

central park area action plan 2006-2021

plymouth city council
department of development
adopted 2008

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Introduction

Location of Central Park AAP



Planning Context

1.1 This Area Action Plan is part of a portfolio of documents called the Local Development Framework (LDF). When adopted, Plymouth's LDF together with the Regional Spatial Strategy will form the statutory Development Plan for this area.

1.2 The LDF Core Strategy (adopted in April 2007) sets out the key high-level principles for development in Plymouth and these are expanded in the Area Action Plans to provide more specific detail on the opportunities within key areas. This Plan does not repeat the policies contained within the Core Strategy, but amplifies the Core Strategy Area Vision 7 for Central Park and the two Plans should be read together to aid decision-making. Core Strategy policies will be material to decisions within the Plan area, but where there is a fundamental difference between the two plans the detail and policies of the Area Action Plan should take precedence over those in the Core Strategy. The timescale for this Area Action Plan is for the period from 2006 to 2021.

1.3 The Central Park Area Action Plan is being produced because of the need to substantially improve the environmental qualities of the park improving both the recreational and sporting facilities that exist there and to create a premier park for the people of Plymouth to enjoy. The Area Action Plan will give statutory basis for these changes to happen.



Area Context

Local Context

2.1 Central Park is a strategically important park within Plymouth and is an outstanding and enviable environmental asset. It covers 94 hectares (232 acres) of dramatic landscape from high hilltop to deep valley offering rare panoramic views of the City and Plymouth Sound.

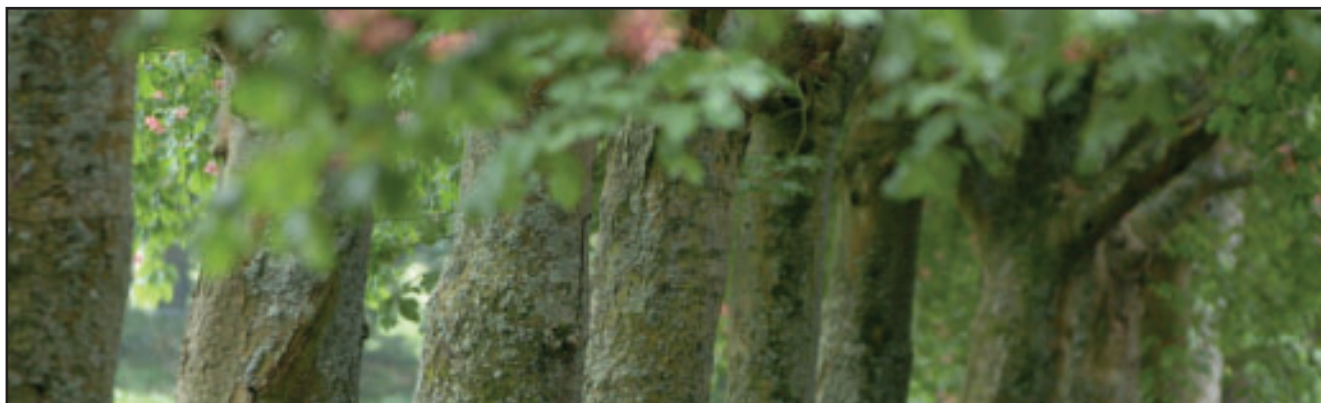
2.2 However, the park does not meet reasonable expectations one would associate with a premier city venue, and at key locations it fails to be inspiring with some elements of its environment being particularly unattractive. Development needs to address:

1. The poor arrangement of recreational buildings which currently fails to create a quality destination.
2. The inadequate quality of Plymouth Argyle's southern site at Home Park, providing a poor main entrance and approach.
3. The relationships of the above facilities to one another and the park.
4. The inadequate transport provision, including public transport access from the north and east of the city, remote and unrelated car parking and bus stops.
5. The ill provided, tired and unrelated public spaces associated with the main buildings and the park.
6. The uncompleted network of footpaths and cycleways, with a clear need to create safe and understandable routes.
7. The current poor range of park facilities available to enhance the public use and enjoyment of the park.
8. The poor relationships of buildings and housing on the periphery of the park, with a clear need to improve access and surveillance.

2.3 As the name suggests, Central Park sits centrally within Plymouth and is surrounded by many residential neighbourhoods. These include Beacon Park and Pennycross, Peverell, Mutley and Stoke. For many local residents the park is on their doorstep and it has a particular importance in their lives. The park also has a citywide profile as the venue for the city's sporting activities. It is home to Plymouth Argyle Football Club and is a host for the many amateur competitions held on the outdoor sports pitches and facilities. It is also a place for informal recreation and children's play and is a landscape rich in wildlife.

2.4 The park has six distinct elements:

1. Centrally and to the west lies the built core of the park incorporating the city's football club, (Plymouth Argyle), a large swimming pool (Central Park Pools), recreation centre (the Mayflower Centre), an events field, Milehouse Park and Ride car park, a skatepark and a large equipped children's playground;
2. Centrally and to the south is a large open hill top sports park;
3. To the north, the formal gardens and parkland associated with Pounds House;
4. To the east is a deeply wooded valley;
5. Centrally to the east is a patchwork of informal sloping meadows;
6. To the south and west is an extensive series of allotment gardens.



History of the area

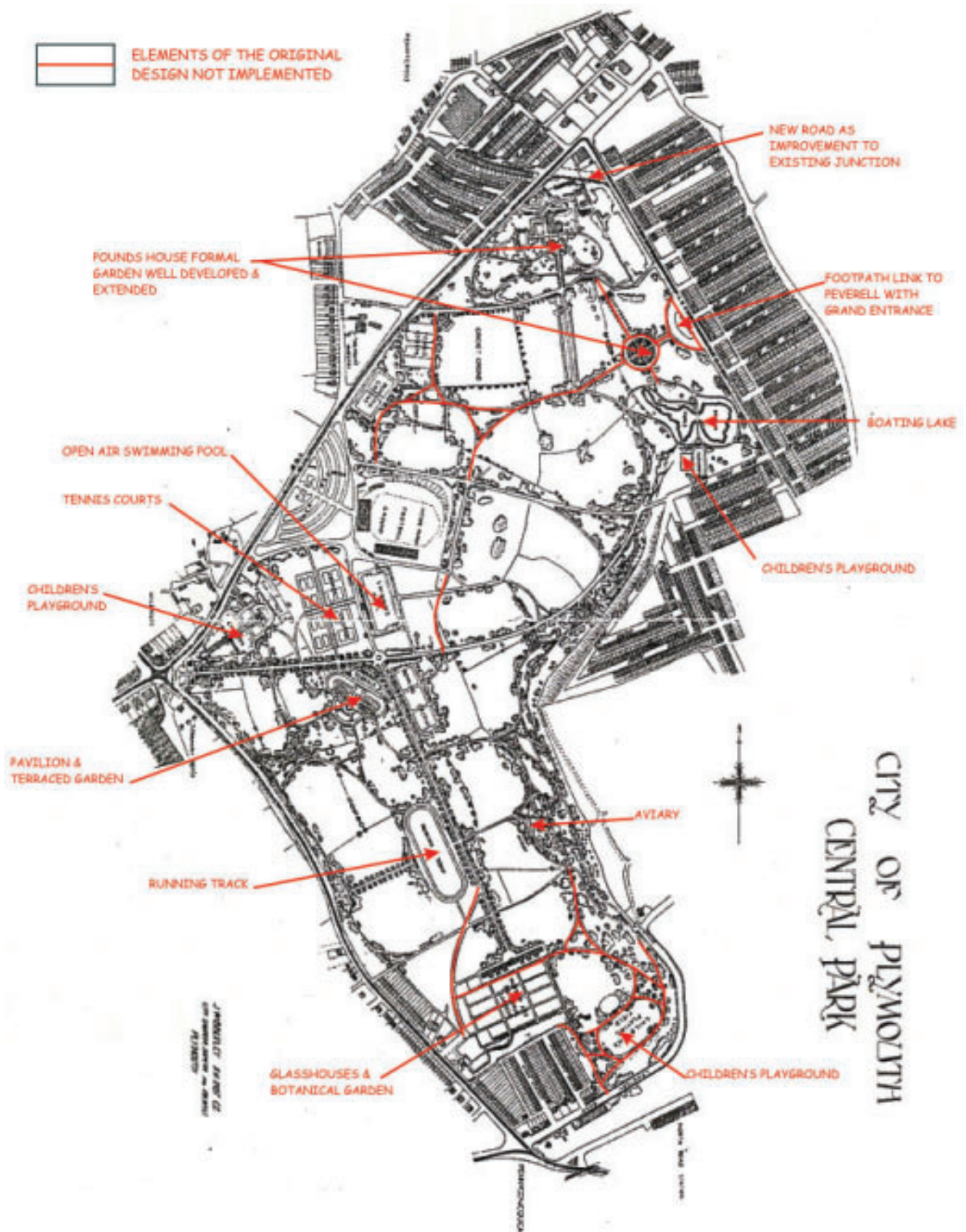
2.5 The parkland was acquired in the late 1920s and its purchase and improvement was enabled by the then Ministry of Health, which at the time widely promoted the link between public health and recreation.

2.6 Thomas Mawson and his family practice of landscape architects were commissioned to conceive a design for the park which would promote active recreation and sport in contrast to the style of formal Victorian pleasure gardens that preceded this period. A comprehensive plan was drafted and approved in 1928. The plan proposed a 50 metre outdoor swimming pool, a large facility for tennis, outdoor bowls, a grand pavilion and terrace, all located around the convergence of the park's main avenues. This was termed the "Social Centre", which today is the circular space accommodating the cube clock feature. The design also included a 700-800 space car park which now includes the Milehouse Park and Ride car park. Other elements of the design included an aviary, athletics track, glasshouse and nursery gardens though these were never implemented and the planned comprehensive footpath system which was never completed.

2.7 Pragmatic decisions since the 1920s and 1930s have resulted in some fundamental departures from the concepts promoted by the original design. Additionally, in the late 1980s the construction of the large Milehouse Road junction removed the western corner of the park, which now separates the Milehouse community from the park. This Area Action Plan presents an exciting opportunity to re-visit the original park designs and to refresh the park and its facilities such that it is fit for the twenty-first century.



Late 1920s aerial view of Pounds House



Original 1928 Masterplan of Central Park

Regeneration and Policy Context

2.8 Central Park is a cherished environmental asset for the people of Plymouth and at the heart of this strategy for change is the protection and enhancement of the park's valuable green spaces, wildlife habitats, and landscape quality including its rare views towards the city, its neighbourhoods and Plymouth Sound. While the park has obvious natural qualities there are very real issues that face the park and prevent it being a high quality destination befitting a premier city park.

2.9 Recent figures from Sport England's "Active People Survey" indicate that Plymouth is in the bottom quarter of authorities nationally with below average regular participation in sport and active recreation, with only 18.6% of the city's population achieving Sport England's target of 30 minutes of activity 3 days a week. The provision of new integrated and accessible high quality sports and leisure facilities central to the City would stimulate interest in active recreation and help to improve participation rates within the City.

2.10 The City exhibits significant inequalities and variations in health across wards with recent figures showing the most affected neighbourhoods are those to the west of the city and near to Central Park. The provision of good physical environments is seen as one of the many factors which affects the health of people and providing quality facilities for active recreation within an attractive, safe and accessible environment at Central Park is seen as having significant health benefits for the people of Plymouth.

2.11 There are also important needs regionally, sub-regionally and from the City's communities that require the best sporting, recreational and leisure facilities that can be achieved. The Draft Regional Spatial Strategy for the South West considers that the development of key community facilities including those for sport, leisure and culture are fundamental to the growth agenda such as that proposed for Plymouth. Such facilities should meet needs of all groups in society taking into account age, gender, faith, sexuality, ethnicity and ability. In particular the Draft RSS identifies the need for regionally significant recreational facilities and improvements to the cultural provision in the city.

2.12 The Plymouth Sustainable Community Strategy (2007-2020), April 2007, sets out four visionary goals for the city. These are:

1. A healthy place to live and work;
2. A wealthy city which creates and shares prosperity;
3. A safe and strong city;
4. A wise city – a location for learning achievement and leisure.

2.13 These goals have influenced the drafting of this plan and it is consistent with its aims. The goals of the Sustainable Community Strategy have been embodied into the Council's Corporate Plan 2007-2010. For Central Park the three most relevant objectives are set out below:

- Strategic Objective 1, Improving Health and Well-Being: "To improve the health, well-being and social care of the people, reduce inequalities and help people at all stages in their life to enjoy the best possible health."
- Strategic Objective 7, Maintaining a Clean and Sustainable Environment: "To create a more attractive environment that is safe, clean and tidy, as well as a more healthy and diverse natural environment."
- Strategic Objective 8, Stimulating Culture and Leisure Activities: "To stimulate participation in cultural pursuits, promoting creativity and extending opportunities for people to experience high quality recreational and leisure activities."

