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Democratic Support

Plymouth City Council
Civic Centre
Plymouth PL1 2AA

Please ask for Katey Johns / Helen Rickman, Democratic Support
T 01752 307815/ 398444
E katey.johns@plymouth.gov.uk / helen.rickman@plymouth.gov.uk
www.plymouth.gov.uk/democracy
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#plymplanning

PLANNING COMMITTEE

Thursday 27 February 2014

4 pm

Council House, Plymouth (Next to the Civic Centre)

Members:

Councillor Stevens, Chair

Councillor Tuohy, Vice Chair

Councillors Darcy, Sam Davey, K Foster, Mrs Foster, Jarvis, Nicholson, John Smith, Stark, Jon Taylor and Wheeler.

Members are invited to attend the above meeting to consider the items of business overleaf.

This meeting will be broadcast live to the internet and will be capable of subsequent repeated viewing. By entering the Council Chamber and during the course of the meeting, Councillors are consenting to being filmed and to the use of those recordings for webcasting.

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Tracey Lee

Chief Executive

PLANNING COMMITTEE

AGENDA

PART I – PUBLIC MEETING

1. APOLOGIES

To receive apologies for non-attendance submitted by Committee Members.

2. DECLARATIONS OF INTEREST

Members will be asked to make any declarations of interest in respect of items on this agenda.

3. MINUTES

(Pages 1 - 6)

The Committee will be asked to confirm the minutes of the meeting held on 30 January 2014.

4. CHAIR'S URGENT BUSINESS

To receive reports on business which, in the opinion of the Chair, should be brought forward for urgent consideration.

5. QUESTIONS FROM MEMBERS OF THE PUBLIC

The Chair will receive and respond to questions from members of the public submitted in accordance with the Council's procedures. Questions shall not normally exceed 50 words in length and the total length of time allowed for public questions shall not exceed 10 minutes. Any question not answered within the total time allowed shall be the subject of a written response.

6. PLANNING APPLICATIONS FOR CONSIDERATION

The Assistant Director of Development (Planning Services) will submit a schedule asking Members to consider Applications, Development proposals by Local Authorities and statutory consultations under the Town and Country Planning Act 1990 and the Planning (Listed Building and Conservation Areas) Act 1990. Members of the Committee are requested to refer to the attached planning application guidance.

6.1. MELVILLE BUILDING, ROYAL WILLIAM YARD, PLYMOUTH I3/02320/FUL

(Pages 7 - 38)

Applicant:	Another Place Developments Ltd
Ward:	St Peter and the Waterfront
Recommendation:	Grant Conditionally

6.2. MELVILLE BUILDING, ROYAL WILLIAM YARD, PLYMOUTH I3/02321/LBC **(Pages 39 - 50)**

Applicant: Another Place Developments Ltd
Ward: St Peter and the Waterfront
Recommendation: Grant Conditionally

6.3. 49 HOUNDISCOMBE ROAD, PLYMOUTH I4/00068/FUL **(Pages 51 - 58)**

Applicant: Roper James Investments Ltd
Ward: Drake
Recommendation: Grant Conditionally

6.4. RADFORD QUARRY, PLYMOUTH I3/02114/FUL **(Pages 59 - 84)**

Applicant: Wainhomes (South West) Holdings Ltd
Ward: Plymstock Radford
Recommendation: Refuse

7. PLANNING APPLICATION DECISIONS ISSUED **(Pages 85 - 112)**

The Assistant Director of Development (Planning Services) acting under powers delegated to him by the Council will submit a schedule outlining all decisions issued from 20 January to 16 February 2014, including –

- 1) Committee decisions;
- 2) Delegated decisions, subject to conditions where so indicated;
- 3) Applications withdrawn;
- 4) Applications returned as invalid.

Please note that these Delegated Planning Applications are available for inspection at First Stop Reception, Civic Centre.

8. APPEAL DECISIONS **(Pages 113 - 116)**

A schedule of decisions made by the Planning Inspectorate on appeals arising from the decision of the City Council will be submitted. Please note that this schedule is available for inspection at First Stop Reception, Civic Centre.

9. EXEMPT BUSINESS

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following item(s) of business on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in paragraph(s) ... of Part I of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

PART II (PRIVATE MEETING)

AGENDA

MEMBERS OF THE PUBLIC TO NOTE

that under the law, the Panel is entitled to consider certain items in private. Members of the public will be asked to leave the meeting when such items are discussed.

NIL.

Planning Committee

Thursday 30 January 2014

PRESENT:

Councillor Stevens, in the Chair.

Councillor Tuohy, Vice Chair.

Councillors Darcy, K Foster, Mrs Foster, Fry, Jarvis, Nicholson, John Smith, Jon Taylor, Kate Taylor and Wheeler.

Apologies for absence: Councillors Sam Davey and Stark.

Also in attendance: Peter Ford (Lead Planning Officer), Mark Lawrence (Lawyer) and Helen Rickman (Democratic Support Officer).

The meeting started at 4.30 am and finished at 6.50 pm.

Note: At a future meeting, the committee will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.

81. **DECLARATIONS OF INTEREST**

There were no declarations of interest in accordance with the code of conduct.

82. **MINUTES**

Agreed the minutes of the meeting held on 9 January 2014.

83. **CHAIR'S URGENT BUSINESS**

There were no items of Chair's urgent business however under this item the Chair informed Members that he would liaise with the Committee with regards to the timings of future site visits.

84. **QUESTIONS FROM MEMBERS OF THE PUBLIC**

There were no questions from members of the public.

85. **PLANNING APPLICATIONS FOR CONSIDERATION**

The Committee considered the following applications, development proposals by local authorities and statutory consultations submitted under the Town and Country Planning Act, 1990, and the Planning (Listed Buildings and Conservation Areas) Act, 1990. Addendum reports were submitted in respect of minute number 85.2.

85.1 24-26 MERAFIELD ROAD, PLYMOUTH I3/01922/FUL

(Mr Steve Pearce)

Decision:

Application **DEFERRED** in order for the site to be measured; for Officers to inform the Chair, Vice Chair and Councillor Nicholson of the methodology used when undertaking the measurements and to be mindful of costs.

(The Committee heard from Councillor Mrs Beer, ward member, speaking against the application.)

(The Committee heard representations against the application.)

(Councillor Darcy's proposal to defer the application, having been seconded by Councillor Nicholson, was put to the vote and declared carried.)

(A Planning Committee site visit was held on 30 January 2014 in respect of this item.)

85.2 FORMER CIVIL SERVICE SPORTS CLUB, RECREATION ROAD, PLYMOUTH I3/01293/FUL

(Redrow Homes South West)

Decision:

Application **GRANTED** conditionally subject to a S106 Obligation with delegated authority to refuse in the event that the S106 Obligation is not completed by 14 March 2014.

(The Committee heard representations against the application.)

The Committee heard representations in support of the application.)

(A Planning Committee site visit was held on 30 January 2014 in respect of this item.)

86. PLANNING APPLICATION DECISIONS ISSUED

The Committee noted the report from the Assistant Director for Strategic Planning and Infrastructure on decisions issued for the period 23 December 2013 to 19 January 2014.

87. APPEAL DECISIONS

The Committee noted the schedule of appeal decisions made by the Planning Inspectorate.

88. EXEMPT BUSINESS

There were no items of exempt business.

SCHEDULE OF VOTING (Pages 3 - 4)

PLEASE NOTE

A SCHEDULE OF VOTING RELATING TO THE MEETING IS ATTACHED
AS A SUPPLEMENT TO THESE MINUTES.

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PLANNING COMMITTEE – 30 January 2014**SCHEDULE OF VOTING**

Minute number and Application		Voting for	Voting against	Abstained	Absent due to interest declared	Absent
6.1	24-26 Merafield Road, Plymouth 13/01922/FUL	Councillors Darcy, Mrs Foster, Foster, Fry, Jarvis, Nicholson, John Smith, Stevens and Tuohy	Councillors Kate Taylor, Jon Taylor and Wheeler			
6.2	Former Civil Service Sports Club, Recreation Road, Plymouth 13/01293/FUL	Councillors Darcy, Mrs Foster, Fry, Jarvis, Nicholson, John Smith, Stevens and Tuohy	Councillors Ken Foster and Wheeler			

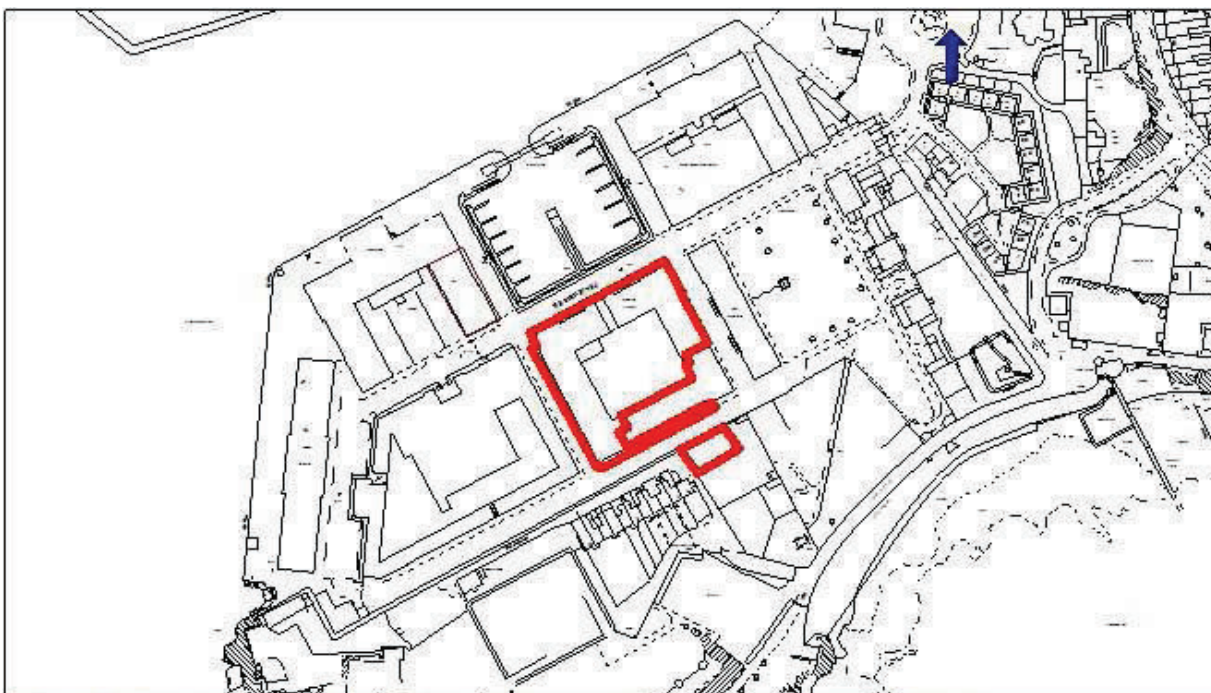
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PLANNING APPLICATION REPORT



ITEM: 01

Application Number:	13/02320/FUL
Applicant:	Another Place Developments Ltd
Description of Application:	Change of use and conversion of building to form hotel with ancillary uses and associated works to building, courtyard and quarry
Type of Application:	Full Application
Site Address:	MELVILLE BUILDING, ROYAL WILLIAM YARD PLYMOUTH
Ward:	St Peter & The Waterfront
Valid Date of Application:	10/12/2013
8/13 Week Date:	11/03/2014
Decision Category:	Major - more than 5 Letters of Representation received
Case Officer :	Katherine Graham
Recommendation:	Grant Conditionally
Click for Application Documents:	www.plymouth.gov.uk



Site Description

The application site consists of a Grade I Listed Building, “Melville”, and a quarry area, with a Grade II* retaining wall, sited to the south of the Melville building. These buildings are located in the destination Royal William Yard (RWY), sited within the Stonehouse Peninsula, which is also a designated Conservation Area.

Melville is located centrally within RWY fronting onto the basin. It was originally built as a general store and offices, and was largely complete by 1832. It is constructed from Plymouth limestone with granite trim and timber floors supported by cast iron columns. Melville is partly characterised by a central arched entrance with turret clock and dome above, and symmetrical built form. It is also characterised by a central courtyard, currently used for parking and a substation in the north west corner. There are also parking spaces surrounding the building. The building is currently vacant with the exception of an art gallery in the north east corner of the building.

The quarry site is just 13m to the south of Melville, on the opposite side of the highway. As noted above the retaining wall is Grade II*. The quarry has an existing arch opening with timber doors.

Proposal Description

This is a Full application for the change of use and conversion of the Grade I listed building to form a 66 bed hotel.

The hotel also includes:

- Reception area located just off the central glazed archway
- Fine dining restaurant split across 2 floors
- “Living space” (informal eating/meeting space)
- Swim club including an outdoor pool that can be accessed by swimming from inside to outside and hot tub
- Swim club lounge with juice bar and gym
- Fitness studio and treatment rooms
- Members bar located in the roof of the building with two roof terraces
- Function space with potential to be subdivided into two areas
- Administration and kitchen facilities
- Installation of Combined Heat and Power unit (CHP), substation, cycle store, plant and refuse store in quarry area

As part of the conversion, there are works of alteration including the installation of a glazed opening in the archway, the creation of a swimming pool and reflective pool in the courtyard, the creation of two roof terraces, the reopening and enlargement of window openings in the courtyard.

There is an associated listed building application (13/02321/LBC) for both repair works to the Melville and works of alteration to allow for the conversion of part of the building to a hotel.

Pre-Application Enquiry

The Council provided pre-application advice (13/01897/MAJ). The proposal submitted under pre-application advice differed from the current application submission.

The key issues discussed at the pre-application stage were the requirements for the Transport Strategy, discussions with the Environment Agency over the flood defences and detailed discussions and site visits with English Heritage to discuss the impact upon the listed building.

Relevant Planning History

General:

10/00591/LBC - Replacement of defective limestone - Grant conditionally 11/06/2011

09/01247/LBC - Replacement of defective limestone - Granted conditionally 09/11/2009

00/00206/FUL - Change of use of the ground floor (south east wing) to form office/film archive areas - Grant Conditionally 26/04/2000

Relevant to proposal:

12/00868/FUL - The development of a new 150 parking space surface car park on the site of the Officers' walled garden, together with associated access and landscape screening works - Conditional Consent 24/09/12

13/01663/FUL - Retrospective change of use of parts of former public realm quay areas to continue use as outdoor seating areas for existing restaurants (use class A3) in Brewhouse and Mills Bakery buildings' - Conditional Consent 05/12/2013

Consultation Responses

Highway Authority:

This is one of the last buildings within the RWY to come forward for redevelopment. A detailed Transport Statement has been submitted in support of the application and comments on the application are as follows:-

Trip Generation

The principle of a hotel use within the Melville building was acknowledged within the original Mott McDonald Transport Assessment submitted for the RWY and subsequently included within the adopted Millbay and Stonehouse AAP. Consequently the principle of a hotel use within this building is acceptable.

Trip rates derived from the TRIC's database indicate that the 66 bed hotel hereby proposed would generate in the region of 36 movements during the am peak (18 arrivals and 18 departures) and 27 during the pm (14 arrivals and 13 departures) with the evening peak hour occurring later between the hours of 7.00 and 8.00pm.

Whilst it has not been in use for some considerable period of time it is noted that the former MOD use of the building would have been a generator of trips in its' own right. On the basis of trip rates derived from both TRIC's (for the warehousing) and the office trip rates included within the original Mott McDonald TA, the previous use of the building would have generated around 84 movements during the am peak (73 arrivals and 11 departures) and 64 in the pm (10 arrivals and 54 departures).

Although it can be seen that a stand alone hotel use would generate less trips than the former use, there will be a number of leisure related uses at the hotel (including a swim club), restaurant and conference facilities which will cater for particular events such as weddings (which are likely to occur at weekends). The applicant's traffic consultant has therefore undertaken a sensitivity test to assess the combined traffic impact of the various uses/activities associated with the hotel which could lead to additional traffic movements.

On the basis that 30% of the trips are likely to be linked to other existing uses within the RWY (office staff based at the RWY visiting the Swim Club after work etc) the sensitivity test reveals that the combined total number of traffic movements increases to 62 trips in the am peak (arrivals and departures) and 55 during the pm. This is still less than the number of trips associated with the former use of the building.

Car Parking

Availability of car parking has become a major issue at the RWY as development has come forward and the Yard (as a destination) has become more popular particularly during weekends when demand sometimes outstrips supply (this can occur when events such as the monthly food fare takes place). Consequently it is essential that any development that comes forward is self-sufficient in its' car parking needs.

The alterations to the Melville building will result in the loss of existing car parking spaces (82 in total) both within the courtyard area and in some locations alongside the building. Clearly the loss of any car parking provision at the RWY (even for just a short period of time) would have a major impact upon both residents and businesses. This issue has been acknowledged by Urban Splash who have now agreed to construct the Nursery Car Park before any existing spaces are removed as part of the construction works associated with Melville. It is recommended that this be covered by way of a Grampian Condition.

The provision of the Nursery car park (which already has consent – app no 12/00868/FUL) provides a further 139 spaces. This combined with the provision of a row of 11 parking spaces along the western side of the building and extra spaces on the southern side results in an overall net gain of 76 spaces. There may be some difficulty in providing the 6 spaces along the southern elevation of the site thereby reducing the net gain in numbers of spaces to 70 (see comments below on Layout).

Based upon application of the maximum parking standards as outlined within the Development Guidelines SPD, a total of 61 off-street car parking spaces would be required to serve the 66 bed hotel. However there are other leisure related uses proposed at the hotel (swim club etc) along with conferencing/events which would result in periods where the demand for car parking is likely to outweigh the number of operational spaces provided to serve the hotel. Based upon the floor areas of these uses and current accessibility score for the site these additional uses (restaurant, conferencing, swim club) could generate demand for a further 53 spaces on the basis of the application of the maximum car parking standard for those uses.

Although the creation of the nursery car park will result in a net gain of a maximum of 76 spaces (which may get reduced down to 70) it should be noted that these spaces are not only required to serve the hotel but also office and retail use planned within the remainder of the Melville building which is not being occupied by Watergate Bay.

The applicant has confirmed that from an operational perspective they only require a maximum of 10 permit parking spaces within the Yard (6 of which would be allocated to staff) whilst car parking surveys conducted in August 2013 revealed that demand for spaces only outweighs supply during particular events (such as the monthly food fares) and that during 'normal' working days there is spare parking capacity on-site.

In order to free-up the availability of car parking within the Yard for its' day-to-day operations and address the additional demands associated with events, the applicant has agreed to provide an off-site park and ride site at Stonehouse Creek which will create a further 78 spaces. These spaces will not only be available for those persons attending conferences/events at the hotel but also guests staying at the hotel as a valet parking service will be provided thereby freeing-up spaces within the Yard. A limited number of staff will also be permitted to use these spaces if their circumstances require them to need to drive to work (early or late shifts etc.). A shuttle bus service is proposed to run between the park and ride site and the hotel.

An application for the creation of the off-site park and ride facility is due to be submitted shortly and in view of the need to provide such for events and conferences it is recommended that a Grampian Condition be attached to this application which requires the provision of the park and ride facility prior to the commencement of the hotel use within Melville.

Cycle Parking

The applicant has confirmed that a total of 10 secure and covered cycle parking spaces will be provided for staff within the quarry at the southern part of the Yard, immediately to the south of Melville. This is considered to be sufficient.

Whilst reference is made to additional visitor cycle parking spaces being provided along Main Street, there is no commitment to deliver such as part of this application as this requirement falls upon Urban Splash. It is therefore recommend that a Grampian condition be attached relating to the need for further visitor cycle parking to be provided.

Layout

Due to the close proximity of the building, the width of the 6 car parking spaces proposed along the southern elevation of the building should be increased so that they are a minimum of 2.6m, preferably 2.8m. This alteration will then impact upon the ability to manoeuvre into and out of the spaces located along the back wall. On this basis it may be necessary remove the 6 spaces proposed as part of the works.

Appropriate signing and lining will be required to keep the hotel delivery and drop-off area clear of parked vehicles (unless they are involved in dropping-off/collection).

Travel Plan

A draft Travel Plan has been submitted for the Melville building which accords with the aims and objectives of the site-wide TP (included within the RWY TS) which seeks to encourage the use of sustainable modes of transport as an alternative to the private car.

Following receipt of comments from the Local Highway Authority the applicant has confirmed that strict criteria will be put in place in respect of the allocation of staff car parking both on and off-site (in respect of the latter a permit/barrier system will be in operation at the park and ride car park which will only allow those staff to park here who are permitted to do so as a result of working pattern etc).

It is also recommended that funding be made available in order to allow travel passes to be provided for some members of staff who may wish to travel to and from the RWY by public transport. This point has been accepted by the applicant and we look forward to receiving details of such within the final version of the TP.

Whilst the site-wide RWY TP is administered/managed by Urban Splash, the hotel will have its' own Hotel TP Representative who will feed back to the site-wide coordinator. It is recommended that the hotel representative is in post no less than 3 months prior to the occupation of the hotel.

As mentioned above, the hotel intends to hold a number of events throughout the year which are likely to attract a significant number of visitors to the Yard. It is therefore recommended that an Events Management Plan be developed in order to better manage the increase in trips being made to and from the RWY as a result of such events taking place. The requirement for such accords with the site wide RWY TS which also includes reference to the need for EMP's. Various measures to be included within the EMP (which will have to be agreed with PCC for each event) are provision of off-site park and ride, off-site signing strategy, dedicated bus and ferry services, additional security staff/parking attendants to direct traffic etc. It is recommended that the EMP form part of the approved TP.

Whilst the TP is not yet in a finalised state, we are content that most of the outstanding points/issues could be addressed through the submission of a revised TP as part of the condition discharge process and therefore it is recommended that a suitably worded condition be attached relating to this.

RWY Transport Strategy

Following a further public consultation, Urban Splash have now produced an updated version of the RWY TS. Whilst the TS will be an evolving document that maybe subject to further change as the final buildings come forward for redevelopment, much of the principles included within it are now accepted and consequently the Local Highway Authority have no objections to this document now being formally signed-off.

To conclude we would not wish to raise any highway objections to this application it is recommended that the following conditions are attached to any grant of consent.

Police Architectural Liaison Officer

Not opposed to granting of permission

Public Protection

Environmental Protection Observations

The applicant has provided details of the CHP plant to this department, based on the specifications received we believe there to be a negligible impact on air quality from the plant and do not have any objection to the granting of planning permission.

Land Quality Observations

The Jubb Consulting Engineers Limited, Phase I Environmental Assessment that has been submitted with the application dated November 2013 identifies a low risk from contamination due to the proposal for the outdoor areas to be hard covered. As such we have no objection to the application.

The application includes the removal and relocation of an existing electrical substation. The above named report has identified the substation and potential associated contaminants; however, it concludes that there is limited potential risk from contamination due to the presence of hard standing. Whilst we do not disagree with these conclusions, if on removal of the existing hard standing to pave the area, there is visual or olfactory evidence of contamination below the hard standing, we recommend that further risk assessment is carried out because PCBs associated with substations can be very persistent in the environment. The report identifies a potential risk from radon, this is outside of the remit of this department and we recommend that Building Control is contacted for advice regarding the necessary radon requirements.

Food Safety & Standards Team Observations

Limited detail was available of the commercial kitchens. An advisory is including that advice is sought from the Public Protection Service before the fixtures and fittings are installed.

Health and Safety Observations

Following the pre-application meeting a noise survey has been submitted by the applicant indicating that noise survey from the day to day operation from the hotel will be minimal. Conditions below would be recommended to formalise the control of any noise. It should be noted that external seating outside the events area discussed at the pre application is not included in the application. Should the applicant intend to have external seating in the communal areas of the yard conditions will be added in accordance with the rest of Royal William Yard.

Neighbourhoods and Environmental Quality Observations

No comments.

Natural England

Statutory Nature Conservation Sites – No objection

This application is in close proximity to the Western King Site of Special Scientific Interest (SSSI). Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the site has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Should the details of this application change, Natural England draws your attention to Section 28(1) of the Wildlife and Countryside Act 1981 (as amended), requiring your authority to re-consult Natural England.

