



chapter 6 Millbay Docks

Summary of key evidence for Millbay Docks

Millbay Docks

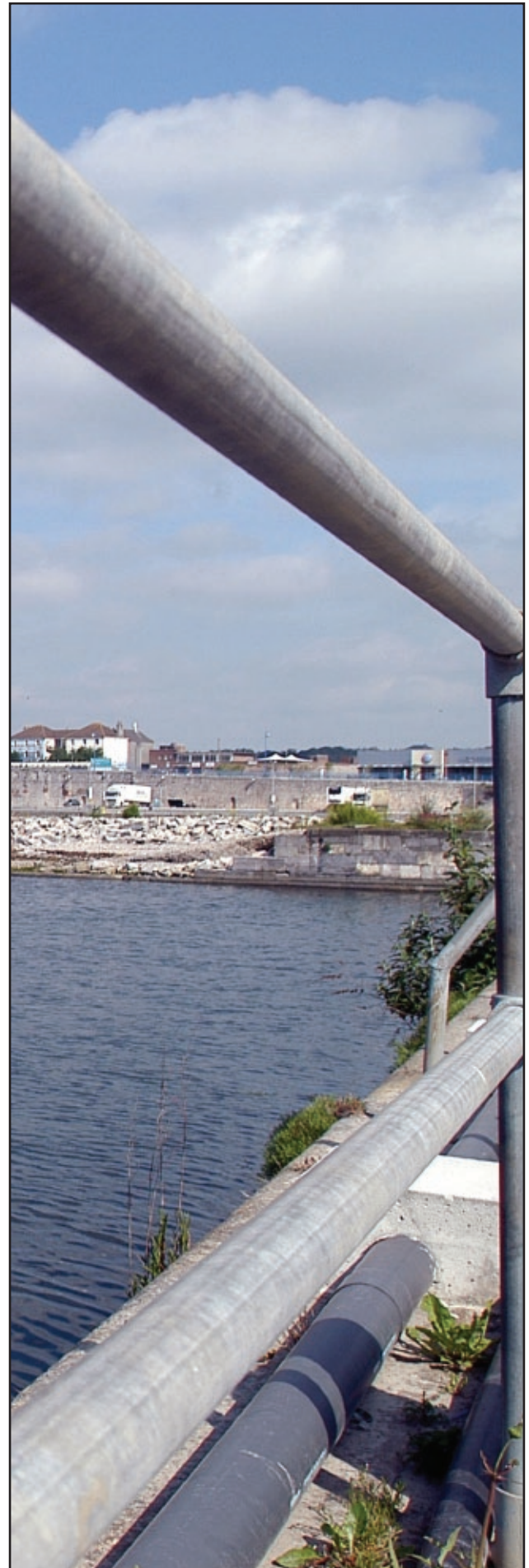
6.1. Although Millbay Docks has very few buildings retained, it still features some important historical elements. The original dock walls, designed by Brunel (Grade 2 Listed), are key features as are the few remaining historic buildings and the walls surrounding the docks. Most of the port buildings are rather utilitarian and do little to thwart the general sense of neglect and dereliction of the dock area.

6.2. The primary use of the docks at present is for the continental ferry terminal. This takes up the western end of the docks with access to the terminal from Union Street, Martin Street and Millbay Road. Associated British Ports (ABP) operates this terminal and is one of the main continental ferry terminals in Britain operating to France and Spain.

6.3. The current links between the City Centre and Millbay Docks are along Bath Street and Martin Street. Both corridors offer a bleak first impression of Plymouth for visitors driving off the passenger ferry. For pedestrians, the experience is also poor. The location of the Plymouth Pavilions, a large building with little active frontage except on its Derry's Cross façade and the Western Approach create an environment that is out of scale with the pedestrian and is dominated by car movement.

6.4. A considerable amount of work has been carried out in recent years to enable a former largely industrial area to be regenerated into a new mixed use community worthy of the historic prominence of this important water front area. Regeneration proposals have been generated through a partnership between public agencies of South West Regional Development Agency, English Partnerships and the Council, along with the developer English Cities Fund and strong community guidance through Stonehouse Action.

6.5. Millbay features very prominently in the Vision for Plymouth as a major new opportunity for waterfront development in the city. One of the key aspirations identified in the Vision for Plymouth is the need to connect Millbay to the City Centre through a high quality Boulevard route.