2.14 In terms of its city wide context this plan helps to deliver the City Vision as identified in the LDF Core Strategy and informed by MBM Arquitectes/ AZ Urban Studio's "Vision for Plymouth". This promotes the creation of an outstanding venue of regional sporting and leisure excellence known as the Life Centre, together with a transport interchange, comprehensive improvements to the environmental qualities of the park including new facilities and the provision of new pedestrian and cycleway links between the park and its surrounding neighbourhoods.

2.15 The proposals for new sport and leisure facilities at Central Park are linked to the regeneration proposals for Millbay as set out in the adopted Millbay and Stonehouse Area Action Plan. Here, new facilities at Central Park will allow for the closure of the pool and ice rink at the Pavilions to allow the linking Boulevard to be constructed and the remaining Arena facility to be remodelled.

2.16 The Central Park AAP sets out the Council's planning approach, the relevant issues and specific proposals. It adds to the vision statement for the Central Park area identified in the adopted Core Strategy.



Key Issues

The Core Strategy highlights some significant issues and regeneration opportunities that need to be addressed in order for Central Park to realise its full potential. These are set out below:

- The need to integrate the proposals for Plymouth's new Life Centre within the existing parkland landscape.
- The poor relationship of existing recreational buildings, facilities and spaces and lack of visible activity.
- Degraded sense of place, where key spaces are too large and featureless to form an exciting and memorable environment.
- The remoteness and relatively poor quality of private and public transport facilities.
- The difficulty people have in accessing the park from surrounding neighbourhoods and the City Centre by virtue of the busy highways that ring the park and the challenging topography.
- The relatively unsafe nature of existing footpath links to surrounding neighbourhoods and limited choice for alternatives.
- The poor relationships between the edge of the city and the park to the south and to the Peverell neighbourhood to the north and west.
- The urban separation caused by the City Bus Depot between the park and communities in the Stoke neighbourhood.
- The general lack of public facilities within the park.

Vision

Vision and Objectives

3.1 The Council's vision for Central Park as set out in the Core Strategy is set out below:

Core Strategy - Area Vision 7 - Central Park

To create an outstanding venue of regional and national significance for active recreation, health, art, education culture and the environment, which will provide state of the art facilities for the people of Plymouth and the Sub-region of Devon and Cornwall. The Council's objectives to deliver this vision are:

1. To create a landmark regional Life Centre complex of high quality design and innovative technology.
2. To create a park with desirable, high quality, vibrant spaces that can be used by the whole Plymouth community whilst also safeguarding its value as an important wildlife corridor.
3. To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.
4. To provide high quality public and sustainable transport facilities serving the park and new facilities.
5. To improve and strengthen the relationship between the park and surrounding city in a sustainable manner.
6. To improve the range and quality of public facilities available to park users.

3.2 Central Park will continue to be a unique environmental asset for the City and will be a destination that has successfully enhanced its landscape and wildlife qualities to create a quality and distinctive parkland for the people of Plymouth and future generations to enjoy.

3.3 By 2021 Central Park will be firmly established as one of the highest quality urban parks in the country. At its heart will be the Life Centre. This high quality sports and leisure complex will be a major landmark on the approach to the City Centre from the north and will be the centrepiece for the newly refurbished Central Park. As with the original intent for the park back in 1928, the Life Centre will have a strong focus on health, providing state-of-the-art active leisure facilities for the people of Plymouth, hosting regional events, attracting audiences and providing investment to the city. However, the Life Centre will achieve much more. It will provide facilities for arts, education and culture and the environment and provide a base and much-needed facilities to help the community enjoy the wider park.

3.4 By 2021 the park will be connected to the City Centre and the rest of the city by excellent transport links. It will have state of the art facilities linking the wider city to the park via the improved Northern Corridor High Quality Public Transport route. A transport interchange at Central Park will support sustainable transport, including walking and cycling, providing key information on transport, the Life Centre and Central Park.

3.5 By 2021 the park's important network of footpaths and cycleways will be completed, linking the surrounding communities to the park and the city in a safe and understandable manner, building a series of distinctive park entrances. As a result the park will be more accessible to people, particular the disabled, the very young and old.

3.6 By 2021 the relationship between the park and its communities at Peverell Park Road Corner and Pennycomequick will have been successfully repaired. This will be the result of a range of development, including new homes, simplified and safe pedestrian and cycle access and facilities to improve public transport. At Peverell Park Road Corner changes will regenerate the local centre to provide a mix of uses including shops, employment, apartments and car parking.

Targets 2006-21

3.7 The delivery of the objectives will be measured using the following targets:

Indicator	Target
Area of improved Parkland	In the region of 76.5Ha
Delivery of the Life Centre	before 2012
Delivery of Home Park	before 2012
Housing	In the region of 123 units
Lifetime Homes	In the region of 24 units
Employment	In the region of 5,380 m ²

Sports and Leisure Facilities

New Indoor Sports and Leisure Facilities

Objective 1

To create landmark sports and leisure facilities of high quality design and innovative technology.

4.1 The delivery of exemplar regionally significant sports and leisure facilities is essential to the achievement of Plymouth's aspirational vision to be one of Europe's finest and most vibrant waterfront cities. The importance of this is also acknowledged in the Draft Regional Spatial Strategy for the South West.

4.2 The City has some significant health problems including high levels of childhood obesity and major health inequalities between wards, with the west of the City fairing worse than the east. The City performs below average nationally in terms of the population's participation in regular active recreation and leisure.

4.3 The existing facilities at the Mayflower Centre and Central Park Pools are outdated, in poor repair and need replacing. The development of new replacement facilities at Central Park would enable the closure of the pool and ice rink at the Pavilions to make way for the Millbay Boulevard. The Boulevard is key to the regeneration of Millbay as set out in the Millbay and Stonehouse Area Action Plan.

4.4 The current built core of the park comprising the Central Park Pools, the Mayflower Centre, Plymouth Argyle's Home Park, the main car park with the Park and Ride, the events field and surrounding landscape does not provide an attractive destination. This negative image is a result of the poor relationships between park buildings and spaces, where leisure and sporting activities are hidden behind solid walls and planting, where buildings do not link well together and related spaces are featureless. This can make the park feel unwelcoming and make negotiating and understanding the park difficult for visitors. For the park's main built core this has serious implications as it fails to achieve a sense of arrival, provide visible activity or generate the civic focus and quality befitting of a premier park.

Existing Sports and Leisure Facilities



4.5 The AAP seeks to ensure that the new development of sports and leisure facilities:

1. Provides a strong, attractive destination that will be an enjoyable place for people to visit;
2. Contributes significantly towards improvements in mental and physical well being of residents and the wider community;
3. Provides an integrated citywide and regional facility for top class sporting, active recreational and leisure facilities at a cost that the Council and community can sustain, accommodating facilities that will provide opportunities for art, health and education;
4. Provides high quality integrated public spaces, linking all aspects of the development to provide a strong sense of arrival, re-establishing the original intent of the 1928 masterplan to form a Social Centre for the park interpreted to today's needs;
5. Is built to a high quality in terms of architecture, engineering and landscape design;
6. Provides complementary commercial sports and leisure elements, which will similarly be designed and built to the highest quality of design and innovation with coherence between all elements of the Life Centre;
7. Uses the very latest technology and materials to ensure the buildings are energy efficient and sustainable.

Plymouth Argyle's Home Park



The Life Centre

Proposal CP 01 The Life Centre

To develop integrated state-of-the-art leisure facilities in a single complex which are accessible and affordable, delivering economies of scale and links with health, arts, education and with Plymouth Argyle's Home Park Development. Uses within the Life Centre may include:

- Facilities for dry indoor sports such as those currently in the Mayflower Recreation Centre including multi-use sports hall, indoor bowls, fitness aerobics suite, dance, climbing, and facilities for martial arts;
- A 50 m swimming pool together with a diving and children's pool;
- An ice rink of sufficient size for ice hockey;
- Health facilities which could provide: consultation rooms for sports injury, healthy eating advice, exercise referral, cardiac rehabilitation, health education / well man clinics, sexual health and general health checks;
- Café, healthy eating outlets, public toilets, sports and leisure retailing together with communal and social areas;
- An Environment Centre which includes demonstration gardens, interpretation of the bio-diversity and landscape features of the park, including information relating to allotments, a work station for the Council's Parks Service and the retailing of horticultural and garden products including an external plant sales area;
- Employment uses in the form of Offices (providing in the region of 5,380 m²);
- Storage facilities for events equipment.

Development proposals should provide for:

1. A highly visible, high quality landmark building, clearly identifiable from surrounding highways and to people within the park as a focus for new recreational and leisure facilities.
2. A high quality, distinctive, integrated and sustainable solution to all designs, whether architecture, engineering or landscape.
3. Active frontages and elevations to link buildings with the wider park and their surroundings.
4. The re-interpretation of the original 1928 masterplan to provide a Social Centre for the park (a high quality public realm), offering a range of facilities, including public art, and the capability and flexibility to host a broad programme of events and performances.
5. High quality, distinctive, durable and sustainable paved surfaces.
6. The provision of new planting, including tree planting to enhance the Social Centre and setting of new buildings.
7. Innovative and distinctive solutions to the external lighting.
8. Provision of high quality, distinctive and co-ordinated park furniture including seating, litter bins, signage and bollards etc.
9. The replacement of existing junior sports pitches elsewhere in Central Park in the event the development effects this provision.

10. An innovative and comprehensive plan for managing the transport and parking needs of the development, coordinated with the transport provisions of Proposals CP2 and CP3, including:
 - i. Measures to mitigate the transport impacts of the development;
 - ii. A comprehensive Smart Choices programme, to encourage the use of public transport, walking and cycling as the preferred method of travel to the development, including Travel Plans for staff and visitors;
 - iii. On-site physical infrastructure to be in place to support sustainable transport choices, including safe walking and cycle links and secure cycle parking facilities;
 - iv. Provision of car parking in accordance with the Council's Car Parking Strategy;
 - v. On-site transport infrastructure to be designed as an integral part of the overall development.
11. The preparation of a Climate Change and Sustainability Statement which will demonstrate how progress will be made to achieving a zero carbon development. Any technical or financial impediments to such progress will need to be identified early by the developer, and they will be taken into account at the planning application stage.
12. Contributions to improving the wider park.

This proposal also contributes towards achieving Objective 3, To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

4.6 The delivery of the Life Centre is strategically important to the city as a whole and will make a significant contribution to the sports and leisure needs envisaged by Plymouth's population growth. Situated centrally near the junction of two major transport corridors which link the City Centre to the western and northern parts of the city and to the trunk road network via the A38; the Life Centre will be highly accessible by all transport modes from within and beyond the city. Public transport connections and services will be improved through the City's planned High Quality Public Transport (HQPT) system.

4.7 The principle of linking health with active leisure, healthy living programmes and education is widely recognised and has been developed through a partnership between with the Primary Care Trust (NHS), the University of Plymouth, the College of St Mark and St John, Plymouth Argyle Football Club and the Council.

4.8 The concept of a Life Centre located centrally within Plymouth and within the setting of Central Park is considered to have significant advantages, delivering improvements to the mental and physical well being of residents and the wider community. By providing the very best facilities to competition standards it would also achieve a regional appeal, bringing people to the city and a multitude of events within the Life Centre.

4.9 There continues to be a long-standing need to resolve the outdated facilities, poor quality and dysfunctional arrangement of buildings and spaces that comprise the built core of the park. Opportunities now exist to regenerate and provide an appropriate civic destination. In addition and more recently there is a need to accommodate facilities being displaced at Millbay in an accessible location.

4.10 The development of the Life Centre would result in the demolition of the existing Central Park Pools complex with the resulting land being restored back to open parkland.

4.11 The proposal may involve the potential for limited complementary commercial development to support the deliverability of the entire project. The Environment Centre will include horticultural and garden product retailing. The nature and scale will need to be consistent with the wider retail objectives of the Core Strategy, and this will be subject to appropriate impact testing.

4.12 The existing Solicitors and Vets site is an awkward finger of land which protrudes into the park and currently limits movement and views around the existing facilities. In order to create opportunities to make the best use of the space and so limit the footprint of the Life Centre, its servicing and car parking, the Solicitors and Vets site has been incorporated into the new development zone for the Life Centre. To facilitate this redevelopment opportunity new uses in the form of replacement and enhanced employment are incorporated into the Life Centre Policy. The provision of employment uses in the form of offices is dependant upon the land comprising the existing Solicitors and Vets site (land outside the ownership of the Council) being brought into the development zone for the Life Centre and the existing buildings being demolished.

4.13 Climate Change and Sustainability
Statements will be sought from developments as appropriate and would demonstrate how proposals will:

1. Target BREEAM good to excellent standards with a bespoke assessment;
2. Be designed to be most energy efficient, incorporating the use of renewable energy and decentralised /low carbon energy systems. For instance there is an opportunity to provide a combined heat and power solution (CHP) here and to develop a shared power plant with Plymouth Argyle as part of their Home Park development;
3. Make the most efficient use of water, including grey water recycling technologies;
4. Take up opportunities which positively favour bio-diversity such as green and brown roof technologies;
5. Provide for sustainable urban drainage;
6. Set out mechanisms which favour the use of local employment and services so reducing the need for transportation where possible;
7. Provide sustainable waste solutions which address both the outcomes of the construction process and those relating to the operation of the development, such as minimising waste from the catering facilities related to this proposal.

