- Nature conservation and wildlife mitigation measures.
- Public art.
- Public realm provision.
- Recreation provision, including public open space, play and sports provision.

20.6. Consideration has been given to setting out planning obligations in priority order. This approach has been rejected in favour of consideration of matters on a site by site basis reflecting local priorities and individual site circumstances. In developing site specific proposals the City Council will identify priorities to be addressed through conditions and planning obligations.

20.7. There is the presumption that the requirements arising from a planning obligation will be provided on the site in question.

20.8. In exceptional cases, where on site provision is inappropriate or is impractical, a financial contribution to off site provision may be permitted where this can be clearly justified.
20.9. Planning agreements will be drafted by the City Council with the developer being responsible for the costs incurred in preparing the agreement.

20.10. It is important that development costs, including the cost of implementing planning agreements should not prejudice development that supports the City Council’s aspiration to see the regeneration and improvement of the city. If it is claimed that a development is unable to support the costs of a planning obligation (other than those essential to allow the development to proceed) then this could be the subject of negotiations. In such cases, the developer will have to clearly demonstrate nonviability via an “open book” approach. The costs of high quality building, materials, and urban design considerations are universally applicable, and will not be allowed for in negotiations to reduce planning obligations.

20.11. **Preferred Option 37.** To, in the negotiation of planning obligations, seek to ensure that development proposals:

1. *Meet the reasonable cost of new infrastructure made necessary by the proposal, including transport, utilities, education, community facilities, health, leisure and waste management.*

2. *Make a positive contribution to safeguarding or creating sustainable, linked communities.*

3. *Offset the loss of any significant amenity or resource through compensatory provision elsewhere.*

The developer will also be required to pay a financial contribution equal to 10% of the value of the agreement for the City Council’s costs in administering, and monitoring the agreement.
21. **Building Sustainable Linked Neighbourhoods**

21.1. Plymouth needs to become the place where people of all ages and circumstances want to live. In order to be successful, it will have to be well designed, become more compact, well integrated, many centred and support a mixture of different uses. It will need to be well connected, facilitate the interaction of people, prioritise walking, cycling and public transport and be adaptable to change.

21.2. To deliver this, we need to start from the city’s foundations, its neighbourhoods, and build from the bottom up. Whether the city functions efficiently and harmoniously will mainly be determined by the relationships within a neighbourhood, and between neighbourhoods.

21.3. While many of our neighbourhoods already provide attractive living environments with good access to local facilities, there are a number that do not. Without intervention, there is a real danger that over the next 20 years, our city could be further undermined – by a deteriorating physical form, social polarisation, environmental degradation, loss of skills and investment and widespread crime. The very best of the urban experience may be denied to all but a wealthy minority.

21.4. **The City Council considers that the essential elements of a sustainable neighbourhood relate to:**

- **A sufficient number of people to engender a sense of belonging, vitality and safety, as well as support the range of services that people need in their daily lives.** Research shows that the size of a sustainable community is some 2,000 to 3,000 people, several of which would combine together to make a neighbourhood of some 5,000 to 10,000 people, which in turn would come together to support a district of some 25,000 plus. While the Abercrombie Plan for Plymouth was based on the neighbourhood concept, it failed in a number of areas to create this level of critical mass, with resulting consequences for the viability of services. Some of Plymouth’s communities will need to accommodate additional housing development in order to support the services they need. While the issue of providing additional homes in an area needs to be related to the community’s aspirations, it should not be at the expense of the broader social, economic and environmental imperatives.

- **A mix of land uses that works together** providing for activity that avoids dead spaces and times, helping to strengthen social integration and civic life, as well as improving public safety. To achieve this will mean concentrating a range of public facilities and commercial activities in community, neighbourhood and district centres. These centres will need to be mixed working areas with higher density housing. They will need to include the facilities that we all use as part of our daily lives, such as shops, schools and community facilities. The centre of the community will also be the public transport hub, connecting the neighbourhood to the rest of the city. Around the centre will be predominantly residential areas, as well as parks and playing fields. Community safety will be an important feature of their design. This will include structuring different uses so they do not conflict, ensuring public places are overlooked providing high levels of surveillance, promoting access and movement without compromising security.
Provision for people to meet and interact. At its best, the sustainable city operates as a network of interconnected places and spaces that help to bring people together. To do this effectively means putting the pedestrian first and ensuring that walking is the preferred option in accessing different facilities within an area. This does not mean taking an ‘anti-car’ stance. However, it does mean reducing unnecessary car journeys by ensuring many daily needs can be met within walking distance, as well as ensuring that public transport becomes the easiest, quickest and most cost effective way of getting around the city.

Character and sense of place. Many parts of Plymouth are steeped in history, containing important buildings providing character and identity and located within superb natural settings. All these elements need to be respected – they are key assets in reshaping our neighbourhoods, making places where people want to live and will continue to want to live in the future.

21.5. In considering how to apply these aspirations to the city’s neighbourhoods, it is recognised that there can be no single solution. Each neighbourhood has its own particular characteristics and issues to address. Key to this will be community involvement in shaping the way their neighbourhood works. It is also recognised that it will be easier to achieve these aspirations in some places than others. However, where major intervention is impractical, small scale interventions (particularly as development opportunities arise) will mean that suburban areas can be helped to function better as entities in their own right.

21.6. In order to make progress, it is important that each new development opportunity is assessed in terms of how it best contributes to the neighbourhood it will serve, in terms of its location relative to the core of the neighbourhood, as well as the needs of that particular community.

21.7. At the broad strategic level, the City Council considers that the key LDF objective, to help develop sustainable linked communities throughout the city, relates to:-

1. Ensuring a sufficient size, scale and density, and the right layout to support basic amenities in the neighbourhood for people's day to day lives.
2. Ensuring that new development minimises the use of resources (including land).
3. Ensuring each neighbourhood respects and capitalises on its environment.
4. Promoting a thriving mixed use centre for each community.
5. Promoting a well integrated mix of housing types & tenures to support a range of household sizes, ages and incomes.
6. Promoting a fully accessible neighbourhood served by good public transport and other transport infrastructure both within the community, as well as linking it to adjoining communities and the city as a whole.
7. Providing a safe and healthy local environment with well designed public and green spaces.
8. Supporting the provision of good quality local public services, including education and training opportunities, health care and community facilities, especially leisure.
9. Promoting a positive sense of place and identity for each neighbourhood.

21.8. **Preferred Option 38.** To support the development of sustainable linked communities throughout the city through a Strategic Development Policy which states that development proposals will be considered in terms of the extent to which they contribute to achieving the above objectives. In particular:-

1. The contribution it makes to meeting the needs of the neighbourhood it is related to, helping to support a sustainable linked community.

2. The type, form, scale, mix and density of development in relation to its location relative to the neighbourhood’s centre.

3. Whether it respects and capitalises on the local environment, minimising the use of resources.

4. Whether it contributes to promoting a positive sense of place and identity.

5. Whether it contributes to creating a well connected, accessible and safe community.

**Area Visions and Strategies.**

21.9. The City Council has identified nine priority areas within the city because of the opportunities they offer for change, their city wide importance, or their urgent need for regeneration. They are Devonport, Millbay & Stonehouse, the City Centre, the Hoe, Sutton Harbour, East End, Central Park, North Plymstock and the Derriford, Seaton and Southway area.

21.10. In future reviews of this LDF more detailed consideration will be given to other parts of the city as opportunities and issues emerge. Through the Local Development Scheme, the City Council is already committed to a series of studies, working with the communities in the Neighbourhood Renewal Priority Areas, with a view to considering whether a further tranche of AAPs would be appropriate to helping these areas.

21.11. The following brief descriptions, visions statements and summary of the issues to be addressed set the scene for the preparation of AAPs for the following areas.
Sustainable Communities
(Illustration provided by Andrew Wright Associates)

Linked Communities

- City Centre
- District Centres
- Local Centres
- New Centres
22. Devonport.

22.1. Devonport was originally developed as a neighbourhood to serve the Royal Naval Dockyard in the early 18th Century, and its economy has remained heavily dependent on the Dockyard ever since. Recent changes in defence policy, however, have seen substantial job losses in the defence sector which has given rise to unemployment and associated social and environmental problems.

22.2. There have been a number of responses to these problems, with the publication of an Urban Village Framework Plan in 2000, and more recently through grant aid from the New Deal for Communities initiative. These initiatives, together with Devonport Regeneration Company’s (DRC) extensive work with the local community and other partners, has developed a consensus on how this area should change. This work is brought together in the Draft Devonport Development Framework (DDF), which has undergone extensive public consultation.

22.3. Based on these foundations we can now translate community aspirations into the statutory plans through this Core Strategy and the associated Devonport Area Action Plan (AAP). This is important because it provides planning certainty for potential investors to enable development to proceed.

22.4. **Preferred Option 39.** The City Council’s preferred vision for the Devonport AAP is as follows:-

   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 & playing.

22.5. It is considered that the key aims of this vision can be achieved through an integrated approach which seeks to re-establish Devonport as a thriving neighbourhood within Plymouth, supported by compact, mixed use development bringing vitality back to the heart of the community. Investment in housing, employment, health, education, recreation and retail will all contribute to improving the quality of life in this area.
Open spaces enhance sports facilities, public access and enjoyment.

Primarily established residential area - improve and build new housing.

Mount Wise - mixed use

Mixed use regeneration

Retention of Marine Uses.

Mount Wise - mixed use

Existing Conservation Area.

Community focus.

Naval Base visitor centre.

Increase accessibility and enhance Green arc.

Cycle and pedestrian links.

Water transport links.

Proposed extension of conservation Area.

North of Granby Green & Bull Ring - Mount Street/Kerr Street.

Re-routing A374

Key views

Marlborough Street.

Improve connectivity.
23. Millbay and Stonehouse.

23.1. 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 now disused but spectacular Royal William Victualling Yard.

23.2. While the area experienced a cycle of economic decline during the late twentieth century, it includes several important buildings and facilities, including Plymouth Pavilions, one of the city’s most important leisure and entertainment destinations. Millbay is identified in the MBM Vision for Plymouth as a key opportunity within Plymouth’s overall regeneration, given its waterfront location, proximity to the City Centre, and gateway status.

23.3. There have been a number of responses to these issues and opportunities. 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), and subsequent master planning work, which have been subject to comprehensive consultation, now provide a clear vision for Millbay, together with a series of development projects.

23.4. Based on this work we can now start to realise the tremendous potential for regeneration within this area - translating community aspirations into statutory plans through this Core Strategy and the associated Millbay / Stonehouse Area Action Plan (AAP). This is important because it provides planning certainty for potential investors to enable development to proceed.

23.5. **Preferred Option 40.** The City Council’s preferred vision for the Millbay / Stonehouse AAP is as follows:-

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.

23.6. It is considered that the key aims of this vision can be achieved through substantial mixed-use redevelopment on key sites, major new marine based employment development, together with significant improvements to the connections between Millbay and the surrounding area (especially the City Centre). Traditional employment opportunities (including the docks) can be modernised at the same time as significantly increasing the number of people living at Millbay and the quality of accommodation they live in. In this way Millbay /Stonehouse can become a viable, sustainable urban community.
Potential water transport route

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.
24. The City Centre.

24.1. The City Centre is the face of Plymouth. Its role is vital in the economic and social well being of the city and its sub region. For many years, however, the City Centre has suffered from a lack of commercial investment, poor image, with the result that it has under performed as a retail centre.

24.2. There have been a number of responses to these problems. The First Deposit version of the City of Plymouth Local Plan (1995 – 2011) identified considerable potential for improvement and regeneration. The City Centre Precinct Urban Design Framework was produced to help realise this vision. A City Centre Partnership has been established to oversee the development, management and promotion of the City Centre. The Partnership published a City Centre Action Plan in 1997, and a supporting City Centre Business Plan in 2001, which describes a 5-year action plan for improvements.

24.3. In the last two years considerable work has been done focussing on the City Centre. The 2020 partnership commissioned the MBM Vision for Plymouth, which consolidates within one document a vision for the future development of the city, and includes a much more detailed concept plan for the re-birth of the City Centre. A number of these proposals have and are currently being implemented. This has generated a new dynamism and confidence resulting in renewed interest and investment in the City Centre.

24.4. **Preferred Option 41.** The City Council’s preferred vision for the City Centre AAP is as follows:-

To create a lively and vibrant mixed use regional centre which provides high quality regional shopping, together with a range of facilities for living, working and recreation - both by day and night.

24.5. It is considered that the key aims of this vision are about creating a real ‘downtown’ centre that offers residents and visitors 24-hour life, with specialised shops, restaurants, pubs, alongside a choice of entertainment and culture. While the centre will need to have quiet areas, there should also be enough activity at all times to make it feel safe. In order for the centre to be successful it will need to be well connected to adjacent areas, to the city and its hinterland as well as to the region beyond.
Key arrival spaces with opportunity for landmark buildings.
Zones of opportunity for tall buildings.
Create better links through the University campus.
Improve connectivity.
Create positive connections between blocks.

Intensification of mixed use development.
High quality public realm improvements.
Greening of "ring road" and dedication of public transport routes.
Areas where there may be opportunity for an increase in block height (see Tall Building Strategy) providing better enclosure to streets and spaces.
25. The Hoe

25.1. 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, acting as the city’s civic focus.

