

PLANNING APPLICATION REPORT



ITEM: 6

Application Number: I1/00101/FUL

Applicant: Mr Jock Easton

Description of Application: Erection of four-storey, 72 unit accommodation block for the rehabilitation of injured services personnel plus ancillary classrooms, interview rooms and communal facilities including courtyard and bin store

Type of Application: Full Application

Site Address: ROYAL NAVY HMS DRAKE, SALTASH ROAD KEYHAM PLYMOUTH

Ward: Devonport

Valid Date of Application: 15/02/2011

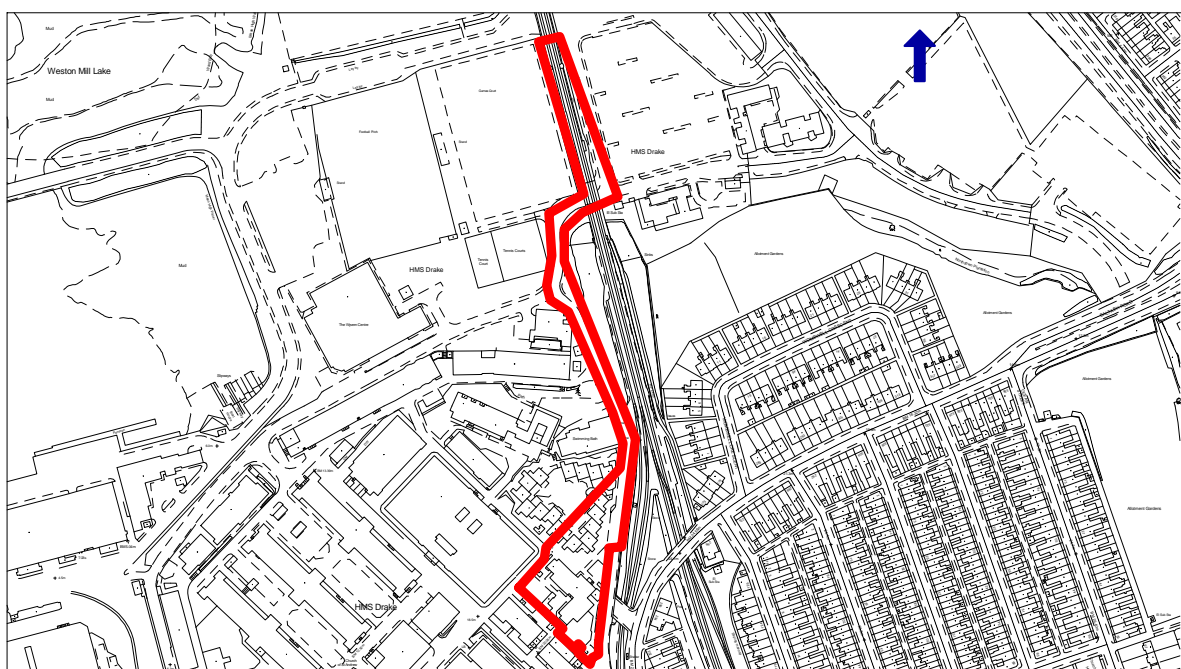
8/13 Week Date: 17/05/2011

Decision Category: Major Application

Case Officer : Jon Fox

Recommendation: Grant Conditionally

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



OFFICERS REPORT

Site Description

The site consists of an open, triangular shaped piece of land situated towards the north eastern end of the HMS Drake complex and is bounded on its eastern side by an internal access road and railway line that separates the site from Saltash Road. Within the complex the site is bounded to the south west by the Fenner building and the Frobisher building (both two storeys high), the latter being a Grade 2 listed building in Plymouth limestone. The Fenner building is constructed mainly in buff coloured brick with sandstone detailing around the windows. Much larger, four and six storey, accommodation buildings bound the site to the north west. There is mainly terraced housing lining the far side of Saltash Road, the nearest dwelling being the semi-detached house at No.264.

Proposal Description

Erection of four-storey, 72 unit accommodation block for the rehabilitation of injured services personnel plus ancillary classrooms, interview rooms and communal facilities including courtyard and bin store. The four-storey element contains the accommodation units, the majority of which face Saltash Road. Just over a third of this higher part of the building angles away from the main road, towards the Cornwell VC building, to the north west. There is a substantial, single-storey part of the building that contains the classrooms, interview rooms and communal facilities. This single-storey element is close to the listed Frobisher building and includes a roof garden. Most of the proposed car parking spaces are located on the north eastern side of the building.

Relevant Planning History

There have been numerous developments over the years at HMS Drake, the most significant of which, in terms of the current application, is 03/00969, which was an application for demolition of some existing buildings, erection of 3 new buildings and alteration/refurbishment of Ward Room, Mess and other buildings to provide new living accommodation and ancillary facilities for 1650 Naval personnel. One of the three new buildings in this development is the Cornwell VC building, which is the rear of the current proposal.

Consultation Responses

Public Protection Service

No objections subject to conditions.

Highway Authority

The Transport Officer's views are awaited.

Health and Safety Executive

The HSE views are awaited.

Network Rail

The Rail Authority's views are awaited.

Representations

None

Analysis

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.

This application turns on policies CS02 (Design), CS03 (Historic Environment) and CS34 (Planning Application Considerations) of the Core Strategy of Plymouth's Local Development Framework 2007 and the main issues are the impact on residential amenity, the nearby listed building and the character and appearance of the area.