Protected Species

We have not assessed this application and associated documents for impacts on protected species. You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

Biodiversity Enhancements

This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application. This is in accordance with Paragraph 118 of the National Planning Policy Framework.

Landscape Enhancements

This application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green space provision and access to and contact with nature.

English Heritage (EH):

Recognise that Melville is a Building at Risk and considerable investment is required. Broadly supportive of the proposals and recognise significance of bringing the building back into a viable and beneficial use.

1 Roof Terraces

The inner roof terrace remains of some concern, especially in longer views across the courtyard from upper level windows, but we recognise that the visual impact of the terrace has been reduced, and we do not object to this element of the proposals.

2 New Outdoor Swimming Pool

Considerable progress has been made to address our previous concerns- namely in reducing the impact of the barrier between the swimming pool and the rest of the courtyard. Combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

3 Glazing to the Central Entrance Way

This remains the area of greatest concern and potential harm to the listed building. We do, however, recognise that efforts have been made to reduce its visual impact and to address some of the more detailed points previously raised. We also recognise the functional driver for such an entrance space and the benefits it would bring in terms of cutting down the wind tunnel effect in the central carriageway. Although there will be some degree of harm to the architectural significance of the listed building, given the overall objective of repairing the building and finding a viable, sustainable use for it, we do not object to this element of the proposal.

4 Dropping the Window Cills

Again we remain concerned but accept that if limited in number such an intervention would contribute towards providing a sustainable use for the building.

Whilst exact details of repair have not been received, we will seek highest standard and hope Plymouth can secure such repairs.

Council for British Archaeology:

The CBA strongly support the repair and reuse of this highly significant building. Many aspects of this application meet the requirements of the NPPF paragraph 131 in an exemplary fashion.

The more contentious elements of this application (as identified in the planning statement: the glazing of the arch, roof terraces, and the courtyard pools) are viewed within the context of the benefit of securing a sustainable use for the building.

Measures to ensure these alterations are carried out in the most suitable manner appear to be in place.

The outdoor swimming pool is a concern; the NPPF highlights “viable uses consistent with their conservation” and the CBA note that a swimming pool in this area is likely to lead to future applications to improve a solely outdoor swimming facility in a high-end hotel.

Environment Agency (EA):

Whilst we do not wish to raise any in principle objections we advise that the application should not be determined until further information has been submitted in respect of flood risk management over the lifetime of the development. We have reviewed the Flood Risk Assessment (FRA) produced by Jubb Consulting Engineers and consider that it does not include sufficient information to adequately inform the determination of this planning application.

The Melville building is located in Flood Zone 1 (the low risk flood zone) and the access to the building is located in Flood Zone 2 (the medium risk flood zone). However, our flood map does not take account of sea level rise associated with climate change. If climate change is considered, as required by the National Planning Policy Framework (NPPF), over the expected lifetime of the development the building and its access are at risk of coastal flooding during events as low as a 1 in 10 year event.

We expect that the FRA supporting this application should clearly detail the risk of flooding to the proposed development over its lifetime, including an allowance for sea level rise. Based on this information the FRA should assess in detail the flood risk (including residual flood risk) to the proposed hotel accounting for the presence of defences as they currently exist. The FRA should set out the flood risk management, resistance and resilience options for the building itself.

We recommend that the FRA also includes a review of the existing flood action procedure. The procedure includes information on the standard of defence including an allowance for climate change which needs reviewing.

It is important to note that the NPPF expects a new development (including its access/egress) to be safe from flooding over its lifetime. Both the current FRA (paragraph 5.5) and the Mott MacDonald 'Flood Barrier Improvement Assessment' report (dated August 2007), which assesses the ability to upgrade the existing defences and was copied to us on 10 January 2014, highlight the need for the standard of defence to be raised within the lifetime of the development.

We agreed at the pre-application stage that it would be unreasonable for the upgrade to the defences for the whole of Royal William Yard to be delivered solely off the back of this proposal. However, it was agreed that a simple flood management strategy should be prepared which identifies the deficiencies in the present defences for the Yard and a range of viable options (including approximate costings) for how the defences can be upgraded to ensure flood risk is appropriately managed over the lifetime of development in the yard. The findings of the Mott MacDonald barrier improvement report should be incorporated into this strategy. It is envisaged that the strategy then be adopted by your Authority who will need to select an appropriate option, identify funding mechanisms and deliver the upgraded defences in good time.

Queens Harbour Master:

Given it's central location within the RWY site and being set well clear of the main navigation channels QHM is content with the proposals and has no comment.

Representations

32 letters of representation were received; these include 28 letters of objection and 4 letters of support.

16 of the 28 objections received stated either no objection or support for the principle of the hotel but had objections as contained within the list below.

Objections, including some observations

1. It is critical that Urban Splash provide parking spaces from the outset of this development.
2. Through the development, 58 parking spaces in the courtyard and approx. 11 spaces sited around the building be lost, with no plans to replace these during development.
3. These spaces are a necessary supply of parking for residents and businesses.
4. Residents currently have problems with finding parking spaces.
5. The Nursery Garden car park should be built sooner rather than later/prior commencement of development.
6. The off-site parking should be provided prior to opening of hotel.
7. The location of off-site parking along with contractual obligations/arrangements should be revealed prior to start of works.
8. The proposal for off-site parking is very vague, contains no definite commitment, has no site secured, and gives no illustration of how such an apparently unrealistic scheme has worked anywhere else.
9. The 100 space off-site car park would not be sufficient for the proposed development at peak times.
10. Impact on car parking for residents and businesses during construction phase will be severe.
11. Poor public transport links.
12. Current parking problem will be made worse by the extra visitors to hotel.
13. Parking is currently even more of a problem during spring and summer months when RWY is busy and parking areas are usually full.
14. Traffic flow is also a contentious issue.
15. Parking and traffic flow have a considerable knock on effect within RWY and also the Stonehouse peninsula.
16. To date no Transport Strategy has been produced.
17. Oppose this application until a comprehensive transportation and parking plan has been fully discussed and agreed with the community directly concerned.
18. Volume of traffic to RWY has doubled and a hotel will exacerbate the problem
19. Lorries and delivery vehicles have damaged road through potholes.
20. Without conditions relating to the parking provision, approval of application could put the whole site into jeopardy.
21. Request application is put on hold until PCC are satisfied with the overall Transport Strategy and any parking schemes are put in place.
22. The whole experience of visiting the Yard is becoming increasingly compromised because of the high density/movement of vehicles and the pollution.

23. The objective should be that only residents and delivery vehicles can enter/park in the Yard. Visitors to arrive by bus; by car to nearby car park (see below) and park and ride; by ferry; cycling; walking.
24. The priorities then should be for agreement to be reached with the bus company to run buses (of one number only 42/42A) at 10/15 minute intervals from early morning until late evening, seven days a week throughout the year, and travelling without any long interval stops, from RWY through to Derriford/city centre so that this service is so frequent and efficient that many people will choose to use it.
25. Urban Splash and the Hotel to combine to build the offsite car park referred to in the documentation, but the car park must be large and close enough to the Yard so that the 42/42A bus can include it on its route (park and ride).
26. Urgency should be brought to bear to provide an integrated water ferry system across the whole Plymouth waterfront, for as many months of the year as possible (As with the Falmouth ferry system).
27. Object to use of reservoir for overflow parking (proposed as part of Transport Strategy for RWY). Reservoir is listed, in Conservation Area, Area of Outstanding Beauty, used as a picnic recreation area. Use of reservoir for parking will impact upon amenity of neighbouring property. Use of reservoir will require removal of listed wall and provision of access will destroy gardens. If only used as temporary overflow car park, this would encourage a more permanent use. Access to reservoir parking will have highway implication for adjacent residents.
28. Object to pay and display plans.
29. Concerns over smell and noise from kitchen extractions and other systems.
30. Area spoiled by chaos, noise and pollution of cars.
31. I would not expect that hotel guests and event participants will willingly use the planned off site car park (1 to 2 km away) and walk or use buses back to the hotel. Human nature is that people want to park as close as possible to their destination and will drive around and around RWY hunting for spaces.
32. Concern that nursery gardens have consent for use as car park.
33. Historical failure of the developer to comply with planning conditions at Royal William Yard in relation to parking e.g. Mills Bakery, Factory Cooperage.
34. Work has not started on Nursery car park.
35. Request condition valet parking for hotel guests and off-site parking for staff should be monitored to ensure implementation.
36. Transport Strategy should arise from extensive public consultation and discussion and should include traffic surveys when major events are on.
37. Oppose any loss of green space within or outside of the Yard for car-parking
38. Parking on a first come first served basis, with residents paying for privilege, and cannot get parked on various occasions.
39. The suggestion that the Ferry service by sea to the yard from the Barbican should be increased is not really a viable solution as parking is also limited on the Barbican. Even if parking was available on the Barbican this would incur an additional cost to the Ferry boat fee.
40. Cycling not feasible for visitors to yard for evening meals.
41. Green could be used as overflow car parking instead of reservoir, with events held in reservoir instead of the Green.

42. A good robust Park and Ride service from Stonehouse Creek to the Royal William Yard would be an overall solution as it would eliminate the need for additional parking. It is less than a 5 minute bus ride away from the Royal William Yard and car drivers would happily leave their cars parked there as it is easily accessible from most main routes within the city. This could be used by both visitors and staff working at the Royal William Yard. This sort of scheme already works well for the employees at Derriford Hospital as do the local Park and Ride schemes to Plymouth City Centre from the surrounding areas such as Home Park, Roborough, Plympton and Ivybridge.
43. The approved car park for the Officers' Gardens within the Royal William Yard could become a 2 level car park. The ground is raised and could be excavated to create a lower and upper level without having an impact on the height of the landscape.
44. There is unused surplus tarmacked land situated within Millbay Docks just inside a gate which is almost opposite the entrance to the Royal William Yard. Parking on this land could be negotiated with the owners. This would make good use of the land and would also create easy pedestrian access to the Royal William Yard.

Support

1. Application is a welcome addition to the ongoing RWY development and will add to success of the yard.
2. Enhance employment prospects in RWY, create jobs.
3. Splendid idea.
4. Subject to objections regarding Transport Strategy resolved, a hotel such as that suggested would be wonderful and a very good addition for Plymouth.
5. Welcome continued development of RWY and watched Melville deteriorate for years.
6. Greatly enhance the Yard and provide a landmark hotel destination.
7. Quality commercial development that will enhance the city and RWY.
8. Attract new visitors to wider Plymouth and will encourage people to think of Plymouth as a tourist destination.
9. Impressive and has great merit.
10. Provide some useful facilities for neighbouring residents.
11. Welcome sustainable development and enterprise in Royal William Yard.
12. Sensitively restored.

Analysis

1.0 The key issues to consider are:

- Principle and Benefits of Developments
- Impact upon Listed Building
- Transport
- Flooding
- Impact upon Amenity

2.0 Principle and Benefits of Development

The site forms part of the site allocation for Royal William Yard (MS01) within the Millbay and Stonehouse Area Action Plan. Policy MS01 specifies the Melville building for use as a hotel. This building is one of the remaining buildings to be converted at Royal William Yard. The hotel proposal includes approx. two thirds of the Melville building, with the remaining building intended to be an office based use which would be assessed as part of a separate future application. Notwithstanding this, the associated listed building application proposes works for the complete building.

2.1 The proposed conversion and listed building works will ensure the preservation of this important listed building, which is currently on the Buildings at Risk register. This will require a substantial amount of investment due to the scale of the building and the extent of repair works required. However, as discussed in more detail below, the proposal will result in an optimum viable use of the building, securing its use for future generations.

2.2 The proposed hotel use will contribute towards Plymouth's visitor offer. Tourism, leisure and attracting visitors are priorities for the City and a priority for the Local Economic Strategy. The Melville Building has been unoccupied since the early 1990's and therefore a mixed use high-end development which will bring this substantial building back into use, create employment opportunities and further increase Royal William Yard's appeal for visitors is strongly supported by Economic Development. In addition, the City has a lack of top-end hotels and therefore a 4* or 5* hotel will particularly be encouraged as part of this development.

2.3 As part of the Council's growth agenda, for developments of this size, stature and scale, the Council requires the submission of an Employment and Skills Strategy as part of the planning application, in line with Strategic Objective 6 of the Core Strategy. This should demonstrate how local people and local businesses will benefit from the development in terms of job opportunities, apprenticeship placements, work experience opportunities, business supply chain opportunities and other employment and skills priorities. The Planning Statement advises that the creation of the Hotel within Melville will provide employment for around 200 staff directly and the construction project is likely to employ over of 100 skilled construction workers at any one time across a two year period and a considerable number of associated consultants. A condition will be recommended in order to request further details of the employment and skill strategy.

2.4 The intention is for the hotel to become a focus for the surrounding communities, and it labels itself a 'neighbourhood hotel' with its facilities open to the public and visitors to the area. It is intended to be a catalyst for a range of interesting activities, cultural events and community centred proceedings. This is in compliance with Core Strategy CS01 Development of Sustainable Linked Communities.

2.5 Overall, the proposal is considered to significantly contribute towards the tourism economy of Plymouth and will result in substantial investment in the building which should benefit the surrounding community and the wider Plymouth area. By supporting the development of tourism, the proposal is considered to comply with Core Strategy Policy CS04 Future Employment Provision.

3.0 Impact on Listed Building

The key consideration is the impact upon the character and appearance of the listed building and the setting of the adjacent listed buildings, in accordance with Policy CS03 Historic Environment of the Adopted Core Strategy and the NPPF. In addition, the principle of enabling development to secure the viable use of a listed building is a key consideration.

3.1 The proposal includes a variety of repairs and alterations to the listed building. Many of the conservation principles for repair have been established through the previous conversions at Royal William Yard, and also through the Conservation Plan (2007). The submission in some cases presents options for the repair, to be determined as the works are progressed. It is considered that these options of repair can be determined through the associated listed building applications and recommended conditions and are not appropriate for consideration under this application. The key areas of alteration are assessed below.

3.2 New glazed opening of entrance

This alteration causes the greatest concern for English Heritage as it would impact upon the understanding and functionality of the archway and also has the potential to impact upon public access to the courtyard. The submission has now removed all furniture and paraphernalia from this area, keeping the area clear, which has reduced its visual impact. The glazing has also been set back from the front elevation by 6m and installed behind pilasters at the front and rear which will then allow for the metal framing to be out of sight.

3.3 The supporting information advises that the glazing is required to allow for circulation space and will prevent the current window tunnel effect through the archway. It is understood that the siting of the entrance to the hotel has been examined however the archway is the natural place for visitors to gravitate towards. It is therefore considered that the glazed archway is required to allow for the successful conversion and re-use of this listed building. With sensitively designed and installed glazing, and a condition preventing the introduction of paraphernalia within the archway, there is no objection to the infilling of the archway. This is also reflected in English Heritage comments.

3.4 Creation of Glazed Bridge

The proposal also includes a glass and steel bridge linking the upper floors of the building, within the archway.

3.5 This will require the enlargement of existing window openings within the archway. English Heritage have no objection to this proposal as it was considered necessary for the functioning of the hotel but also was discrete and did not impact upon the functioning of the archway. There is no objection to this element of the proposed scheme.

3.6 Roof Terraces

Two roof terraces are proposed to the north and south of the clock tower. A dormer window will be required to be removed as part of these works. As noted above, at the pre-application stage, these were set at a higher level and would therefore be visible and would have a harmful impact upon the character and appearance of the listed building.

3.7 The current scheme proposes the roof terraces set down below a parapet wall, to a level which would mean they would not be visible from the front elevation, and only partially visible from the rear elevation set behind an overhanging roof plane. It should also be noted that roof terraces have been approved and implemented elsewhere in Royal William Yard. Given the reduced visual impact, there is no objection to the roof terraces. English Heritage has no objection to this part of the scheme.

3.8 Works to Courtyard

A swimming pool and reflective pool are proposed within the courtyard. At the pre-application stage there were initial concerns over the swimming pool, primarily due to the subdivision of the space, which was indicated to be via a block wall. The current scheme now includes a reflective pool, which will create symmetry within the space, while also enhancing the potential for public enjoyment of the courtyard. The boundary treatment between swimming pool and reflective pool is now a frameless glazed screen which minimises any visual separation of the space. The surface treatments for both pools are proposed to be of the same colour scheme in order to allow for both pools to read as one. English Heritage have acknowledged that considerable progress has been made to this part of the scheme and combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

3.9 The comments made by the Council of British Archaeology raise concern over the long term sustainability of an outdoor pool, and question whether permitting this “would lead to further applications, either for an additional indoor pool for which space is not currently allowed within the design, or for covering of the outdoor pool which is likely to have considerable negative impact on the building however it was devised.” It should be noted that any further works would require a listed building and/or planning application.

3.10 One key area of alteration in the courtyard is the removal of the existing substation which is considered to enhance the character and appearance of the space. The substation is relocated within the quarry area, which will be significantly less visually prominent.

3.11 Through the removal of the substation, this will expose an area of wall which currently has blocked up window openings. It is proposed to reopen these windows and enlarge them to create door openings which will allow for direct access to the courtyard. The openings will be formed from steel, in a similar fashion to new door openings in Brewhouse and Mills bakery.

3.12 These works of alterations are largely considered to preserve the character and appearance of the listed building. Some of the works of alteration, including the glazed arch, creation of roof terraces and dropping of window cills, will cause “less than substantial harm” (NPPF para 134). Given that the proposal will result in securing the optimum viable use of the building, these works of alteration are considered acceptable.

Referring to English Heritage comments, they do not object to the proposed scheme on this basis. In addition, by bringing the building back into use and by repairing the building, this will have a positive impact upon the setting of the other listed buildings located within RWY. The proposal is therefore considered to comply with Core Strategy Policy CS03 Historic Environment.

3.13 It is considered that the high quality conversion and resultant design of the building will contribute positively to the areas identity and heritage and will promote the image of the city in this prominent location, and is therefore considered to comply with Core Strategy Policy CS02 Design.

4.0 Transport

4.1 The RWY Context

This application is supported by a Travel Plan Statement and Transport Statement, both relating to the proposed hotel development. As noted in the Transport comments above, there is no objection to the submitted documents.

4.2 In conjunction with this application process, there is an updated Transport Strategy being developed, relating to the wider Royal William Yard. The previous Transport Strategy for the site is dated 2005 and is now outdated.

4.3 The wider Transport Strategy is a conditional requirement of the consent for the 150 space nursery car park (12/00868/FUL see history above). This application was approved at Committee with the following requirement: “The Council will expect any future applications coming forward for consideration by the Planning Committee to be accompanied by a satisfactory Transport Statement, when relevant to the application in question.” The Transport Strategy has also been developed alongside this application process. This Strategy has been to a public consultation, led by Urban Splash and is currently being updated following the public consultation.

4.4 As evident in the objections received, the parking issues at RWY are the subject of serious concern and the Transport Strategy considered long overdue. This issue is acknowledged in the Transport comments above.

4.5 Loss of Melville Parking

One of the key matters arising from this application is the loss of the car parking spaces, within the Melville courtyard and surrounding the building, which are to be removed as part of the hotel proposals totalling 82 car parking spaces removed. It is considered that the loss of these spaces without any replacement spaces would have a detrimental impact upon the residents and businesses of RWY. In order to mitigate this impact, Urban Splash have agreed to construct the nursery car park prior to the loss of spaces associated with Melville. Many of the objections received request that the nursery car park is brought into use before the parking spaces within/around Melville are lost. Officers consider that this is a reasonable and necessary requirement and recommend a condition on this basis.

4.6 In terms of proposed parking, the hotel will be allocated 4 parking spaces to west of building and will have 6 parking permits for the wider yard area.

4.7 There will be a guest drop off/pick up facility to the front of the building and a delivery entrance to the side of the building.

4.8 Off Site Park and Ride

The use of the building will increase parking demand at the site. On this basis an off-site park and ride facility is proposed as part of the site specific Transport Statement. This proposes to secure approx. 78 off-site car parking spaces available for both guests and staff. Attendees of conferences and functions to be held in the event space would also be able to park in the off-site car parking area. The aim of the off-site parking area is to provide parking for long stay vehicles freeing up space at the Yard for short stay trips allowing greater turnover of spaces. Whilst the exact details of these parking spaces is yet to be confirmed, it is proposed to be within 1-2km of the Yard enabling staff and conference attendees the opportunity to walk/cycle from the off-site car park to the Yard. A shuttle bus is also proposed to run between the park and ride and the hotel.

4.9 In addition a valet service is proposed, which would use this off site car park to store guest vehicles whilst staying at the hotel. Guests would drive to the hotel where they would be met by a member of staff who would then drive their car off-site. It is envisaged that around 30 car parking spaces would be used for the valet service.

4.10 This off-site parking facility will be subject to a separate application. A condition is recommended to ensure the off-site parking facility is constructed and available for use prior to occupation/first use of the hotel.

4.11 Melville Travel Plan and Transport Statement

As noted in the Transport comments above, the Transport Statement has included a sensitivity test to assess the combined traffic impact of the various uses/activities associated with the hotel which could lead to additional traffic movements. The combined total of trips is less than the number of trips associated with the former use of the building.

4.12 The draft Travel Plan requires a Travel Representative to be appointed by the hotel to implement Travel Plan measures within the hotel. Various measures are proposed including Staff Travel Information Packs, Personal Travel Planning service, Guest Travel Information Leaflets, cycle initiatives and car sharing.

4.13 As noted in the Transport comments above, the hotel proposes events which will increase the visitors to the yard. In addition to the off-site park and ride, a condition requiring an updated Travel Plan, including an Events Management Plan is recommended to help to mitigate and manage this impact.

4.15 Cycle Parking

10 staff cycle spaces are proposed in the quarry area which is considered to be a sufficient amount.

4.16 Visitor cycle spaces are not included within this application, but are proposed as part of the Transport Strategy. A condition is recommended for these spaces to be implemented prior to occupation of the hotel.

4.17 Transport Strategy - Other Issues

The Transport Strategy for the RWY proposes the use of the reservoir for overflow parking. It is important to note that this is not in relation to the events proposed for the hotel use, as the off-site car park is proposed for this purpose. Some of the objections received have objected to the use of the reservoir for parking. It is not considered that these comments directly relate to this proposal, as this is not required for the development of the Melville building, and would be subject to a separate application where consultations would be fully considered.

4.18 Transport has commented that many of the principles within the Strategy are now accepted however the submission of the updated Strategy is currently awaited.

4.19 Overall, with the provision of the nursery car park and the proposed off site car park, the impacts from the proposed use, including the loss of parking and increase in demand for parking, will be mitigated by the phased implementation of these car parks. The additional requirements such as the events management plan and cycle parking will also contribute to reducing the impacts from the proposed use. The proposal is therefore considered to comply with Core Strategy Policy CS28 and Section 4 of the NPPF Promoting Sustainable Transport.

5.0 Flood Risk Management

The application site is partially located within Flood Zone 2 along the front (North West) elevation. A site specific flood risk assessment has been submitted. This identifies two primary flood risks to the building (extreme tidal event and surface water flooding). It is suggested these risks will be managed by the provision of an appropriate flood management plan, demountable defences and flood resilient construction.

5.1 The proposed hotel use constitutes a 'More Vulnerable Use' in the NPPF. As the site is allocated through the Area Action Plan for a hotel use, this means there is no requirement for a sequential test. However, under the NPPF requirements, the development needs to be safe, including access/egress, for its lifetime allowing for climate change.

5.2 Due to the above requirement, through this application process, an assessment has been made of the existing defences in place at Royal William Yard. Whilst the existing defences are functioning to current requirements and predicted sea level change for the next 50 years, in the following 50 years onwards, it has been noted that the flood defences in place would not protect the building *for the lifetime* of the development taking into account climate change. Accordingly, the proposal would not strictly comply with the NPPF requirements.

