

PLANNING APPLICATION REPORT



ITEM: 04

Application Number: 12/00868/FUL

Applicant: Mr Adam Willets

Description of Application: 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

Type of Application: Full Application

Site Address: OFFICERS WALLED GARDEN, ROYAL WILLIAM YARD
PLYMOUTH

Ward: St Peter & The Waterfront

Valid Date of Application: 21/05/2012

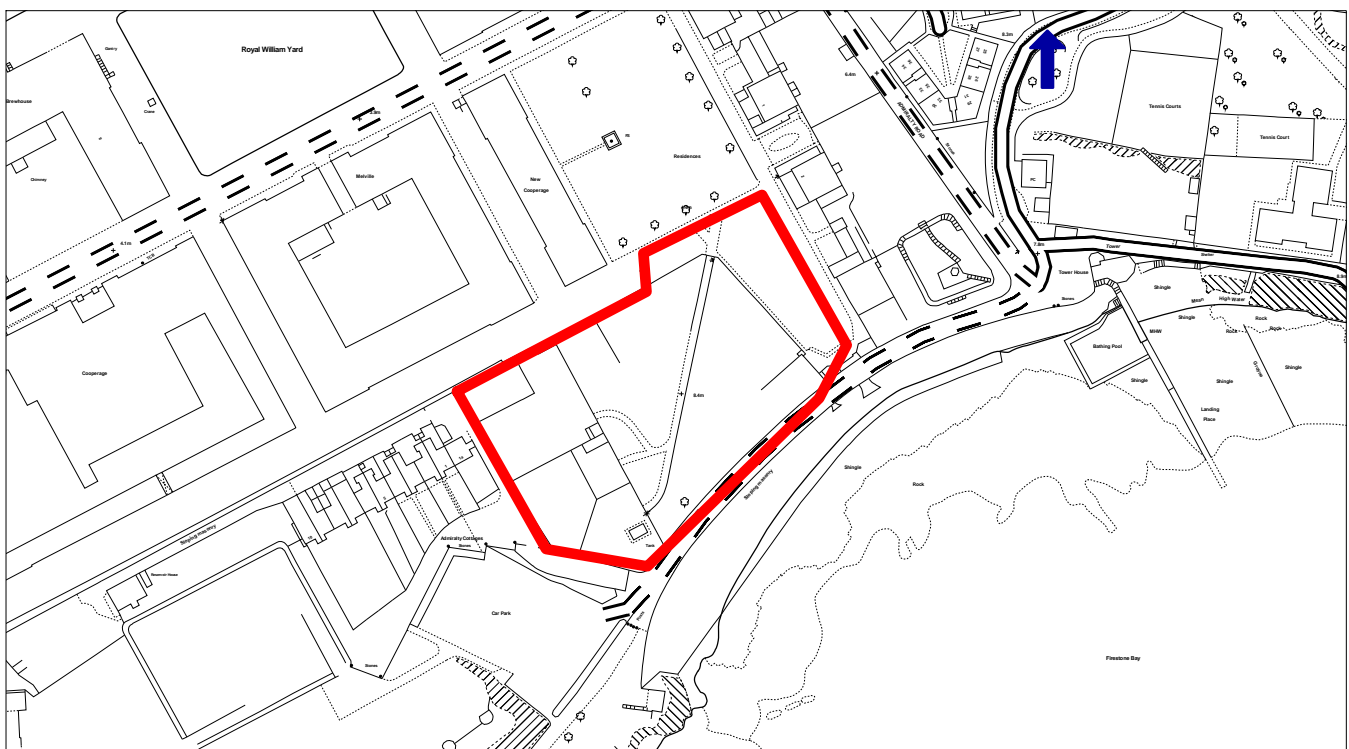
8/13 Week Date: **16/07/2012**

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

Case Officer : Jeremy Guise

Recommendation: Grant Conditionally

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This application has been called to Planning Committee by Cllr. Chris Penberthy, Ward councillor, St Peter & the Waterfront because the planning history of the site is complex and as a result has a bearing on the case.

Site Description

The site area is a roughly square shaped piece of land (approximately 0.9ha) comprising about 1/7th of the overall area of the Royal William Yard.

It is located in the south of the Royal William Yard and surrounded on the western and southern side by a high, historic wall that separates it from the rest of Devil's Point.

The western part of the site contains two walled cottage gardens with small stone outbuildings. The large central area is landscaped and the eastern part has recently been developed to provide 23 overflow parking spaces. The land raises from east to west across the site and is mounded on the central landscaped area to partially obscure views of walled gardens.

