

## STATEMENT 10

### City Centre & University AAP Public Examination

<b>Document Number:</b>	<b>CC&amp;UAAP10</b>
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<b>Title:</b>	<b>Does the AAP bring together the plans and proposals of all relevant bodies to achieve implementation?</b> <b>Are any implications of any delay in delivering key projects sufficiently identified and accounted for?</b>
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<b>Examination Session:</b>	<b>26 January 2010</b>
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## Issues to be Examined

1. The Inspector has asked the questions “Does the AAP bring together the plans and proposals of all relevant bodies to achieve implementation?” and “are any implications of any delay in delivering key projects sufficiently identified and accounted for?” The Council considers that both these questions relate to the delivery of the AAP’s proposals, and can best be answered by this one Statement.
2. The Council believes that the AAP is sound as submitted. It has responded to the greater focus on infrastructure planning, as defined in PPS12: Local Spatial Planning (2008), to ensure an appropriate framework for private investment, as well as deliver the public sector components of the LDF vision, at both the city wide level, as well as at the more detailed AAP level.
3. At the city wide level the Council is preparing:
  - A comprehensive infrastructure and delivery evidence base - detailing over 400 infrastructure projects, 30 of which are considered to be strategically important to achieving LDF’s objectives.
  - A city wide Infrastructure Delivery Strategy setting out who, how and when required infrastructure will be provided. This includes contingency planning to consider how LDF objectives can be achieved under different scenarios. It is being prepared in consultation with all the relevant agencies and key partners to ensure coordination and facilitate programme alignment
  - The ‘Plymouth Local Investment Plan’ as part of the ‘Single Conversation’. This will enable key infrastructure provision to be prioritised, in discussions with key partners, and aligned with public sector resources
  - A funding programme to ensure the necessary resources are made available, as well as contingencies made for possible funding gaps.
  - Joint governance arrangements, comprising a member level committee and an operational ‘delivery board’ for the city and its sub-region, to promote more effective decision making on both policy and delivery. This includes the consideration of cross border infrastructure capacity and future planning, so as to make best use of resources.

4. At the more detailed City Centre & University AAP level, the Council has:
  - Engaged with all key stakeholders and responsible bodies to ensure that their plans and objectives are brought together in the AAP, and are brought into line with the Council's vision.
  - Reflected the findings of the Infrastructure Database in the AAP in Figure 5 and Table 1
  - Used the findings of the Infrastructure Database, and its partnership with key stakeholders to set out that the key infrastructure requirement is transport. In particular, the AAP objectives require the strategic road network to maintain its capacity, to widen opportunities for people to get to and around the City Centre by non car modes, and to improve the Northern and Eastern Corridors to ensure that people can access the City Centre by a choice of means of transport. The AAP also sets out the key components of the transport infrastructure which need to be delivered, when they will be delivered, who by and where funding will be sought.
  - The AAP is a strategic document, and sets out the infrastructure needed to implement its proposals in as much detail as is appropriate. Further documents will build on this detail (as set out in Council Statement 3) and will create a strategy which is flexible and can respond to changes.
  - Finally, the AAP and its evidence base set out the Council's understanding of the risks associated with potential delays to implementation of key infrastructure projects.

### **Engagement with Key City Centre Stakeholders and Bringing Together Plans**

5. The City Centre and University AAP has been developed in close partnership with key City Centre stakeholders. These are the bodies with the main responsibilities for bringing forward proposals in the City Centre, the bodies who will be key players in future major developments, and the bodies who will play a part in putting in place the infrastructure to implement the AAP's vision for the City Centre. Table 1 in Chapter 12 of the AAP sets out where these bodies will have direct involvement in the implementation of the AAP's proposals. The key bodies who have been involved are:
  - Plymouth City Centre Company. The key focus of the City Centre Company is to effectively manage and improve the City Centre's appearance, environment, attraction, retail offer and trading

performance. It set up a Business Improvement District in April 2005, which is widely acknowledged as being one of the best in the UK. The BID's mandate for 2010-15 was recently renewed, following a 90% vote in favour by retailers in the City Centre – the highest support of any City-wide BID in the country. It therefore represents the vast majority of retailers in Plymouth City Centre, including Drakes Circus and key head leasees such as PruPIM Ltd. Strategic Objectives 4 and 5, Proposals CC08 and CC11 and Policies CC09, CC10, CC12 and CC13 in particular bring together the key objectives of the CCC into the AAP.