5.3 In negotiation with the EA, it is considered unreasonable for this proposal to deliver an upgraded flood defence scheme for the whole of RWY that would ensure that the hotel is safe over its lifetime. In order to seek to address the NPPF requirements, an updated flood strategy has been requested. This will set out the required works to upgrade the flood defences to bring the flood defences up to the current required standards e.g. for the lifetime of the development, taking into account climate change. This will then feed into the Local Flood Risk Management Strategy and form the basis of a longer term strategy to implement the required works. At the time of writing, this updated strategy has been submitted and is with the LPA and EA for consideration.

5.4 Once the updated strategy has been agreed, the proposal will be considered to comply with Core Strategy Policy CS21 and paras 100 to 104 of the NPPF. It is expected that there will be conditions required following the receipt of the updated EA comments. As these comments are awaited, these conditions will be recommended through an addendum.

6.0 Impact upon Amenity

The proposal includes an outside seating area to the front of the building and also within the courtyard. There is also an outside seating area within the roof terraces.

6.1 It is noted there has been a recently approved application at RWY for the retention of areas of outside seating (13/01663/FUL see planning history above). This approved the retention of the outside seating subject to a number of conditions relating to a management plan, music and smoking area restriction. Public Protection has no objection on this basis. It should be noted that this restriction does not extend to the inside seating within the courtyard as this area of seating is not considered to give rise to any noise impacts given its enclosure within the Melville courtyard.

6.2 An acoustic report has been submitted in support of this application. This has assessed the impact from the outdoor pool, outdoor seating, noise from the function room, restaurant breakout noise, fitness suite and air handling plant. Based on this assessment there are no significant noise impacts arising from the proposed development, which is considered to comply with para 123 of the NPPF and Core Strategy Policy CS22.

6.3 The proposed roof terraces on the front/north elevation are set down by 1.5m from the parapet, which will provide some mitigation against overlooking from the terraces. In addition, the roof terraces are 43m distant from the nearest residential buildings (Mills Bakery and Brewhouse), which is considered to be a sufficient distance to ensure there are no issues over overlooking and impact upon the privacy of the occupants of this property. This is considered to comply with Core Strategy CS34 Planning application considerations.

7.0 Energy Statement

Core Strategy Policy CS20 requires the incorporation of onsite renewable energy production equipment to offset at least 15% of predicted carbon emissions for the period 2010-2016. Due to the heritage constraints of the scheme, principally the Grade I listed nature of the building, the proposal is not considered suitable for a renewable energy technology. However the proposal includes a Combined Heat and Power (CHP) system to be sited within the quarry area. It is acknowledged that this is a low carbon rather than a renewable energy technology, nevertheless this would achieve a 15% reduction in predicted carbon emissions and considered to be an acceptable solution to address the policy requirements. A condition will be recommended to seek details of the proposed system.

8.0 Contaminated Land

A Phase I Environmental Assessment has been submitted in support of the application.

In general the risk of contamination potentially impacting end users of the site, construction workers or controlled waters is considered to be low, as no significant sources of contamination have been identified, and the site is to be hard paved throughout.

8.1 The proposal includes the relocation of the substation, which has the potential for contaminants. The Phase I study concludes this will pose limited risk due to the hardstanding. Public Protection has recommended a condition to deal with unexpected contamination. The proposal is therefore considered to comply with Core Strategy Policy CS22 Pollution and paras 120 to 123 of the NPPF.

9.0 Quarry Area

The quarry, sited to the south of Melville, includes installation of a substation, CHP plant, cycle store, plant and refuse store. The use of this area for servicing requirements is considered an innovative solution that will minimise the impact upon the setting of the surrounding listed buildings. There are no works proposed to the listed wall.

9.1 Details of the CHP plant have been submitted and Public Protection have no concerns in relation to the impact on air quality from the plant and do not have any objection to the granting of planning permission. This is considered to be in compliance with Core Strategy Policy CS22 Pollution and para 123 and 124 of the NPPF.

10.0 Biodiversity

Bat surveys were submitted as part of the pre-application enquiry. These did not find any evidence of bats, and therefore no mitigation is required or enhancements have been requested.

11.0 National Planning Policy Framework

The National Planning Policy Framework seeks to actively encourage and promote sustainable forms of development. It replaces all previous Planning Policy guidance issued at National Government Level. This application has been considered in the context of the Council's adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance.

Human Rights

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Local Finance Considerations

The proposal has no S106 contributions and the CIL contribution for hotels is £0. Consideration should be given to the investment in the Building at Risk.

Equalities and Diversities

Disabled access will be provided throughout most of the building, with the provision of fully accessible toilets and facilities. Lift access is provided internally, which means most of the rooms are fully accessible. Facilities such as the upper floor swim club treatment rooms, members bar, ground floor fine dining, event space and the sunken roof terrace on the southern side of the clocktower are fully accessible.

It is stated that all customer facing desks, bars and service points will be designed to be fully inclusive, with high and low access, wheelchair recesses, hearing loops, contrasting edges and clear signage.

10 rooms are not fully accessible due to 3 steps and the clocktower terraces would also not be accessible as it cannot be served by a lift access. The fine dining restaurant is fully accessible at the ground floor only.

The intention is for the hotel to become a focus for the surrounding communities, and labels itself a 'neighbourhood hotel' with its facilities open to the public and visitors to the area.

Conclusions

This is a comprehensive proposal for the conversion of the final remaining and prominent buildings of the Royal William Yard mixed use development. The scheme will include a significant amount of investment into the Building at Risk, securing its optimum viable use as a hotel. The design and alterations will create a unique, high quality environment, which will be considered an asset to the Royal William Yard and to Plymouth's visitor offer. The off-site Park and Ride will provide a solution to the concerns of residents of the site in relation to parking and traffic impacts, as well as the implementation of the onsite Nursery car park, both of which will be secured by means of the recommended Grampian conditions. The scheme has also contributed towards addressing the future flood risk management of the Royal William Yard in years to come.

Recommendation

In respect of the application dated **10/12/2013** and the submitted drawings ,it is recommended to: **Grant Conditionally**

Conditions

DEVELOPMENT TO COMMENCE WITHIN 3 YEARS

(1) The development hereby permitted shall be begun before the expiration of three years beginning from the date of this permission.

Reason:

To comply with Section 51 of the Planning & Compulsory Purchase Act 2004.

APPROVED PLANS

(2) The development hereby permitted shall be carried out in accordance with the following approved plans:

1049-GA-001a PL1, 1049-GA-001b PL1, 1049-GA-010 PL1
1049-GA-011 PL1, 1049-GA-012 PL1, 1049-GA-014 PL1
1049-GA-020 PL2, 1049-GA-021 PL2, 1049-GA-022 PL1
1049-GA-023 PL2, 1049-GA-024 PL2, 1049-GA-025 PL1
1049-GA-026 PL1, 1049-GA-027 PL2, 1049-GA-030 PL1
1049-GA-031 PL2, 1049-GA-032 PL1, 1049-GA-033 PL2
1049-GA-034 PL1, 1049-GA-035 PL2, 1049-GA-036 PL1
1049-GA-037 PL1, 1049-GA-040 PL2, 1049-GA-041 PL2
1049-GA-042 PL1, 1049-GA-043 PL2, 1049-GA-044 PL2
1049-GA-045 PL2, 1049-GA-046 PL1, 1049-GA-047 PL2
1049-GA-048 PL2, 1049-GA-049 PL1, 1049-GA-050 PL2
1049-GA-051 PL1, 1049-GA-110 /, 1049-GA-111 /,
1049-GA-112 /, 1049-GA-113 /, 1049-GA-130 /
1049-GA-131 /, 1049-GA-132 /, 1049-GA-133 /
1049-GA-134 /, 1049-GA-135 /, 1049-GA-136 /
1049-GA-137 /, 1049-GA-140 /, 1049-GA-141 /
1049-GA-142 /, 1049-GA-143 /, 1049-GA-144 /
1049-GA-145 /, 1049-GA-146 /, 1049-GA-147 /
1049-GA-148 /, 1049-GA-149 /, 1049-GA-150 /
1049-GA-151 /, 1049-A-001 PL1, 1049-A-002 PL1
1049-A-003 PL1, 1049-A-004 /, 1049-A-005 /

I049-A-007 PLI, I049-A-008 /, I049-A-009 /
I049-A-010 /, I049-A-011 /, I049-A-050 /
I049-A-051 /, I049-A-052 /, I049-A-053 /
I049-A-054 /, I049-A-070 /, I049-A-072 /
I049-A-075 /, I049-A-076 /, I049-A-078 /
I049-A-079 PLI, I049-A-100 /, I049-A-101 PLI
I049-A-102 /, I049-C-001 /, I049-C-002 /
I049-C-003 /, I049-C-004 /, I049-C-005 /
I049-C-006 /, I049-C-007 /, I049-C-008 /
I049-C-009 /, I049-C-010 /, I049-C-030 /
I049-C-031 /, I049-C-032 /, I049-C-033 /, I049-C-035 PLI

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 61-66 of the National Planning Policy Framework 2012.

ANCILLARY OR INCIDENTAL USE

(3) The proposed "living space" café, restaurant, function room, swim club, spa, gym and members bar shall only be used for purposes incidental or ancillary to the primary use of the premises as a hotel (CI).

Reason:

Whilst the proposal for such ancillary use is acceptable to the Local Planning Authority, the independent use of different parts of the premises would be likely to produce conditions unacceptable to the Local Planning Authority; this condition is in accordance with Policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 61 and 123 of the National Planning Policy Framework 2012.

REPORTING OF UNEXPECTED CONTAMINATION

(4) In the event that contamination or ground conditions are found when carrying out the approved development, that were not previously identified, expected or anticipated; they must be reported in writing immediately to the Local Planning Authority and an investigation and risk assessment must be undertaken. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,

- ecological systems,
- archeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

Where remediation is necessary a remediation scheme must be prepared, which is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site is suitable for use and will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the environment, future users of the land and neighbouring land are minimised, and ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors; and to avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

NOISE FROM PLANT AND EQUIPMENT

(5) The noise emanating from the fans/ventilation equipment/air conditioning/plant/etc (LAeqT) should not exceed the background noise level (LA90) by more than 5dB, including the character/tonalities of the noise, at anytime as measured at the façade of the nearest residential property.

Reason: To protect the residential and general amenity of the area from noise and odour emanating from the operation of any mechanical extract ventilation system and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

NOISE FROM AMPLIFIED MUSIC

(6) Amplified, acoustic and live music is only permitted outside the premises if it takes place within the hotel courtyard. Music is not permitted in the communal parts of Royal William Yard unless agreed in writing from the Local Planning Authority. This is to prevent noise nuisance to nearby residents.

Reason: To protect the residential and general amenity of the area from noise emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

NOISE MANAGEMENT PLAN

(7) Prior to the operation of the hotel, a management plan shall be submitted and agreed in writing by the Local Planning Authority. Once agreed the management plan shall be fully implemented and complied with unless otherwise agreed in writing.

As a minimum the management plan must specify;

- The position of the designated smoking areas which must be at least 2 metres away from the façade of any building with residential properties adjacent or above.
- The controls to ensure that the smoking area must be used for smoking only. In line with any time restrictions.
- The actions in place to control any noise likely to affect nearby residential properties.
- How the applicant intends to monitor any activity that may affect residential properties, which should include as a minimum the provision of hourly security checks of the outdoor seating to identify any activity or behaviour that may affect residential properties.
- Procedure for implementation of appropriate control measures to deal with unacceptable activity that may impact on the amenity of the area.
- Supplying residents a phone number of the security desk to contact in the event of any disturbance. Any calls received must be recorded and made available to the Local Authority.
- A system of training must be completed and maintained with local businesses operating in Royal William Yard, to ensure compliance at all times with the management plan.
- The management plan must be reviewed annually and on any occasion when significant changes to the businesses take place or any complaints are received from local residents.

Reason: To protect the residential and general amenity of the area from noise emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

NOISE HOURS OF OPERATION

(8) The outdoor seating areas (not including the seating in the courtyard) must not be used outside of the following times: -

Monday to Saturday	10.00 - 22.30 hrs
Sunday	11.00 - 22.30 hrs,

After 21:00 no external seating is to be allocated to customers.

The external seating must be cleared of customers by 22:30.

External furniture must only be set up or removed between the hours of 10:00 am and 22:40pm Monday - Saturday and 11:00am and 22:40pm on Sundays.

Reason: To protect the residential and general amenity of the area from noise emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

OPERATIONAL RESTRICTIONS TO ENSURE USE REFLECTS USE CLASS

(9) The supply of alcoholic drinks to the external seating area (not including the internal courtyard) must be by waiter/waitress service only.

In prominent positions in the outside seating areas signage must be present stating the opening times of the outside area and that it is served by waiter/waitress service only.

Reason: To protect the residential and general amenity of the area from noise emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

OUTDOOR TABLES AND FURNITURE

(10) Any moveable furniture used in the outside area must fitted with rubber feet.

Reason: To protect the residential and general amenity of the area from noise emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SMOKING AREA - NOISE AND ODOUR NUISANCE

(11) Smoking shall only take place in designated smoking areas which must be at least 2 metres away from the façade of any building with residential properties adjacent or above. Prior to use any smoking area must be approved by the Local Planning Authority. After 22:30 hours the designated area must be used for smoking only.

Reason: To protect the residential and general amenity of the area from noise and odour emanating from the external seating areas and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CODE OF PRACTICE

(12) During development of the scheme approved by this planning permission, the developer shall comply with the relevant sections of the Public Protection Service, Code of Practice for Construction and Demolition Sites, with particular regards to the hours of working, crushing, piling and noisy operations, control of mud on roads and the control of dust.

Reason: The proposed site is in immediate vicinity to existing residential properties, whose occupants will likely be disturbed by noise and/or dust during demolition or construction work and to avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007

DELIVERIES AND REFUSE COLLECTION

(13) Deliveries and refuse collections are restricted to the following times: -

Monday to Saturday and 8am	No deliveries or refuse collection between 6pm
Sundays and Bank Holidays	No deliveries or refuse collection

Reason: To protect the residential and general amenity of the area from noise emanating from delivery and waste collection activities and avoid conflict with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007

USE OF ARCHWAY

(14) The glazed archway shall be kept clear from any furniture, structures or other paraphernalia, unless otherwise agreed in writing.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

EMPLOYMENT STRATEGY

(15) Prior to commencement of development an employment and skills strategy shall be submitted and approved in writing by the Local Planning Authority. The strategy shall include details of how local people and local businesses will benefit from the development in terms of job opportunities, apprenticeship placements, work experience opportunities, business supply chain opportunities and other employment and skills priorities.

Reason:

To ensure employment and skills development in accordance with policy CS04 of the Plymouth Local Development Framework Core-Strategy (2006-2021) 2007.

PEDESTRIAN/CYCLE ACCESS

(16) The building shall not be occupied until a means of access for both pedestrians and cyclists has been constructed in accordance with the approved plans.

Reason:

To ensure that an appropriate and safe access is provided in the interests of public safety, convenience and amenity in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraph 32 of the National Planning Policy Framework 2012.

PROVISION OF PARKING AREA - EXCLUDING THOSE SPACES WITHIN THE NURSERY CAR PARK

(17) Each of the additional car parking spaces shown on the approved plans (excluding those provided within the Nursery Car Park) shall be constructed, drained, surfaced and made available for use prior to first use/occupation of the building and thereafter those spaces shall not be used for any purpose other than the parking of vehicles.

Reason:

To enable vehicles used by staff or visitors to be parked clear of the access roads serving the RWY so as to avoid damage to amenity and interference with the free flow of traffic around the Yard in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and paragraph 32 of the National Planning Policy Framework 2012.

CYCLE PROVISION

(18) The use of the building shall not commence until space has been laid out within the site in accordance with details previously submitted to and approved in writing by the Local Planning Authority for 10 bicycles to be securely parked. The secure area for storing bicycles shown on the approved plan shall remain available for its intended purpose and shall not be used for any other purpose without the prior consent of the Local Planning Authority.

Reason:

In order to promote cycling as an alternative to the use of private cars in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraph 32 of the National Planning Policy Framework 2012.

GRAMPIAN CONDITION - VISITOR CYCLE PARKING

(19) No occupation of the building shall take place until a minimum of 30 secure and covered cycle parking spaces for use by visitors to the Hotel and associated uses have been provided by Urban Splash in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

REASON:- In order to support the aims and objectives of the Royal William Yard Transport Strategy in promoting the use of sustainable modes of travel such as cycling as an alternative to the private car in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

LOADING AND UNLOADING PROVISION

(20) Before the building hereby permitted is first brought into use, adequate provision shall be made to enable goods vehicles to be loaded and unloaded within the site in accordance with details previously submitted to and approved in writing by the Local Planning Authority.

Reason:

To enable such vehicles to be loaded and unloaded off the public highway so as to avoid:- (i) damage to amenity; (ii) prejudice to public safety and convenience; and (iii) interference with the free flow of traffic on the highway; in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraph 32 of the National Planning Policy Framework 2012.

TRAVEL PLAN

(21) The use hereby permitted shall not commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The said Travel Plan shall seek to encourage staff and all site users to use modes of transport other than the private car to get to and from the site. It shall also include details of the Events Management Plan (which shall come into operation when various events take place at the RWY) along with details of measures to control the use of the permitted car parking areas; arrangements for monitoring the use of provisions available through the operation of the Travel Plan; and the name, position and contact telephone number of the person responsible for its implementation. From the date of occupation the occupier shall operate the approved Travel Plan.

Reason:

The Local Planning Authority considers that such measures need to be taken in order to reduce reliance on the use of private cars (particularly single occupancy journeys) and to assist in the promotion of more sustainable travel choices in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007. The applicant should contact Plymouth Transport and Infrastructure for site-specific advice prior to preparing the Travel Plan.

GRAMPIAN CONDITION - NURSERY CAR PARK

(22) No construction works on the Melville building which result in the loss of existing off-street car parking serving the RWY shall take place until the Nursery Car Park (which provides 139 car parking spaces) has been delivered in its' entirety.

REASON:- To ensure that there is no reduction in the level of existing off-street car parking serving the RWY and therefore allow vehicles used by residents or staff/visitors to the Yard to be parked clear of the access roads serving the RWY so as to avoid damage to amenity and interference with the free flow of traffic around the Yard in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

GRAMPIAN CONDITION - OFF-SITE PARK AND RIDE FACILITY

(23) The hotel hereby proposed and associated uses shall not commence until an off-site park and ride facility providing a minimum of 78 spaces has been delivered in accordance with details to be submitted to and approved in writing by the Local Planning Authority and that facility shall remain in operation until as such time that the proposed use ceases to operate.

REASON:- In order to meet the car parking demands associated with the proposed use and therefore prevent vehicles of staff or visitors/guests of the hotel parking on-street in the local area giving rise to conditions likely to cause damage to amenity and interference with the free flow of traffic on the highway which is contrary to Policies CS28 and CS34 of the City of Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

SURFACING MATERIALS

(24) No development shall take place until details of all materials to be used to surface the swimming pool and reflecting pool have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason:

To ensure that the materials used are in keeping with the character of the area in accordance with Policy CS02, CS03 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 61 to 66 of the National Planning Policy Framework 2012.

INFORMATIVE LICENCING ACT 2003

(1) All businesses operating within the Royal William Yard must have regard to the requirements placed on them by their premises licence. These may be more stringent than the planning conditions and may place restrictions on the number of outdoor covers that they are permitted to operate which conflicts with the number for which planning permission has been granted.

INFORMATIVE SMOKING AREAS

(2) You should consider the effect that patrons of the yard smoking may have on residential properties. In particular it is advisable to designate areas close to any building as non-smoking to minimise and any odour or noise having an adverse effect on residential properties.

Public Protection would recommend that any designated smoking area is at least 2 metres away from the façade of any building with residential properties adjacent or above. Prior to use any smoking area must be approved by the Local Planning Authority as identified in the noise management plan. After 22:30 hours the designated area must be used for smoking only.

CODE OF PRACTICE

(3) A copy of the Public Protection Service, Code of Practice for Construction and Demolition Sites can be adopted either in part or as a whole to satisfy the above condition. It can be downloaded for submission via:
<http://www.plymouth.gov.uk/homepage/environmentandplanning/pollution/noise/noisecanddeal/constructionnoise.htm>

It is also available on request from the Environmental Protection and Monitoring Team: 01752 304147.

ADVISORY COMMERCIAL KITCHEN

(4) Before installation of the commercial kitchen it is advisable to contact the Public Protection Service for advice to ensure compliance with the requirements of the Food Safety and Hygiene (England) Regulations 2013

INFORMATIVE: DEVELOPMENT DOES NOT ATTRACT A COMMUNITY INFRASTRUCTURE LEVY CONTRIBUTION

(5) The Local Planning Authority has assessed that this development, although not exempt from liability under the Community Infrastructure Levy Regulations 2010 (as amended), will not attract a levy payment, due to its size or nature, under our current charging schedule. The Levy is subject to change and you should check the current rates at the time planning permission first permits development (which includes agreement of details for any pre-commencement conditions) see www.plymouth.gov.uk/cil for guidance. Index-linking may also apply.

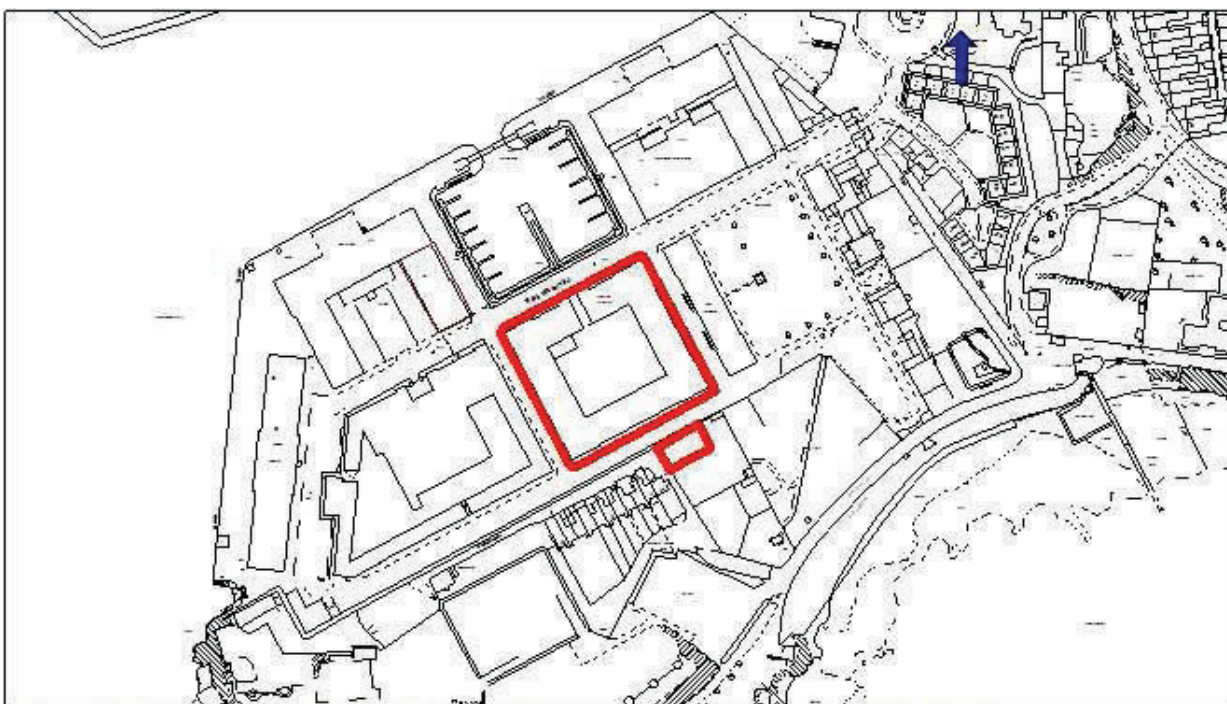
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PLANNING APPLICATION REPORT



ITEM: 02

Application Number:	13/02321/LBC
Applicant:	Another Place Developments Ltd
Description of Application:	Repair works to building and alterations for conversion to hotel including works to courtyard and quarry
Type of Application:	Listed Building
Site Address:	MELVILLE BUILDING, ROYAL WILLIAM YARD PLYMOUTH
Ward:	St Peter & The Waterfront
Valid Date of Application:	10/12/2013
8/13 Week Date:	04/02/2014
Decision Category:	Major - more than 5 Letters of Representation received
Case Officer :	Katherine Graham
Recommendation:	Grant Conditionally
Click for Application Documents:	www.plymouth.gov.uk



Site Description

The application site consists of a Grade I Listed Building, “Melville”, and a quarry area, with a Grade II* retaining wall, sited to the south of the Melville building. These buildings are located in the destination Royal William Yard, sited within the Stonehouse Peninsula, which is also a designated Conservation Area.

