WATERFRONT EVIDENCE BASE

Informing the Plymouth Plan

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INTRODUCTION

Plymouth's waterfront is a complex area which introduces a whole suite of additional issues for the Plymouth Plan to consider. This document discusses each of these issues in turn, bringing together the key evidence, drawing out the questions and summarising the matters which need to be addressed in the Plymouth Plan.

This paper therefore forms the Evidence Base which sits behind the Waterfront Topic Paper of the Plymouth Plan.

1. PLACE SHAPING

Supporting information for the Waterfront Topic Paper

1. Introduction to the subject and general background

9. The waterfront provides Plymouth with an attractive, world-class setting. It is inextricably linked to the image of Plymouth and this is reflected in the City Vision to be "one of Europe's finest, most vibrant waterfront cities" (Plymouth City Council, 2007).

10. Plymouth has a strong sense of place and is blessed with a superb natural harbour, spectacular views to rival any city worldwide and a fascinating maritime history. The waterfront is one of Plymouth's most important and valuable assets. It is fundamental to the image of the city and it is essential that the Plymouth Plan considers its conservation and enhancement to ensure that it meets the needs of local people and businesses, whilst making the most of its potential to attract new residents, visitors and investors.

2. Current situation

2.1 Vibrancy and economic activity

11. Whilst the waterfront has become a desirable place to live and socialise and water views generate higher land values and economic activity, some parts of the waterfront lack the uses and levels of activity that would normally be expected for a vibrant waterfront city (Plymouth City Council, 2008) (Plymouth City Council, 2007) (Plymouth City Council , 2007).

12. Some parts of the waterfront are already very vibrant, such as the Barbican at Sutton Harbour, with its working fishing fleet, marina, café and bar culture, galleries and antique shops, as well as major tourist attractions such as the historic Mayflower Steps and the National Marine Aquarium.

13. The restoration of Royal William Yard has been progressed over a number of years and is also a vibrant waterfront location, with a mix of residential, offices space restaurants and shops.

2.2 Public access

14. Public access to the waterfront has improved considerably in the last 20 years (including the enhanced strategic leisure routes such as the South West Coast Path, Sustrans National Cycle Network and local routes such as the Sutton Harbour Heritage Trail).

15. Public access to and along the waterfront is fragmented in places in part due to land uses, gated developments and topography. Access has to be restricted in the dockyard and port areas, for example, and former military developments can present access challenges because of their historic walls. The steepness of some areas, such as the Hoe foreshore, makes access difficult for some.

2.3 Gateways

16. Some gateways to Plymouth's waterfront are very attractive and memorable – the Tamar Bridge and Cremyl Ferry for example, and the Embankment Road approach with its views across the River Plym. Other gateways to the waterfront area (for example arrival points such as Millbay ferry port or Bretonside Bus Station) fall short of creating a positive 'sense of arrival' and do not give the best impression of Plymouth or encourage people to stay and explore further.

2.4 Plymouth Sound

17. The headlands enclosing the water of Plymouth South create a superb natural amphitheatre particularly suited to large events such as the America's Cup and the British Fireworks Championships.

2.5 Heritage

18. The historic built environment strongly defines the character of the waterfront and includes some superb military buildings such as the Royal William Yard, Royal Citadel, Palmerston Forts, South Yard and conservation areas such as the Barbican which is Plymouth's medieval harbour.

2.6 Natural environment

19. The natural environment is rich and diverse and this is integral to Plymouth's sense of place. This importance is recognised through national and international designations such as the European Marine Site (Special Area of Conservation and Special Protection Area).

2.7 Public realm

20. High quality public realm, landscape and open space has been provided and enhanced in key waterfront areas such as the Barbican and Royal William Yard. However green space is lacking from some waterfront neighbourhoods.

2.8 Built environment

21. The quality of the built environment could be improved in some areas.

3. Vision for place shaping

22. To ensure waterfront development contributes towards achieving the "one of Europe's finest, most vibrant waterfront cities"

23. This includes ensuring:

- Highest quality new development and public realm
- Achieving vibrancy through access to waterfront
- Economic activity along the waterfront

4. Available evidence

4.1 List of references

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4.2 Further evidence required

- Review of Cattedown Blast Zones to inform Place Shaping.
- Further evaluation of the East End, including to trace and understand the areas historic development, summarise current issues in order to propose sustainable solutions and to identify areas for possible Conservation Area designation. As recommended within the Plymouth Rapid Urban Characterisation Study (Alan Baxter and Associates, 2005).

5. Key issues that need to be addressed

5.1 Demands

24. It is currently expected there will be increased demand on waterfront areas due to a predicted increase in population to 300,000 by 2026, compared to Census 2011 Population 256,400 (Plymouth City Council, 2007). There will be an increased housing demand, with a total of 14,845 by 2021, 44 per cent of this housing need to be met in Waterfront (pp13 Core Strategy, 2007).

5.2 Gateways

25. There is a need to enhance gateways to the waterfront and to create a positive sense of arrival, including, where appropriate, with new landmark or tall buildings. Where connections should to be enhanced (as discussed in more detail below in paras 5.13 to 5.18) there is a need to ensure the gateways are of a high quality.
26. The perception of the city and the quality of transport networks will be enhanced by targeting the modernisation of the major gateways to the city such as ferry terminals, rail stations, the bus station and our major road corridors. Improve gateways to these networks, prioritising Plymouth railway station and Plymouth's bus and coach station (Plymouth City Council, 2011).

5.3 Underused waterfront areas

27. There are number empty spaces within the waterfront, specially the Hoe Foreshore, as identified through the Plymouth Your Space Project (Visit Plymouth, 2014).

28. More activity should be encouraged to maximise public enjoyment of the waterfront, including use of empty buildings/spaces with innovative cultural uses.

29. Regeneration and mixed-use regeneration of key sites need to be promoted. This should include opportunities arising from the Naval Base Strategic Land Review could be explored.

5.4 Design excellence and public realm

30. In general, the improvement that people who have visited the city would most like to see is a better environment (Arkenfold Ltd, 2009). The perception and quality of public realm is a far reaching issue and poor quality design can have a wide impact on prominent waterfront sites. Design excellence needs to be promoted for buildings and public realm in order to enhance the waterfront's unique environment, boost the image of the city, its offer and attractiveness for visitors and investors as well as existing communities.

31. Design quality is at risk at times of economic recession, but is essential on waterfront sites linked to the image of the city. There are particular technical, economic viability challenges with some waterfront sites and historic buildings and many of the priority areas for regeneration are in the city's waterfront areas (Plymouth City Council, 2007).

32. The need to improve the quality of the Hoe in particular is a recurring theme in the evidence base: (Serio Insight with Pymouth University, 2012), (Plymouth City Council, 2011). Arkenford Ltd (2009) notes that The Hoe, gets relatively poor ratings for quality from those who go there. One site specific opportunity proposed (Locum Consulting, 2010) is to prevent traffic from accessing Hoe Road at weekends and summer holidays to make it an exceptional place for promenading and cycling, although this need to be carefully considered against other survey work which suggests that the Hoe and Barbican are huge income generators in terms of parking. Other suggestions include introducing more contemporary style leisure to the seafront and using the Tinside as the anchor, and especially in the context of a traffic-free Hoe Road on busy days and the proximity to the Barbican, this could be a very attractive destination (Locum Consulting, 2010).

33. There is a need to ensure waterfront areas are vibrant destinations. There is an opportunity to enhance the Barbican by pedestrianizing Southside Street to encourage activity to spill onto the pavements and could create a market (Locum Consulting, 2010).

5.5 Green space

34. Plymouth's Green Space Strategy (Council, Plymouth City, 2009) provides an analysis of access to green space and shows deficiency in the following waterfront neighbourhoods The East End, Barbican, Devonport and Stonehouse, with Devonport and Stonehouse amongst the five priority areas.

35. However, there are also waterfront areas such as Jennycliff and Tamerton Foliot which provide quality green space and are noted through the Plymouth's Green Infrastructure Plan (Plymouth City Council, 2010) to retain their landscape value and setting. Mount Batten and Jennycliff are also noted to be of city importance in Plymouth Green space Strategy (Council, Plymouth City, 2009).

5.6 Access and connectivity

36. Access needs to be improved to and along the Waterfront, however continuity of public access for all along the waterfront can be a challenge to achieve in some areas because of issues such as steep level changes and health and safety issues with working ports.

37. There is a need for facilities for walking, cycling, public transport and water transport to all be improved. This should include support for the development and promotion of the South West Coast Path Waterfront Walkway (Plymouth City Council, 2011).

38. Through increasing access to the waterfront, there will be a need for innovative car and cycle parking solutions to be promoted to enhance the quality of waterfront public realm

39. Access to the Citadel would be major opportunity (Plymouth City Council, 2011).

40. In terms of visual connectivity, the value of water views could be harnessed further to encourage inland development linked to the waterfront. Visual links with the city centre would also improve connectivity and links between the city centre and waterfront.

41. There is a significant opportunity to enhance connections and gateways with the city centre (Plymouth City Council, 2007) (Locum Consulting, 2010). The Plymouth Infrastructure Needs Assessment (Plymouth City Council, 2011) identifies a critical need for a boulevard linking Millbay with the city centre. This is also identified within the A Vision for Plymouth (Studio, 2003) and the Millbay and Stonehouse Area Action Plan (2007). The development of Millbay will be intrinsic to the success of this process. Existing connections should also be improved, including Armada Way linking the Hoe through to the city centre. The Hoe is identified as a connector between Millbay and the Barbican (Studio, 2003). Links between the city centre and the Barbican also need to be improved, with Vauxhall Street partly acting as barrier for pedestrian movement (Locum Consulting, 2010).

42. There is a need also to improve linkages to the rest of the City (Plymouth City Council, 2006) (Plymouth City Council, 2011) (Plymouth City Council, 2011) and also to Cornwall enhance gateways (and links with Cornwall). Improve linkages between the Waterfront and the rest of the city.

5.7 Water based transport

43. There are significant opportunities and capacity for more water based transport in the area (Plymouth City Council, 2007). This includes the provision and enhancement of cruise liner facilities (Plymouth City Council, 2011). Through this process, consideration needs to be given to the current lack of adequate berthing facilities, the poor gateway environment. While Millbay provides a functional site, with good parking for coaches and easy access to the city centre and the Barbican, and the approach through Stonehouse are not well presented. (Locum Consulting and Roger Tym & Partners, 2010). Simply providing the facilities is not sufficient, and there needs to be improved access to the ports.

44. 5.20 The benefits of water transportation is noted in the Tamar River Transportation Study (Flanagan, 2011) and the provision of water transport on the River Tamar would improve accessibility for isolated communities, improve the tourism offer, deliver economic benefits for rural communities and improve recreational and health opportunities (access to walking, cycling).

5.8 Heritage

45. The unique natural and historic built environment could be harnessed to boost tourism and maximise the area's attractiveness for visitors.

46. A Vision for Plymouth (2003) promotes a significant change in the quality, pace and intensity of the city's development and "sets out a future for Plymouth that is built upon its waterfront setting, [and] its heritage".
47. There is a need to integrate design and heritage (Plymouth City Council, 2007) and improve the waterfront historic building where they have become derelict and are at risk of further decline. Whilst improving in terms of quality, Commercial Wharf, is an area that would benefit from investment in order to enhance the vibrancy of the area (Plymouth City Council, 2011).
48. There is also the opportunity to encourage the development and awareness of a greater breadth of heritage attractions (Plymouth City Council, 2006).

5.9 Tourism

49. The Plymouth Visitor Market Research Study (Arkenfold Ltd, 2009) confirms that the main waterfront attractions are at the Barbican, the Hoe and the Aquarium. These attractions need to be supported through place shaping.
50. Place shaping needs to take advantage of Plymouth's water and boat related leisure potential (Plymouth City Council, 2011).
51. There are currently various events as part of the waterfront tourism offer, and there are opportunities to continue and improve this offer through the promotion of a regular international festival of the sea, national marine events and more live events (Plymouth City Council, 2006) (Locum Consulting and Roger Tym & Partners, 2010) (Arkenfold Ltd, 2009). Place shaping of the waterfront needs to be flexible to allow the facilitation of the events. Mayflower 2020 will be a significant year for investment and events in Plymouth, which will require demands upon Plymouth infrastructure.
52. 5.28 In order to support tourism, opportunities for the improvement and expansion of the hotel stock (attract branded chains) and investigate the opportunities for developing conference facilities. Plymouth Local Economic Strategy 2006 to 2021 (2006).
53. 5.29 There is a need to develop Plymouth cultural offer through a range of facilities in order to support Plymouths Tourism, which is most likely to have to have impact in attracting people from longer distances (Arkenfold Ltd, 2009).

5.10 Employment

54. The proposition centres on South Yard becoming a major commercial centre with operators Babcock Marine diversifying into offshore renewables. This could then be expanded to include wave and tidal energy schemes as these emerging technologies come to the fore. Enterprise Zone and LDO (Plymouth City Council, 2014).
55. There will, however, remain a need to safeguard key port-related sites and support the development of port activity and other marine related commercial activity whilst seeking to realise the vision of opening up the waterfront for the people of Plymouth (Studio, 2003).

5.11 Sustainable communities

56. Creating balanced, sustainable, mixed use areas is a particular challenge due to the high number of competing demands on the waterfront. The market will tend towards solely seeking to create high value exclusive developments on the waterfront.
57. The balance of creating a vibrant waterfront while safeguarding the needs of local residents and operators is a challenge. For example, tourism and visitor pressures for car parking create tensions with residents (Plymouth City Council, 2011).

58. Stonehouse has the opportunity to become a rich and vibrant mixed use neighbourhood that makes the most of its waterside position, expansive views and close links to the city centre (Alan Baxter and Associates , 2005).

6. Key objectives that need to be incorporated into the Plan

59. There should be an overarching place-shaping policy to support the strategic demands of Plymouth Waterfront.

60. This should include:

- need for high quality development on the waterfront
- supporting sustainable communities
- preserve and enhance heritage
- support tourism
- support employment
- improve access to underused waterfront sites
- improve connectivity to/from/within the waterfront
- strong mechanism to protect waterfront land from unsuitable development

61. Alternatively, consideration could be given to whether a place shaping policy for the waterfront is in fact required. One option would be to include the key objectives within other Waterfront specific policies or Plymouth Plan policies.

7. Spatial dimension for place-shaping

62. There are various spatial dimensions to this subject.

63. These include:

- Areas with a need for improved quality development
- Areas of existing and for improved connectivity(for example proposed Millbay boulevard)
- Areas with limited/no access to waterfront
- Site proposed for land release(for example MOD City Deal at South Yard)
- Areas of heritage (although this would be included within the heritage paper)
- Improved/new gateways (for example proposed cruise liner terminal)
- Areas of existing greenscape and areas with limited greenscape
- Existing/proposed water transport links
- Key viewpoints

8. Infrastructure requirements

64. Use of CIL/S106 to help to facilitate high quality development where it's needed.

65. Continue to support the use of water transport for the movement of people and freight, particularly the support of a cruise liner terminal at Millbay. These would require supporting infrastructure and investment.

66. Infrastructure and public realm improvements to support major events and to improve the public realm of the major attractors on the waterfront.

67. Implementation and completion of the Millbay boulevard link.
68. Bringing under used waterfront sites such as the Hoe Foreshore, into use will require significant investment. Areas such as Commercial Wharf would also benefit from improvements to infrastructure.
69. The regeneration of areas, such as Stonehouse, to create vibrant mixed use communities would require improvements to its infrastructure.
70. Given most of the waterfront is within a flood zone and at risk from storm damage, most development will require infrastructure works/contributions towards mitigating against flood risk.

9. Key partners that need to be involved

- Harbour Authorities: Queens Harbour Master, Cattewater Harbour Commissioners, Associated British Ports and Sutton Harbour Holdings Ltd
- Events:, Sailing event organisers, British Fireworks Championship
- Land Owners: Ministry of Defence, Babcock, ABP, Princess Yachts, ECF, Akkeron, Urban Splash
- Environment Agency
- Plymouth Waterfront Partnership
- Plymouth Chamber of Commerce
- Ferry operators

2. MARINE ENVIRONMENT AND MARINE PLANNING

Supporting information for the Waterfront Topic Paper

1. Introduction to the subject and general background

1. Plymouth Sound and its associated tributaries comprise a complex suite of marine inlets. The estuaries entering Plymouth Sound, the large bay of the Sound itself, Wembury Bay and the River Yealm are of international importance and support a range of marine habitats and species rarely found in Britain. Within these waters are one of the highest concentrations of designated marine protected areas anywhere in England and these must be taken account of in the planning process.
2. Whilst the marine environment is heavily protected, the waters and waterfront are under increasing pressure from development and the associated impacts as Plymouth moves to fulfil its vision of becoming Britain's first Ocean City and one of Europe's finest and most vibrant waterfront cities whilst retaining its key national defence functions.
3. The challenge for Plymouth is therefore how to balance all the demands placed on the waterfront whilst protecting the marine habitats, species, water quality and seascape which plays such a strong role in shaping the city.
4. In line with the National Planning Policy[1], it is proposed that this be achieved through the approach known as Integrated Coastal Zone Management which seeks to balance these competing pressures.
5. This paper sets out both the marine environmental constraints and the coastal planning issues which will need to be addressed as part of the Plymouth Plan.

2. Current situation

2.1 Planning in the marine environment

6. Plymouth City Council as the terrestrial planning authority, is responsible for planning down to the Mean Low Water Mark, whilst the Marine Management Organisation (MMO), as the marine planning authority is responsible for consenting developments and plan-making up to the mean high water mark. This means that there is shared responsibility between the MMO and Plymouth City Council for the intertidal zone which includes the waters of the Tamar, Tavy, around Plymouth Sound and up the Plym and that they each must have regard for the other in their respective plan making. Under the Marine and Coastal Access Act of 2009, the MMO is responsible for producing Marine Plans which will take in the waters up to high water mark. The waters of Plymouth Sound and the Tamar Estuaries will be included in the marine plan for the south west for which work is due to commence in the coming years. In the meantime, all decisions must have regard to the Marine Policy Statement[2]
7. There are also numerous other relevant authorities within the marine area, who license various activities. These are listed as follows:

[1] National Marine Policy Statement summarises the coast in section 1.3.5 "Activities taking place on land and in the sea can have impacts on both terrestrial and marine environments. The coast and estuaries are highly valued environments, as well as social and economic assets. The UK Administrations are committed to ensuring that coastal areas, and the activities taking place within them, are managed in an integrated and holistic way in line with the principles of Integrated Coastal Zone Management (ICZM)".

[2] Dept for Environment, Food & Rural Affairs. 2011. *UK Marine Policy Statement.* DEFRA. https://www.gov.uk/government/publications/uk-marine-policy-statement

Name	Responsibilities in the marine environment
Relevant authorities	
Local planning authorities Plymouth City Council South Hams District Council West Devon Borough Council Cornwall Council	Responsibility to manage, regulate and facilitate activities at the coast. These include management of coastal recreation, tourism, economic regeneration, flood protection, spatial planning and coastal zone and estuary management.
Harbour authorities: Queens Harbour Master Associated British Ports Cattewater Harbour Commissioners Sutton Harbour.	Responsible for the port and coastal waters within their jurisdiction.
Cornwall Inshore Fisheries & Conservation Authority (IFCA) Devon & Severn IFCA	Fisheries (0-6nm) including commercial fisheries and recreational fishing activities such as sea angling.
Marine Management Organisation	Responsible for fisheries management and enforcement 6nm – 12 nm, licensable activities such as deposit and removal activities below mean high water springs, dredging and disposal. Also harbour orders and enforcement and development of marine plans integrating the social requirements, economic potential land environmental priorities of marine plan areas and activities requiring a wildlife licence.
Environment Agency	Responsible for fisheries management for migratory and fresh water fish, also coastal protection and flood management, water quality and permitted discharges from terrestrial sources.
Natural England	Responsible for providing statutory nature conservation advice relating to protected species and habitats.
Other key agencies	
Also: Landowners Duchy of Cornwall Defence Estates	Owners of the majority of the fundus (seabed) in the estuaries.