Proposal Description

Planning permission is sought to develop a new 150 space surface car park on the site of the walled officer's garden at the Royal William Yard. Plans show the alteration of one existing opening into the walled gardens to allow vehicle access improvement to another, which is currently blocked up to provide, pedestrian access; the removal of parts of the internal dividing walls and the existing internal garden buildings; the levelling of the ground surface and the installation of a new surfaces, hoggin for the parking and buff cultured antislip surface for the access road the alteration of the existing grasscrete overflow parking area to provide appropriate access road layout for the car park, the installation of a lighting system as detailed. The proposal also shows removal of some existing trees and vegetation and replacement tree planting together with banking up of earth upon the grass mound to obscure the parking area from view.

The application has been accompanied by: a design and access statement, a transport survey, an archaeology report, a tree survey, a heritage statement, a reptile survey, a protected species survey of buildings and an extended Phase I habitat survey.

A parallel application ref. 12/00869/LBC has been submitted seeking listed building consent for the creation of a new 150 space surface car park on the site of the walled officer's garden together with associated access and landscape screening works. This is reported elsewhere on the agenda.

Thirteen spaces including 6 existing ones to the north of the parade ground and 7 proposed new ones, to the south are shown as being suitable for wheelchair users.

Pre-Application Enquiry

A formal Development Enquiry Service (DES) request was made ref MI/337/PRE. Advised that the loss of the gardens not particularly welcome, but accepted by English Heritage and the Council that this is the least visually intrusive way of

providing additional parking. 'End-on' parking spaces along the eastern side of the parade ground to be removed.

Relevant Planning History

- Ref. 03/00270/FUL - Public realm works including street furniture, lighting and resurfacing works GRANTED subject to conditions 19-Nov-2003
- 03/00271 Public realm works including street furniture, lighting and resurfacing works GRANTED subject to conditions 13-Nov-2003
- 03/01469 600 place car park (with environmental and traffic assessments covering all anticipated Yard development) at the Mound WITHDRAWN 20-Apr-2003
- 04/00868 Underground car park, alterations to internal road system and installation of traffic signals at Main Gate (new vehicular exit road deleted) GRANTED subject to conditions and Section 106 Legal agreement 19-Jun-2006
- 04/00869 Underground car park, alterations to internal road system and installation of traffic signals at main gate GRANTED subject to conditions 08-Jun-2006
- 11/00155 Application for consent to display advertisement for four public information points CONSENT GIVEN subject to conditions 12-Aug-2011
- 11/00158 PROPOSED SIGNAGE LB not required
- 11/00198 Installation of parking management system and car registration cameras and pay stations GRANTED subject to conditions 24-May-2011
- 11/01683 Banner signs on 23 lamp posts adjacent to Clarence and Brewhouse buildings, and adjacent to yard dock basin CONSENT GIVEN subject to conditions 31-May-2012
- 11/01689 Retrospective listed building consent for the fixing of aluminium composite sales and marketing hoardings to and around listed buildings CONSENT GIVEN subject to conditions 1st June 2012
- 11/01684 Advertisement consent for temporary composite aluminium sales and marketing signage GIVEN subject to conditions 12th June 2012

Consultation Responses

Highway Authority

There is much history in relation to car parking provision serving the Royal William Yard site with interim car parking strategies and ad-hoc car parking arrangements having been agreed in order to allow the redevelopment of various buildings to come forward. This has involved the submission of several iterations of an Interim Parking Strategy.

It has now become clear that the creation of the underground multi storey car park (MSCP) which was identified as forming a key element of the 'final' car parking solution for the RWY site, is a financially unviable option and alternative options to address the car parking demands at the RWY now need to be considered and agreed. These options need to look not only at the

car parking demands associated with the buildings that have already been developed within the yard but also those buildings which are yet to come forward in respect of renovation/conversion (those being Melville and Factory Cooperage).

This application which involves the creation of a surface car parking area within the nursery/walled garden area seeks to provide a major element of the above-mentioned 'final' car parking solution and is therefore being considered as such (it is not just addressing the car parking requirements for the New Cooperage building as outlined in the Nursery Transport Statement submitted with the application).

In view of the fact that this application forms an integral part of the overall car parking strategy for the RWY, it is disappointing to note that the applicant has not provided an updated site-wide Transport Strategy (TS) as requested during pre-application discussions. The need for an updated TS relates to the slight shift in emphasis of how the yard is moving forward, with much of the traffic generation associated with the various A3 uses that have been permitted (which generate the majority of their associated trips outside the traditional 'peak' hours on the local highway network compared to residential/employment which generates most trips during the more traditional 'peak' hours).