25.2. 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. It is also a place where people live and work, as well as offering the city a unique public park with a natural environment to be enjoyed.

25.3. However, over the years the Hoe has suffered from incremental development that have not always been in keeping with the character of the area. Parts of the public realm have become tired in appearance and difficult to get to, failing to reflect the civic and historic status of such an important landmark.

25.4. **Preferred Option 42.** The City Council’s preferred vision for the Hoe AAP is as follows:-

To enhance the civic focus of The Hoe, improving its links to surrounding areas and promoting its tourism, leisure and residential functions.

25.5. In considering how to implement this vision, an important issue will be balancing the needs of the local community with tourism, in the context of the area’s historic environment.
Improve water transport route
Possible long term connections through Citadel.
Create positive connections between areas
National Cycle Network and South West Coast Path.

Mixed use regeneration
Strengthen connection between city centre and foreshore along Armada Way.
Improve access and enhance public enjoyment, create high quality waterfront
Open spaces enhance public enjoyment, upgrade facilities and amenities.
Conservation: preserve historic townscape and ensure new development is sensitive to its historic setting.
Improve water transport route
26. Sutton Harbour

26.1. Sutton Harbour, Plymouth’s original commercial port and still an active fishing port, is one of Plymouth’s striking assets. With its waterfront location and wealth of heritage, it is an important hub for international tourism and for the local community.

26.2. The area includes three distinct quarters:-
- **The Barbican** - steeped in maritime history, the Barbican village is Plymouth’s historic core – an area characterised by intricate cobbled streets, limestone warehouses, shops, pubs and restaurants. It is an area of international importance and its conservation and continued prosperity is vital for the city.
- **Bretonside** - Bretonside includes the predominantly residential area north of Notte Street. Planning permission has recently been granted for major new mixed use development in the vicinity of Moon Street – including residential, offices, retail and workshops.
- **Coxside** - Coxside comprises a colourful mixture of uses, including the National Marine Aquarium, and the fish market. This area offers significant regeneration opportunities.

26.3. Since the early 1990’s the City Council and its partners have worked together to maximise the potential of The Barbican and to improve its environment. In 1991 the Civic Trust produced an Action Plan for Sutton Harbour and The Barbican. In October 1999 the City Council and the Sutton Harbour Company announced a new partnership to drive the future regeneration of the area forward, focusing on the Harbour and surrounding area.

26.4. **Preferred Option 43.** The City Council’s preferred vision for the Sutton Harbour AAP is as follows:-
To consolidate and develop the Sutton Harbour area as an attractive and sustainable mixed use city quarter, creating a unique, high quality environment that will attract investment and new residents.

26.5. In considering how to implement this vision, an important issue will be using the excellent waterfront and other development opportunities in this area in a manner which balances the need for economic investment and tourism with protection of the historic environment and meeting the needs of the local community.
Zone of opportunity for tall buildings.

Conservation, preserve heritage, ensure new development is sensitive to historic setting.

Mixed use regeneration

Community focus

Key junctions and gateways improved

Improve connectivity

National Cycle Network and South West Coast Path.
27. East End.

27.1. The East End area of Plymouth lies between the Plym estuary and Sutton Harbour/the City Centre. It occupies a strategic location on major transport routes to the city from the east and north east. Plymouth’s East End comprises the residential communities of Cattedown, East Coxside (West Coxside is covered in the Sutton Harbour AAP), and Prince Rock together with commercial and industrial areas centred around the port and mixed use areas to the east of Sutton Harbour.

27.2. The East End’s economy has been based on successive waves of industrial development, including shipbuilding, quarrying, chemical industries, fishing, fish processing and warehousing, and it still has a strong industrial base.

27.3. The East End was declared a Renewal Area in May 2000 following the preparation of a Neighbourhood Renewal Assessment and extensive public consultation. This was in response to the need to improve the quality of life for local residents; address many years of ad hoc commercial development often resulting in non-conforming uses side by side with housing; and respond to past transport decisions which have fragmented the local community. The East End Regeneration Strategy and Masterplan was subsequently adopted in March 2003. The area forms part of an important gateway approach into the city, and has some areas of distinctive character and history, which should be promoted and enhanced.

27.4. Preferred Option 44. The City Council’s preferred vision for the East End AAP is as follows:-

To create a sustainable mixed-use urban district in Plymouth’s East End, well connected to the waterfront, providing a high quality Eastern Gateway to the city and maintaining a thriving commercial port. To reduce the impact of traffic congestion and enable high quality public transport provision.

27.5. It is considered that the key aims of this vision can be achieved through the delivery of strategic transport solutions for the Eastern Corridor; comprehensive mixed use regeneration including the waterfront regeneration sites between Laira Bridge and Embankment Road, and in the vicinity of Faraday Mill Business Park; the creation of a sustainable mixed-use community in East Coxside; improvements to the quality and viability of residential environments (currently severed by transport routes), promoting public access to and enjoyment of the waterfront; and maintaining and enhancing the commercial port of Cattedown and marine related employment. Detailed assessment of flood risk and environmental impact will be needed in relation to waterfront opportunities, including appropriate design and mitigation measures.
Mixed use regeneration to create high quality waterfront and extend Prince Rock neighbourhood.

Possible new transport links

Options for strategic transport solutions for the Eastern Corridor, to relieve traffic problems and improve the quality of the urban environment.

Mixed-use regeneration

Mixed-use residential development and employment uses.

Improve established residential areas

Safeguard and enhance port and marine related employment

Improve connectivity

Promote recreational routes, including the South West Coast Path and Sustrains National Cycle Route.
28. Central Park

28.1. Central Park is located just beyond the northern end of the City Centre’s main axis “Armada Way”. It offers a large venue for the city’s leisure and sporting endeavours and in particular a home for the city’s football club Plymouth Argyle. It is the premier city park, and is valued for its rich and varied landscapes that support much of the city’s natural wildlife.

28.2. The park’s elevated topography provides unparalleled panoramic views of the city, the sea, and of surrounding residential neighbourhoods and perhaps it is this latter point that is a reason why Central Park in particular is so important to many local people.

28.3. The services of Thomas Mawson, one of the most eminent landscape architects of the day, was employed to design the park. Sadly the elegant and engaging design that he put forward, and the city embraced, was never fully realised, as the second world war and its aftermath concentrated the city’s attentions elsewhere.

28.4. Whilst some excellent work has been carried out in recent years, with the delivery of a new play area and skate park, Central Park is still an assembly of fragmented spaces and uses, which often creates a feeling of isolation and discomfort for users. This, together with the fact that the many activities that do occur are not readily visible, being either screened off or within buildings without glazing, fails to generate the vibrancy that the venue deserves and is unlikely to stimulate positive participation.

28.5. Preferred Option 45. The City Council’s preferred vision for the Central Park AAP is as follows:-

To create a Life Centre within Central Park that will be an outstanding venue of regional significance for sport, recreation and leisure, and to strengthen Central Parks position as the City’s premier park for all residents and visitors to enjoy.

28.6. It is considered that the key elements of this vision can be achieved by:

- creating a Life Centre comprising regional sport and leisure facilities. Key aims of this will relate to:- Providing sporting facilities and venues to put Plymouth on the world sporting map; Helping to educate and improve the health and well-being of the people of Plymouth through the medium of sport; Ensuring sustainability of the developments to enable them to continue to deliver these aims;
- making Park improvements to provide linked character areas, including conservation and enhancement of the historic fabric;
- improving connections between the park and surrounding neighbourhoods, including the City Centre, and surrounding neighbourhoods;
- providing an improved transport interchange;
- promoting public access to, and within the park for cyclists, and pedestrians as well as for people with physical disabilities.
Bus Depot
Improve connectivity.
Enhance openspace
Protect and enhance Ford Park Cemetery.
Enhance allotment space.
Opportunity for small car park to service local shops at Peverell Corner.
“Life Centre” - regionally significant sporting, leisure and recreation focus.
Opportunity for a major transport interchange.
Improve connectivity.
Potential enabling developments for Central Park improvements (residential / mixed use regeneration).
Enhance openspace
29. North Plymstock

29.1. The eastern corridor of Plymouth, between Plymstock and Plympton, is an area which will be subject to significant change in the coming years. The change is driven by the need to plan for development which responds to Plymouth’s changing population characteristics and housing needs. The location of development relates to the significant brownfield redevelopment opportunities at Plymstock quarry, as well as the identification of Sherford as a place to provide a large sustainable new community, to meet Plymouth’s housing needs.

29.2. An ‘Area Action Plan’ (AAP) for North Plymstock is being prepared by Plymouth City Council and an Area Action Plan for Sherford is being prepared by South Hams District Council. The Area Actions Plans for both are required to ensure the co-ordinated planning and delivery of development options in a manner which is integrated and complimentary. There are significant infrastructure issues, particularly in relations to transport. The Area Actions Plans provide a critical framework to guide developers and decision makers on the form and content of development and the provision of infrastructure.

29.3. Preferred Option 46. The City Council’s preferred vision for the North Plymstock AAP is:-
   To create a new high quality and distinctive urban district to Plymouth, that will include a new sustainable neighbourhood. Development will be well related to the new community at Sherford, the existing urban fabric and the City Centre. The significant development focused in this area will provide major new sustainable infrastructure, particularly a high quality public transport system and facilities to support a high quality of life. Other development opportunities and long term development potential in the area are coordinated to create successful relationships between different uses. The character of the new district will be strongly influenced by significant new recreational opportunities in the form of country parks, green space links and sports facilities.

29.4. The vision will be achieved by adopting an approach to development in the area that will ensure each development opportunity is successful and sustainable in itself and that each development makes its contribution towards the conditions, facilities and links that will deliver a high quality sustainable new district, where residents enjoy a high quality of life.

29.5. The principal development in the area is the provision of a sustainable new mixed use, but mainly residential neighbourhood at Plymstock Quarry well related to Sherford, as small part of which will lay in the city to the north of Elburton. Other development opportunities; on key road & water frontages, at Chelson Meadow, Saltram, Moorcroft Quarry, Hazeldene Quarry will be successfully integrated into the development of the area through a comprehensive plan.

29.6. The development opportunities in this area and at Sherford in this plan period will be arranged such that they support the potential for future long term development between Saltram and Sherford, post 2016. The need for additional development beyond 2016 will be dependant on future assessment of need and the ability of the local economy to support growth.
Moorcroft Quarry waste and employment development.

Historic house and parkland/tourism focus.

High quality public transport corridor and gateway corridor.

Proposed new routes (options A and B to be tested through Eastern Corridor Study).

Potential water transport links.

Strategic cycle/footpath links.

Traffic management measures to safeguard Plympton St Maurice conservation area.

Wildlife corridor

Greenspaces.

Improve pedestrian and cyclist connectivity.

Potential long term links.

Potential direction and areas for future growth (post 2016).

Key views

Plymstock Quarry

Potential location of public transport interchange (need to be tested through Eastern Corridor Study).

Moorcroft Quarry

Potential direction and areas for future growth (post 2016).

Key views

Plymstock Quarry

Potential location of public transport interchange (need to be tested through Eastern Corridor Study).
30. Derriford, Seaton & Southway

30.1. Derriford, Seaton and Southway are located on the main route north out of the City Centre, bordering the Tavistock Road (A386), and are therefore part of the city’s northern gateway.

30.2. Derriford is an area that has changed significantly in recent years, becoming a major employment destination. It includes Derriford hospital, the College of St Mark and St John, the International Medical and Technology Park, and Plymouth Airport. Economic pressures on the manufacturing sector due to overseas competition, however, have resulted in the rationalisation or closure of companies within Southway and Estover, creating redundant land and buildings.

30.3. The airport is a significant economic asset to the city, providing fast, convenient links between Plymouth and the rest of the UK as well as Europe. This is recognised in both the MBM Vision for Plymouth as well as the regional air services White Paper. It also raises environmental concerns such as noise pollution.

30.4. Southway is an important residential area, dating from the post war era. The area has a local centre providing facilities and amenities for the existing community.

30.5. **Preferred Option 47.** The City Council’s preferred vision for the Derriford, Seaton and Southway AAP is:-

To create a new centre as a focus for Northern Plymouth, and to strengthen the existing centre at Southway, both supported by strong, vibrant and well-connected communities.

30.6. It is considered that the key aims of this vision can be achieved by providing a new centre for Northern Plymouth at Derriford; promoting this area as a high quality ‘northern gateway’ into the city; safeguarding the long-term position of the airport; improving transport connections, public transport and relationship to the wider area; strengthen the community of Southway through high density mixed use development; promote public access to and enjoyment of natural green spaces in this area, particularly the Forder and Bircham valleys.
Airport land including land safeguarded for potential extension to runway.

Transport Interchange location.

Possible new transport links.

Community parkland and nature conservation management.

Create positive connections between Derriford and areas west of A386.

New district centre for Northern Plymouth, providing community focus. Strengthen Southway’s neighbourhood centre.

Employment and health / medical sector focus, with some mixed use / residential potential.

Improve public transport facilities and local road infrastructure.

Residential / mixed use regeneration.

Transport Interchange location.