2.2 Integrated marine and terrestrial planning

8. s95 of the National Planning Policy Framework[3] states that local planning authorities in coastal areas, should take account of the UK Marine Policy Statement and marine plans and apply

[3] 2013. HM Government. National Planning Policy Framework. *http://planningguidance.planningportal.gov.uk/* accessed 10 April 2014.

Integrated Coastal Zone Management across local authority and land/sea boundaries, ensuring integration of the terrestrial and marine planning regimes.

9. The National Planning Policy Guidance goes on to describe Integrated Coastal Zone Management as a process which requires the adoption of a joined-up and participative approach towards the planning and management of the many different elements in coastal areas (land and marine). The recognised key principles which should guide all partners in implementing such an integrated approach to the management of coastal areas are:

- a long term view
- a broad holistic approach
- adaptive management
- working with natural processes
- support and involvement of all relevant administrative bodies
- use of a combination of instruments
- participatory planning
- reflecting local characteristics

10. In coastal areas, local planning authorities should collaborate with the Marine Management Organisation to ensure that plans and policies across the land/sea boundary are coordinated.

2.3 Nature conservation designations

11. The high environmental quality of the waters of Plymouth Sound and the Tamar Estuaries are a key consideration as part of the ICZM approach. The waters are designated under European legislation as a Special Area of Conservation and a Special Protection Area (collectively known as a European Marine Site). Parts are also designated as Sites of Special Scientific Interest (SSSI) and a Marine Conservation Zone (MCZ). These nature conservation designations which are summarised as follows and illustrated in Map 1.

- Plymouth Sound and Estuaries Special Area of Conservation (SAC)
- Tamar Estuaries Complex Special Protection Area (SPA)
- Start Point to Plymouth Sound and Eddystone SAC
- Tamar-Tavy Estuary SSSI
- Plymouth Sound Shore and Cliffs SSSI
- Western King SSSI
- St John's Lake SSSI
- Rame Head and Whitsand Bay SSSI
- Kingsand to Sandway Point SSSI
- Wembury Point SSSI
- Yealm Estuary SSSI
- Tamar Estuaries MCZ
- Whitsand and Looe Bay MCZ
- Wembury Voluntary Marine Conservation Area (VMCA)
- Warleigh Point Devon Wildlife Trust Reserve
- Churchtown Farm Cornwall Wildlife Trust Reserve

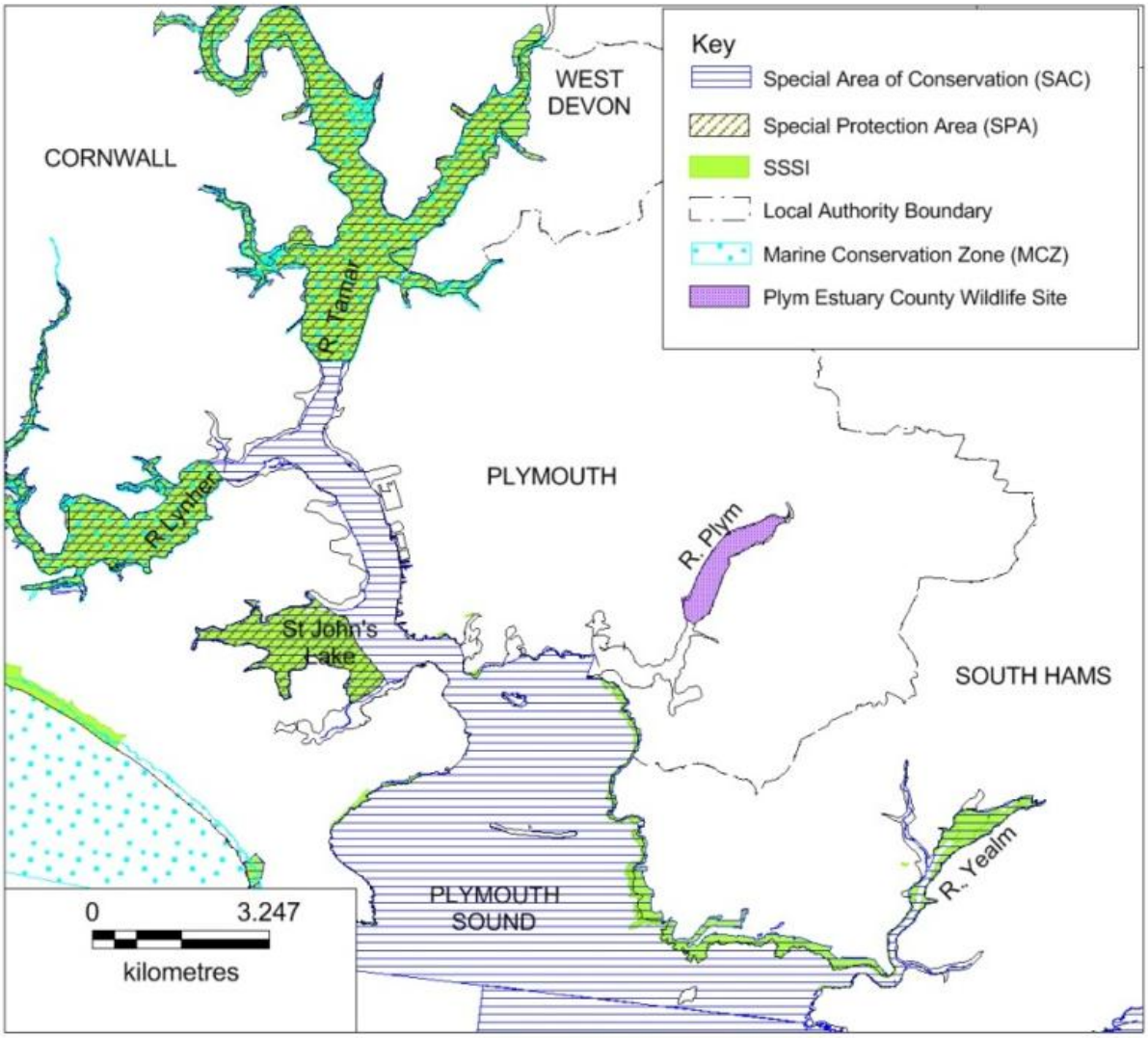


Figure 1: Map of designated marine habitats

2.4 Designated features

12. Under these designations, the key features of conservation interest are as follows:

Designation	Feature
Plymouth Sound and Estuaries SAC	Large shallow inlets and bays (including intertidal and subtidal reef communities and subtidal sediment communities) Estuaries (including intertidal and sub tidal mudflats, salt marsh and reed bed) Sandbanks which are slightly covered by seawater (including eelgrass beds and gravel and sand communities) Atlantic salt meadows (including saltmarsh communities) Mudflats and sandflats not covered by seawater at low tide (Intertidal mudflats, intertidal mixed muddy sediment and sandflats) Reefs (including Intertidal rocky shore communities, sub tidal rocky reef and kelp forest communities) Allis Shad Shore dock
Tamar Estuaries	Avocet

Complex SPA	Little Egret
Tamar Estuaries MCZ[4]	Intertidal biogenic reefs Intertidal coarse sediment Blue mussel beds Native Oyster Smelt
Freshwater Fisheries	Migratory fish species (salmon and trout)
Biodiversity Action Plan Priority (BAP) Marine Habitats	In addition, virtually all intertidal and subtidal habitats are on the UK BAP list of priority habitats

2.5 Issues threatening the designated sites

13. Development has the potential to impact on these protected features through the following[5]:

- Physical loss of habitat, for example through land claim
- Physical disturbance, for example to birds from increased recreation, also noise and visual disturbance
- Physical damage, through anchoring and trawling
- Changes to the hydrodynamics through changes to dredging
- Toxic contamination, from pollutants
- Non-toxic contamination, for example increased nutrient levels or sewage discharges
- Biological disturbance, for example bait collection and increased recreational angling

14. Impacts can occur in two different ways; directly through loss of habitat arising from the development itself and indirectly through actions which arise as a result of the development, for example housing growth will bring more people into the city, which can then result in increased recreational activity taking place on the water where recreational activity is known to impact on the protected features.

15. All plans and projects relating to the marine area must undergo a 'Habitats Regulations Assessment' (HRA) in order to ensure that the proposals do not result in significant impact on the sites and features for with the Plymouth Sound European Marine Site is designated. In practice this limits the amount of building that can be done on below the high water mark.

16. In addition the local planning authority must also consider impacts on the Marine Conservation Zones, on the SSSIs and also on Biodiversity Action Plan priority species and habitats.

2.6 Integrated management

17. For over 20 years, the Tamar Estuaries Consultative Forum has provided the vehicle as the single management body, bringing together all the relevant authorities with responsibility for managing the waters of Plymouth Sound and the Tamar Estuaries. However funding for this Forum is under

[4] Natural England. 2014. *Tamar Estuary MCZ Factsheets (MCZ0044)*. Natural England. http://publications.naturalengland.org.uk/publication/6037040860758016 accessed 09/04/2014.

[5] English Nature. 2000. *Plymouth Sound & Estuaries European Marine Site: English Nature's advice given under Regulation 33(2) [now Regulation 35] of the Conservation (Natural Habitats &c) Regulation 1994 (2000).*

threat from some of the partner organisations and without this there will be no single management body for Plymouth's single most important asset.

18. The Tamar Estuaries Management Plan 2013 to 2018 (Tamar Estuaries Consultative Forum 2013) identifies the key management priorities for the time period, particularly for ensuring that the EMS remains in good condition. But, the TEMP does not provide the full Integrated Coastal Zone Management approach as identified in the NPPF and further reinforced by the EU.
19. The growth agenda for the city, coupled with its promotion of the city's waterfront, will result in increasing demand for water recreation. As such it will be important for the city to ensure the balanced development of the waterfront and marine assets whilst protecting the high quality marine environment.

3. Vision for natural environment and integrated marine planning

3.1 Natural environment

20. The environmental designations of the marine environment require Plymouth City Council to ensure that the sites are not impacted either directly or indirectly by any plans or projects for development. The Plymouth Plan will therefore need to provide a strategic framework for the protection, restoration and creation of priority coastal habitats whilst identifying mechanisms for minimising and offsetting any increased recreational impacts.
21. Marine based water recreation does much to shape the character of the city and the way it wants to present itself to the outside world. As the population increases, water based recreation infrastructure will also need to be increased in an environmentally sustainable manner.
22. As such it will be important for the city to ensure the balanced development of the waterfront and marine assets whilst protecting the high quality marine environment.
23. Given the complex governance structure in the coastal area, Plymouth City Council will need to adopt the principles of integrated coastal planning as set out in the EU draft directive[6].
24. Integrated Coastal Zone Management will be critical to the future shaping of the city in order to ensure that the sometimes conflicting demands for waterfront land are met. The Marine Management Organisation is responsible for marine planning up to the high water mark. They will be introducing marine plans for the waters of Plymouth Sound and the Tamar Estuaries as part of the marine plan for the South West. Whilst no date has yet been set, it is anticipated that planning will start within six years. It will be important that this dove-tails with Plymouth City Council's work.
25. The Plymouth Plan must have regard for their likely impact on requirements under Marine Strategy Framework Directive, Water Framework Directive and Bathing Water Directive. In addition the impacts on the water supply and disposal infrastructure needs will also need to be addressed. The links between flood protection, shoreline management plan etc needs to be understood and a more holistic approach is needed to managing the water cycle as a whole.
26. The governance of the marine environment and the coastal zone is extremely complex and unless there is collaborative work, Plymouth City Council will be unable to deliver its vision if it is at odds with the partners. Close collaboration will be crucial in order to develop and implement a shared vision for the city. This will need to include the harbour authorities, the MOD, the Marine Management Organisation and the other statutory agencies. Cooperation will be critical as unless we have an agreed approach to mitigation of impacts on the European Marine Site, the Plymouth Plan could potentially fail through the inspection process.

[6] EU 2013. Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL. http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2013:0133:FIN:EN:PDF

27. Developments cannot be permitted without clear biodiversity mitigation that could include biodiversity offsetting. Currently Plymouth City Council does not have an accepted approach to strategic marine mitigation.

4. Available evidence

- Dept for Communities and Local Government. 2012. National Planning Policy Framework. www.gov.uk/government/publications/national-planning-policy-framework--2
  Sets out marine and coastal policies.
- UK Govt. 2011. UK Marine Policy Statement. www.gov.uk/government/uploads/system/uploads/attachment_data/file/69322/pb3654-marine-policy-statement-110316.pdf
  Sets out broad policies for Marine Management Organisation and the requirement for all parties to have regard to them.
- English Nature. 2000. Plymouth Sound and Estuaries European Marine Site: English Nature's advice given under Regulation 33 of the Conservation (Natural Habitats &c.) Regulations 1994. English Nature.
  http://publications.naturalengland.org.uk/publication/3148503
  Natural England's formal advice on the operations which cause deterioration of natural habitats or species which make up the designated European Marine Site.
- Tamar Estuaries Consultative Forum 2013. Tamar Estuaries Management Plan 2013-18. www.plymouth.gov.uk/tecf_temp20132018.pdf
  Sets out the risks to the European Marine Site and how they must be addressed. Managing the impacts arising from development is a key activity area.
- Halcrow. 2011. South Devon and Dorset Shoreline Management Plan Review. South Devon and Dorset Coastal Advisory Group.
  www.sdadcag.org
  Sets out the policies and how they should be applied to the estuary and coast. Most of Plymouth is 'hold the line'.
- Atkins. 2010. Port of Plymouth Evidence Base Study. Plymouth City Council.
  www.plymouth.gov.uk/portofplymouthstudy
  Identifies the key port facilities that are critical to the city and should be safeguarded.
- Environment Agency. 2009. South West River Basin Management Plan. Environment Agency.
  www.environment-agency.gov.uk/research/planning/125027.aspx
  Identifies the state of the water bodies and describes the actions needed to get them back into the required status level.
- Tamar Estuaries Consultative Forum. 2006. Plymouth Sound and Estuaries Coastal Planning Study. Plymouth City Council.
  www.plymouth.gov.uk/coastal_planning_key_guidance.pdf

5. Key issues that need to be addressed

5.1 Statutory requirements

28. The governance of the marine environment and the coastal zone is extremely complex and unless there is collaborative work, Plymouth City Council will be unable to deliver the marine related elements of its vision without the full support of the other key marine stakeholders.

29. Plymouth City Council must be able to demonstrate that mechanisms are in place to protect the designated Plymouth Sound and Tamar Estuaries European Marine Site (EMS), the adjacent EMS at Plymouth Sound and the Eddystone, and the candidate Tamar Estuaries Marine Conservation

Zone. Unless we have an agreed approach to mitigation of impacts on the European Marine Site, the Plymouth Plan could potentially fail through the Inspection process.

30. Plymouth City Council must ensure that the Plymouth Plan supports the Water Framework Directive and the Marine Strategy Framework Directive. Plymouth City Council must also have regard to other marine nature conservation designations such as MCZs and SSSIs.
31. Plymouth City Council needs to ensure that the development goes forward in such a way as to protect from flooding, storm impacts and coastal erosion.

5.2 Needs and demands

32. Ports' interest must be reflected and there should be clear policy on how anticipated windfall sites from the Dockyard will be allocated. This should include allocation of high quality public waterfront space and access to the water.
33. Policy should protect and enhance public rights of way to the water and access to the waterfront.
34. Under the NPPF, Plymouth City Council must take account of the UK Marine Policy Statement and apply Integrated Coastal Zone Management across local authority and land/sea boundaries, ensuring integration of the terrestrial and marine planning regimes.

5.3 Options

35. Should we consider designating all of the intertidal as Local Greenspace or Green Belt in order to protect the open water from development., for example Sutton Harbour. If someone were to come forward with a proposal to reclaim a tidal area, would/should Plymouth City Council have the clear policy to refuse it?
36. There must be strong policies to protect the marine environment from unsustainable development.
37. Care is needed to ensure that the marine environment is included in all polices relating to conserving and enhancing the natural environment; the wording is such that at times it is easy to forget to do so.

6. What key objectives need to be incorporated into the Plan?

38. The following objectives are recommended for consideration:

- Policies are needed to ensure that all of the different uses in the waterfront and marine environment are accommodated so that they can all thrive and grow in the most sustainable way possible taking a long term view with a broad holistic approach.
- Ensure all key policy areas are 'marine-proofed'.
- Protect access onto the water and adjacent to the water including water recreation facilities as part of a wider water recreation strategy.
- Protect key seascape features.
- Application of 'no net loss' with respect to marine habitats and features.
- Apply adaptive management that works with natural processes and understanding of cumulative impacts arising from increasing levels of recreation in order to effectively manage the EMS and to reinforce use of CIL to pay for costs. Where this is not possible, then provide a mechanism to enable off-site biodiversity offsetting to take place in order to mitigate for those developments which result in loss of intertidal.

- Ensure that development does not result in reduction in water quality arising from diffuse urban pollution.
- Work with the support and involvement of all relevant administrative bodies in the collaborative management of the Plymouth Sound and Tamar Estuaries using a combination of instruments and participatory planning which reflects local characteristics, ensuring that plans across the land/sea boundary are coordinated with the Marine Management Organisation.
- The benefits and value of marine ecosystem services need to be acknowledged and safeguarded or even improved.

7. Is there a spatial dimension to the subject?

39. Many uses are competing for Waterfront land, which continues to be in high demand. This clearly has a spatial dimension not just on the land but also on the water, with both marine and terrestrial planning needing to have regard for each other.

40. Proposals further from the water can also have an indirect impact as development in one part of the city can potentially impact on the water quality and marine environment elsewhere which in turn can have implications on the sites and features of the European Marine Site and water quality generally.

41. There are also implications for neighbouring local authorities, Marine Management Organisation and harbour authorities which also need to be considered as the estuary needs to be managed as a whole.

8. Key infrastructure needs and implications arising in relation to the subject

42. The role of the marine infrastructure needs to be understood and recognised in order that the key parts can be safeguarded for the future.