In view of the importance of a revised TS (which will also include reference to an updated site-wide Parking Strategy detailing how the various car parking areas across the yard will be controlled/managed and include information on charging regimes), it is recommended that a Grampian Condition be attached to any grant of consent which calls for the submission to and approval of the revised TS by the Local Highway Authority prior to the commencement of the use of the nursery car park.

It should be noted that the updated TS should also include reference to the sustainable transport measures that will be brought forward in order to reduce the number of single occupancy car trips being made to and from the RWY. In view of the fact that the nursery car park provides far fewer spaces than the previous MSCP scheme (444 compared to 600+), it is

essential that an affective package of sustainable travel measures are brought forward in order to ensure that the level of car parking that is now proposed is adequate to meet the demands. It is acknowledged that the applicant is currently in the process of undertaking travel surveys and it is therefore recommended that these results be used in order to inform the sustainable transport measures that are being put forward in order to deliver agreed modal shift targets (which shall also be referenced within the TS within a dedicated section on the required site wide Travel Plan).

With regard to the layout of the car park The Highway Authority makes the following comments:-

- It is noted from the construction details provided that Hoggin is proposed as the surface course for the majority of the car parking area although the D&A Statement refers to the use of anti-skid surfacing on the access road to the car park. Anti-skid surfacing is acceptable as the surface wearing course for the access road that will serve the car park (particularly in view of the steep gradient of this road). The use of Hoggin is acceptable for lightly trafficked areas (such as footways). However the internal access routes around the car park are unlikely to be lightly trafficked and therefore the Highway Authority suggests that bimak is used as the surface finish

with the car park itself in order to avoid long-term maintenance issues. It is also recommended that the kerbing and back edging strips be of a conservation type.

- It is recommended that the 2 spaces shown at the northern end of the block of 14 spaces be removed in order to improve vehicular circulation around the car park and avoid the need for any 'one-way' sections within the car park.
- The tracking plots provided show that vehicles are likely to come into conflict with one another due to the narrow width of the carriageway at the 90 degree bend at the commencement of the access road that serves the car park. It is therefore recommended that the width of the road be increased at this location so that it is a minimum of 6m in width. This should allow 2 cars to pass one another safely.
- As it is not possible to provide 2-way vehicular movements on the section of road that runs along the frontage of the Guardhouse and Resi 1 and 2, it is recommended from a highway safety viewpoint that a one-way traffic system is introduced within inbound movements along the frontage of guardhouse / Resi 1 and 2 and outbound movements between Melville and New Cooperage. Alternatively the 11 existing parallel parking bays adjacent to the green could be removed in order to allow 2-way traffic movements along this stretch of road (rather than one-way inbound). It should be noted that the provision of a one-way traffic system will necessitate additional signing, the locations for which will need to be agreed with PCC.
- It is noted that part of the access road serving the car park will have a gradient of 1:8. This is particularly steep and may give rise to issues during periods of inclement weather. However it is noted that anti-skid surfacing is proposed at this location which should help to overcome these concerns.
- The previous multi-storey car park also included an element of cycle and motorcycle parking. If this is no longer being provided within this proposed car parking area, has a suitable alternative area been identified on the site? If so could these details please be provided?

In view of the fact that many of the above-mentioned comments can be addressed through minor design alterations, the Highway Authority not wish to object to this application providing the following conditions are attached to any grant of consent. street details, access (contractors), car parking restriction, Grampian condition transport strategy and a requirement for a code of construction practice during construction.

English Heritage – Welcome the retention of more of the walls within the garden area.

The application is not supported by a longer term parking, or transport, strategy for the Yard, which is of great concern. Whilst we have agreed that the previous multi-storey car park options were undesirable or unachievable, it is essential that the issue is addressed in a considered manner with a long term strategy.

We do not object to the proposed surface materials, but would seek clarification on the proposed kerb materials. As off- the shelf concrete kerb is unlikely to be

acceptable. We are also very concerned that the details provide (kerb heights, etc) appear to be standard carriageway details, and do not have the careful design input that has informed much of the work at the Yard. Given that the proposed car-park and new road abut soft landscaped areas is there a need for raised kerbs etc? We would ask for further details to be supplied on existing kerb details and materials at the Yard, to inform further consideration of the appropriate kerb details. We would object to the details as currently proposed.

We do not support the 11 new (from the pre-application drawings) spaces to the right hand side of the ramp when reaching the upper level. They push the parking further into the grassed area and will require higher and more substantial banks to conceal them.

