

PLANNING APPLICATION REPORT



ITEM: 04

Application Number: 11/00634/FUL

Applicant: Secretary of State for Defence

Description of Application: The erection of two buildings to provide headquarters, engineering and training facilities. Construction of a marina including pontoons and berthing areas at the eastern end of Weston Mill Lake and a slipway and jetty at the western end. Associated works including a hardstanding area for boat storage, improvements to an access road, replacement vehicle parking, dredging and foreshore improvements, lighting and regrading/realignment of fencing

Type of Application: Full Application

Site Address: LAND AT WESTON MILL LAKE PLYMOUTH

Ward: St Budeaux

Valid Date of Application: 22/04/2011

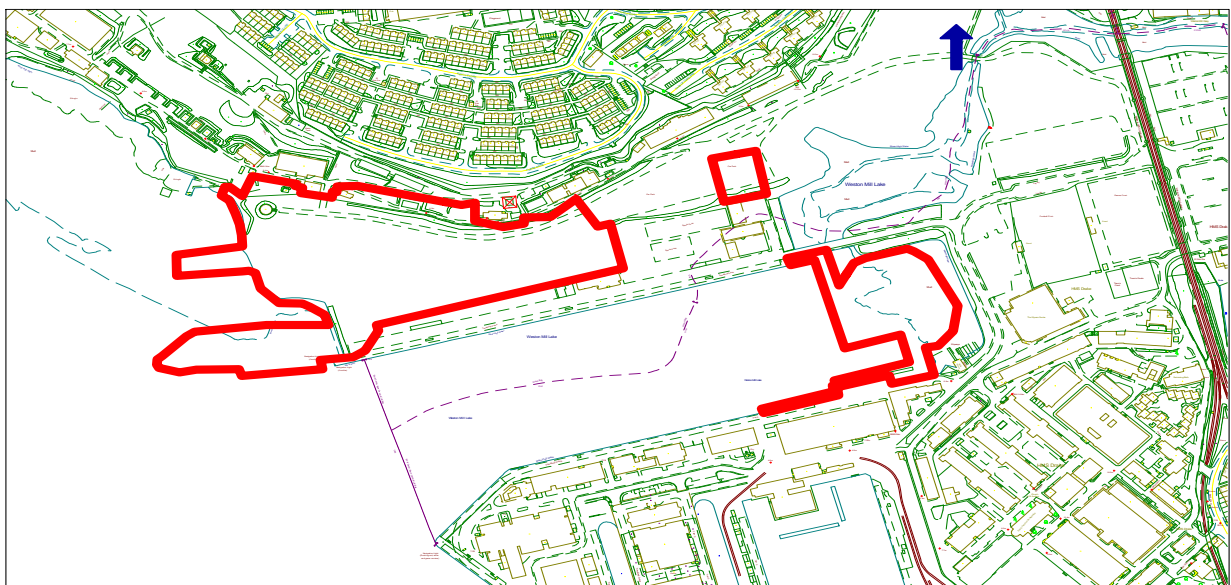
8/13 Week Date: 22/07/2011

Decision Category: Major Application

Case Officer : Carly Francis

Recommendation: Grant Conditionally

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



Site Description

The application site is located to the north of the established naval site of Her Majesty's Naval Base (HMNB) Devonport; this is the largest Naval Base in Western Europe. It covers over 650 acres and has 15 dry docks, four miles of waterfront, 25 tidal berths and 5 basins. The Weston Mill Lake site being considered for the Devonport Landing Craft Co-Location Project (DLCCP) is situated on the northern boundary of the naval base.

The site is an irregular shaped parcel of land largely comprising a reclaimed part of Weston Mill Lake, which was reclaimed for development as Dockyard from the 1980s. Significant areas adjacent to the site have been landfilled and used for Naval or MOD purposes. The application site is spread across different parts of the Weston Mill Lake site; these can be split into the western, north eastern, and south eastern parts. The western end of the site encompasses an area of undeveloped reclaimed land within close proximity to the base Helicopter Landing Site (HLS). Part of the site is currently used for storage, while Wilsons Beach is already used as a training area. This part of the site is where the majority of proposed development will take place. The northeastern part of Weston Mill Lake includes the main car parking area and existing buildings on this part of the base. The southeastern part of Weston Mill Lake is marine based and includes an existing small scale boat pontoon berthing facility.

Towards the north of the application site is the residential area of Barne Barton, which was previously used for naval accommodation, something that is reflected in its proximity to the site and the views it enjoys over the base, most prominently from Furse Park. To the north and northwest of the site is the Bull Point area of the base, which follows the curve of the coast around and which sits beneath the higher lying Barne Barton estate. An existing access road passes along the northern boundary linking the Weston Mill Lake site with Bull Point to the north and northwest, all within the Naval Base boundary.

To the east of the site are numerous supporting functions of the base including the Camels Head Gate link to the local public highway network.

Proposal Description

The proposals are to provide a main training base for the Royal Marines to be located within the Dockyard. The proposed waterfront base would be at Weston Mill Lake and will allow the marines to be trained in the handling of amphibious craft. The development includes the erection of two buildings to provide headquarters, engineering and training facilities, together with the construction of a marina including pontoons and berthing areas at the eastern end of Weston Mill Lake, and a slipway and jetty at the western end. This will be achieved with dredging and foreshore improvements.