9. Key partners that should be involved

- Devon County Council, South Hams, West Devon and Cornwall Councils
- QHM, Sutton Harbour, ABP and Cattewater Harbour Commissioners as the statutory harbour authorities
- Environment Agency and Natural England as the statutory bodies
- Marine Management Organisation as relevant planning authority for everything below mean high water mark
- Tamar Estuaries Consultative Forum as single management body for the European Marine Site

3. REGENERATION AND HOUSING

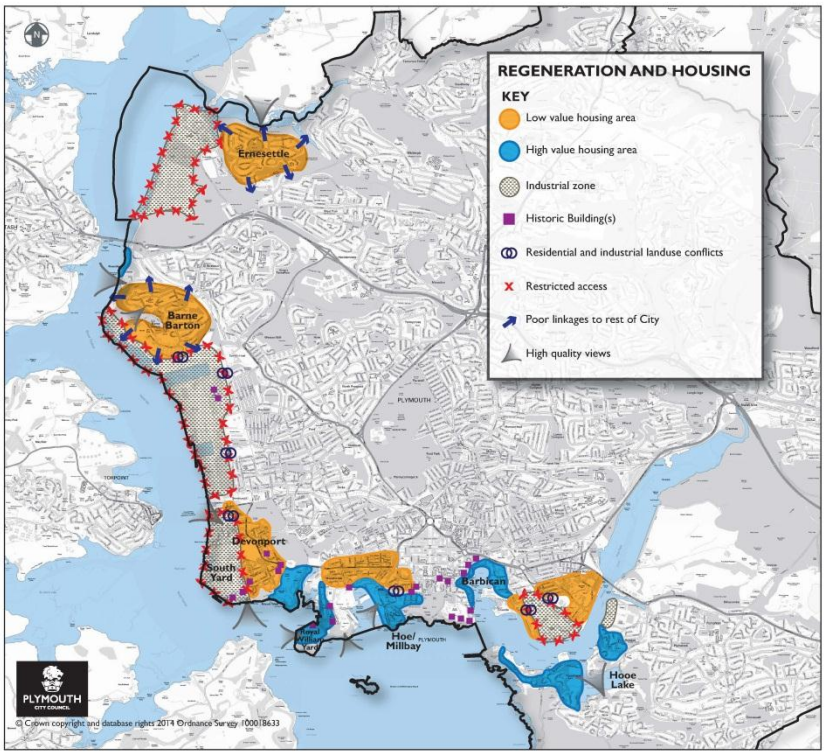
Supporting information for the Waterfront Topic Paper

1. Introduction

1. World-class residential development is underway across much of Plymouth's waterfront, with more opportunities for future housing development and regeneration.
2. The Waterfront neighbourhoods are characterised by high quality views over the rivers, estuaries and seascapes that surround the city of Plymouth, creating and enhancing development opportunities that help support regeneration.
3. However many Waterfront communities are deprived with poor quality housing stock and a high proportion of socially rented homes.

2. Current situation

4. The high quality views and environment along sections of the waterfront create opportunities for housing development, by generating value and improving viability. Recent research into the success of the Devonport regeneration has confirmed that the proximity of the waterfront is one of the main reasons why new residents including private home buyers have purchased property in the areas (Plymouth City Council 2014. Unpublished).
5. However, in some cases there are marked contrasts between deprived neighbourhoods located on or close to the Waterfront alongside some of the most affluent areas of Plymouth, for example Royal William Yard/Durnford Street area and Stonehouse.
6. Levels of social housing are still high in a number of waterfront residential areas such as Barne Barton, Ernesettle and Devonport, despite considerable efforts in recent years to rebalance housing tenure. (www.plymouth.gov.uk/nhpdevonport.pdf).
7. The map below highlights the main variations (or differences or differentials?) in house prices across the Waterfront neighbourhoods



8. The change in land ownership and land-use over recent years (from the MOD in particular) has created new opportunities to reconnect local communities with the water. This has helped improve quality of life for local residents and generated a distinctive sense of place. In particular land releases have created new opportunities for training and employment uses to be developed.
9. The high quality of a number of historic buildings and structures along the waterfront has provided opportunities to regenerate neighbourhoods such as Millbay, Royal William Yard, Mount Wise and the Barbican.
10. Whilst there is high demand for housing along the waterfront, the port related uses remain important and there can be conflict between port activities and residential use.

3. Vision for regeneration and housing

3.1 Council priorities: growth and housing delivery

11. The Council's Core Strategy identifies that the city's population is expected to increase to 300,000 by 2026 and over the period 2006-16 some 10,000 (1,000 per annum) new homes should be allocated in the city and beyond 2016, it is assumed that there will be an increased demand for some 1,450 dwelling per annum - equating to an additional 7,250 new homes over the period 2016-21 – reflecting the city's aspirations for higher economic growth (Plymouth City Council, 2007).
12. The 2011 Census provides the last definitive recording of dwellings (household spaces) across the Local Authorities and this has been used to inform the SHMNA 2013 which sets outs Plymouth's dwelling requirements for 2011 to 2013.
13. The Core Strategy states that the Waterfront Regeneration areas, along with the City's Eastern and Northern corridors, should be prioritised as key to delivering Plymouth's transformation agenda, ensuring an appropriate range, mix and type of accommodation that relates to housing needs (Plymouth City Council, 2007).
14. The table below gives the proposed housing provision in the Waterfront area as stated in the Core Strategy 2007. For the period 2011 to 2031 the figures will be reduced with more information being provided in the Housing Topic Paper.

Spatial Distribution of Plymouth's New Dwelling Provision 2006-21(Plymouth City Council, 2007)

Core Strategy Areas	Commitments at April 2006	Housing provision 2006-16	Housing provision 2016-21	Total provision 2006-21	Potential provision 2021+	Total provision 2006-21+
Waterfront	2,300	3,646	2,889	8,835	6,010	14,845
City total	3,884	9,456	7,674	21,014	11,043	32,057

4. Available evidence

- Core Strategy 2007
- Area Action Plans – Devonport, Millbay and Stonehouse, Sutton Harbour
- Strategic Housing Market Need Assessment (SHMNA) 2013
- Strategic Housing Land Availability Assessment 2014

- Census 2011
- Devonport Neighbourhood Profiles
  www.plymouth.gov.uk/nhpdevonport.pdf
- Plymouth City Council Strategic Flood Risk Assessment, 2006
  www.plymouth.gov.uk/bfloodriskassessment

5. Key issues that need to be addressed

5.1 Needs, demands and challenges

15. Housing need - The Strategic Housing Market Needs Assessment (GVA, 2013) states that a growth of between 9,400 and 22,100 households are projected for Plymouth between 2011 and 2031 (GVA, 2013).
16. High levels of deprivation - Some waterfront neighbourhoods such as Barne Barton, Ernesettle and Devonport still exhibit high levels of deprivation and levels of social housing are still well above City averages. Some of these communities are isolated geographically and economically from the rest of the city and services and amenities in these locations are sometimes very poor (www.plymouth.gov.uk/nhpbarnebarton.pdf).
17. Limited accessibility - Access to the waterfront is sometimes still either difficult or impossible, though this situation is improving as MOD land is increasingly brought into public/private ownership (the MOD still owns an estimated 70 per cent of the waterfront which is key factor for the future development of the city - Plymouth Employment Land Review, Baker Associates, 2006).
18. Employment - Relationships between areas of housing and employment/industrial land uses can be challenging, especially around the North/South Dockyards and Cattedown. Traditional forms of employment in some of the waterfront neighbourhoods have been contracting for many years, and replacement forms of employment and training need to be encouraged to reduce deprivation in these areas.
19. Awareness - The lack of awareness within the city and beyond of the existing qualities and potential of some of the areas that are undergoing regeneration can stifle new investment. In addition, there are a lack of visitor attractions and associated amenities in parts of the city that are being regenerated.
20. Blast zone - Certain sections of the Waterfront such as at Ernesettle and Cattedown fall within blast zones around fuel, fertiliser or armaments depots. These zones are subject to restrictions on acceptable forms of development which for example bar residential development in areas closest to the source of the blast.
21. Flood risk - Much of the Waterfront is at risk of tidal flooding and this risk will increase in future as a consequence of the current predictions for a rise in sea level due to climate change. The Plymouth Level 2 Strategic Flood Risk Assessment 2007 identifies areas within the East End, Sutton Harbour and Millbay which may restrict future housing development.

5.2 Opportunities/options

22. Recent recovery in the housing market may allow private sector development to be become more viable and see a number of stalled housing sites make a start on site.
23. In addition there are opportunities created by the proximity of nearby marinas and the waterfront for blocks of high value apartments to be brought forward in places such as Millbay and the Barbican.
24. Future land releases at South Yard in particular as part of the Plymouth and Peninsula City Deal will create new training, employment, housing and possibly visitor attractions. If managed carefully

this will help address some of the remaining challenges around deprivation and unemployment in the more deprived communities that are located around the waterfront.

25. There are a number of key buildings such as Devonport Market Hall, Admiralty House, Mt Wise and the fort at Barne Barton that when brought back into use will stimulate renewed visitors interest as well as bringing investment into these neighbourhoods.
26. Coupled with this there are opportunities to raise the profile of the areas such as Devonport and Royal William Yard in particular in order to attract new visitors, which will create an economic stimulus for local amenities.
27. The renewed emphasis on Plymouth being an Ocean City, and the value placed upon the bluescape as well as greenscape should assist this process.
28. Use of improved technologies for storing hazardous materials, have created an opportunity to reduce the size of blast zones, potentially enabling development to occur where it has previously been restricted.

6. What key objectives need to be incorporated into the Plan?

29. Meet housing demand - Ensure that there are sufficient homes provided at a price that people can afford and that their quality and characteristics are suited to the needs of the people living in them. Housing provision is integral to building sustainable linked communities.
30. Affordable housing provision - At least 30 per cent of new dwellings on qualifying sites to be affordable (equating to at least 3,300 new affordable homes by 2021) (Plymouth City Council, 2007). However in some areas there is also a need to rebalance the tenure profile where there is a high proportion of social rented housing and to secure a mixed and sustainable community as part of the regeneration of these areas.
31. Provide good quality, sustainable housing - All new dwellings should be of sufficient size to provide satisfactory levels of amenity for occupiers. Lifetime homes standards should be met. Development should be sustainable and meet the requirements of CS20.
32. Encourage reuse of vacant buildings - There are opportunities to enhance waterfront areas by bringing vacant buildings back into use.
33. Protect other Waterfront interests - Policies are needed to ensure that positive redevelopment can be achieved here to meet housing need without giving rise to demonstrable harm to recognised planning interests around the Waterfront.
34. Landmark buildings - Consider whether we wish to encourage tall/landmark buildings along the waterfront which may enhance the city's image

7. Is there a spatial dimension to the subject?

35. The spatial element is best illustrated in the plan above. There are geographical areas of high and low value housing and key areas of deprivation around the Waterfront that need to be addressed.

8. What are the infrastructure needs and implications arising in relation to the subject?

36. Many of the poorer Waterfront areas are geographically isolated. To encourage regeneration infrastructure provision will be key.
37. Housing provision and regeneration will generate S106/CIL contributions toward infrastructure improvements.
38. There will be site specific infrastructure requirements.

9. Are there any key partners who should be involved?

- Sutton Harbour Holdings
- MOD
- Harbour Authorities
- Port Operators
- Waterfront Communities
- Marine Management Organisation
- Environment Agency
- Natural England
- Homes Community Agency HCA
- Plymouth Housing Development Partnership (includes all Housing Association)
- Private Sector Housing Team
- Developers – key housing developers
- Key land-owners

4. THE PORT ECONOMY

Supporting information for the Waterfront Topic Paper

1. Introduction

1. Plymouth is a busy port which includes one of the England's two naval bases, a commercial port handling over 2 million tonnes of goods a year, an international ferry terminal, one of the busiest marine leisure centres. The city is important for commercial fishing and in 2012 over £16million of fish was landed which represents the highest value fish landings of any English port. The city houses one of the country's highest concentrations of workers employed in the marine sector and is a centre for marine related research.
2. Each of these uses have differing requirements, although most require water frontage to varying degrees. Whereas once they would have all existed cheek by jowl, modern port related functions are more specialist and are often incompatible with each other. This has resulted in clustering along the waterfront, but as demand for waterfront living continues to rise, the demand for waterfront living increases.
3. The recently signed City Deal for Plymouth opens up considerable opportunities for Plymouth to reshape and modernise the waterfront of South Yard as does other regeneration opportunities along the waterfront.
4. Plymouth will need to think carefully how it will best accommodate all these uses into the future whilst safeguarding the important port functions of the city.

2. Current situation

5. The 'Dockyard Port of Plymouth' includes the two main elements of:

- The Royal Navy and Ministry of Defence (MoD) facilities, including Devonport Dockyards and other facilities; and
- Commercial port activities including primarily Millbay (operated by Associated British Ports), Sutton Harbour and Cattewater Harbour Authority. Cattewater sees the bulk of commercial movements with vessels going to and from Cattedown Wharves, Victoria Wharf and Pomphlett Wharf.

6. In 2009 nearly 60,000 vessel movements were recorded within the port limits of which 75 per cent were defence related

2.1 Naval activities

7. The largest naval base in Western Europe, HMNB Devonport covers more than 650 acres, and includes 15 dry docks, four miles of waterfront, 25 tidal berths and five basins. HMNB Devonport employs 2500 service personnel and civilians, and supports around 400 local firms. TBC The associated/co-located 'Devonport Royal Dockyard', (as distinct from HMNB Devonport), is operated by Babcock Marine, and currently employs some 4000 people. TBC
8. HMNB Devonport accommodates surface ship refitting facilities, and is the only location in the UK equipped to carry out nuclear submarine refuelling, and refits to both Trafalgar Class and Vanguard Class submarines. (The possibility of Scotland voting for independence from the rest of the UK in the forthcoming September 2014 referendum could have significant implications for where nuclear-powered attack submarines and nuclear warheads are based in future. In this context, there is ongoing debate about Plymouth's future capacity to accommodate nuclear-powered attack submarines).
9. HMNB Devonport is also currently home to Britain's amphibious ships and support capabilities, to half the country's frigates, and to *Trafalgar* class nuclear-powered hunter-killer submarines (as distinct from *Vanguard* and *Astute* Class nuclear-powered submarines, all of which are based at

HMNB Clyde). It's also home to the Navy's hydrographic survey capabilities, and to its 'FOST' (Flag Officer Sea Training) and 'HM' (Hydrological, Meteorological and Oceanographic) training schools. The Special Boat Squadron (SBS) has recently vacated its RM Turnchapel base in favour of consolidated operations at RM Tamar within HMNB Devonport.

10. The Ministry of Defence owns a number of other land assets in and around Plymouth, some immediately adjacent to its operational Devonport Naval Base, but others in locations which are not contiguous with the Naval Base. Some are located in areas that have been the focus of Council regeneration projects and others are in strategic locations, for example The Citadel and Stonehouse Barracks.

11. The Ministry of Defence also controls most of the waters of Plymouth Sound and the Tamar Estuaries under Port of Plymouth Order through the Queens Harbour Master.

2.2 Commercial port

12. Plymouth has considerable commercial port activities and is generally classified as a regional port that focuses on short-sea shipping. The April 2010 Atkins Port of Plymouth Evidence Base Study provided an introduction to the Port and showed that commercial ship arrivals had remained relatively stable during the period 2000 to 2008.

13. The port is relatively small with limited access and this is reflected in the size of vessel using it. The majority of vessels arriving in Plymouth are relatively small with 82 per cent being less than 5,000 deadweight tonnes (dwt). This reflects the role of the Port in providing traditional short – sea shipping/coastal shipping services (see following table).

Ship arrivals at Plymouth by type and deadweight 2008 (Maritime Statistics 2008**)**

Deadweight tonnes	**1 - 4,999**	**5,000 - 19,999**	**20,000 - 99,999**	**All vessels**
Tankers	57	155	3	215
Ro-Ro vessels	487	-	-	487
Fully cellular container vessels	13	2	-	15
Other dry cargo vessels	333	35	-	368
Total all vessels	**890**	**192**	**3**	**1,085**

Note: Although container vessels are recorded as arriving, no container movements are identified

14. The report looked into the port activities in detail and made some key recommendations which are appended but can be summarised as follows:

- Masterplan/Coastal Action Plan/Supplementary planning document preparation: Identify which is the best way forward.
- Safeguarding Marine Employment Sites: Further refine the way in which the 'Marine Employment Site' policy is applied using the criteria identified in the report.
- Coherently raising the profile of the Port - a 'Champion': Raise the profile given to the marine and maritime sector in all spatial development and promotional plans for Plymouth and its sub-regions through the identification of a dedicated 'Champion'.
- Cruise market feasibility/action plan: Work to include the production of a market study and action plan which identifies the most appropriate location for a new cruise facility in Plymouth.

- Skills and training investment and sector support: Delivering integrated training programmes which are targeted on meeting existing and emerging market needs with more employer-led training initiatives.
- Planning for climate change: Evaluating the potential effects of sea level changes on the port and marine operations.
- Safeguarding Cattewater Branch Line Track Bed and protecting transport links: Safeguard the line from change of use and ensure effective transport links to the port.

15. The Study SWOT analysis of the Port is also attached as Appendix 3 to this paper.

2.3 Marine Employment

16. Marine Industries' is one of six priority sectors identified in the Local Economic Strategy 2006-2021 (LES currently subject to review). Together with the Medical and Healthcare, and Business Services sectors, Marine Industries constitute one of the city's three largest economic sectors, with the sector size being far greater than the national average, recording jobs growth even during the recession, whilst other sectors contracted (see following table dated December 2012).

Plymouth priority sectors 2011 (December 2012) All employees (full and part-time), Plymouth UA, 2009. Source: BRES

	No of employees 2011 (rounded)	**per cent change 2010-2-11**	**per cent of Plymouth employees**	**Specialisation* (GB =1.00)**
Advanced manufacturing	1,900	6.4	1.8	1.2
Business services**	7,300	16.8	7.1	0.6
Creative industries	2,000	-4.3	2	0.7
Marine industries	7,000	8.6	6.9	25.3
Medical and healthcare	11,300	-1.4	11	1.5
Tourism and leisure	3,200	-15.9	3.1	0.8
Total employees (all industries)	102,600	-3.2	-	-

* Specialisation is an indicator comparing the share of sector employment in Plymouth with the share of that sector nationally, and where a score of 1.00 equals the national average.

** The priority sector definition of business services is narrower than the standard definition used by Office for National Statistics, therefore the figures in this table differ from those detailed in the Core Strategy 2006, Target 6.3

17. The marine industries sector encompasses a diverse variety of businesses/employers, ranging from boat building to fishing, from marine engineering to passenger and freight movement – for a definition see para. 5.5.1 of 'Prospects for Plymouth's Priority Economic Sectors' – July 2011 at www.plymouth.gov.uk/priority_economic_sectors_july2011_issue.pdf. The 2014 Employment Land Review will include an addendum updating the information therein on the marine industries sector.
18. Particularly large employers in Plymouth's marine industries sector include Princess Yachts International, Babcock Marine, and Interfish.
19. According to the Port of Plymouth Study (2010), the marine and maritime sector in Plymouth accounts for approximately 13,500 jobs of which at least 8,500 are provided at Devonport (Babcock – 4,500; MoD – 800; Major on-site contractors – 2,500; others – 700). This is equivalent

to approximately 12 per cent of total employment in Plymouth city and 10 per cent in the Plymouth Travel to Work Area (TTWA).

20. The report also identified that indirectly the marine sector supports a further 3,400 – 6,800 jobs in Plymouth's sub-region, thereby raising the sector's overall contribution to around 19 per cent of Plymouth's employment and 14 per cent in the Plymouth TTWA which is of equal significance as the education sector or the wholesale and retail sector. At least 50 per cent of marine related employment is accounted for by Devonport.

21. The report went on to estimate that the marine and related sector contributes £1.7 billion in terms of GDP and nearly £1 billion in terms of GVA representing around 25 per cent of the city's total GVA.