Airport land including land safeguarded for potential extension to runway.
31. 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.
Core Strategy
Key Changes to the Preferred Options
Plymouth City Council Local Development Framework
April 2006

www.plymouth.gov.uk/ldf
# Core Strategy

Plymouth City Council Local Development Framework  
Key Changes to the Preferred Options – April 2006

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<td>Community Health, Safety, Well Being and Social Inclusion</td>
<td>40</td>
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</table>
1. **Background**

1.1. Plymouth has made good progress in preparing its Local Development Framework. The Council initiated a very wide ranging debate, at the Issues and Options stage (March 2005), about the city’s future and what local changes, if any, needed to be made. These ideas were developed, at the Preferred Options stage (July 2005), 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. However, a number of matters have arisen, during the July 2005 Preferred Options stage, which require us to consider whether further potential changes in emphasis need to be made to Plymouth’s shopping and employment policies. Additionally, given the recent publication of Plymouth’s second Local Transport Plan, there is an opportunity to update the Core Strategy so that it integrates with the transport strategy proposed through that document.

1.3. Because these issues could have far reaching implications, and in accordance with the Council’s principle of openness and transparency, enabling the community to be positively involved in shaping the city’s future, the Council is undertaking a further Preferred Options consultation on these potential key changes, before it prepares and submits its Core Strategy to the Secretary of State for public examination.

1.4. In order to inform this debate the Council has commissioned eight new background studies. The findings from these studies are being published as background to this Preferred Options Key Changes consultation. The studies are:

- Plymouth Economic Vision & Strategy, by EDAW.
- Plymouth Shopping Study, by Cushman & Wakefield.
- Plymouth Strategic High Quality Public Transport (HQPT) Network, by Atkins.
- Plymouth’s Eastern Corridor public transport option, by Faber Maunsell.
- Plymouth Airport Study, by York Aviation.
- North Plymouth Sustainable Community Assessment, by LDA Design.
- Plymouth Flood Risk Assessment, by Pell Frishman.

1.5. In order to assist with this debate, this consultation document summarises the key findings from these new background studies, highlighting any potential changes to the Council’s Preferred Options. In particular it focuses on the key areas of employment and shopping needs, the necessary transport infrastructure and the very long term implications for northern Plymouth. In order to complete the picture, however, it also includes a very brief summary of the Council’s current position in relation to environmental and social matters.
We need to know what you think

The statutory consultation period to respond is 13th April to 25th May.

Further copies of this leaflet and response forms are available from
www.plymouth.gov.uk
The Civic Centre (Planning Section)
Local Libraries
This document is also available in large print, Braille or on Audio Tape.

The supporting new background studies can be viewed:
- On the Councils LDF web site at
http://www.plymouth.gov.uk/homepage/environmentandplanning/planning/planningpolicy/ldf.htm
- Or in hard copy format at the Civic Centre

All comments must be received within this period and can be sent to:
The Strategy Unit
Department of Planning and Regeneration
Plymouth City Council
Civic Centre
Plymouth    PL1 2AA

Or

By fax : 01752 304294

By email: ldf@plymouth.gov.uk
2. Employment - key changes

**Context**

2.1. Plymouth is experiencing a period of significant structural and economic change. There are real aspirations to improve the quality of the city, its economy and people’s lives. Significant developments are underway while others need to be identified.

At the national level the government’s objective is to achieve high and stable levels of growth and employment in order to achieve sustained economic improvement.

At the regional level Plymouth is identified as one of 11 principal urban areas which offer the best opportunities for accommodating the majority of development in the most sustainable way. Plymouth is also identified as having the potential to play a wider strategic role in the far SW.

**The alternative policy approaches considered include:**

- An interventionist strategy, rather than simply ‘managing change’
- A strategy which continues to target traditional manufacturing industry, inward investment and larger companies. Or an approach which focuses on growth sectors, indigenous potential and entrepreneurship
- Making provision for employment based on the traditional Devon Structure Plan approach of providing 80 hectares of new employment land. Or a more flexible approach which recognises the changing market demands for employment land – as indicated in Plymouth’s 2006 Employment Land Review.
- A range of supporting measures to increase workforce skills
- Changes to the range of employment opportunities in support of building sustainable linked communities.

2.2. Plymouth is the second largest city in the South West region after Bristol, and plays a dominant economic, social and cultural role in its sub-region. It is relatively self contained with just 22% of its workforce commuting from outside the city. However, despite the increasing diversification of its economy, the city has yet to achieve its full economic potential.

2.3. In response to this the Council’s has adopted an interventionist approach to employment provision. This decision is now widely seen as being clearly merited and necessary in order to deliver a successful, sustainable city of the future. The Council has rejected a “management of change” approach with its simplistic assumptions that Plymouth’s past economic performance will continue, and that the city’s economic disadvantages cannot be overcome. These options were considered through the Sustainable Growth Distribution Study 2005. This study was commissioned by the City Council on behalf of a Sub Regional Steering Group of local authorities and stakeholders, and consulted upon during the LDF Issues & Options consultation in March 2005.

2.4. A key element of this strategy is that it is no longer considered appropriate for Plymouth to rely on targeting traditional employment and inward investment. Indeed, this kind of approach has already been abandoned by other cities. Successful city economies are diverse, stable, emphasise productivity and provide high levels of added value to the local business sector. This change in emphasis has a consequence in terms of estimating employment land needs. The Devon Structure Plan requirement to provide 80 hectares of new employment land by 2016 is no longer seen as justifiable. Further work, in terms of Plymouth’s Employment Land Review 2006, now allows us to quantify the city’s future employment land needs more accurately.
**Key issues arising from consultation.**

2.5. A summary report of the issues raised during the Preferred Options consultation on the Core Strategy (July 2005) has been published by the City Council.

The key employment questions raised at the Preferred Options stage were:
- The need to identifying a range of employment sites and premises – where only 4% of respondents raised concerns
- The need to safeguard existing employment sites in residential areas where appropriate – where only 2% of respondents raised concerns
- The controlled release of unsuitable employment sites for other uses – where only 3% of respondents raised concerns.

**Issues raised through Sustainability Appraisal**

- Potential negative impacts of new employment provision which would need to be mitigated against
- The need for large new employment sites to be located close to sustainable modes of transport
- Green travel plans were identified as one proactive measure to address sustainability concerns
- Concern that the LDF may be over-ambitious, suggesting that if too much land is provided this may merely lead to the relocation of existing businesses, potentially at a cost to the environment
- Questions whether each of the 6 growth sectors are appropriately identified given the forecast employment decline for some of them.

2.6. In addition to the questionnaire response on employment issues, 38 written comments were received from organisations and individuals relating to employment matters. While there was a high degree of public support for the Core Strategy Preferred Options employment proposals, addressing the concerns raised is recognised as very important.

2.7. In terms of the key concerns raised, these can now be substantially addressed, including:
- *The need to support the maritime sector* – is now fully recognised in the policy framework
- *The need for a clearer economic vision* – is being set through the new economic vision for Plymouth
- *Concern about the assessment of retail capacity* – is being addressed through a new Shopping Study
- *The need to consider the spatial implications of employment site opportunities* – has been addressed through the new Employment Land Review
- *The importance of small and medium enterprises in mixed use developments* – is reflected in the revised strategic objectives
- *The need to clarify the opportunity to extend Tamar Science Park* – is reflected in the revised wording for Preferred Option 14
- *The need to identify locations for bad neighbour developments* – is reflected in the revised wording for Preferred Option 14
- *The importance of improving strategic transport links* - will be addressed in the transport section of the Core Strategy.

2.8. In terms of the issues raised through the sustainability appraisal, the Council:
- Will address the issue of mitigation through general policies regarding the environmental impacts of development
- Is promoting accessibility of development through its “sustainable community” policies in the Core Strategy
Will promote Green travel plans in the transport section of the Core Strategy
Is addressing the concern about over provision of employment land through its new Employment Land Review and subsequent revised preferred options
Considers that its decision to promote those sectors which add most value to the city’s economy is justified by its new economic visioning.

What has changed since the Core Strategy Preferred Options?

2.9. Further work has now been undertaken to inform the preparation of the Core Strategy. This needs to be made publicly available to inform the debate on Plymouth’s future. The two key items of work are:
• The City Council held an Economic Visioning conference in January 2006 to engage stakeholders in the development of a new economic strategy and vision for the city
• The City Council published an Employment Land Review in March 2006.

Key messages from the emerging economic strategy

2.10. The Economic Visioning conference considered a vision for Plymouth’s economy which sees Plymouth as follows:
A place where people, business and an outstanding natural environment will together bring about sustainable prosperity and well being for all. Where productivity, competitiveness, sustainable development, leadership and inclusion are the fundamental principles of a more dynamic city.

2.11. Key objectives are to work towards enabling Plymouth to become:
• A highly competitive city, well recognised and branded on the global economic stage
• A city with a balanced, diversified and knowledge intensive business base
• A city with well connected and inclusive communities
• A city with an adaptable and skilled workforce
• A city where a genuine commitment to sustainable development reinforces a set of unique environmental assets
• A city where all stakeholders and agencies work effectively together across a common agenda to deliver shared priorities.

2.12. The emerging economic strategy acknowledges that Plymouth has genuinely distinctive assets which, if effectively harnessed, could significantly reinforce efforts to strengthen and diversify the economy and increase the prosperity of its people. It is about unlocking the potential Plymouth has to offer. The strategy seeks to build upon:
• An outstanding natural environment and waterfront setting, with the potential to generate significant economic benefits through attracting people and businesses, as well as leisure and tourism
• An exciting vision for the City Centre that has generated much enthusiasm about Plymouth’s future as an economic player. There are significant opportunities to enhance Plymouth’s retail offer further and to retain more spend within the city
• A large and growing education infrastructure
• A strong and recognisable industrial and military heritage which has left behind a set of ongoing and evolving specialisms in Advanced Engineering and Maritime and Marine Technologies
• A strong sense of commitment from Plymouth’s partners and stakeholders.

2.13. Notwithstanding these opportunities, Plymouth has a relatively fragile economy and needs to improve its economic performance in order to raise incomes and tackle issues
of economic inactivity and social exclusion. In particular, the following key drivers need to be addressed:

- **Productivity and competitiveness.** Plymouth’s Gross Value Added (GVA) lies below the national and regional averages, and reveals a substantial gap in competitiveness compared to other key cities (such as Bristol). The challenge for Plymouth is to raise its general level of GVA whilst strengthening efforts to attract and grow higher value services within the economy, such as business and professional services.

- **Enterprise.** In contrast with the rest of the South-West, net rates of new firm formation are sluggish in Plymouth. This reflects the reliance, relative to other cities, of Plymouth’s economy on larger employers. The challenge for Plymouth is to bring about an increase in the number of new businesses, and to encourage the development of small and micro-businesses.

- **Knowledge and technology.** These sectors have become key drivers of economic growth, yet Plymouth’s share is currently significantly less than the national and regional average. The challenge for Plymouth is to increase the proportion of jobs in technology and knowledge intensive industries.

- **Skills.** An increasing proportion of jobs require a high level of skill. Despite reasonable performance at GCSE level, Plymouth has a lower proportion of people employed in higher-level occupations than the regional average. Plymouth requires a step-change in the current levels of workforce skills. It also needs to create a labour market that will retain more young people with good educational qualifications.

2.14. The emerging economic strategy is responding to these opportunities and challenges through 5 themed action plans.
- Theme 1: Diversifying the Business Base
- Theme 2: Skills and Learning
- Theme 3: Infrastructure and Access
- Theme 4: Economic Inclusion
- Theme 5: Leadership and Governance.

2.15. The key potential spatial planning interventions arising from these themes include:

- Provision and protection of land of sufficient quantity, quality and in locations to meet the needs of the anticipated priority growth sectors. In particular:- advanced engineering; business services; creative industries; marine industries; medical and healthcare; tourism and leisure
- Proactive policies to encourage small and micro-businesses
- Delivering the vision for Plymouth’s City Centre, strengthening its role as a regional centre. In order for Plymouth to reach its full potential as a key economic location in the UK the planning strategy needs to enable a diversification of economic activities
- Identifying appropriate land to enable the Council to respond to major inward investment opportunities
- Improving Plymouth’s generic “investor offer” through investment in the image and perception of Plymouth, and through infrastructure improvements. This links to initiatives to brand and market Plymouth
- Making better use of higher education facilities as a commercial asset. This involves supportive policies to promote improved linkages between the education and commercial sectors so as to assist businesses with innovation and technology
- Positive planning policies to support investment in all kinds of learning infrastructure, both existing and new
- Positive policies to support the concept of extended schools which provide a range of facilities to benefit the community, as well as further investment in further and higher education
• Counteracting the spatial mismatch in the labour market through improving accessibility and connectivity within the city. This includes promoting the concept of sustainable linked communities and improving public transport provision
• Supporting the development of a “bi-polar” economy, with 2 major areas of complementary economic growth (the City Centre and Derriford). This can be facilitated through developing an appropriate economic relationship between Derriford and the City Centre, and providing rapid and regular public transport between the two areas
• Delivering improved connectivity to key national and international centres, through investment in strategic transport and ICT infrastructure
• Promoting economic inclusion by promoting local labour and training in major development projects.

Key messages from the Plymouth Employment Land Review Study.

2.16. This study followed on from an Employment Land and Premises study, by Atkins in 2004, which reached the following broad conclusions:
• That forecast demand for employment floor space and land is significantly below the availability of both premises and land in the sub region
• That there may be an inadequate supply of land for high value knowledge based industries (including inward investment), for which traditional manufacturing locations are not suitable
• That interventions are necessary to provide new opportunities in the right locations for the 6 priority growth sectors identified in the City Growth Strategy
• That there is a need to continue to provide for small and medium enterprises requiring units of 5,000-10,000 sq.ft, and that some of the traditional manufacturing land may be suitable for such uses.