Other associated works include a hardstanding area for boat storage, improvements to an access road, replacement vehicle parking, lighting and regrading /realignment of fencing.

Relevant Planning History

Nil.

Consultation Responses

Highway Authority- no objection however suggest that conditions relating to street details, access details, car/ cycle parking provision, a code of practice for construction, a car parking management strategy and a travel plan be attached to any grant of planning permission.

Public Protection Service- no objection subject to conditions relating to land contamination, construction and operational noise and a code of construction.

Environment Agency- no objection subject to conditions relating to the need for adequate assessment of the risks to controlled waters, appropriate measures to reduce the impact of dredging and the need to secure the proposed mitigation/compensation strategies to ensure that the impacts to inter-tidal and subtidal habitats can be offset.

Natural England- no objections.

Tamar Estuaries- no objections.

Queens Harbour Master- no objections.

Cornwall County Council- no comments received.

Health and Safety Executive- no objections.

Representations

Nil.

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.

The main policies relevant to this proposal include CS02, CS03, CS04, CS05, CS18, CS19, CS20, CS21, CS22, CS28, CS32, CS34 from the adopted Core Strategy and the 'Development Guidelines' SPD. Together with national guidance PPS1 'Sustainable Development and Climate Change', PPS9 'Biodiversity and Geological Conservation', PPG13 'Transport', PPS23 'Planning and Pollution Control', PPG24 'Noise', and PPS25 'Development and Flood Risk'.

The main considerations in determining this planning application include the impact on the neighbourhood of Barne Barton and the impact on the coastal habitat. The site lies adjacent to the River Tamar and the Plymouth Sound and Estuaries Special Area of Conservation (SAC). The Tamar Estuaries Complex is also designated a Special Protection Area (SPA) and the Tamar-Tavy Estuary is considered a Site of Special Scientific Interest (SSSI).

This is the second application that has been submitted, the previous application was withdrawn as amendments were made to the slipway position and design and the footprint of building 5.

Principle of land use

This proposal has been the subject of pre-application discussions and many options were considered in meeting the Royal Marines estate development requirements. The primary justification for the Devonport Landing Craft Co-Location Project (DLCCP) is estate rationalisation, through the disposal of the Turnchapel base, the vacation of the Poole base by royal marine squadrons and its sole occupation by Special Boat Service. Long-term savings on operating costs and site maintenance will be achieved.

However not only will the scheme benefit marine operations through creating a main base for their training, but the project will also help to retain the viability of the Dockyard and have a beneficial effect to the area and local economy through the ongoing provision of local employment.

Local employment opportunities will be created during the construction phase. The proposed development will require a peak workforce of up to approximately 95 operatives for land based works and 30 operatives for marine works. These figures include managerial, skilled, semi-skilled, and unskilled and sub-contract workers. The project team will endeavour to use local labour and sub-contractors as far as possible, particularly for construction of the two new buildings, however the majority of the marine construction activities will involve specialists who will travel to site from outside the area.

In addition to direct employment creation, there will be a short-term minor indirect benefit on the local economy through the use of local service industries and suppliers of building materials such as sand and concrete products during construction. Accommodation for the workforce will temporarily bring business to local guest houses, bed and breakfast establishments, caravan sites and rented properties, plus supporting catering facilities (restaurants, small shops, etc.). Other services required will include plant hire, haulage, waste disposal and contractors. When the scheme is operational there will be a permanent beneficial impact on the local community through the expansion of operations. In addition, the DLCCP will provide employment opportunities for approximately one dozen personnel from the local community as only a few personnel will be moving from Royal Marines Poole. There will also be increased use of local services during operation.

In selecting the most appropriate location for the DLCCP base an Assessment Study Report was undertaken, which identified a range of potential alternative locations

and operating arrangements for the scheme. This site was chosen as the best option as it allows the Royal Marines to be located at one main base, and be within close proximity to the amphibious ship berths on 14 to 16 Wharves in Weston Mill Lake. It was also difficult to find another appropriate location as many of the docks are listed which does not allow them to be developed to meet requirements. This option was also the most cost effective and minimised the amount of dredging required, thereby minimising disturbance on the estuarine environment.

The existing use of the land is as an MOD depot, it is currently used for light industry, storage of equipment and as a helicopter landing area. There is already a small scale boat pontoon and berthing facility to the south east of the site and part of the site is already used for storage. Wilson's beach is also already used as a training area. The proposed uses are therefore very similar to those existing however the main differences are that there could now be noise and disturbance as a result of the training activities and the proposed marine works will also have some impact on the coastal environment. Therefore while the principle of using the land as proposed is supported it is important that the impacts can be suitably mitigated.

These impacts together with any others are therefore carefully examined throughout this report and mitigation measures assessed before reaching a recommendation.

Marine Based Proposals and Environmental Impacts

At the western end of Weston Mill Lake it is proposed to construct a new slipway on piles over Wilsons Beach to provide access to the water from building 4. The slipway would act as the primary means of launch and recovery of smaller craft subject to tidal constraint and is the only means of launch and recovery of hovercraft.