- The City Development Company (CDC). This organisation has been set up jointly between the Council and South West Regional Development Agency (SWRDA) to deliver the City Growth Agenda. The CDC will be particularly involved in delivering Proposal CC08, Proposal CC11 and Proposal CC14.
- SWRDA. The Regional Development Agency has been a key consultee on the AAP and strongly supports the approach and implementation of the City's plans for the City Centre. SWRDA have confirmed that the AAP will support the delivery of parts of the Regional Economic Strategy, particularly Proposal CC14 which supports their objective to see a business services sector grow in the city.
- University of Plymouth (UoP). The University has a clear framework for the development and improvement of its campus which has been developed in partnership with the Council and is reflected in the AAP. In particular, Strategic Objective 7 and Policy CC16 bring the UoP's plans into the AAP and set them in context with the rest of the City Centre.
- Plymouth College of Art (PCA). The College of Art also has a Masterplan for improvement of its campus which it has developed with assistance from the Council. In particular Strategic Objective 7 and Policy CC17 bring the PCA's plans together in the AAP.
- Network Rail. The redevelopment of the railway station has been discussed with Network Rail, who are supportive and willing to be key partners in the development proposals. Network Rail will clearly be part of the implementation of Proposal CC14.
- Plymouth Community Homes (PCH) have recently taken over the Council's local authority housing stock and have been advising on their plans for Morley Court/Harwell Court and Colin Campbell Court. Proposal CC08 and Policy CC09 clearly place the objectives of PCH

into the AAP's strategy.

- The City Council's Economic Development Department. The Council is the landowner of the City Centre precinct, and therefore the AAP has been developed in close partnership with the Council's property function, in particular regarding Proposals CC08, CC11 and CC14, and Policy CC10 and its relationship to the City's plans for the improvement of the City Market.
- The City Council's Transport Department. The City Council is also the Highways Authority for the City, and the AAP proposals have therefore been prepared in close partnership with the Transport Team. The Transport team have had close involvement with all the policies and proposals, and clearly Strategic Objective 3 and Policies CC06 and 07 set out some of the key principles from the Local Transport Plan in the AAP.
- Plymouth Chamber of Commerce. Clearly the improvements to the City Centre will have benefits for the economy of the city as a whole, and therefore the Chamber of Commerce have been fully engaged. The Chamber supports the proposals set out in the AAP

### **Wider Co-ordination of Plans and Funding**

6. Outside of the LDF process itself, a number of improvements are being made to enable a much more focused effort on the delivery of key city priorities. These include both planning and investment processes.
7. Governance arrangements for the city and its sub region are being rationalised to enable much more effective decision making on both policy and delivery. These proposals for a new sub regional architecture comprising a member level committee and an operational "delivery board" comprising both local authority and other partners, have been discussed with key stakeholders and agreement is expected by the end of March 2010. This will enable the main agencies to better plan and coordinate their actions, and monitor progress.
8. The Council is preparing the Plymouth Local Investment Plan as part of the "Single Conversation". This is a process which seeks to align public sector resources behind agreed city priorities. It is currently being progressed jointly by the City Council, the SWRDA, the Homes and Communities Agency and the CDC. The City Centre is identified as one of the top priorities for the city and this will enable financial and other resources to be directed towards key City Centre projects. The First Plymouth Local Investment Plan is due to be agreed by the end of March

2010.

9. A major review of the Council's Capital programme is underway. This will ensure that future capital expenditure is better aligned with the Council's corporate priorities and in particular the growth agenda put forward in the LDF. A new governance structure will ensure that future investment can be directed towards key city projects.

10. Funding sources for investment in the City Centre AAP include:

- The Plymouth Development Tariff, included within the Planning Obligations and Affordable Housing SPD. This enables developer contributions to be directed towards key infrastructure projects identified through the LDF (potentially £150 million between 2009 and 2026).
- New Growth Points funding, which has already funded the public realm improvements in the West End.
- Potential use of Tax Incremental Financing, referred to in the 2009 Pre Budget Report, whereby future increases in tax revenue as a result of development can be used to forward fund infrastructure.
- The Local Transport Plan.
- The Regional Funding Allocation, for large transport projects such as the Eastern and Northern Corridors.
- The South West Regional Development Agency Single Pot.
- The Council's own Capital Programme.

