

# Chapter 7 Development Principle 4: A mix of well-integrated uses

## DRC Objective:

- *Adequate shops and community facilities*
- *Buildings and places designed with sufficient flexibility to respond to changing social and economic needs*
- *Diversity of uses*

The structuring elements and movement framework provide the basis for arranging land uses and considering the placement of particular buildings. Figure 21 illustrates the overall proposed land use pattern. This sets out the flexible, mixed-use strategy required to 'build sustainable neighbourhoods'. The key features of this land use pattern and the rationale for locating certain land uses is described below. Further explanation of the employment benefits of these facilities is explained in Chapter 12. The large plan provided as an Annex to the report provides a more detailed indicative illustration of proposed land use arrangements.

### 7.1 Overall land use pattern

Different types and intensity of use will be promoted in certain areas to help shape and reinforce their particular character. The key features of the proposed mix of uses are described below.

#### A core retail focus around Chapel Street / Fore Street

This is envisaged as Devonport's commercial centre, with a supermarket facing the Fore St / Park Ave junction, surrounded by a cluster of small shops, and offices (and potentially LIFT health centre) - connecting onwards to Marlborough Street. It is recommended as the Phase I focus - with a site released that will stimulate market interest, establish an early critical mass of mixed-use and provide an adjacent mixed-tenure housing area. An alternative potential location could be on the corner of Park Avenue / Granby Way, which has closer links to Marlborough Street. However, this is not promoted as a preferable location in delivery terms as this residential redevelopment site will not be available in the early years.

This recognises the commercial prerogative of placing retail uses in particular where frontage is most visible to passing trade. It also helps restore the legibility of the pre-war layout that saw this as the top of the High Street. Proposed changes to the A374 will further emphasise the 'gateway' nature of this location. The inclusion of a small-medium sized supermarket of 10 - 15,000 sq ft is recommended. Initial market research has identified at least one operator would be very interested in this and others of the "big five" operators might pursue the opportunity. It will be important to take a clear line that this is a neighbourhood/district supermarket development and not an opportunity for low-cost, out-of-centre retail premises. This core component of the retail strategy is consistent with Proposal 46 of the Plymouth Local Plan.

To some extent the interest of prospective operators will depend on the presentation of the overall scheme for Devonport and their confidence that the vision will be delivered. An attractive scheme for the development, including a good location with visibility to the main road and car parking will be necessary to support the viability of the store. A high quality building is envisaged, 'wrapped' within a perimeter block, with flats above.

Other than the supermarket, there is currently little effective demand for new retail premises. In the early years of development there is likely to be very limited opportunity to let shops at a commercial rent. However, as the image and profile of the area develops along with the numbers of residents and businesses in the new developments, there should be

sufficient demand to support a number of units providing local goods and services, specialist goods, cafes, bars, etc. It is possible that a number of small units (say 6 - 10 units of 1,000 sq ft each in both of the above locations) could be viable - providing the full vision for the area is pursued. There may need to be provision for cross-subsidy of rents etc., in the early years.

#### The Future of Marlborough Street

The DRC, the local community and stakeholders have expressed a particular interest in the future of Marlborough Street. It remains one of the important streets from the historic core of Devonport and can provide an attractive, interesting part of the future street pattern in future. Some of the existing retail businesses provide an essential service to residents and, having survived a very difficult period, must not find their future jeopardised by development plans.

Physical integration of Marlborough Street with new community and commercial uses within the Storage Enclave will encourage residents and visitors to use Marlborough Street. Careful design of new development projects, street layouts, pedestrian routes and environmental projects should be used to draw people into the Street. A range of initiatives is recommended to support the enhancement of the environment and commercial viability of the Marlborough Street (see Chapter 12).

At the same time, however, the new supermarket development, with adjacent smaller shop units, will provide the new neighbourhood centre for Devonport - and some of the key retailers serving local residents may wish to relocate to this new centre. These retailers should be helped to do so, through provision of special tenancy terms. Their presence will help to ensure the attractiveness and vitality of the centre, and a better trading location for the shopkeepers.

#### Other secondary local centres

It is anticipated that the existing secondary local centres will remain, around Cumberland Gardens / Cumberland Street, along George Street and to a lesser extent around Cornwall Beach - offering small-scale retail, office of leisure facilities.

In addition, flexible ground floor units will be encouraged in the following locations, containing community, employment and further small-scale secondary commercial uses:

- towards the northern end of Chapel Street and western end of the existing stretch of Fore Street, including redevelopment of the car park at the junction besides the petrol filling station;
- along the former Tavistock Road - linking Marlborough Street and the market building, to strengthen this connection;
- around the new market square, which would be brought to life with intrigue and animation - including small-scale specialist retail units, café/pub, community facilities, small offices or workshops - all with flats above;
- along the new Fore Street extension - creating active frontage at ground floor to link the core retail area with the proposed Naval Visitor Centre.