We support the possibility of increasing the gradient of the grassed area to screen the cars, but recommend that this should be continuous gradient rather than the more sudden bank which appears on drawing PL-201, although clearly the gradients would have to work with the existing path, etc. Dimwittedly it is difficult to judge the appropriate height for the bank on section, and are probably best judged on site, but we would not wish to see them any higher than proposed.

There is no indication of any signage with this application. Details need to be provided.

Police Architectural Liaison Officer (PALO) –

The Devon and Cornwall Constabulary are not opposed in principle to the granting of planning permission for this application but I do have some reservations;

I am concerned that there will be little or no natural surveillance over these proposed parking areas, therefore making them attractive to potential car thieves. I would also have concerns for lone persons accessing these areas during the hours of darkness given the distance these parking areas are from the main buildings albeit there is low level lighting proposed. I would ask that these concerns be taken into account when this application is considered.

Public Protection Service – recommend approval of the above development.

Representations

Surrounding neighbours have been notified of the application and two site notices posted. This has resulted in receipt of 9 letters of representation (LORs) including one from the Royal William Yard Residents' Association. The letters reflect very diverse opinions. Some are strongly in favour of approval being granted, even without conditions, most reflect concerns about the absence of a 'final' transport strategy, and a few are opposed, preferring that the walled gardens be preserved. This makes them difficult to summarise;-

Royal William Yard Residents' Association

In principal we support the application as it will be fairly unobtrusive and provide much needed additional parking. However there are some amendments we would like to see.

1. The application does not mention any links with the Transport Strategy for the Stonehouse peninsula and we would like to see how this application fits in with the Transport Strategy particularly the use of alternative means of transport such

as bicycles and buses. There appears to be no provision for bicycles in this scheme or any support for improved public transport.

2. The area of grass marked with blue crosses within rectangles to the North East of the site just to the south of the green lawn area and titled overflow parking needs reviewing. The present arrangement of plastic netting with grass has become very muddy and, as it is likely to be the first area that drivers will see, it is likely to be the first area of parking filled. It should be removed as it is a high visibility area from the main street and detracts from the scheduled ancient monument status. Alternatively if it is wished to keep this area for parking then it should be made up and paved and appropriately screened from view in the same manner as the proposed new car park.

3. The use of hoggin surfacing for the proposed parking in the Officers Gardens is inappropriate. It should be a hard surface such as paving blocks or bitumen as proposed for the Access road. It is felt the hoggin will not last long, will become unsightly, will not be in keeping with the scheduled ancient monument status of this industrial site and will provide high maintenance costs for the Estate.

4. No mention is made in the documentation of the addition of car parking to the south end of the lawn area. This has not been on previous plans and presents the same visibility issues as in 2 above. It should either be removed or at the very least be appropriately screened as proposed for the new parking spaces in the Officers Gardens.

5. On grounds of health and safety we feel that there needs to be a 1 way circulation system with cars entering from the main gate turning left to move south in front of residences 1&2 to the parking area and exiting along the southern edge of the green lawn past the New Cooperage and passing between the New Cooperage and the Melville block to exit onto the main Yard road. The alternative would be to remove the parking spaces in front of residences 1&2 to allow 2 way traffic as opposed to single file traffic. The junction between the service road to the residences and the main Yard road is blind and is already hazardous for pedestrians using the main Yard road.

6. There should be a condition applied that there should be no relaxation of the planned parking arrangements such as has happened recently when cars were allowed to park on double yellow lines. This forced disabled users in wheelchairs into the path of vehicles proceeding along the main street and forced them to try to tackle speed humps. In addition it created hazards for pedestrians and young children who were similarly forced into the pathway of vehicles on the move.

7. We are also concerned that the parking solution does not make provision for conversion of the Melville and Factory Cooperage buildings and should therefore be called an interim parking solution for the Yard. Further if there is to be development of these buildings which will affect the proposed parking arrangements then mention should be made of the alternative arrangements to be put in place to protect parking for the residents in the Yard, particularly those living in the Mills Bakery.

We feel that if these alterations are made to the plans this will create a successful interim parking solution for the Yard.

Support urgent need for new car parking

Strongly support the application as it stands, even if no conditions are imposed. The loss of the green space is nearly totally irrelevant. I cannot imagine those areas becoming allotments.

Note that the addition of 150 parking spaces represents about 50% additional to those already scattered around the Yard. Splendid and so very necessary for future duty to day use panda also special week-end events such as the recent Food Fair.

Raises more general concerns about transport and parking in Stonehouse.