Home Park

Proposal CP 02 Home Park

To deliver major improvements to Home Park Stadium and support the extension of Plymouth Argyle Football Club's programmes of training and fitness within the community, engagement with the city's youth, through developing its southern stand for supporters, corporate clients and hospitality, and through complementary commercial development potentially including:

- A leisure or sporting facility such as indoor tennis, specialist sports training, ten-pin bowling;
- Conference and exhibition space;
- A hotel;
- Leisure and sports related retailing of an appropriate scale and nature consistent with the Core Strategy's retail objectives;
- Refreshment retailing (Use Class A3) to provide a range of services and choice including Healthy Eating outlets.

Development proposals should provide for:

1. A high quality composition of buildings compatible in form and orientated well to the adjacent Life Centre.
2. A high quality, distinctive, integrated and sustainable solution to all designs, whether architecture, engineering or landscape.
3. Active frontages and elevations to link buildings with the wider park and their surroundings.
4. The re-interpretation of the original 1928 masterplan to provide a Social Centre for the park (a high quality public realm) in relation to the Life Centre, offering a range of facilities, including public art, and the capability and flexibility to host a broad programme of events and performances.
5. High quality, distinctive, durable and sustainable paved surfaces.
6. The provision of new planting, including tree planting to enhance the Social Centre and setting of new buildings.
7. Innovative and distinctive solutions to the external lighting.
8. Provision of high quality, distinctive and co-ordinated furniture including seating, litter bins, signage and bollards etc.
9. The Preparation of a Climate Change and Sustainability Statement which will demonstrate how progress will be made to achieving a zero carbon development. Any technical or financial impediments to such progress will need to be identified early by the developer, and they will be taken into account at the planning application stage.
10. An innovative and comprehensive plan for managing the transport and parking needs of the development, coordinated with the transport provisions of Proposals CP1 and CP3, including:
 - i. Measures to mitigate the transport impacts of the development;
 - ii. A comprehensive Smart Choices programme, to encourage the use of public transport, walking and cycling as the preferred method of travel to the development, including Travel Plans for staff and visitors;
 - iii. On-site physical infrastructure to be in place to support sustainable transport choices, including safe walking and cycle links and secure cycle parking facilities;
 - iv. Provision of car parking in accordance with the Council's Car Parking Strategy;
 - v. On-site transport infrastructure to be designed as an integral part of the overall development.
11. Contributions to improving the wider park.

This proposal also contributes towards achieving Objective 3, To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

4.14 The completion of Plymouth Argyle's Home Park Stadium and its associated developments are fundamental components to achieve a high quality destination along with the Life Centre and transport improvements. Proposals for Home Park will provide new buildings with active frontages which will frame the new Social Centre and add valued activity to the park. The development will provide new accommodation and uses which will enable Plymouth Argyle to deliver their aspirations and provide important facilities and services for the public.

4.15 The land to the south of the current stand has been used as a private car park for the club's use, accommodating players, staff and guest car parking with temporary buildings providing hospitality catering for match days and events. The proposal will deliver improvements to the quality of parking for users and incorporate new hospitality facilities into any new development. Opportunities to include complementary commercial uses on this land make it possible to integrate a mix of new uses with the existing and provide a building of quality.



4.16 Limited complementary sports and leisure retailing is considered appropriate as part of the mix of new uses for Home Park. The nature and scale of such uses will be tested against the retailing objectives of the Core Strategy through the planning application process.

4.17 Currently, the land to the south of the grandstands are enclosed by a mixture of low quality walls, fences and planting, resulting in a rather poor relationship with the rest of the Park. It is important that any new development here relates well to both the Park and the adjacent Life Centre proposal. This development will have an important role together with the Life Centre and environmental improvements to create a strong sense of arrival for the park and a quality destination befitting a premier location for the city.

4.18 Climate Change and Sustainability Statements will be sought from developments as appropriate and would demonstrate how proposals will:

1. Target BREEAM good to excellent standards with a bespoke assessment;
2. Be designed to be most energy efficient, incorporating the use of renewable energy and decentralised /low carbon energy systems. For instance there is an opportunity to provide a combined heat and power solution (CHP) here and to develop a shared power plant with the Life Centre;
3. Make the most efficient use of water, including greywater recycling technologies;
4. Take up opportunities which positively favour bio-diversity, such as green and brown roof technologies;
5. Provide for sustainable urban drainage;
6. Set out mechanisms which favour the use of local employment and services so reducing the need for transportation where possible;
7. Provide sustainable waste solutions which address both the outcomes of the construction process and those relating to the operation of the development, such as minimising waste from the catering facilities related to this proposal.

Summary of Key Evidence

Document	Evidence
Our City's Health (2005), Plymouth Teaching Primary Care Trust and Plymouth 2020 Partnership.	Sets out the state of health in Plymouth, its primary determinants and actions to combat ill health, identifies environmental conditions as a factor.
Active People Survey (2006), Sport England.	Identifies that Plymouth's population is under performing nationally in respect of its participation in sport and active recreation.
City of Plymouth Sports Plan 2020 (2001), Plymouth City Council	Identifies improvements to support involvement in sport and recreational activity for the city including Central Park
Plymouth Swimming Facilities Strategy (2004), Plymouth City Council.	Identifies the existing swimming facilities and needs relating to national standards, supports the provision of new increased swimming facilities at Central Park's Life Centre as a solution to the city's swimming needs.
Extended Phase One Habitat Survey of Central Park (2007), Andrew McCarthy Associates.	Identifies the significant bio-diversity qualities within Central Park highlighting the potential for protected species and evidence of habitats. Confirms broadly the lack of sensitivities surrounding the Life Centre development zone and Plymouth Argyle's Home Park Development.
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Citywide	Identifies shortfalls in sports and recreational provisions and the need to address these by strategic facilities such as these proposals at Central Park
Central Park Life Centre, Outline Business Case (2005), Capita Symonds.	Identifies the need and objectives for new facilities from the project partners and funders, sets out a business plan for the Life Centre, justifying the market demand including the need for commercial elements.
Destination Central Park, (2003), Nathaniel Lichfield and Partners and Jacobs Consultancy.	This strategic development brief sets out the need and opportunities for new indoor sports and leisure facilities including commercial aspects.
Central Park, A Historic Landscape Study (2002), Alan Baxter Associates.	Highlights the original intent of the 1928 masterplan designed by Thomas Mawson and in particular the design for the park's Social Centre, underlines the failings of the current composition
Central Park Action Plan (2000) and consultation, Plymouth City Council.	Indicated overwhelming support for the redevelopment of new indoor and outdoor sports and recreational facilities.
Community Planning Studies (2000), for Drake and Trelawny, Plymouth City Council.	Indicated the public's desire to see improvements to recreational and leisure facilities



Transport

Transport Improvements

Objective 2

To provide high quality public and sustainable transport facilities serving the park and new facilities.

5.1 Central Park is located at a strategic point at the junction of two major transport corridors which link the City Centre to the western and northern parts of the city and the trunk road network via the A38. The park is highly accessible by car from within and beyond the City. Its central location also makes it potentially highly accessible from all parts of the City by public transport. However, current direct access to the park by public transport from some parts of the city (especially the north and east) is limited and will need to be improved through effective partnership working between the Council, bus operators and developers.

5.2 Existing bus services are provided by both the northern and western transport corridors. These are currently provided by bus stops on Outland Road, Alma Road and at the Milehouse junction and pass by the park. The only service to actually enter the site is the Park and Ride service operating from the George Junction which collects passengers from the Park and Ride at Central Park on route to and from the City Centre. To improve bus patronage, services need to arrive at the centre of any new development with dedicated high profile, modern clean and comfortable passenger facilities.

5.3 The existing large car park fronting Outland Road was provided as part of the original Mawson Plan for the Central Park. Today it is still used by park visitors, but it is also used as a Park and Ride facility for those visiting the City Centre, and by Plymouth Argyle supporters on match days.

5.4 The car park is relatively remote from the existing recreational buildings and the main entrance to Plymouth Argyle's Home Park Football Ground. It sits at a lower level than these facilities and is separated from them by dense hedgerows. Existing pedestrian links run along the margins of the car park and do not offer direct and clear access to the facilities beyond. The car park itself is a large expanse of featureless tarmac and is generally unattractive. These facts make the car park feel very separate from the facilities that they serve and for users there is little sense of arrival.



The AAP seeks to:

1. Provide a high quality transport interchange integral to the design and development of the Life Centre. This attractive and comfortable facility for passengers will provide key information on transport services, the Life Centre and Central Park. It will encourage staff and visitors to travel by public transport and encourage bus operators to route more services via the park and Life Centre.
2. Improve the junctions with Outland Road, allowing prioritised bus movement and improved pedestrian crossings, following transport modelling work.
3. Provide the minimum car-parking requirement for the Life Centre and Plymouth Argyle in a strong distinctive landscape setting with high quality, direct and easy to understand pedestrian routes linking all facilities together.
4. Work in partnership with Plymouth Argyle to implement a robust travel plan to encourage and enable supporters to use public transport to attend matches wherever possible.
5. Provide a strong sense of arrival with the new development, bringing bus passengers directly to the heart of new facilities.

Existing Transport Provisions



A Transport Interchange

Policy CP 03

A Transport Interchange

To develop in conjunction with the Life Centre and Home Park proposals an enhanced public transport interchange including:

- Continuation of the Park and Ride Service on the planned HQPT network for the city;
- Covered facilities for passenger waiting;
- Key information on public transport, the Life Centre and Central Park;
- New highway approach roads and minimum car parking relating to proposals;
- Secure cycle storage;
- Refreshment uses (Use Class A3) including Healthy eating outlets;
- Improvements to the visual quality of the current parking areas.

Development proposals should provide for:

1. Solutions for the interchange building which use innovative technologies to create the most sustainable and energy efficient outcomes.
2. Measures which retain and reuse surface water in line with best practices of sustainable urban drainage.
3. Consistency in design between the interchange structure, Home Park and Life Centre buildings.
4. High quality public realm including tree planting to create a distinctive setting for transport facilities.
5. The provision of sustainable waste management programs for on site catering and in relation to the construction process seeking to achieve BREEAM excellent standards.
6. A network of safe, well lit and accessible footpaths and cycleways linking the transport interchange, the Park, the Life Centre and Plymouth Argyle's Home Park Development.

This proposal also supports Objective 3, To improve the range and quality of public facilities available to park users and Objective 6, To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

5.5 The provision of a high quality transport interchange is critical to the success of the Life Centre and the Council's strategy for an improved park promoting the use of public transport. This facility needs to be prominent and at the centre of the new development, giving passengers a strong sense of arrival and priority to this important destination.

5.6 The transport interchange should be multifunctional, promoting sustainable transport modes such as walking and cycling with secure, comfortable and attractive facilities and key information about arrivals, departures and information concerning the Life Centre and Central Park.

5.7 Additional car parking will be necessary to meet the needs of the new indoor sports and recreational facilities and its environmental qualities are going to be very important to the overall development. This is particularly so as the car park is the first thing people see on the main approach to the new destination and strong landscape techniques will need to be employed to reduce the impact of parking and enhance the main approaches.

Summary of Key Evidence

Document	Evidence
Local Transport Plan II, (2006 -2011) Plymouth City Council	Sets out the strategic objective to implement a sequential change in bus service towards a citywide High Quality Public Transport system and to integrate services with other transport modes through improved and new interchanges at key locations such as at Central Park.
Plymouth Sports Plan 2020, (2001) Plymouth City Council	Highlights the need for improved transport infrastructure and improvements to public transport facilities at Central Park in association with improved recreational facilities.
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Peverell	Identifies the need to improve bus facilities in relation to the proposed new Life Centre.
Central Park Action Plan (2000) and consultation, Plymouth City Council	Identifies the need to improve pedestrian connections and improve the environmental qualities of the existing car park.