2.17. The Employment Land Review (ELR) of 2006 agreed with these basic conclusions. It also took a more comprehensive view of employment land needs having regard for future growth potential in the city.

2.18. Employment in Plymouth grew by 16,749 jobs between 1998 and 2003. This equates to roughly 3,350 new jobs per year. A further 24,600 jobs could be created by 2016 (1,892 each year for the 13 year period) if current trends continue and providing that sufficient intervention is available to continue the momentum. The ELR considered that this level of growth is very achievable, allowing for the cyclical ups and downs of long term employment trends.

2.19. The table below shows that employment growth between 2016 and 2026 is likely to be in the region of 17,900 jobs if this momentum can be sustained – of which 8,500 jobs will be in the growth sectors. Overall, this equates to employment growth in the region of 42,500 jobs or 1,847 each year for the 23-year period. The targeted growth sectors would account for 20,300 of these jobs - or roughly half of future employment growth.
Employment growth 1998-2026 (thousands)

<table>
<thead>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Extractive</td>
<td>399</td>
<td>384</td>
<td>384</td>
<td>384</td>
<td>0</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>23,183</td>
<td>20,103</td>
<td>17,603</td>
<td>16,103</td>
<td>-1,500</td>
</tr>
<tr>
<td>Manufacturing Growth Sectors</td>
<td>11,836</td>
<td>11,750</td>
<td>11,500</td>
<td>11,350</td>
<td>-150</td>
</tr>
<tr>
<td>Utilities</td>
<td>442</td>
<td>512</td>
<td>512</td>
<td>512</td>
<td>0</td>
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<tr>
<td>Construction</td>
<td>4,559</td>
<td>5,293</td>
<td>6,493</td>
<td>7,393</td>
<td>900</td>
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<tr>
<td>Distribution /Retail</td>
<td>22,936</td>
<td>24,759</td>
<td>29,759</td>
<td>33,259</td>
<td>3,500</td>
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<tr>
<td>Hotels &amp; Catering</td>
<td>7,128</td>
<td>9,453</td>
<td>11,953</td>
<td>13,703</td>
<td>1,750</td>
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<td>Hotel &amp; Catering Growth Sectors</td>
<td>1,398</td>
<td>1,707</td>
<td>2,957</td>
<td>3,832</td>
<td>875</td>
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<td>Transport Communication</td>
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<td>6,238</td>
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<tr>
<td>Trans/Comm Growth Sectors</td>
<td>818</td>
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<td>644</td>
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<td>Financial</td>
<td>3,043</td>
<td>2,922</td>
<td>3,822</td>
<td>4,322</td>
<td>500</td>
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<td>Business Services</td>
<td>11,971</td>
<td>16,130</td>
<td>23,130</td>
<td>26,880</td>
<td>3,750</td>
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<td>Business Services Growth Sectors</td>
<td>9,104</td>
<td>12,672</td>
<td>19,172</td>
<td>22,672</td>
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<td>Public admin</td>
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<td>8,781</td>
<td>9,281</td>
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<td>Education</td>
<td>11,236</td>
<td>15,073</td>
<td>19,573</td>
<td>22,823</td>
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<tr>
<td>Health</td>
<td>14,671</td>
<td>18,839</td>
<td>22,339</td>
<td>25,839</td>
<td>3,500</td>
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<td>Health Growth Sectors</td>
<td>9,670</td>
<td>12,228</td>
<td>14,798</td>
<td>17,148</td>
<td>2,350</td>
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<td>Other services</td>
<td>5,278</td>
<td>6,117</td>
<td>9,117</td>
<td>11,367</td>
<td>2,250</td>
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<td>Other services Growth Sectors</td>
<td>2,748</td>
<td>3,509</td>
<td>5,509</td>
<td>7,509</td>
<td>2,000</td>
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<td><strong>Total</strong></td>
<td>118,855</td>
<td>135,604</td>
<td>160,204</td>
<td>178,104</td>
<td>17,900</td>
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<td><strong>Total growth sectors</strong></td>
<td>35,574</td>
<td>42,830</td>
<td>54,580</td>
<td>63,155</td>
<td>8,575</td>
</tr>
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</table>

2.20. The ELR goes on to calculate the amount and type of employment land that will be required to accommodate this estimated growth:

<table>
<thead>
<tr>
<th>Supply against demand</th>
<th>Employment land 2016 (ha)</th>
<th>Employment land 2026 (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Future land requirement</td>
<td>57.63</td>
<td>107.02</td>
</tr>
<tr>
<td>less land already allocated for employment use with planning permission</td>
<td>75.19</td>
<td>75.19</td>
</tr>
<tr>
<td>less other land allocated for employment use</td>
<td>49.83</td>
<td>49.83</td>
</tr>
<tr>
<td><strong>Apparent level of over-provision</strong></td>
<td><strong>-67.39</strong></td>
<td><strong>-18</strong></td>
</tr>
</tbody>
</table>
2.21. Some of the sites with planning permission are no longer considered appropriate or viable for employment development. Additionally, this figure disguises a number of important issues:

- The Council’s strategy is to build a city of sustainable linked communities. Minimising the need to travel long distances to work requires that, as far as possible, realistic employment opportunities must be provided in close proximity to residential areas.
- The nature of employment is changing, highlighting the need for a more sophisticated approach to employment land provision. The working environment is changing rapidly, with a sharp decline in the mass-production and distribution operations that dominated the second half of the last century – and their replacement with knowledge-based office and home-working occupations. This presents new spatial challenges and opportunities.
- The changing density of the workplace, with a subtle shift from the production-line and bulk warehouse types of employment to the service and value-added production sectors, will enable a larger number of people to be provided with modern, well appointed workplaces on smaller footprints of land.

2.22. This illustrates that the location, quality and nature of employment provision is perhaps a more important matter than the quantum of land provided. The ELR has therefore sought to take a more sophisticated view to guide its recommendations to the City Council. In particular it has found that:

- There is an over-supply of traditional employment sites under both 2016 and 2026 scenarios in locations near to the A38 and A379 and that therefore some sites should be de-allocated. However, the study reaffirms the need to safeguard business park locations such as Langage and Plymouth International Medical & Technology Park, and to provide new employment opportunities in Sherford and Plymstock Quarry in response to population change.
- The demand for premises is generally greatest for small to medium size units, particularly for incubator units, start-up business premises and pre start-up facilities. With the future locations of particular employment types identified it is important to consider the size of premises required. An appropriate range of premises must be provided including specialist premises such as incubator units and small business centres that can offer pre business start-up facilities.
- There is an under provision of employment land in the City Centre and waterfront areas. Floorspace is needed for retail, office, tourism & leisure and creative industries. There is also a need to safeguard sites for marine related industries on the waterfront. In relation to office development, the ELR identifies a need for up to 227,000 sq.m of new office development by 2026. Millbay / Derry’s Cross and North Hill are identified as possible opportunities in the City Centre, with a need for a secondary office location elsewhere.
Revised Core Strategy Preferred Option in relation to employment issues.

2.23. The City Council’s goal is to set a spatial planning framework through the LDF which supports the Council’s Economic Vision & Strategy, helping to make Plymouth a place where people, business and an outstanding natural environment together bring about sustainable prosperity and well being for all. The LDF’s strategic objectives for achieving this are: -

1. To support the competitiveness of Plymouth’s economy through protecting and enhancing the city’s unique assets, including its environment and heritage, enabling it to be successfully branded on the global economic stage.
2. To support the creation of a balanced, diversified and knowledge intensive business base by delivering a sufficient and appropriate range, mix and quality of employment land and premises, providing for inward investment opportunities but with particular focus on indigenous growth, priority sectors, micro-businesses and small/medium enterprises – including as part of mixed use developments.
3. To build the sustainability of Plymouth’s communities through ensuring that opportunities for employment are provided within each neighbourhood and that accessibility to major employment locations is improved throughout the city.
4. To develop Plymouth’s skills base and promote economic inclusion through supporting investment in all kinds of learning infrastructure and promoting local labour and training on major construction projects.
5. To develop the concept of a bi-polar economy with strong and complementary centres of employment at the City Centre and Derriford.

2.24. Progress towards achieving this objective, will be measured against the following targets: -

1. Delivery of 57 ha. new employment land (2001-2016), which equates to about 3.8 ha. per annum.
2. Delivery of 200,000 sq.m new office development within the city (2001-2016), which equates to about 13,000 sq.m per annum.
3. A net increase in the number of employees in the city of about 24,000 (2003-2016), which equates to about 1800 per annum.
4. Identification of at least one site to be safeguarded for a major high quality inward investment opportunity – including potentially a public sector office relocation or a private sector regional headquarters.

2.25. Revised Preferred Option 14. To support a step change in the performance of Plymouth’s economy through policies and proposals that seek to:

1. Identify a range of employment sites and premises that will provide for 57 hectares of employment land in Plymouth by 2016. This will accommodate both traditional employment uses (B1,B2,B8), as well as other priority economic growth sectors.
2. Safeguard and facilitate extension of the strategic employment opportunities at Plymouth International Medical and Technology Park and Tamar Science Park, and improve linkages between these sites and with Derriford Hospital.
3. Develop the City Centre’s role as the core location for new office development, with particular emphasis on the Derry’s Cross / Millbay area.
4. Promote complementary economic development at the City Centre and in the Derriford area, including providing for the Derriford area to become Plymouth’s secondary office location, and to radically improve transport links between the two areas.

5. Support existing businesses by safeguarding existing employment sites and premises that meet the needs of modern industry and business. This will include safeguarding marine employment sites as one of the priority sectors.

6. Support the future expansion or redevelopment of military establishments for operational purposes.

7. Support the development of tourism, leisure and creative industries, with particular emphasis on the City Centre & waterfront regeneration areas and the University area.

8. Support the development of the city’s learning infrastructure such that it adds greater value to the city’s economic development.

9. Help local people in deprived communities to secure employment and skills through local labour agreements with developers.

10. Identify locations suitable for relocation of “bad neighbour uses” in order to facilitate urban regeneration. The Imerys site at Coypool will be assessed as one potential option for such uses, as part of a potential mixed use solution also providing waste management infrastructure.

2.26. Revised Preferred Option 15. To control the release of employment land and premises through a policy that specifies conditions and criteria for determining whether an employment site is unviable and surplus to requirements. Applicants should demonstrate that there is no likely prospect of market interest in the employment site. Where sites are no longer suitable for traditional employment use, mixed use redevelopment, including new kinds of employment uses (e.g. provision for micro-businesses; managed community workshops; live-work units), would be the norm – supporting the building of sustainable linked communities.
3. Shopping - key changes

Context

3.1. Providing for shopping development is a critical aspect of delivering the vision for Plymouth.

A healthy and vibrant City Centre is essential for the well-being of Plymouth’s economy, and it is important therefore to strengthen its retail offer.

The emerging economic strategy for Plymouth promotes the concept of a “bi-polar” economy with a secondary centre at the Derriford area, complementing the City Centre’s role in driving economic growth.

There are identifiable shopping needs in the rest of the City which need to be provided for if the LDF’s vision for a city of sustainable linked communities is to be achieved.

The current position

3.2. The Council has a radical vision for the urban renaissance of Plymouth, and for fulfilling its economic potential within the region. It acknowledges that shopping is a key part of the city’s economy and also meets essential social and community needs – for example through ensuring that all people have good access to quality food. Shopping development therefore needs to be planned for and managed appropriately in order to help Plymouth become a city of successful and sustainable linked communities.

3.3. In response to this the Council’s has adopted a proactive strategy for shopping provision. It seeks to encourage new shopping provision which helps to reinforce the City Centre as a regional centre, and address deficit in provision elsewhere in the city (in particular in western and northern Plymouth). It will promote shopping development that helps to deliver regeneration and community benefits within the context of the primary objective of safeguarding the City Centre and delivering sustainable development. The Council has therefore rejected a “management of change” approach, where it simply responds to market pressure, as this is unlikely to adequately respond to the city’s visionary aspirations. The preferred option has emerged in response to a Local Shopping Needs Study undertaken in 2004, consultations on the emerging LDF, and most recently a Shopping Study in 2006.

The alternative policy approaches considered include:

- A market-led strategy with planning policies designed to manage change in accordance with national planning policy
- A proactive strategy, using positive policies and proposals to encourage shopping development where it helps to deliver the vision for Plymouth, but discouraging shopping provision which does not support the vision
- Proactively addressing the deficit in provision of shopping in certain parts of the city (including particularly western Plymouth, where 3 different spatial options were identified in Local Shopping Needs Study)
- Proactively responding to unmet demand for “bulky goods” shopping, either through expanding existing sites or providing alternative sites to improve the balance of provision in the city.
Key issues arising from consultation.

3.4. A summary report of the issues raised during the Preferred Options consultation held in July 2005 has been published by the City Council. In addition to questionnaire responses, 44 responses were received from organisations and individuals where written comments were provided. The questionnaire results and the written comments show generally a high level of public support for the Core Strategy proposals. Some concerns were expressed. These are considered below.