I live right outside the Royal William Yard and am very keen to see its regeneration succeed. It is vital that there are more parking spaces. I have seen the space proposed for development of car parking and think it is ideal - it is making a minimal impact on the site as a whole and it is obvious that more car parking has to be achieved.

I support the applications wholeheartedly. Being a peninsular car parking in the area has to be at a premium and the majority should be for residents. A more frequent bus service to the city centre and its car parks would help.

A park and ride service from the community centre by the bridge would also be good if there is sufficient space there or possibly the car parking bellows the Brickfields running track, opposite the City College.

Lack of comprehensive transportation Plan

The Royal William Yard has had numerous planning consents which have directly or indirectly touched on parking, this is the latest. Local residents have concerns about how these inter-relate especially with regard to a definitive Transport Strategy, previous unfulfilled 106 agreements relating to transport and an apparent lack of a final integrated transport and parking strategy for the Yard. There is also concern about the impact of extra vehicle movements on local residents. Given these factors, the historic nature of the site and local concern that the right decision be made; local residents believe that these applications should be heard by the Planning Committee, given the circumstances I agree.

I would like to see a complete plan of the transportation arrangements designed for the area now that the Royal William Yard has been redeveloped. I believe that a "park and ride" may be more suitable rather than to allow more traffic down into the constricted Stonehouse peninsula.

The plans for additional parking are required before the developer can occupy the New Cooperage building. A sensible parking and transport strategy for RWY is clearly needed considering the ever expanding commercial interests.

As the residential parts of the estate have been developed residents parking for Clarence and Brewhouse have been provided in line with the planning permission for each building phase.

The Mills Bakery building has been completed for 3 years and the developer has, during that time resolutely refused to provide any designated residents parking for the residents of that building despite the fact the planning approval stated it should be established.

In this latest planning application the developer has tactically noted that 158 spaces are attributed to the Mills Bakery but does not show where they are to be located. I suggest that the planners should reject the application until this aspect is made very clear and carried out in line with the previous approval. Plymouth

I feel there is huge need for further parking spaces in RWY. There is already shortage and more new developments planned. I am concerned this parking development is insufficient, although an improvement, and if people cannot park within the Yard they will park elsewhere in the peninsula. This will have a knock on effect for the Cremyll ferry and Mt Edgcumbe, as parking for the ferry is also extremely difficult, particularly in summer. Mt Edgcumbe is a major tourist attraction for Plymouth. The whole Stonehouse peninsula has not been clearly thought through.

Loss of historic garden/ setting of listed buildings

Aesthetically, I would like to see the Walled Garden remain just as that, in keeping with the historic nature of the RWY. This forms a whole with the design and purpose of the victualing yard. The Walled Garden is also a vital green space in an urban setting. It has also been used as a training area for gardening by people with disabilities - an invaluable role

The gardens which date back many years are of great historical value which should not be lost forever by the development of a car park. The money should be spent instead on returning the gardens to their former glory and give access to the public to view them. I sincerely hope this application is rejected and the gardens are maintained as an important piece of Plymouth's history.

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 key issues in this case are:-

- The principle of developing additional car parking on this site
- The design and appearance of the proposed development and its impact upon the character and settings of the nearby listed buildings – including listed wall - and Stonehouse conservation area (Policies CS02, CS03 and CS32 of the Adopted Core Strategy)
- The impact upon the amenities of neighbouring property (Policy CS34 of the Adopted Core Strategy)
- The impact of the proposal on wildlife habitats and trees (Policy CS19 of the Adopted Core Strategy)

- The impact on traffic movements and parking within the Royal William yard and wider road network. (Policy CS34 of the Adopted Core Strategy)

The principle of developing additional car parking on this site

The specific policy relating to the conversion and regeneration of the Royal William Yard is set out in Proposal MS01 of the Millbay and Storehouse Area Action Plan (AAP). It states:-

Proposal MS01 – Royal William Yard -The sensitive restoration and reuse of the Royal William Yard will be completed as a vibrant part of the Stonehouse Peninsula. The final phases of the restoration should provide for uses, which ensure an authentically mixed-use development. The uses should combine the following:

Retail, which is small scale to meet local needs and leisure tourism related

Leisure; Offices, Craft workshops, Other BI use classes, Community uses, Public open space

The development should provide for the following;