Park Enhancements

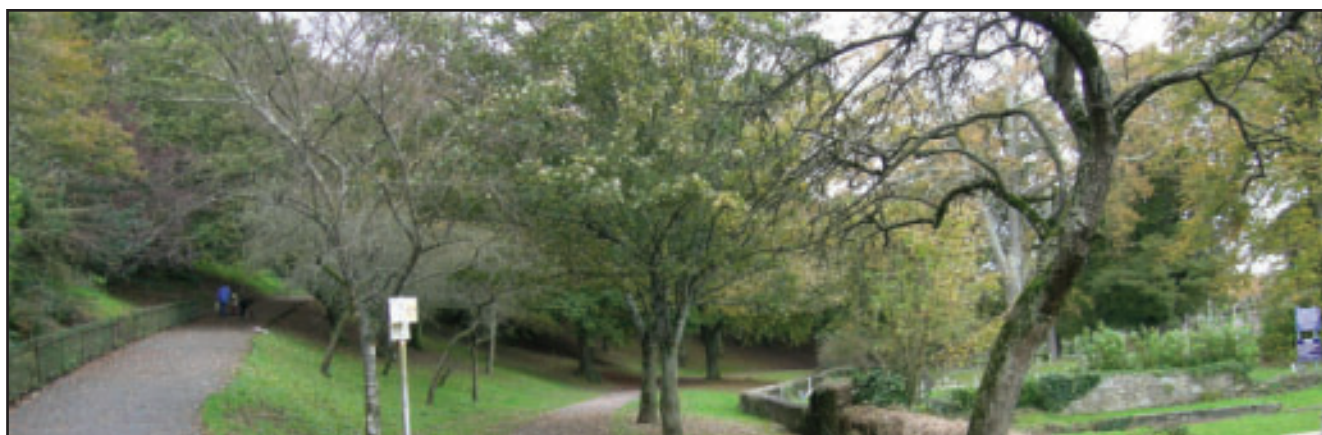
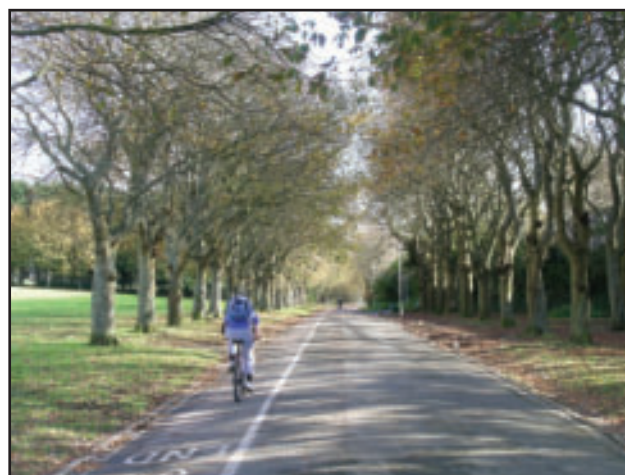
Improved Landscape and Biodiversity

Objective 3

To create a park with desirable, high quality, vibrant spaces that can be used by the whole Plymouth community whilst also enhancing its value as an important wildlife corridor.

6.1 Central Park has a rich and varied landscape which provides a range of environments for the public to enjoy. However, it is a landscape that needs to be managed and developed if it is to maintain its interest and value for the City long term. The park has many open spaces which relate poorly to the landscape around them. In many areas the park exists as a series of fragmented spaces unrelated to buildings, footpath routes, views and other key elements of the park. This can make the park feel unwelcoming and make negotiating and understanding the park difficult for visitors. The Council is also aware of the need to appreciate the ecological sensitivities of the park for the City and to reflect these in the development of the AAP. It needs to put in place holistic programmes of improvement to enrich the park's habitats as appropriate. The AAP seeks to:

1. Apply high quality, sustainable and distinctive design solutions, inclusive of everyone, relating well to the buildings, spaces, routes and uses that surround them, be well resourced and where appropriate promote bio-diversity.
2. Protect, enhance and interpret key views, features and habitats.
3. Develop sensitive proposals and appropriate management regimes, which favour the most sustainable outcomes, promoting bio-diversity and improvement to the landscape of the park.



A Well Connected Park

Objective 4

To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

6.2 The original 1928 masterplan for the park had an extensive network of footpaths. Parts of this network were never built, particularly in the north and south. Some of the existing routes are poorly located, with limited visibility and bounded by strong vegetation, which for some people represent uncomfortable and potentially unsafe environments. There are few prominent quality park entrances that provide a sense of arrival befitting a premier city facility.

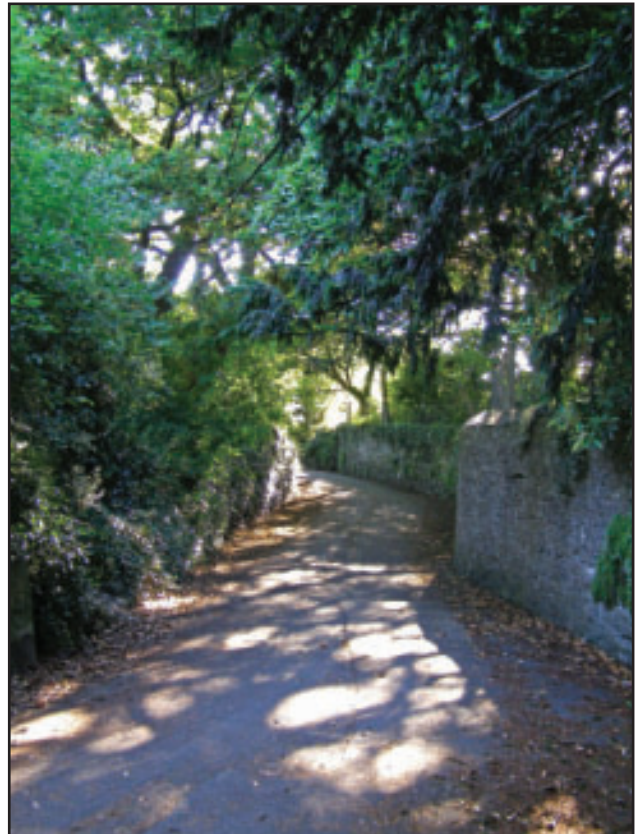
6.3 Exclusive uses of land such as the Council's Park's Depot, Plymouth Argyle's training pitches, the cricket field, allotments, the park's challenging topography and strong planting have made parts of the park difficult to access and understand. The busy highway system that rings the park, particularly the A386 Outland and Alma Roads and the large Milehouse Road junction, have created some serious physical and psychological barriers between the park and surrounding communities.

6.4 The nature of Plymouth's topography is such that the City Centre is separated from the park by a steep valley, within which lies the city's rail station and main line. These factors create a challenge for the city to find a way to bridge this divide and join the two, as suggested in the Vision for Plymouth, 2003.

6.5 The Council supports this concept in principle and will seek solutions to the deliverability of a safe and attractive route. This would encourage more residents to walk or cycle between neighbourhoods, the City Centre destinations, Plymouth's rail station and the Life Centre rather than use a motor vehicle. The resulting benefits of this for the health and well-being of Plymouth people could be very significant.

6.6 The AAP seeks to:

- a. Apply safe, sustainable design principles to solutions which are inclusive of all people, providing routes that relate well to buildings, streets and spaces.



- b. Complete the primary routes of the unfinished footpath system within the park to link places and facilities, providing alternative routes to supplement existing ones where appropriate and properly connect the surrounding neighbourhoods in an easily understandable manner.
- c. Develop a network of cycleways linking the park, the Life Centre, its transport interchange, surrounding neighbourhoods, the City Centre and principal highways.
- d. Provide a series of distinctive, high quality, prominent park entrances that provide a sense of arrival befitting a premier city facility.
- e. Improve the physical condition of existing routes.



A Park with Improved Facilities

Objective 5

To improve the range and quality of public facilities available to park users.

6.7 Central Park has few facilities that support and enhance the public's enjoyment of its landscape and in some parts there is a distinct lack of activity. Whilst the park has a small number of ancillary buildings apart from the existing sports and recreational facilities and at Pounds House, these include gatehouses, sports changing rooms, public toilets and shelters, most of these are in poor condition and some are vacant. This is woefully inadequate for a such a large and important city park and this combined with its worn infrastructure delivers a neglected impression for most people.

6.8 Central Park has many underused spaces and some substandard playing pitches which could with investment be brought into use, making the most of its recreational potential as was the park's original intent.

6.9 The park has a large central children's play area with a good range of equipment which has proved very popular and requires constant maintenance to meet demands. It also has a small children's playground at Peverell which is in need of investment.

Existing Children's Play in the Park



6.10 The park hosts a number of regular and unique events throughout the year which includes various circus performances, summer fair and fun fair. Proposals for the Life Centre, its new access and car parking are likely to impact on the current venues for these attractions though it may be possible to accommodate them within the development zone shown for the Life Centre in this plan. However, in the instance that this is not possible and the AAP needs to make special allowance for a new venue and this is shown on the park's open space framework diagram.

6.11 The AAP seeks to improve the range and quality of park facilities, providing information points, public toilets, cafes, interpretation and signage and encourage the reuse of vacant buildings as appropriate. In particular the Council will work with existing users of Pounds House to encourage more public use of its ground floor and external terrace.

6.12 Some of the open spaces in the park are used as sports pitches and statutory playing fields for use by organised teams, clubs and local schools. These will be retained and enhanced.



An Enhanced Park

Policy CP 04 Park Enhancements

To deliver a comprehensive range of environmental improvements to Central Park in accordance with a Masterplan that will be prepared in consultation with local communities and users of the park. Measures will include:

1. Improvements to the landscape of the park, including its planting, its avenues, hedgerows and woodlands.
2. Enhancements of key views.
3. Provision of new park furniture.
4. Sensitive enhancement to the bio-diversity of the park, protecting and improving existing habitats and creating new habitats such as grasslands, hedgerows, woodlands and wetland habitats.
5. The development of sensitive and appropriate management regimes, which favour the most sustainable outcomes for improved bio-diversity.
6. Providing a network of safe, direct, convenient and understandable pedestrian routes and cycleways linking the park and its facilities to the surrounding neighbourhoods and the City Centre.
7. Improvements to the surfaces of existing routes, addressing long standing land drainage problems and sensitive measures to improve the street lighting of the primary routes.
8. Providing series of distinctive, high quality, prominent park entrances that provide a sense of arrival befitting a premier city facility.
9. A system of distinctive and clear signage, and park interpretation, explaining the park's history, wildlife and key views and the provision of public art.
10. The provision of a few well placed facilities which support the public's enjoyment of the park, including providing new and encouraging the use of existing buildings such as at Pounds House. New facilities would be limited and would combine uses such as cafes, public toilets, with new sports changing facilities.
11. The provision of a new events field, utilising and maintaining greenspace, providing appropriate access and being well serviced.
12. Improvements to allotments, including providing new as shown on the Proposals Map and improving the existing facilities as required such as new irrigation and boundary treatments.
13. Rationalising the Parks Depot on its current site to provide a more accessible Parks Service to the public.
14. The safeguarding of statutory playing fields for formal sports and educational purposes and the provision of new sports pitches and improvement to existing playing surfaces as required.
15. Improved children's play facilities and opportunities in accordance with the Plymouth Play Strategy.

This proposal contributes to achieving Objective 2; To create a park with desirable, high quality, vibrant spaces that can be used by the whole Plymouth community whilst also enhancing its value as an important wildlife corridor. Objective 3; To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre and Objective 6; To improve the range and quality of public facilities available to park users.

6.13 Whilst Central Park has many intensively managed sports fields, its varied and sometimes challenging topography means that it has retained significant areas of natural landscape including woodlands, hedgerows and meadows. This landscape includes a steep woodland valley to the east of the park which acts as a good wildlife corridor providing sanctuary to many local species of wildlife. The fact that most of the park was once farmland is still evident by the many former field boundaries that still remain. However, many of these hedgerows are now in need of management and repair. The park also includes several important avenues of trees, not all of which are complete. Some are not good specimens. Some block the view that they should be promoting. Others need attention to make them safe, control their growth or improve the qualities of the avenues.

6.14 The park has a network of footpaths, but this is not comprehensive and it fails to link the key areas of the park in a logical manner. The condition of existing footpath network is often poor and in some locations issues such as land drainage and surfacing make some routes difficult to negotiate. There are significant health benefits to be realised by providing a network of easily understandable and safe routes for pedestrians and cyclists in Central Park. Particularly routes that link the neighbourhoods to one another and the park to the city.

6.15 There is an opportunity to provide an educational route linking Central Park to Ford Park Cemetery in a managed way interpreting the Cemetery's social history and working closely with the Ford Park Cemetery Trust.

6.16 It is important that the park provides facilities and a supportive presence, which makes the public use of the park a pleasant and engaging experience. Facilities that generate a presence and provide appropriate activities within the park's various spaces will be supported, so long as they are provided in a sensitive manner, protecting and enhancing its landscape and bio-diversity qualities.