Proposal MS03 Land between Western Approach/ Union Street and East Quay/ Clyde Quay

A sustainable new neighbourhood will be created between East Quay / Clyde Quay and Western Approach/ Union Street that will incorporate a new Boulevard to provide a strong link between the City Centre and Union Street and the Millbay waterfront. The new neighbourhood will include a mix of uses that meet the daily needs of the community it serves and also create activities and uses that will be used by the wider community. In particular it should provide:

- In the region of 1,300 residential units of which at least 390 should be affordable and at least 260 built to lifetime home standards. These residential units should be above ground level at East Quay and Clyde Quay
- Cafés, restaurants and shops
- B1 (Use Class Order) employment uses as well as small-scale marine and water related employment
- A new office quarter for the City Centre, of between 35,000 and 45,000 square metres
- Local and tourist / leisure-related shopping facilities as part of a new local centre, in accordance with Policy CS07 (4) of the Core Strategy
- Community facilities to support the new and existing neighbourhoods
- The redesign of Western Approach junction
- A hotel at Clyde Quay
- Other leisure and tourism related uses
- Small scale marine and water related employment at Clyde Quay
- The retention of the Dock Office.

The development should be carried out as a comprehensive and integrated scheme that ensures that it benefits both new users and the existing surrounding neighbourhoods. It should provide for the relocation of existing uses where appropriate and include the infrastructure necessary to serve all the users and residents of the new neighbourhood. In particular the development should provide for the following:

Design and Historic Environment

1. A high quality of design, reflecting the site's gateway and waterfront location
2. A comprehensive design solution that integrates the Boulevard as part of the development proposal and waterfront access
3. Building heights between five and seven storeys along the Boulevard and the higher buildings at key corners and landmark locations. Any tall building proposals should relate to the guidance set out in the emerging Design Supplementary Planning Document relating to tall buildings. Proposals for tall buildings must also demonstrate that any impact on views of Plymouth Sound from the higher parts of the City has been thoroughly examined
4. A development that relates to the context on Great Western Road as well as the context on the quayside
5. Public art as an integral part of the public realm
6. An appraisal of the archaeological and historic interest in the proposal site with proposals as to how these structures can be positively incorporated into development proposals together with some publicly accessible interpretation of their heritage value
7. Priority to uses that create activity at ground floor level
8. A design solution that creates positive, safe linkages through the site from Millbay Road to the Boulevard

9. A masterplan with accompanying Design Codes. Such Design Codes must be submitted to and be approved by the Council as part of the submission of the outline planning application for the whole development and will form a key element in the consideration of the application. These codes will be monitored and reviewed jointly by the developer in conjunction with the Council
10. A design that responds to current and future flood risk and in particular avoids residential development at ground floor level where there is risk from flooding

Residential mix

11. A mix of residential development that provides a sustainable mixed residential neighbourhood. This should be addressed through the Core Strategy policy regarding affordability (Policy CS15) and providing accommodation for the range of units that make up a sustainable neighbourhood, including accommodation for families and single people and for young and older family units

Transport and public access

12. A multi-modal transport link from the dock area to Union Street providing a safe and accessible environment for pedestrians and cyclists and appropriate provision for public transport including bus priority
13. Appropriate traffic management measures including Intelligent Transport Systems and parking restrictions to control the use of the Boulevard by traffic to and from the dock area as necessary, and in particular, disembarking from ferries at peak times. This will reduce the impact of congestion within the Boulevard and on the wider road network, and the associated impact of vehicle emissions on local air quality
14. An appropriate design of the Boulevard to ensure priority is given to sustainable transport and that it is less suited to general through traffic
15. Restrictions for Heavy Goods Vehicles although access will be permitted for deliveries to businesses along the Boulevard
16. A public transport interchange at an appropriate point on or next to the Boulevard and bus stops on the Boulevard
17. A pick up and drop off point at Plymouth Pavilions for coaches
18. Short-stay (under four hours) parking on-street
19. A dedicated public access to and along the entire waterfront, to include public recreation.
20. Safe, accessible pedestrian linkages to West Hoe from the quayside
21. Links to a water transport service along Plymouth's waterfront, including appropriate and accessible landing facilities at Clyde Quay