The slipway will extend from ground level down to approximately +4.4m at its lower edge to minimise disturbance to marine habitats and eliminate the need for dredging in this area. The slipway gradient is 1:10. This will provide access for the hovercraft providing, at very low tides, they can 'hover' across the mudflats to access the slipway. Other craft may be able to use the slipway for launch and recovery at certain states of the tide but access will be significantly restricted due to tidal constraints and therefore alternative provisions for the launch and recovery of all craft other than hovercraft have been allowed for at the finger jetty.

The slipway will be approximately 51m long by 23m wide, and supported on 20 precast concrete piles which are all above high water; all piles will be driven. The first section of the slipway, approximately 34 metres, is formed within the hardstanding storage area and is to be constructed as a ground bearing reinforced concrete slab and the remaining lower section, 17 metres long, is to be formed as an insitu reinforced concrete slab supported on 20 precast concrete piles. The toe of the slipway will be protected from scour by the placement of a short section of Reno Mattress (stone filled wire baskets).

The slipway scheme will cause the loss of approximately 135m² of intertidal mudflat where the toe of the proposed slipway will be lying in the mudflat at Wilson's Beach but no subtidal mudflat. Prior to the latest design changes, the habitat loss from the

toe of the slipway was to be entirely subtidal. However, following the reduction of slipway size and the shift in location inland, the habitat loss from the slipway toe will be mostly intertidal in an area which was previously to be shaded by the slipway. Overall the area of habitat affected by the slipway has been much reduced following the changes to design. The proposed new slipway design means that there would be no loss of subtidal habitat, a saving of 75m² over the original slipway design.

The Reno Mattressing that will be placed at the east end of Weston Mill Lake to provide bank support following dredging will occupy an area of approximately 2,350m² of intertidal mudflat. Nevertheless, it is anticipated that intertidal sediments will quickly establish over the top of this mattressing, so is not considered to pose significant impacts upon the intertidal area.

Significantly, the new slipway design will not now cause any shading of intertidal habitat due to it being a solid 'inland' structure. Therefore the original shading issue will no longer give rise to any significant effects upon the integrity of the intertidal community.

Minor losses of intertidal habitat will occur where piles are required for the pontoons and jetty, though losses would no longer be required for the slipway. No losses in subtidal areas through piling will be required with the new slipway design, equating to a reduction in approximately 45m² from the original proposed design.

The proposed slipway has the potential to impact on existing estuary of the intertidal area at Wilson's Beach. The main operational risk is from scour around the structure, caused by a localised change to wave and tidal currents. The proposed slipway will be designed to minimise adverse impacts on water and estuarine processes. Design measures include that the gradient of the slipway will be very shallow and will minimise the depth of scour around the structure.

A small jetty is also proposed to be constructed from the hardstanding area adjacent to 16 Wharf. It would incorporate a finger jetty, supported by steel piles due to the exposed location. The proposed finger jetty arrangement will enable the launch and recovery of larger landing craft (Landing Craft Utility (LCU) and Landing Craft Vehicle & Personnel (LCVP)) using a new 200T mobile craft hoist. The remaining smaller craft, up to and including Offshore Raiding Craft (ORCs) would be launched and recovered using a new forklift truck with 'negative lift' capability.

A refuelling berth has been allocated on pontoons immediately adjacent to the finger jetty; the facilities will also provide craft with a berth to allow wastewater from landing craft to be removed.

At the eastern end of Weston Mill Lake it is proposed to expand the existing marina to include new pontoons for the berthing of all the required craft. Where possible, the pontoon arrangement would take advantage of existing maintained deep-water areas to reduce the quantity of additional dredging works required. However capital dredging would still be required and the existing silt would be excavated / dredged and the resulting surrounding bank re-graded to a shallow self-supporting bank. The surface of the banks would be protected from erosion using Reno Mattressing. A

revetment will also be constructed along the bank to dissipate wave energy and protect the edge of the existing reclaimed land from further erosion.

Dredging works are necessary in order to allow the expansion of pontoon berthing space through the installation of new and reconfiguration of existing pontoons. There is also currently a maintained dredge box which would need to be extended and deepened to provide access at all states of the tide for all craft. It is anticipated that dredged material will be disposed of at the designated disposal site at Rame Head (outside Plymouth Sound) currently used for disposal of maintenance dredging material from HMNB Devonport. A Marine License issued by the Marine Management Organisation will be required to deposit material here. Dredging activity must comply with Part 2 of the Food and Protection Act 1985 and section 34 of the Coast Protection Act 1949, and is licensed through the Marine Licensing System as set out in the Marine and Coastal Access Act 2009 and is therefore beyond the remit of the Local Planning Authority.

The only impact as a result of the jetty and new pontoons would be minor losses of intertidal habitat where the piles are required.

Due to the size and location of the proposed Devonport Landing Craft Co-Location Project (DLCCP), an Environmental Impact Assessment (EIA) has been undertaken and an Environmental Statement prepared and submitted as part of this application. The Environmental Statement has not identified any significant impacts that cannot be effectively reduced by mitigation measures during construction or operation.

While the proposed works do not impact significantly on any designated sites, the location does contain the Biodiversity Action Plan (BAP) habitat, intertidal mudflats. Any damage or loss of BAP habitat should be avoided during construction. Although not significant there will be some impacts, however Natural England recognise that the mitigation and compensation proposed in the Environmental Statement to offset these impacts is sufficient.