Each of these areas to be targeted for mixed-use development link or help animate the focal spaces and places, and take advantage of the profile of these areas to capture passing trade. It is possible that the upgraded Devonport Park and Brickfields may also include some specialist leisure-related commercial facilities.

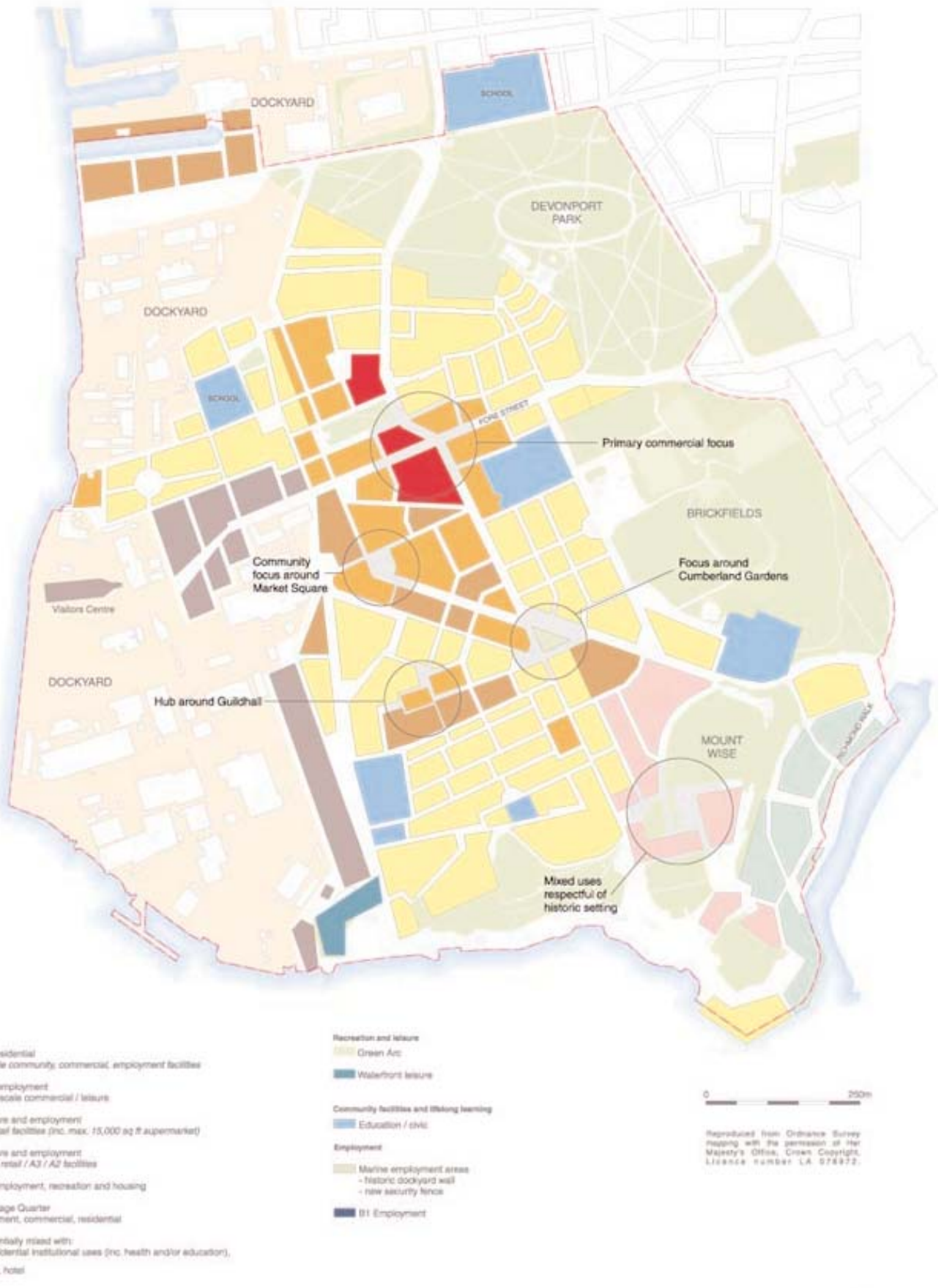


Figure 21 Proposed land use

### Other mixed-use areas with residential / employment

The following areas will be promoted for a mix of residential, employment and live-work uses:

- Within the quieter interior areas of the Storage Enclave, away from the primary streets;
- along the southern side of Ker Street - incorporating some flexible ground floor units appropriate for small-scale offices / business start ups to inject life into this area, which is to be promoted as a civic hub;
- the 'interface areas' or the transitional spaces between industrial and other uses, such as on the western edge of the Storage Enclave, where the new central area will abut the new position of the MoD security;
- Picquet Barracks, where existing buildings of conservation merit provide opportunities for workshops alongside the new residential development
- The HMS Vivid part of the MoD Mount Wise site.