22. Particularly large private employers in Plymouth's marine industries sector include Babcock Marine which employed 4,257 people in 2013, Princess Yachts International with 2,300 and Interfish with 225 (Western Morning News Annual Business Guide 2014). www.westernmorningnews.co.uk/images/localworld/ugc-images/276272/binaries/ABG2014small.pdf

2.4 Marine research

23. Plymouth University is one of the UK's leading marine research institutions. A new partnership with Plymouth Marine Laboratory (PML) will be officially launched in February 2014, with experts collaborating initially on four research projects covering:

- Quantifying fine scale coastal physics in support of renewable energy research, in particular further knowledge of the physical and engineering challenges surrounding tidal energy
- Predicting and estimating the impact of environmental change on marine organisms and ecosystems to analyse marine populations and habitats and how they react to changes in their surroundings
- Ocean and coastal biogeochemistry to develop a greater understanding of the physical, biological and chemical characteristics of our oceans
- Marine environment socio-economics to enhance appreciation of the economic and social benefits of marine ecosystems

24. The University and PML will also join forces to increase the range of opportunities for graduates, using their combined expertise to enhance a world-class platform for the training and development of the next generation of scientists.

2.5 Plymouth and South West City Deal

25. The recently signed Plymouth and South West Peninsula City Deal places Plymouth at the heart of the Marine Industries sector both in the South West and nationally going forward. City Deal is flagship government policy aimed at stimulating economic growth outside London and the South West and involves a £300m programme to transform Plymouth's marine economy and create 10,000 new high value jobs over the next 20 years. The key elements of the City Deal are as follows:

- Devonport's South Yard - to be transformed into a Marine Industries Production Campus (MIPC) to enable marine-related firms to link ideas, research, development, testing and access to large-scale industrial production
- Substantial business support package – business growth support will be 'supercharged' to the tune of £24 million of private and public sector money to help existing businesses flourish here as well as attract new investors

- Investing in the skills of the next generation with young people helped into work, thanks to a package of initiatives which aim to better equip young people for the jobs market

26. A 'masterplan' is to be prepared for the part of South Yard to be set aside for the MIPC and potentially for other parts of South Yard which may be released for civilian use over the longer term.

2.6 Marine employment land

27. The Employment Land Review (ELR), currently being undertaken by consultants Arup, and due to be finalised in the course of the next month or so, will provide commentary on the historic and future land requirements of the marine industries sector. The ELR will pay particular attention to the importance of 'deep water' mooring/berthing facilities to the sector. The importance of these has been highlighted by current MOD DIO disposal plans for RM Turnchapel. A number of marine industry businesses are known to be interested in RM Turnchapel because of the 'deep water' facilities it provides.
28. Plymouth Chamber of Commerce is currently leading work to quantify the demand for cruise liners to visit Plymouth ('port of call' operations rather than 'turnaround' operations), with a view to progressing the implementation of a cruise liner terminal and dedicated cruise liner berthing facilities at Millbay (Trinity Pier). Associated British Ports is a partner organisation in the initiative.
29. A number of locations outside the Naval Base provide for 'deep water' mooring/berthing. These 'deep water' facilities are irreplaceable for businesses operating larger commercial vessels and are essential to the port's ongoing economic vitality.

2.7 Cruise liners

30. Plymouth Chamber of Commerce is currently leading work to quantify the demand for cruise liners to visit Plymouth ('port of call' operations rather than 'turnaround' operations), with a view to progressing the implementation of a cruise liner terminal and dedicated cruise liner berthing facilities at Millbay (Trinity Pier). Associated British Ports is a partner organisation in the initiative.

2.8 Naval consolidations

31. Despite ongoing consolidation, the Royal Navy's base (HMNB Devonport) continues to function as one of its three operational bases (the others being HMNB Portsmouth and HMNB Clyde), and to complement commercial port operations. Whilst the Navy's consolidation is a weakness and a threat, the ongoing release of its physical assets may prove to be Plymouth's greatest opportunity. The transformation of South Yard for commercial uses may be herald a renaissance in Plymouth's maritime fortunes.
32. Plymouth's heritage is hugely influenced by the presence of the Navy.

2.9 Climate change

33. Much of Plymouth's waterfront will be increasingly susceptible to flooding made worse through sea level rise and increasing storminess through climate change. Plymouth's Breakwater performs a vital function in protecting the port and naval base from the worst weather events.

3. What is the vision or agenda being pursued under each subject?

34. The vision is for HMNB Devonport to remain integral to the future of Plymouth, but for commercial advantage to be taken of opportunities brought about by the ongoing consolidation of

military operations. The vision is for the Port of Plymouth to continue to consolidate and grow, wherever possible taking advantage of opportunities brought about by ongoing military consolidation. The vision is for marine industries to flourish in the city, and for the city to become as well known for these industries as it is for its naval history and prowess.

4. Available evidence

4.1 Port of Plymouth

- Prospects for Plymouth's Priority Economic Sectors July 2011
  www.plymouth.gov.uk/priority_economic_sectors_july2011_issue.pdf
- Local Economic Strategy Priority Sectors for Growth
  www.plymouth.gov.uk/jobsbysector
- Information on employees in priority sectors
  www.plymouth.gov.uk/de/priority_sectors_table.pdf
- Western Morning News Annual Business Guide 2014
  www.westernmorningnews.co.uk/images/localworld/ugc-images/276272/binaries/ABG2014small.pdf
- Information on City Deal
  www.plymouth.gov.uk/internalnewsitem?newsid%3D328796
- House of Commons, Defence Committee, The Defence Implications of Possible Scottish Independence
  www.publications.parliament.uk/pa/cm201314/cmselect/cmdfence/198/19807
- Babcock International – Devonport Royal Dockyard
  www.babcockinternational.com/about-us/responsibilities/community/devonport-royal-dockyard
- Plymouth Local Economic Strategy Review
  www.plymouth.gov.uk/localeconomicstrategy
- Plymouth Employment Land Review 2006
  www.plymouth.gov.uk/bremploymentlandreview
- Plymouth 'Warn and Inform' webpage on hazardous installations in Plymouth
  www.plymouth.gov.uk/warnandinform
- Assessment of Land Use Planning Implications Associated with Major Hazard Sites in the Cattedown Area of Plymouth – 4 October 2007

4.2 HMNB Devonport

- BBC Devon webpage on Plymouth's naval history
  http://news.bbc.co.uk/local/devon/hi/people_and_places/history/newsid_8278000/8278316.stm
- MOD Announcement re: RM Tamar
  www.gov.uk/government/news/new-25m-landing-craft-home-takes-shape-in-devonport
- Wikipedia webpage re: HMNB Devonport
  http://en.wikipedia.org/wiki/HMNB_Devonport
- Royal Navy webpage re: HMNB Devonport
  www.royalnavy.mod.uk/The-Fleet/Ships/Patrol-and-Minehunters/Ice-Patrol-and-Survey-Ships
- Wikipedia webpage re: SBS
  http://en.wikipedia.org/wiki/Special_Boat_Service

- Wikipedia webpage re: Vanguard submarines http://en.wikipedia.org/wiki/Vanguard_class_submarine
- BBC news article 'Scottish Independence: What would it mean for the UK?' www.bbc.co.uk/news/magazine-25035427
- Royal Navy webpage re: FOST HM. www.royalnavy.mod.uk/The-Fleet/Naval-Bases/Devonport/FOST-HM
- Daily Telegraph Article dated 6 May 2009 http://www.telegraph.co.uk/news/uknews/defence/5285394/New-Royal-Navy-frigates-to-be-based-at-Portsmouth
- BBC news article dated 26 April 2011 www.bbc.co.uk/news/uk-england-hampshire-13203364
- Daily Telegraph Article dated 21February 2014 http://www.telegraph.co.uk/earth/flooding/10654272/Military-may-have-to-abandon-flood-prone-bases

4.3 Other

- www.plymouth.gov.uk/priority_economic_sectors_july2011_issue.pdf
- www.plymouth.gov.uk/jobsbysector
- www.plymouth.gov.uk/de/priority_sectors_table.pdf
- www.plymouth.gov.uk/internalnewsitem?newsid%3D328796
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- www.publications.parliament.uk/pa/cm201314/cmselect/cmdfence/198/19807
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- www.plymouth.gov.uk/localeconomicstrategy
- www.plymouth.gov.uk/bremploymentlandreview

5. Key issues to be addressed

5.1 Key Issues that need to be addressed in the plan

35. The planning need and justification for protecting 'deep water' berthing/mooring facilities. The rationale and justification for protecting such 'deep water' sites needs to reviewed and refined. Table 3.1 and Appendix B to the Port of Plymouth Evidence Base Study Final Report need to be reviewed and updated as part of this exercise. This will need to reflect the findings from the Employment Land Review, which is due June 2014.
36. The need for updated and clarified information on the implications and impacts of a variety of waterfront blast zones for development. Existing documentation needs to be reviewed such that it is clear, concise and easily understood. Public Information Zones and Detailed Emergency Planning Zone information needs to be brought together with blast zone information. Procedures for engaging with the Health and Safety Executive and Office for Nuclear Regulation, and with Plymouth City Council Civil Protection, need to be clarified and detailed.
37. The likely impact of the City Deal will need to be fully understood, and in particular the consequences of clustering marine technology businesses.

38. How will the City Deal impact on marine industries' growth and on the need for land and premises? What are the end user requirements of marine industries and will the available land and premises be suitable?
39. How will the University and PML's collaboration impact on the growth of the marine industries sector in the medium to long term?
40. To what degree will the MIPC concept and collaboration between research institutions lead to the concentration of marine industry and its supply chains in Plymouth? Is it safe to assume that more than enough MOD land will become surplus to requirements over time to meet future sector needs, or do we need to avoid making such assumptions, extrapolate the sector's land and premises needs over a longer timeframe than perhaps contemplated by the ELR, and contemplate safeguarding land and premises elsewhere?
41. Will further Royal Navy contraction offer opportunities for expansion of commercial port activities in future? Can we plan for such an eventuality now through any 'Port Masterplan'? Is there scope for Plymouth to develop a role as a container port for example?
42. What demand might there be for co-location of marine industries and marine research institutions in waterside/waterfront locations? Are the marine research institutions interested in/preparing for a presence on the MIPC?
43. Is there a mismatch between training and jobs in the marine industries sector? To what degree are the University and PML producing graduates with marine specialisms for jobs that don't currently exist? To what degree are marine employers struggling to recruit skilled employees and apprentices? What might the implications of growth in the sector be for Plymouth Marine Academy?
44. The implications of climate change and rising sea levels for the Port and Naval Base will need to further examined as part of the Strategic Flood Risk Management for the city and incorporated into the strategic planning for the city, particularly in light of the storm damage of 2014. This work is picked up the Water Management Topic Paper.

5.2 Key issues – to be addressed through other channels

45. How will the City Deal impact on marine industries' growth and on the need for land and premises? What are the end user requirements of marine industries and will the available land and premises be suitable? Presumably the newly formed City Deal Team will pursue these issues. There is also scope to for the issue of land and premises for marine industries to be addressed in follow-up work to the Employment Land Review if needs be (subject to the availability of resources for that purpose).
46. What commercial opportunities might arise out of further Royal Navy consolidation at HMNB Devonport? Is there a need for some 'blue sky thinking' which contemplates such eventualities? Is there scope for Plymouth to develop a role as a container port for example? What opportunity is there to scope the role and remit of the yet to be established Public Land Board in such respects?
47. What might the implications of Scottish independence be? (The SNP has a longstanding commitment to unilateral nuclear disarmament). Can Plymouth accommodate operations and infrastructure currently accommodated at Faslane and Coulport, and what would the implications be of accommodating such infrastructure?
48. How will dedicated cruise liner berthing facilities be funded? What might the economic and knock-on physical regenerative impacts of cruise liner operations be, particularly for the City Centre and waterfront areas such as Millbay, RWY, Sutton Harbour and the Hoe? These issues will be pursued outside the scope of the Plymouth Plan by a Chamber of Commerce led working group.

6. What key objectives need to be incorporated into the Plan?

49. The importance of Port and Naval Base facilities to the long term economic prosperity of the city.
50. The importance of and need to protect 'deep water' for commercial marine industrial uses.
51. Resilience to climate change, and the importance of planning ahead for it in terms of infrastructure maintenance and provision.
52. Ensuring public safety by making sure risks are understood, and appropriately and transparently considered in development decision-making processes.
53. The importance of looking to the long term in contemplating the land use requirements of marine industries and thereby the city's long-term economic interests, in the context of ongoing Royal Navy consolidation and contraction.
54. Provision for dedicated cruise liner berthing and terminal. Appropriate policy framework needs to put in place to provide for this and to accommodate the long term strategic impacts of such a development (need to contemplate future of land around Millbay which is currently outside the scope of the Millbay and Stonehouse AAP – for example Millbay Park / Parade Ground, and which is not covered by another AAP for example).

7. Is there a spatial dimension to the subject?

55. It is clear that there are many spatial dimensions to the waterfront which arise from planning to incorporate the marine, naval and general port related functions whilst still enabling the Waterfont to provide broader regeneration functions which improve housing and the sense of place for the waterfront communities.

8. What are the infrastructure needs and implications arising in relation to the subject?

56. 'Deep Water' is a scarce and irreplaceable infrastructure resource that needs to be protected but the rationale and justification for its protection needs to clarified and refined.
57. A variety of hazardous installations are located in waterfront areas, and there are associated blast zones and Public Information Zones which have potential implications for development which are not widely appreciated or understood. There is a need to clarify, refine and more widely disseminate information in relation to these zones.
58. Climate change may give rise to a need for new or upgraded flood defence infrastructure to provide for the Port and the Naval Base to continue to underpin the city's economy.
59. The accommodation of a dedicated cruise liner terminal at Millbay will require new mooring / berthing infrastructure to be implemented, as well as new infrastructure on land. This infrastructure will need to be determined following work to evidence the demand for cruise liner operations which is currently underway.
60. The infrastructure implications of the recently signed City Deal are not yet fully understood. Work is currently underway to assess the end user requirements of the marine industries which may relocate there, and to masterplan the area of South Yard set aside for the City Deal Marine Industries Production Campus, which forms the nucleus of the City Deal.
61. Further consolidation of Royal Navy operations may give rise to further opportunities to accommodate commercial marine activities, but this consolidation may also give rise to unforeseen challenges.
62. The long-term infrastructure implications for Plymouth of Scotland voting for independence are not fully understood in terms, for example, of additional facilities that may be required to accommodate more frequent submarine movements in and out of the Naval Base.

9. Are there any key partners who should be involved?

- Ministry of Defence/Royal Navy (Commodore Little)
- Various Port authorities, for example Queen's Harbourmaster, Cattewater Harbour Commissioners
- Port Operators, for example Associated British Ports, Sutton Harbour Holdings, Victoria Group
- Major marine related employers, for example Babcock International, Princess Yachts, Victoria Group, etc
- Homes and Communities Agency (due to City Deal involvement)
- City Deal Team (currently being formed)
- Environment Agency
- Marine Management Organisation
- Neighbouring Local Authorities, for example Cornwall Council, Devon County Council, South Hams District Council
- Chamber of Commerce
- Plymouth City Council Civil Protection
- English Nature

10. Appendix 1 – Port of Plymouth Study – Key Findings - April 2010

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Key Findings

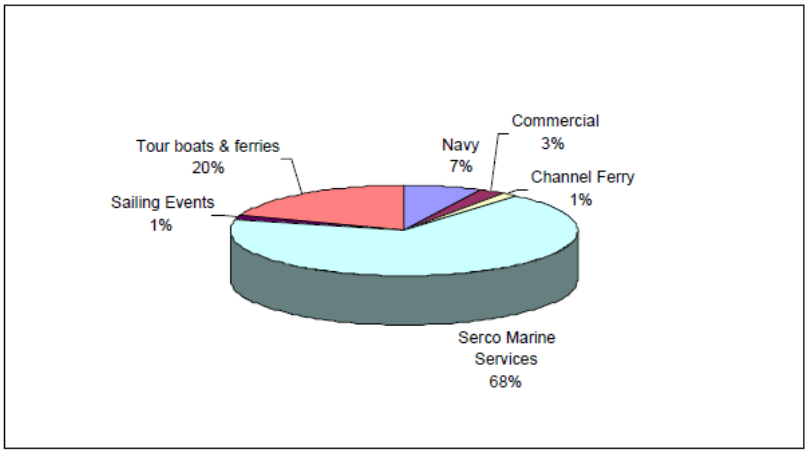
The Port of Plymouth

The 'Dockyard Port of Plymouth' includes the two main elements of:

- The Royal Navy and Ministry of Defence (MoD) facilities, including Devonport Dockyards and other facilities; and
- Commercial port activities including primarily Millbay (operated by Associated British Ports), Sutton Harbour and Cattewater Harbour Authority. Cattewater sees the bulk of commercial movements with vessels going to and from Cattedown Wharves, Victoria Wharf and Pomphlett Wharf.

In 2009 nearly 60,000 vessel movements were recorded within the port limits of which 75% were defence related (see Figure 1).

Figure 1: Vessel Movements in Plymouth 2009 (excluding Torpoint Ferry)



Source: QHM/VTS, 2009

Naval Activity

Devonport is the largest Naval Base in Western Europe covering over 650 acres with 15 dry docks, 4 miles of waterfront, 25 tidal berths and 5 basins and accommodating approximately 5,000 naval vessel movements per year. The key services that the naval port provides today include the following:

- Base port to many naval vessels including the largest, HMS Ocean at 21,000 tonnes, also fourteen frigates, seven Trafalgar class submarines, four of the five hydrograhic survey ships and two amphibious assault ships.
- Only site in UK equipped to conduct nuclear submarine refits, including those of the Vanguard class.
- Surface ship refitting facilities.
- Home to Flag Officer Sea Training (FOST) which trains officers of all surface ships, submarines and Royal Fleet Auxilliaries as well as offering training packages to other NATO countries.
- Home to Royal Navy Clearance Diving team from the Southern Diving Group covering Swangage round to Birkenhead.

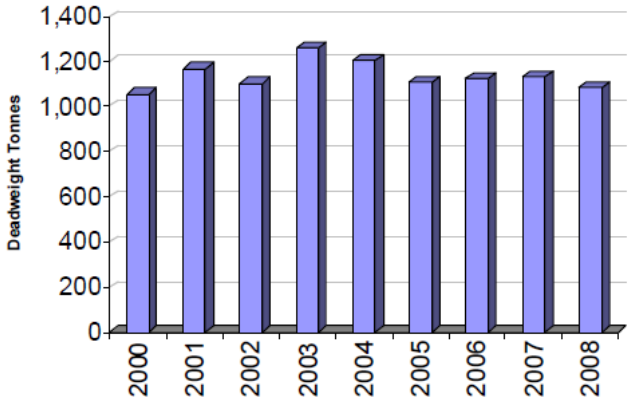
Many MoD related services are now provided through major contractors such as Babock Marine and Serco.

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Commercial Port Activity

Figure 2 shows that commercial ship arrivals (excluding naval) have remained relatively stable during the period 2000 – 2008 with a peak of 1,262 in 2003.

Figure 2: Ship arrivals in Plymouth 2000-2008 (source: Maritime Statistics 2008)



The majority of vessels arriving at Plymouth are relatively small with 82% being less that 5,000 deadweight tonnes (dwt). This reflects the role of the Port in providing traditional short sea/coastal shipping services. This is shown in Table 2.

Table 2: Ship arrivals at Plymouth by type and deadweight 2008. (Maritime Statistics 2008)

Deadweight Tonnes	1 - 4,999	5,000 - 19,999	20,000 - 99,999	All vessels
Tankers	57	155	3	215
Ro-Ro vessels	487	-	-	487
Fully cellular container vessels	13	2	-	15
Other dry cargo vessels	333	35	-	368
Total all vessels	**890**	**192**	**3**	**1,085**

Note: Although container vessels are recorded as arriving, no container movements are identified.