Melville is located centrally within the Yard fronting onto the basin. It was originally built as a general store and offices, and was largely complete by 1832. It is constructed from Plymouth limestone with granite trim and timber floors supported by cast iron columns. Melville is partly characterised by a central arched entrance with turret clock and dome above, and symmetrical built form. It is also characterised by a central courtyard, currently used for parking and a substation in the north west corner. There are also parking spaces surrounding the building. The building is currently vacant with the exception of an art gallery in the north east corner of the building.

The quarry site is just 13m to the south of Melville, on the opposite side of the highway. As noted above the retaining wall is Grade II*. The quarry has an existing arch opening with timber doors.

Proposal Description

This is a listed building application for both repair works to the Melville and works of alteration to allow for the conversion of part of the building to a hotel.

The repair works include: repair of windows, refurbishment of internal and external doors, repair to roof structure and retention and repair of stairs.

The key works of alteration include the installation of a glazed opening in the archway, the creation of a pool and reflective pool in the courtyard, the creation of two roof terraces and the reopening and enlargement of window openings in the courtyard.

The works to the quarry include the installation of substation, CHP plant, cycle store, plant and refuse store.

Pre-Application Enquiry

The Council provided pre-application advice (13/01897/MAJ). The proposal submitted under pre-application advice differs from the current application submission. The pre-application proposal indicated a reception area with seating and desk in the glazed entrance, the terraces sat higher in the roof and were therefore more prominent, the proposed swimming pool and boundary treatment were also more prominent due to their block work construction. The reflection pool was not proposed at that current time. As part of the pre-application advice officers visited the site with English Heritage who raised concerns over the use of the archway and glazing, the visual impact of the terraces and the glazing of the archway. Whilst not ruling out the principle of an outdoor pool, there were concerns relating to the impact of the swimming pool and associated dividing wall.

Relevant Planning History

10/00591/LBC Replacement of defective limestone - Grant conditionally 11/06/2011

09/01247/LBC Replacement of defective limestone - Granted conditionally 09/11/2009

00/00206/FUL Change of use of the ground floor (south east wing) to form office/film archive areas - Grant Conditionally 26/04/2000

Consultation Responses

English Heritage (summarised):

Recognise that Melville is a Building at Risk and considerable investment is required. Broadly supportive of the proposals and recognise significance of bringing the building back into a viable and beneficial use.

1 Roof Terraces

The inner roof terrace remains of some concern, especially in longer views across the courtyard from upper level windows, but we recognise that the visual impact of the terrace has been reduced, and we do not object to this element of the proposals.

2 New Outdoor Swimming Pool

Considerable progress has been made to address our previous concerns- namely in reducing the impact of the barrier between the swimming pool and the rest of the courtyard. Combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

3 Glazing to the Central Entrance Way

This remains the area of greatest concern and potentially harm to the listed building. We do, however, recognise that efforts have been made to reduce its visual impact and to address some of the more detailed points previously raised. We also recognise the functional driver for such an entrance space and the benefits it would bring in terms of cutting down the wind tunnel effect in the central carriageway. Although there will be some degree of harm to the architectural significance of the listed building, given the overall objective of repairing the building and finding a viable, sustainable use for it, we do not object to this element of the proposal.

4 Dropping the Window Cills

Again we remain concerned but accept that if limited in number such an intervention would contribute towards providing a sustainable use for the building.

Whilst exact details of repair have not been received, we will seek highest standard and hope Plymouth can secure such repairs.

Council for British Archaeology (CBA) (summarised):

The CBA strongly support the repair and reuse of this highly significant building. Many aspects of this application meet the requirements of the NPPF paragraph 131 in an exemplary fashion. The more contentious elements of this application (as identified in the planning statement: the glazing of the arch, roof terraces, and the courtyard pools) are viewed within the context of the benefit of securing a sustainable use for the building. Measures to ensure the alterations are carried out in the most suitable manner appear to be in place. The outdoor swimming pool is a concern; the NPPF highlights “viable uses consistent with their conservation” and the CBA note that a swimming pool in this area is likely to lead to future applications to improve a solely outdoor swimming facility in a high-end hotel.

Representations

5 letters of representation received.

3 letters of support on the following grounds:

1. Positive and welcomed addition
2. Most important building and happy its natural features are being retained

2 letters of objection on the following grounds:

1. Concerns over the transport and parking strategy
2. Huge increase of car/lorries/coaches/buses/trucks travelling up and down the peninsula at all time through the day
3. Lack of public transport services to RWY will get worse

Analysis

1.0 This application accompanies a full planning application (13/02320/FUL).

1.1 The main considerations with this application for listed building consent are the impact character and appearance of the listed building and the setting of the listed building, in accordance with Policy CS03 of the Adopted Core Strategy and the NPPF. In addition, the principle of enabling development to secure the viable use of a listed building is a key consideration.

1.2 Policy CS03 states:-

‘The Council will safeguard and where possible enhance historic environment interests and the character and setting of areas of acknowledged importance, including scheduled ancient monuments, listed buildings (both statutory and locally listed), registered parks and gardens, conservation areas and archaeological remains.’

2.0 Significance of Melville in the context of Royal William Yard

The Royal William Yard was designed by Sir John Rennie as victualing yard for the Royal Navy, specifically for use as a factory and supply depot. The complex of buildings form an important part of Plymouths heritage and is considered to be significant at a national scale. Melville is stated to be the grandest the buildings within this significant site.

2.1 Melville is a Grade I Listed Building which is on the Heritage at risk register. It has received some repairs from SWRDA in the past, however a significant amount of repairs works remaining outstanding.

3.0 Impact on the fabric and character of the listed building

The proposal includes a variety of repairs and alterations to the listed building. Many of the conservation principles for repair have been established through the previous conversions at Royal William Yard, and also through the Conservation Plan (2007). The submission in some cases presents options for the repair, to be determined as the works are progressed. It is considered that these options of repair can be determined through condition. The key areas of works are described below.

4.0 New glazed opening of entrance

This alteration causes the greatest concern for English Heritage as it would impact upon the understanding and functionality of the archway and also has the potential to impact upon public access to the courtyard. The submission has now removed all furniture and paraphernalia from this area, keeping the area clear, which has reduced its visual impact. The glazing has also been set back from the front elevation by 6m and installed behind pilasters at the front and rear which will then allow for the metal framing to be out of sight.

4.1 The supporting information advises that the glazing is required to allow for circulation space and will prevent the current window tunnel effect through the archway. It is understood that the siting of the entrance to the hotel has been examined however the archway is the natural place for visitors to gravitate towards. It is therefore considered that the glazed archway is required to allow for the success conversion and re-use of this listed building. With sensitively designed and installed glazing, and a condition preventing the introduction of paraphernalia within the archway, there is no objection to the infilling of the archway. This is also reflected in English Heritage comments.

5.0 Creation of Glazed Bridge

The proposal also includes a glazed and steel bridge linking the upper floors of the building, within the archway.

5.1 This will require the enlargement of existing window openings within the archway. English Heritage have no objection to this proposal as it was considered necessary for the functioning of the hotel but also was discrete and did not impact upon the functioning of the archway. There is no objection to this element of the proposed scheme.

6.0 Roof Terraces

Two roof terraces are proposed to the north and south of the clock tower. A dormer window will be required to be removed as part of these works. As noted above, at the pre-application stage, these were set at a higher level and would therefore be visible and would have a harmful impact upon the character and appearance of the listed building.

6.1 The current scheme proposes the roof terraces set down below a parapet wall, to a level which would mean they would not be visible from the front elevation, and only partially visible from the rear elevation set behind an overhanging roof plane. It should also be noted that roof terraces have been approved and implemented elsewhere in Royal William Yard. Given the reduced visual impact, there is no objection to the roof terraces. English Heritage have no objection to this part of the scheme.

7.0 Works to Courtyard

A swimming pool and reflective pool are proposed within the courtyard. At the pre-application stage there were initial concerns over the swimming pool, primarily due to the subdivision of the space, which was indicated to be via a block wall. The current scheme now includes a reflective pool, which will create symmetry within the space, while also enhancing the potential for public enjoyment of the courtyard. The boundary treatment between swimming pool and reflective pool is now a frameless glazed screen which minimises any visual separation of the space. The surface treatments for both pools are proposed to be of the same colour scheme in order to allow for both pools to read as one. English Heritage have acknowledged that considerable progress has been made to this part of the scheme and combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

7.1 The comments made by the Council of British Archaeology raise concern over the long term sustainability of an outdoor pool, and question whether permitting this “would lead to further applications, either for an additional indoor pool for which space is not currently allowed within the design, or for covering of the outdoor pool which is likely to have considerable negative impact on the building however it was devised.” It should be noted that any further works would require a listed building and/or planning application.

7.2 One key area of alteration in the courtyard is the removal of the existing substation which is considered to enhance the character and appearance of the space. The substation is relocated within the quarry area, which will be significantly less visually prominent.

7.3 Through the removal of the substation, this will expose an area of wall which currently has blocked up window openings. It is proposed to reopen these windows and enlarge them to create door openings which will allow for direct access to the courtyard. The openings will be formed from steel, in a similar fashion to new door openings in Brewhouse and Mills bakery.

8.0 Works and repairs to roof

The slate roof will require repair, and a condition will be recommended to agree the specification and type of slate proposed for repair.

8.1 The existing copper roof has previously been covered by asphalt due to leaks and requires repair. Options are proposed for the repair of this part of the roof, replacement with copper or replacement with single ply membrane.

8.2 Other works of repair and installation to the roof include works to sarking boards, lead gutter linings, lead flashings, a new access point to the roof, new service vents.

9.0 Other works of repair and alteration

There a variety of windows within the building each with a different repair scheme. The overall proposal is to retain and repair all windows.

9.1 There will be the installation of louvers in one part of the building, and as previously carried out in the Royal William Yard the glazing is removed and a metal louvre placed inside.

9.2 The doors are largely proposed to be retained and repaired with the retention of the existing finishes. The characterful loading bay doors and frames are proposed to be refurbished, weather sealed and re-hung in their current positions. In addition, new galvanized metal balustrades will be installed to first floor loading bay doors allowing the doors to be opened inwards creating an internal balcony.

9.3 The application includes an external stone work repair schedule.

9.4 Internally, the existing flagstone floor will be retained in communal areas and removed to be re-used elsewhere.

9.5 At the first and second floor there are new raised floors to allow for acoustic and fire separation, as well as provision for under floor services.

9.6 There are 3 x lift and 2 x staircases proposed, which have been sited to avoid significant beams.

9.7 The interior walls are proposed to be cleaned and limewashed, the timber panelling to be repainted and fireplaces to be retained and refurbished as features within the rooms.

9.8 Also proposed is the removal of non-historic/modern partitions and doors and lift.

9.9 Modest repairs are proposed to the existing granite and timber stairs.

9.10 The original cast iron columns/timber beams and cast iron roof are all proposed for retention.

10.0 Work to Quarry

The works to the quarry include installation of substation, CHP plant, cycle store, plant and refuse store. These works will only include methods of affixment and the structures will be screened within the enclosed area. The use of this area for servicing requirements is considered an innovative solution that will minimise the impact upon the setting of the surrounding listed buildings.

10.1 Through the introduction of conditions, requiring agreement of the repair works and recording of details to be removed, the proposal is largely considered to preserve the character and appearance of the listed building. Some of the works of alteration, including the glazed arch, creation of roof terraces and dropping of window cills, will cause “less than substantial harm” (NPPF para 134). Given that the proposal will result in securing the optimum viable use of the building, these works of alteration are considered acceptable.

11.0 The National Planning Policy Framework

The National Planning Policy Framework seeks to actively encourage and promote sustainable forms of development. It replaces all previous Planning Policy guidance issued at National Government Level. This application has been considered in the context of the Council’s adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance.

Human Rights

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant’s reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Local Finance Considerations

These are considered with the accompanying application 13/02320/FUL.

Equalities and Diversities

These are considered in relation to the full planning application 13/02320/FUL.

Conclusions

This application has been considered in the context of the Council’s adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance. This proposal will bring a building at risk back into a viable use and will bring much needed repair works. It will also contribute significantly to the vitality of Royal William Yard.

Having regard to the impact of the proposals on the character and fabric of the listed building and the setting of the listed building, it is recommended to grant conditional approval.

Recommendation

In respect of the application dated **10/12/2013** and the submitted drawings, it is recommended to: **Grant Conditionally**

Conditions

TIME LIMIT FOR COMMENCEMENT

(1) The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason:

To comply with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

APPROVED PLANS

(2) The works hereby permitted shall be carried out in accordance with the following approved plans:

1049-GA-001a PLI, 1049-GA-001b PLI, 1049-GA-010 PLI
1049-GA-011 PLI, 1049-GA-012 PLI, 1049-GA-014 PLI
1049-GA-020 PL2, 1049-GA-021 PL2, 1049-GA-022 PLI
1049-GA-023 PL2, 1049-GA-024 PL2, 1049-GA-025 PLI
1049-GA-026 PLI, 1049-GA-027 PL2, 1049-GA-030 PLI
1049-GA-031 PL2, 1049-GA-032 PLI, 1049-GA-033 PL2
1049-GA-034 PLI, 1049-GA-035 PL2, 1049-GA-036 PLI
1049-GA-037 PLI, 1049-GA-040 PL2, 1049-GA-041 PL2
1049-GA-042 PLI, 1049-GA-043 PL2, 1049-GA-044 PL2
1049-GA-045 PL2, 1049-GA-046 PLI, 1049-GA-047 PL2
1049-GA-048 PL2, 1049-GA-049 PLI, 1049-GA-050 PL2
1049-GA-051 PLI, 1049-GA-110 /, 1049-GA-111 /,
1049-GA-112 /, 1049-GA-113 /, 1049-GA-130 /
1049-GA-131 /, 1049-GA-132 /, 1049-GA-133 /
1049-GA-134 /, 1049-GA-135 /, 1049-GA-136 /
1049-GA-137 /, 1049-GA-140 /, 1049-GA-141 /
1049-GA-142 /, 1049-GA-143 /, 1049-GA-144 /
1049-GA-145 /, 1049-GA-146 /, 1049-GA-147 /
1049-GA-148 /, 1049-GA-149 /, 1049-GA-150 /
1049-GA-151 /, 1049-A-001 PLI, 1049-A-002 PLI
1049-A-003 PLI, 1049-A-004 /, 1049-A-005 /
1049-A-007 PLI, 1049-A-008 /, 1049-A-009 /
1049-A-010 /, 1049-A-011 /, 1049-A-050 /
1049-A-051 /, 1049-A-052 /, 1049-A-053 /
1049-A-054 /, 1049-A-070 /, 1049-A-072 /
1049-A-075 /, 1049-A-076 /, 1049-A-078 /
1049-A-079 PLI, 1049-A-100 /, 1049-A-101 PLI
1049-A-102 /, 1049-C-001 /, 1049-C-002 /
1049-C-003 /, 1049-C-004 /, 1049-C-005 /
1049-C-006 /, 1049-C-007 /, 1049-C-008 /
1049-C-009 /, 1049-C-010 /, 1049-C-030 /
1049-C-031 /, 1049-C-032 /, 1049-C-033 /, 1049-C-035 PLI.

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 131, 132 and 133 of the National Planning Policy Framework 2012.

DETAILS OF THE PROPOSED DOUBLE GLAZED REPLACEMENT ROOF LANTERNS

(3) No works shall commence until details of the proposed double glazed replacement roof lanterns (ref. A5 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED ROOF COVERINGS

(4) No works shall commence until details of the proposed roof coverings (including repairs to the sarking boards) (ref.C.2i & C.2iii Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED GUTTER LININGS

(5) No works shall commence until details of the proposed gutter linings (ref. C2.iv Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

RECORDING OF INTERNAL SECONDARY PARTITIONS TO BE REMOVED

(6) No works shall commence until a detailed proposal for the archival recording of the secondary internal partitions which are to be removed (refs. D3.iv, D3.v & D5.vi Planning Statement) has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

RECORDING OF CLOCKTOWER LADDERS TO BE REMOVED

(7) No works shall commence until a detailed proposal for the archival recording of the clocktower ladders which are to be removed (refs. D3.iv, D3.v & D5.vi Planning Statement) has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED TREATMENT OF EXISTING FIRE DOORS

(8) No works shall commence until details of the proposed treatment of the existing fire doors (ref. D5.i Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED INTERNAL RAINWATER GOODS

(9) No works shall commence until details of the proposed internal rainwater goods (ref. D9 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED SURFACE FINISHES TO THE COURTYARD

(10) No works shall commence until details of the proposed surface finishes to the courtyard, including the reuse of historic setts if recovered, (ref. E1 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF PROPOSED STONE REPAIRS

(11) No works shall commence until details of the proposed stone repairs (ref. Stonework Assessment) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED SECONDARY GLAZING TO FUNCTION ROOM

(12) No works shall commence until details of the proposed secondary glazing to the Function Room (ref. 4.3.1 Planning Submission Acoustic Report), or any alternatives to secondary glazing, have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

ARCHAEOLOGICAL MONITORING

(13) No works shall commence until a detailed proposal for the archaeological monitoring of any below ground excavations has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

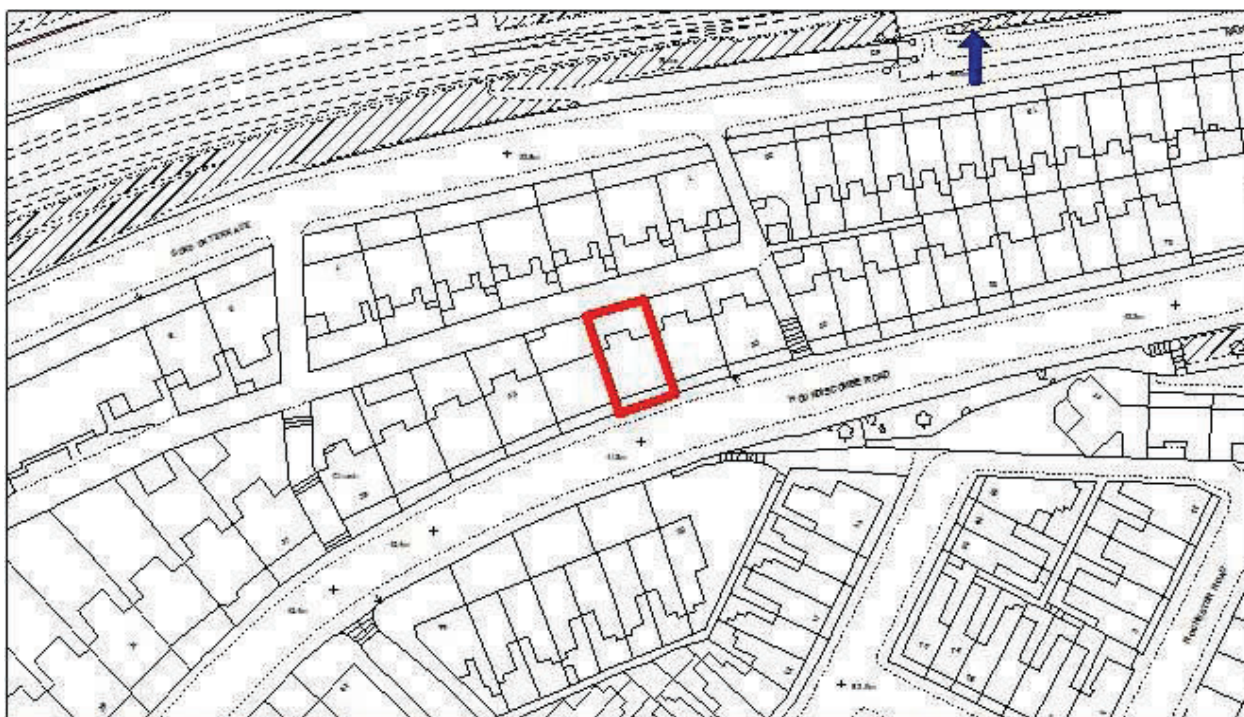
Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

PLANNING APPLICATION REPORT



ITEM: 03

Application Number:	I4/00068/FUL
Applicant:	Roper James Investments Ltd
Description of Application:	Alterations to existing 8 bedroom house in multiple occupation (HMO) to 10 bedroom HMO.
Type of Application:	Full Application
Site Address:	49 HOUNDISCOMBE ROAD PLYMOUTH
Ward:	Drake
Valid Date of Application:	23/01/2014
8/13 Week Date:	20/03/2014
Decision Category:	Member Referral
Case Officer :	Liz Wells
Recommendation:	Grant Conditionally
Click for Application Documents:	www.plymouth.gov.uk



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This application has been referred to Planning Committee by Councillor Ricketts.

Site Description

49 Houndiscombe Road is a mid-terraced period property located close to Mutley Plain. The property is in use as student accommodation – house in multiple occupation (HMO) – with 8 letting rooms arranged over three floors, a communal kitchen and lounge on the ground floor.

The adjoining neighbours appear to be used as a dentist surgery (no. 51) and an HMO (no. 47).

Proposal Description

Alterations to existing 8 bedroom house in multiple occupation (HMO) to form a 10 bedroom HMO.

The proposal involves alterations to the lower ground floor to create an additional 2 bedrooms. These lower ground floor rooms are currently used to house the boiler and electric meter with an inter-connecting open-doorway. The alterations include blocking up the internal doorway, formation of a new window to the front served by a light well and alteration to the existing rear door and window to a window. The boiler is proposed to be re-located to the existing coal-house, along with space for cycle storage in this and the adjacent outside w.c. It is proposed to refurbish parts of the property, including replacing the windows with uPVC, and internal alterations to improve the shower, toilet and utility facilities. Existing steps rising from rear garden to the (upper) ground floor level are proposed to be removed and wall made good. The former back door has already been replaced by a window to provide light for the lower ground floor hallway. The internal stairs will continue to provide access from the house to the garden.

Pre-Application Enquiry

Pre-application advice was sought by the applicant for the proposed scheme (13/02287/MIN).

Relevant Planning History

04/00737/FUL - Change of use and conversion from dentist surgery to student accommodation – GRANTED CONDITIONALLY

Consultation Responses

Local Highways and Transport - There is no objection to the proposal. A residents' parking scheme operates in the area for most of the working day and due to the proposed intensification of use the property would be excluded from the issue of permits within the residents parking zone in accordance with current policy. Cycle parking is proposed at the rear of the property in accordance with current standards and a condition is suggested.

Private Sector Housing - The existing property has an HMO licence. In circumstances where occupancy is to be increased, the licence will require 'variation'. The Private Sector Renting team have provided comments on the site and outlining improvements required to ensure compliance with HMO standards. Comments have been forwarded to the applicant.

Representations

No letters of representation have been received in respect of this application, at the time of writing this report.

Analysis

1. The National Planning Policy Framework seeks to actively encourage and promote sustainable forms of development. It replaces all previous Planning Policy guidance issued at National Government Level.
2. This application has been considered in the context of the Council's adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance.
3. The main considerations in assessing this application is the impact on residential character, impact to neighbours, standard of accommodation, transport and parking, and the visual impact of the alterations. The most relevant policies in the Core Strategy are policies CS02, CS15, CS22 and CS34 and the detailed guidelines set out in the Development Guidelines Supplementary Planning Document (SPD) First Review 2013.