The industrial market is expected to rise and should be tapped into. The grid structure of the Storage Enclave is flexible enough to accommodate larger employment needs provision if demand arises. Specific consideration should be given to potentially accommodating certain central or more local government administrative functions - including the potential to provide office accommodation to PCC for their move out of Windsor House (lease expires 2008).

### Predominantly residential areas

In the consolidated residential areas, away from the main focal hubs, mixed-tenure housing refurbishment and redevelopment will be promoted, served by small-scale neighbourhood facilities such as the Pembroke Street Estate Management Board office.

### Educational / civic uses

The Development Framework has been prepared on the basis that the existing schools will remain, though potential application of 'extended schools' concept may change the nature of this provision in the future (see Chapter 11). Figure 21 identifies the main educational and other civic uses that are anticipated to remain. The area around the Guildhall / Column / Odd Fellows Hall is promoted for community use so that it once again becomes one of Devonport principal civic focal points.

### Mixed marine-related uses

The area that flanks Richmond Walk currently comprises an assorted of uses, some of which do not relate to the waterfront setting. Certain land is identified for sale. It is recommended that the DRC develops a focussed strategy for this area that seeks to make the most of this waterfront location. A mixed-use approach is envisaged that includes waterfront apartments, side by side with specialist marine-related employment uses and recreational facilities. The scope for waterfront office development is considerable, as the development of Sutton Harbour has demonstrated. This mixed use strategy should embrace the potential for Mutton Cove to be upgraded in a way that is sensitive to existing boat owners.

### Waterfront leisure uses

This area, centred on the Pools and waterfront walkway, should be targeted for further recreational facilities to increase the attraction of this area, and better connect it into the Mount Wise 'Green Arc' proposals described in Chapter 10.

### Mixed-use historic dockyard

This area, within the MoD South Yard area, is defined by two clusters of listed buildings centred on the Ropery, Master Ropemaker's Office, Slipway Number One and Kings Hill Gazebo to the south and North Smithery, Heavy Lifting Store, Former Fire Station and former Pay Office to the north. As further explained in Chapter 10, a mix of uses is proposed that brings these two areas into the public realm and envisages the creation of the Naval Base Visitor Centre within the context of a wider heritage

## 7.2 Community facilities: a strategic approach to asset management

A range of community centres exist in the area - from larger facilities such Granby Island Community Centre and Welcome Hall to smaller facilities such as the Pembroke Street EMB office. There is also the Routeways Centre, a Salvation Army Hostel, three churches, two doctor's surgeries and the DRC office itself. Though well used generally they do not offer the full range of facilities or modern, flexible spaces to accommodate the full range of community uses.

A variety of youth facilities also exist, but there is a commonly expressed need to expand youth provision - particularly to meet the needs of teenagers - as expressed in the table below:

### Issues relating to youth provision identified by local people

- *Provision of youth services / clubs across area is unequal*
- *BME young people do not have enough opportunities to engage in appropriate social and leisure activities*
- *Youth provision is generally fragmented and underdeveloped*
- *Limited capacity within existing youth facilities has led some young people being excluded*
- *There are not enough sports facilities for young people*

(source: PCM Theme Day)



The DRC is continuing to develop plans for upgrading existing community facilities. To fulfil Delivery Plan targets it is also clear that a range of other community facilities will be required - relating to health, education, neighbourhood policing and administration of the regeneration project for instance. These will include proposed to put the area's listed buildings to productive use.

A strategic assessment of the demand and supply of such facilities and the appropriateness of existing buildings to accommodate spatial requirements needs to be considered in a more detailed way. It is recommended that this asset management review is undertaken within the context of the proposed land use pattern proposed in the DDF.

### 7.3 The land use approach to Mount Wise

The release of the MoD Mount Wise site presents a unique opportunity to re-integrate Devonport in overall terms - particularly in the way that the 'town' and waterfront inter-relate. The site is made up of a complicated mix of constituent parts. Determining the most appropriate development strategy for the site is not simply a question of defining one land use solution, but rather a strategy that interweaves the various components, namely:

- Admiralty House;
- Cricket pitch and tennis courts;
- The Admiral's Garden;
- Mount Wise House;
- HMS Vivid and adjoining land;
- The route down to the Admiral's Boathouse and waterfront promenade;
- The historic bunker network;
- The modernised bunkers;
- The route to Richmond walk, car park site and marina.

The strategic importance of the site cannot be over-stated. It provides the only strategic development opportunity in the area which has the advantage of open space, topography and views across to the rest of the City and waterfront where new uses can benefit from a high quality environment, link seamlessly through to the existing and new urban grain, connect to the waterfront and allow the completion of the "Green Arc".