With regard to residential amenity, the nearest off-site dwellings are on the far side of Saltash Road and despite the height of the proposed building the distances involved, and the presence of the main road, the rail line and the internal access road within the HMS Drake complex, are such that the visual impact of the building and any overlooking from it are not considered to lead to a demonstrable impact on outlook or privacy. The design of the building has the added benefit of being partly angled away from Saltash Road so that the neighbours across the road are faced with a shorter façade than might otherwise be the case. The impact on existing accommodation within the site is also not considered significant because the building footprint is angled away from the accommodation blocks to the rear and, apart from a relatively narrow gable end to the proposed building, is not considered to unreasonably reduce light, outlook or privacy for the residents within the complex. In these respects the proposals are considered to be in accordance with policy CS34 of the Core Strategy.

With regard to the listed building, the south eastern corner of the proposed building has been cut back to a limited extent and has been reduced in height by 600mm compared with the originally approved plans. It is important that the single storey element of the proposal is kept as low as possible, and in this context it is important that the soft planting proposed for the 'roof garden' is also kept low and that the finish materials are appropriate to the site. The adjacent buildings include Plymouth limestone, buff brick, Portland Stone, and sandstone, and use of some of these would be appropriate. These details could be secured by condition. In these respects the proposals are considered to be in accordance with policy CS03 of the Core Strategy.

With regard to the character and appearance of the area, the proposed building is considered to sit reasonably comfortably within the context of surrounding buildings on the site. For example, the building would be lower than the six-storey Cunningham Fraser building behind it and would be only single-storey near to the two-storey Frobisher and Fenner buildings. The proposed building also maintains a respectful distance from the perimeter of the site and would not appear intrusive in

the street scene of Saltash Road. In these respects the proposals are considered to be in accordance with policies CS02 and CS34 of the Core Strategy.

With regard to policy CS20, the prime energy source for the accommodation building has been decided as independent high efficiency modular gas boilers, which rely on the installation of Ground Source Heat Pumps, Solar Water Heating Panels and Photovoltaic Panels within the development. While it is considered beneficial, in energy terms, for the development to be linked up to the major waste to energy (WTE) scheme being planned for the North Yard, the applicant's agent has confirmed that the proposals have not been planned for such a link to be made. The rationale for limiting renewable energy production to on site measures is based on studies into the existing hot water district main and design data relating to this, which indicates that there is insufficient capacity with existing flow rates and pipe sizing to deliver the design flow rates, from the WTE scheme, required for the new building without incurring significant costs to upgrade infrastructure. In addition the overall capacity of the main boiler house is not sufficient to supply the additional heating and hot water loading and therefore a new boiler house would be required.

Section 106 Obligations

Due to the nature of the intended use of the accommodation block, the proposals do not attract a tariff or negotiated element in respect of the impact on local and strategic infrastructure.

Equalities & Diversities issues

The proposals provide valuable facilities for injured service personnel.

Conclusions

The proposed building is considered to be well designed in terms of its relationship with surrounding development both inside and outside the HMS Drake complex and is satisfactory in terms of its impact on the listed building. The proposals provide valuable accommodation and ancillary facilities for injured service personnel and subject to consultation responses being received and considered it is recommended that the Council be minded to grant conditional planning permission. Consideration of further consultation responses and any matters arising will be referred to in an addendum report to committee.

Recommendation

In respect of the application dated **15/02/2011** and the submitted drawings 910 001/PO2, 910 002/PO2, 910 003/PO2, 063 001/PO2, 063 002/PO2, 940 001/PO1, 061 001p/PO6, 061 002/PO3, 061 003/PO3, 062 001/PO5, Transport Statement, Phase 1 Contamination Assessment and accompanying Design and Access Statement, 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: 910 001/PO2, 910 002/PO2, 910 003/PO2, 063 001/PO2, 063 002/PO2, 940 001/PO1, 061 001p/PO6, 061 002/PO3, 061 003/PO3, 062 001/PO5.

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.

EXTERNAL MATERIALS

(3) No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted 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 CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

PROVISION OF PARKING AREA

(4) Each parking space shown on the approved plans shall be constructed, drained, surfaced and made available for use before any of the units of accommodation in the permitted hereby permitted are first occupied and thereafter that space shall not be used for any purpose other than the parking of vehicles.

Reason:

To enable vehicles used by occupiers or visitors to be parked off the public highway so as to avoid damage to amenity and 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.

RENEWABLE ENERGY

(5) The Ground Source Heat Pumps (GSHP), Solar Water Heating Panels and Photovoltaic Panels referred to in the Core Strategy CS20 Statement, and shown on the plans submitted with the application, shall be installed and made operational before any of the units of accommodation hereby permitted are first used and thereafter maintained.

Reason:

In order to promote and utilise natural resources in accordance with policy CS20 of the Core Strategy of Plymouth's Local Development Framework April 2007.

Statement of Reasons for Approval and Relevant Policies

Having regard to the main planning considerations, which in this case are considered to be: impact on residential amenity and nearby listed building and effect on character and appearance of area, the proposal is not considered to be demonstrably harmful. In the absence of any other overriding considerations, and with the imposition of the specified conditions, the proposed development is acceptable and complies with (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 the Regional Spatial Strategy (until this is statutorily removed from the legislation) and (b) relevant Government Policy Statements and Government Circulars, as follows:

- CS28 - Local Transport Consideration
- CS34 - Planning Application Consideration
- CS20 - Resource Use
- CS03 - Historic Environment
- CS02 - Design
- SPD3 - Design Supplementary Planning Document