Impact on residential character

4. The site lies within the Article 4 Direction area which restricts permitted development rights and requires an application for planning permission to be submitted for the change of use from a single dwellinghouse (Use Class C3) to a HMO for 3 to 6 unrelated individuals who share basic amenities (Use class C4). However, this property is already used as a large HMO (referred to as '*sui generis*' meaning not in any Use Class) for 8 students. Permission was granted for this use in 2004, and prior to that time was used as a dentist surgery. In this instance, the proposal does not result in a loss of a family dwelling in this area, and therefore officers do not consider it will result in any change to the mix of housing stock.
5. Officers do not consider the proposed increase in intensity of the use (from 8 to 10 letting rooms) will result in any demonstrable harm to the residential character of the area. The proposal is not contrary to policies CS02 or CS15 which promote sustainable mixed communities and overall housing provision, respectively, nor the thrust of the Article 4 Direction.

Impact on neighbours

6. The proposed increase in letting rooms is likely to marginally increase the comings and goings from the house and the volume of refuse produced from the property. A management plan has been submitted with the application, setting out how the property will be managed and sets out how anti-social behaviour will be avoided and addressed. There are no records of noise complaints in relation to the existing use and providing the property is managed in accordance with this management plan, officers consider that anti-social behaviour issues will be mitigated.
7. There is adequate outdoor space on site for the storage of refuse and recycling bins. The supporting statements suggests the bins are currently collected and stored to the front of the property but off the highway. At the time of writing this report, no letters of representation have been received in respect of this application. From the site visit, the adjoining neighbours appear to be used as a dentist surgery (no. 51) and an HMO (no. 47).

Standard of accommodation

8. The proposed additional rooms exceed the minimum size requirements set out in the HMO requirements, and although at lower ground floor level, officers consider that adequate light levels will be achieved from the proposed windows, with the proposed front window being larger than the window serving the existing lower ground floor room. The proposed rooms located below existing bedrooms. To reduce potential for noise disturbance within the dwelling it is recommended that stairwell walls are soundproofed.
9. The existing property has an HMO licence. In circumstances where occupancy is to be increased, the licence will require 'variation'. The Private Sector Renting team have provided comments on the site and outlining improvements required to ensure compliance with HMO standards. Comments have been forwarded to the applicant.

Transport and Parking

10. A residents' parking scheme operates in the area for most of the working day and due to the proposed intensification of use the property would be excluded from the issue of permits within the residents parking zone in accordance with current policy. Indeed, this should already be the case following the approval of planning permission in 2004. Cycle parking is proposed at the rear of the property within the existing coalhouse and outside w.c.. Officers consider that the dimensions of these will certainly be large enough for 4 bicycles (two in each room). It is noted that no secure cycle parking is currently provided and users may be discouraged to use the proposed cycle storage due to access to the rear service lane down steps and through a gate. Nevertheless, a condition is recommended to secure a minimum of 5 cycle spaces is recommended in accordance with current standards. A further shed or locker may therefore be required to ensure a fifth cycle space is available for use.

Visual impact

11. The proposal will have a limited visual impact when viewed from the street. The site is not listed and not in a conservation area. The proposed alteration to the windows is in keeping with other properties in this terrace and not considered to result in any demonstrable harm to the streetscene in this instance.

Other issues

12. It is noted that a recent appeal decision in relation to 55 Houndiscombe Road was dismissed. This appeal decision, in respect of a refusal of the proposed change of use from single dwelling (Use Class C3) to Use Class C4 HMO (3-6 occupiers), was the first to be received by the Council following the introduction of the C4 HMO Article 4 Direction on 14 September 2012. The Inspector agreed with the Council that more than 25%, but less than 90%, of nearby properties were already in multiple occupation, and that to permit an additional one would therefore be prejudicial to social cohesion and community wellbeing, contrary to Core Strategy Policies CS01 and CS15, and Supplementary Planning Guidance on the subject. The Inspector also concluded that the proposed C4 HMO would result in more comings and goings at the property, than if used as a single dwelling, and that this would be harmful to the amenity of neighbouring residents. The appeal was therefore dismissed. This decision is not considered to influence the assessment of the current proposal as the property is already in use as an HMO and the increase in intensity from 8 to 10 occupants is not considered to be harmful.
13. Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Local Finance Considerations

Local finance considerations are now a material consideration in the determination of planning applications by virtue of the amended section 70 of the Town and Country Planning Act 1990. Using the calculator created for this purpose does not account from properties over 5 bedrooms, but the increase in bedrooms generally increases the Council Tax by one band, suggesting this development would generate a total of approximately £959 in New Homes Bonus contributions for the authority if approved over a 6 year period. However, this calculator does not take account for the fact that a change of use does not necessarily imply that the Valuation Officer will re-band the property and is not adjusted for the potential reduction in Council Tax applied to student properties. It is considered that the development plan and other material considerations, as set out elsewhere in the report, continue to be the matters that carry greatest weight in the determination of this application.

No S106 obligation or CIL payment is applicable under the current charging schedule.

Equalities and Diversities

None.

Conclusions

The proposal will involve a marginally more intensive use of the property but not to an extent that officers consider could be harmful. Therefore, the proposal is recommended for approval, subject to conditions. Conditions recommended include: operation in accordance with the submitted management plan, cycle storage to be provided and limiting the number of bedrooms to the 10 applied for.

Recommendation

In respect of the application dated **23/01/2014** and the submitted drawings site location plan, existing floor layout plans, proposed floor layout plans including cycle storage, rear yard external plan, existing and proposed elevations and accompanying management plan and planning supporting statement and photographs, it is recommended to: **Grant Conditionally**

Conditions

DEVELOPMENT TO COMMENCE WITHIN 3 YEARS

(1) The development hereby permitted shall be begun before the expiration of three years beginning from the date of this permission.

Reason:

To comply with Section 51 of the Planning & Compulsory Purchase Act 2004.

APPROVED PLANS

(2) The development hereby permitted shall be carried out in accordance with the following approved plans: site location plan, existing floor layout plans, proposed floor layout plans including cycle storage, rear yard external plan, existing and proposed elevations.

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 61-66 of the National Planning Policy Framework 2012.

CYCLE PROVISION

(3) The additional bedrooms hereby approved shall not be occupied until space has been laid out within the site for 5 no. bicycles to be securely parked. The secure and covered area for storing bicycles shown on the approved plan shall remain available for its intended purpose and shall not be used for any other purpose without the prior consent of the Local Planning Authority.

Reason:

In order to promote cycling as an alternative to the use of private cars in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraph 32 of the National Planning Policy Framework 2012.

BEDROOMS

(4) No more than 10 rooms at the property shall be used as bedrooms. Only the numbered rooms on the approved floor plans shall be used as bedrooms, unless the Local Planning Authority gives written approval to any variation of this requirement.

Reason:

The number of bedrooms is as shown in the application and is considered to be the maximum that can reasonably be accommodated at the site. The layout, together with the use of the remaining rooms for communal facilities, has been assessed and considered acceptable in planning terms and any other arrangement would need to be assessed on its merits. This condition is in accordance with policy CS15 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

MANAGEMENT PLAN

(5) The management plan for the operation of the accommodation, including the contact details (including postal address, email address and telephone number) of the person to be contacted regarding any issues arising from the use of the building or its curtilage and a commitment to keep this information up to date, submitted to the Local Planning Authority on 22 January 2014 shall be adhered to strictly at all times, unless otherwise agreed in writing by the Local Planning Authority.

Reason:

In the interests of neighbours' amenities and to provide a ready point of contact for any person who needs to address an issue in relation to the use of the property, in accordance with policies CS15, CS22 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and Plymouth's adopted Development Guidelines Supplementary Planning Document 2010.

INFORMATIVE: NOISE DISTURBANCE

(1) To reduce potential for noise disturbance within the dwelling it is recommended that stairwell walls are soundproofed.

INFORMATIVE: CYCLE PROVISION

(2) The attention of the applicant is drawn to the condition for a minimum of 5 secure and covered cycle parking to be provided before the two additional rooms are occupied. The approved plans show cycle parking to be provided within the existing coalhouse and outside w.c.. Officers consider that the dimensions of these will certainly be large enough for 4 bicycles (two in each room). A further shed or locker may therefore be required to ensure a fifth cycle space is available for use.

INFORMATIVE: DEVELOPMENT IS NOT LIABLE FOR A COMMUNITY INFRASTRUCTURE LEVY CONTRIBUTION

(3) The Local Planning Authority has assessed that this development, due to its size or nature, is exempt from any liability under the Community Infrastructure Levy Regulations 2010 (as amended).

INFORMATIVE: CONDITIONAL APPROVAL

(4) In accordance with the requirements of Article 31 of the Town and Country Planning (Development Management Procedure) (England) Order 2010 and paragraphs 186 and 187 of the National Planning Policy Framework the Council has worked in a positive and pro-active way with the Applicant including pre-application discussions and has negotiated amendments to the application to enable the grant of planning permission.

INFORMATIVE: RESIDENT PARKING PERMIT SCHEME

(5) The applicant should be made aware that the property lies within a resident parking permit scheme. In accordance with current Policy the development will be excluded from obtaining permits and purchasing visitor tickets for use within the scheme.

PLANNING APPLICATION REPORT



ITEM: 04

Application Number: 13/02114/FUL

Applicant: Wainhomes (South West) Holdings Ltd

Description of Application: Development of site by erection of 57 new dwellings, provision of public open spaces, access road, and other associated works

Type of Application: Full Application

Site Address: RADFORD QUARRY PLYMOUTH

Ward: Plymstock Radford

Valid Date of Application: 11/12/2013

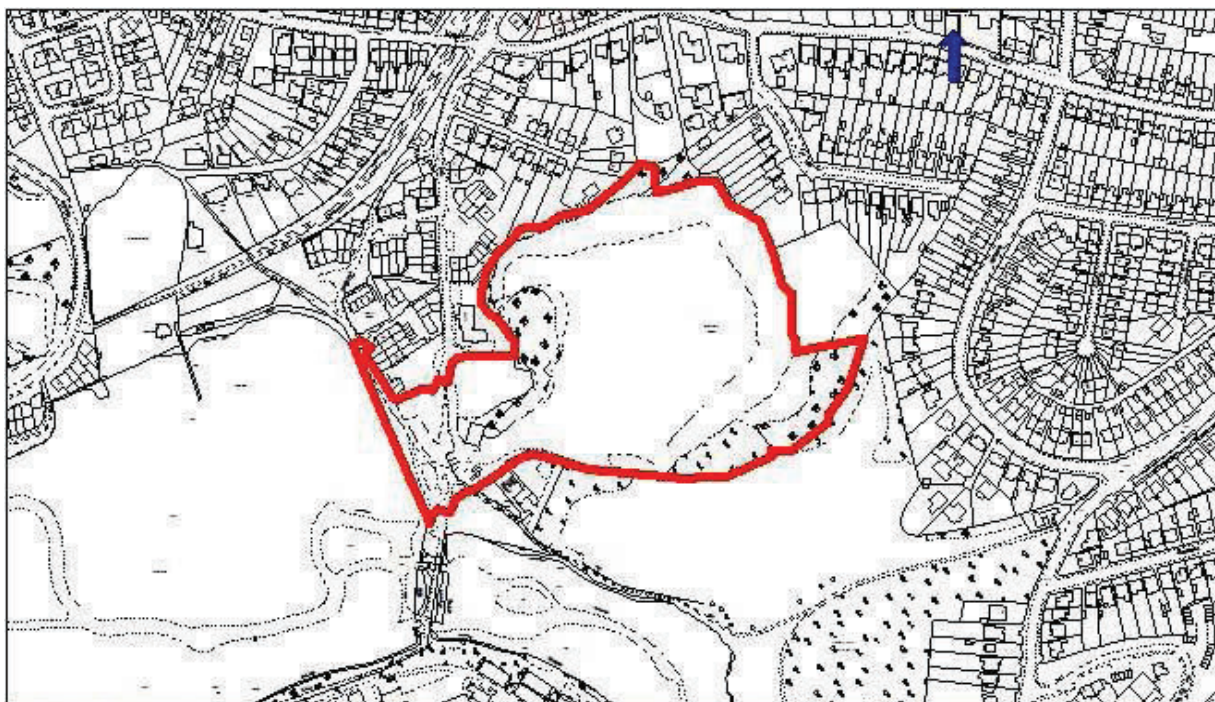
8/13 Week Date: **12/03/2014**

Decision Category: Major - more than 5 Letters of Representation received

Case Officer : Simon Osborne

Recommendation: Refuse

Click for Application Documents: www.plymouth.gov.uk



Site Description

The site is a 4.9 ha area of land which includes the former Radford Quarry floor and sides and part of the Hooe Lake foreshore. The site is located to the east of Hooe Lake and south and east of the relatively new residential development at Lower Saltram and Kingfisher Way. The listed Radford Castle, and Radford Park and Lake lie to the south of the site.

The quarry is a designated County wildlife site and is part of Plymouth's Biodiversity Network. The site was designated a County Wildlife Site because of its limestone habitats. The site also contains a group of protected trees.

The adjacent tidal basin, Hooe Lake, is designated a County Wildlife Site for its inter-tidal mudflats (a UK Biodiversity Action Plan Habitat) and its wintering bird interest

Proposal Description

Development of the site by erection of 57 new dwellings, provision of public open spaces, access roads and other associated works.

The development would be accessed from the existing Lower Saltram access road and contain a mixture of 3 and 2 storey detached, semi-detached and terraced dwellings including 20 affordable homes (35%). The majority of dwellings would be located on the quarry floor which would also include Public Open Space, a children's Local Area for Play (LAP) and open space to the north and east to incorporate ecological mitigation measures. The proposal also includes four dwellings on the eastern Hooe Lake Foreshore and Foreshore improvement measures.

It is proposed that the development will be constructed in a two phase process. The two phases would incorporate a mixture of dwellings and areas of open space. Phase one incorporates the frontage dwellings to Hooe Lake and the foreshore regeneration. Phase two incorporates the construction of the dwellings within the quarry area.

Pre-Application Enquiry

One pre-application scoping meeting took place where the principle of development was discussed. Issues regarding nature conservation and highways concerns were highlighted. The applicant chose not to progress pre-application discussions further.

Relevant Planning History

86/02509/OUT- Residential development for 104 houses- WITHDRAWN (Whole of site including Lower Saltram).

87/01950/OUT- Residential Development REFUSED-APPEAL DISMISSED (Whole site including Lower Saltram and Northern Foreshore of Hooe Lake).

87/02011/FUL- New access road to Bailey Bartlett site REFUSED APPEAL DISMISSED

94/00218/OUT- Residential Development for 15 dwellings WITHDRAWN (Lower Saltram only)

98/01139/OUT -Demolition and replacement of existing house APPROVED.

99/01693/FUL- Widening of existing access including demolition of house – APPROVED (top of Lower Saltram).

00/00960/OUT- Residential development for 50 dwellings - REFUSED

01 /OO183/OUT Residential development (Lower Saltram but not within quarry itself) REFUSED

01/01328/OUT -Residential development APPEAL AGAINST NON-DETERMINATION - APPEAL ALLOWED.

02/1194/OUT- Residential development (as above application) REFUSED – APPEAL ALLOWED.

The existing development located to the north east of the quarry was allowed at appeal (02/1194/OUT and APP/N1160/A/02/1094805. The allowed appeal included a unilateral S106 agreement which included the Management of the Quarry area for Nature Conservation and Foreshore Improvements. These obligations were again reiterated in the subsequent S106 attached to the consent for 10 apartments (06/01246/FUL)

03/00860/REM- Residential development – APPROVED.

05/00353/FUL - 33 dwellings REFUSED APPEAL DISMISSED (Includes south part of Lower Saltram and North West part of quarry) The application was refused for the following reasons: harm to nature conservation, loss of trees ,inadequate information (highways) , contrary to Planning Policy Guidance Note 3 (greenfield development) and inadequate amenity.

06/01246/FUL - 10 apartments with associated access road and car parking areas, and formation of landscaped areas APPROVED.

Consultation Responses

Highway Authority

Object due to: aggravation of existing traffic difficulties; Sub-Standard access; Inadequate Surface Water drainage and Interference With Public Rights Of Way.

Environment Agency

No objections subject to conditions

Natural England

No objections but highlight issues to be considered.

Public Protection

No objections subject to conditions

Representations

97 letters of objection have been received including letters from ‘Bugslife’, The RSPB, and Devon Wildlife Trust. One letter of observation has also been received and one letter of support. The most common issues raised are the impact on Wildlife/landscape and Transport Implications. The objections raised are summarised below:

1. Traffic and Parking Issues: the access is too narrow to accommodate 57 additional dwellings, extra congestion in Oreston, concerns over emergency access, pedestrian access and children’s safety.
2. Some of the information submitted is incorrect such as Bus Routes information.
3. Impact on wildlife/habitat including bats, badgers, birds, insects and other important flora and fauna.
4. Pollution including marine pollution and air quality.

5. The site is a County Wildlife Site and last remaining Limestone Quarry habitat
6. The site is a designated Green field site
7. Impact on Trees
8. How will the public open space be managed?
9. Public Open Space areas are small.
10. Impact on local infrastructure such as schools, doctors, road network.
11. Flooding issues.
12. Sewerage issues.
13. Too many houses and overdevelopment of area and Plymstock as a whole.
14. Impact on Landscape and Marinescape.
15. Impact on Radford Park and Arboretum.
16. Impact on Radford Castle and Coast Path and maritime heritage.
17. Restrictive covenant stating that quarry is to be left as an amenity area
18. Previous Permissions have been refused.
19. Previous permission allowed at appeal hinged on the quarry being left untouched.
20. The proposal will spoil the character of the existing development.
21. Noise will project from quarry as it acts like a natural amphetheatre
22. Development shouldn't be allowed but if it were it should be marine employment uses.
23. Application was not advertised sufficiently
24. Increased vandalism.
25. On previous permission planning conditions were not complied with.
26. Little light would be received by the proposed dwellings
27. Will lower property values.

The letter of support comes from Devon Historic Buildings Trust who welcome improvements to the foreshore and potentially the castle.

Analysis

1. The National Planning Policy Framework seeks to actively encourage and promote sustainable forms of development. It replaces all previous Planning Policy guidance issued at National Government Level.
2. This application has been considered in the context of the Council's adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance.
3. This application raises a number of key planning issues: the principle of the development; design and layout matters; residential amenity standards; contaminated land issues; affordable housing; transport; nature conservation (impact on ecology and protected species); impact on character; impact on trees; renewable energy; and section 106 obligations and measures to mitigate the impacts of the development.
4. The main Core Strategy policies relevant to the application are: CS01 Development of Sustainable Linked Communities, CS02 Design, CS03 Historic Environment; CS15 Overall Housing provision, CS16 Spatial

Distribution of Housing Sites, CS18 Plymouth's Green Space, CS19 Wildlife, CS20 Sustainable Resource Use, CS21 Flood Risk, CS22 Pollution, CS28 Local Transport Considerations, CS32 Designing Out Crime, CS33 Community Benefits/Planning Obligations and CS34 Planning Application Considerations. The guidance in the adopted Development Guidelines and Design Supplementary Planning Documents (SPD) and the adopted Planning Obligations and Affordable Housing SPD First Review apply.

5. Advice contained within the Adopted National Planning Policy Framework is also relevant.

5 year housing supply

6. When determining applications for residential development it is important to give consideration to housing supply.
7. Paragraph 47 of the NPPF stipulates that *“to boost significantly the supply of housing, local planning authorities should...identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”*
8. Paragraph 49 of the NPPF states that *“housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.”*
9. For the reasons set out in the Authority's Annual Monitoring Report (December 2013) Plymouth cannot demonstrate at present a deliverable 5 year land supply for the period 2014-19 against the housing requirement set out in the Core Strategy which was set prior to the economic downturn. Plymouth can however identify a net supply of some 5,536 dwellings which equates to a supply of 3.16 years when set against the housing requirement as determined by the requirements of the NPPF or 2.64 years supply when a 20% buffer is also applied.
10. The NPPF (footnote 11) also specifies that to be considered deliverable, a site must be:
 - Available to develop now
 - Suitable for residential development in terms of its location and sustainability; and
 - Achievable, with a reasonable prospect that homes will be delivered on the site within five years and in particular that the development of the site is viable.

11. Paragraph 14 of the NPPF states “At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision taking...

12. For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted”

13. As Plymouth cannot demonstrate a 5 year supply when set against the housing requirement as determined by the requirements of the NPPF, the city’s housing supply policy should not be considered up-to-date. Paragraph 14 of the NPPF is therefore engaged and substantial weight must be accorded to the need for housing in the planning balance when determining housing applications.

Highways

14. The development would be accessed through a relatively recent residential development previously built by the applicant Wainhomes. This previous development comprises of two roads, one being the main spine road which is an extension of an older road, with the whole length now being known as Lower Saltram; along with a second new access road, approximately along the alignment of an old track-way that is now known as Kingfisher Way

ACCESSIBILITY

15. The application site within an old limestone quarry is bounded by the high quarry walls with one point of access/egress and is very much an enclave setting, topographically separated and providing few opportunities for sustainable travel or inter-connectivity with the wider communities and street network.

16. Opportunities and provisions to encourage safe cycling are fairly limited in the local area, with few convenient on-street dedicated cycle tracks that link to the wider area to safely serve commuter use. Although it is acknowledged that there is a slightly convoluted dedicated cycle route (as described in the application) that in part uses an old railway cutting, and takes the user toward the outskirts of the City Centre. But otherwise cyclists would have to share the carriageway with cars and other traffic.

17. Safe walking opportunities are also limited and discouraged by the historic narrow footways, and the lack of footways in some places, along with the hilly topography leading from the application site to the wider area. Also it would seem to be unreasonably stretching the bounds of credibility to place any great reliance on the use of the coastal footpath for commuting trips, as apparently suggested in the application details. The South West Coast Path is an unlit footpath, which for commuter use would be a convoluted route that is primarily intended and more suited to leisure use, and certainly would not be used for shopping trips as the application would seem to suggest.
18. To provide a few significant examples in terms of sustainability and the proximity of local services to the application site: - The local Broadway district Shopping Centre is about 1.2 kilometres to the east from the application site; and it is about the same distance 1.2 kilometres to the local Morrison's supermarket located at the junction of Billacombe Road and Pomphlett Road to the north. And the nearest senior school is about 1.5 kilometres to the east; and the City Centre is about 4 kilometres away.
19. The local bus service that runs along and serves Plymstock Road, including Lower Saltram and the proposed development, is a circular route serving the local Plymstock area before returning to the City Centre. Any wider journeys by public transport, for instance for employment or leisure, would require multiple stops and a change to others service routes, taking much longer and being more inconvenient. Also the bus services there have recently been cut from four service routes, to one, with only route number 2 remaining, and providing a twenty minute bus frequency (Service 5, 5A, and 6 have been withdrawn by the bus companies).
20. For a consistent indication of the accessibility of the application site when compared to the rest of the city, reference should be made to this councils, development guidelines, Supplementary Planning Document (SPD), which shows the very low accessibility score of between 20 – 29% accessibility by public transport. And the accessibility level of the application site is likely to be even lower now that three of the four bus services have recently been withdrawn.
21. Transport considers that given the low accessibility score of the application site, and due to the location and topography of the site it is not especially accessible. And it might reasonably be expected that the proposed development would be quite heavily reliant on the use of a private car and car bourn journeys, and not therefore particularly sustainable. A high demand for car use at the location would also seem to be confirmed in the submitted Transport Statement, and it might be concluded from; Section 5, 'Trip Generation & Traffic Impact'; from the Traffic Count data; and the Modal Split Census data at 5.10, & Tables 5.5 & 5.6; that 74% of all trips an journeys generated by the proposed development would be made by car (69 % driver & 5% passenger).