11. Finally, the Council has also ensured that other stakeholders who may have a role to play in implementing the AAP have been consulted at all stages (see the Regulation 30 Statement). In particular:

- The police have been involved with PCA in their longer term plans which could involve Charles Street Police Station.
- The Environment Agency and highways Agency have been consulted and have not raised any major concerns.
- Utilities companies have been consulted, and in fact some have expressed interest in becoming involved in the City Centre's CHP project.
- The Primary Care Trust has been consulted and provided positive comments at several stages of the AAP.
- The HBF has provided detailed comment on several City Centre proposals through its involvement in the SHLAA.

## The Path to Delivery and Infrastructure

12. The Council is preparing an Infrastructure Delivery Plan for Plymouth. This plan will build on the work already undertaken putting together an infrastructure database, which was prepared for the Council by Arups in early 2009. This database consists of over 400 infrastructure projects of which 30 are considered to be strategic, ie vital to the achievement of the city's LDF objectives. It contains information on each project including timescales, costs, funding and delivery mechanisms. Information from this database was used to put together Figure 5 in Chapter 12 of the AAP.
13. The Infrastructure Delivery Plan will be a living document which changes to reflect the implementation of proposals and infrastructure. It will prioritise the infrastructure needed to deliver the city's growth and coordinate delivery by the bodies responsible. Figure 5 of the AAP illustrates how this can be summarised for the City Centre and University area.
14. The AAP sets out a major agenda for change in the City Centre particularly, including the creation of 98,500 sq m of new retail floorspace, 100,000 sq m of new office floorspace and 830 – 1000 new homes. The need for infrastructure to support this growth is acknowledged within the AAP.
15. It seems clear from Figure 5 and Table 1 of the AAP, and from the City Centre Transport Strategy that transport is the key infrastructure requirement needed to deliver the change in the City Centre. Transport projects within the City Centre as well as those within the wider city that impact on the City Centre are included within Figure 5, and the City Centre Transport Strategy forms a fundamental part of the evidence base.
16. The key to unlocking change in the City Centre is joining it together, both within the City Centre itself and within the city as a whole. The City Centre is the most sustainable location in the city as it is the most accessible by public transport. It is for this reason that the Council is aiming to concentrate growth in retail and office floorspace in the City Centre (as set out in the Core Strategy). The transport infrastructure required to move people into the City Centre by all modes, and once they are in the City Centre to be able to move around it, is therefore key to delivery of the proposals.
17. It should be noted that the Council sees AAPs as strategic framework documents, which sets principles and priorities which are then worked up into more detailed implementation plans and masterplans at the appropriate time. This approach is explained in several of the Council's

Statements and in particular in council Statement 03.

18. This approach has clear implications for the level of detail at which proposals and projects in the AAP are pitched. The City Centre and University AAP sets out the infrastructure projects needed to deliver the AAP's objectives, and explains the links to individual proposals. It also sets out as far as practicable a timetable for the delivery of proposals and infrastructure projects which is drawn from the Infrastructure Database. The information in the AAP is therefore drawn from other places and it is expected that it will be worked up into more detailed plans as set out in Council Statement 03.
19. The AAP sets out that the following infrastructure projects (set out in more detail in Appendix A) are necessary for the implementation of the AAP objectives:

### **Strategic transport improvements: Getting to the City Centre**

- Eastern Corridor Major Scheme Bid (Figure 5)
- Northern Corridor Major Scheme Bid (Figure 5)

### **Promoting sustainable travel**

- Cycling and pedestrian access improvements (Paragraph 6.1 and Figure 5)
- Stringent parking standards (Paragraphs 6.11 and 6.12)
- Public car parks – keeping the number of parking spaces per sqm of retail floorspace constant (already substantially lower than Exeter / Truro) (Paragraphs 6.11 and 6.12)

### **Keeping traffic moving - Local access improvements & traffic management**

- Fewer high quality larger and better located car parks (no moving from one little one to the other to find spaces) (Paragraphs 6.11 – 6.12)
- Improvements to:
  - Drake Circus junction. This is set out in Proposal CC13 and is expected to be developer funded.
  - Charles Street / Charles Cross. This is set out in Policy CC07 and includes environmental measures as well as transport along Royal Parade. It will be funded from the RFA, tariff contributions and the LTP.
  - North Cross. This is set out Proposal CC14 and will be funded by City Council capital programme, CDC, SWRDA, Network Rail capital programme and developer funding.