It forms a major part of the "gateway" to Devonport from the City Centre and waterfront, and must not be allowed to develop as a separate enclave and barrier to integration with the rest of the City.



Figure 21 Strategic options for Mount Wise

The recommended approach for Mount Wise begins by establishing the following planning / design principles as 'non-negotiable':

- the site is opened up for public access (as described in Chapter 5), facilitating
  - a) local vehicular access to enable the 'strategic loop' to be realised, and
  - b) pedestrian and cycle access through the site along the Mount Wise headland - providing a vital link in the 'Green Arc'.
- the cricket pitch is brought into community use as a recreational resource of regional importance, complementing the proposed new recreational facilities at Brickfields.
- Admiralty House and Mount Wise House listed buildings and their attractive landscaped setting are sensitively restored and converted.
- the HMS Vivid site is redeveloped to provide attractive frontage onto the cricket pitch.
- The enormous potential is maximised for the site to become a beacon of civic pride, with community uses included to help realise regeneration objectives.

These principles should be further detailed in a site Development Brief. Within this context, a range of uses can be envisaged. Each potential use should be considered in relation to its ability to capitalise on the tremendous strategic potential this site has in achieving DRC target outcomes.

To retain sufficient flexibility to pursue a variety of options for site development, it is recommended that Proposal 50 of the Local Plan is upheld which states that:

*"Land at MoD Mount Wise is allocated for mixed use development, including residential use (approximately 50 dwellings). The following additional uses are acceptable as part of a mixed use scheme:*

- a. Offices.
- b. Non-residential institutional uses including health and educational facilities and other Use Class D1 purposes.
- c. Sporting facilities.
- d. Hotel."

Figure 25 indicates how different strategic options could be accommodated within the site. It is important to recognise that requirements to sensitively convert and reuse the two Listed Buildings (taking full account of building regulation access and fire restrictions, for instance) Admiralty House and Mount Wise will mean that certain uses will not be practical or appropriate. Chapter 10.4 begins to suggest potential uses that could be considered. More detailed building feasibility studies are underway and will inform the Final DDF in the New Year. One potential institutional / community use could potentially be educational, to help realise the 'extended schools' concept. This would enable potentially linkages to be developed with:

- existing educational facilities at Hamoaze House and Seymour House;
- the recreational facilities of Brickfields, accessed via a new landmark pedestrian / cycle bridge over Devonport Hill;
- the Millbay growth area.

However, decisions have yet to be taken by the Local Educational Authority on the future development of educational provision in Devonport (see Chapter 11).

Earlier in the process, Mount Wise was considered as a potential Marine Science Park location. Since this time, SWRDA has confirmed that Millbay is the favoured location for technical reasons, and so is no longer considered an option for Devonport. Issues of site acquisition and delivery relating to Mount Wise are detailed in Chapter 14.5.

## 7.4 Character Areas

The pattern of uses will help define a series of different areas, or neighbourhoods, each with a particular character type. In most instances the proposed character areas (shown in Figure 22) reflect the distinguishing qualities of the many different places within Devonport. However, in areas that are either to be substantially redeveloped, such as the Storage Enclave, or areas with little and negative existing character, new urban qualities are to be created or the existing character redefined.

In most cases there is already a rich vein of features and qualities that give each locality its own identity. It is largely a matter of identifying, drawing out and reinforcing the individuality that already exists. The character of Devonport should be encouraged to evolve and develop in a manner that is both sensitive to the past and the existing, but which also encourages vitality and imagination for the future.

Due to the many years of development and redevelopment, there is much variety in building type, form and material. This can create great diversity, and often in very close proximity, that sometimes makes it difficult to define clear or consistent areas of urban character. Character varies significantly within very small areas. Nonetheless several broad areas have been defined, the aim of which is to provide an overall structure within which design codes and/or development briefs can be prepared at a later stage. The key is to express local identity of each individual character area in an integrated way that supports the overall vision for Devonport.