22. Although Transport would not wish to take particular issue with the accessibility of the site location, the development would need to mitigate the associated traffic generation and impact, and properly provide for and accommodate the safe access/egress and the free flow of all traffic along the existing cul-de-sac road of Lower Saltram. Which would include the need to address the existing poor situation regarding access/egress and the existing bottleneck on the Lower Saltram Spine road, and the indiscriminate overflow car parking that currently occurs along the street on the carriageway and footway during the evenings and weekends. Indiscriminate parking that obstructs and hinders the free flow of traffic, and gives rise to issues of highway safety along the street. Along with the need to provide sufficient, practical, and useable car parking provision at the proposed new development within the quarry itself.

TRAFFIC IMPACT

23. The application details include a Transport Statement to demonstrate the traffic generation and impact of the proposed development.
24. A Traffic Count Survey was undertaken at the roundabout junction of Lower Saltram and Plymstock Road, the results of which were then cross referenced with the traffic count data for the recent Barton Road development at Hooe, and also with the nationally recognised TRICS data base, which gives information on national traffic generation flows and trips.
25. The application concludes that the proposed development would give rise to a resultant traffic increase of less than 1% for the 2013 and 2018 scenarios at the following junctions:- Lawson Grove mini-roundabout Junction; Dean Cross signalised cross-roads, and the two roundabouts of, Oreston Road/Pomphlett Road, and Pomphlett Road/A379 Billacombe Road. Although the Oreston Road arm of the roundabout junction with Pomphlett Road would though see a traffic increase of approximately 5%.
26. The wider strategic local highway network suffers from congestion at peak periods, particularly on Pomphlett Road, Billacombe Road, and Laira Bridge Road, however an additional traffic increase of less than 1% on the strategic network would be imperceptible. Mitigating congestion on the 'Eastern Corridor' and the wider strategic highway network is subject of outline longer term proposals, to which other developments including Sherford new town, and Plymstock Quarry (Saltram Meadow), would contribute. And a strategic Transport contribution to help ease congestion would be sought from this development should it be realised.

RESIDENTIAL TRAVEL PLAN

27. Any sustainable travel measures are most welcomed, and the application proposes a Residential Travel Plan. However, the success of Residential Travel Plans are reliant on many variables, not least the location and sustainability of the development, the extent of supporting transport infrastructure, and its accessibility by walking, cycling, and public transport. In this regard Transport is mindful that the application site has a very low accessibility score of between 20 – 29% accessibility by public transport. And further, there would not appear to be any data relating to the success of Residential Travel Plans, and the resultant modal shift achieved, particularly in Plymouth. Although Transport would strongly encourage sustainable travel initiatives, particularly more tangible incentives such as free bus passes for new residents to strongly encourage and help establish a modal shift toward the use of public transport, but unfortunately the cut to bus services is discouraging, and the application does not offer any such incentive.

STREET DESIGN AND ACCESS

28. The original extension of the Lower Saltram spine road by Wainhomes (2003) that would serve the proposed development was designed in accordance with the Devon County Council Design Guide and standards (as adopted by Plymouth City Council in 1998), as a Type R2, 'Access Road', designed and intended to serve between 30 and 50 dwellings in the form of a cul-de-sac. Within the Wainhomes estate the existing spine road takes the form of a traditional street with a carriageway width of 5.5 metres wide overall (although traffic calmed and narrower in places). The development also required traffic calming measures in Plymstock Road and a new mini roundabout at the junction of Plymstock Road and Lower Saltram. The layout and design of the existing Lower Saltram cul-de-sac spine road is unintended and unfit in its current form to accommodate additional traffic movements associated with further development, or to safely accommodate on-street parking within the public highway carriageway.
29. Further, the extended Lower Saltram road of the Wainhomes development was not intended nor designed to safely accommodate parking on the public carriageway, as now persistently occurs there. The indiscriminate overspill car parking by residents and visitors that occurs in the traffic calmed streets, often partly or wholly on the footways, obstructs safe two-way traffic movements for vehicles and pedestrians, and would be particularly hazardous for disabled or visually impaired persons. And at times inappropriately reduces the available carriageway width to a single track in places. This indiscriminate and inappropriate overspill parking apparently occurs as a result of the relatively low number of practical and useable off-street car parking spaces that were provided to serve the original Wainhomes development. Although the development had a parking ratio and provision of 1.5 spaces per dwelling (which in fact would be difficult to apportion unless the car parking provision was communal in nature) it also included and counted private garages as parking spaces. Many of which are considered likely to be too narrow and unfit for the purpose of properly accommodating car parking, which in real terms has reduced the available useable parking

spaces, and given rise to hazardous indiscriminate overspill car parking on the public highway.

30. The existing Wainhomes section of the Lower Saltram development and cul-de-sac spine road with the restricted width traffic calmed carriageway, along with the indiscriminate overspill car parking that persists there, would act as a bottle-neck restricting safe pedestrian and vehicular traffic flows to and from the proposed new development, and giving rise to potential obstructions for all traffic, and hazards for pedestrians, that the proposed development would not ameliorate. It is therefore considered that the proposal has failed to afford sufficient consideration of current best practice guidance and sustainability.
31. Transport would note that the application details refer to the current best practice advice contained in the Department for Transport Communities and Local Government document, 'Manual for Streets' (MfS). Which like the earlier 'Devon Design Guide' also advocates design criteria based on the intended level of use of the street; and I would refer to Chapter 7 of MfS, and in particular 7.1 & 7.2, and 7.1.2 'The design of new streets or the improvement of existing ones should take into account the functions of the street, and the type, density and character of the development'. And also referring to the National Planning Policy Framework (NPPF) Chapter 9; 'Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life' etc: And the NPPF Chapter 32, 'safe and suitable access to the site can be achieved for all people': Also the NPPF Chapter 56, 'The government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people': Transport considers that the proposal has failed to afford these aforementioned important impacts and elements of the development sufficient consideration.

PARKING

32. The application details indicate that the development would provide 65 open hard-standing type dedicated parking spaces to serve the 57 dwellings, which would equate to a parking ratio of approximately 1.1 spaces per dwelling. Additionally 54 of the dwellings would also have private garages but the application has apparently and appropriately discounted the use of the garages for car parking use. Perhaps partly in view of the earlier comments and concerns express by Transport during the pre-application meeting, that the majority of private garages are not used for car parking. Perhaps the garages have also been ruled out as parking spaces because the application details apparently indicate that many of the garages are sub-standard in width, and not wide enough to provide practical and usable car parking. The narrow width garages are considered to be of little practical use for parking a car, which would leave the occupiers with little opportunity of using the private garages for parking a car as intended.

33. The application details apparently indicate that many of the narrow garages would be in the order of 2.4 metres wide internally, which is the same width as a parking space in a public car park. Parking spaces in public car parks rely on shared space between vehicles to allow for the opening of car doors and allow drivers and passengers to be able to get in and out of the car; such shared space is unavailable between the walls of a garage. To be of any practical use garages should be in the order of three metres wide by six metres long internally; as indicated in the best practice guidance of MfS.
34. The narrow sub-standard width garages would then reduce the practical car parking availability at the development, and Transport would advise that since the narrow garages are of little use and not fit for the intended purpose of parking a car, they should either be altogether omitted and replaced with hard-standings, car-ports, or parking barns; or alternatively be made larger to provide a useable parking option in accordance with the considerations in MfS with a minimum internal size of three metres by six metres (3 x 6 metres).
35. The application also proposes 16 car parking spaces for visitors situated off the spine road just outside of the quarry itself, with the suggestion that these spaces could be used for visitors associated with the dwellings, and others that are using the local amenities of Hooe Lake or the Coastal Footpath; which would include dog walkers etc. And that the visitor parking spaces could be adopted as part of the street or maintained by a management company, and it is considered that the former would be preferable should the development initiative be realised.
36. The application details also offer six public parking spaces situated at the end of the existing turning head of Lower Saltram (south end of the street), to help address the existing parking shortfall of the existing dwellings. And whilst this might be helpful, it would not ameliorate the existing difficulties caused by the indiscriminate overspill on-street car parking that is apparently occurring toward the north end of the spine road and in the vicinity of the junction with Kingfisher Way
37. The council parking standards are set out in the Local Development Framework (LDF) development guidelines, Supplementary Planning Document (SPD) Chapter 8, which indicates as a maximum standard two spaces per dwelling for a dwelling with 2 or more bedrooms. Chapter 8 of the SPD sets-out the adopted parking rational, which is in accordance with national guidance; with parking policies that take account of the levels of car ownership (also referred to in the NPPF); creating high quality residential neighbourhoods by reducing the adverse impacts of inadequate parking, including excessive on-street or illegal parking; promoting sustainable travel by targeting car usage rather than ownership. Within the maximum parking standards developers are expected to provide adequate car parking to accommodate parking from necessary car use, and to protect the surrounding areas from overspill parking and resulting problems on the highway and that the level of car parking should reflect the accessibility of the location by public transport (see above comments on Accessibility).

Therefore Transport would conclude that council parking policy is in accordance with the aims and guidance of the NPPF. And that the proposed development would fail to afford sufficient weight to this important element of the proposal contrary to policy CS28

38. Referring to the 2011 Census data for car ownership levels in Plymouth, would indicate that the Plymstock area of the city has car ownership levels across the wards of between 1.3 and 1.4 cars per household, indicating that local car ownership levels are above the 1.1 parking spaces per household that the development would provide. Given the Car Ownership Census data; and the low accessibility score of the site (20 – 29% assessable by public transport); and the narrow unusable garages; it may be concluded that the development would be expected to give rise to overspill car parking on the local streets. And Transport would express concerns that the proposed development would be liable to repeat past mistakes and give rise to further indiscriminate overspill parking, and fail to facilitate the safe and unobstructed free flow of vehicle and pedestrian traffic, further frustrating existing traffic difficulties and highway safety issues in Lower Saltram.

DIVERSION OF PUBLIC RIGHT OF WAY AND HIGHWAY

39. South West Costal Path:

It would appear from the application drawings that development, particularly the proposed Detention Basin, would impinge upon and interfere with the formal Public Right of Way that is the South West Coast Path, which has the status of Highway. To alter and divert the Public Right Of Way (PROW) a separate legal process would need to be followed that would be open to public consultation, and might not be successful. The PROW that forms part of the South West Costal Footpath may not be diverted or otherwise interfered with until such time as a legal diversion Order had been obtained. This is a separate issue to the determination of this application and the applicant should be made aware via an informative.

40. Public Highway Footpath:

Similarly, the development would interfere with and build over part of the existing public highway footpath (Highway Maintainable at Public Expense; HMPE) that comes off of the south end of the existing Lower Saltram turning head. Some of which would become part of the proposed new street and as such would not give rise to any in principal issues; but other sections of the public footpath would need to have the public rights formally extinguished prior to any alterations occurring. This is a separate issue to the determination of this application and the applicant should be made aware via an informative

41. The Highway Authority currently objects to the proposed diversion and interference with the public rights and footpaths, which currently may not be altered or interfered with. The councils PROW officer has concerns about the proposed re-alignment from the point of view that walkers are likely to take the shortest route to the castle which is going to take them straight over the proposed grass area rather than around the grass over this re-

aligned path. It is likely that desire lines will be formed ruining the intended effect of the foreshore improvements.

42. In coming to a balanced view transport has taken into consideration the relevant current policy and guidance, including the NPPF, the council adopted Local Plan (SPD) & street Design Guide, and national design guidance for new communities and streets in MfS.
43. It is considered that Lower Saltam is unsuitable in its current form to provide access and egress and safely accommodate the additional traffic that would be generated by the proposed new residential development, for all of the reasons as already set out above.
44. Access and parking difficulties associated with Lower Saltram and the persistent indiscriminate over-spill parking were flagged up at the pre-application scoping meeting. And to help inform the development proposal the applicant was advised to carry out a parking survey during the evenings and weekends to identify and help properly assess the extent of the apparent indiscriminate overflow parking and associated safety issues, but such details have not been submitted as part of this application.
45. The traffic generation and vehicle trips have been assessed over the peak hour in the morning and afternoon which is in accordance with accepted best practice guidance. However, again referring more generally to TRICS guidance, the proposed development of 57 houses would be expected to give rise to an average of between 8 & 10 additional vehicle trips per dwelling per day. And this would equate to between 456 and 570 additional car movements per day traveling in and out through the spine road bottle-neck of Lower Saltram, with its indiscriminate overspill parking and associated highway safety issues, which the proposal would fail to ameliorate. As such it is considered that in view of the very low accessibility score for public transport, and the expected relatively high level of car use and trips generated by the proposed development that would add to and further frustrate the existing access and traffic difficulties in Lower Saltram, the proposed development is unsustainable.
46. In terms of car parking at the proposed development within the quarry enclave, it is considered that the proposed parking configuration that includes narrow garages that would not be fit for the intended purpose of parking a car is impractical. In real terms this would give an unacceptably low parking provision of 1.1 spaces per dwelling as indicated in the application details (Transport Statement: Parking, 4.9). The proposed low parking level fails to acknowledge current guidance and the local level of car ownership and use, and would be likely to give rise to indiscriminate overspill parking and issues of highway safety, particularly for pedestrians.
47. Incidentally, it is noted that many of the transport and highway elements of the proposal that give cause for concern have also been raised by the local residents in the letters of representation.

48. It is considered that the unsatisfactory transport and highway related elements of the proposal (as already set out) would make the proposed development unsustainable, and contrary to the NPPF and policy CS28 accordingly have recommended the application be refused.

Nature Conservation and Biodiversity

49. In 2007, the site was designated a County Wildlife Site because of its limestone habitats. Plant species recorded include the nationally scarce dwarf mouse-ear. Other plant species of interest include pyramidal orchid, lesser centaury, round-leaved crane's-bill, pale flax and ivy broomrape. Invertebrate records include the nationally scarce centipede *Henia vesuviana* and butterflies such as the locally scarce brown argus *Aricia agestis*. The site also supports a healthy badger population and has good potential for supporting a range of bat species, with greater horseshoe bats found in recent years.
50. The site forms part of City's Biodiversity Network. Plymouth City Council Policy CS19 states that 'the Council will promote effective stewardship of the city's wildlife through maintaining a citywide network of local wildlife sites and wildlife corridors, links and stepping stones between areas of natural green space'. This site is one of those that Policy CS19 seeks to protect.
51. Paragraph 114 of the NPPF states that local planning authorities should 'set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure'. Again, this site is one that the NPPF seeks to protect.
52. Previous to the County Wildlife Designation the Hooe Lake Planning Study (1993) (Most recent study available which although precedes current policy is considered to hold some weight) stated that:
53. *'the Radford Quarry and Hooe Lake Foreshore is one of the most sensitive in terms of its nature conservation value and its linkage to the formal open space of Radford Park'*
54. It goes on to state that any development of this area:
55. *'Will be expected to secure the protection and management of Radford Quarry as a nature reserve.'*
56. This view was reiterated in the planning appeal which allowed the now built development at Lower Saltram which did not include the quarry or foreshore areas. The inspector stated that they *'accepted the view of the appellants ecologist that the nature conservation value lies in the quarry itself' 'In addition the nature conservation and management works secured by the planning obligation (in the S106) would reverse the recent damage and secure a sustainable future for the site as one of ecological value..... Subject therefore to the development being so confined (outside of the quarry and foreshore) there would be no conflict with policy'*

57. It is worth noting that in the same appeal reference is made to a 1988 appeal which was dismissed. Emphasis is placed on the fact that the site does not contain the quarry as in the 1988 appeal and It is clear that the existing development at lower Saltram was only deemed acceptable due to the quarry being excluded from development and the management secured by the S106.
58. An appeal for a residential proposal (05/00353/FUL) on part of the Quarry site was also dismissed in 2005 (Ref: APP/NI160/A/05/1187268). Again the Inspector stated:
59. *“the Radford Quarry site as a whole is an area of regenerated countryside within the city boundary. It contributes very significantly to the distinctive character and quality of this part of the city in terms of landscape, amenity and nature conservation. Such a valuable resource within the built up area serves an important purpose and is worthy of preservation.”*
60. An Extended Phase I Habitat Survey conforming to CIEEM guidelines has been submitted along with further protected species surveys and an Ecological Mitigation and Enhancement Strategy (EMES). These surveys were carried out in the 2012 survey season. Presence of breeding birds, reptiles, 7 species of bats and badgers was recorded. The report states that bat surveys will continue on a yearly basis. Usually bat surveys are considered to be out of date after a year and these will be especially important as bats may have populated crevices in the rock faces.
61. For the reasons given above it is considered that the proposal would significantly erode the area's city-wide function for wildlife within the quarry itself and as a continuous link, corridor or stepping stone to the habitats of Hooe Lake. For this reason it is considered that residential development of the quarry should be avoided in principle. The proposals in the application will not sufficiently mitigate the development's impacts and will therefore adversely affect protected species and high quality habitats which results in the application being unacceptable. As the development is not mitigating for its own impacts it does not demonstrate net biodiversity gain it runs in direct conflict with Policy CS19 which states that the Council will promote effective stewardship of the city's wildlife through:
- Ensuring that development retains, protects and enhances features of biological or geological interest, and provides for the appropriate management of these features.
 - Ensuring development seeks to produce a net gain in biodiversity by designing in wildlife, and ensuring any unavoidable impacts are appropriately mitigated for.
62. Paragraph 118 of the NPPF states that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles. The first principle states: *If significant harm resulting from a development cannot be avoided (through locating an alternative site with less harmful impacts), adequately mitigated, or, as a last resort compensated for, then planning permission should be refused.*

Impact on the Character of the area: Landscape and Marinescape

63. In the 1988 planning appeal the inspector concluded that the disuse of the quarry has produced a landscape that is dominated by natural regeneration. The inspector attaches importance to the relationships of the site with its surroundings and states that when the site, Radford Park, Radford Lake and Hooe Lake are combined it is large enough and cohesive enough to qualify as a tract of countryside surrounded by the built up area of Plymouth. It states that it is desirable that this is preserved. It therefore follows that The Hooe Lake Planning Study 1993 indicates that protection of this area is a vital ingredient for ensuring the rural character of the area and for casual recreation.
64. It is recognised that the area of Lower Saltram and the South side of Hooe Lake has now been developed however it is considered the quarry and foreshore have retained this rural characteristic. The 2003 appeal which allowed the development of Lower Saltram recognised that the influence of development was particularly strong on that part of the site. It stated that the area was less rural than other parts of the site including 'the quarry itself which is more heavily influenced by the nearby Radford Park and Radford Lake. The inspector stated that:
65. *'Development on the slope below existing development in Lower Saltram would appear as a natural continuation of the existing urban area... confining built development to the area below lower Saltram would result in an appropriate balance between built and undeveloped elements, with the more rural character of other parts of the site including the quarry, not significantly affected by development limited to this part of the site'*
66. Likewise in the appeal dismissal statement for a residential proposal (05/00353/FUL) on part of the Quarry site in 2005 (Ref: APP/N1160/A/05/1187268), the Inspector concluded that despite its industrial past the land cannot be considered to be previously developed land and is effectively 'greenfield'
67. As previously mentioned, the Quarry site is part of Plymouth's Biodiversity Network supported by Policy CS19 which states that the Council will promote effective stewardship of the city's wildlife through:
68. Maintaining a citywide network of local wildlife sites and wildlife corridors, links and stepping stones between areas of natural green space.
69. Paragraph 114 of the NPPF states that local planning authorities should 'set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure'.

70. Although it is recognised that the quarry is fairly contained it is considered that it plays an important contribution to the rural character of this area and acts as a buffer between the urban area and Radford Quarry and Radford Lake. Further to this the 4 proposed dwellings on the foreshore would result in extensive level changes in this part of the site and will make these four new homes plots 54 to 57 very prominent upon views from Hoe Lake. Policy CS20 Sustainable Resource Use states the council will ensure that the development and land use in the "coastal zone" responds appropriately to the character of the particular type of coast, in the interests of preserving and making best use of this limited resource. The erection of these 4 properties will in particular have a significant impact on the character of this 'coastal zone', turning it from a predominantly area of open greenspace to one of development. Whilst it is considered that any development of this scale in this area is likely to have a detrimental impact the use of brick which has no historical precedence further erodes from the character of the area. The proposal is therefore considered to have an unreasonable detrimental impact on the character of the site and surrounding area contrary to policy CS02, CS34 and CS20.

Tree Issues

71. The proposed development would require the removal of group G4 of TPO 382 which consists of two Ash and two Sycamore. Officers consider that these protected trees provide an important amenity function in the area and their removal would be contrary to paragraph 118 of the NPPF and policy CS18 of the Plymouth Local Development Framework Core-Strategy 2007.

Design Massing and Layout

72. The NPPF attaches great importance to the design of the built environment. Core Strategy policy CS02 promotes well designed developments to promoted the image of the city. Notwithstanding the overall impact of the development on the character of the area which is considered to be unreasonably detrimental, it is also important that the layout, massing and design of the proposal is also acceptable

73. In general the proposed layout has been designed to ensure that safe and overlooked streets and spaces are created by having dwellings facing public areas. The proposed layout at the site presents a clear street hierarchy which will be easily legible and is reinforced by building height and form, continuity of facades and the structure of landscaping and surfacing treatments. It is considered that the layout has achieved a balance between providing an appropriate density and ensuring residents will enjoy a decent level of private amenity space and a good quality public realm. The majority if not all the gardens would meet the minimum outdoor amenity space guides found within the SPD. Although the quarry sides are tall the submitted section drawings demonstrate that the proposed dwellings would be an adequate distance away to ensure the proposed dwellings would receive light and the quarry walls would not appear unreasonably overbearing.

74. The layout of the proposed development is thus in accordance with the general policies CS02 and CS34 of the Adopted City of Plymouth Local Development Framework Core Strategy (2007).
75. Buildings would will range in height from one to three storeys. The house designs are simple but positively address the key routes and spaces. Facades contain appropriate levels of fenestration and porches where appropriate to add interest to the elevations. The use of brick as proposed would not be supported however appropriate materials could be secured by condition. Some side elevations would benefit from windows however this could be conditioned if required.
76. Further details of landscaping together with a plan for its management are also required but could be secured by condition.

Impact on Radford Castle

77. The Grade II listed Radford Bridge and Castle is located 80m south of the application site. The proposed development is not considered to have any significant impact upon the setting of the listed building.

Affordable Housing

78. The delivery of affordable housing development is one of the top Corporate priorities for Plymouth City Council. The policy context for its provision and delivery is set out in paras.10.17-10.24 of the Core Strategy and policy CS15 (Overall Housing Provision). With such high levels of Affordable Housing need consistent delivery of affordable housing units can cumulatively make a big difference to catering for the City's overall housing need.
79. The proposal includes 20 (35%) affordable housing units. This offer exceeds planning policy requirements which are set at 30%. It would be made up 12 social/affordable rented and 8 shared ownership houses. This is a 60/40% split which complies with affordable housing policy found within the Planning Obligations and Affordable Housing SPD First Review.
80. The mix of house types all of which are 2, 3 and 4 bedroomed houses is welcomed, and there is clear evidence of need for family units of this type from both waiting list data and the Council's recent Housing Market Needs Assessment. Parking ratios for all affordable housing units appear acceptable.
81. The location of the affordable units whilst generally concentrated within the southern part of the site, are reasonably well integrated, and is therefore acceptable
82. In Respect to Affordable housing the proposal is welcomed and is considered to comply with CS15.

Lifetime Homes

83. Policy CS15 of the Core Strategy requires that 20% of all new dwellings shall be constructed to Lifetime Homes Standards. Lifetime homes allow for the 'future proofing' of all new dwellings so that they can be adapted over time to suit the needs of occupants as their lifestyles change due to age or other factors.
84. To comply with policy CS15 (4), Lifetime homes could be secured by condition/S106 should the application be approved.

Sustainable Resource Use

85. Policy CS20 (Sustainable Resource Use) of the Adopted City of Plymouth Local Development Framework Core Strategy (2007) requires all new residential developments of 10 units or more to incorporate onsite renewable energy production equipment to offset at least 15% of predicted carbon emissions for the period 2010 – 2016.
86. Although the proposed submission indicates that the buildings will look to reduce energy demand in particular by incorporating high levels of insulation; air tightness and low energy lighting, no on site renewables have been proposed contrary to policy. Even if it were the case that the policy allowed 15% of carbon savings to be found through the built form this has not be demonstrated in an energy strategy. The proposal is therefore contrary to policy CS20.