Pavilions site

22. The demolition of the existing Pavilions swimming pool and ice rink and relocation of the facilities to the Central Park Life Centre. The remaining arena element will be refurbished and improved with additional space for conferences. The arena will be wrapped with other development in order to improve its external appearance and ensure that the building can have an attractive frontage and entrance onto the new Boulevard link with the City Centre

Community facilities

23. An appropriate contribution to primary and secondary education provision, related to the scale and nature of the development proposed
24. A community focus that is centred on the Boulevard that provides the range of community facilities necessary to support the new neighbourhood. This will include for example children's play, retail and health provision

Contamination

25. An assessment of contaminated land should be submitted with any development proposal together with appropriate treatment

Employment

26. The provision of employment uses that are most appropriate to their locality. In particular office based uses should be focused on the Boulevard and marine-based uses should be focused at Clyde Quay. Evening-based activities should be located so that they minimise disruption to existing established communities and new family based accommodation

27. Wherever possible and practicable, there should be local employment opportunities during the construction of the development

Phasing

28. A phasing plan should be submitted with any outline application. This must contain the timing of each part of the development and the facilities, services and infrastructure. In particular it must identify the means and timing to ensure that the Boulevard and other public realm improvements are delivered as an early phase of the development

Climate Change

29. The preparation of a Climate Change and Sustainability Strategy which will demonstrate how progress will be made towards achieving zero carbon development, as defined by Level 6 of the Code for Sustainable Homes and BREEAM excellent standards. Any technical or financial impediments to such progress will need to be identified early by the developer, and they will be taken into account at the planning application stage

Habitats Regulations

30. Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 1, 2, 4, 5, 6, 7, 8, 9, 10 and 11.

6.6. This proposal has been developed by the Council following information provided by a number of public and private agencies and by the local community. It aims to meet the aspirations of all these partners whilst being a deliverable package of developments that will be implemented on the ground within the Plan period.

6.7. This part of Millbay will provide a sustainable new neighbourhood with East Quay and Clyde Quay in particular providing an area for the community to congregate in bars, cafes, and shops along the water's edge. To achieve this level of activity and provide for a new residential community, the residential development at East Quay and Clyde Quay should sit above more active ground floor uses. Employment uses associated with the marina, as well as office and some retail could occupy the ground floor. The highest architectural quality and public realm should be achieved, reflecting its status

as an international gateway to the city and an area with huge potential for waterfront recreation. In the same way the area does provide the opportunity for water transport at a local scale that could link to other landing facilities along the Sound. Clyde Quay provides the best opportunity for a landing stage.

6.8. Development on East Quay provides a challenge as it has two very different contexts – the quayside on one side and West Hoe and the domestic scale development along Great Western Road. There is a considerable difference in levels between the two areas, as such there is opportunity to create a higher scale of development at the quayside level, however the scale onto Great Western Road will need to respect the existing residential properties.

6.9. Development on the quay also provides the opportunity to create better connections from Millbay to West Hoe. While there is a significant difference in levels, which could present some challenges in order to comply with DDA requirements, any proposal must include connections through to West Hoe.

6.10. It will be important that the quayside is seen as an active and vital public area, primarily for pedestrians, however there will also be a need for vehicle access along East Quay, for deliveries, servicing and access to the residential units. The design for the quayside will need to accommodate a high quality pedestrian environment, including trees and landscaping as well as a route for vehicles.

6.11. Opportunities also exist in this part of Millbay to provide visitor accommodation to complement the visitor and leisure facilities on offer. Clyde Quay is the preferred location for a hotel as it can exploit the excellent views of the harbour.

6.12. The concept of a new route linking Millbay to the City Centre was first raised through the City Centre Precinct Urban Design Framework, but given further emphasis through the Vision for Plymouth. The Vision for Plymouth envisaged a grand and striking new Boulevard, which was highlighted as a major opportunity to invigorate the regeneration of Millbay and the City Centre. The direct nature of the route was seen as fundamental. It is also important that the Boulevard includes the redesign of the junction of Western Approach with Union Street, which is currently difficult for pedestrian movement. The Boulevard has also been designed so that the arena proposal can be accommodated within the Boulevard where there will be maximum pedestrian flow whilst also retaining the historic building on the Quayside.