### Building on local character

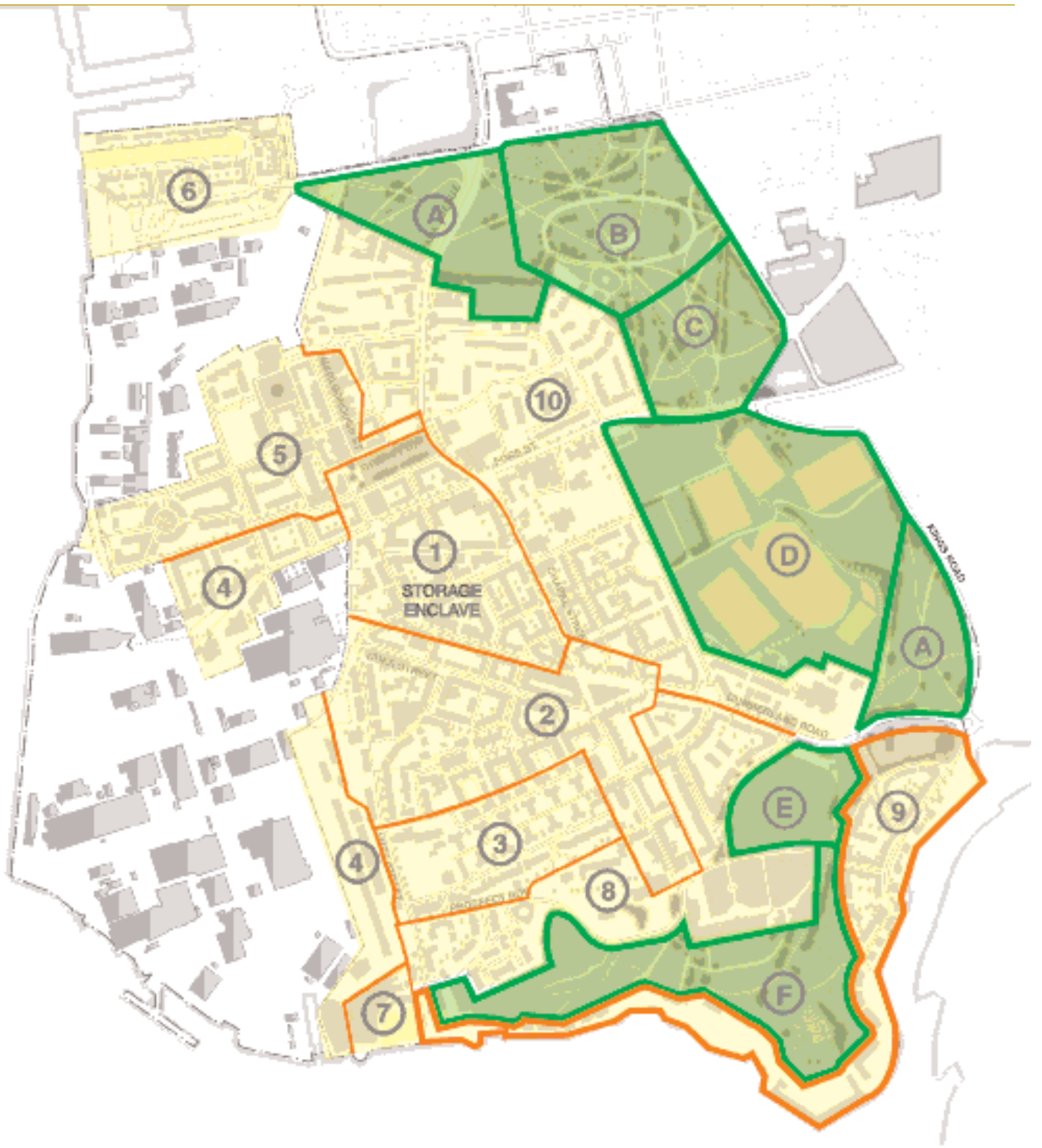
The principal influences on the character of Devonport are:

- its long history in serving the Royal Navy dockyards, and its particular geographical setting at the head of Plymouth Sound and the mouth of the Hamoaze.
- Two of the most important features of its naval and military past are the Green Arc of open space that separates the town from Plymouth at large, being formerly a feature of defence, and the strong geometric layout of streets.
- Geographically, the sea isolates Devonport in other directions, whilst the high ground that extends from the Guildhall to Mount Wise to Devonport Park reinforces the separate identity of the town and creates some important outward-looking views.

These are all features that the overall Character Areas study seek to preserve and exploit. Post war redevelopment gives little regard for the opportunities that topography affords, but future planning and development should seek to enhance and make the most of the exciting possibilities that the topography can offer.

Other features general to Devonport are:

- the simple but solid qualities of much of the architecture, often Georgian, but also with some quite dramatic and surprising flourishes. These have some foreign influences that reflect a global maritime past; and
- the local stone. Much of the town has been built in the local stone that is pale grey in colour. Slate is also widely used. Elsewhere, walls are often rendered in grey or pale muted colours. The palette is therefore generally limited. This might be considered to be drab elsewhere, but under the clear light of the seaside location the effect is enlivening and rather particular to Devonport. Design codes should encourage the tradition of pale and muted colours, as well as the use of local materials.