Surface water drainage

87. Additional information has been submitted regarding surface water drainage. The Environmental Agency considers the application is acceptable in this respect subject to conditions.

Public Protection Issues

88. Noise;
The application is accompanied by a noise impact assessment, given the proximity to potential noise sources, conditions are recommended securing the mitigation works proposed to ensure that future residents are not subject to unwanted noise.
89. The site is located in a residential area and is surrounded by existing houses, the occupiers of which are likely to be sensitive to development. Because of this, we recommend placement of a condition, which prior to the commencement of development approved by this planning permission; requires the developer to submit a Code of Practice for the site that outlines how they intend to prevent or control any nuisance arising from any work carried out and to notify neighbours ahead of any works.

Land quality ;

90. A preliminary risk assessment report has been submitted with the application. The report findings and recommendations with respect to ground contamination are summarised as follows
- Likely complete source-pathway-receptor chains have been established which require further investigation to determine if they actually exist and to confirm the extent of any remedial measures required.
 - Ground gas monitoring, to be undertaken to determine levels of ground gas beneath the site and to ascertain if any ground gas protection measures are required.
 - Hydrocarbon contamination may be present, and so a hydrocarbon vapour proof membrane may be required in parts of the site.
91. In order to confirm the above preliminary recommendations, a phase 2 intrusive site investigation is required.
92. Public Protection are generally supportive of the consultant conclusions and recommendation. Conditions are recommended to support the further investigation and risk assessment work, plus any other work that may subsequently be required.

Other Issues

93. The majority of issues raised in the letters of representation have been addressed above. However issues of sewerage capacity have been raised. South West Water have not objected to the proposal.
94. Issues of house values covenants have also been raised. These are not material planning considerations and should not influence determination of the application.
95. With regard to the advertisement of the application, the application was advertised in accordance with the council's consultation procedures which included site notices and a press add along with the Councils website.

Human Rights

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Local Finance Considerations

S106

The applicant has offered the following heads of terms to mitigate the impacts of the development:

Infrastructure

- Education Contribution of £305,357.78
- Health Care Infrastructure Contribution of £25,292.18
- Library Contribution of £12,252.00
- Transport infrastructure contribution of £223,446.00
- A Hooe Castle contribution.

Affordable Housing

- 35% affordable housing (20 units)

Mitigation Provisions

- Provide 1 x LEAP across the site.
- Provide Informal open space.
- Protect and enhance existing footpaths and provide new pedestrian links
- Make arrangements for long term management and maintenance of the open space for the benefit of the public.
- Provide and implement the regeneration plan to the foreshore area including vehicle access to Hooe Castle.

It is considered that S106 obligations will be required to mitigate the proposals impact on infrastructure and to secure policy requirements pursuant to Core Strategy Policy CS33 and the Planning Obligations and Affordable Housing Supplementary Planning Document. However given the in principle objections to the scheme no S106 negotiations have taken place. Through the submission of the proposed heads of terms the applicant has demonstrated that they are prepared to enter into negotiations should the application be approved by members. It should be noted that obligations must be required to mitigate the impacts of the proposal only and therefore the applicant's heads of terms may not reflect the obligations required.

Community Infrastructure Levy

The provisional Community Infrastructure Levy liability (CIL) for this development is £143,910.

It is noted that the applicant has indicated they intend to apply for social housing relief on the CIL form. This is assessed post approval, however if approved in accordance with the CIL information form – the end liability would be reduced to £100,500 at today's rate.

New Homes Bonus

Local finance considerations are now a material consideration in the determination of planning applications by virtue of the amended section 70 of the Town and Country Planning Act 1990. This development will generate a total of approximately £547,569 in New Homes Bonus contributions for the authority. However, it is considered that the development plan and other material considerations, as set out elsewhere in the report, continue to be the matters that carry greatest weight in the determination of this application.

Equalities and Diversities

Policy CS15 requires 20% of dwellings to be lifetime homes compliant. This can be secured by condition. There are no further equalities and diversity issues.

Conclusions

It is recognised that the Council does not have a five year supply of land available for housing. The scheme would assist in meeting housing needs within Plymouth, including provision for some affordable housing. Jobs and wealth would be created within the construction sector. Whilst this is noted, and has been accorded great weight, it is considered that on balance this does not override the other planning harm considerations.

There is an environmental dimension to achieving sustainable development and one of the Core principles of the NPPF includes taking account of the different roles and character of different areas. In this instance, the harm to the character and identity of area, the harm to biodiversity, the harm to the highway network and the lack of renewable energy measures would significantly and demonstrably outweigh the benefits of the scheme. For these reasons the scheme does not comprise sustainable development and is therefore contrary to National and Local Policy.

Above all, the planning history relating to previous developments at Radford Quarry have been fundamentally influenced by the need to protect and enhance the special and unique landscape of this part of the backdrop to Hooe Lake and this remains a material planning consideration. This proposal is contrary to these aims and objectives, and proposes inappropriate development which would be harmful to this sensitive landscape and which would prejudice the long established aim of creating an undeveloped natural refuge alongside an appropriately limited area of housing development.

For the reasons outlined above it is recommended the application be refused.

Recommendation

In respect of the application dated **11/12/2013** and the submitted drawings WAIN/035/100, 035/102, 035/103, 035/106, 035/107, 035/109 035/201, 035/202, 035/203, 035/204, 035/205, 035/206, 035/207, 035/208, 035/209, 035/210, 035/211, 035/212, 035/213, 035/214, EED13440-100-GR -09D, EED13440-100-GR-10A, PHL/002A, PHL/001B, 035/SEC/A, Phase 2 Ecology Report, Planning Statement, Archeological Desk Based Assessment, Preliminary Geotechnical and Contamination Assessment, Tree Survey, Transport Statement, Parking Matrix, Flood Risk Assessment, and accompanying Design and Access Statement (Revised), it is recommended to: **Refuse**

Reasons for Refusal

BIODIVERSITY

1) The site is a County Wildlife Site and forms part of Plymouth's Biodiversity Network. In the opinion of the Local Planning Authority, the proposal would significantly erode the area's city-wide function for wildlife and in particular as a foraging area, a buffer to the quality habitats within the quarry itself and as a continuous link, corridor or stepping stone to the habitats of Hooe Lake. The proposal is therefore contrary to paragraphs 109, 114 and 118 of the NPPF and policy CS19 of the Plymouth Local Development Framework 2007.

CHARACTER OF AREA (LANDSCAPE AND MARINESCAPE)

(2) The site comprises former regenerated quarry workings which form part of a rural tract of countryside in an otherwise built-up area. The site provides a backdrop to the Hooe Lake Area and contributes towards the peaceful and informal recreation enjoyed by people who visit the area. The area acts as a buffer between the urban area and Radford Park and Radford Lake. In the opinion of the Local Planning Authority the proposal would result in an inappropriate balance between built and undeveloped elements to the detriment of the character of the area. Further to this the erection of the 4 properties fronting the Foreshore will in particular have a significant impact on the Character of this 'coastal zone', turning it from a predominantly area of open greenspace to one of development. The proposal is therefore considered to be contrary to paragraphs 109 and 114 of the NPPF and policies CS18, CS20 and CS34 of the Plymouth Local Development Framework Core Strategy

AGGRAVATION OF EXISTING TRAFFIC DIFFICULTIES

(3) The land to which this application relates has its access and frontage onto Lower Saltram; and the attraction to the site of an increased number of vehicles by reason of the proposed development would aggravate existing traffic difficulties and be prejudicial to amenity, public safety and convenience. Which is contrary to Policy CS28 and CS34 of the adopted City of Plymouth Local Development Framework Core Strategy adopted April 2007

INADEQUATE PARKING PROVISION

(4) No adequate provision is proposed to be made for the parking of cars of persons residing at or visiting the development. Vehicles used by such persons would therefore have to stand on the public highway giving rise to conditions likely to cause:-

- (a) Damage to amenity;
 - (b) Prejudice to public safety and convenience;
 - (c) Interference with the free flow of traffic on the highway
- which is contrary to Policy CS28 and CS34 of the adopted City of Plymouth Local Development Framework Core Strategy adopted April 2007

RENEWABLES

(5) In the opinion of the Local Planning Authority the proposal fails to demonstrate incorporation of onsite renewable energy production equipment to off-set 15% of the predicted carbon emissions. The proposal is therefore contrary to policy CS20 of the Plymouth Local Development Framework Cores Strategy 2007.

TREES

(6) The proposed development would require the removal of group G4 of TPO 382 which consists of two Ash and two Sycamore. The Local Planning Authority considers that these protected trees provide an important amenity function in the area and their removal would be contrary to paragraph 118 of the NPPF and policy CS18 of the Plymouth Local Development Framework Core-Strategy 2007.

INFORMATIVE: REFUSAL (WITH ATTEMPTED NEGOTIATION)

(1) In accordance with the requirements of Article 31 of the Town and Country Planning (Development Management Procedure) (England) Order 2010 and paragraphs 186 and 187 of the National Planning Policy Framework the Council has worked in a positive and pro-active way with the Applicant [including pre-application discussions and has looked for solutions to enable the grant of planning permission. However the proposal remains contrary to the planning policies set out in the reasons for refusal and was not therefore considered to be sustainable development.

INFORMATIVE: (CIL LIABLE) DEVELOPMENT LIABLE FOR COMMUNITY INFRASTRUCTURE CONTRIBUTION

(2)The Local Planning Authority has assessed that this development will attract an obligation to pay a financial levy under the Community Infrastructure Levy Regulations 2010 (as amended). Details of the process can be found on our website at www.plymouth.gov.uk/CIL. You can contact the Local Planning Authority at any point to discuss your liability calculation; however a formal Liability Notice will only be issued by the Local Planning Authority once any pre-commencement conditions are satisfied.

Relevant Policies

The following (a) policies of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and supporting Development Plan Documents and Supplementary Planning Documents (the status of these documents is set out within the City of Plymouth Local Development Scheme) and (b) relevant Government Policy Statements and Government Circulars, were taken into account in determining this application:

CS28 - Local Transport Consideration
CS32 - Designing out Crime
CS33 - Community Benefits/Planning Obligation
CS34 - Planning Application Consideration
CS22 - Pollution
CS18 - Plymouth's Green Space
CS19 - Wildlife
CS20 - Resource Use
CS21 - Flood Risk
CS03 - Historic Environment
CS01 - Sustainable Linked Communities
CS02 - Design
CS15 - Housing Provision
CS16 - Housing Sites
SPD2 - Planning Obligations and Affordable Housing
SPD1 - Development Guidelines First Review
SPD3 - Design Supplementary Planning Document
NPPF - National Planning Policy Framework March 2012

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PLANNING COMMITTEE

Decisions issued for the following period: 20 January 2014 to 16 February 2014

Note - This list includes:

- Committee Decisions
- Delegated Decisions
- Withdrawn Applications
- Returned Applications

Item No 1

Application Number: 13/01193/FUL **Applicant:** Sanctuary Housing Association
Application Type: Full Application
Description of Development: Erection of 69 new dwellings (four of which proposed with an option to 'self-build') with associated access, parking and refuse storage
Site Address BUDSHEAD ROAD WHITLEIGH PLYMOUTH
Case Officer: Thomas Westrope
Decision Date: 24/01/2014
Decision: Application Withdrawn

Item No 2

Application Number: 13/01408/FUL **Applicant:** Mr Graham Shaddick
Application Type: Full Application
Description of Development: Construction of bungalow on land adjacent to 2 Hawthorn Way.
Site Address 2 HAWTHORN WAY PLYMOUTH
Case Officer: Olivia Wilson
Decision Date: 21/01/2014
Decision: Application Withdrawn

Item No 3

Application Number: 13/01577/FUL **Applicant:** Mr John Reed
Application Type: Full Application
Description of Development: Erection of detached dwelling
Site Address LAND ADJACENT TO 1 SALISBURY LODGE, SALISBURY ROAD PLYMOUTH
Case Officer: Jon Fox
Decision Date: 23/01/2014
Decision: Refuse

Item No 4

Application Number: 13/01658/FUL **Applicant:** Evolution Cove (Plymouth) Limit
Application Type: Full Application
Description of Development: Change of use of ground floor retail unit to 2 no. residential units
Site Address 29 EVOLUTION COVE, DURNFORD STREET PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 22/01/2014
Decision: Application Withdrawn

Item No 5

Application Number: 13/01911/FUL **Applicant:** Mr Baniko Soloman
Application Type: Full Application
Description of Development: Construction of one three-storey dwelling and one two-storey dwelling, parking, cycle storage and associated works including new external openings and associated alterations to layout of existing buildings at Nos.1 and 2 Addison Road
Site Address 1 & 2 ADDISON ROAD PLYMOUTH
Case Officer: Jon Fox
Decision Date: 21/01/2014
Decision: Refuse

Item No 6

Application Number: 13/01916/OUT **Applicant:** Mr Mark Leonard
Application Type: Outline Application
Description of Development: Outline application with details of access for development of 6,320m² of B2 (General Industry) and 9,100m² of B8 (Storage and Distribution) Uses (details of appearance, landscaping, layout and scale reserved for future consideration).
Site Address FORMER TOSHIBA SITE, ERNESETTLE LANE
PLYMOUTH
Case Officer: Simon Osborne
Decision Date: 24/01/2014
Decision: Grant Conditionally

Item No 7

Application Number: 13/01936/TPO **Applicant:** Mr Peter Ball
Application Type: Tree Preservation
Description of Development: Reduce side of tree facing house by 2 metres
Site Address 73A GLENHOLT ROAD PLYMOUTH
Case Officer: Chris Knapman
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 8

Application Number: 13/01946/FUL **Applicant:** CBRE Global Investor Ltd
Application Type: Full Application
Description of Development: Variation of condition 12 of 92/01241 which granted consent for the erection of a single-storey building containing 2 non-food retail units, to allow for the sale of sports clothing and equipment
Site Address UNIT A & B, COYPOOL ROAD PLYMOUTH
Case Officer: Kate Saunders
Decision Date: 11/02/2014
Decision: Refuse

Item No 9

Application Number: 13/01984/FUL **Applicant:** Westcountry Housing Associatio
Application Type: Full Application
Description of Development: Re-develop site by erection of 19 affordable dwellings with associated access, car parking and landscaping (demolition of existing buildings)
Site Address (FORMER PLUSS SITE), 271 CLITTAFORD ROAD PLYMOUTH
Case Officer: Thomas Westrope
Decision Date: 30/01/2014
Decision: Grant Subject to S106 Obligation - Full

Item No 10

Application Number: 13/01988/FUL **Applicant:** Woodside Animal Trust
Application Type: Full Application
Description of Development: Conversion and alterations to barn used as document store to two-storey dwelling with garden space and car parking
Site Address 111 RIDGEWAY PLYMOUTH
Case Officer: Jon Fox
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 11

Application Number: 13/01989/LBC **Applicant:** Woodside Animal Trust
Application Type: Listed Building
Description of Development: Conversion and alterations to barn used as document store to two-storey dwelling with gardens space and car parking
Site Address 111 RIDGEWAY PLYMOUTH
Case Officer: Jon Fox
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 12

Application Number: 13/02009/FUL **Applicant:** Aster Communities and Diocese
Application Type: Full Application
Description of Development: Demolition of church and erection of a part three, part four storey block of six flats and five terraced houses, alterations to the church hall, provision of a memorial garden, parking and amenity space
Site Address CHURCH OF WESTON MILL, ST PHILIP, BRIDWELL LANE NORTH PLYMOUTH
Case Officer: Robert McMillan
Decision Date: 04/02/2014
Decision: Grant Subject to S106 Obligation - Full

Item No 13

Application Number: 13/02030/FUL **Applicant:** Fry's Nursery Limited
Application Type: Full Application
Description of Development: Change of use of part of land within the site from horticulture to caravan, motor-home and/or boat storage for up to 225 units and widening of internal access road
Site Address FRY'S NURSERY, HAYE ROAD PLYMOUTH
Case Officer: Jon Fox
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 14

Application Number: 13/02037/FUL **Applicant:** Mr J Taylor
Application Type: Full Application
Description of Development: Erection of dwelling
Site Address 1 BEAUCHAMP ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 15

Application Number: 13/02047/TPO **Applicant:** Mr Brian McGlinchey
Application Type: Tree Preservation
Description of Development: Ash tree - Prune back lower crown by 1.5 metres
Site Address LAND TO REAR OF 14 TRELORRIN GARDENS
PLYMOUTH
Case Officer: Chris Knapman
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 16

Application Number: 13/02059/PRDE **Applicant:** Mr Steven Brook
Application Type: LDC Proposed Develop
Description of Development: Side and rear conservatory
Site Address 18 ST JOHNS DRIVE PLYMOUTH
Case Officer: Jody Leigh
Decision Date: 21/01/2014
Decision: Issue Certificate - Lawful Use

Item No 17

Application Number: 13/02115/FUL **Applicant:** The UNA Group
Application Type: Full Application
Description of Development: Demolition of existing sprinkler tank and service building and proposed extension of car parking area and formation of 3 yard areas with yard "2" to accommodate "motoplan"
Site Address THE AIRPORT BUSINESS CENTRE, THORNBURY ROAD
PLYMOUTH
Case Officer: Kate Saunders
Decision Date: 24/01/2014
Decision: Grant Conditionally

Item No 18

Application Number: 13/02118/FUL **Applicant:** Gulland Properties Ltd
Application Type: Full Application
Description of Development: Change of use from offices to 13 self-contained apartments including internal and external alterations and removal of external staircase
Site Address 5 TO 6 THE CRESCENT PLYMOUTH
Case Officer: Jon Fox
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 19

Application Number: 13/02119/FUL **Applicant:** Mrs H Pinion
Application Type: Full Application
Description of Development: Garage conversion and redevelopment to provide ancillary accommodation
Site Address 19 SHALLOWFORD ROAD EGGBUCKLAND PLYMOUTH
Case Officer: Rebecca Exell
Decision Date: 31/01/2014
Decision: Refuse

Item No 20

Application Number: 13/02121/LBC **Applicant:** Gulland Properties Ltd
Application Type: Listed Building
Description of Development: Change of use from offices to 13 self-contained apartments including internal and external alterations and removal of external staircase
Site Address 5 TO 6 THE CRESCENT PLYMOUTH
Case Officer: Jon Fox
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 21

Application Number: 13/02153/PRDE **Applicant:** Mr Robert Viant
Application Type: LDC Proposed Develop
Description of Development: Lawful Development Certificate for single-storey rear extension
Site Address 9 WENSUM CLOSE PLYMOUTH
Case Officer: Kate Price
Decision Date: 30/01/2014
Decision: Issue Certificate - Lawful Use

Item No 22

Application Number: 13/02177/FUL **Applicant:** Rev Tim Smith
Application Type: Full Application
Description of Development: Alterations to church including formation of new entrance and separate fire escape door together with external ramps, internal remodelling including provision of auditorium and ancillary Sunday School room and café and formation of car parking spaces; with variation of condition 2 of permission 11/01748 to allow changes to new entrance steps and
Site Address ST JUDES CHURCH, BEAUMONT ROAD PLYMOUTH
Case Officer: Jon Fox
Decision Date: 21/01/2014
Decision: Grant Conditionally

Item No 23

Application Number: 13/02179/FUL **Applicant:** Ridgeway School
Application Type: Full Application
Description of Development: Removal of temporary huts and toilet block and replacement with a single storey link building and two storey extension (resubmission of 13/00295/FUL)
Site Address RIDGEWAY SCHOOL, MOORLAND ROAD PLYMOUTH
Case Officer: Olivia Wilson
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 24

Application Number: 13/02181/ADV **Applicant:** Eastern Eye
Application Type: Advertisement
Description of Development: Retention of some existing signage
Site Address 57 NOTTE STREET PLYMOUTH
Case Officer: Jody Leigh
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 25

Application Number: 13/02187/FUL **Applicant:** OXF Architects
Application Type: Full Application
Description of Development: Erection of five houses with associated parking
Site Address 10 HAYSTONE PLACE PLYMOUTH
Case Officer: Robert McMillan
Decision Date: 22/01/2014
Decision: Grant Conditionally

Item No 26

Application Number: 13/02229/FUL **Applicant:** Plymouth Combined Courts
Application Type: Full Application
Description of Development: Securing of existing precast concrete panels and new finish being applied (north and east elevations)
Site Address THE LAW COURTS, ARMADA WAY PLYMOUTH
Case Officer: Mike Stone
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 27

Application Number: 13/02234/FUL **Applicant:** Babcock International Group
Application Type: Full Application
Description of Development: Retrospective application for 7m flagpole
Site Address DEVONPORT DOCKYARD, SALTASH ROAD KEYHAM
PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 28

Application Number: 13/02247/FUL **Applicant:** Babcock International Group
Application Type: Full Application
Description of Development: Construction of 14 x 3.5 x 3.4 metre high proprietary store to hold rock salt within Devonport Royal Dockyard
Site Address DEVONPORT DOCKYARD, SALTASH ROAD KEYHAM
PLYMOUTH
Case Officer: Mike Stone
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 29

Application Number: 13/02250/LBC **Applicant:** Mount Wise (Devon) Ltd
Application Type: Listed Building
Description of Development: Demolition of north and south chimneys in east pavilion
Site Address ADMIRALTY HOUSE, MOUNT WISE CRESCENT
PLYMOUTH
Case Officer: Katherine Graham
Decision Date: 24/01/2014
Decision: Grant Conditionally

Item No 30

Application Number: 13/02262/TCO **Applicant:** Mark Hunns
Application Type: Trees in Cons Area
Description of Development: Conifer - Remove
Beech - Remove
Holm Oak - Reduce by 50%
Site Address 37 WHITEFORD ROAD PLYMOUTH
Case Officer: Chris Knapman
Decision Date: 05/02/2014
Decision: Grant Conditionally

Item No 31

Application Number: 13/02266/FUL **Applicant:** Ozon LPG Installations Ltd
Application Type: Full Application
Description of Development: Installation of temporary firewall on two sides of LPG tank, 1.8m high and mesh fence on other two sides, and retrospective application for LPG tank.
Site Address 16 EAST STREET PLYMOUTH
Case Officer: Niamh Ashworth
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 32

Application Number: 13/02268/FUL **Applicant:** Mr and Mrs Bartlett
Application Type: Full Application
Description of Development: Replace south west wall of rear tenement with alterations to internal layout; demolition of outbuilding; provision of timber decking
Site Address 12 BORINGDON TERRACE PLYMOUTH
Case Officer: Jess Maslen
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 33

Application Number: 13/02269/LBC **Applicant:** Mr and Mrs Bartlett
Application Type: Listed Building
Description of Development: Replace south west wall of rear tenement with alterations to internal layout; demolition of outbuilding; provision of timber decking
Site Address 12 BORINGDON TERRACE PLYMOUTH
Case Officer: Jess Maslen
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 34

Application Number: 13/02271/TPO **Applicant:** Mr Allen McCloud
Application Type: Tree Preservation
Description of Development: Various tree management works including felling of 4 cupressus, 1 ash and 1 sweet chestnut
Site Address HOLTWOOD, PLYMBRIDGE ROAD PLYMOUTH
Case Officer: Jane Turner
Decision Date: 28/01/2014
Decision: Grant Conditionally

Item No 35

Application Number: 13/02273/FUL **Applicant:** Classic Homes [SW] Ltd
Application Type: Full Application
Description of Development: Erection of dwelling (amended scheme following approved application no 13/01102/FUL)
Site Address LAND ADJACENT TO 446 TAVISTOCK ROAD PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 23/01/2014
Decision: Grant Conditionally

Item No 36

Application Number: 13/02276/FUL **Applicant:** Plymouth Bike Hire CIC
Application Type: Full Application
Description of Development: Change of use to form cycle hire, retail sales and hot and cold drinks with snacks from café and take-away
Site Address PARK & RIDE, COYPOOL ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 03/02/2014
Decision: Grant Conditionally