About 3% of respondents to the questionnaire indicated that they disagreed with shopping proposals relating to the City Centre and to existing and new centres.

3.5. There was a high degree of public support for the Core Strategy Preferred Options shopping proposals. In terms of the key concerns raised, some of these can now be substantially addressed, including:

- Concern about the target for new shopping floorspace, assessment of retail capacity, impact on other centres and consideration of other opportunities for shopping development – is being considered through a new Shopping Study
- The need to discourage out of town shopping – is reflected in the revised strategic objectives
- The need to improve the availability of affordable, good food to less affluent communities – is reflected in the revised strategic objectives
- The importance of “demonstration of retail need” as a criteria for new shopping development – is reflected in the revised strategic objectives
- Concern about a policy which constrains the nature of shopping at the City Centre – is addressed in part in the revised preferred options.

3.6. In terms of the sustainability appraisal, the Council accepts the conclusions reached and will develop policies to ensure that these issues are addressed.

What has changed since the Core Strategy Preferred Options?

3.7. A new Shopping Study for Plymouth has been completed, prepared by consultants Cushman Wakefield. In addition, further work has been undertaken on an economic strategy for Plymouth, which promotes the concept of a “bi-polar” economy, focussed on the City Centre and Derriford (see employment section of this report).

Key messages from the Shopping Study

3.8. Plymouth currently performs at slightly below average in retail terms for a city of its size. Plymouth has a 53.3% share of a total catchment turnover of £1.245bn (the City Centre has a 42.5% share of this turnover). In terms of its trading density (pounds spent per sq.m. of floorspace), this equates to the expected benchmark performance for Plymouth. However, with the opening of Drake Circus, and taking account of the likely effect of the new Princesshay shopping scheme in Exeter, it is anticipated that...
Plymouth’s market share will increase. Plymouth will also be expected to perform at a little above the benchmark in terms of trading density.

1. The study suggests that, in terms of comparison goods, there will be little potential capacity for significant new shopping provision until after 2011, even taking account of accelerated population growth in Plymouth. This suggests in the short term the need for a strategy which consolidates the City Centre. Development pressure does currently exist for shopping provision outside of the City Centre – particularly in relation to “bulky goods” – and such proposals will need to be carefully considered in light of their impact particularly on the City Centre. Where approved they need to be controlled in relation to the goods sold.

2. By 2016, the study suggests that, with anticipated population growth, new provision of between 35,000 and 50,000 sq.m. net will be justified in order to support Plymouth’s wider vision for a sustainable high quality city. This is the equivalent of one further Drake Circus scheme or two Marsh Mills retail parks. There are different options for this provision – including further City Centre investment or new district centre investment.

3. By 2021, Plymouth’s growth agenda if successful is likely to justify in the order of 75,000 – 110,000 sq.m net new floorspace. This is the equivalent of two further Drake Circus schemes or four Marsh Mills retail parks. And by 2026, the demonstrable need may be approximately double this.

4. What this demonstrates is that in the medium to long term, substantial new retail investment will be required if Plymouth’s growth agenda is successful. The new shopping provision will not only provide services for the new population, but will also help boost Plymouth’s long term economic performance and its sustainability. It is vital therefore that the LDF includes a positive strategy for capturing and directing this long term potential in a manner which delivers in aspirations for the future.

5. In relation to food shopping, Plymouth is also considered to trade at the level that would be expected, with some stores trading well above company average or benchmark levels. About 12.5% of the City’s available expenditure leaks to locations outside the city, most notably Tesco at Lee Mill. As a response to this there is considered to be scope for a new food store in the Derriford area, to form a new district centre for that part of the city. There is also considered to be scope for additional food shopping to address issues of social exclusion and ‘internal’ leakage from the western part of Plymouth. Where major residential developments are proposed, such as at Plymstock Quarry, neighbourhood food stores may be required in order to ensure that the needs of new residents are met and the developments help to build sustainable communities.

**Revised Core Strategy Preferred Option in relation to shopping issues.**

3.9. The City Council’s goal is to promote new shopping development which contributes positively to delivering Plymouth’s vision for sustainable high quality growth, making Plymouth a city of sustainable linked communities. The LDF’s strategic objectives for achieving this are:

1. To meet demonstrated shopping need, including the needs of disadvantaged communities and of a growing Plymouth population, through provision of a full range of shopping facilities.

2. To maintain and enhance the City Centre’s role as a regional shopping destination through encouraging proposals that increase the quality and range of shopping, and that create a comfortable, safe, attractive and accessible shopping environment.
3. To protect the primary retailing role of the City Centre within the context of a mixed use centre with complementary housing, office, cultural and leisure provision.

4. To remedy identified food shopping deficiencies in western Plymouth in the early part of the plan period, with a new store in the Weston Mill area. The specific proposal will need to provide a qualitatively different offer to what is already available in the nearby St Budeaux district centre, and must help deliver the sustainable community objectives of the LDF.

5. To promote a district centre at Derriford as a key component of the creation of a new sustainable neighbourhood of Plymouth, and to support the existing employment, health and residential uses and provide a new focus in the north of Plymouth.

6. To promote the sustainability of new major developments in Plymouth, particularly at Millbay and Plymstock Quarry, through the provision of shopping provision sufficient to meet local needs and – in the case of Millbay – the needs of visitors and tourists.

7. To strengthen district and local centres by encouraging a range of facilities and uses, consistent with the scale and function of the centre, to meet people’s day-to-day needs, while preserving the predominance of A1 use classes within the balance of uses.

8. To facilitate implementation of the Eastern Corridor transport proposals and regeneration in the East End through redeveloping the existing Friary retail park for non retail uses and provision of an alternative consolidated retail warehouse location on the Laira Embankment.

9. To direct long term growth (post 2021) in shopping provision primarily to the City Centre and Derriford, with also appropriate levels of provision to support the city’s district centres.

10. To reappraise on at least a 5 yearly basis the need and potential for shopping development in Plymouth having regard to the actual population change achieved and revised population growth forecasts.

3.10. Progress towards achieving this objective, will be measured against the following targets:-

1. To achieve an increase in retail capacity for comparison goods of between 35,000 and 50,000 sq m net by 2016.
2. To achieve an increase in retail capacity for comparison goods of between 75,000 and 110,000 sq m net by 2021.
3. To deliver new centres at Devonport, Weston Mill and Derriford by 2016.
4. To deliver a consolidated retail warehouse location on Laira Embankment by 2016.
5. To complete a revised Shopping Study for Plymouth by 2011.

3.11. Revised Preferred Option 16. To enhance consumer choice and strengthen the vitality, viability and accessibility of the City Centre and district / local centres by supporting new retail which:

1. Meets a proven need.
2. Uses the sequential test, which requires developments to demonstrate that their site is the most appropriate location having regard to the following priorities: 1. Sites in existing centres. 2. Edge of centre sites. 3. Sites well served by a choice of means of transport.
3. Is appropriate in scale and function to its location.
In relation to retail warehouses, where a suitable site in or at the edge of a centre site is not available, the Council’s preference will be for an existing retail warehousing location to be extended. This will facilitate the use of that location for multiple shopping trips in one journey, but will only be acceptable if it can be achieved without prejudicing other key aspects of the LDF strategy.

3.12. Revised Preferred Option 17. A policy to support new retail development within the City Centre which makes a positive contribution to improving its viability and vitality, supports the creation of a comfortable, safe, attractive and accessible shopping environment, and where possible improves the overall mix of land uses in the centre and improves connectivity to adjoining areas.

3.13. Revised Preferred Option 18. A policy to protect the primary retailing role of the City Centre, by preserving the predominance of A1 use classes within the balance of uses within primary and core shopping frontages. The policy will encourage other uses in the City Centre which are complementary to the primary retailing, particularly above ground floor level – including residential, office, cultural and leisure.

4. Transport – key changes

**Context**

4.1. For most people, our increased ability to travel has been one of the most liberating features of recent decades. But it has come at a cost to the environment – and it is a cost that is increasing.

To improve our quality of life we need to improve transport connections in a way that promotes accessibility – but which is also sensitive to our unique environment.

Living more sustainably includes reducing car dependence – enabling us to make more journeys by foot, by cycling or by public transport.

The alternative policy approaches considered include:

- To continue current policies, accepting the economic and quality of life impacts from congestion, noise, pollution and the isolation of the most vulnerable
- To increase road capacity and parking facilities, accepting that this is unlikely to keep pace with increasing demand
- Promoting sustainable transport by implementing strategies which reduce the need to travel and promoting modes of transport that are less damaging to the environment.

**The current position**

4.2. The city’s communication links are vital to its economic prosperity and social well-being. In the past Plymouth’s perceived remoteness has been a constraint to economic growth. The task of the LDF is to facilitate improvements to the strategic network, linking Plymouth to the rest of the SW Region, the wider UK and Europe. Key elements are:

- The A38 Devon Expressway and the main rail links
- Plymouth airport and commercial port
- Information technology and the telecommunications network
- Improving the city’s link to surrounding areas by:
  - Providing Park and Ride interchanges on the city’s periphery, to accommodate people coming into the city
  - Developing and extending the local rail links into the city
  - Extending the City’s High Quality Public Transport network to nearby towns.

4.3. Within the city, we need to improve transport connections in a way that promotes accessibility for all – but in a way that manages travel demand so as to minimise its adverse impacts (e.g. pollution, noise and congestion). Many people could be persuaded to use their car less often if other options were sufficiently attractive.

4.4. Part of the answer to this lies in reducing the distances we travel – by developing employment, retail and living opportunities close to main transport links. Alongside this, we need to evolve an integrated transport network that improves accessibility, is sensitive to the different aspects of city life that it serves and creates a hierarchy of modes, based upon the most sustainable options.

4.5. In essence we need to allow for effective movement between our neighbourhoods and the rest of the city, as well as providing a clear structure of accessible routes within those neighbourhoods. Vehicular routes must be planned to coincide with, but not overwhelm, the network of public streets and places. It is this framework that will determine the quality of our transport systems and, in turn, the quality of our environment and health.
Key issues arising from consultation.

4.6. A summary report of the issues raised during the Preferred Options consultation on the Core Strategy (July 2005) has been published by the City Council.

The key transport questions raised at the Preferred Options stage were:
• The need to promote and upgrade road, rail, water and air connections nationally and internationally – where only 2% of the respondents raised concerns
• The need to provide an affordable, effective public transport system to minimise car dependency – where only 3% of respondents raised concerns

Issues raised through Sustainability Appraisal

• Potential negative impacts of new transport provision which would need to be mitigated against
• The adverse impact in terms of increasing greenhouse gases arising from the proposal to expand Plymouth airport
• The need to clarify the Council’s parking standards
• The deliverability, phasing and likely performance of the public transport network
• Green travel plans are encouraged.

4.7. In addition to the questionnaire response on transport issues, 73 written comments were received from organisations and individuals relating to transport matters. While there was a high degree of public support for the Core Strategy Preferred Options transport proposals, addressing the concerns raised is recognised as very important.

4.8. In terms of the key concerns raised, these can now be substantially addressed, including:
• Support was shown for proposals to improve Plymouth’s connectivity to the wider world. This included support for further development of Plymouth airport, although concern was also expressed at the environmental impacts. (This matter is commented upon in the following section). The need for improved road links to the port was also highlighted. The revised preferred options presented in this report will significantly improve port access
• Considerable support was made known for reducing the need to travel and providing a range of sustainable alternatives. At the same time, there was concern over the quality and provision of adequate parking facilities. It was apparent that respondents wished to see a credible strategy addressing all modes of travel in an integrated manner. The failure to present an integrated far reaching strategy on public transport was criticised. The Council believes that it has now substantially addressed this concern through the LTP2 and the revised preferred options presented here.

4.9. In terms of the issues raised through the sustainability appraisal:
• The Council agrees that the potential negative impacts of new transport provision need to be addressed. This will be addressed elsewhere in the Core Strategy through general policies regarding the environmental impacts of transport projects
• The Council accepts that an increase in the number of flights would result in more greenhouse gas emissions. However, it contends that the issue is considerably more complex than just looking at additional flights generated by Plymouth airport. Were the airport not to grow (and the evidence from the airport study is that this would result in the airport closing in the medium / long term), then many people would travel to other airports to fly. This travelling would also generate pollution. So it is by no means clear that an increase in commercial flights from Plymouth would mean an increase in commercial flights overall. Additionally, an under-performing city economically will do very little to promote sustainable development.
The Airport study suggests that Plymouth’s airport is an important piece of Plymouth’s economic infrastructure. The issue is one that requires national and regional consideration. It would not be appropriate to reject this option on the basis of a local sustainability appraisal

- The Council agrees that its parking standards need to be specific about ceilings in relation to households and employees
- The Council believes it has the right strategies to successfully deliver HQPT, and is working closely with stakeholders to get funding plans in place
- Green travel plans are supported and will be promoted in the Core Strategy.

What has changed since the Core Strategy Preferred Options Report?

4.10. Further work has now been undertaken to inform the preparation of the Core Strategy. This needs to be made publicly available to inform the debate on Plymouth’s future. The three key items are:

- The Final Local Transport Plan 1(LTP2) has further refined the city’s transport strategy for the forthcoming period – and has included a longer-term overview of the way High Quality Public Transport (HQPT) could be progressively introduced into the city. This has been informed by a Strategic Transport Network report and schematic diagram produced by Atkins plc, indicating the vision for HQPT for the period to 2026
- A study into the public transport options for the Eastern Corridor has been completed by consultants Faber Maunsell
- A study into the future role of Plymouth Airport has been undertaken and presented by York Aviation plc.