- Western Approach. This is covered by Proposal CC08, but also by Policy MS09 of the adopted Millbay and Stonehouse AAP, and will be funded by City Council capital programme, SWRDA, CDC, Developer funding.

20. The overall picture of transport infrastructure requirements in the City Centre is summarised in the City Centre Transport Strategy which is part of the AAP Evidence Base.

### **Accounting for implications of delay**

21. The AAP contains an analysis of the risks to delivery of each of its policies and proposals. This analysis is contained in Table 1 which includes columns examining 'Delivery Land Issues' and 'Phasing Issues'.

22. In terms of infrastructure projects, our transport modelling work has shown that the existing transport network is able to function well with proposed levels of growth. The design of the Strategic Road Network in the post war years focused on providing a road network to accommodate the private motor car. This means that there is sufficient capacity built into the network to allow it to function reasonably well with the proposed amount of growth with little or no alterations. However, modelling of possible revised junction designs and changes to the highway network show the crucial importance of safeguarding the function and operational efficiency of the Strategic Road Network with the incorporation of additional bus priority improvements where necessary.

23. The need for transport infrastructure therefore focuses on providing a network of transport options which give people a true choice of how they access the City Centre, rather than relying on the capacity of the road network.

24. The following schemes safeguard the SRN and the risks associated with delay are summarised below:

- Cornwall Street strategic car parks and associated junction changes: The risk of delay is self-managing. If the development is delayed, then so is the infrastructure change. However, because the need for this infrastructure change was caused by the development, the transport infrastructure is not detrimentally impacted.
- North Cross will create a new highway alignment to replace the existing North Cross roundabout, and this new alignment will have to preserve the capacity of the SRN. However, because the need for this infrastructure change was caused by the development, the transport

infrastructure is not detrimentally impacted.

25. However, we also need to be aware of the risks associated with delay of more strategic transport interventions which deliver high quality sustainable travel to the City Centre. The relevant schemes and the risks associated with delay are summarised below:

- Eastern Corridor: The implications of delay would be a greater dependence on the motor car as the main means for people to access the City Centre from Sherford and the east of the city.
- Northern Corridor: The implications of delay would be a greater dependence on the motor car as the main means for people to access the City Centre from Derriford and the north of the city.
- Railway station improvements: Delay would not adversely interfere with the overall transport solution as the station's capacity would not be enhanced by the development; rather the development would deliver environmental and economic development related improvements. Failure to deliver an improved railway station would not prevent the North Cross proposals being delivered.
- Western Approach junction improvements – part of the Millbay and Stonehouse AAP (adopted): these improvements will be implemented as part of the construction of the Millbay Boulevard link, and will improve capacity for vehicles, public transport, pedestrians and cyclists at this complex junction. However, because the need for this infrastructure change was caused by the development, the transport infrastructure is not detrimentally impacted.
- Bretonside Bus Station – part of the Sutton Harbour AAP (adopted): This improvement will redevelop the Bretonside Bus Station. A new bus station for long distance services will be provided either on the site or elsewhere. However, because the need for this change is caused by development of the site, transport infrastructure will not be detrimentally affected. In addition, public transport services would not be affected by this change because most city services pick up and drop off along Royal Parade.

## Conclusion

26. The Council believes that the AAP is sound as submitted:

- It has met the requirements of PPS12 which place a greater emphasis on infrastructure planning and the implementation of strategies,
- It has in place an infrastructure database covering all the infrastructure requirements needed to deliver the city's growth and has used this to inform the AAP. It is setting up an Infrastructure Delivery Strategy, a Local Investment Plan, local governance arrangements, and putting in

## PCC CC&UAAP10 – City Centre & University AAP

place funding to delivery city growth,

- The AAP coordinates the plans and objectives of all the key City Centre stakeholders, and for the first time places them all into a coherent framework,
- The AAP sets out the key infrastructure requirements of the City Centre's growth, the relationship to the AAP's proposals and as far as practicable sets out a timetable for implementation, who is responsible for implementation, how implementation will occur and how it will be funded,
- The AAP understands the risks to delivery of infrastructure projects and AAP proposals and policies, and uses a flexible approach to allow it to respond to and deal with changing circumstances over the plan period.