Item No 37

Application Number: 13/02281/FUL **Applicant:** Mr Andrew Browning
Application Type: Full Application
Description of Development: Demolition of eastern part of boundary wall and formation of vehicle hardstanding
Site Address 2 OAK COTTAGES, COBB LANE PLYMOUTH
Case Officer: Jess Maslen
Decision Date: 31/01/2014
Decision: Application Withdrawn

Item No 38

Application Number: 13/02282/LBC **Applicant:** Mr Andrew Browning
Application Type: Listed Building
Description of Development: Demolition of eastern part of front boundary wall and formation of vehicle hardstanding
Site Address 2 OAK COTTAGES, COBB LANE PLYMOUTH
Case Officer: Jess Maslen
Decision Date: 31/01/2014
Decision: Application Withdrawn

Item No 39

Application Number: 13/02293/FUL **Applicant:** Brunswick Ltd
Application Type: Full Application
Description of Development: Change of use and conversion of 12 bed HMO to 6 self-contained flats
Site Address 20 WOODLAND TERRACE, GREENBANK ROAD
PLYMOUTH
Case Officer: Simon Osborne
Decision Date: 31/01/2014
Decision: Grant Conditionally

Item No 40

Application Number: 13/02305/FUL **Applicant:** Rogers Decorating
Application Type: Full Application
Description of Development: Formation of ground floor offices along with insertion of mezzanine floor which will incorporate 5 new windows
Site Address UNIT 11, FORRESTERS BUSINESS PARK, ESTOVER
CLOSE PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 41

Application Number: 13/02315/FUL **Applicant:** QGM Development Services
Application Type: Full Application
Description of Development: Extensions and alterations to public house to form flat and maisonette for use as a HMO
Site Address 15 ST ANDREW STREET PLYMOUTH
Case Officer: Jon Fox
Decision Date: 03/02/2014
Decision: Grant Conditionally

Item No 42

Application Number: 13/02317/FUL **Applicant:** Mr D Salmon
Application Type: Full Application
Description of Development: Garage/workshop with store above (existing garage to be replaced)
Site Address 1 FURZEHATT ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 43

Application Number: 13/02319/PRDE **Applicant:** Mr and Mrs Matthew Bryant
Application Type: LDC Proposed Develop
Description of Development: Certificate of Lawful Development for hip to gable alterations/loft conversion class use C3
Site Address 62 TORR LANE PLYMOUTH
Case Officer: Kate Price
Decision Date: 05/02/2014
Decision: Issue Certificate - Lawful Use

Item No 44

Application Number: 13/02323/FUL **Applicant:** Mrs Sarah Goode
Application Type: Full Application
Description of Development: Construction a single storey extension to the rear tenement
Site Address 182 MANNAMEAD ROAD PLYMOUTH
Case Officer: Mike Stone
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 45

Application Number: 13/02326/LBC **Applicant:** Mr Matthew Henley
Application Type: Listed Building
Description of Development: Secondary glazing to top floor, street facing windows
Site Address SECOND FLOOR AND THIRD FLOOR FLAT, 54
SOUTHSIDE STREET PLYMOUTH
Case Officer: Jess Maslen
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 46

Application Number: 13/02330/FUL **Applicant:** Plymouth Community Homes
Application Type: Full Application
Description of Development: Amenity terrace to rear including recycling store, stepped
access and platform lift and wider rear door opening
Site Address HELEN FOX HOUSE, MARLBOROUGH STREET
PLYMOUTH
Case Officer: Liz Wells
Decision Date: 24/01/2014
Decision: Grant Conditionally

Item No 47

Application Number: 13/02332/FUL **Applicant:** Mr Vince Rosson
Application Type: Full Application
Description of Development: Conversion of existing public house into HMO living
accommodation
Site Address ARCHER INN, 11 ARCHER TERRACE PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 20/01/2014
Decision: Grant Conditionally

Item No 48

Application Number: 13/02334/FUL **Applicant:** Mr & Mrs G Cox
Application Type: Full Application
Description of Development: Raised front hardstanding
Site Address 37 HORNCHURCH ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 49

Application Number: 13/02342/TPO **Applicant:** Mr John Pack
Application Type: Tree Preservation
Description of Development: Leaning Cherry - Fell or reduce by 3m
Site Address 19 HOLLY PARK CLOSE PLYMOUTH
Case Officer: Jane Turner
Decision Date: 04/02/2014
Decision: Grant Conditionally

Item No 50

Application Number: 13/02346/FUL **Applicant:** Mr and Mrs Simon and Elizabet
Application Type: Full Application
Description of Development: Single storey rear extension and raised patio
Site Address 63 MANNAMEAD ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 51

Application Number: 13/02353/FUL **Applicant:** Mrs A Crocker
Application Type: Full Application
Description of Development: Demolition of workshop and construction of dwelling
(resubmission of 13/01899/FUL)
Site Address 45 EMMA PLACE PLYMOUTH
Case Officer: Olivia Wilson
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 52

Application Number: 13/02356/FUL **Applicant:** Mr Jake Bryant
Application Type: Full Application
Description of Development: Change of use to form two flats including conversion of loft
Site Address 14 VALLETORT ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 53

Application Number: 13/02361/LBC **Applicant:** Plymouth Gin Distillery
Application Type: Listed Building
Description of Development: Installation of updated lightning protection system
Site Address 60 SOUTHSIDE STREET PLYMOUTH
Case Officer: Karen Gallacher
Decision Date: 11/02/2014
Decision: Grant Conditionally

Item No 54

Application Number: 13/02362/FUL **Applicant:** Mr and Mrs Dave Elliott
Application Type: Full Application
Description of Development: New hardstanding and boundary fence along Berry Park Road
resubmission of 13/01482/FUL
Site Address 20 DEAN HILL PLYMOUTH
Case Officer: Mike Stone
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 55

Application Number: 13/02364/FUL **Applicant:** Mr Gerrard Laidler
Application Type: Full Application
Description of Development: First floor rear extension above rear tenement and garage to rear
Site Address 30 SUSSEX ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 30/01/2014
Decision: Grant Conditionally

Item No 56

Application Number: 13/02376/FUL **Applicant:** Derriford Hospital
Application Type: Full Application
Description of Development: Proposed new disabled car park
Site Address DERRIFORD HOSPITAL, DERRIFORD ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 57

Application Number: 13/02380/GPD **Applicant:** Michelle and David Clark
Application Type: GPDO Request
Description of Development: A single story rear extension which extends beyond the rear wall of the original dwellinghouse by 3.93m, has maximum height of 2.807, and eaves height of 2.1
Site Address 22 EARLS MILL ROAD PLYMOUTH
Case Officer: Mike Stone
Decision Date: 28/01/2014
Decision: Prior approval not req

Item No 58

Application Number: 13/02399/FUL **Applicant:** Mrs Ann Bromidge
Application Type: Full Application
Description of Development: Proposed single storey side extension and new front access ramp
Site Address 48 PATTINSON DRIVE PLYMOUTH
Case Officer: Mike Stone
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 59

Application Number: 13/02402/GPD **Applicant:**
Application Type: GPDO Request
Description of Development: Change of use from B1 office(s) to C3 residential – (6 flats)
Site Address 1 FORD PARK ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 11/02/2014
Decision: Prior approval required

Item No 60

Application Number: 13/02403/FUL **Applicant:** The Salvation Army
Application Type: Full Application
Description of Development: Proposed first floor within existing building for use in conjunction with existing functions
Site Address THE SALVATION ARMY, WHITLEIGH COURT,
LANCASTER GARDENS PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 61

Application Number: 13/02414/FUL **Applicant:** Mr David Ellis
Application Type: Full Application
Description of Development: Erection of conservatory and balcony above
Site Address 3 MANOR PARK CLOSE PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 62

Application Number: 13/02415/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address NORTH EAST QUAY, SUTTON HARBOUR PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 63

Application Number: 13/02416/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address MOUNT WISE CRESCENT PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 64

Application Number: 13/02418/FUL **Applicant:** Miss Amy Cooper
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address CORNER OF-ENTRANCE TO SOUTHSIDE STREET
PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 65

Application Number: 13/02420/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address APPRENTICES GARDENS, ARMADA WAY PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 06/02/2014
Decision: Grant Conditionally

Item No 66

Application Number: 13/02421/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address COMMERCIAL WHARF PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 07/02/2014
Decision: Grant Conditionally

Item No 67

Application Number: 13/02422/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address MILLBAY PARK PLYMOUTH
Case Officer: Louis Dulling
Decision Date: 21/01/2014
Decision: Application Withdrawn

Item No 68

Application Number: 13/02423/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address THEATRE ROYAL, ROYAL PARADE PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 29/01/2014
Decision: Application Withdrawn

Item No 69

Application Number: 13/02424/FUL **Applicant:** National Marine Aquarium
Application Type: Full Application
Description of Development: Installation of temporary sun fish sculpture
Site Address NEW GEORGE STREET PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 06/02/2014
Decision: Grant Conditionally

Item No 70

Application Number: 13/02428/GPD **Applicant:**
Application Type: GPDO Request
Description of Development: Change of use from B1 office(s) to C3 residential – 3 dwellings
Site Address 51 to 53 THE BROADWAY PLYMOUTH
Case Officer: Mike Stone
Decision Date: 05/02/2014
Decision: Prior approval required

Item No 71

Application Number: 13/02429/FUL **Applicant:** Effervescent
Application Type: Full Application
Description of Development: Change of use to D1 - art gallery and workshop with ancillary offices, café and WC facilities
Site Address 12 DERRYS CROSS PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 06/02/2014
Decision: Grant Conditionally

Item No 72

Application Number: 13/02431/FUL **Applicant:** Mr David Sanders
Application Type: Full Application
Description of Development: Erection of conservatory on rear elevation
Site Address 36 OLD WOODLANDS ROAD PLYMOUTH
Case Officer: Kate Price
Decision Date: 10/02/2014
Decision: Grant Conditionally

Item No 73

Application Number: 13/02433/ADV **Applicant:** Halfords Group Plc
Application Type: Advertisement
Description of Development: Installation of 2x illuminated box signs (replacements) and 2x non-illuminated box signs (new)
Site Address HALFORDS, UNIT 4 LONGBRIDGE ROAD PLYMOUTH
Case Officer: Mike Stone
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 74

Application Number: 14/00003/FUL **Applicant:** Mr Anthony Heard
Application Type: Full Application
Description of Development: Single storey rear garden room, single storey side extension and loft conversion
Site Address 11 MICHAEL ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 75

Application Number: 14/00009/TCO **Applicant:** Devon and Cornwall Police
Application Type: Trees in Cons Area
Description of Development: Fell or reduce due to damage to wall and building
Site Address EXMOUTH POLICE STATION, NORTH STREET,
EXMOUTH ROAD PLYMOUTH
Case Officer: Jane Turner
Decision Date: 12/02/2014
Decision: Grant Conditionally

Item No 76

Application Number: 14/00013/FUL **Applicant:** Mrs G Guy
Application Type: Full Application
Description of Development: Single storey side extension
Site Address CASTLE COTTAGE, BARBICAN ROAD PLYMOUTH
Case Officer: Liz Wells
Decision Date: 14/02/2014
Decision: Grant Conditionally

Item No 77

Application Number: 14/00019/FUL **Applicant:** Camerons Car Sales,
Application Type: Full Application
Description of Development: Variation of 13/00588/FUL to allow car wash to open on Sundays
Site Address 1E EDGAR TERRACE PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 78

Application Number: 14/00029/ADV **Applicant:** Suzuki G.B. PLC
Application Type: Advertisement
Description of Development: Retrospective consent for 5x internally illuminated fascia signs, 1x internally illuminated totem sign, 1x non-illuminated wall mounted sign
Site Address SUZUKI ROWES, 13 VALLEY ROAD PLYMOUTH
Case Officer: Mike Stone
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 79

Application Number: 14/00033/FUL **Applicant:** Mr and Mrs Gollop
Application Type: Full Application
Description of Development: Single storey rear extension and first floor extension
Site Address 7 GLENBURN CLOSE PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 13/02/2014
Decision: Grant Conditionally

Item No 80

Application Number: 14/00045/GPD **Applicant:** Mr Gary Lynch
Application Type: GPDO Request
Description of Development: A single-storey rear extension which extends beyond the rear wall of the original dwellinghouse by 4.9m, has a maximum height of 2.65m, and has an eaves height of 2.4m.
Site Address 158 ST MARGARETS ROAD PLYMOUTH
Case Officer: Rebecca Boyde
Decision Date: 13/02/2014
Decision: Prior approval required

Item No 81

Application Number: 14/00054/GPD **Applicant:** Dr Joe Rahamim
Application Type: GPDO Request
Description of Development: Change of use from B1 offices to C3 residential - 30 self contained bedsits.
Site Address 8 to 10 WHIMPLE STREET PLYMOUTH
Case Officer: Jessica Vaughan
Decision Date: 14/02/2014
Decision: Prior approval not req

Item No 82

Application Number: 14/00107/FUL **Applicant:** Mrs Suzie McLaughlin
Application Type: Full Application
Description of Development: NOT YET VALIDATED
Site Address 9 BARRACK STREET PLYMOUTH
Case Officer:
Decision Date: 28/01/2014
Decision: Application Withdrawn

Item No **83**

Application Number: 14/00172/TPO **Applicant:**

Application Type: Tree Preservation

Description of Development: NOT YET VALIDATED

Site Address MOUNT TAMAR SCHOOL, ROW LANE PLYMOUTH

Case Officer:

Decision Date: 31/01/2014

Decision: Application Withdrawn

The following decisions have been made by the Planning Inspectorate on appeals arising from decisions of the City Council:-

Application Number	13/00214/FUL
Appeal Site	44 ALEXANDRA ROAD MUTLEY PLYMOUTH
Appeal Proposal	Change of use of single dwelling house (Use Class C3) to 6-bedroom house in multiple occupation (Use Class C4)
Case Officer	Liz Wells
Appeal Category	
Appeal Type	Written Representations
Appeal Decision	Dismissed
Appeal Decision Date	22/01/2014
Conditions	
Award of Costs	Awarded To

Appeal Synopsis

An important decision for the Council in relation to the Article 4 Direction for HMOs where the applicant supported the application with a survey of the area. The Inspector identified the main issue is whether the proposal adversely affects the successful retention of family dwellings in the area, citing policies CS01, CS15, Strategic Objective 3 and the Development Guidelines SPD First Review (2013). Whilst the current number of HMOs is high and close to the guidance threshold of 90%, he saw no evidence that the property would not be suitable for family accommodation and consequently considered the proposed change of use would adversely affect the level of family housing stock in the area, contrary to these policies.

He notes criticisms of the methodology used by the Council to assess the concentration of HMOs but did not consider it appropriate for student accommodation blocks (within 200m of the site) to be included in any assessments – noting that such blocks do not provide a type of accommodation that is available to the wider community including local families. With regards to the site's city centre location, he considers the proposal would fail to satisfy the presumption in favour of sustainable development as the benefits identified by the appellant would be outweighed by the social harm that would be caused by the loss of a family dwelling in the area.

He did not consider the proposal was contrary to policy CS34 as this covers residential amenity but does not make specific reference to noise or disturbance. He does not consider the impact on appearance or generation of noise and litter to be the main issues.

The applicant cited two decisions and suggested that the LPA had acted inconsistently. The Inspector gives little weight to the decisions, one of which was decided prior to the adoption of the SPD and the other relating to the compatibility of a one bed flat on the in a property already used as an HMO. He also highlights that the previous SPG note on HMOs has been replaced by the adopted SPD.

The application for an award of costs is refused. That decision notes that although the data held by the Council is not as detailed as a house to house survey, given the resources involved in carrying out such research, he considers the Council's approach to be reasonable. Furthermore, the Council did not require the appellant to carry out the further work at his own cost but offered the appellant an opportunity to carry out such a survey to inform the Council's decision on the planning application. Regarding the definition of 'street' in the SPD, (as opposed to 'neighbourhood' and 'area' in policies CS01 and CS15 respectively) he does not consider there to be a contradiction between the terminology the Council has used.

Application Number **13/00313/FUL**
 Appeal Site **PHOENIX QUAY, GEORGE PLACE PLYMOUTH**
 Appeal Proposal Change of use from 5 business units to 17 flats (13 x 1 bed & 4 x 2 bed)
 Case Officer Olivia Wilson

Appeal Category
 Appeal Type Informal Hearing
 Appeal Decision Allowed
 Appeal Decision Date 06/02/2014
 Conditions
 Award of Costs

Awarded To

Appeal Synopsis

This appeal was allowed. The main issues considered were: a) whether the proposed development would undermine the objective of providing sustainable linked communities; b) the effect of the proposed development on highway safety and c) whether the proposed development should contribute towards offsetting carbon emissions and deliver affordable housing units. In relation to point a), the Inspector noted that there is current sufficient office space within the city to satisfy likely need, but that Area Vision 2 for Millbay and Stonehouse seeks to develop the area as mixed use. The Inspector considered that the loss of five units, with limited commercial potential, would not have a significant effect on the existing or future overall composition of the area, both in terms of loss of commercial use but also in terms of the appearance of the area. He therefore considered that there was no conflict with CS01, CS02, CS05 or Area Vision 2. He emphasised that this decision refers to the particular circumstances of this proposal and does not set a precedent for other proposals. In relation to lack of parking and impact on the local highway network, which was the second refusal reason, the Inspector noted that the two main parties had agreed prior to the hearing that the parking issue could be resolved by the implementation of further on street parking controls, with a financial contribution to towards implementation forming part of the Unilateral Undertaking. The inspector concluded that the proposed change of use would not be detrimental to highway safety or to the amenity of local residents and would not conflict with CS28 or CS34. In relation to the third matter, the Inspector noted that a Unilateral Undertaking had been submitted which sets out contributions towards highways, off-site renewable energy and on-site affordable housing. He found that the contributions towards renewable energy and highways met the tests stipulated by CIL reg 122. He also found that on-site provision of 5 affordable units would comply with policy CS15.

Application Number **13/00749/FUL**
 Appeal Site **COMPTON VALE COMPTON PLYMOUTH**
 Appeal Proposal Development of 6 terraced dwellings with parking at front and associated landscaping (resubmission of application 12/01868/FUL)
 Case Officer Olivia Wilson

Appeal Category
 Appeal Type Informal Hearing
 Appeal Decision Dismissed
 Appeal Decision Date 05/02/2014
 Conditions
 Award of Costs

Awarded To

Appeal Synopsis

The Inspector dismissed the appeal. The main issues that were considered in this case were a) the effect on the character and appearance of the protected trees and green space and b) the effect on the function of the site as a Biodiversity Network Feature. The Inspector noted that the site was identified as a Greenscape area in the Core Strategy (Policy CS18 and Diagram 7) and considered that it is an important landscape feature and a significant functional and visual component of the area, as well as providing a strong buffer between residential development to the east and west. He considered that the proposed development would be highly prominent and would represent an alien urban feature within the site. He considered that the loss of 13 trees would harm the integrity of the protected woodland and its contribution to amenity. He also considered that further trees would come under pressure for removal once the site was occupied. He noted that there would be new compensatory tree-planting elsewhere on site, but was not convinced that the proposed planting and management would provide adequate mitigation or compensation for the harm that would arise from the proposed development. The Inspector noted that the site was also a Biodiversity Network feature with city-wide importance for habitats and species. The Inspector agreed that there would be an urbanising effect from the scheme due to artificial lighting, noise and activity. He also was of the view that any biodiversity gain from mitigation measures would only be achieved in the long term and would harm the biodiversity function of the greenscape area as a network feature. He therefore concluded that it would be contrary to CS18 and CS19 and para. 7.11 of the Design SPD.

Application Number **13/00873/FUL**
 Appeal Site **GULLAND HOUSE, WINSTON AVENUE PLYMOUTH**
 Appeal Proposal Demolition of single storey building and erection of 4 storey student accommodation block to provide 4 self-contained flats (15 bed spaces in total)
 Case Officer Olivia Wilson

Appeal Category
 Appeal Type Written Representations
 Appeal Decision Dismissed
 Appeal Decision Date 05/02/2014
 Conditions
 Award of Costs

Awarded To

Appeal Synopsis

The appeal is dismissed. The main issue was the effect of the proposed development on the character and appearance of the area. The Inspector noted that the proposed new block would be a substantial structure which would afford little scope for separation between the existing and proposed buildings. It would appear as an unduly dominant and overpowering element in the street scene. Because of the contrasting, modern design it would compete with the traditional two-storey buildings around it. He concluded that it would cause significant harm to the character and appearance of the area, contrary to CS02, CS34 and the Design SPD. He considered that effect on living conditions at neighbouring residential properties was acceptable bearing in mind the urban character of the area.

Application Number **13/01177/FUL**
 Appeal Site **317 HEMERDON HEIGHTS PLYMOUTH**
 Appeal Proposal Retrospective application for two storey side and rear extension and front porch- amendment to approved application 12/00505/FUL with front gable roof turned through 90 degrees
 Case Officer Mike Stone

Appeal Category
 Appeal Type Written Representations
 Appeal Decision Allowed
 Appeal Decision Date 24/12/2013
 Conditions
 Award of Costs

Awarded To

Appeal Synopsis

The planning inspector said that the changes to the roof to create a gable end with a right angled dual pitched roof was a relatively common design and that there were many examples of dwellings with dual pitched roofs in the vicinity. The appeal property was also set well back from, and at a lower level than, the road and the inspector felt that, because of the factors, the extension did not jar with the host property and was not sufficiently unusual as to appear incompatible with the surroundings. An appeal for costs was refused. The inspector stated that unreasonable behaviour resulting in unnecessary expense, as described in Circular 03/09, has not been demonstrated and an award of costs was not therefore justified.

Application Number **13/01425/FUL**
Appeal Site **166 BILLACOMBE ROAD PLYMSTOCK PLYMOUTH**
Appeal Proposal Proposed double garage and demolition of existing single garage
Case Officer Mike Stone

Appeal Category REF
Appeal Type Written Representations
Appeal Decision Allowed
Appeal Decision Date 10/02/2014
Conditions
Award of Costs

Awarded To

Appeal Synopsis

The inspector did not agree with the council's view that the proposed layout with a double garage would be less safe than the current single garage situation. He felt that in practical terms there would be very little change in the space available for manoeuvring. He said that because of the wide footway and the presence of a slip road off the main road there was good visibility and room to manoeuvre that would lessen the potential for interruption of traffic as well resulting in greater safety than a straight access on or off a principal lane of main road.

Application Number **13/01604/FUL**
Appeal Site **29 NORTH DOWN ROAD PLYMOUTH**
Appeal Proposal Erection of balcony to rear
Case Officer Louis Dulling

Appeal Category
Appeal Type Written Representations
Appeal Decision Dismissed
Appeal Decision Date 27/12/2013
Conditions
Award of Costs

Awarded To

Appeal Synopsis

Inspector concluded that the structure would not appear unduly dominating or overbearing when seen from neighbouring properties. However shared concerns of the case officer dismissed appeal on the grounds of significant overlooking and serious loss of privacy to neighbouring properties contrary to policy CS34.

Application Number **13/01910/FUL**
Appeal Site **8 HOLLYCROFT ROAD PLYMOUTH**
Appeal Proposal Proposed single and two storey side extension and single storey front extension
Case Officer Mike Stone

Appeal Category
Appeal Type Written Representations
Appeal Decision Dismissed
Appeal Decision Date 20/01/2014
Conditions
Award of Costs

Awarded To

Appeal Synopsis

The inspector supported the council's view that the lack of sufficient setback for the two storey extension would contribute towards a terracing effect. This would be likely to appear as a cramped form of development that would fail to respect the rhythm and spacing of the street scene and was would be harmful to the character of the area and contrary to CS02 and CS34. The inspector accepted that there would be some loss of light entering the kitchen of the neighbour but, given the separation that would remain, did not fell that the proposal would significantly diminish the total amount of light within the kitchen. He felt that there would be no significant impact upon the residential amenity of the neighbouring property.