**CHARACTER AREAS**

- 1. Town Centre
- 2. James Street and Barnett Street Area
- 3. Pottery Street Area
- 4. Historic Dockyard Areas
- 5. Marlborough Street, Morion Square and Cornwell Street Area

- 6. Pottery Quay
- 7. Mutton Cove
- 8. Mount Wise
- 9. Richmond Walk
- 10. Grandby Street, Raglan Barracks

**OPEN SPACE CHARACTER AREAS**

- A. Informal Parkland
- B. Devonport Park
- C. Constituency Park
- D. Biddifields sports area
- E. Mount Wise cricket pitch
- F. Mount Wise Parkland

Figure 22 Character areas

## Individual Urban Character Areas

Broadly, ten urban character areas are defined:

### 1 Storage Enclave

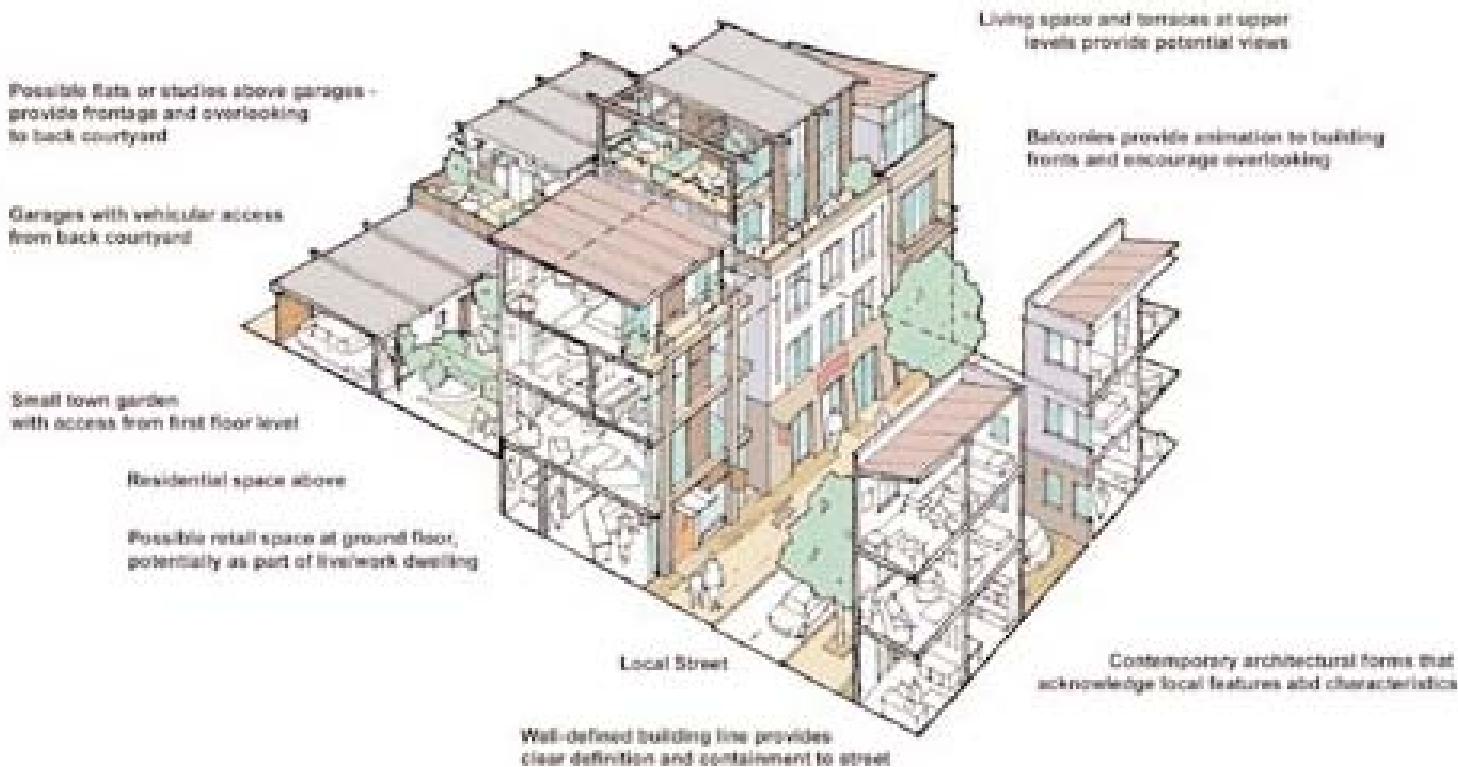
Development of the Storage Enclave will seek to establish a contemporary interpretation of its former 'town centre' status. This will involve almost wholesale redevelopment. The character of this area will therefore have to be defined anew. Key characteristics are:

- A high density area.
- Lively town centre uses to be encouraged - with fine-grained vertical and horizontal mixing.
- A geometric street pattern with vistas down roads often terminated by a focal feature.
- A clear hierarchy of road widths: broad avenues, tight back streets, very urban in character.
- Urban structure defined by buildings, not landscape.
- Limited use of tree planting: Trees confined mostly to main avenues and squares.
- A strong urban form with consistent street frontages.
- An architectural style that often reflects classical and Georgian influences.
- Buildings to have a sense of solidity at lower levels.
- Roofs flat or low pitch.