The mitigation proposed for the effects upon intertidal and subtidal habitats, include:

- The removal of a careening grid located at Turnchapel to restore an area of intertidal mudflat, which will mitigate for the area lost through the footprint of structures and the area of intertidal converted to subtidal habitat through dredging at Weston Mill Lake;
- Removal of rubble at Weston Mill Creek and the clearing of debris at Wilson's Beach to improve existing intertidal areas; and
- The MOD has made reductions in maintenance dredging at Ernesettle Trot and Slip Jetty in recent years, which would offset the disturbance to subtidal habitats from maintenance dredging (and a small portion of the slipway toe) due to DLCCP.

Piling activities have also been timed to avoid the fish migratory season as far as possible. Quieter installation of steel sheet piles, where possible, will further reduce disturbance upon migratory fish and birds. In addition, measures have been identified to mitigate for potential water quality impacts that may have indirect effects upon

fish. In addition, vegetation will be cleared prior to the works to avoid impacts on nesting birds and reptiles in the vicinity.

Further to this a survey of abandoned craft in intertidal areas will be undertaken to identify the potential for removal of small wrecks or other structures on the foreshore of the Tamar Estuary that are not serving a purpose. Subject to the findings of the survey and implementation by key organisations, this enhancement measure has the potential to cause a net gain in the area of useable intertidal habitat within the Tamar Estuary through the removal of abandoned structures.

Despite these proposed mitigation measures, some concern was still had by some consultees regarding the impact to birds. Natural England comment that should there be an increase in amphibious activities on mudflats within the SPA during the winter, there could be significant impacts as a result of disturbance to bird features of interest particularly avocets. It has been advised that key areas should be avoided and no hovercraft shall be used between October and March every year to ensure that a harmful impact is not incurred. Therefore in order to alleviate concerns about craft use in the Tamar Estuaries and the impact of noise and potential increased traffic levels it has been agreed between all parties involved that a protocol be established between Natural England and the Queens Harbour Master (QHM) that sets out the location of the sensitive areas for both the overwintering birds and the vulnerable intertidal soft sediments, along with times when they should be avoided. QHM will then ensure that the craft of the DLCCP project adhere to the protocol.

The Marines that use the hovercraft are happy to comply with such a protocol and do not believe that this would affect their operational activities. The management of the water will actually therefore be improved to protect the coastal environment and wildlife. At the moment the Turnchapel based craft do not have any such restrictions in terms of when and where they go due to wildlife and for this reason this solution is supported by all parties.

No further concerns have been raised; the proposed development does not lie within a SSSI and Natural England does not consider that this project will be liable to damage any SSSI feature of special interest or disturb any flora, fauna or physiographical feature making up that interest. Natural England recognises that while birds and bats use the area, works affecting these species will be carried out outside of peak times of use which would negate any impacts.

It is deemed that the proposed mitigation measures are acceptable and it is therefore concluded that the proposals accord with Policy CS19.

Noise and Disturbance

The nearest noise sensitive receptors in the vicinity of Weston Mill Lake are the residences on Furse Park in Barne Barton located adjacent to the north of the HMNB Devonport site boundary.

The training proposed for the marines is a mixture of classroom, beach and water based training, including instruction on the maintenance and refuelling of vessels and number of water based training courses on the craft, some of which are after dark. A

total of approximately 86 vessels will be based at Weston Mill Lake for the DLCCP. The squadrons use five types of motor boat and one type of hovercraft.

Some noise will be caused by construction activities (particularly piling of steel sheets for the marine structures) and in the operation of the Engineering Facility. In terms of reducing the impacts of construction noise it is proposed that this be reduced through implementing a range of mitigation measures (including quieter installation of steel sheet piles where possible). During operation, noise impacts will be reduced by keeping doors on the north side of the Engineering Facility leading into the boat handling areas closed as far as possible, except when required for access. They will also select quieter equipment and keep it well maintained, and applying mufflers where necessary. These are considered to be suitable mitigation measures; particularly given the type of maintenance work that will be occurring on site, no heavy machinery would be used.

It is however the hovercraft during training exercises, that causes most concern in terms of noise pollution, particularly those exercises in the summer months after dark. The Public Protection Service were also concerned about the activity involved in getting the boats into the water as it is this that would be most likely to disturb nearby residents due to the proximity of properties. The Public Protection Service therefore requested further information on the movements and activity involved.

The applicant has confirmed that there would be no increased activity in hovercraft movements compared to those which have been occurring in Plymouth Sound since 1992 from the Turnchapel base. There are currently no restrictions on where craft can operate and this has never been highlighted as a problem due to highly trained coxswains and detailed planning and craft move management through QHM. Therefore the proposed restrictions would actually be an improvement on the existing arrangement. The craft have also recently been replaced with a newer version of the same craft type which incorporates more modern and environmentally friendly equipment. The only change to hovercraft operation under DLCCP will be the craft will be based from Weston Mill Lake instead of Turnchapel.

Hovercraft training will generally take place during the daytime relieving any significant concern. The process of launching craft would also be improved, as when compared to the Turnchapel base less craft would need to be launched as there would be the capacity at Weston Mill to keep more craft in the water. Any night time activity will be kept to a minimum and will rarely operate post 2300 (exception 3 times per year- 2/3 days). Also the marines have agreed that if any night time activities are required then hovercraft will be positioned at the bottom of the slip and/or alongside the pontoon prior to nightfall in order to minimise any 'noise' within the Dockyard. All craft will also have minimum idling times prior to slipping (10 mins) and engine revs of the vessels will be turned down on the approach to the slip way on Wilson's Beach during training. It is considered that these measures will ensure that any noise is kept to an absolute minimum and this shall be secured by way of condition.