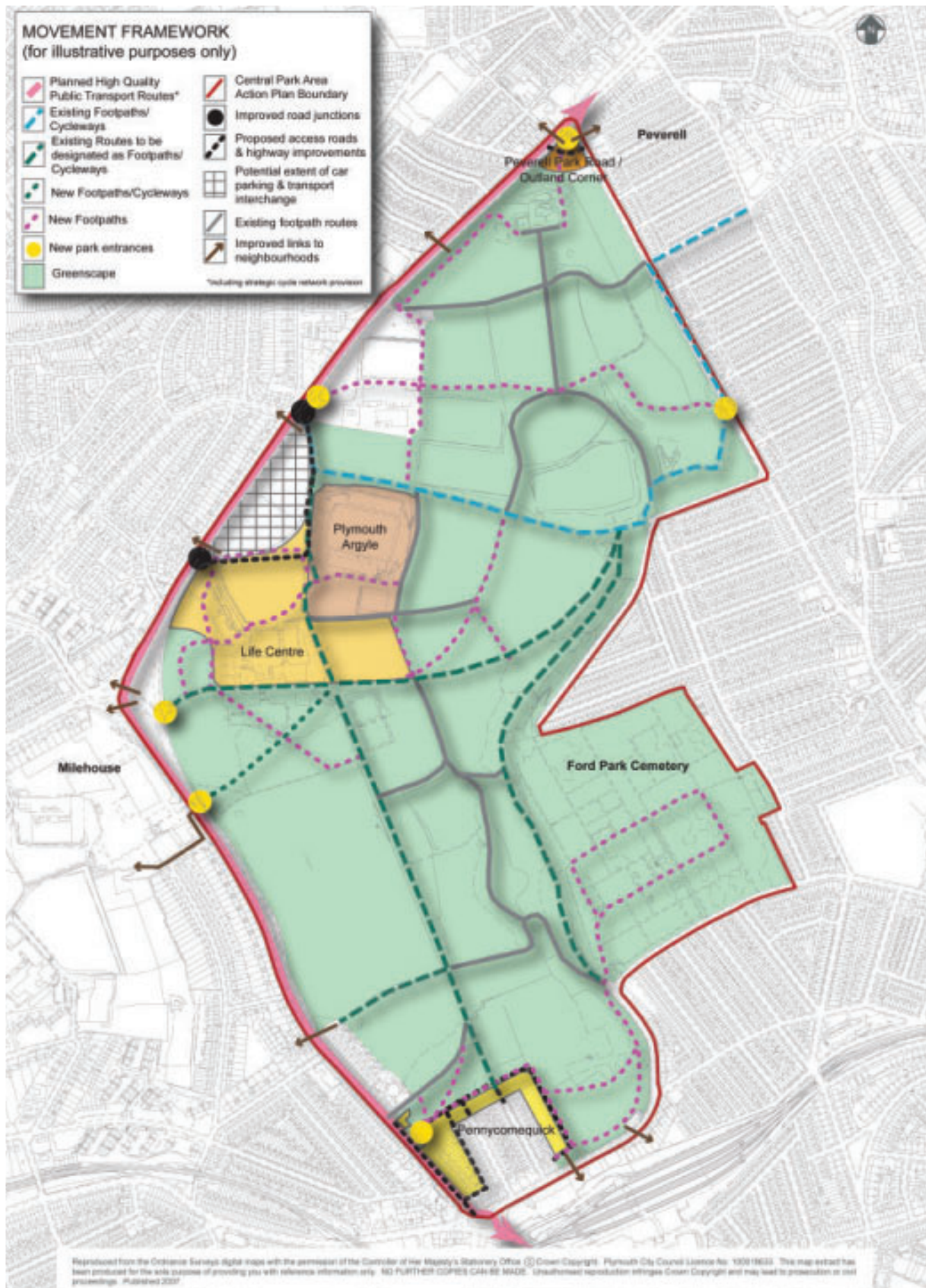
6.17 There are a number of key locations where cafes, public toilets, and sports changing rooms could be provided in an integrated way so as to minimise their impact. Such locations are shown on the Open Space Framework Diagram and include:

- Land adjacent to the existing baseball field and sports pitches, providing replacement sports changing rooms, a cafe and public toilets.
- Land adjacent to the existing main children's playground, providing a cafe, and public toilets to support this popular facility.
- Land adjacent to Barn Park Pond where an enlarged waterbody would provide an attraction supported by a new cafe, new sports changing rooms, and replacement public toilets.

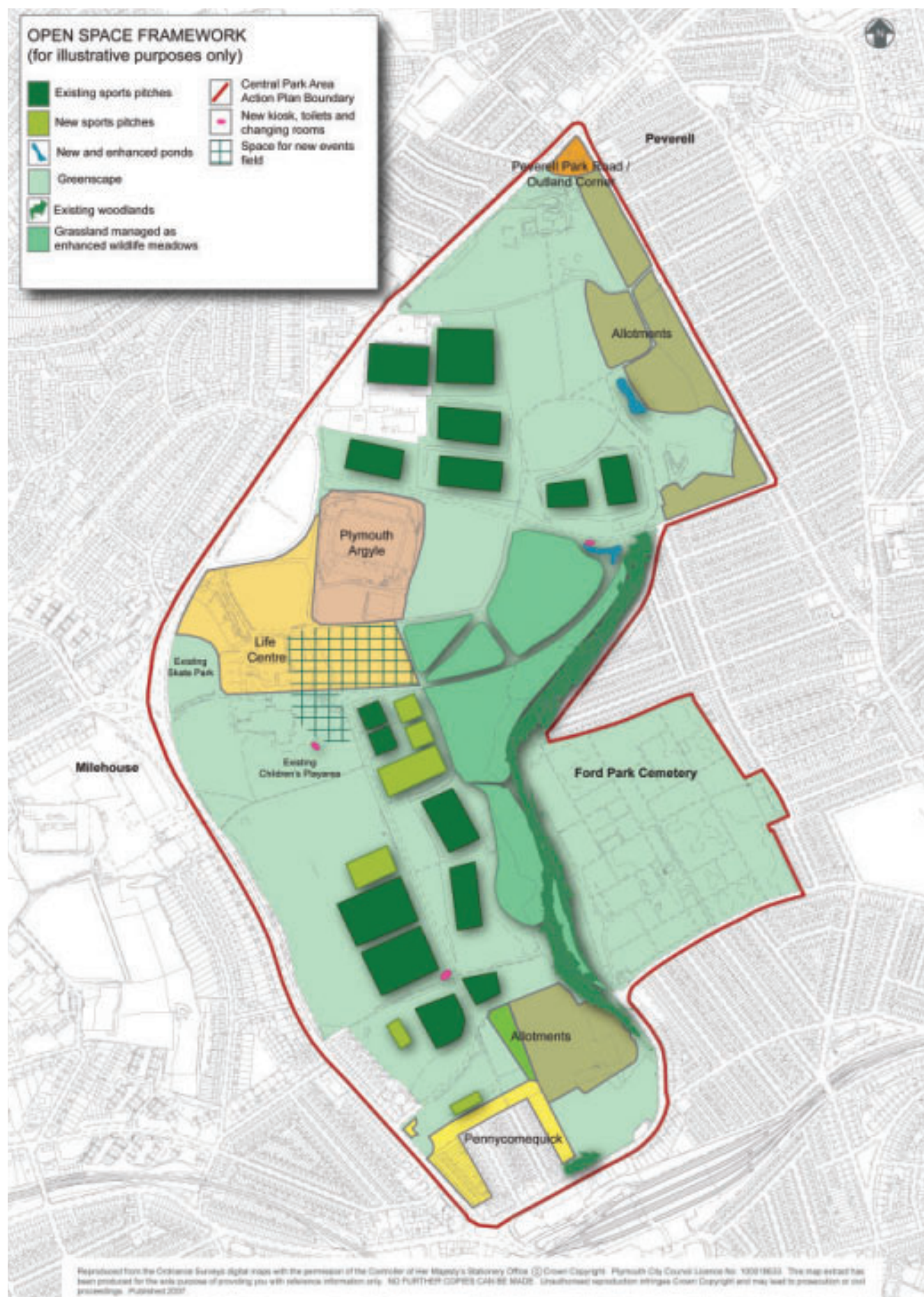
6.18 There is a significant extent of allotment plots on Central Park. These are located to the east of the park at Peverell and to the south at Pennycomequick. The use of allotments is important to the park and the city as they provide valued activity, support healthy living and encourage acquired horticultural skills. In relation to AAP Proposal CP5 at Peverell, six allotment plots are the subject of change and are being displaced. Within the AAP these will be re-provided at Swarthmore Allotments at Pennycomequick to the west of current plots. Here, in the region of fifteen new allotments can be created, providing a potential net increase of nine new plots overall within the AAP. New allotments will be provided with well-considered and appropriate watering facilities, access, security measures and boundary treatments.

6.19 It is important that a holistic approach is taken to improve the general fabric of the park in a sensitive manner, and these improvements would enrich the Central Park and raise its profile befitting of a premier city destination.

Movement Framework Diagram



Open Space Framework Diagram



Summary of Key Evidence

Document	Evidence
Extended Phase One Habitat Survey of Central Park (2007), Andrew McCarthy Associates.	Identifies the significant bio-diversity qualities within Central Park highlighting the potential for protected species and evidence of habitats. Suggests environmental improvements which would enhance the habitats and species in the park.
Central Park Life Centre, Outline Business Case (2005), Capita Symonds.	Identifies the need and objectives for the new recreational facilities and underlines the current environmental qualities of the park as a significant weakness for the park.
Destination Central Park, (2003), Nathaniel Lichfield and Partners and Jacobs Consultancy.	This strategic development brief sets out the need for improvements including improvements to the fabric of the park.
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Peverell, Stoke, Beacon Park and Pennycross, Mutley and Greenbank.	Highlights the need to improve the relationship of park's spaces to park facilities and surrounding neighbourhoods, the protection and the enhancement of bio-diversity within the park. It also identifies the need to develop improved pedestrian linkages between each of the surrounding neighbourhoods and the park.
Central Park Action Plan (2000) and consultation, Plymouth City Council.	Indicates support for environmental improvements within the park including new facilities.
Community Planning Studies (2000), for Drake and Trelawny, Plymouth City Council.	Indicated the public's desire to see environmental improvements, enhancements to routes and new facilities in the park.
City of Plymouth Greenscape Assessment (2004) Land Use Consultants.	Identifies lands of importance for recreation, leisure, wildlife value and informal open space.
Plymouth Playing Pitch Strategy (2007) Plymouth City Council	Identifies how pitches will be managed and improved in the city including Central Park.



Improved Relationships

Improved Relationship between Park and City

Objective 6

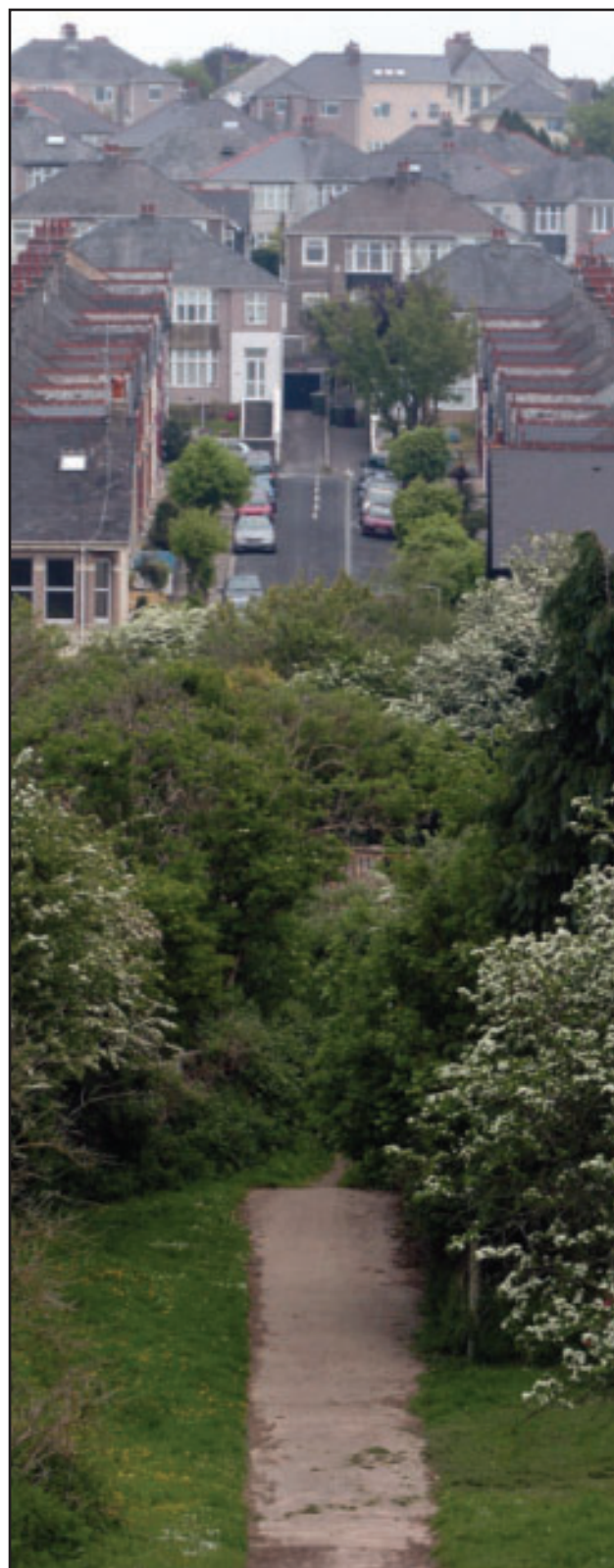
To improve and strengthen the relationship between the park and surrounding city in a sustainable manner.

7.1 The close proximity of Central Park to the communities that surround it is potentially one of its strongest assets. Unfortunately, it is not one that is easily realised as the park is ringed by a busy road system that separates the park from residents. This is particularly true for the A386, Alma and Outland Roads to the north and west.