Table 3 sets out the main trades and markets for goods passing through Cattewater and Millbay, which underline the regional and local significance of the Port providing goods for a relatively local market.

Table 3: Summary of Port of Plymouth main trades & markets

	Direction	Market	Outlook
Liquid Bulk			
- Oil Products	Inward (coastal UK and near-Continent)	Far South West (mainly Cornwall & Devon, but extending to Somerset, Dorset and occasionally further)	Stable
Dry Bulk			
- Clay	Outward	Europe (Spain)	Declining
- Animal Feed	Inward (from Rotterdam)	Local/Regional	Stable; seasonal
- Stone	Outward	Channel Islands, SE England	Stable
- Stone	Inward (from Ireland)	Local/Regional	Stable
- Fertiliser	Inward (from Rotterdam)	Local/Regional	Declining; seasonal
- Cement	Inward (from Germany)	Local/Regional	Growing
- Salt (for road treatment)	Inward	Local/Regional	Growing (but dependent on weather)
Fish	Inward	National	Declining
Ro-Ro HGV	Inward (mainly)	Regional/National	Stable

Economic Impact

Direct Employment: The marine and maritime sector in Plymouth accounts for approximately 13,500 jobs of which at least 8,500 are provided at Devonport (Babcock – 4,500; MoD – 800; Major on-site contractors – 2,500; others – 700). This is equivalent to approximately 12% of total employment in Plymouth city and 10% in the Plymouth Travel to Work Area (TTWA).

Indirect Employment: Indirectly the marine sector supports another 3,400 – 6,800 jobs in Plymouth's sub-region, thereby raising the sector's overall contribution to around 19% of Plymouth's employment and 14% in the Plymouth TTWA which is of equal significance as the education sector or the wholesale and retail sector. At least 50% of marine related employment is accounted for by Devonport.

Value: We estimate that the marine and related sector contributes £1.7 billion in terms of GDP and nearly £1 billion in terms of GVA representing around 25% of the city's total GVA.

Appendix 2 – Port of Plymouth Study – Recommendations – April 2010

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10. Recommendations and Next Steps

Introduction

10.1 The primary purpose of this study has been to prepare a comprehensive evidence base for the Port of Plymouth with a view to providing inputs to a range of emerging and future spatial, land-use, transport and economic development plans, policies and initiatives. As discussed below, these potentially may include the preparation of a port masterplan for Plymouth.

10.2 Having regard to the implications of the evidence base, we have identified a range of core recommendations and associated next steps for the consideration of Plymouth City Council, port authorities and operators, marine businesses and other key local and regional stakeholders. These recommendations are based on the independent observations and conclusions reached by the Atkins multi-disciplinary team which conducted the study.

Recommendation 1a: Preparation of Port of Plymouth Master Plan.

10.3 In pursuing a strategy of diversification and growth, the Port of Plymouth would benefit significantly from the preparation of a Port master plan. This would provide a strong basis for promoting the Port and the wider city of Plymouth. Moreover, it would provide a solid framework for prioritising potential investment in the port and associated infrastructure by both the private and public sectors. The master plan would also provide a unique opportunity for taking a more strategy and coherent approach to the planning and development of the Port of Plymouth as a whole. This could incorporate potential recommendations for optimising administrative arrangements to support the diverse range of activities undertaken in Plymouth.

10.4 The main challenge reflects the extent to which it is feasible to combine the plans and aspirations of four port authorities. As a possible and less ambitious alternative, the master plan could be undertaken jointly by ABP and Cattewater Harbour Commissioners. This would have the benefit of focusing on the development and diversification of commercial port activities in Plymouth which are at the heart of the DfT's guidance on preparing port master plans.

Recommendation 1b - Preparation of Plymouth Coastal or Port Area Action Plan.

10.5 As a possible alternative or complement to a Port of Plymouth master plan could be the preparation of an Area Action Plan for the Plymouth coastal and marine areas or specifically the port areas alone. This AAP could link in with the new proposed Marine Plan being imposed by Government and set by the Marine Management Organisation.

10.6 The merits of prepared a strongly port and coastal focused AAP would need to be evaluated relative to the benefits of a port master plan. Clearly the AAP would be constrained by the need to adhere to legislation and the requirements of the formal planning process.

Recommendation 2: Safeguarding port and marine employment sites

10.7 As discussed in section 4, the Plymouth Core Strategy plans for the creation of an additional 37,000 jobs in the Plymouth Travel to Work Area during the period 2006-2026. For the Plymouth PUA, the target of 27,500 new jobs is identified. As part of this growth strategy, the Core Strategy identifies six key sectors which will be central to the delivery of the planned expansion in

employment. Importantly, this includes marine industries which are expected to deliver an additional 520 jobs.

10.8 Given the importance attached to marine industries in contributing to economic growth and diversification, Policy CS05 of the Core Strategy states that for marine employment sites, priority will be given to safeguarding such sites for marine industrial uses that genuinely require a waterfront location. Given the economic significance of the marine and maritime sector to the economy of Plymouth, we consider that this policy should be proactively enhanced. Indeed, as highlighted in Section 7, we estimate that the sector accounts for approximately 19% of all employment in Plymouth and up to 25% of the city's total GVA (including naval and MoD activities). Furthermore, the economic significance of marine and maritime sector in Plymouth is reinforced by the fact that it represents a relatively high-value set of business activities which are critical to the on-going diversification of the Plymouth economy. The need for diversification is a fundamental strand of Plymouth's economic strategy particularly given the city's dominant role as a service economy.

10.9 Before key sites are developed for non-marine uses, thorough consideration should be given to the need to actively safeguard them for marine employment use. This is particularly important given the acute shortage of suitable and affordable land and waterside infrastructure in Plymouth to accommodate the future needs of the port and marine / maritime economic activity.

10.10 Without the provision of key waterside land and infrastructure, the expansion of existing viable businesses will be prevented and may result in the relocation or closure of some businesses. Similarly, failure to make necessary land and infrastructure available, new enterprises will not have the opportunity to become established in Plymouth.

10.11 In taking forward the objective of safeguarding marine employment sites that genuinely require a waterfront location (or easy access to the waterfront), we recommend that a policy similar to CS05 is supported by a clear rationale including the establishment of firm assessment criteria which reflect the differing requirements of marine and maritime activities. Importantly, policies should recognise that not all marine / maritime employment sites will be limited to those with access to the water although those sites adjacent to the waterfront should be highlighted as being of upmost importance. Marine related sites which are 'off coast' but require a degree of safeguarding may include storage and distribution facilities, repair services and other suppliers strongly reliant on port and related customers.

10.12 In identifying sites and the criteria required to define marine / maritime sites, it will be essential that the City Council works closely with SWRDA and key port and business representatives to ensure that safeguarding policies are robust and capable of implementation.

10.13 The first step should include the provision of clear guidelines outlining the range of port and marine/maritime activities that have requirements for waterside sites and associated infrastructure in order to ensure economic and operational viability. Importantly, given the diversity of activities that make up the port and marine/maritime sector, it is imperative to highlight that the land and infrastructure requirements of different business types can vary significantly. Policies based on the assumption that 'one size fits all' will inevitably fail to meet the underlying objective of safeguarding the required sites. For example, the needs of a commercial cargo operator are substantially different from that of a ferry company or a marina provider. Consequently, the criteria that are applied in order to assess whether or not specific sites are safeguarded or allocated for port / marine use should be sufficiently flexible in order to accommodate the varying needs of this complex sector. However, all core port and waterside dependent businesses largely share the common requirement of access to the water and the provision of bespoke marine infrastructure and facilities. These key factors are essential for port and marine industries to operate viably, safely and, in many cases, in accordance with legislation and regulation.

10.14 Even if a small marine enterprise has waterside needs which are modest, access to the water is often critical to the viability of the business. For example, whilst it is possible to build recreational

craft at a distance from the shore, but only if a launch site is practically accessible and available when required.

10.15 Table 10.1 defines the range of port and marine/maritime activities, the site needs of which we recommend should be prioritised in relevant Development Plan Documents.

Table 10.1 – Priority Port & Marine Activities Requiring Waterside Sites and Related Infrastructure

Port / Marine Activity Type	Description	Degree of Site Safeguarding Required
Oil, gas, petrochemicals and other liquid cargoes.	Maritime services utilised in the exploration, development and exploitation of offshore oil and gas fields. Processing and of oil and related products and their distribution to market.	Essential
Commercial port activities (containers)	Shipping, storage and transport of freight containers and associated services.	Essential
Commercial port activities (bulk cargo other than liquid).	Shipping, storage and transport of aggregates, bulk materials and products and associated services.	Essential
Commercial port activities (Passenger and freight Roll on / Roll off)	Shipping services utilised in the transport of goods and passengers.	Essential
Ship and boat building, maintenance and repair.	Construction and repair of commercial, leisure and naval vessels and associated services.	Essential
Marine manufacturing and engineering.	Manufacture and servicing of marine and related equipment including maritime telecommunications.	Preferable
Commercial marine services	Maritime-related businesses including insurance, brokerage, legal and other services.	Non essential
Defence / Naval	Military and civilian operations of the Royal Navy and Ministry of Defence including primary contractors (e.g. Babcock in Plymouth).	Essential
Leisure marine	Provision and servicing of marinas, berthing and other waterfront leisure facilities.	Essential
Cruise industry and supporting services	Provision of cruise berthing facilities and passenger transfer services.	Essential
Fisheries	Landing, processing, sale and transport of finfish and shellfish.	Essential
Port administration, safety and salvage.	Public and private sector activities related to vessel movements, safety and salvage.	Essential
Renewable energy	Manufacture, assembly, repair and distribution of products related to the generation of energy from off-shore renewable sources (wind, wave, sunlight and rain).	Essential
Marine education, training and research and development	Marine education and training facilities and research activities including development marine technologies.	Non essential except some R&D activities

10.16 For each of the activity types set out in Table 10.1, the criteria used to assess the suitability of sites should be flexibly applied and developed in consultation with key port authorities and operators as well as marine business representatives. We consider this essential in order to ensure the robustness of the policy approach. Key criteria may include:

- Extent of existing or recent marine / maritime use for commercial, leisure or administrative activities.
- Existence of essential marine and waterfront infrastructure having regard to the diverse needs of the port and marine / maritime sector.
- Access to the water, particularly at locations which offer depths suitable to commercial port or marine leisure operations.
- Scope for hinderland sites to provide development opportunities to support existing commercial or marine leisure facilities (including manufacturing, storage, repair and distribution).
- Commercial viability to support a range of port and marine / maritime activities (see Table 10.1).
- Existing or potential access to existing or potential rail freight networks and facilities (including intermodal terminals).
- Good access to road networks central to the efficient and safe movement of goods and products related to port operations.
- Control of development proposals which could constrain the viability or operation of existing port or marine / maritime activities (including sites located along key transport routes serving the port).

10.17 There is a need to maintain a rolling programme of new marine business opportunities and develop a portfolio of potentially suitable sites. In close and proactive consultation with the Royal Navy and MoD, this should include periodic review of opportunities for commercial marine businesses to operate at sites in Devonport which are no longer required for military and related use. In maximising the future role of the port and related marine / maritime business activities in growing and diversifying the Plymouth economy, it is imperative that the potential 'release' of sites and waterside infrastructure at Devonport takes place in a planned and co-ordinated manner. Piecemeal sale or leasing of sites, particularly for non-marine use, may constrain opportunities for the viable use of adjacent or nearby sites and facilities for marine business activities. This approach should be equally applicable to other major operational port locations in Plymouth where market demand for specific commercial activities potentially may change significantly over time.

10.18 Whilst safeguarding key port and related sites should be a primary objective of the City Council and its partners, policy and economic development initiatives should proactively seek to improve the quality and viability of Plymouth's existing portfolio of marine sites. This may include access improvements and the upgrading of increasingly obsolete premises.

10.19 Reflecting the complex and diverse range of port and marine/maritime sites that require safeguarding in Plymouth, we recommend that the City Council and its partners set in place the development of a comprehensive portfolio database of significant sites. This would act as both a promotional tool as well as providing a clear rationale as to why such sites should be safeguarded for port and marine / maritime use. Key attributes may include:

- Site name.
- Location.
- Site description.
- Site planning history.

- Site size.
- Port and marine / maritime activities on site.
- Access factors – sea, road and rai.
- Existing or potential economic significance.
- Key development plan and environmental designations on and surrounding site.
- Constraints or strengths to future port / marine operations and prospects.
- Threats or opportunities to future port / marine operations and prospects.

10.20 The recent inquiry ruling by the Planning Inspectorate regarding a proposed development which included the potential partial loss of a marine site (Bayly's Boatyard) demonstrates the typical challenges faced by policy makers in seeking to actively safeguard existing marine sites in Plymouth.

Recommendation 3: Coherently raising the profile of the Port of Plymouth

10.21 We recommend that greater emphasis is given to the marine and maritime sector in all spatial, development and promotional plans for Plymouth and its sub-region. This should include taking solid steps to explain the diverse and often niche nature of the sector and the inter-relationships between different industries within the sector and with other parts of the wider economy. This should include making a clear distinction between the requirements of different elements of the marine / maritime sector, most notably commercial port activities and leisure marine activities.

10.22 Currently, the innovative and high-productivity elements of many businesses and institutions associated with the Port and the city's coastal location are poorly appreciated which potentially hinders the scope for attracting future investment in essential infrastructure and enterprise support systems.

10.23 Collectively, the City Council, surrounding local authorities, SWRDA, port authorities and business representatives should take a leading role in raising the profile of the Port of Plymouth as the heart of the area's marine and maritime economy and the engine for further growth and diversification.

10.24 Whilst greater coherence between key stakeholders will be fundamental to exploiting latent economic value in the city's marine and maritime sector, we consider that the identification of a dedicated 'Champion' to represent the collective whole of Plymouth Port and associated marine / maritime sector would act as a vital conduit in taking forward this process. The ability and drive to represent the diverse nature and role of the port should be pre-requisite to the selection of a champion. Moreover, the role of the champion and any associated organisational structure should be defined with the primary remit of supporting the role of the port and marine industries as a major contributor to the economy and communities of Plymouth.

Recommendation 4 – Cruise Market & Feasibility Study

10.25 We recommend that a market study comprising desk studies, consultation and market research is required in order to inform a proposed feasibility study for the provision of a potential new cruise terminal which would include alongside berthing and associated land based facilities at a location to be selected within Plymouth Port. Key study tasks should be to:

- Review the current market for cruise business in Northern Europe and prospects for future growth.
- Review current trends for increasing sizes of cruise ships.

- Identify appropriate established or proposed cruise itineraries for which a modern cruise terminal at Plymouth would be an attraction.
- Identify appropriate local tours (Plymouth, Devon. Cornwall etc) which would be attractive to the cruise market.
- Identify the optimal location for provision of a cruise berthing facility in Plymouth.

10.26 The key deliverable of the market study would be the evaluation of Plymouth as a cruise port including the following assessments:

- Plymouth's potential position within existing and proposed cruise itineraries.
- Forecasts for numbers of potential cruise ship calls per year.
- Range of sizes of cruise ships which may be attracted to call at Plymouth.
- Seasonal factors which would affect the scheduling of ship calls.
- Typical durations of stay.
- Assessment of potential berthing locations and identification of optimal location.
- Business and implementation plan for delivering a new cruise facility in Plymouth.
- Potential for growth.

10.27 In terms of identifying the most appropriate location for a new cruise facility in Plymouth, the feasibility study should consider the relative importance of the following key factors:

- Ease of navigation and marine access (on arrival and departure) from open sea and Plymouth Sound.
- Safety and efficiency of manoeuvring on and off the cruise terminal berths.
- Potential marine risks and disruption to other marine traffic.
- Capacity of the cruise terminal berths to accommodate alongside berthing for the range of cruise ship types and sizes likely to call at Plymouth (dependent on market studies).
- Proximity to Plymouth city centre, key attractions and heritage sites (including The Hoe, Barbican, Mayflower Steps).
- Back up adjacent landside areas and facilities to support cruise terminal facilities.
- Proximity to other landside support facilities.

Recommendation 5 – Skills and Training Investment

10.28 Whilst this study has focussed primarily on the physical characteristics of the port and related business activities, it will be imperative that policies and initiatives aimed at ensuring the adequate supply of suitable land and infrastructure are complemented by a coherent skills and training strategy. Building on Plymouth's existing strengths as a centre for marine education and research, this should focus on delivering integrated training programmes which are targeted on meeting existing and emerging market needs. More employer-led training initiatives should be actively encouraged.

Recommendation 6 – Planning for Climate Change

10.29 It will be important to establish a long term programme aimed at evaluating the potential effects of sea level changes on port and marine operations. It will be essential that spatial, land-use and economic policies can respond proactively to the implications of sea-level rises. Having regard to the potential effects of sea level rises, future land-use and planning decisions should seek to

ensure that port and waterside business activities can be protected or enhanced. In the future, this may include the consideration of the relative costs and benefits of land reclamation options.

Recommendation 7 – Safeguarding Cattewater Branch Line Track Bed

10.30 In line with Plymouth City Council's and Devon County Council's policy priority to encourage sustainable transport and seeking to protect future opportunities for the movement of port-related freight by rail, the Cattewater Branch Line Track Bed should be safeguarded against future development an any forthcoming masterplan or policy initiative.

Appendix 3 – Port of Plymouth Study - SWOT Analysis – April 2010

SWOT Analysis

Following a review of the key influencing factors, the following Strengths, Weaknesses, Opportunities and Threats were identified.

Strengths

- Well established and diverse port.
- Relatively deep water & natural harbour.
- Significant and strategic naval, commercial and ferry port.
- Major cluster of marine businesses - naval, boat building, R&D, fish market, marine services.
- Devonport and naval heritage helps to define Plymouth both domestically and internationally.
- 12% Plymouth employment dependent on marine sector.
- Major centre for higher education and research and development in the marine sector.
- Major marina / waterside leisure location and important fish market.
- Naval presence means that maintenance work does not fall to commercial operators.
- Minimum and local coastal erosion / flood risk

Weaknesses

- Limited water depth at low tide & navigational constraints prevents larger vessels from using the port.
- Limited by its peripherality, it serves largely local and regional commercial markets.
- Limited mix of cargos - no containers and heavily dependant on liquid bulk oil (58% of the port tonnage).
- Low level of exports and outward traffic.
- Lack of single 'champion' for port interests – this is required to promote the Port and facilitate communication between the industry and external organisations as well as the general public.
- Rail - restricted loading gauge - limited intermodal container traffic
- Limited local rail freight facilities at the Port
- Loss of waterside land for higher-value uses

Opportunities

- High level of planned population & employment growth
- Expansion of oil-related cargoes
- Growing demand for marina / leisure based activity
- Strong policy support for sustainable freight transport (including short-sea shipping) with some grants being available.
- Growth in Northern European cruise market
- Need to accommodate requirements to service marine renewables sector
- Potential release of vital port infrastructure at Devonport could provide opportunities for commercial port activities
- 4 of the 8 priorities in the South West Economic Strategy are directly relevant to the port (marine, defence-related engineering, tourism and environmental technologies)
- Plymouth well placed to capitalise on marine renewables, research and development and marine education.
- Strategic planning provides the opportunity to further capitalise on the port sector.
- Feeder container facility for servicing local / regional market
- Wharfs and port facilities could be enlarged.