The only additional movements would be by smaller boats. Additional boats would now be based at Weston Mill but these do not cause concern from noise pollution perspective.

The impacts and the proposed mitigation measures have been carefully assessed by our Public Protection Service and it is concluded that there would not be a significant harm caused to the amenity of nearby residents, the proposal therefore accords with Policies CS22 and CS34.

Other impacts may include potential noise disturbance coming from the proposed construction storage area for the Energy for Waste Plant. This would be in the area known as 'table top mountain' which is next to where building 5 is proposed. This does not cause concern to the MOD who would be using this building for training purposes as the building will be built to high specification due to security issues and therefore would have adequate sound proofing.

A new access road is also proposed as part of the Energy for Waste Plant, this would be positioned next to building 5, but again it is not considered that it would have a detrimental impact on the use of the building- the layout of the building is such that no classrooms are proposed on the ground floor elevation adjacent to where the road would be constructed and there would be adequate sound insulation. If this road is built the development could make use of it for access.

Proposed Buildings

Building 4

Building 4 would be a two-storey engineering facility located at the western end of Weston Mill Lake. It would principally contain workshops for both boats and military vehicles with associated stores and offices, lunchtime facility and changing facilities. An external single storey canopy to create covered parking is proposed abutting the eastern end of the building. Building 4 is positioned northwest of Weston Mill Lake close to the head of the proposed slipway in order to minimise the amount of travel craft need to do over land. The building is orientated to allow for the adjacent external storage of landing craft and ensures that the helicopter landing site is not affected.

This building would be large and functional; it would have metal cladding to the roof and first floor, with brick cladding to the ground floor providing robustness and durability required for a building of this type. This industrial style of the building is common to the younger dockyard buildings which form the backdrop to the site. The insulated panel doors into the building vary in size due to the nature of the spaces to be found within the building. The larger double height workshop spaces provide space for craft and vehicle access, with normal personnel doors beside them. Where possible there are some first floor spaces resulting in windows and fire escape staircases from this level. Most of the entrances into the building are in the north elevation, from the main hardstanding area, where craft and vehicles can manoeuvre. There would also be some large insulated panel doors to the south of the building which are for secondary access/egress from the building.

Building 5

This would be a three-storey building located in the north eastern part of Weston Mill Lake adjacent to a group of existing buildings and on the site of existing car parking. The building would house offices, training classrooms, planning/briefing facilities, sea survival equipment storage and drying and changing facilities.

Building 5 would be positioned to the north of the existing cluster of buildings it will cut into the slope which runs up to the existing Weston Mill Lake parking area. The lower floor will be partly built into the bank to lower the overall height of the building. A flat roof has been used to minimise the height of the building in relation to its surroundings and also to reduce the operational impact on the helipad landing strip to the west. The surrounding buildings are a mixture of heights, some single and some double storey with a variety of pitched, mansard and curved roofs. Again, this industrial style of building is common to the younger dockyard buildings which form the backdrop to the site.

It is proposed to clad Building 5 in metal to the upper floors, with brick cladding to the ground floor, in order to again provide robustness and durability. These materials are common in this area of the dockyard and colours will be chosen to blend in with the existing building stock. Roof lights are proposed to the large, deep, open plan offices to ensure adequate daylighting levels within this working environment, and to minimise the amount of artificial lighting and electricity consumption required.

Both buildings 4 and 5 are deemed to be acceptable in design terms; they are not buildings of great architectural merit, however given their environment it is more important that they are built for purpose and are functional and efficient for the uses proposed. The buildings would be sympathetic in appearance to surrounding MOD buildings and for these reasons it is considered that they would accord with policies CS02 and CS34.

Historic Environment

The Environmental Statement accompanying this application includes a thorough assessment of the known Historic Environment from the proposed site and surrounding area.

The Weston Mill Lake site has one listed building which dates from 1804. This is a Grade II gunpowder mixing house, which was later a store and is now an office.

The likely implications of the proposals on this listed building have been assessed and are deemed to be low or minimal due to the proximity of the works to the listed building. The only potential impact suspected could be at the eastern end of the site, earlier dockland structures could be exposed during regrading. Therefore although it is suspected that there is minimal likelihood of any sites of archaeological interest being present at the site, archaeological monitoring of ground works and dredging works shall take place as per the recommendations of the Environmental Statement. This shall be secured by condition in order to comply with Policy CS03.

Landscaping

There are nine new trees proposed to replace the existing two trees, which will be lost by the extension of the existing hardstanding area to the west of the site. These include three groups of three pine trees, which have been proposed due to durability, security and visual reasons. The proposed mitigation is deemed reasonable and additional tree planting supported in accordance with Policy CS18.

New security fencing is proposed where existing fencing is required to be realigned, principally along the north and west sides of the site. The proposed security fencing is of a welded mesh variety and would typically measure around 3.85m in height. The style of fencing would match that which is currently installed elsewhere around the Naval Base and therefore this fencing is deemed acceptable in accordance with CS32 and CS34.