Figure 23 provides a focussed look at the proposed Storage Enclave area. Discussions are ongoing with the MoD to determine the new security fence alignment in detail that will satisfy both security and low loader access requirements. Figure 24 takes a slice through the area - indicating how the change of level on this sloping site could be accommodated.



The structure of the new storage enclave (above) will relate to existing landmarks such as St Aubyn's Church (right)



**Figure 24 The Storage Enclave in section**

(section through old Tavistock Road - linking Marlborough Street and Market building - using the east-west slope to creative advantage)

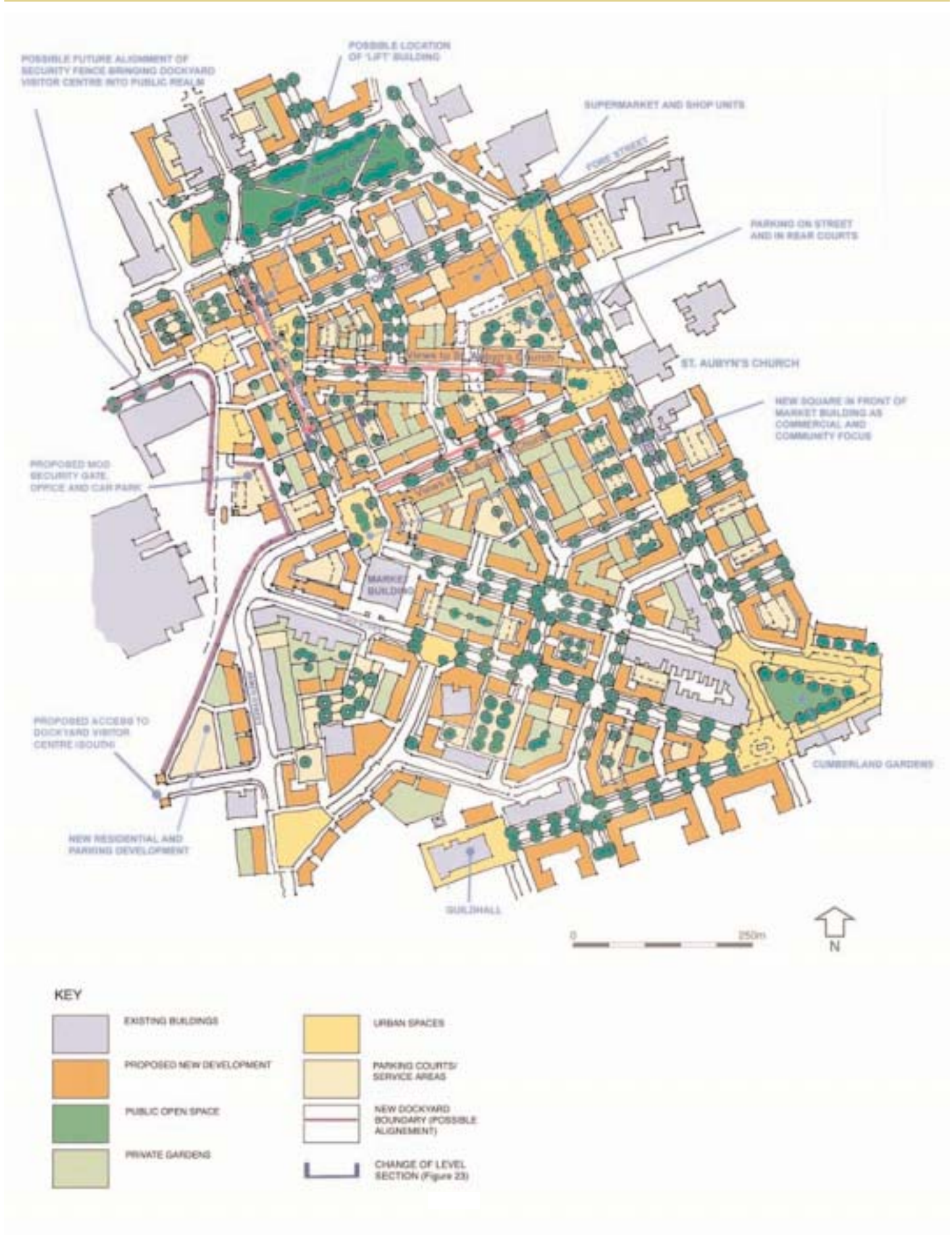


Figure 23 A focus on the Storage Enclave

## 2 James Street and Bennett Street area

Very similar to the Storage Enclave, this character area is to comprise:

- High densities, strong building forms, well defined streets.
- This area differs in that it is mostly residential and therefore quieter in character.
- Numerous existing and historic buildings in this area.
- Future development should respect and relate to historic buildings, enhancing their settings.
- Changes in level in this area are to be exploited: Express in architecture and exploit views.
- Development takes place around the base of each tower block, 'wrapping' them with street frontage.