7.2 In many instances the potential benefit of living close to the park is not fully realised as views are often blocked by strong hedgerows and trees. For users of the park this can make some parts feel less secure and limit people's use and enjoyment of it.

7.3 The way in which the park relates to the buildings that immediately surround it is also of particular importance to the quality of the park. Environments and spaces which are not overlooked tend to have less appeal to people, often result in misuse and can lead to management problems of one sort or another. At Central Park some buildings either turn their back to the park or are arranged side-on giving a very negative result. Such relationships tend to present the least attractive building elevations to the public and leaves the park unobserved, which feels uncomfortable to many people. A more positive arrangement where buildings front on to the park offering a direct relationship is a factor that proves successful in other parks elsewhere in the City and is promoted as best practice in accepted design planning guidance.

7.4 There are relationship issues to address at Central Park, and sites at Pennycomequick and at the corner of Outland Road with Peverell Park Road do provide limited opportunities to use new development in a positive manner.



Peverell

Proposal CP 05

Peverell Park Road, Outland Road Corner

To comprehensively redevelop this prominent corner site with a mixed use development including:

- In the region of 26 homes including 5 built to “lifetime homes” standard;
- In the region of 700 m² of retail floor space;
- New car parking to serve the new development and the existing local centre;
- New public toilets.

Development proposals should provide for:

1. Replacement retail accommodation for existing businesses at this location.
2. Building height of up to 4 storeys.
3. Minimum on-site parking provision to meet the needs of residents and local centre businesses.
4. A design solution to ensure access for cars and delivery vehicles that does not cause congestion on the surrounding highways.
5. The enhancement of the existing children’s playground.
6. Safe and accessible pedestrian links to this corner of the park and to surrounding neighbourhoods.
7. The replacement of allotment plots elsewhere in the park as a result of these proposals (as shown in Proposal CP3).
8. A quality public realm befitting of this important corner site.
9. Contributions to the delivery of park enhancements as set out in this AAP.

This proposal also supports Objective 4, Providing high quality public and sustainable transport facilities serving the park and new facilities and Objective 3, To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

7.5 The Peverell local centre at the northern corner of the park is an important and prominent site on the approach to the city from the north. Busy highways fragment the centre and the overall environmental quality is poor. The centre has a negative image and in part it struggles economically with a regular turnover of businesses. The Western Co-operative Society's Jubilee building is a particular focus here, yet its remodelled frontage blocks primary views and direct footpath links to Central Park and Pounds House. The businesses and operators of facilities have expressed a long-standing need for car parking and this has been expressed in policies within previous local plans.

7.6 There are issues relating to the vehicular servicing of the businesses here and the Jubilee building in particular which necessitates the halting of all city bound traffic on the main A386 Outland Road.

7.7 The location of the children's playground and adjacent public toilets located to the rear of the Jubilee building creates an unsafe environment. This safety issue could be addressed through the remodelling of the Peverell local centre.

7.8 This proposal would involve the displacement of six allotment plots currently situated to the south of the existing Jubilee building. These would be re-provided to the south of the park within an extension to Swarthmore allotments at Pennycomequick. The proposal would also involve removing the Jubilee building itself, though this could potentially be achieved following the rebuilding of the new mixed-use replacement to minimise disruption.

7.9 The Council would support holistic and sustainable proposals that strengthen this local centre, improving the quality for this neighbourhood as indicated on the illustrative layout below:

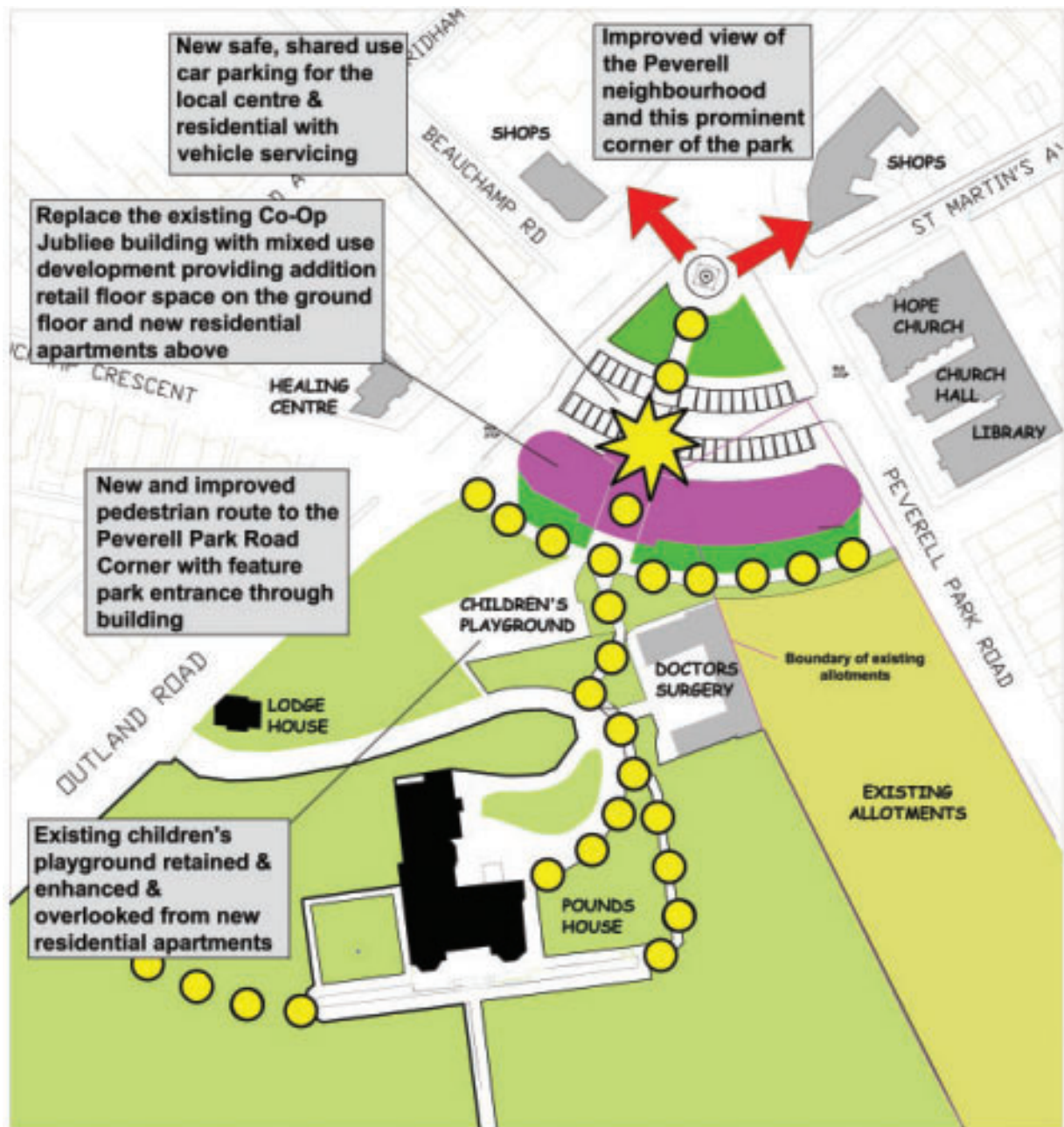
7.10 In this instance Planning Obligations anticipated from this development are prioritised to help deliver improvements to the park and its facilities. Affordable housing is not sought by this proposal. This strategic decision is justified given the imperative to make significant improvements to the fabric of Central Park alongside the limited development proposals in this AAP.



Peverell Local Centre proposal – before



Peverell Local Centre proposal – after



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Illustrative Diagram of Peverell Park Road/Outland Road Corner

Summary of Key Evidence

Document	Evidence
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Peverell	Identifies the need to improve this local centre and strengthen its relationship with central park.
Valuation Report Executive Summary Central Park Site Option 6 Peverell Park Road /Outland Road Corner (2007) Frank Knight LLP	Indicates that the proposal is financially viable given valuations.
Central Park Action Plan (2000) and consultation, Plymouth City Council.	Identifies the need to provide new car parking associated with this local centre.
Community Planning Studies (2000), for Drake and Trelawny, Plymouth City Council.	Indicates the public's desire to relocate the problematic public toilets and achieve improvements to pedestrian crossings.

Pennycomequick

Proposal CP 06 Pennycomequick

To develop this site and improve the edge of city and the park with:

- 97 residential dwellings of which 19 should be built to “lifetime homes” standard.

Development proposals should provide for:

1. Building heights that are complementary to their specific context.
 - a. 2 storeys along Jefferson Walk and returning south, fronting the park and overlooking the vacant and disused allotment site.
 - b. 3 storeys along Alma Road with up to 4 storeys for focus buildings on corners, including 4 storeys for a new lodge building on the junction of Upper Knollys Terrace.
2. An arrangement of development which fronts the park and its associated peripheral new access road, providing road linkages to both Holdsworth Street and Wake Street and pedestrian linkages between the same and the park.
3. Reduced on-site parking given the site's proximity to the City Centre and public transport facilities.
4. For home owners at the end of Holdsworth Street and Wake Street, an arrangement which maintains their current access and their ability to maintain their properties.
5. An adapted layout for Swarthmore allotments that provides a replacement Trading Hut, car parking, retaining existing allotment plots.
6. The establishment of a safe and efficient new highway system to serve the new development.
7. Contributions to the delivery of park enhancements as set out in this AAP.

This proposal also supports Objective 3, To create a safe and well-connected park with its surrounding neighbourhoods and the City Centre.

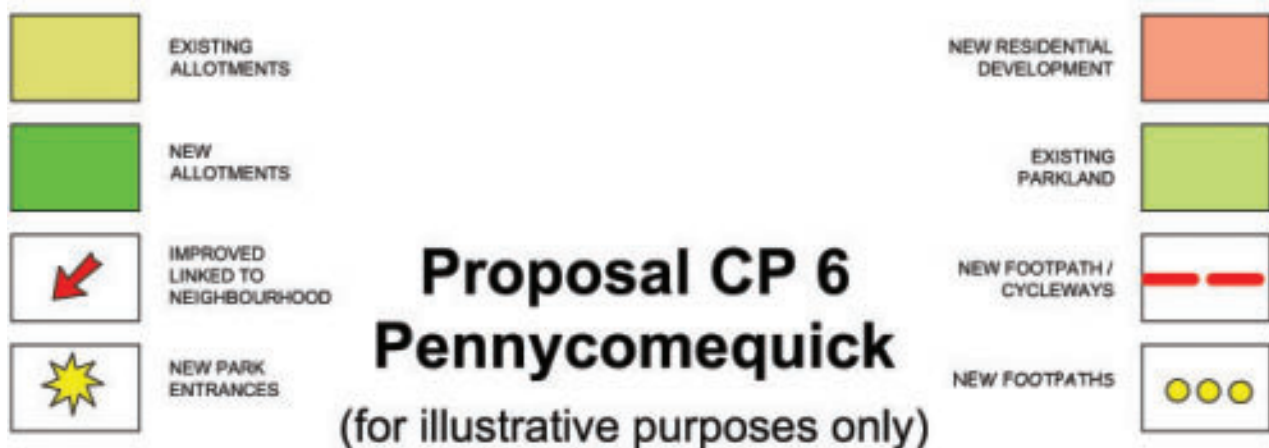
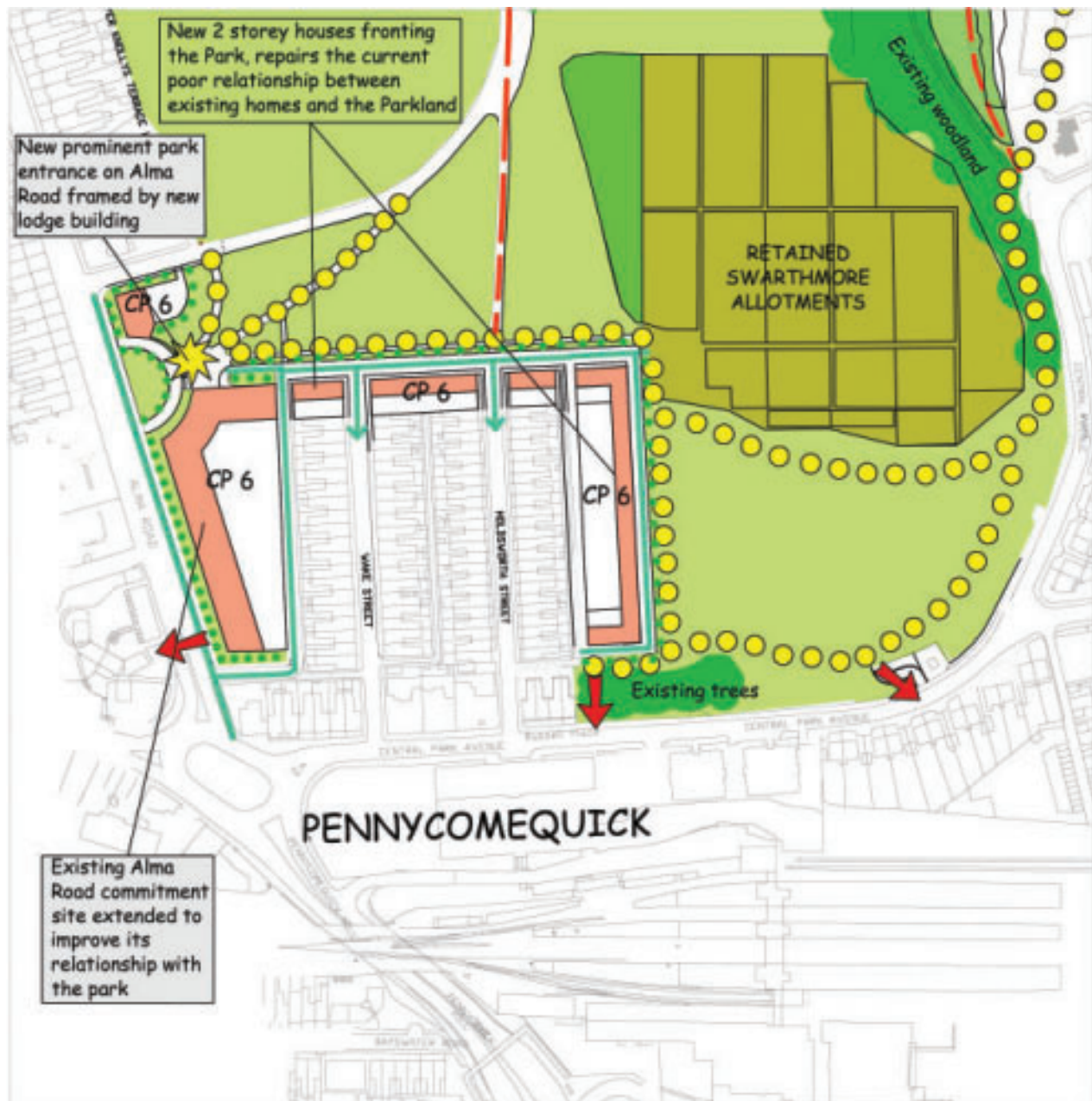
7.11 Homes at Pennycomequick face away from the park, generating environments that feel unsafe for park users and allotment holders at the adjacent Swarthmore allotment plots. This also forms an unattractive edge to the park and hampers proper park management. The existing privately owned access track running along the top of Holdsworth Street and Wake Street, known as Jefferson Walk, is in a very poor condition and is used as ad-hoc car parking, creating access problems to Central Park and annoyance to residents. Access to the park from the surrounding neighbourhood is very weak including its relationship to Alma Road and public transport facilities.