Key messages from the LTP2.

4.11. LTP2 sets out a five year transport capital investment programme within the context of a long term vision to transform Plymouth’s sustainable transport network. It sets out 7 strategic objectives for transport planning. These are:

1. To improve accessibility and social inclusion
2. To reduce the rate of growth of traffic congestion
3. To improve road safety
4. To improve air quality and the environment
5. To support Plymouth’s urban renaissance and sustainable growth
6. To improve the quality of life
7. To make maintenance more efficient and effective.

4.12. These objectives are supported by a number of key principles, the most relevant in relation to links to the spatial planning strategy include:

- The importance of public transport – placing public transport at the heart of the strategy; and
- Meeting current and future needs – acknowledging the importance of a long term strategy to support regeneration and provide an infrastructure to facilitate planned developments in the City Centre and the eastern and northern corridors.

4.13. The transport strategy has a number of key strands, including most specifically in relation to the LDF:

- Providing viable alternative transport choices and developing sustainable transport provision, including areas of growth and new development

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1 The Final Local Transport Plan (LTP2) was submitted to Government in March 2006, and supersedes the Provisional LTP2 of July 2005.
• A combination of new transport interventions and persuasive measures designed to alter travel behaviour
• Introduction of corridor-based initiatives designed to contribute to air quality aspirations, particularly in Air Quality Management Areas
• Encouragement of modal shift towards using more public transport and consideration of demand management
• An integrated approach to transport and land use planning in order to reduce the need to travel
• Promoting and improving the accessibility of activities and services.

4.14. The preferred long term transport strategy includes the following elements:

• The progressive creation of a High Quality Public Transport (HQPT) Network - initially based on new-era busways, but with the intention to upgrade as appropriate technology and sustainable funding becomes available
• Designating & safeguarding land - and formulating a 20-year programme to provide a blueprint for this network. This must start with the routes serving the eastern corridor (incl. Sherford and Langage), and the northern corridor (incl. Derriford Hospital and Plymouth Airport) - but must expand to embrace the whole of the travel-to-work-area by 2026
• The construction of a series of transport hubs along each of the routes – and significantly upgrading those (e.g. the coach and railway stations), that already exist. These hubs must incorporate high-quality facilities (e.g. information, interchange, security, retail/refreshment services)
• The integration and enhancement of the whole spectrum of local transport services (including local buses, walking and cycling routes) to feed into - and be complementary with - the HQPT Network
• The introduction of targeted highway improvements, together with appropriate demand-management measures, which will support and work alongside HQPT services
• The progressive introduction of network management technology, to maximise existing & future capacity and investment across all transport modes – and to reduce congestion and delay for the benefit of business and domestic travellers alike
• Lobbying for improvements to Plymouth’s connectivity to the rest of the South West, the wider UK, Europe and beyond, through investment in road, rail, water and air transport
• Provision of facilities for, and promoting the benefits of, transferring freight delivery from road to rail or water transport, wherever practical.
4.15. The preferred High Quality Public Transport network is shown on the diagram below.
Key messages from the Eastern Corridor Study.

4.16. This study provides an evidence base of the range of public transport options to serve the corridor - enabling the delivery of the planned long term growth in Plymouth’s eastern areas. In particular, this includes serving the urban extension at Sherford and major development in north Plymstock, particularly Plymstock Quarry.

4.17. The study recommends a preferred transport strategy for the eastern corridor which:
- Proposes a High Quality Public Transport (HQPT) solution, in accordance with the wider transport strategy for the city
- Provides a large Park and Ride site and public transport interchange adjacent to Deep Lane Junction to intercept traffic on the A38, serving both the City Centre and the Derriford area as part of this wider transport strategy. It concludes that an additional park and ride on the A379 is not recommended at this time. Local opinion was strongly expressed against the idea of a transport interchange at the Elburton Villa site, and the Council now rejects this option. However, the Council retains a long term aspiration for providing park & ride on the A379 as part of its commitment to building up the quality of provision of public transport in the city
- Identifies a HQPT route from Deep Lane to the City Centre via Sherford, the southern edge of King George V playing fields, the old railway line and the A379, including a combination of on-road and off-road sections. Replacement playing fields to at least the equivalent level of provision will be provided as part of the Sherford development. The Council has rejected the option for a new transport link around the eastern edge of Elburton (Option B in Preferred Option 11 of the North Plymstock Area Action Plan Preferred Options Report, July 2005)
- Proposes a number of other stops and interchanges including:
  - Sherford (North)
  - Sherford (Central)
  - Sherford (South)
  - Plymstock Quarry
- Proposes a high frequency service on the HQPT route, with a pick up every five minutes
- Recommends operating a segregated bus route between Haye Road and Plymstock Quarry, so as to:
  - avoid congesting the network
  - enhancing journey times
  - providing better reliability and enhanced safety.
- Identifies Embankment Road through Prince Rock as a public transport and local traffic only route.

4.18. To achieve a public transport and local traffic only route along Embankment Road through Prince Rock, the study has shown the operational feasibility of
- Upgrading of a southern route from Laira Bridge to the City Centre for traffic from Plymstock
- A new link road between Laira Bridge Road and Embankment Road relieving pressure on Heles Terrace
- Providing an extra westbound lane on Laira Bridge for traffic from Plymstock
- Traffic management changes on the existing Gydnia Way to provide a route to and from Marsh Mills to the City Centre.
4.19. The City Council agrees with the broad strategic approach set out in the study, and will now need to develop detailed proposals which also:

- Address rat running concerns, and in particular delivers traffic management to protect sensitive routes such as through Plympton St Maurice conservation area
- Delivers major public transport improvements throughout Plymstock, linking in effectively to the HQPT network
- Consider the location of other HQPT stops such as Elburton and Cattedown.

4.20. Key elements of the preferred Eastern Corridor Transport strategy are illustrated on the diagram that follows.

4.21. The Council’s proposals that have been developed from the study’s recommendations thus seeks to deliver a range of major benefits for local communities and the city as a whole, including:

- Enabling the city to continue to grow in a sustainable way, boosting its economic performance and enabling a critical mass of population to be provided which supports high quality services and cultural facilities
- Improvements to the transport infrastructure for all who live in Plymouth’s eastern areas
- Major quality of life improvements for those who live along Embankment Road and in Heles Terrace – the problems of severance will be dealt with by the proposals, enabling this community to be knit back together
- Delivering air quality improvements in the East End’s Air Quality Management Area
- Improved economic performance of the port through improved access
- Major opportunities for waterfront environmental improvements and regeneration, enhancing Plymouth’s image on one of its most important gateways.

4.22. This study will not only inform the LDF Core Strategy but also the North Plymstock Area Action Plan.
Key messages from the Plymouth Airport Study.

4.23. The airport contributes substantially to the economy of the city and the surrounding area – and would do so increasingly as the city’s economic growth strategy and Quality of Life Vision develops.

4.24. The current Plymouth Airport layout is not adequate to accommodate the next generation of aircraft. Should no enlargement of the runway and its associated safety areas be undertaken in the next few years, the facility itself would probably close on the retirement from service of the current type of aircraft. This could be during the period covered by the emerging LDF.

4.25. To achieve a situation where the airport becomes a cost effective facility in its own right, passenger numbers would need to increase from approximately 250,000 today to around 600,000 by 2015. Trends in air travel and current economic forecasts indicate that this is quite practical.

4.26. Plymouth Airport could continue to develop its role as a facility which predominantly supports the local economy (rather than outbound tourism) by expanding routes primarily to other UK and European destinations. Again, the report indicates that this is a credible aspiration, based on current socio-economic trends. However, it will require significant infrastructure improvements – including a runway extension to enable the next generation of turbo-props and potentially smaller jets to use the airport. Other infrastructure and development measures recommended include:

- decommissioning of the shorter runway
- increasing the size of the airport’s apron to allow more aircraft to park
- extending the passenger terminal buildings
- relocating the maintenance hanger and engine testing area (which would be built to high standard for noise attenuation)
- release of surplus land for development, to help finance infrastructure improvements (some public sector funding will however be necessary).

4.27. Any increase in the number of routes and flights will have some impact on noise and environmental pollution. However, other than in respect of early morning testing, commercial flights have not been a major source of noise complaint. Proposals for a new higher specification engine testing facility surrounded by development will help provide an additional noise screen. Moreover, a new generation of aircraft would be quieter and more efficient than the current equivalent planes.

Revised Core Strategy Strategic Objectives and strategy diagram in relation to transport issues.

4.28. The City Council’s goal is to reduce the need to travel and deliver a sustainable transport network that supports Plymouth’s long term growth, improves the environment and provides a high quality of life for the city's communities. The key elements of the strategy are set out on the City Transport Strategy diagram below. The LDF’s strategic objectives for achieving this are:

1. To improve accessibility and social inclusion through providing for a city of sustainable linked communities which have a range of services and facilities and which are well connected to major employment and service destinations in the city.
2. To reduce the rate of growth of traffic congestion through promoting modal shift to sustainable transport methods, implementing effective demand management, and ensuring that development takes place in locations which are accessible by a range of transport modes.
3. To improve road safety by delivering appropriate infrastructure improvements with new development.
4. To improve the environment and quality of life through transport infrastructure improvements and applying policies to ensure developments include measures to address the adverse impacts of traffic.
5. To deliver an integrated sustainable transport programme for Plymouth’s eastern corridor which provides High Quality Public Transport Links to the City Centre and Derriford area, connects to an improved public transport network in Plymstock, provides improved access to Cattedown port, and delivers major community regeneration benefits to the East End.

4.29. Progress towards achieving these objectives will be measured against the following targets to:-

1. Increase the percentage of all households in deprived areas that are within 30 minutes travel time by public transport of Derriford Hospital and Tamar Science Park (LTP2 target).
2. Compared with the 1994-98 average, reduce the number of fatalities and serious injuries due to road accidents by 60% by 2010 – including an 80% reduction in the number of child fatalities / serious injuries and a 20% reduction in minor casualties (LTP2 target).
3. Compared with the 2003/4 base, increase public transport (bus) usage by 7.3% by 2010/11 (LTP2 target).
4. Ensure traffic growth does not exceed a total of 4.2% between 2004 and 2010, from a baseline of 1,118 million kilometers in 2004 (LTP2 target).
5. Have no declared Air Quality Management Areas (AQMA) arising from Transport across the city (LTP2 target).
6. Ensure that all new development is located within 400m of a bus stop.
7. Ensure that all designated High Quality Public Transport routes are safeguarded.
8. Deliver a HQPT service to serve eastern Plymouth from the occupation of the first homes at the Sherford new community, and to develop the HQPT service in line with future development in the eastern corridor.

4.30. No amendments are proposed to the text of Preferred Option 25.
5. **Derriford & Seaton – key changes**

**Context**

5.1. The Derriford area has grown as a major employment centre, but without the facilities to service the workers. It is also developed to a very low density and lacks a positive identity. There is a need and opportunity to create a new heart and sense of place for the area as part of a wider proposal to create a new sustainable neighbourhood of Plymouth. This will build upon existing sub regional infrastructure in the area, including the airport, a college of further education and a hospital.

The alternative policy approaches considered include:
- Create a new town centre for the north of Plymouth at Derriford, as part of a strategy to enhance Plymouth as a retail destination, with the City Centre being identified as a regional shopping centre.
- Create a new local / neighbourhood centre to serve only the local residential population.
- Create a district centre which supports surrounding residential areas and delivers services to support the local employment, education and health communities.

**The current position**

5.2. Plymouth is a major centre of employment, shopping and tourism. It also has an important regional significance as a centre for culture, sport and higher education. The city has global links with North American, Asian, and European companies and has important healthcare and medical sectors, many of which are based at Derriford. Historically the city has been highly dependent on defence-related industries but over recent years this has declined significantly and there is an ongoing need to diversify and strengthen the local economy. Derriford is one of the key development opportunities where this aspiration can be achieved.

5.3. Through the Plymouth Vision, prepared by MBM Arquitectes, a compelling picture of what the city is and what it could become has emerged. The vision focuses on the unique beauty and position of the City. It also sets specific aspirations for the City, including a population growth over the next twenty years from the current 240,000, to between 300-350,000 in order to provide a sustainable and vibrant city. This population is suggested as the level of critical mass required to support a city of the nature outlined in the vision. The MBM vision for Plymouth in essence seeks to bring the quality of the social, economic and urban fabric of the City up to a level that is commensurate with its stunning natural setting. It is in this context that the LDF’s proposals for the Derriford area are being prepared.

5.4. The Derriford area provides a unique opportunity. As a leading centre of medical excellence and a hub of science and technology the location is a pivotal sub regional location which helps to strengthen the city’s national and international competitiveness. As a location close to Dartmoor with stunning views and deep wooded valleys dissecting the topography it can also contribute to a better quality of life for the residents and working population of the city. This in turn enhances competitiveness, particularly in the highly skilled, high value and knowledge based sectors the area is known for.