Renewable Energy

An Energy Report has been submitted to accompany this application; this report demonstrates that the proposed development is capable of incorporating onsite renewable energy production equipment to offset at least 15% of predicted carbon emissions through a number of different options.

The overall intention for the development with respect to sustainable resource use is to link it with the incinerator waste plant that is proposed and to offset carbon emissions through district heating via waste heat CHP. Using the energy from the waste plant would also represent a considerable cost saving on having to supply other alternative forms of renewable energy. However, as the waste plant has not yet received planning permission, an alternative proposal has been suggested, this is the installation of photo-voltaic cells.

Both of these proposals are capable of meeting the aims of Policy CS20 therefore given that the incinerator application has not yet been determined an appropriate condition shall be attached to any grant of approval, agreeing the actual method of energy production in detail prior to construction.

Flood Risk/ Drainage

The proposed site at Weston Mill Lake lies fully within an area classified as Flood Zone 1, which is an area of 'Low Flood Risk'. SUDS are proposed as part of the drainage scheme and rainwater will be harvested from the roof of Building 4 using a gravity surface water drainage system. The water will be used for flushing toilets, along with boat and vehicle washdown. The foul water drainage scheme for Building 4 would provide a new pumping station and rising main that will discharge to a further new upstream pumping station adjacent to existing Building W008. Building 5 will be provided with a positive surface water drainage system and foul water drainage from Building 5 will also be collected from this pumping station. It will then be pumped to an existing pumping station via a new rising main.

The applicant has submitted a Flood Risk Assessment with the application to demonstrate that flood risks will not be increased by these proposals.

The Environment Agency support the conclusions of the Assessment and raise no concerns regarding the proposed drainage or flood risk. The proposal is therefore in accordance with Policy CS21.

Highway Considerations

An extensive new concrete hardstanding area is required to the western end of the site to provide parking for craft and access to the new Building 4, jetty and slipway. It is also proposed to construct an extension to the existing car park immediately west of existing building W007 and realign the internal access road immediately north of the site. The Highway Authority raise no concerns regarding the realignment of the access road however in terms of the car parking proposed there are some concerns regarding an over provision of spaces.

A Transport Statement (TS) has been submitted in support of this application which suggests that the proposed Landing Craft Facility will generate some 62 trips (combined arrivals and departures) in both the am and pm peak traffic hours. Such a small number of movements is unlikely to give rise to any cause for concern from a highway capacity viewpoint, particularly as the primary means of access to the site is via the A38 Parkway and then along the St Budeaux By-Pass (a relatively direct route although busy in the peak traffic hours). Furthermore it is noted that the proposal results in the relocation of some existing facilities based at Turnchapel and therefore not all of these traffic movements will be 'new' trips on the highway network. The level of car parking serving the Landing Craft Project is the primary cause for concern in respect of the transport implications of this proposal as a total of 140 parking spaces are proposed yet the TS suggests that the use would only generate around 60 movements in the peak hours. The applicant's traffic consultant has sought to justify the number of spaces proposed by stating that these spaces would not only be used on a daily basis by staff etc but also by personnel away on operations/exercises (long-stay spaces). However without suitable control measures being in place to limit the use of these longer-stay spaces, there is the potential that all staff travelling to and from the proposed facility would chose to drive (rather than walk, cycle etc) due to the availability of car parking on-site. This would undermine various measures/initiatives included within any Travel Plan which promote the use of sustainable modes of transport. The Highway Authority are therefore seeking a condition which relates to the control/management of all on-site car parking areas, with long-stay spaces being physically separated from those providing short-stay parking. Included within the TS are the details of a Framework Travel Plan which is very much welcomed by the Highway Authority. Whilst the introduction of such has been subject to much recent discussion, to date there is no Travel Plan in place for the remainder of the existing Dockyard. However there should be the ability for the Travel Plan produced for the Landing Craft Project to be incorporated within any site-wide Dockyard Travel Plan should such a plan come into being at a later date. The applicant proposes to provide a total of 80 secure and covered cycle parking spaces which reflects the high level of cycling which takes place within the Dockyard. A condition shall therefore be attached relating to the need for these spaces to be both secure and covered. It is not currently clear from the layout plans submitted how pedestrians and cyclists would safely access the development from the existing internal road layout which serves the Dockyard; these details shall therefore be secured by way of condition. The Highway Authority support this application providing these conditions and conditions relating to street details, access details,

car/ cycle parking provision, a code of practice for construction, a car parking management strategy and a travel plan be attached to any grant of planning consent. The proposals are therefore deemed to comply with Policy CS28.

Section 106 Obligations

It is not deemed that the development tariff is required for this proposal as it is deemed a public infrastructure project.

Equalities & Diversities issues

The topography of the site is relatively level and vehicular access will be available up to and around all sides of both buildings, although car parking (including accessible spaces) may be a restricted distance from the buildings due to Counter Terrorism Measures. These will be positioned as near the buildings and their main entrances as possible. Level access will be provided up to and into both buildings.

Pedestrians arriving to the dockyard by bus and cyclists/motor cyclists will be provided for by bus stops and secure/covered parking shelters being located near each building. There will be walkways of sufficient width, of firm, durable and slip resistant surfaces, and adequate lighting up to and between each building.