7.12 New residential development would repair this relationship by providing new dwellings which would overlook the park. This would have real benefits in terms of park management, providing surveillance from new dwellings, both onto parkland spaces and to existing allotments at Swarthmore. Development would also make this part of the park more attractive and give a better sense of security for park users as illustrated on the following diagram:



Pennycomequick proposal – before (below) and after (above)





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7.13 This proposal would involve the provision of new homes fronting the park along the northern edge of Holdsworth Street and Wake Street, fronting Alma Road to the west and continuing east to front the existing vacant and disused allotment land. The development would be served by a new access road which would run along the periphery of the development and the park and would provide linkages to both Holdsworth Street and Wake Street. Pedestrian access to the park would be improved and the long-standing problems relating to Jefferson Walk could be resolved. The proposal would require the relocation of the existing trading hut and car parking for Swarthmore allotments in order to adequately provide vehicular access to the new homes.

7.14 The proposal also includes the provision of new dwellings at the junction of Upper Knollys Terrace with Alma Road. Such development would front Alma Road and be in the form of a Lodge building which would frame a new prominent pedestrian park entrance on Alma Road allowing views into the park.

7.15 Planning permission has already been granted for new homes in the southern part of the proposal which fronts Alma Road. This proposal provides an opportunity to improve on the current consent and improve the relationship of new dwellings with the park as they turn the corner and wrap existing dwellings along the northern edge of Holdsworth Street and Wake Street.

7.16 Given that the justification for this development is in terms of its role in improving the park, Planning Obligations will be prioritised to help deliver improvements to the park and its facilities. Affordable housing is therefore not sought by this proposal.

Summary of Key Evidence

Document	Evidence
Destination Central Park, (2003), Nathaniel Lichfield and Partners and Jacobs Consultancy.	Supports proposals and the use of residential development which improves the relationship between the park and the city and achieves enabling development on Central Park.
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Stoke, Mutley and Greenbank	Identifies the need to improve links between the surrounding neighbourhoods and Central Park, considers new development should front onto streets and public spaces.
Valuation Report Executive Summary Central Park Site Option 7 Pennycomequick (2007) Frank Knight LLP	Indicates that the proposal is financially viable given valuations.



Delivery

8.1 The delivery of many of the proposals contained in this Area Action Plan will be coordinated by Plymouth City Council working with private developers and public transport operators.

8.2 Timing of the improved indoor sports and leisure developments (CP1 and CP2) will be dependent on two key aspects. Where demolition is involved, replacement facilities may need to be available before existing facilities are lost in order to maintain continuity of services. This involves existing facilities both on site and at the Pavilions site at Millbay. In addition the necessary transport infrastructure will need to be provided in tandem with the development.

8.3 To deliver the necessary improvements to the park, the Council will need to develop a masterplan for the entire park, setting out the full extent of works and detailed changes. This will be undertaken by Plymouth City Council in consultation with stakeholders and the public and is likely to be implemented as a series of phases as funding becomes available.

8.4 The tables below give an indication of the main delivery issues including delivery mechanisms, resourcing issues and likely timescales. While Table 1 gives a summary of delivery timescales over the Area Action Plan period, Table 2 gives more detail for each proposal.



Table 1 - Delivery Timetables over the AAP Period

Area Action Plan Proposal	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
CP1 The Life Centre			XX	XX	XX	XX								
CP2 Home Park			XX	XX	XX	XX								
CP3 Transport Improvements			XX	XX	XX	XX								
CP4 Park Enhancements				XX	XX	XX	XX	XX	XX					
CP5 Peverell Park / Outland Road Corner					XX	XX	XX							
CP6 Pennycomequick					XX	XX	XX	XX						
	Feasibility studies, site assembly, demolition, planning application, and other consents													
	XX Construction and completion													

Table 2 - Delivery of AAP Proposals

Area Action Plan Proposal / Policy	Body responsible for delivery	Delivery mechanisms	Delivery funding	Delivery land issues	Phasing issues	Targeting/ phasing/ timescales
CP1 The Life Centre	The Council as land owner and development partners	Planning application procedure	PCC, Sport England, enabling development and S106 contributions citywide	Co-operation required by Plymouth Argyle and third party land to complete the entire proposal	Continuity of existing sports and recreational provisions on site and from the Pavilions at Millbay	2008-2012
CP2 Home Park	Plymouth Argyle and private developers	Planning application procedure	Private development	Co-operation required with PCC to complete the entire proposal	Careful timing required in relation to the football season	2008-2012
CP3 A Transport Interchange	The Council as land owner	Planning application procedure	PCC, local and regional transport funding, enabling development and S106 contributions citywide	None	Programme linked to Life Centre delivery. Longer term transport interventions linked to future strategic transport funding bids.	2008-2012
CP4 Enhancements to the Park	The Council as land owner	Masterplan and implementation programme	PCC, park and environmental lottery bids, S106 contributions from park sites and citywide	None	Programme linked to funding availability, Life Centre delivery and continuity of city events programme	2008-2016
CP5 Peverell Park Road/ Outland Road Corner	Private developers and Council as part owner of the land	Planning application procedure	Private development	Dependant upon co-operation of existing building owner	Careful to maintain the continuity of businesses	2009-2013
CP6 Pennycomequick	Private developers and Council as part owner of the land	Planning application procedure	Private development	Development involves 3rd party land of Jefferson Walk to achieve the best design solutions and linkages.	Care needs to be taken to ensure existing residents have access to maintain their properties.	2009-2014

Community Benefits

9.1 All major planning applications need to consider the contributions that need to be made to provide wider community benefits, usually negotiated through Section 106 Agreements. These will be reasonably related to the development proposals, and need to be agreed on a scheme by scheme basis. However, the highest priorities for the Central Park Area Action Plan are outlined below, and these are shown as indicative only and will be subject to negotiation:

Table 3 - Community Benefits

S106 requirement	Justification	Delivery
Measures to improve the fabric of the park	Identified as a priority in the Core Strategy	This will assist the Council to achieve much needed improvements to the landscape, bio-diversity and general infrastructure of the park to raise its quality and create a destination befitting a premier city location.
Measures to enhance pedestrian and cycle links	Identified as a priority in the Core Strategy	This enables the Council to provide a network of high quality routes within the park which are safe, convenient and easy to understand. These will make good linkages with surrounding neighbourhoods and the City Centre and include improved and new park entrances.
Measures to improve park facilities	Identified as a priority in the Core Strategy	This will help the Council provide facilities that support the public's use of the park including the Life Centre. Such facilities will be limited to strategic points to combine provisions such as new sports changing rooms, public toilets and cafes. It also includes improvements to children's play, allotments, the Council's Parks Depot, information points and interpretation of key points of interest.

Monitoring

10.1 Review and monitoring is an important aspect of evidence based policy making and it is a key factor of the “plan, monitor and manage” approach to the new planning system. An important aspect of the new system is the flexibility to update components of the Local Development Framework and respond quickly to changing priorities in the area. Monitoring will play a critical part in identifying any review of the Central Park Area Action Plan that may be required. It will also enable early action to be taken to overcome any barriers to delivery of the Plan’s objectives and/or proposals and policies.

10.2 The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce an Annual Monitoring Report (AMR) every year and this will be the main mechanism for assessing the Area Action Plan’s performance and effects. It must be based on the period 1 April to 31 March and be submitted to the Secretary of State no later than the end of the following December. AMRs are required to assess the implementation of the Local Development Scheme, and the extent to which policies in local development documents are being successfully implemented.

10.3 The Council will measure the performance of this Area Action Plan against the targets, objectives and related policies set out in this document, and in the Core Strategy. It will also undertake more general monitoring for the city and its sub-region as a whole to assess the extent that the Local Development Framework spatial strategy is being delivered, remains appropriate and is sustainable. The AMR will identify potential measures that need to be taken to rectify any issues raised through monitoring. This will potentially include the need to review parts or all of any particular local development document.

10.4 Significant issues will be monitored through the Annual Monitoring Report process, although it is accepted that in relation to some indicators the impact of the Plan will only be felt after a number of years. In relation to this Area Action Plan, monitoring will specifically include:

- Checking that the development targets identified in the Area Action Plan are being met and identifying the actions needed to address any barriers and blockages.
- Monitoring the quality of new developments in Central Park and their compliance with the policies and proposals of the Plan.
- Assessing the potential impacts on the Area Action Plan of new or updated national, regional and local policy and guidance.
- Measuring the performance of the Plan against the Plan’s Vision and Objectives and assessing whether the Objectives are still appropriate.
- Measuring the performance of the Plan against other relevant local, regional and national targets.
- Measuring the impact of delivery of the Plan against the sustainability indicators and assessing whether the Central Park Area Action Plan is meeting its objectives and whether there are any significant unforeseen adverse effects.
- Monitoring local conditions at Central Park in conjunction with partners to assess the need for further spatial interventions.
- Monitoring and collecting appropriate data and making use of the data collected by other partners to support the evidence base of the Plan and any subsequent review.
- Sharing information collected as part of this monitoring regime with other partners and the community. Issues identified within the sustainability appraisal will also be monitored and a series of significant effects indicators have been identified within the AMR.

10.5 As a result of this monitoring regime, conclusions may be reached which have implications for the objectives, policies and proposals of the Plan. In some cases, monitoring of the delivery of the Area Action Plan may identify supportive actions that need to be taken by other partners.

10.6 A full review of the Plan will take place after five years unless the results of any of the above suggest that an earlier review is necessary.

10.7 The following tables bring together the targets for each of the Plan's proposals, clearly showing the relationship between the objectives, indicators and targets for the Central Park Area Action Plan.

10.8 Table 4 shows the likely completion rate for housing showing overall numbers as well as the total numbers of affordable and Lifetime Homes. It also shows how each proposal contributes to the other targets relating to housing density, and balancing the housing mix within Central Park.

10.9 Table 5 shows the likely completion rate for economic development in this Area Action Plan, including employment office use and retail in Table 6.