- 1. High quality public realm improvements that respect the historic character of the Royal William Yard as outlined in the Stonehouse Peninsula Conservation Area Appraisal and Management Plan, his particularly. Ensures the proper setting of the listed buildings the public realm should also provide a clear distinction between private and public open space.*
- 2. Archaeological mitigation in the form of Listed Building Consent , which will provide for an appropriate level of building recording prior to and during conversion works (as undertaken at The Brewhouse and Clarence Store buildings) and archaeological recording during below ground works. Where important building features or archaeological deposits are encountered there will be a presumption in favour of their preservation in situ , with archaeologically recorded removal, of historic fabric or deposits only where this is unavoidable . Consideration should be given to some historic interpretation of the site in publicly accessible areas upon competition of the development.*

The supporting text acknowledges the limitations on parking, it states;-

5.12 Parking is very limited within the Royal William Yard and so it is important that alternative means of transport are available to the users through public transport, cycle and pedestrian access. There is also an opportunity at the Royal William Yard to support the Core Strategy policy for water transport (Policy CS289(5)) and development proposals should identify a water transport facility as identified n the Local Transport Plan 2 (2006).

The Yard, of course, contains many individually listed buildings and forms part of the Stonehouse Peninsula Conservation Area. Policy CS03 (Historic Environment) of the adopted Core Strategy is relevant. It 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 monument , listed buildings (both statutory and locally listed) registered parks and gardens, conservation areas and archaeological remains .

The successful regeneration of the Royal William Yard has secured the long term future of this unique group of listed buildings and provided the city with a set of attractive assets in place of dilapidated relics. The regeneration is three quarters complete with Melville and Factory Cooperage the two remaining major challenges.

Few, if any, would want to stall the regeneration process at this stage, and jeopardise the development momentum. But the regeneration has to a large extent, been the victim of its' own success, generating visitors in numbers which outstrip existing parking provision at peak times. The nature of that success is significantly dependent upon restaurant and cafes that have been attracted. These attract a passing lunchtime and evening trade – which is difficult to plan for in terms of travel plans, car share arrangements etc. However, even taking this into account, Urban Splash really should have made better plans for dealing with the consequences of the success of the Yard, and agreed with the Council a comprehensive parking strategy for the whole Yard by this stage in the regeneration process. Their continued incremental approach, and the delay in the delivery of alternative means of transport to the Yard, is testing tolerances; and fuelling, quite possibly unnecessarily, concerns about the future intentions.

This application proposes yet another incremental arrangement, albeit one which seeks to provide parking on one of the few sites within the Royal William Yard walls where there is any scope for additional provision. In that sense the proposal represents *part of* an eventual strategy, rather than a more transitory arrangement, which will need to be reversed or changed in the future.

The Highway Authority's consultation response, reflects this unease, but pragmatically recommends a Grampian planning condition requiring submission, and approval of an updated Transport Strategy (TS) prior to commencement of use. Your planning officers concur, also reluctantly. Given that part of the eventual solution to the parking and transport issues in the Royal William Yard involves conversion of the officers' walled garden to parking, an objection in principle to the proposal isn't really justifiable.

Design and appearance of the proposed development

Policy CS02 (Design) of the adopted core strategy is relevant. It states:-

New development should be well designed to respect the character, identity and context of Plymouth's historic townscape and landscape and in particular Plymouth's unique waterfront, its moorland setting and settlement pattern.

New development should also;

7 Incorporate car parking that is integrated with the existing public realm and other pedestrian and cycle routes.

8. Ensure a balanced mix of uses that work together and encourage sustainable living.

The nursery gardens are tucked away in an inconspicuous corner of the Royal William Yard. The proposed parking has been designed to ensure that spaces are hidden from view and do not impact upon the setting of the listed buildings. Inevitably this means that the car park is not overlooked and passive surveillance is not achievable. This weakness is unavoidable, but given that access to the Royal William Yard is focused through a single access point, to the east, arrangements are

considered to be fairly secure and notwithstanding the PALO's concerns are considered to be acceptable. A condition requiring submission, approval and implementation of lighting details prior to first use is considered necessary

Impact upon the amenities of neighbouring property

With the exception of some of the bank area, the walled gardens are overgrown and not available for public use. The provision of parking in this area will therefore not involve the loss of any amenity that existing occupiers enjoy.

The proposed benefits to the yard as a whole from the provision of additional parking are considered to significantly outweigh any disadvantage through additional traffic noise and exhaust pollution.