Threats

- Small / self-contained market with competition from other ports for limited cargoes
- Competition for cruise (e.g. Falmouth)
- Economic & supply-chain implications of Strategic Defence Review – Devonport
- Need for infrastructure investment at Devonport
- Devonport listed buildings could limit opportunities
- HSE Blast zone limits development
- Lack of public funding for ports development
- Loss of key waterside sites to non-port uses
- Modal transfer will require significant capital investment
- Limited expansion capacity at Cattewater & Sutton Harbour
- European Marine Site designation requires any development to ensure no significant environmental impact
- Rail access to Cattewater mothballed
- Port expansion constrained by local and regional transport networks
- Lack of single focal point for promoting the Port of Plymouth as a whole.

The SWOT analysis identifies some clear opportunities for the Port of Plymouth whilst also demonstrating the complexities of port operations and future development opportunities.

5. TRANSPORT

Supporting information for the Waterfront Topic Paper

1. Introduction

1. Transport plays a key role in helping to deliver the City Vision; "by 2020, Plymouth will be one of Europe's finest, most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone, where all can be 'healthy, wealthy, safe and wise'.
2. Transport has the potential to connect people with services, neighbourhoods and opportunities. Transport infrastructure plays a key role in supporting the development of the city.

2. Current situation

3. The South West Coastal Path is well used by residents and visitors. The main connections to Cornwall are via the Torpoint Ferry and Saltash Bridge with the Cremyl ferry providing a pedestrian link to the Rame Peninsula. Connectivity also exists to Roscoff and Santander through the continental ferry. The city's water transport services are generally not very well promoted and are not coordinated.
4. At present waterfront neighbourhoods vary greatly in terms of their transport provision and deficiencies. Transport deficiencies and connectivity can contribute towards social exclusion. Many of Plymouth's waterfront neighbourhoods are defined by high concentrations of social housing and deprivation. Some neighbourhoods such as Barne Barton, Ernesettle and Mount Wise have limited connectivity to the waterfront reducing access to goods, services and opportunities.
5. Access to the waterfront by all modes is severely limited along the city's western shore from Mount Wise to Saltash Passage due to the existence of the Dockyard and Naval Base. Millbay, Coxside, Cattewater, Laira and Oreston also suffer from reduced access due to a range of commercial and industrial activities.
6. Industrial port activities are incompatible with public access on safety grounds, and public access is not possible in these areas.
7. Physical access presents the greatest barrier to the use of the waterfront. The MOD retains a large proportion of land which interfaces with the waterfront. Locations where people can gain direct access to the water for leisure purposes (slipways for launching small sailing boats) are relatively few and are not well promoted.
8. Plymouth City Council has experience of managing the transport needs arising from major events. However, public car parks are often at capacity during periods of peak demand in areas such as the Barbican, Sutton Harbour and the Royal William Yard. This is coupled with an absence of a bus service linking the key tourist destinations along the waterfront.
9. The strategic transport links from the A38 to Millbay, the Naval Dockyard and the harbourside area of the Cattewater need to be safeguarded to enable potentially large unusual lorries to be accommodated as materials are transported to and from the docks.

3. Evidence base

- Plymouth Transport and Highways Draft Transport Asset Management Plan, March 2010, www.plymouth.gov.uk/draft_transport_asset_management_plan.pdf
- Port of Plymouth Evidence Base Study: Final Report, April 2010, Atkins Ltd www.plymouth.gov.uk/portofplymouthstudy

- Plymouth City Council Strategic Flood Risk Assessment, 2006 www.plymouth.gov.uk/bfloodriskassessment.htm
- Plymouth Infrastructure Needs Assessment (Plymouth City Council, 2011) www.plymouth.gov.uk/plymouth_infrastructure_needs_assessment.pdf
- Local Economic Strategy Review 2013/14: Discussion Document (Plymouth Growth Board) www.plymouth.gov.uk/les_review_discussion_document.pdf
- Adopted waterfront AAPs
- Surface Water Asset Management Plan
- Network Management Plan (in development)
- Local Transport Plan 2011-2026 (Plymouth City Council, 2011) www.plymouth.gov.uk/ltp3_strategy_2011-2026.pdf
- A Vision for Plymouth 2004 (MBM Arquitectes with AZ Urban Studio, 2003) www.plymouth.gov.uk/plymouthvision.pdf
- Plymouth Destination Infrastructure Study (Arkenford, Roger Tym and Partners, 2010)
- S:\Development\Planning Services\LDF-evidence base (topic)\Visitor study and strategy for Plymouth

4. Vision for transport

10. The vision for/by 2031 is to deliver a waterfront that is;

- Accessible
- Connected
- Inclusive
- Is a destination

5. Available evidence

5.1 Accessibility – (Physical access to waterfront)

11. MOD land holdings – land ownership which prevents connectivity to the waterfront.

5.2 Connectivity (public transport including water transport, walking and cycling, car)

12. The need for the Millbay Boulevard identified. Plymouth Infrastructure Needs Assessment (Plymouth City Council, 2011: 60) www.plymouth.gov.uk/plymouth_infrastructure_needs_assessment.pdf

5.3 Inclusive – (perception of inclusivity)

- Gained through public consultation process?
- Social exclusion – Sustainable Neighbourhoods Assessment?

5.4 Destination – (visitors and residents)

- Millbay Cruise Liner Facilities. Plymouth Infrastructure Needs Assessment (Plymouth City Council, 2011: 70) www.plymouth.gov.uk/plymouth_infrastructure_needs_assessment.pdf

- Explore feasibility of key 'Ocean City' infrastructure including Cruise Liner Terminal and Conference/Exhibition centre. Local Economic Strategy Review 2013/14: Discussion Document (Plymouth Growth Board)
  www.plymouth.gov.uk/les_review_discussion_document.pdf
- Port of Plymouth Evidence Base Study: Final Report – Volume 1 (Atkins, 2010)
  www.plymouth.gov.uk/port_of_plymouth_final_report_volume1.pdf
- Recommendation 1a: Preparation of Port of Plymouth Master Plan page 139
  Recommendation 1b - Preparation of Plymouth Coastal or Port Area Action Plan page 139
  Recommendation 4 – Cruise Market and Feasibility Study page 143
  Recommendation 7 – Safeguarding Cattewater Branch Line Track Bed page 145

5.5 Further evidence required

13. *Assessment of capability/demand for a cruise ship terminal – completed or close to completion – Pete Hearn is lead contact – require a summary to feed in to the Theme Paper.

6. Key objectives that need to be incorporated into the Plan

14. Provide a facility at Millbay Docks to enable cruise ships to berth.
15. Provide a boulevard link from Millbay.
16. Secure (developer funded) improvements to waterfront transport infrastructure and services.
17. Prioritise delivery/increased use of; public transport. active modes of travel.
18. Upgrading of existing public car parks.
19. Implement an integrated 'smart ticketing system' for use on all local bus, rail and water services. Local Transport Plan 2011-2026 (Plymouth City Council, 2011)
    www.plymouth.gov.uk/ltp3_strategy_2011-2026.pdf
20. Support increased patronage of the Cremyl Ferry. Local Transport Plan 2011 to 2026 (Plymouth City Council, 2011).
21. Maintain and enhance cycle infrastructure. Deliver a new link to the east shore of the Plym running through the Saltram Estate to link the Plym Valley Trail to NCN 27 and the Waterfront Cycleway between the Barbican and Royal William Yard/Cremyl Ferry. This is an underused and underexploited walking and cycling asset (Local Transport Plan 2011-2026) (Plymouth City Council, 2011).
22. Support appropriate economic and leisure development along the South West Coastal Path and NCN 2 and 27 through Plymouth.
23. Capitalise on development potential for South Yard to address connectivity, permeability, improved bus services and access to the waterfront.
24. Increase opportunities for access to the waterfront in areas which suffer from poor access.
25. Support increase in water freight volumes via the port at Cattewater? Local Transport Plan 2011-2026 (Plymouth City Council, 2011)
    www.plymouth.gov.uk/ltp3_strategy_2011-2026.pdf
26. Provide additional recreational slipways and protect existing.

7. Is there a spatial dimension to the subject?

27. The spatial dimension is described in the map which shows the key priority areas discussed earlier. (insert map).

8. What are the infrastructure needs and implications arising in relation to the subject?

28. A need has been identified for a boulevard link to open up the waterfront and provide a physical connection to the City Centre. The redevelopment of Millbay will need to explore the opportunity to compulsory purchase the properties in the position of the proposed link. A Vision for Plymouth 2004 (MBM Arquitectes with AZ Urban Studio, 2003) www.plymouth.gov.uk/plymouthvision.pdf
29. The provision of cruise terminal facility is essential in ensuring that Plymouth is considered as a destination with a wider reach than the South West of England (Plymouth Growth Board, 2013). The city's attraction is limited without this facility. It is likely that public and private investment will be necessary in order to deliver this objective (Plymouth City Council, 2011).
30. The increased use of cars has the potential to reach critical levels as identified in Local Transport Plan 2011 to 2026 (Plymouth City Council, 2011). Significant effort is required to promote the increased use of sustainable transport modes to secure increased reliability of public transport. The individual needs of each community should be addressed. Efforts to encourage the use of electric car charging points should be explored where appropriate. (Sustainable neighbourhoods work?)

9. Are there any key partners who should be involved?

- Waterfront BID Partnership
- Sutton Harbour Holdings
- MOD
- Harbour Authorities
- Port Operators
- Waterfront Communities
- Water transport providers
- Sustrans – to improve quality and connectivity of cycle routes
- Robin Pearce – Public Rights of Way Officer
- Key City Attractions – National Marine Aquarium – transport related improvements to promote the attraction(s)
- Urban Splash
- Akkeron (James Brent)
- Marine Management Organisation – Provision of slipways
- Environment Agency – Provision of slipways

6. PUBLIC AND CIVIL PROTECTION

Supporting information for the Waterfront Topic Paper

1. Introduction to the subject, general background, and current situation

1. New or re-development can give rise to a number of Public and Civil Protection issues and concerns including:

- Conflicts between different uses, such as residential and industrial or commercial uses, in terms of noise, odours, pollution, and other nuisances.
- Potential conflicts between hazardous installations (such as oil storage terminals and munitions stores) and other uses such as residential.
- Intensified use of infrastructure such as recreational areas and facilities.
- Increased pressure on existing sewage and stormwater infrastructure, and thereby impacts on bathing water quality.
- Impacts on air quality.
- Antisocial behaviour and disorder, such as public alcohol consumption and consequent drunkenness.
- Concerns about lack of facilities such as public toilets
- Concerns about contaminated land remediation.
- Vermin infestation and control.

2. What is the vision or agenda being pursued under each subject?

2. The city's growth and its Public and Civil Protection are both high up the political and public agenda. However, aligning the two agendas is not always straightforward, and in some cases there is a lack of awareness or appreciation of the issues and potential solutions.
3. The Public and Civil Protection agenda is obviously to minimise conflicts between uses and to address or mitigate the impacts of development wherever possible

3. What evidence is available to inform the vision and approach being pursued, and is any more evidence required?

4. Whilst the areas in which conflicts and problems arise are reasonably well understood, there is not a universal awareness in relation to all issues and concerns, and perhaps a lack of awareness of the prevalence or significance of some conflicts. Mapping the geographical location, frequency and intensity of noise, odour, and air quality incidents may help to help to inform future policy and decision-making. If antisocial behaviour resulting from alcohol consumption were mapped in terms of location, frequency and intensity, future decisions on planning or licensing applications would be better informed. If incidents resulting in a decline in bathing water quality were mapped, the causes would be better understood, and it might be easier to take the issue into account in future decision-making.
5. More transparent and easily accessible mapping of hazardous installations and associated blast and other zones would help to convey the potential constraints associated with those installations. Improved procedures and protocols for consulting with internal and external stakeholders would lead to an improved awareness of the development implications of hazardous installations.

4. What are the key issues that need to be addressed?

4.1 Key issues – potentially to be addressed through PP evidence

6. Identification of the geographical location, frequency and intensity of conflicts/problems, for example location of combined sewer/stormwater outlets subject to overflow in severe weather resulting in reduced bathing water quality.
7. Improved awareness of the implications of particular conflicts and/or potential constraints for development, for example blast and other zones associated with hazardous installations.
8. Improved understanding of the potential for development intensification to lead to an increase in conflicts/problems in some areas.

5. What key objectives need to be incorporated into the Plan?

9. The need to pay due attention and consideration to hazardous installations in planning for and accommodating re/development.
10. The need to pay due attention and consideration to the potential for re/development to increase conflicts between uses and thereby generate avoidable public or civil protection concerns or difficulties. Consider, for example, whether there is scope to deal with the concentration of public houses or takeaways in particular areas through planning policy.
11. The need to pay due attention and consideration to the potential impacts of the accommodation of growth on sewage and stormwater infrastructure, recreational areas and facilities, and air quality.
12. The need to make adequate provision for public toilets in appropriate places.
13. The need to assess and/or address contaminated land constraints to re/development.

6. Is there a spatial dimension to the subject?

14. Public and Civil Protection are just one of the facets for which there is a spatial dimension.

7. What are the infrastructure needs and implications arising in relation to the subject?

15. A variety of hazardous installations are located in waterfront areas, and there are associated blast zones and Public Information Zones which have potential implications for development which are not widely appreciated or understood. There is a need to clarify, refine and more widely disseminate information in relation to these zones.
16. There is a need to consider the implications of growth in terms of the pressure it will place on existing sewage and stormwater infrastructure, recreational facilities and areas, in terms of its potential impact upon air quality, and in terms of the provision of public toilets. There may be a need for investment in such infrastructure or in infrastructure (such as air quality monitoring equipment or stations) to monitor the impacts of development.

8. Are there any key partners who should be involved?

- Plymouth City Council Civil Protection
- HSE
- Owner/operators of hazardous installations
- South West Water
- Environment Agency

- Marine Management Organisation
- Owners/operators of licensed premises, or associations representing those owners/operators
- Developers
- Others?

7. LEISURE AND TOURISM

Supporting information for the Waterfront Topic Paper

1. Introduction to the subject and general background

1. Plymouth is Britain's first Ocean City. The waters of Plymouth Sound and the estuaries provide a highly valuable resource for public enjoyment and forms part of Plymouth's unique selling point.
2. The waters are used for watersports, swimming, angling, walking next to it, or simply enjoying the view from the land.
3. All these activities require access opportunities through waterfront infrastructure, be it slipways, wharves, piers, jetties, footpaths, roads and car parks.
4. On water activities are managed through complicated governance structures which include Queens Harbour Master (QHM), other statutory harbour authorities, Environment Agency (EA) and private organisations. The Tamar Estuaries Consultative Forum brings together the key relevant authorities relating to water based recreation and provides the single collaborative management framework.
5. The waterfront is a highly varied, and ranges from cliffy rocks, commercial ports, landscaped gardens, naval ports and Area of Outstanding Natural Beauty (AONB) designated sites.

2. Current situation

2.1 Green space

6. The Hoe and West Hoe Park is a key recreational and tourist destination for city residents and visitors, hosting major regional and national events and memorials. It is an internationally recognised landmark (Plymouth City Council, 2011).
7. Plymouth's Green Space Strategy (Council, Plymouth City, 2009) provides an analysis of access to green space and shows deficiency in the following waterfront neighbourhoods The East End, Barbican, Devonport and Stonehouse, with Devonport and Stonehouse amongst the fiive priority areas. Within these areas, customer research has highlighted public concerns over issues of security and cleanliness (Council, Plymouth City, 2009).
8. However, there are also waterfront areas such as Jennycliff and Tamerton Foliot which provide quality green space and are noted through the Plymouth's Green Infrastructure Plan (Plymouth City Council, 2010) to retain their landscape value and setting. Mount Batten and Jennycliff are also noted to be of city importance in Plymouth Green space Strategy (Council, Plymouth City, 2009).

2.2 Access to the Waterfront

9. Large parts of the city have poor access to the water, especially around Plymouth Dockyard, north of the Tamar Bridge and Cattedown due to the port (Council, Plymouth City, 2009).
10. Access points to the water are limited and there are limited opportunities for developing new ones.
11. Where there is access, the Waterfront Walkway provides high quality access to much of the waterfront and the popular South West Coast Path comes through the city.

2.3 Water transport

12. Ferry links provide access across the Cattewater, along the water between the Barbican and Royal William Yard and across to Cornwall.

2.4 Water based activities

13. There are two Waterfront swimming pools at Tinside and near Mutton Cove and a tidal pool at Firestone Bay. Diving facilities into the sea are limited and there are increasing concerns about anti-social tombstoning. There are two bathing beaches at East Hoe and West Hoe designated under the Bathing Waters Directive. The waters are monitored and are prone to pollution following periods of heavy rainfall. There are additional popular beaches used for bathing at Firestone Bay and Batten Bay.
14. Licensing of activities on the water require consents under a number of legislative statutes and activities on the water can cause conflicts between themselves for example rowing and power-boating.
15. There are five high quality marinas within the city with over 2,000 boats, plus another 2,000 on moorings within the estuary. The waters of Plymouth Sound and its estuaries form a major sailing centre with 11 yacht clubs including two of the most prestigious in England, contain over 4,000 boats moored on the waters and this current year has over 700 sailing events ranging from club dinghy racing, national and international events and the end of the classic Fastnet Yacht race which attracts 400 yachts including prestigious super yachts.
16. There are 16 slipways in the city and nine other access points with some public use to the water such as steps and piers. The Plymouth Sound and Tamar Estuaries Recreational Audit 2014 provides further detail on the types and locations of the access points and identifies that there are significant gaps on the West Devon area, and in Plymouth around Ernesettle, along the Hoe and near the city centre along the Hoe and the south west portion of the Cattewater.
17. There is a risk where the loss of commercial shipping activity will lead to a reduction in dredging which could make parts of the waters un-navigable. This has already happened in the Tamar above the bridge.

2.5 Economic

18. Leisure and Tourism based on the waterfront is at the heart of Plymouth's Visitor Strategy and the Waterfront Partnership provides funding mechanism (Blue Sail, 2011).

2.6 Attractions

19. The city has one major formal visitor attraction, the National Marine Aquarium.
20. The existing tourist provision is centred round, The Barbican, Sutton Harbour, The Hoe and Millbay, with significant clusters of hotels and tourist attractions locating in these areas. Barbican is a popular destination for heritage, shopping drinking, eating 2.15 The Plymouth Visitor Market Research Study (Arkenfold Ltd, 2009) confirms that the main waterfront attractions Barbican, the Hoe and the Aquarium however the same report notes that The Hoe gets relatively poor ratings for quality from those who go there.
21. Visits to the Mayflower Centre has is noted to be 'disappointing' (Locum Consulting, 2010).

2.7 Events

22. Plymouth already hosts very valuable events such as various service related events and the annual British fireworks competition that attract large numbers of visitors. Current events include Signature and Major Events, including the National Fireworks Competition (Blue Sail, 2011).
23. Plymouth has also hosted the Americas Cup in 2011. A study into the economic impact of visitors to the cup (Serio Insight with Pymouth University, 2012) identified the main areas for

improvements following survey based upon perceptions were the quality of facilities for visitors and the exciting and attractiveness of the city.

2.8 Land ownership

24. Ownership of the council owned waterfront assets within Plymouth City Council are fragmented between different departments and there is no single strategy for developing the waterfront assets. Some waterfront assets are deemed to be underused and are at risk of being sold off. Waterfront land is highly desirable for development and in danger of being lost.