10.10 Figure 1 sets out a trajectory indicating a graphic image of the provision of housing over the Plan period.

Table 4 - Monitoring of Sport, Leisure and Environmental Improvements

Indicator	Plan Target
Area of Improved Parkland	76.5Ha
Delivery of the Life Centre	built by 2012
Delivery of Home Park	built by 2012

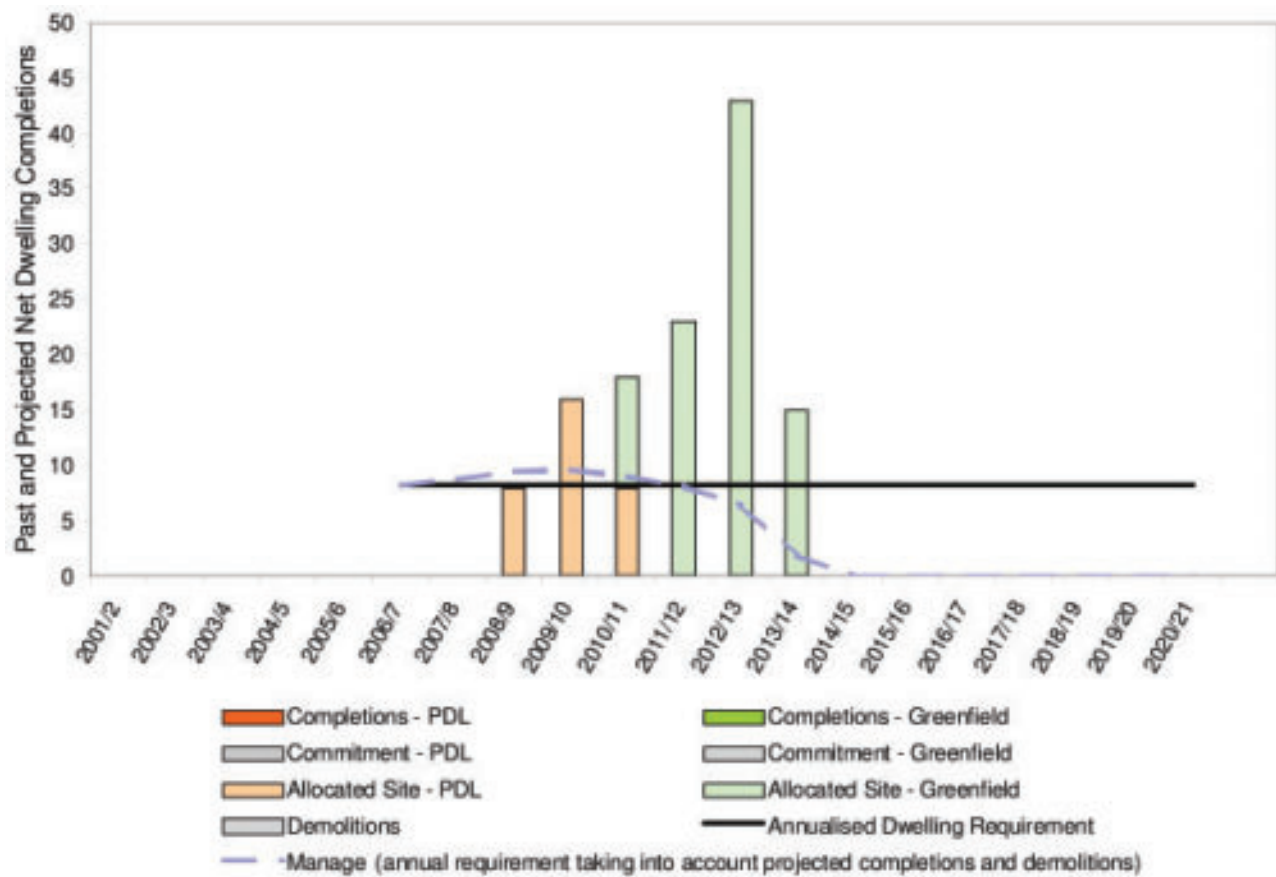
Table 5 - Monitoring of Housing Development

Indicator	Plan Target		
	CP5	CP6	Total
Building of new dwellings	26	97	123
of which lifetime homes	5	19	24
of which on previously developed land	0	32	32

Table 6 - Monitoring of Employment Development

Indicator	Plan Target		
	CP1	CP5	Total
Retail space sq m	0	700	700
Employment space sq m	5,380	0	5,380

Figure 1 - Housing Trajectory for AAP Proposals



Glossary of Terms

Active frontage – A building frontage that responds positively to the street and particularly at the ground floor promotes uses, entrances, and windows that generate activity and promote safety on the street.

Affordable housing – Housing, whether for rent, shared ownership or outright purchase, provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing.

Amenity – A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquility.

Area Action Plan (AAP) – A type of Development Plan Document that will be used to provide a planning framework for areas of significant change or conservation.

Brownfield site – Previously developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure. The definition covers the curtilage of the development.

BREEAM – Building Research Establishment Environmental Assessment Method, this is regarded by the UK's construction and property sectors as the measure of best practice in the environmental design and management. This assessment measures the environmental performance of both new and existing buildings.

Built core – The focus of existing buildings comprising: the Mayflower Centre, Central Park Pools, Plymouth Argyle's Home Park Stadium, Milehouse Park and Ride and related spaces.

Commitment – All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

Constraint – A limiting factor that affects development, conservation etc.

Core Strategy – One of the key Development Plan documents in the Local Development Framework. It will set out the long-term spatial vision and spatial objectives for the local planning authority area and the strategic policies and proposals to deliver that vision. It will contain a set of primary policies for delivering the core strategy. Broad locations for development may be set out in a key diagram.

Council – The local authority, Plymouth City Council.

Development Brief – A document that outlines detailed planning requirements for the development of a site. It is subject to public consultation prior to publication.

Development Plan – This will consist of Regional Spatial Strategies (Spatial Development Strategy in London) and Development Plan Documents contained within a Local Development Framework. It will also contain any 'saved plans' that affect the area.

Development Plan Documents (DPDs) – These are prepared by the relevant plan-making authority. They will be spatial planning documents and subject to independent examination. There will be a right for those making representations seeking change to be heard at an independent examination.

Environmental appraisal – Applicants for certain types of development, usually more significant schemes, are required to submit an "environmental statement" accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.

Evidence Base – The researched, documented, analysed and verified basis for all the components of a Local Development Framework.

Infrastructure – The basic facilities, services and installations needed for the functioning of a community. It normally includes transport, communications, water and power.

Informal open space – Open space with the principle purpose of creating a pleasant amenity in an area, rather than use for recreation and leisure.

Inset Maps – will form part of the proposals map but are likely to be at a more detailed scale depending on the nature of the area covered and the degree of detail required. Proposals for area action plans may be shown on inset maps. Where the inset map is used to illustrate the proposals for change the map should define the boundaries of individual sites which have been allocated in an area action plan for specific uses (or mixed uses) in accordance with any requirements of the core strategy. The map might usefully also identify in general terms the access arrangements, including public transport routes, walking and cycling routes, interchanges and any road proposals. The key to the map may include the list and scale of the mix of uses proposed within any area action plan as defined in the core strategy. Inset maps relating to areas of conservation will identify sites/areas where specific conservation measures are proposed and areas which will be subject to specific controls over development, as set out in the policies in the development plan document.

Key Diagram – A diagrammatic interpretation of the spatial strategy as set out in the core strategy. This is a device that some authorities may wish to use to enable them to illustrate the broad strategy for the area in a similar fashion to existing structure plans' key diagrams. It is most likely to be appropriate to an area of significant change where the general location of broad areas of future development can be identified together with linkages between such areas and the relationship to other strategies and neighbouring areas. Broad areas of protection/little anticipated change could also be shown.

Legal Agreement / (Section 106) – A legally binding contract, between a developer and the local planning authority that constitutes a planning obligation.

Lifetime homes – The Lifetime Homes standards and the Housing Association Scheme Development Standards go a little further than Building Regulations in their requirements for adaptability and flexibility to be designed into the home. Most of the requirements are minor, it seems sensible to design homes which achieve all of these requirements, and are thus 'universal' in their appeal and application. A 16 point standard devised by Joseph Rowntree foundation can be found at the following web address, and includes features such as wider driveways, level thresholds, wider hallways, a downstairs WC etc. <http://www.jrf.org.uk/housingandcare/lifetimehomes/>

Local Development Framework (LDF) – This will include a portfolio of Local Development Documents that provide a framework for delivering the spatial planning strategy for the area. It will also contain a number of other documents, including the annual monitoring report, and any 'saved' plans that affect the area.

Local Development Document (LDD) – This will be either a Development Plan Document or a Supplementary Planning Document and will be contained in a Local Development Framework.

Local Transport Plan (LTP2) – A five-year rolling plan produced by the Highway Authority.

Local Development Scheme (LDS) – This sets out the programme for the preparation of the local development documents. All plan-making authorities have submitted a local development scheme to the First Secretary of State.

Monitoring (and review) – The process of measuring (in terms of quantity and quality) the changes in conditions and trends, impact of policies and performance of the plan against its objectives and targets and progress in delivering outputs.

Objective – A statement that specifies the direction and amount of desired change in trends or in conditions.

Public Realm – Those areas in cities and towns that are visible, useable, and accessible by the public.

PPG and PPS – Planning Policy Guidance Note and Planning Policy Statement.

Proposal – A positive-worded policy of the Local Planning Authority that proposes a course of action or an allocation of land for a particular use or development.

Proposals Map – The function of the proposals map is to illustrate the policies and proposals in the development plan documents and any saved policies that are included in the local development framework. It will have a geographical base at a scale that allows the policies and proposals to be illustrated clearly in map form.

Regional Spatial Strategy (RSS) – The regional spatial strategy covers at least a 15 to 20 year period and will set out the policies in relation to the development and use of land in the region.

‘Soundness’ (of plan) – A judgement of quality and procedure based upon key elements of the plan-making process (see the tests of soundness set out in para 4.24 of PPS12).

Spatial Plan – One or more Local Development Documents; also includes a Regional Spatial Strategy.

Statement of Community Involvement (SCI) – This will set out the standards which the plan-making authority intend to achieve in relation to involving the community in the preparation, alteration and continuing review of all local development documents and in development control decisions, and also how the local planning authority intends to achieve those standards. The Statement of Community Involvement will not be a development plan document but will be subject to independent examination. In respect of every local development document, the LPA is required to publish a statement showing how it complied with its Statement of Community Involvement.

Strategic Environmental Assessment (SEA) – A generic term used internationally to describe environmental assessment as applied to policies, plans and programmes.

Supplementary Planning Documents (SPDs) –

They will cover a wide range of issues on which the plan-making authority wishes to provide policies or guidance to supplement the policies and proposals in development plan documents. They will not form part of the development plan or be subject to independent examination.

Supplementary Planning Guidance – Supplementary Planning Guidance may cover a range of issues, both thematic and site specific and provide further detail of policies and proposals in a development plan.

Sustainable Development – A widely used definition drawn up by the World Commission on Environment and Development in 1987: “Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

Sustainability Appraisal – This is a mandatory process under the Planning and Compulsory Purchase Act 2004 and is used to promote sustainable development through the integration of social, economic considerations into DPDs and SPDs.

Evidence Base

Evidence Base Documents
Central Park Issues and Options Report (2005) - Plymouth City Council.
Preliminary Sustainability Appraisal for Central Park (2005) - Land Use Consultants.
Report Summarising the Responses to the Issues and Options Consultation for Central Park (2005) - Plymouth City Council.
Central Park Preferred Options Report (2006) - Plymouth City Council.
Sustainability Appraisal of Central Park Area Action Plan (2006) - Land Use Consultants
Central Park Area Action Plan Preferred Options Summary (2007) - Plymouth City Council
Our City's Health (2005) - Plymouth Teaching Primary Care Trust and Plymouth 2020 Partnership.
Active People Survey (2006) - Sport England.
City of Plymouth Sports Plan 2020 (2001) - Plymouth City Council.
Plymouth Swimming Facilities Strategy (2004) - Plymouth City Council.
Extended Phase One Habitat Survey of Central Park (2007) - Andrew McCarthy Associates.
Local Transport Plan II, (2006 -2011) - Plymouth City Council.
Central Park Life Centre, Outline Business Case (2005) - Capita Symonds.
Destination Central Park, (2003) - Nathaniel Lichfield and Partners and Jacobs Consultancy.
Central Park, A Historic Landscape Study (2002) - Alan Baxter Associates.
Central Park Action Plan (2000) and consultation - Plymouth City Council.
Community Planning Studies (2000), for Drake and Trelawny - Plymouth City Council.
City of Plymouth Greenscape Assessment (2004) - Land Use Consultants.
Plymouth Sustainable Neighbourhood Assessments (2005) LDA - Peverell, Stoke, Beacon Park and Pennycross, Mutley and Greenbank.
A Vision for Plymouth (2004) - MBM Architectes/ AZ Studio.
Plymouth Playing Pitch Strategy (2007) - Plymouth City Council.
Valuation Report Executive Summary Central Park Site Peverell Park Road /Outland Road Corner (2007) - Frank Knight LLP.
Valuation Report Executive Summary Central Park Site Pennycomequick (2007) - Frank Knight LLP.
Milehouse Junction Traffic Modelling Study (2007) - SIAS.
Central Park Area Action Plan Sustainability Appraisal Submission Version (2007) - Plymouth City Council including: An Assessment of Health Impacts (2007) Plymouth City Council, Habitats Regulations Assessment (2007) Plymouth City Council, Equalities Impact Assessment (2007) Plymouth City Council.

Key Evidence Base Documents and Links

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