Impact on wildlife habitats and trees

Policy CS19 (Wildlife) of the adopted Core Strategy is relevant. It states:-

The Council will promote effective stewardship of the city's wildlife through:

- 4. Ensuring that development retains, protects and enhances features of biological or geological interest, and provides for appropriate management of these features.*
- 5. Ensuring development seeks to produce a net gain in biodiversity by designed in wildlife and ensuring any unavoidable impacts are appropriately mitigated for.*

Inevitably the proposal will result in the loss of some trees and wildlife habitat. The area has, to a large extent, been re-colonised with trees and vegetation since it was used for horticulture. The applicants are proposing a planting scheme to compensate for the loss of trees and vegetation, (and provide a screen for the proposed parking). This will go some way to mitigate for the loss of existing trees and habitat, but essentially the proposal does involve some loss of greenscape in order to improve the parking situation

Impact on traffic movements and parking within the Royal William Yard and wider road network.

Policy CS34 (Planning Application Considerations) contains relevant paragraphs in relation to parking considerations. It states:-

Planning permission will be granted if all relevant considerations are properly addressed. These considerations will include whether the development.

- 1. Has adequately considered the on and off-site impacts of the proposal in terms of climate change, flood risk, wildlife, natural resource use and pollution.*
- 2. Makes efficient use of land, including where appropriate dual use facilities*
- 3. Positively contributes to the townscape, landscape and biodiversity of the local environment*

- 5 Incorporates public spaces., landscaping, public art and 'designing out crime' initiatives.*
- 8. Provides for safe and satisfactory access and making a contribution to meeting the parking requirement arising from necessary car use.*

The parking layout is a compromise, a best fit, between competing objectives. In order to ensure that the presence of large numbers of parked cars does not adversely impact upon the settings of the listed buildings, it needs to be inconspicuous screened by banks and existing walls. But in achieving this by retaining

existing stone walls and banks, opportunities for passive surveillance are weakened and the ramped access is steeper than ideal. However, the provision of the extra spaces should go a large way to maintaining the regeneration momentum in the yard whilst mitigating the impact of parking displacement into surrounding streets, which have their own pressures.

Section 106 Obligations

None. The proposal does not result in any additional floor space

Equalities & Diversities issues

The proposal is accessible and includes 7 parking spaces suitable for use by people with disabilities. A lighting scheme is proposed to ensure that the area is illuminated and improve users safety and the perception of safety.

Conclusions

With the opening of top end restaurants and food emporiums in the magnificent waterfront buildings, and the Yard being joint host for the provocative British Art show last Autumn, it has become a major tourist destination, attracting visitors in greater numbers than the earlier, office led, regeneration plans ever envisaged. Whilst this means that many more people have opportunity to walk around and appreciate the eighteenth century buildings, it also means that the issue of parking has come to the fore, for residents, business and the wider Stonehouse peninsular community. Ambitious plans, by the now defunct Regional Development Agency, to provide underground parking have proved far too costly, in these days of reduced public spending. The Yard has limited space, and options.

Despite the monumental scale of the Royal William Yard, unrestricted car parking could easily spoil the appearance and setting of the buildings, distracting from the very experience residents have bought into, and visitors have come to enjoy. But equally inadequate parking provision could undermine the viability of the new businesses, halt the regeneration process before it is complete and create a traffic nightmare for local residents. Royal William Yard developers, Urban Splash, are well aware of the problem created by their success in making the Yard into an artistic foodie hub. They have submitted proposals to provide 150 extra car parking spaces in the old officers' walled garden. This garden is currently a quiet, slightly dilapidated, and largely unvisited green area, in the southern part of the Yard. Even the sensitive mitigation proposed - screening, appropriate materials and movement sensitive lights- can't fully disguise the fact that it would, inevitably, be more developed, if it is to provide a safe, attractive, modern car park. The live planning issue that the local community, key stakeholders, heritage experts and, ultimately, Local Planning Authority have to grapple with, and decide, is whether this proposal strikes the right balance between preserving the unique historic character of the Yard and coping with the consequences of its' success. What we can all agree on, with certainty, though is that coping with the pressures arising by successful regeneration, is far better than struggling with the consequences of failure.

Recommendation

In respect of the application dated **21/05/2012** and the submitted drawings Transport Statement, it is recommended to: **Grant Conditionally**

Conditions

DEVELOPMENT TO COMMENCE IN 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.

DEVELOPMENT IN ACCORDANCE WITH APPROVED PLANS

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

1007-NP PL-100-; C12014/C210(1) Rev. B; C12014/C210(2) Rev.B; C12014/C211(1) Rev.B; C12014/C201 Rev.A; C12014/C200 Rev C; C12014/C211(2) Rev. B; C12014/C215(1) Rev.B; C12014/C215 (2) Rev. B; C12014/C200 Rev B; 1007-NP PL-010; 1007- NP PL-011; 1007-NP PL-012; 1007-NP SK-112 1007-NP PL-120; 1007-NP PL014; 1007-NP NP-013; 1007-NP PL-110; 1007-NP PL-125; 1007-NP PL-200; 1007-NP PL-120; 1007-NP SK-122; 1007-NP PL-125; 1007-NP PL-201; 1007-NP PL-203; 1007-NP PL-204

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.