3. Vision for leisure and tourism

- Need to improve links by sea; local, nationally and internally
- Improve gateway locations to the waterfront
- Improve public realm
- Increase public access to waterfront
- Improve vibrancy and vitality of the waterfront

4. Available evidence

- Alan Baxter and Associates . (2005). *Plymouth Rapid Urban Characterisation Study.* Alan Baxter and Associates .
- Arkenfold Ltd. (2009). *The Plymouth Visitor Market Research Study.* Guildford.
- Council, Plymouth City. (2009). *Plymouth Green Space Strategy 2008 - 2023 Background Report.* Plymouth: Plymouth City Council.
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- Visit Plymouth. (2014, April). *Plymouth Your Space*. Retrieved April 2014, from Plymouth Britain's Ocean City: www.visitplymouth.co.uk/your-space/which-sites-are-available/waterfront-sites

5. Key issues that need to be addressed

25. Tourism and leisure has been identified as one of Plymouth's key growth sectors (BakerAssociates, 2006).

5.1 Water transport

26. Several ferry services are already well established however there needs to be continued support of these services for both people and freight. There is a Barbican Landing Stage to improve access to the waterfront and water transport however there is a need for better integration of water transport with other modes, through measures such as clockface timetables which integrate with buses, walking and cycling routes to and from ferries and improved ticketing potentially using smart-ticketing technology will enable increased use for a variety of journey purposes (Plymouth City Council, 2011). For example there is an opportunity for more use of the water for transport for leisure and commuting where feasible (Plymouth City Council, 2011).
27. 5.3 At a local level, the Tamar River Transportation Study (Flanagan, 2011) notes future development should improve tourism offer and deliver economic benefits for rural communities. There is the opportunity to increase the use of the water for recreational water transport. The issue of a cruise destination for Plymouth is dealt with separately below.

5.2 Cruise liner

28. There is a current lack of berthing facilities for Plymouth as a cruise destination.
29. The only berthing facilities in Plymouth for passenger vessels are at Millbay, and Brittany Ferries has first call upon these for its scheduled services. As a result, most cruise ships have to moor in Plymouth Sound. Because of the naval priority, cruise vessels are often required to moor in Cawsand Bay which is 6km from the city. All of this results in a relatively long tender journey between the ship and the shore. All tender ports are weather dependent, with adverse conditions meaning that cruise passengers are not able to disembark once the ship arrives. Three of the eight cruise calls to Plymouth in 2008 were not able to disembark passengers because of poor weather (Locum Consulting and Roger Tym & Partners, 2010). Notwithstanding this, there is a need to encourage increased use by cruise ships (Plymouth City Council, 2011) (Locum Consulting and Roger Tym & Partners, 2010).
30. There are opportunities to provide a warm and personalised welcome to cruise ship passengers including providing a mobile TIC service at the point passengers arrive and to offer organised tours and maximise spend opportunities for cruise visitor (Blue Sail, 2011).There is also a need to ensure signage and orientation at the ferry terminal encourages visitors to spend time in the city (Blue Sail, 2011).
31. The Port of Plymouth Plan (Atkins, 2010), notes that a cruise market and feasibility study will need to identify the most appropriate location for a new cruise facility in Plymouth, the feasibility study should consider the relative importance of the following key factors:

- Ease of navigation and marine access (on arrival and departure) from open sea and Plymouth Sound

- Safety and efficiency of manoeuvring on and off the cruise terminal berths
- Potential marine risks and disruption to other marine traffic
- Capacity of the cruise terminal berths to accommodate alongside berthing for the range of cruise ship types and sizes likely to call at Plymouth (dependent on market studies)
- Proximity to Plymouth city centre, key attractions and heritage sites (including The Hoe, Barbican, Mayflower Steps)
- Back up adjacent landside areas and facilities to support cruise terminal facilities
- Proximity to other landside support facilities

5.3 Walking and cycling

32. There are to be opportunities to make the waterfront exceptionally attractive for family friendly cycling and walking (Locum Consulting and Roger Tym & Partners, 2010). Walking and cycling trails along the Waterfront would encourage visitors to explore and discover more of Plymouth and travel out to our rural hinterland which can utilise opportunities to connect with National Trust trails to Saltram and to Plym Valley (Blue Sail, 2011).
33. The Tamar River Transportation Study (2011) notes future development should improve recreational and health opportunities through walking and cycling.
34. There is a need to make walking, cycling and public transport the desirable choice (Plymouth City Council, 2011).
35. One opportunity to seek to achieve this is through the development and promotion of the South West Coast Path Waterfront Walkway (Plymouth City Council, 2011).

5.4 Gateways and connectivity

36. There needs to be improvements of gateways between the city and waterfront areas (Locum Consulting and Roger Tym & Partners, 2010). This is reiterated through the Local Transport Plan (2011) by the need to enhance the perception of the city and the quality of transport networks by targeting the modernisation of the major gateways to the city. One opportunity would be to support partners who promote more sustainable tourism (Plymouth City Council, 2011).
37. At a localised scale, there can be the improvement of signage to link retail, tourism and leisure offer and the exploration of the entire waterfront and city through improved linkages, signage, maps and marketing (Locum Consulting and Roger Tym & Partners, 2010).
38. The Vision for Plymouth (2003) recommends improved infrastructure connections along Bath Street, redevelopment of the Pavilions and the construction of Battery Street providing alternative access to the port traffic. There is also the need for the Boulevard linking the waterfront and city centre (Plymouth City Council, 2011), (Studio, 2003) (Plymouth City Council, 2007).
39. While Millbay provides a functional site, with good parking for coaches and easy access to the City Centre and the Barbican, the port and the approach through Stonehouse are not well presented (Locum Consulting and Roger Tym & Partners, 2010).
40. There is a need also to improve linkages to the rest of the city (Plymouth City Council, 2006) (Plymouth City Council, 2011) (Plymouth City Council, 2011) and to Cornwall and to enhance gateways (and links with Cornwall). Improve linkages between the waterfront and to the rest of the city.

5.5 Access to water and marine leisure

41. As Plymouth's population increases, the demand for access to and onto the water will increase. There is a need to improve the quality and capacity of our existing access points and to develop new ones. We can expect to see the demand for water access to increase as the population increases result in more boat owners both large and small but including the new sit on kayaks/standup paddle boards.
42. Access to the waterfront requires high quality slipways, car parks, land-side facilities and good access to open water.
43. By improving access to waterfront this will enable the development of a vibrant waterfront which respects the natural environment.
44. There is a need to optimise the mooring capacity of the city and consider provision of public moorings (Blue Sail, 2011) and also to ensure launching places and facilities are available for sailing regattas (Blue Sail, 2011).

5.6 Quality of built environment and heritage

45. Investment in quality infrastructure is required across the Hoe Park and foreshore to ensure that visitor aspirations are met and that growth and tourism do not impact negatively on the environment (Plymouth City Council, 2011).
46. Plymouth needs to build on its waterfront location and heritage but also attract flagship marine initiatives and 'high quality' branded schemes that would step up the quality of tourism and leisure facilities in Plymouth (Plymouth City Council, 2006).
47. The improvement that people who have visited the city would most like to see is a better environment (Arkenfold Ltd, 2009).
48. There is a need to recognise that Plymouth's waterfront location and heritage are important assets to be exploited for tourism purposes (for example national events).
49. Opportunities to develop more active/interactive features at heritage attractions and also to encourage the development and awareness of a greater range of heritage attractions (Locum Consulting and Roger Tym & Partners, 2010).
50. The quality of the built environment is also dependent upon weathering and storm damage, and on that basis there is a need to design public spaces adjacent to the waterfront to be storm resilient.

5.7 Events

51. There are currently various events as part of the waterfront tourism offer, and there are opportunities to continue and improve this offer through the promotion of a regular international festival of the sea, national marine events and more live events (Plymouth City Council, 2006) (Locum Consulting and Roger Tym & Partners, 2010) (Arkenfold Ltd, 2009). Place shaping of the waterfront needs to be flexible to allow the facilitation of the events.
52. Mayflower 2020 has been identified as a new opportunity for the city's economy. It has the potential to drive forward many aspects of the city's economy – including the visitor economy; the culture of the city in its broadest sense; and raising the 'ocean city' profile and reputation in global markets (Plymouth City Council, 2014).

5.8 Hotel/conference facilities

53. Business tourism is identified as an opportunity that should be targeted and opportunities should be investigated for developing conference facilities. In addition there is a need for the

improvement and expansion of the hotel stock (Locum Consulting and Roger Tym & Partners, 2010) (Plymouth City Council, 2006).

54. 5.26 As part of this approach encourage and prioritise growth in new boutique and town house hotels and quality B&Bs that meet the needs of target markets (Blue Sail, 2011).

5.9 Visitor offer

55. The city needs to offer more to visitors, complementing the more informal, but vital, attractions of the city with the historic environmental attractions such as the Hoe.
56. Some facilities are not of sufficient quality to attract the wealthy potential clientele who live in neighbouring areas like South Hams. Plymouth clearly has a major opportunity to provide the services and facilities to serve the sub region and there are signs of this beginning to develop, particularly the more recent pubs and restaurants around Sutton Harbour (BakerAssociates, 2006).
57. There are a number of other improvements that respondents said would make a big difference, including a better range of high street and independent shops and improvements to the range of cultural facilities and other attractions (Arkenfold Ltd, 2009).

5.10 Raise profile

58. There is both opportunity and a need to establish a clear brand and marketing strategy for Plymouth tailored to different target audiences. This can include focus on its branding and marketing efforts, and also 'Plymouth: the national events capital', an initiative that will position the marine and lifestyle assets of the city as a cornerstone of a brand, which promotes national and international visiting and event tourism (Plymouth City Council, 2006). The Port of Plymouth Study (Atkins, 2010) also recommends that coherently raising the profile of the Port of Plymouth.

5.11 Site specific opportunities

59. Work should continue with Urban Splash to raise the profile and develop potential to make Royal William Yard a mini-destination (Blue Sail, 2011).
60. Development at Millbay, including the creation of a boulevard, will provide a significant retail/leisure destination and waterfront access opportunity.
61. The Plymouth Visitor Plan (Blue Sail, 2011) recommends that Commercial Wharf is included as part of development packages and designated as an opportunity for specialist retail and cafes.
62. There is an opportunity to enhance the Barbican by pedestrianising Southside Street to encourage activity to spill onto the pavements and could create a market (Locum Consulting, 2010).
63. There is an opportunity to enhance and promote the tourism and seafood retail potential of the Fish Market (Plymouth City Council, 2011).
64. The vibrancy of the Hoe could be improved through increased night time use.
65. Traffic could be prevented from accessing Hoe Road at weekends and summer holidays to make it an exceptional place for promenading and cycling (Locum Consulting, 2010).
66. Access to the Citadel would be a major opportunity to increase public access, increase enjoyment of the Hoe and Barbican area and provide a major tourism attractor (Plymouth City Council, 2011).

6. Key objectives that need to be incorporated into the Plan

67. Develop a leisure/tourism policy to improve and increase the visitor offer through addressing the following objectives.
68. Implement a strategic approach to improving access to the waterfront and develop a means of generating income through the s106/CIL process. There should also be the provision a mechanism to safeguard some key waterfront land and protect it for marine leisure purposes.
69. Increase various forms of water transport including a Cruise liner and develop a means of generating income through the s106/CIL process.
70. Improve quality of built environment, including gateway locations, connections between city centre and waterfront and ability to facilitate public events and develop a means of generating income through the s106/CIL process.
71. Improve quality and increase hotel/conference facilities

7. Spatial dimension

72. There is a spatial dimension through the following:

- Areas of land to be preserved for waterfront access and tourism/leisure
- Site for cruise liner terminal
- Areas proposed for new connections and gateway improvements
- Identification of existing and proposed sites for slipways, car parks, land-side facilities and good access to open water.
- Existing and proposed water based transport
- Existing and proposed areas for marine based leisure (marinas, mooring etc) and identification of areas for different types of water based activities
- Identification of greenspace and areas for improved greenspace
- Identification of waterfront major attractors and areas of potential for major attractors for example National Marine Aquarium and Barbican as existing , Citadel and Mayflower Centre as potential opportunities
- Areas of longer term future possibilities for example MOD owned land

8. Key infrastructure needs and implications arising in relation to the subject?

73. Use of CIL/S106 to help to achieve the objectives as noted in Section 6 above.
74. This will include high quality slipways, car parks, land-side facilities and good access to open water.
75. Continue to support the use of water transport for the movement of people and freight, particularly the support of a cruise liner terminal at Millbay. These would require supporting infrastructure and investment. This should be at both a local, national and international scale.
76. Infrastructure and public realm improvements to support major events and to improve the public realm of the major attractors on the waterfront.
77. Implementation and completion of the Millbay boulevard link.
78. Bringing under used waterfront sites such as the Hoe Foreshore, into use will require significant investment.
79. Given most of the waterfront is within a flood zone, most development will require infrastructure works/contributions towards mitigating against flood risk.
80. Improvement of public open space and green infrastructure

81. Infrastructure requirements for supporting the facilitation of hotel improvements and conference facilities

82. Negotiations and infrastructure required for extending public access in to the Citadel.

9. Are there any key partners who should be involved?

- Plymouth Waterfront Partnership
- The Port of Plymouth Marine Liaison Committee
- TECF
- QHM
- Statutory harbour authorities
- Environment Agency
- MOD
- Tourist Information Centre
- Natural England
- Ferry operators – local, national and international

8. HISTORIC ENVIRONMENT

Supporting information for the Waterfront Topic Paper

1. Introduction to the subject and general background

1. The historic character and the topography of the waterfront lift Plymouth from the ordinary to the special.
2. Many of the city's Conservation Areas border on the waterfront. These include Tamerton Foliot, Devonport, Stonehouse Peninsula, The Hoe, the Barbican and Turnchapel.
3. In addition the waterfront contains a significant proportion of the city's heritage structures.

2. Current situation

4. The waterfront includes a variety of heritage assets, including Listed Buildings, Conservation Areas, areas of archaeology and Scheduled Ancient Monuments, Registered Parks and Gardens and a Protected Wreck. A list of the key assets are contained within Appendix 1.The current situation is summarised below through the different Conservation Areas, however it should be noted that there are further heritage assets outside of these Conservation Areas.

2.1 Devonport Conservation Area

5. The Devonport Guildhall and Column have been successfully restored for a variety of uses, including a social enterprise, events space and bakery (www.devonportguildhall.org 2013).
6. The development of Devonport has started to improve the connectivity within the area and relationship with the Conservation Area and improving historic street patterns and frontages.
7. The southern end of George Street retains two residential terraces which were certainly there by 1820, and may have been built in the 1790s. They are certainly amongst the earliest surviving residential terraces in Devonport, and also frame the principal entrance into Mount Wise Park. The terraces have however suffered from inappropriate alterations and loss of historic detail over the years, and the street itself suffers from casual car parking to the demonstrable detriment of the Conservation Area (Devonport CAAMP, 2007).
8. The former MOD land at Mount Wise is currently being developed. This site contains some remarkable and important historic and other environmental assets and a special character including Admiralty House and the enhancement of its setting; the retention and reuse of Mount Wise House and the improvement of its setting; the protection of the archaeological resource of the site; the provision of public access to, and through, the site; the protection of key views into, and out of, the site, and the retention and enhancement of its natural assets, particularly important trees (Devonport CAAMP, 2007).
9. There are examples of structures in poor condition including Mount Wise landing steps, arch and Richmond Walk (Devonport CAAMP, 2007).
10. On street parking also negatively impacts upon the setting of heritage assets within Devonport (Devonport CAAMP, 2007).

2.2 Stonehouse Peninsula

11. The Royal William Yard is the most important historic buildings complex in the Conservation Area, if not the city. Its sensitive redevelopment and long-term survival is of fundamental importance to the 'special interest' of the Conservation Area (Stonehouse Peninsula CAAMP, 2007). The restoration and development of Royal William Yard has been ongoing for a number of years and is nearing completion. The Melville building remains to be converted for use as a

boutique hotel. The development of parking solutions is an important issue for the site (Stonehouse Peninsula CAAMP, 2007).

12. The northern entrance to Durnford Street, particularly the approach from Stonehouse Bridge roundabout, provides a very poor quality entrance to the Conservation Area, and compromises the historic integrity and legibility of this entranceway (Stonehouse Peninsula CAAMP, 2007).
13. The post-war flats at the southern end of Durnford Street opposite St Paul's church sit very awkwardly alongside the historic quality of the rest of the street, and particularly the majestic architecture of the adjacent corner building, designed as part of a grand square that was never completed. This is an important landmark site within the Conservation Area which needs sensitive treatment. This is consistent with the objective 'to capitalise on the historic assets of the area such as the historic townscape…' identified in the submitted Millbay and Stonehouse Area Action Plan.

2.3 Hoe Conservation Area

14. The condition of the foreshore area including Tinside, concrete and railings, the bathing huts and changing rooms, the colonnade and Lion's Den weakens the overall impact of the quality of the restored Lido pool and the remainder of the foreshore (Hoe CAAMP, 2008). This also includes West Hoe Park, an empty building site (Pier Street) and poor quality public toilets.
15. There has been insensitive modern development such as the Quality Hotel which negatively impacts upon the area (Hoe CAAMP, 2008).

2.4 Barbican Conservation Area

16. The Barbican historic built environment is generally in very good order with the exception of poor condition of some historic buildings including Mayflower Sailing Club, some warehouses, and other historic features including quay walls, railings, piers and walls, memorial plaques, bollards and West Pier Sutton Harbour (Barbican CAAMP, 2007). There are areas that lack character and vibrancy (Commercial Wharf, Phoenix Wharf and Elphinstone Wharf, North Quay and Sutton Wharf) (Barbican CAAMP, 2007).
17. There has been insensitive development. For example the southern end of Sutton Wharf supports a pier-like structure (Sutton Jetty) which projects into the harbour on stilts and contains a poor quality 1 to 2 storey commercial building. This adversely affects the otherwise attractive character of Vauxhall Quay, and of the wider harbourside (Barbican CAAMP, 2007).
18. The highway network and parking impacts negatively upon the Conservation Area. Parking creates a barrier to the waterside within the Conservation Area (North Quay and Sutton Wharf) and does not enhance the Conservation Area. The Exchange Street car park also has a similar impact, although this at least affords some views of the waterfront (Barbican CAAMP, 2007).
19. The Parade is one of the focal points of the Conservation Area, and is characterised by its broad triangular expanse of granite setts and its open aspect. The extensive car parking that is allowed here currently compromises this character. In addition, Vauxhall Street and Basket Ope do not contribute positively to the character or appearance of the Parade (Barbican CAAMP, 2007).
20. Southside Street is one of the principal historic streets in the Conservation Area, but suffers from excessive traffic use, especially in the summer, and is also the only major street in the southern core of the Conservation Area that is not surfaced with granite setts

2.5 Turnchapel Conservation Area

21. Electric overhead cabling negatively impacts upon the sky line and Conservation Area.

22. There are also historic quays and features and boatyard.

2.6 Tamerton Foliot Conservation Area

23. A CAAMP has not been prepared for this Conservation Area, so limited information is known about its current situation. Specific heritage assets have been identified in the Appendix below.