No ramps or steps will be required for access into the buildings, and passenger lifts will be provided within each of the buildings to allow inclusive access to all floors. Existing external stepped access up to the Weston Mill Lake car park will require replacement and will conform to current regulation requirements with necessary landings and handrails, and all hazards on access routes to and around the buildings will be 'designed out'. Entrances (main and service) and fire exits will all be clearly indicated and recognisable, sign posted where necessary, with level thresholds and landings as required. Vision panels, sensors and safety features will be fitted where required. Manifestation will be provided to glazing where necessary and door/window projections will not obstruct access routes around the buildings. A generous internal entrance lobby will be provided to the main building for wheelchair access with an appropriate floor finish. The building and spaces around them have been carefully designed to incorporate safe and easy access for all and therefore the proposals are deemed to meet the aims of Policy CS34.

Conclusions

There are many benefits to be had as a result of the proposed development. It would lead to considerable operational efficiencies for the MOD, economies of scale and predicted reductions in costs in a number of areas, through the centralised provision of training facilities. It would also have beneficial effects upon local economy through ongoing provision of local employment and creation of jobs for local people. The proposal would acknowledge the port's importance to the economy of the area through naval activities and help to retain the viability of the Dockyard in accordance with Area Vision 10 of the adopted Core Strategy.

Adequate mitigation is proposed to ensure that there would not be a detrimental impact to marine habitats or to residential amenity in the neighbourhood of Barne Barton and it is therefore recommended that this application be approved subject to conditions.

Recommendation

In respect of the application dated **22/04/2011** and the submitted drawings 30033_082_SK605_Revised site plan, 30033_082_SK610_Proposed building 5 lower ground floor, 30033_082_Sk611 A, 033_082_Sk612 A, 30033_082_SK613 I, P9218_H136(a) details of slipway, 30033_082_P11, 30033_082_P12, 121502 1500-0201 PH, 121502 1400-0202 PG, 121502 1400-0203 PE, 30033_082_P06, 121-1500-0502 PB, P9218- H123 E, 121502 1400-0204 PC, ISF/MESH/001 I, ISF/MESH/002 I, ISF/MESH/003 I, H136 A, 30033_082_P01 A, P9218-H124 E, 300_082_P03, 30033_082_P13, 30033_082_P14, 30033_082_P05 and accompanying Design and Access Statement, EIA and Environmental Statement prepared by Balck and Veatch Limited, it is recommended to: **Grant Conditionally**

Conditions

APPROVED PLANS

(1) The development hereby permitted shall be carried out in accordance with the following approved plans: 30033_082_SK605_Revised site plan, 0033_082_SK610_Proposed building 5 lower ground floor, 30033_082_Sk611 A, 033_082_Sk612 A, 30033_082_SK613 I, P9218_H136(a) details of slipway, 30033_082_P11, 30033_082_P12, 121502 1500-0201 PH, 121502 1400-0202 PG, 121502 1400-0203 PE, 30033_082_P06, 121-1500-0502 PB, P9218- H123 E, 121502 1400-0204 PC, ISF/MESH/001 I, ISF/MESH/002 I, ISF/MESH/003 I, H136 A, 30033_082_P01 A, P9218-H124 E, 300_082_P03, 30033_082_P13, 30033_082_P14, 30033_082_P05 and accompanying Design and Access Statement, EIA and Environmental Statement prepared by Balck and Veatch Limited

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.

LAND CONTAMINATION ASSESSMENT

(2) Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority:

- (a) A preliminary risk assessment which has identified:
- all previous uses
 - potential contaminants associated with those uses
 - a conceptual model of the site indicating sources, pathways and receptors
 - potentially unacceptable risks arising from contamination at the site.
- (b) A site investigation scheme, based on (a) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

(c) The results of the site investigation and detailed risk assessment referred to in (b) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

(d) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (c) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express consent of the local planning authority. The scheme shall be implemented as approved.

REASON:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

REPORTING OF UNEXPECTED CONTAMINATION

(3) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. 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,
- archaeological 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 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 (referred to in PPS23 as a validation 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 future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CS22 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CODE OF PRACTICE

(4) Prior to the commencement of development approved by this planning permission the developer shall 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. The Code of practice must comply with all sections of the Public Protection Service, Code of Practice for construction and demolition sites, with particular regards to the hours of working, crushing and piling operations, control of mud on roads and the control of dust. The Code of Practice must also include a site waste management plan with a full method statement prepared for all the works.

All sensitive properties surrounding the site boundary shall be notified in writing of the nature and duration of works to be undertaken, and the name and address of a responsible person, to whom an enquiry/complaint should be directed.

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.

STREET DETAILS

(5) Development shall not begin until details of the design, layout, levels, gradients, materials and method of construction and drainage of all roads and footways forming part of the development have been submitted to and approved in writing by the Local Planning Authority. No building shall be occupied until that part of the service road which provides access to it has been constructed in accordance with the approved details.

Reason:

To provide a road and footpath pattern that secures a safe and convenient environment and to a satisfactory standard in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

ACCESS (CONTRACTORS)

(6) Before any other works are commenced, an adequate road access for contractors with a proper standard of visibility shall be formed to the satisfaction of the Local Planning Authority and connected to the adjacent highway in a position and a manner to be agreed with the Local Planning Authority.

Reason:

To ensure an adequate road access at an early stage in the development 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.