## **APPENDIX 1: STRATEGIC TRANSPORT INTERVENTIONS**

Key links from City Growth areas are by way of strategic transport corridors: eastern corridor (City Centre towards Plympton and Plymstock), the northern corridor (City Centre towards Derriford and Woolwell) and the waterfront area (Devonport, Millbay and Sutton Harbour).

Potential transport improvements for all these corridors have already been identified with the eastern and northern corridors both included amongst the major transport schemes prioritised by South West Councils for funding from the Regional Funding Allocation.

Plymouth has been identified as a regional funding priority with £77m programmed within the Regional Funding Allocation (RFA2) for a major public transport scheme and associated transport improvements on the eastern corridor to resolve existing problems of traffic congestion in the peak periods associated with a lack of travel choices by sustainable modes of transport, as well as facilitating major new mixed use housing and commercial developments at Plymstock Quarry and the new community in Sherford and a strategic employment site at Langage.

Delivery of major transport improvements for the east-end area of the eastern corridor are already on an accelerated delivery programme to be complete before 2012 following the Council's successful bid for Community Infrastructure Funding, through which £9.8m is allocated to the East End and to be delivered before 2012. Following this success, is the ongoing preparation of the business case for a major public transport scheme for the remainder of the eastern corridor and the use of funding from the existing integrated transport block secured through the 2nd Local Transport Plan, which is targeted on improving public transport on the northern corridor. It is envisaged that the rest of the Eastern Corridor Major Transport improvements will be delivered before 2019.

The Northern Corridor Major Transport improvements were started in 2005 with the A386 George Junction Park and Ride Scheme. Further improvements will be delivered from now until 2021 with a Major Transport Scheme Business Case for the northern corridor expected to be submitted before 2013.

In terms of scheme preparation, both the northern and eastern corridor major schemes are Council corporate priorities, essential to the delivery of the sustainable growth agenda and as such the Council is prioritising the preparation of both of these Business Cases through its Medium-Term Financial Plan.

Building on the progress made on meeting targets set out in our 2nd Local Transport Plan and the delivery of the A386 George Junction Park and Ride, Plymouth is now well-placed to attract significant levels of major scheme funding

## **PCC CC&UAAP10 – City Centre & University AAP**

by developing well-evidenced public transport major scheme bids for the eastern and northern corridors, both of which are identified as RSS priorities.

### **APPENDIX TWO: SAFEGUARDING THE STRATEGIC ROAD NETWORK**

The City Centre is served and bounded by the City's SRN providing an essential significant function for both strategic and local purposes. The SRN that serves the City Centre consists of the principal roads A374 and the A386, all of which carry significant volumes of traffic either with a destination in the City Centre or simply passing through to reach other destinations.

The main road sections and junctions that make up the SRN in the city centre are as follows:

- A374 Union Street
- A374 Western Approach
- A374 North Cross roundabout
- A374 Charles Street
- A374 Drakes Circus junction
- A374 Cobourg Street
- A374 Exeter Street
- A386 Saltash Road

Other roads in the City Centre that are also significant in terms of traffic volumes and important in terms of numbers of bus routes are the C660 Royal Parade including Derry's Cross roundabout, St Andrew's Cross roundabout and the Exeter Street Viaduct, the B3250 North Hill, the B3240 Notte Street / The Crescent / Vauxhall Street / Bretonside and Mayflower Street

The management of available parking provision will also play a key role in enabling the SRN to continue to function to its existing efficiency of operation, supporting HQPT to meet its objectives and to deliver the CCAAP proposals.

### **APPENDIX THREE: SUSTAINABLE TRAVEL**

Bus priority measures are incorporated within the City Centre's highway network in the form of bus lanes and bus gates, with provision currently being further enhanced through LTP2 funding by way of an extension to the existing bus lane and the implementation of a bus gate, to improve reliability and punctuality of services using Charles Street and Drake Circus.

The City Centre is included within the City Councils Strategic Cycle Network with several key links identified as crucial for improving north-south and east-west connectivity for cyclists.

## **PCC CC&UAAP10 – City Centre & University AAP**

Parking provision for the City Centre will be guided by the policies contained within the City Council's Parking Strategy. There is a strong focus on reducing non-residential car parking within the City Centre with the methodology for calculating the maximum parking standard set out in the City Council's Development Guidelines SPD.