SURFACING MATERIALS

(4) No development shall take place until details of all surfacing materials to be used 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.

LANDSCAPE DESIGN PROPOSALS

(5) No development shall take place until full details of both hard and soft landscape works and a programme for their implementation have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include .

Reason: To ensure that satisfactory landscaping works are carried out in accordance with Policies CS18 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

LANDSCAPE WORKS IMPLEMENTATION

(6) All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed with the Local Planning Authority.

Reason: To ensure that satisfactory landscaping works are carried out in accordance with Policies CS18 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021)2007.

LIGHTING SCHEME

(7) Before the development hereby approved commences details of any external lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The lighting scheme shall be fully implemented before the development is first occupied and henceforth permanently maintained for the occupiers of the site.

Reason: In order to ensure that adequate external lighting is provided for future users of the car park, that it does not adversely impact upon the character of the listed buildings/conservation area and complies with Policies CS03 and CS22 of the Plymouth Local Development Framework

BIODIVERSITY

(8) Unless otherwise previously agreed in writing with the Local Planning Authority, the development shall be carried out in accordance with the recommendations of both the Extended Phase I Habitat Survey (dated January 2012) and the Protected Species Survey of Buildings (dated March 2012) for the site. This will include the installation of 5 bird and five bat boxes on trees to be retained within the site. 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.

STREET DETAILS

(9) No work shall commence on the proposed car park until details of the design, layout, levels, gradients, materials and method of construction and drainage of all roads and footways forming part of the car park have been submitted to and approved in writing by the Local Planning Authority and no part of the car park shall be used for the purposes of car parking until all the access roads and footways have been built in accordance with the approved details.

Reason: To provide a vehicular and pedestrian access to the car park 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)

(10) 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 internal road layout which serves

the Royal William Yard 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 City of Plymouth Local Development Framework Core Strategy adopted April 2007.

CAR PARKING RESTRICTION

(11) No part of the site shall at any time be used for the parking of vehicles other than that part specifically shown for that purpose on the approved plan.

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

GRAMPIAN CONDITION - TRANSPORT STRATEGY

(12) The use of the nursery car park hereby proposed shall not commence until an updated Transport Strategy (TS) for the Royal William Yard which shall include details of an updated Parking Strategy (detailing the management and control of car parking areas) and a site-wide Travel Plan (including modal shift targets and sustainable travel measures that will deliver those targets), has

been submitted to and approved in writing by the Local Planning Authority. 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), assisting in the promotion of more sustainable travel choices and ensure that the use of car parking areas across the Royal William Yard are properly managed and controlled in accordance with Policies CS28 and CS34 of the City of Plymouth Local Development Framework Core Strategy adopted April 2007.

CODE OF PRACTICE DURING CONSTRUCTION

(13) Before any development is commenced, a Code of Practice shall be submitted to and approved by the Local Planning Authority which shall indicate measures to mitigate against adverse effects of noise, dust and traffic generation during the construction of the proposed development. The

Code of Practice shall indicate: -

- a. the proposed hours of operation of construction activities;
- b. the frequency, duration and means of operation involving demolitions, excavations, drilling, piling, concrete production and dredging operations;
- c. sound attenuation measures to be incorporated to reduce noise at source;
- d. details of measures to be taken to reduce the generation of dust;
- e. the routes of construction traffic to and from the site including any off site routes for the disposal of excavated material. The Code of Practice shall be strictly adhered to during all stages of the construction of the proposed development.

Reason: To protect the residential and general amenity of the area from any harmfully polluting effects during construction works and avoid conflict with Policies CS22 and CS34 of the Plymouth Local Development Framework adopted 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:

- The principle of developing additional car parking on this site
- The design and appearance of the proposed development and its impact upon the character and settings of the nearby listed buildings – including listed wall - and Stonehouse conservation area
- The impact upon the amenities of neighbouring property
- The impact of the proposal on wildlife habitats and trees
- The impact on traffic movements and parking within the Royal William Yard and wider road network.

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:

NPPF - National Planning Policy Framework March 2012

CS01 - Sustainable Linked Communities

CS02 - Design

CS03 - Historic Environment

CS19 - Wildlife

CS32 - Designing out Crime

CS34 - Planning Application Consideration