## 3 Pembroke Street area

This is an existing area of extensive postwar redevelopment, with large repeated residential blocks. With limited opportunity for redevelopment, enhancing the urban character of this area represents a real challenge. Thus:

- open space treatment is to be given emphasis.
- urban landscape design and new infill development is to be used to redefine the urban character of this area, emphasising its hilltop location and proximity to the waterfront.

## 4 Historic dockyard areas

The character strategy here should seek to reinforce the historic setting of the dockyard, thus:

- New development should in particular respect mass, form, character and materials of existing historic buildings.
- Landscape and open space design should be simple and enhance historic buildings.
- There may however be occasion for one or two marked contrasts in building style using contemporary forms. Any such development must be of a high design standard.

## 5 Marlborough Street, Morice Square and Cornwall Street area

This is an area of quite diverse character, looking west towards the Hamoaze, thus:

- The rather hard treeless quality of this area should be guarded, with tree planting focussed on key spaces such as Morice Square.
- Street frontages should be emphasised and re-established, and narrow views down streets towards the water and hills beyond should be retained and created where possible.

## 6 Pottery Quay

The existing character of this area is heavily influenced by the large and rather untidy circulation areas associated with the Torpoint Ferry and Pottery Quay dock. Redevelopment proposals for the existing residential area should ensure that:

- the quayside should be enhanced,
- views across the Hamoaze for both residences and public areas should be exploited, and
- ferry circulation areas should be improved and simplified - emphasising the relationship to the water and ferry.

## 7 Mutton Cove

This small area is a unique location centred on the cove and separate from other urban areas. It has clear potential as a recreation/open space destination, with its historic relationship to the dockyard wall and potential Naval Visitor Centre, Mayflower and Beagle projects within South Yard. Redevelopment in this area could create reinterpret many characteristics of a fishing village, but in contemporary form. High density, organic form (in direct contrast to the rest of Devonport), mixed use, with an arts emphasis. The strong visual relationship to the harbour should be emphasised.

## 8 Mount Wise

This is an area of well established character and historic buildings. It therefore follows:

- There should be a general preservation and enhancement of the existing formal character;
- The principal challenge is to sensitively convert Admiralty and Mount Wise Houses, redevelop the HMS Vivid area and create an integrated landscape structure that binds these areas together within the Green Arc.

## 9 Richmond Walk (East)

This area offers the potential for major redevelopment to establish a more marine-related character that makes the most of this waterfront setting:

- this suggests the opportunity for a different character of high quality, contemporary treatment.
- Water frontage should be enhanced with better public access to the quayside.

## 10 Granby Street, Raglan Barracks

This area has a rather more traditional suburban character but with a range of post-war building types and styles. It is an area

- with poor urban legibility and connections that need major improvement.
- with a stronger emphasis on green space and landscape setting.
- where relationships to the urban centre and adjoining open space are to be emphasised, particularly the park frontage.



George Street (Area 2)



Richmond Walk (east) waterfront

### Open Space Character Areas

Six open space character areas are defined, to provide the basis for further design coding (described further in Chapter 10):

#### A New Passage Hill and Devonport Hill Recreation Grounds

- Existing areas of informal open space on sloping sites with extensive views.
- Existing character to be retained.
- Frontage introduced to improve natural surveillance where possible.

#### B Devonport Park (north)

- Existing Victorian Park to be restored with sympathetic additions.

#### C Devonport Park (south)

- A contemporary community park, with diverse activities.
- A marked change in landscape character, but contained within the existing context of mature parkland trees.
- Landscape character to be contemporary, active and vibrant - often in direct contrast to the adjacent Victorian parkland.
- A strong common public space theme to be defined to unify this area.

#### D Brickfields

- An area of mostly formal sports earmarked for significant improvement, with a character already well defined.
- enhanced by clearer organisation and connection between activities.

#### E Mount Wise Cricket Pitch

- Well defined existing character that should be conserved.
- Frontage of any new development should enhance this essentially traditional space.

#### F Mount Wise Parkland

- Well defined existing character of informal open space with distinctive monuments and features.
- Some recent contemporary landscape infrastructure to be further enhanced

Whilst each Character Area will have distinct landscape characteristics, a themed pedestrian/cycle route through the Green Arc will tie the diverse open spaces together - unifying the areas within an inter-related whole.



Mount Wise headland



### Priority Actions for Applying Principle 4

- *Endorse the overall land use pattern, including the approach to the Storage Enclave that clusters the core commercial facilities around Fore Street / Chapel Street and the mixed-use strategy for MoD Mount Wise*
- *Undertake a detailed asset management review of community facilities - comprehensively analysing projected demand for improved / new facilities, the suitability of existing accommodation (including all Listed Buildings), options for change and delivery implications*