5.5. Placed in this context it is clear that Derriford already is far more than ‘just’ a neighbourhood or local centre. It is already an important sub-regional centre with a vital role in the success of the city. However, despite being defined by a formidable mix of uses including the Hospital, Plymouth City Airport, Nuffield Hospital, The College of St Mark and St John, Plymouth International Business Park and Tamar Science Park the area is not actually perceived as a place in its own right. Each of the uses sit on their own within a broad area with no sense of place, image or ‘brand’ identity.
5.6. The challenge for the LDF is to complement the existing uses with an urban framework and infill development that makes a place out of what is currently a non-place and which are commensurate with the city-wide importance of the uses of the area. If this is achieved the result will be a new centre for Plymouth; not just a series of destinations off the A386 but a focus for the north of Plymouth.

5.7. In retailing terms, there is a clear need to consider what the appropriate scale and nature of provision should be. At one extreme, given the strategically important infrastructure already in the area, a new town centre serving the entire north of Plymouth could be contemplated. At the other extreme a local centre could be proposed, to serve a very local population. The potential to create a new town centre in northern Plymouth could potentially be justified in the long term (post 2021) – (see Shopping section of this report). But this will only be justified if the planned for accelerated population growth actually is delivered. It is vitally important that the well-being of the City Centre is safeguarded, as this is crucial to Plymouth’s long term economic success. At the other extreme, a local centre would not provide sufficient critical mass of development to support the city’s aspirations to create a new heart for the area and to promote the concept of a bi-polar economy for the city, based on the City Centre and Derriford (see employment section of this report), and of providing a new heart for Plymouth, would not be served by this option. The Council’s view remains as it was at the original Preferred Options consultation stage in July 2005 – i.e. that a district centre is appropriate in the period to 2021 in terms of shopping provision.

Key issues arising from consultation.

5.8. A summary report of the issues raised during the Preferred Options consultation on the Core Strategy (July 2005) has been published by the City Council.

The key question raised in relation to the Derriford area at the Preferred Options stage related to the vision for the area. Only 3% of respondents disagreed with the proposed vision.

In addition to the questionnaire response, 23 written comments were received from organisations and individuals. While there was a high degree of public support for the Core Strategy Preferred Options proposals, addressing the concerns raised is recognised as very important.

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**Issues raised through Sustainability Appraisal**

This identified a number of issues that need to be considered as plans develop, including in relation to:

- new employment opportunities for local employees / unemployed
- effect on the existing demographic profile
- impact on costs of housing and cost of the purchase of convenience goods
- impact on the quality of life of neighbouring communities
- impact on adjacent land uses
- overshadowing, wind funnelling and visual impacts
- provision of public transport
- measures to minimise car parking.
- dual use of facilities.
- visual impact
- impacts on displaced land uses
- short-term impacts associated with construction
- flood risk
- recreational pressures in relation to landscape, nature conservation, archaeology and heritage interest.
5.9. We have felt able to substantially or in part address a number of the concerns raised, including:

- **The level of traffic congestion in the area and the need for better public transport** – through our proposals for a network of High Quality Public Transport routes serving this and other strategic locations (see Transport section of this report)
- **Plans to expand Plymouth Airport in its present location** – through our proposals for a limited extension of the runway and for other infrastructure improvements
- **Proposal for a new transport link that might impact on a nature reserve** – in that there is no proposal for a route through an existing nature reserve, but accessibility to a new community park area will be achieved by transport proposals
- **New centre should not have a negative impact on the existing centres of Crownhill and Southway** – in that the level of retail development proposed will be carefully controlled having regard to its impact on other centres (although it is considered that Crownhill may be redefined as a local centre)
- ‘Community parkland’ indicated on the strategic diagram should take account of the extension plans for the Tamar Science Park – through amendments to the strategy diagram
- **Southway should be considered as a separate area considering the particular social and economic deprivation issues of this part of the city** - in relation to Southway, the recent “in principle” planning permission for a major development has provided a framework for regeneration of this area, and there is no longer a need for this to be considered through a separate Area Action Plan.

5.10. The sustainability appraisal issues are all considered valid issues which will need to be addressed in the Area Action Plan for Derriford and the masterplanning of key sites.

**What has changed since the Core Strategy Preferred Options report?**

5.11. Further work has been undertaken to inform the preparation of the Core Strategy. This needs to be made publicly available to inform the debate on Plymouth’s future.

- The City Council has commissioned retail consultants to advise on retail need and opportunity in Plymouth, including advising on the specific role and potential of the Derriford area
- The Council held an Economic Visioning conference in January 2006 to engage stakeholders in the development of a new economic strategy and vision for the city. One major option under consideration was the development of a bi-polar economy in Plymouth, retaining the pre-eminent role of the City Centre but with Derriford identified as a major secondary centre
- The Council has commissioned design consultants to develop further the vision for the Derriford area, having regard to its potential commercial role
- The Plymouth Airport Study, which considers the long-term future of Plymouth Airport, has been published.

**Key messages from the emerging retail strategy for Plymouth.**

5.12. A fuller summary is provided in the Shopping section of this report. In relation to Derriford, the Shopping Study supports the concept of a district centre that in the long term (post 2021) may be able to grow to a larger centre, subject to the health of the City Centre and the extent to which population growth has actually been delivered.

**Key messages from the emerging new economic strategy for Plymouth.**

5.13. See Employment section of this report for information on this strategy. Insofar as Derriford is concerned, its key recommendation is to support the development of a “bi-polar” economy, with 2 major areas of complementary economic growth (the City
Centre and Derriford). This can be facilitated through developing an appropriate economic relationship between Derriford and the City Centre, and provision of rapid and regular public transport.

**Key messages from the emerging design and urban framework strategy for Derriford.**

5.14. This work is building on a previous study undertaken by Llewelyn Davies. It supports the findings of the Llewelyn Davies study that north Plymouth lacks a heart. It also supports the findings that the area has huge potential to be transformed into a highly successful sustainable community in its own right.

5.15. It identifies that Derriford is potentially more than a neighbourhood or local centre. The existing mix of uses within the area already makes it an important sub-regional centre with a vital role in the success of the city. To play a complementary role to the City Centre as part of the “bi-polar” economy concept, it is important to build upon this existing strategic infrastructure but in a way that does not have a negative influence on the regeneration of the City Centre.

5.16. Despite the presence of the Hospital, Plymouth City Airport, Nuffield Hospital, The College of St Mark and St John, Plymouth International Medical and Technology Park, Derriford Business Park and Tamar Science Park, the Derriford area does not have a strong identity as a centre for the North of Plymouth. It does not provide the mix of community, retail and business uses expected of an important centre, and lacks a residential community. Studies of each of the neighbourhoods surrounding Derriford revealed a number of low density suburbs lacking a clear centre with appropriate services or facilities.

5.17. The potential exists in the area to develop a broader mix of uses that will help the Derriford area to fulfil its potential as an important sub regional centre for the north of Plymouth, and a district shopping centre serving the surrounding communities and the employment, health and education uses. The area seems particularly lacking in shops, restaurants, leisure and community facilities and a mix of housing suited for people who work in the area.

5.18. Four key issues will be important in making Derriford a successful centre:

1. The amount of residential, community and commercial development will have to be sufficient to ensure that services and businesses are supported and people are attracted to the centre. A local shop or supermarket is unlikely to be sufficient to create a vibrant centre that people want to be in. There will need to be a mix of uses with attractive public spaces for people to linger in and enjoy.

2. The centre will need to have a strong character to balance the existing large buildings and roads within the area. This means distinctive high quality architecture and spaces with sufficient scale and presence to create a strong sense of place and the legibility for the area, amongst the existing fragmented townscape of large buildings and roads. Streets and spaces will need to be sheltered and attractive for pedestrians and cyclists. A bold sustainable urban district needs to be created rivalling the best new development achieved by the other European cities Plymouth is competing with. Some key areas in the corridor from Crownhill Fort to the Derriford Roundabout and towards the hospital seem best suited as focal areas in which there should be a special requirement to achieve a high quality urban form and public realm, with a strong public transport focus.

3. The pattern of streets and spaces needs to create excellent linkages with the rest of the city and allow for public transport, cyclist, pedestrian and vehicular access in a sustainable way.

4. The unique natural environment, views, and historic environment offer the opportunity to reinforce the sense of place, and a high quality of life.
5.19. A new link along the Forder Valley may benefit the accessibility of the area and allow the creation of a more attractive and sustainable urban area. There may also be potential for new linkages through the airport land that becomes excess to requirements, and for a linkage to the west of the international medical and technology park around the northern edge of Crownhill Fort towards Whitleigh (subject to detailed investigation in relation to safeguarding the schedule monument and its setting).

**Key messages from the Plymouth Airport Study.**

5.20. The City Council agrees with the broad strategic approach set out in the study, and will now need to develop detailed proposals which also:

- Address rat running concerns, and in particular delivers traffic management to protect sensitive routes such as through Plympton St Maurice conservation area.
- Delivers major public transport improvements throughout Plymstock, linking in effectively to the HQPT network.
- Consider the location of other HQPT stops such as Elburton and Cattedown.

This study presents an evidence base for the role and future development of Plymouth’s airport. It supports the expansion of the airport to improve connectivity with the rest of the UK and Europe, seeing this as a valid economic objective for Plymouth and the SW Region. See Transport section for a fuller summary of the messages.
Derriford and Seaton Area Vision and Strategy: Conceptual Diagram

Key Changes to the Preferred Options – April 2006
Revised Core Strategy Preferred Option in relation to Derriford Area Vision and Strategy.

5.21. Revised Preferred Option 47. The City Council’s preferred vision for the Derriford and Seaton AAP, as illustrated conceptually on the Area Vision and Strategy diagram, is:-

To create a thriving sustainable urban centre at the heart of the north of Plymouth which is well connected to surrounding communities and the city’s High Quality Public Transport network and:

- includes a diverse mix of commercial and community uses supported by a strong, vibrant new residential community
- plays a major supporting role in the sub region’s long term economic and social well being through provision of strategically important health, economic, further education and transport infrastructure (including an improved Plymouth airport)
- provides district shopping centre facilities, centred on the west side of the A386, to support the surrounding residential and commercial communities with the potential for long term growth as the population of northern Plymouth grows
- provides a new high quality ‘northern gateway’ into the city, with a strong sense of place
- capitalises on the existing network of green spaces, views and historic environment, and enhances the role of and access to these.
6. **Environment – key changes**

(Context)

6.1. Plymouth has one of most enviable locations of any city in the world. It has a legacy of quality green spaces penetrating the city, views out over the stunningly beautiful sound and its estuaries, all set within a backcloth that includes Dartmoor to the east and the Rame peninsula to the west.

The city also has a long and illustrious heritage, the legacy of which is everywhere. This is a fragile asset that needs to be cherished, providing the all important sense of place and playing a key role in Plymouth's urban renaissance.

Addressing these issues is critical in terms of promoting the principles of sustainable development. This is a theme that runs throughout the LDF and includes:
- addressing climate change, protecting biodiversity and open spaces, dealing with waste and reducing the consumption of non-renewable resources.
- How to protect and enhance Plymouth’s environment and the surrounding coast and countryside, by:
  - focusing development on previously used sites, including increasing density
  - addressing deficiencies in open space provision
  - protecting biodiversity by conserving habitats.
- How best to protect and enhance the city’s built heritage – by improving the quality of design, retaining key features that provide identity and creating an accessible, legible, well connected and vibrant city
- How to plan for development that minimises or reduces consumption of non-renewable resources
- What measures should be taken to adapt to climate change
- How to ensure a safe and healthy environment.

The current position

6.2. The City Council acknowledges that protection of the environment and provision of sustainable development is a fundamental requirement of the LDF. Its current policies seek to protect the special environment of the city, and to deliver more effective stewardship of the environment. Development must play a positive role in the stewardship of the environment and in delivering long term improvements to quality of life in the city.
Key issues arising from consultation.

6.3. A summary report of the issues raised during the Preferred Options consultation on the Core Strategy (July 2005) has been published by the City Council.

The key environmental questions raised at the Preferred Options stage were:

- The need to safeguard green space from inappropriate development – where only 2% of the respondents raised concerns
- The importance of promoting conservation and enhancement of biodiversity - where only 1% of the respondents raised concerns
- The need to reduce the consumption of non-renewables e.g. water, land, soil - where only 1% raised concerns
- The importance of contributing to renewable energy targets in the Devon Structure Plan - where only 2% of the respondents raised concerns
- The need to protect people and the environment from unsafe, unhealthy and polluted environments - where only 1% of the respondents raised concerns
- The importance of providing support for tackling flooding by prioritising development in certain areas - where only 2% of the respondents raised concerns.

Issues raised through Sustainability Appraisal

Protection of green space. Biodiversity

- Conflict between protection of green space and proposals for major development & infrastructure proposals (20% of development will be on green field land & some brownfield sites are a valuable resource in terms of open space/biodiversity)
- Concern about impact of polluting developments on landscape, biodiversity sites
- Concern about how City will respond to development beyond that which is allocated in Plan. Must ensure careful monitoring of sporadic and incremental development to avoid further erosion of green space
- Lack of clarity about how wildlife corridors and woodland in green corridors will be protected
- Design Principles
  - Design principles should also encourage use of local and recycled materials, reflect locally distinctive features, minimise water & energy consumption, waste generation, and considering renewable energy
  - Lack of clarity about the consideration for visual integrity of Plymouth as a whole
  - Care must be taken to ensure that design and density of development, access to open space and choice of materials enhances quality of life of respective local communities.