2.7 General issues

24. Many domestic listed buildings are in private ownership. This has meant that there has been areas of unsympathetic and inappropriate alterations to existing domestic and commercial buildings- including satellite dishes, laying of manufactured roof slates instead of natural, the removal of timber windows and doors and insertion of Upvc, inferior rainwater goods, removal of railings and historic boundary walls which has resulted in the loss of architectural detailing have compromised the integrity and quality of the historic environment (Hoe, Barbican Devonport and Stonehouse Peninsula CAAMP). Similarly, there is evidence of inappropriate signage in relation to commercial uses
25. There are numerous areas of archaeology within the waterfront. Some of these areas have not been fully explored and some areas require more information/interpretation.
26. These assets come under a variety of ownerships, however a significant proportion of the listed buildings and areas of archaeology in the waterfront area are under the ownership of the MOD with restricted access. The South Yard City Deal is proposed to release over 30 hectares of land in Devonport to create marine industries production campus (Plymouth and the South West Peninsula City Deal, 2014).
27. Over 450 separate shipwrecks and aircraft wrecks are recorded in the waters around Plymouth, of which only two are protected.

3. Vision for heritage

28. The overriding vision is to ensure the various heritage assets are at the least preserved and opportunities are sought to enhance their character and appearance, and also their setting.

4. Available evidence

- Conservation Area Appraisal and Management Plans (CAAMPs) of adopted Plymouth Conservation Areas www.plymouth.gov.uk/conservationareas
- The Hoe, 2008
  www.plymouth.gov.uk/hoeca
- Barbican, 2007
  www.plymouth.gov.uk/barbicanca
- Devonport, 2007
  www.plymouth.gov.uk/devonportca
- Stonehouse Peninsula, 2007
  www.plymouth.gov.uk/stonehousepeninsulaca
- Tinside Pool, the Hoe and Hoe Foreshore: a Conservation Plan
  Alan Baxter & Associates 2002

4.1 Adopted Waterfront AAPs

- Sutton Harbour Area Action Plan
  www.plymouth.gov.uk/archivesuttonharbouraap
- Hoe Area Action Plan
  www.plymouth.gov.uk/hoeaap
- Millbay and Stonehouse Area Action Plan
  www.plymouth.gov.uk/millbayandstonehousesubmitted
- Devonport Area Action Plan
  www.plymouth.gov.uk//ldfdevonportadoption

4.2 To be prepared

- Tamerton Foliot Conservation Area – abuts the head of Tamerton Lake - CAAMP to be prepared
  www.plymouth.gov.uk/tamertonfoliotca
- Turnchapel To be Updated
  www.plymouth.gov.uk/turnchapelca
- Plymouth and the South West Peninsula City Deal, 2014
  www.plymouth.gov.uk/city_deal_booklet_january_2014.pdf
- PCC et al, 2014
  www.gov.uk/government/uploads/system/uploads/attachment_data/file/271936/Plymouth_City_Deal_Document_and_Implementation_Plans.pdf
- English Heritage 2014, Decision: Legal requirements for Listed Buildings and Other Consents
  www.english-heritage.org.uk/professional/advice/hpg/decisionmaking/legalrequirements/
- Devonport Guildhall. (2013). Welcome to Devonport Guildhall
  www.devonportguildhall.org Last accessed 16 April 2014
- English Heritage, 2008 Conservation Principles, Policies and Guidance
  www.plymouth.gov.uk/loveourpastnews
- Promare 2014. Shipwrecks and history in Plymouth Sound.
  ww.promare.co.uk/ships/ships_wk_main.html

5. Key issues

5.1 Statutory requirements

29. "When making a decision on all listed building consent applications or any decision on a planning application for development that affects a listed building or its setting, a local planning authority must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged. When considering any conservation area consent or planning permission decision that affects a conservation area a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area (EH, 2014)". These are obligations through the Planning (Listed Building and Conservation Areas) Act 1990.

5.2 Condition of heritage assets

30. There needs to be mitigation and future prevention of negative impacts resulting from incremental additions/alterations to heritage assets.
31. Advertising and signage proposals will be expected to respect the character and appearance of the Conservation Area in terms of siting, size, number, materials, colours and illumination.
32. Investment is required for repair and improvement works for many heritage assets within the waterfront. Due to their waterfront location many of these buildings are susceptible to flood damage and are more exposed to the elements.
33. There is now no longer a Local Buildings at Risk register, and to reinstate this would create an opportunity to ensure the local authority is well informed of heritage assets at risk, in order to take appropriate action.
34. Proposals to develop or redevelop sites and convert buildings to new uses will be required to preserve or enhance the character of the Conservation Area, and to contribute positively to the wider regeneration of Conservation Areas.
35. Priority will be given to the retention and enhancement of buildings of heritage value identified in the Conservation Area Appraisal and Management Plan. (Primarily Listed Buildings and buildings identified as making a positive contribution to the Conservation Area).

5.3 Quality of neighbouring development

36. There are examples of developments along the waterfront, and also visible from the waterfront, of poor design quality built over the last 30 to 40 years. Some of the examples are detailed above. These areas need to be improved in order to enhance the setting and character and appearance of the various heritage assets.
37. Examples of mitigation include the removal or replacement of the building on Sutton Jetty would significantly improve the appearance of this prominent part of the Barbican Conservation Area.
38. The current development of Millbay includes the opportunity to improve the setting of the listed quay wall and structures.
39. New development will be expected to be of the highest quality design and to positively respect and enhance the special interest and character of Conservation Areas and other heritage assets. High quality contemporary architectural design will be encouraged. The position, scale, massing and materials of new development will be expected to respect the character of Conservation Areas and other heritage assets. This will include respecting historic plot widths.
40. The improvement of gateways into Conservation Areas and key waterfront sites is also a key issue. For example, with regard to Stonehouse, the northern entrance to Durnford Street, particularly the approach from Stonehouse Bridge roundabout, provides a very poor quality entrance to the Conservation Area, and compromises the historic integrity and legibility of this entranceway. This is the principal gateway into the Conservation Area, and opportunities for improving it should be explored.

5.4 Parking and the highway network

Parking and the highway network is having a negative impact upon heritage along the waterfront.

Opportunities should be made to explore alternative arrangements and/or reduction in parking on the waterfront. Specific site opportunities include The Parade and Southside Street in the Barbican. It is expected that any proposal to remove or restrict car access to Southside Street would take place as part of a review of car use and parking provision within the wider area.

Within the many of the Conservation Areas, (Barbican, Stonehouse Peninsula, the Hoe and Devonport) new transport and parking provision will be expected to be limited and respect the character of the Conservation Area. Opportunities will be taken wherever possible to reduce or remove any adverse impact of existing transport and parking provision.

5.5 Public realm

41. There needs to be public realm improvements within all the Conservation Areas and also to enhance the setting of heritage assets outside Conservation Areas.
42. This should include updated facilities such as public WCs in the Hoe and Barbican areas. Surface treatment should be improved when there are opportunities, such as the resurfacing of Southside Street with Granite setts should there be a reduction in traffic along this route.
43. There is also an opportunity to enhance the public realm within the Barbican area by the completion of the harbour side walkway from Vauxhall Quay to Exchange Street. This would complete the Sutton Harbour Heritage Trail (Sutton Harbour Action Plan, 2008) and would enhance the public enjoyment of the Conservation Area. The impact on the listed harbour walls would need very careful consideration.
44. Within Devonport, Mutton Cove and Richmond Walk would benefit from improvements and sensitive enhancement particularly of quay walls, surfaces and outbuildings in Mutton Cove, and of the surface of Richmond Walk. In addition within the 'urban core' of the Conservation Area, this would benefit from street planting to soften the impact of the hard urban environment (Devonport CAAMP, 2007).
45. The waterfront from Western King to Eastern King in the Stonehouse Peninsula would benefit from environmental enhancement and better management, particularly to improve surfacing, access and interpretation (Stonehouse Peninsula CAAMP, 2007). Council owned buildings such as Stonehall Flats would benefit from refurbishment and public realm enhancement.
46. Historic surfaces and street furniture will be retained, enhanced, and restored wherever practicable. Historic street lines will be expected to be respected.
47. Within the Hoe Conservation Area the character of the existing public space must be carefully respected, and particularly the open nature of, and public access to, the Hoe park and waterfront. There should be early Historic Environment input into all proposals for significant public works within the Conservation Area. Historic surfaces and street furniture should be retained, enhanced, and restored wherever practicable.
48. The historic views and vistas identified in the appraisal will be retained, enhanced, and restored.

5.6 Land ownership

49. There will be opportunities through land release at South Yard, Devonport as part of the new City Deal. Through this opportunity, there will be a need to consider the significance of the various heritage assets this site contains. In general however, heritage should be valued as a shared resource (English Heritage, 2008).

5.7 Understanding the significance of heritage assets

50. Conservation Areas are best understood and managed through Conservation Area Appraisals and Management Plans.
51. Heritage Statements are required to assess the significance of heritage assets in the determination of planning applications. The assessment and understanding of significance is vital (English Heritage, 2008).

52. The SHIPS project for Plymouth has identified 489 ship and aircraft wrecks in the waters around Plymouth Sound and provides a comprehensive database with details of their heritage value. There are opportunities to further promote this element of the hidden heritage of Plymouth.
53. The completion of Sutton Harbour Heritage Trail (as mentioned previously) would provide an opportunity to better reveal the significance of the heritage of Sutton Harbour, and it is also considered that the Devonport Conservation Area would benefit from a 'Heritage Trail' or similar.
54. There is an opportunity for the compilation of a list of locally listed buildings to help to preserve heritage assets that are not designated, and as noted above, a local list of Heritage at Risk.
55. Similarly there are areas of unknown archaeology along the waterfront which will need to be carefully assessed and understood prior to any development/site allocations.

6. Key objectives that need to be incorporated into the Plan

56. There needs a policy in place to ensure all waterfront heritage assets are safeguarded as a minimum, but also with the intention to enhance and better reveal their significance. The role of seascape should be clearly understood.
57. There should be clear guidance provided for listed building owners to inform and provide guidance on the requirements for listed buildings.
58. All waterfront Conservation Areas should have up to date CAAMPs.
59. Create heritage statements for sites being released for developments, such as South Yard City Deal.
60. Promote better understanding of the significance of heritage assets and the opportunity to encourage the development and awareness of a greater breadth of heritage attractions (Plymouth Local Economic Strategy 2006 to 2021 (2006). This could be through on site interpretation and/or easily accessible information in the museum, through the proposed Plymouth History Centre (Love Our Past, 2014) or through current events such as Plymouth History Festival. This would then allow for the opportunity to take advantage of intrinsic values of heritage assets.
61. Use S106 or CIL to fund required public realm improvement works to the waterfront, focusing on Conservation Areas, but not excluding areas outside of Conservation Areas which contribute towards the setting of heritage assets. This could include contributions towards the interpretation of heritage assets as set out in para 48 above.

7. Spatial issues

62. The siting of the various heritage assets means there is a spatial dimension.
63. The Conservation Area boundaries and listed parks and gardens provide a more defined spatial dimension.
64. Listed buildings and ASMs relate to specific buildings and therefore provide a spatial dimension, however these are difficult to translate to a Strategic level.
65. To emphasise Plymouths role as Britain's first Ocean City, Plymouth listed shipwreck and other key shipwrecks should be identified spatially.

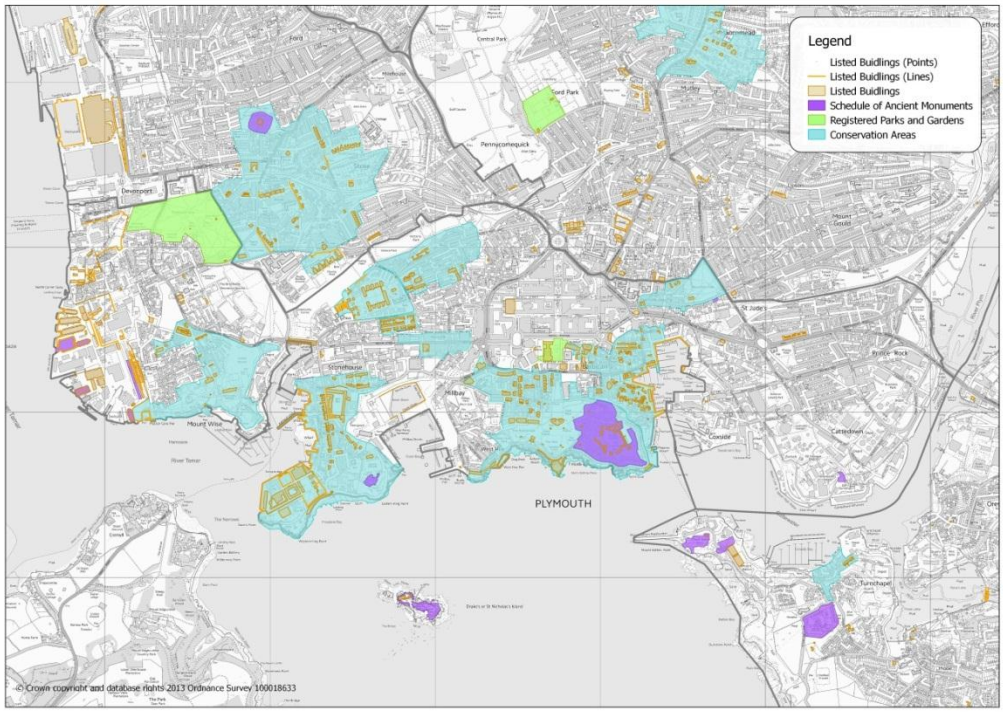


Figure1. Plan of heritage assets of waterfront

8. Key infrastructure needs and implications arising in relation to the subject

66. Need ability to ensure high quality development should 'windfall' sites come forward, especially on sites acknowledged to be detrimental to Conservation Area/ surrounding heritage assets. This could be a challenge should viability be an issue and funding (S106/CIL) could be made available to enhance these schemes.

67. S106/CIL monies could also be used to contribute towards the required public realm improvements as discussed in 5.16 to 5.23.

68. Improvements to the parking and highway networks will require significant changes to infrastructure.

69. The flagship Plymouth and the South West peninsula City Deal will provide £34 million of local and national public sector investment and lever in over £72 million of private sector investment into the area, increasing to £262m over the long term (PCC et al, 2014). Through the development of the City Deal, there will need to be consideration of the impacts upon the heritage assets within the site and infrastructure requirements resulting from the development, seeking to preserve and enhance these assets.

9. Other key partners that need to be involved?

- English Heritage
- Sutton Harbour Ltd
- Urban Splash
- Plymouth Waterfront Partnership (BID)
- Amenity Societies: The Ancient Monuments Society , The Council for British Archaeology , The Georgian Group , The Society for the Protection of Ancient Buildings , The Victorian Society , The Twentieth Century Society

10. Appendix 1: Key Conservation Areas

- Tamerton Foliot Conservation Area – abuts the head of Tamerton Lake- CAAMP to be prepared
- Ruins of Budshead Manor (Grade II) – edge of Budshead Creek. To the west are the remain of a tidemill associated with the manor
- Tamerton Bridge (SMR notes it as Grade II but need to check as not on our LB overlay)
- Ernesettle Battery and earthworks to the east (SAM) also traces of military roads
- RNAD Ernesettle – military / defensive area
- Ernesettle House (Grade II) – part of earlier farm?
- Royal Albert Bridge (Grade I)
- Saltash Passage – important historically as early crossing point of the river and departure point for D-Day
- Bull Point Barracks (Grade II)
- RNAD Bull Point (SAM and Grade II) – assortment of military buildings and structures spread across a wide area
- To the east of Bull Point possible site of earlier naval site HMS Impregnable and barracks
- HMS Drake -Variety of listed structures within.
- North Yard, Devonport Dockyard - various listed structures
- Devonport Conservation Area
- Devonport Park (Grade II) overlooking River Tamar
- South Yard, Devonport Dockyard – various listed / scheduled structures
- Mutton Cove
- RWY Grade I and 11* set piece "among the most remarkable examples of an early 19th century planned layout of industrial buildings in England" source-Pevsner
- Mount Wise and Richmond Walk (undesignated historic defences) – Scott Memorial, Admiralty House, Mount Wise House, Redoubt, Mount Wise Park
- Stonehouse Bridge (Grade II)
- Stonehouse Creek (now infilled) with the old military hospital (now Devonport High School for Boys, Grade II*) and naval hospital (Millfields, Grade II* and II) on both sides both containing a variety of listed buildings and structures
- Stonehouse Town Wall (SAM), adjacent historic grave yard and site of Stonehall House
- Stonehouse Peninsula – Conservation Area including Admiral's Hard
- Western Kings and Devils Point (SAM's and undesignated sites) – fortifications from 16th cent to WWII
- Drake's Island – (SAM and Grade II) fortification from 16th cent to WWII, numerous shipwrecks within waters around it
- Eastern Kings (SAM) - fortifications
- Millbay – Grade II listed structures and unlisted ones of interest as all part of Brunel's docks, basin etc

- West Hoe – quarries and pier used in the construction of the Breakwater. Canal supposedly linked through to Millbay Docks.
- The Breakwater, Plymouth Sound (Grade II)
- Breakwater Fort, Plymouth Sound (SAM)
- The Hoe –Foreshore, historic park (Grade II), memorials, Smeatons Tower (Grade I), The Esplanade and Elliot Terrace (Grade II* - connection with Lady Astor), extensive cave systems under the Hoe – entrances visible from the sea
- Tinside Pool (Grade II)
- The 17th century Royal Citadel (SAM and variety of listed structures). Likely to have been constructed on the site of the earlier castle.
- Fisher's Nose – 16th cent fortifications to protect the Harbour entrance
- Barbican Conservation Area. A wealth of historic buildings. Many listed buildings and features, places of worship, historic street patterns, townhouses, warehouses, fishermans, lock-ups, railings, piers, walls and quays. Mayflower Steps. Originally protected by a chain across the harbour entrance.
- Coxside – industrial, ship building, prison, rope walks, China House
- Cattewater – contains our only protected wreck (No 1 on the national list) and the site of many shipwrecks and connections with tin mining on the moors
- Cattedown – industrial area, mostly quarries. These have been found to have fissures in the limestone where early human and animal remains have been found. One is a SAM – area of high archaeological potential
- Laira Bridge – remains of early flying bridge (by Thomas Telford?) visible in front of the old railway bridge. Paid for by the Earls of Morley to allow access from their estate across the River Plym
- Laira/Efford/Crabtree – Palmerston Forts and fortifications (all SAM's)
- Marsh Mills – site of an early tide mill and also the Lee Moor Tramway and associated cottage (bridge and part of the track remains and is a SAM)
- The Saltram Estate – house and park - on the River Plym
- Chelson Meadow – former race course belonging to Lord Morley
- Pomphlett – site of historic tide mill and nearby quarries where prehistoric remains have been found in fissures
- Oreston – shipbuilding, repair and quarrying
- Radford Park and Lake – the lake and park were the formal gardens to Radford House, demolished in the 1930's. The park contains a variety of listed structures.
- Hooe and Hooe Lake – Elizabethan Barn and site of early courtyard house, quarries and wrecks of boats in Lake. Woodland contains well known cave systems within the limestone.
- Turnchapel Conservation Area – shipbuilding, quarrying
- Fort Stamford (SAM) – military history
- Mt Batten (SAM's and various Grades of listed buildings) – military history dating from Civil War (Grade II* Tower) to WWII (RAF Mt Batten – famous for flying boats, the hangars are Grade II listed). Known Roman and early finds as result of trade - area of high archaeological potential.
- Jennycliff and Staddon Heights – Fort about to be another SAM- extensive military fortifications from Civil War earthworks onwards, so high archaeological potential

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