PEDESTRIAN/CYCLE ACCESS

(7) 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

CAR PARKING PROVISION

(8) The development shall not be occupied 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 a maximum of 140 cars to be parked.

Reason:

In the opinion of the Local Planning Authority, although some provision needs to be made, the level of car parking provision should be limited in order to assist the promotion of sustainable travel choices in accordance with Policy CS28 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CYCLE PROVISION

(9) The development shall not be occupied 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 80 bicycles to be parked.

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.

CYCLE STORAGE

(10) The secure area for storing cycles 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:

To ensure that there are secure storage facilities available for occupiers of or visitors to the building. in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

TRAVEL PLAN

(11) No occupation of any of the buildings shall take place until a Travel Plan (TP) has been submitted to and approved in writing by the Local Planning Authority. The said TP shall seek to encourage staff to use modes of transport other than the private car to get to and from the premises. It shall also include measures to control the use of the permitted car parking areas; arrangements for monitoring the use of provisions available through the operation of the TP; and the name, position and contact telephone number of the person responsible for it's implementation. From the date of the commencement of the use the occupier shall operate the approved TP.

Reason:

In the opinion of the Local Planning Authority, 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.

CAR PARKING MANAGEMENT STRATEGY

(12) No occupation of any of the buildings hereby proposed shall take place until a Car Parking Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The said strategy shall provide information relating to the control and management of all car parking areas taking into account the function of those spaces (be they long or short-stay spaces).

REASON:-

In the opinion of the Local Planning Authority, although some provision needs to be made the level of car parking provision should be limited in order to assist the promotion of sustainable travel choices in accordance with Policies CS28 and CS34 of the City of Plymouth Local Development Framework Core Strategy adopted April 2007.

ARCHAEOLOGICAL RECORDING PROGRAMME

(13) No part of the development allowed by this permission shall be commenced until the applicant (or their agent or his successors in title) has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation (VSI) which has been submitted by the applicant and approved by the Local Planning Authority. The development shall be carried out at all times in strict accordance with the approved scheme and in accordance with

other such details as may subsequently be agreed in writing by the Planning Authority.

Reason:

In accordance with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CRAFT ACTIVITY PROTOCOL

(14) No part of the development allowed by this permission shall be commenced until a protocol is submitted to and agreed in writing by the Local Planning Authority. The protocol, that must be agreed between Natural England and the Queens Harbour Master, shall set out the location of the sensitive areas for both the birds and the vulnerable intertidal soft sediments along with times when they should be avoided. The agreed protocol shall thereafter be strictly adhered to by the applicant.

REASON:

To alleviate concerns about craft use in the Tamar Estuaries and the impact of noise and potential increased traffic levels to accord with Policy CS22 of the City of Plymouth Local Development Framework Core Strategy adopted April 2007.

OPERATIONAL NOISE RESTRICTIONS

(15) Except in the event of extraordinary operational necessity or without the prior written approval of the Local Planning Authority, all operational boats and hovercraft, associated with and operated from within the curtilage of the application site shall be launched from or positioned prior to launch at the bottom of slipways and/or alongside jetties or floating pontoons, where possible, during day time hours (07:00 – 23:00), and at all times during night-time hours (23:00- 07:00).

In addition all operational boats and hovercraft are to restrict engine idling time to a maximum of 10 minutes and to ensure that engines are throttled back on leaving and approach to the site.

Reason:

To ensure that the use hereby permitted does not cause any adverse disturbance to the amenities of the residential properties near to the application site and minimise adverse noise levels generated by the use hereby permitted, in accordance with policies CS22 and CS34 of the adopted core strategy.

MITIGATION STRATEGY

(16) No part of the development allowed by this permission shall be commenced until a final mitigation strategy and a programme for implementation is submitted to and agreed in writing by the Local Planning Authority. The agreed mitigation strategy shall thereafter be strictly adhered to by the applicant.

Reason

In the interests of the retention, protection and enhancement of wildlife and features of biological interest, in accordance with Core Strategy policies CS01, CS19, CS34 and Government advice contained in PPS9

INFORMATIVES

(1) Site Waste Management Plan

The applicant should note that the site waste management plan (SWMP) required as part of condition 14 will help to ensure that the duty of care for waste is complied with.

The applicant should adhere to the advice contained within the Environment Agency's Pollution Prevention Guidelines (PPGs), particularly PPG5 Working in and near watercourses. These can be accessed via the following weblink:
<http://www.environment-agency.gov.uk/business/topics/pollution/39083.aspx>

Statement of Reasons for Approval and Relevant Policies

Having regard to the main planning considerations, which in this case are considered to be: the impact to residential amenity in Barne Barton and the impact to the coastal habitat, 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:

- PPG13 - Transport
- PPG24 - Planning and Noise
- PPS9 - Biodiversity and geological conservation
- PPS1 - Delivering Sustainable Development
- PPS23 - Planning & Pollution Control
- CS28 - Local Transport Consideration
- CS32 - Designing out Crime
- CS34 - Planning Application Consideration
- CS22 - Pollution
- CS18 - Plymouth's Green Space
- CS19 - Wildlife
- CS20 - Resource Use
- CS21 - Flood Risk
- CS03 - Historic Environment
- CS05 - Development of Existing Sites
- CS02 - Design
- CS04 - Future Employment Provision
- PPS25 - Development and Flood Risk
- SPD1 - Development Guidelines