Other issues

- Lack of clarity about sustainable development criteria to be applied to development in flood risk areas
- Encourage travel plans.

6.4. In addition to the questionnaire response on environmental issues, 45 written comments were received from organisations and individuals relating to environmental matters. While there was a high degree of public support for the Core Strategy Preferred Options environmental proposals, addressing the concerns raised is recognised as very important.

6.5. In terms of the key concerns raised, these can now be substantially address, including:

- Protecting green spaces from development, including protecting Central Park – is generally supported. It is recognised that a strategic framework of green spaces is an essential ingredient in terms of creating a quality city and cannot be
compromised. This matter will be addressed through a policy on the city’s green infrastructure. The importance of retaining Central Park as a key element in the city’s hierarchy of recreation provision is also recognised and any proposals for this area will need to about enhancing, and not detracting from its key role

- **Protecting against encroachment of diffused noise pollution and promoting air quality improvements** – is generally supported and will be addressed through a general pollution control policy
- **While there is general support for tackling flooding, concerns have been raised about the accuracy of the background information being used to assess the extent of this problem** – This matter has now been addressed through a new Flood Risk Assessment report
- **The high degree of support for promoting conservation, enhancing biodiversity, reducing the consumption of non-renewables, contributing to renewable energy targets** – is welcomed.

6.6. In terms of the issues raised through the sustainability appraisal, the Council:

- Will address the issue of protecting green space and biodiversity through a policy on the city’s green infrastructure, as well as a general pollution control policy
- The issues raised relating to Design Principles will be addressed through a strategic Design Policy, supported by a supporting Supplementary Planning Document on design matters
- Is addressing the concern about flood risk through its new Strategic Flood Risk Assessment
- Will promote Green travel plans in the transport section of the Core Strategy.

**What has changed since the Core Strategy Preferred Options?**

6.7. Further work has now been undertaken to inform the preparation of the Core Strategy. This needs to be made publicly available to inform the debate on Plymouth’s future. The key items of work are:

- A Strategic Flood Risk Assessment – produced by Pell Frischmann
- An assessment of key Criteria Based Policies relating to the environmental and other impacts of development, potentially for inclusion in the Core Strategy as an alternative to a separate Local Development Document.

**Key messages from the Strategic Flood Risk Assessment**

6.8. The study sets out to provide a high-level assessment of flood risk in Plymouth, as a basis for considering the implications for land use planning and change – in accordance with current planning guidance (PPG25) as well as guidance set out in the emerging new document PPS25. In essence the priority is to steer development to areas at the lowest probability of flooding.

6.9. The assessment considers the different sources of flooding, and their potential impact in the key development areas of the city, i.e. from rivers, the sea, runoff, groundwater, sewers, as well as from reservoirs /canals and other artificial sources. It goes on to consider the different options to mitigate against flood risk, highlighting the positive and negative implications of each measure.

6.10. The principal output from the study is a set of maps which divide Plymouth into flood risk zones as a basis for making consistent and sustainable decisions with respect to flood risk. In essence the study highlights the fact that Plymouth, as well as being a coastal city subject to attack from tidal and wave action, is also bisected by two large rivers; the Tamar and Plym, hence a large variation in possible sources of flood risk in the city.
6.11. The study notes that most of the proposed redevelopment is concentrated around the waterfront area of the city. This area is already heavily developed meaning that reducing flood risk for new development will need to be considered carefully in order to determine the best methods to mitigate the risk. Key finding are that:

- In terms of direct flooding of this area, caused by the impact of tide or waves – either critical development should be moved away from the risk or the development should be mitigated by an appropriate means such as site selection, land-raising or flood defences
- In terms of indirect flooding caused by the tide submerging drainage outlets etc. – there are a range of mitigation methods which may include upgrades to the drainage system in order to protect both existing and new development.

6.12. The study also shows that parts of the waste management facility at Chelson Meadow are shown to be at risk from flooding, which means that special attention will need to be paid to flooding issues in considering the future of this facility.

6.13. The study concludes that each separate development should be considered on an individual basis with regard to flooding. If deemed necessary a Flood Risk Assessment should be carried out that would highlight on a site specific basis the magnitude and nature of flood risk to the development as well as any increase in flood risk which the development may cause elsewhere.

**Key messages from the Criteria Based Policies Assessment.**

6.14. The Core Strategy Preferred Options report, when published in July 2005, included 47 preferred option statements, most of which will be converted into strategic policies to support delivery of the LDF’s vision and strategy. So there will already be a significant policy framework in place to encourage high quality development into appropriate locations in the city. The key question now is whether the need for additional detailed criteria based policies is sufficient to justify the preparation of a separate ‘Criteria Based Policies’ Local Development Document (LDD), or whether such policies should be incorporated in this Core Strategy.

6.15. The LDF Annual Monitoring Report was published in December 2005. This includes an analysis of the use of existing planning policies by the Council in decision making. It is noteworthy that quite a number of policies have never been used for decision making, suggesting that there is significant scope to reduce the number of policies.

6.16. It is suggested here that, in addition to the emerging policies already identified in the July 2005 Core Strategy Preferred Options report and this Key Changes report, there may only be a need for a very small number of policies which set out the key issues and tests for consideration when planning applications are received. These need to safeguard and promote a good quality of life in the city, to protect the environment and promote sustainable development. These policies could subsequently be amplified by Supplementary Planning Documents giving a clear framework for the consideration of planning applications.

**Revised Core Strategy Preferred Option in relation to environmental issues.**

6.17. Revised Preferred Option 29. The preferred option remains unchanged, with the exception that a revised sub-section (7) is proposed.

(7) Provides support for tackling flooding by giving priority to development in areas of minimal flood risk. Significant development proposals in high flood risk areas should:

- be justified by making a positive contribution to delivery of sustainable communities and the sustainable development objectives of the Core Strategy.
- be on brownfield land.
be accompanied by a flood risk assessment and deliver flood risk mitigation or defence measures as appropriate.

where possible contribute to the alleviation of existing flooding problems.

All development should provide appropriate provision for surface water runoff.

6.18. New Preferred Option. To include a small number (two or three) of general criteria based policies which highlight the key issues that need to be assessed in the consideration of any planning application, ranging from minor and householders developments to major schemes, in order to ensure that the impacts of development on the quality of life in the city, the environment and other sustainable development considerations are adequately considered.
7. Community Health, Safety, Well Being and Social Inclusion – No key changes proposed

Context

7.1. No key changes are proposed to those already published in the July Preferred Options (paragraphs 19.1-19.22) consultation document.

This section simply summarises the current position with regard to Community Health, Safety, Well Being and Social Inclusion – both for the sake of completeness, as well as providing a context within which any new comments on these matters can be made.

Please note that there is no need to repeat any comments already made at the July 2005 Preferred Options consultation stage – as these still remain for consideration in preparing the final submission Core Strategy.

The alternative policy approaches considered include:

- The relative importance and means by which an inclusive city can be fostered
- The level of commitment and alternative ways of achieving social inclusion
- How to address the questions of cultural diversity and social equality. How to promote a commitment to positive community relations and ethnic diversity
- How best to promote sustainable linked communities – providing access for all while reducing the need to travel
- How best to achieve affordable housing – so as to develop diverse and mixed communities
- How to improve the health, safety and well-being of Plymouth’s population.

The current position

7.2. This part of the LDF is concerned with the need to create the quality of life and vitality that makes urban living desirable. The Council is committed to developing an urban environment which fosters and protects the diversity of its inhabitants, while ensuring that all enjoy access to a range of services and activities.

7.3. It is recognised that without this commitment to social integration, our city will fail. The task of the LDF is to assist in ensuring that everyone’s needs are met. In doing this, we need to celebrate the cosmopolitan nature of our city, but not to gloss over the difficulties that many ethnic communities actually face.

7.4. In responding to these social problems there is a recognition that we must avoid repeating the mistakes of the past. For example, developing large amounts of social housing in one location does not work. There is a commitment to future development being on the basis of a mix of tenures and income groups. This is recognised as important in the way that affordable housing is developed and allocated so that it supports the need for diverse and mixed communities.

7.5. There is also a commitment to addressing the issues of reconnecting isolated, deprived areas to other parts of the city, as well as creating jobs within neighbourhoods themselves, so as to reduce the need to travel.

7.6. Alongside the need to build strong and inclusive communities, there is a commitment to improving the health, safety and well-being of Plymouth’s population – especially in the priority neighbourhoods. This is supported in the LDF by promoting healthy lifestyles – by addressing existing deficiencies in provision and aiming to improve the quality and quantity of recreational provision. The LDF also supports the implementation of heath care infrastructure improvement in the city.
7.7. The LDF operates as part of a broader strategy in the city to reduce the opportunity for and incidence of crime. The policies and proposals in the LDF will seek a practical and coordinated approach to the problems of safety and security for people and properties.

7.8. In terms of inclusiveness, the LDF includes policies to improve accessibility, ensure that the need for child-care provision is recognised in new development, requires that 20% of all new housing is built to ‘lifetime homes’ standard, and makes provision for all sectors of the community to meet their needs for places of worship.

**Key issues arising from consultation.**

7.9. A summary report of the issues raised during the Preferred Options consultation on the Core Strategy (July 2005) has been published by the City Council.

The key social questions raised at the Preferred Options stage were:

- The need to promote healthy lifestyles by improving sports and play facilities – where only 1% of the respondents raised concerns
- The need to support the implementation of health care infrastructure – where no respondents raised concerns
- Improve the quality of design in new development to reduce crime and fear of crime – where no respondents raised concerns
- Improve accessibility to all users to new development throughout the city – where only 1% of the respondents raised concerns
- Requires that 20% of all new housing is built to lifetime home standard – where only 2% of the respondents raised concerns
- Meets the needs of all sectors of the community for meeting places and places of worship – where only 4% of the respondents raised concerns.

**Issues raised through Sustainability Appraisal**

- Improvements in the quality of facilities and services and access to such services and facilities will have a positive effect on improving healthy lifestyles, communities’ quality of life and reducing crime levels
- Potential negative effects of the proposals relate to an erosion of landscape character, biodiversity, archaeology & heritage if new sites for primary health care, sports/recreational facilities are required
- Unclear whether a needs/demand assessment has been undertaken as part of the Sports facilities or Playing Pitches Strategies in accordance with PPG17
- An assessment of future need for sports/playing pitches should be carried out
- Allocating community benefits may not meet local need and aspirations. It is important to ensure that developers undertake a thorough assessment of local need to meet aspirations
- The issue of social inclusion must be a priority for planning and design briefs
- Care must be taken to ensure proposals are sensitive to surrounding land uses/environment
- Affordable housing sites must be located in areas that meet local need.

7.10. In addition to the questionnaire response on Community Health, Safety, Well Being and Social Inclusion matters, (Preferred Options 30 to 36), forty one written comments were received from organisations and individuals relating to these matters. While there was a high degree of public support for the Core Strategy Preferred Options proposals, addressing the concerns raised is recognised as very important.
7.11. In terms of the key concerns raised, these can now be substantially addressed, including:

- **Broadening the matters covered to include a wider concept of health, including walking and cycling.** – Support for this concept will be fully recognised in the policy framework.
- **Extending the protection provided for existing sports facilities, and children’s play spaces** – Protection for recreational facilities will be provided in accordance with government guidelines.
- **The need to make alternative provision before the Pavilions is relocated** – this point is recognised and will be addressed in the area action plans for Millbay and Central Park.
- **Spreading the facilities for sport/play throughout the city, rather than focusing on Central Park** – This matter is being addressed through Plymouth’s Playing Pitch Strategy 2006-16.
- **Concerns that in designing out crime, this should not mean creating gated communities** – These concerns are recognised and will be addressed with the design policy framework.
- **While there are no proposals to locate a prison in Plymouth, in accordance with Circular 3/98 ‘Planning for Future Prison development’, there is a need for a criteria based policy to deal with any new proposal should it arise** – The need to comply with government guidance is of course accepted and will be addressed in the submission document.
- **A preference to express the requirement for 20% ‘lifetime homes’ as a target** – The need to retain this as an expectation is considered important.

7.12. In terms of the issues raised through the sustainability appraisal:

- The Potential negative effects on landscape, biodiversity and archaeology, of finding sites for new facilities will be addressed through mitigation in the general policies regarding the environmental impacts of development.
- Plymouth’s Playing Pitch Strategy 2006-16 will address the PPG17 requirements, in particular providing an assessment of future need for sports/playing pitches.
- The need to assess local needs is being addressed through Sustainable Neighbourhood Assessments currently being prepared.
- The issue of social inclusion will be addressed through planning and design briefs.
- Ensuring the appropriate relationships between existing and new development will be addressed through the Policy framework.
- The provision of affordable housing in relation to meeting local need will be addressed through the Affordable Housing Policy.

**What has changed since the Core Strategy Preferred Options?**

7.13. The July 2005 Preferred Options stage did not highlight the need for any significant changes to the Community Health, Safety, Well Being and Social Inclusion section of the LDF. The comments that were received on these matters can be satisfactorily accommodated, as indicated above.

**Revised Core Strategy Preferred Option in relation to Community Health, Safety, Well Being and Social Inclusion issues.**

7.14. No key amendments are proposed to the text of Preferred Options 30 to 36.
English
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