6.13. The Council is seeking to secure a major new leisure facility at Central Park – the new Life Centre. This facility will provide for an Olympic-sized swimming pool and an ice hockey sized ice rink. If these facilities were to be provided at Central Park then the facilities at the Pavilions would be removed leaving only the current arena. The Council considers that retaining the arena in Millbay will be an important attraction and can thus add to the vitality of the area. The arena element will be retained and ‘wrapped’ in other development to improve its external appearance and ensure that it aligns and relates positively to the new Boulevard.

6.14. The Boulevard proposal has been tested through Paramics modeling (a traffic model analysing the impact of the new route and suggesting the width of the route). It concluded that a dual carriageway was necessary at the Union Street end of the Boulevard. This would not create a safe pedestrian environment and would not serve to improve the pedestrian environment around the Union Street and Western Approach junction - a key outcome required by the Council from the Boulevard. The proposed alignment will therefore incorporate the redesign of the Western Approach junction into a four-way junction. This should ensure that the Boulevard is a more pedestrian focused route with a single carriageway in each direction, access for all traffic, but with appropriate traffic management measures. It will have uses on either side that promote activity and interest, together with trees and high quality public realm along its length.

6.15. It is important that Proposal MS03 meets the Core Strategy objective of creating sustainable linked neighbourhoods. Therefore facilities that are needed to service the new and existing residential neighbourhood should be located as close to the centre of this neighbourhood. It is proposed that this centre should be located around the Boulevard.

6.16. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

6.17. The new development will provide a range of accommodation including family homes. Depending on the number of family units provided, the development might result in a new primary school being required for the neighbourhood. If this is the case the school should either be provided within the development or a contribution will need to be made to provide a school elsewhere in the neighbourhood. The contributions will be guided through the existing Interim Planning Statement ‘Education needs arising from new residential developments’ and the emerging Planning Obligations SPD. The secondary education contribution will be in the form of a contribution towards new school provision (see Policy MS11).

6.18. The Climate Change and Sustainability Strategy should:

- minimise energy consumption, use of renewables and decentralised/low carbon systems
- provide an accessible choice of shade and shelter
- minimise any adverse local environmental conditions
- minimise any adverse effect on biodiversity and capacity for adaptation
- provide for sustainable urban drainage and waste systems
- provide for sustainable transport in line with PPG13.

The Proposal is intended to encourage the move towards zero carbon development in a phased way. The costs and other implications of this response to climate change will emerge during the Plan period and will be taken into account by the Council in determining planning applications.

6.19. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.



Policy MS04 - Bath Street

Land between Bath Street and Martin Street should be safeguarded for the further development of Proposal MS03. Uses should contribute to the development of a new sustainable community at Millbay and be designed so that they form part of the Boulevard element of Proposal MS03. Development could include:

- Between 400 and 700 residential units
- B1 (Use Class Order) employment uses
- A contribution to the new office quarter for the City Centre
- Local and tourist / leisure-related shopping facilities as part of a new local centre, in accordance with Policy CS07 (4) of the Core Strategy
- Other leisure and tourism related uses.

In particular any development should provide for the following:

1. A design that integrates with the Boulevard
2. Building heights that complement the height of buildings elsewhere on the Boulevard. Any tall building proposals should relate to the guidance set out in the emerging Design Strategy Supplementary Planning Document relating to tall buildings
3. Priority to uses that create activity at ground floor level
4. An appropriate contribution to a high quality public transport solution along the Boulevard
5. An appropriate contribution to primary and secondary education provision, related to the scale and nature of the development proposed
6. Priority for uses that enable a community focus to be centred on the Boulevard
7. An assessment of land contamination submitted with any development proposal together with measures for appropriate treatment
8. The consideration of evening based activities only if provision is made to minimise disruption to existing established communities and to new family based accommodation
9. The relocation of voluntary sector uses or the incorporation of these uses into the scheme as appropriate
10. The preparation of a Climate Change and Sustainability Strategy which will demonstrate how progress will be made towards achieving zero carbon development, as defined by Level 6 of the Code for Sustainable Homes and BREEAM excellent standards. Any technical or financial impediments to such progress will need to be identified early by the developer, and they will be taken into account at the planning application stage
11. Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 1, 2, 3, 4, 5, 6, 8, 9 and 11.

6.20. The area between Bath Street and Martin Street is an area with a multitude of different industrial, commercial and community and voluntary sector uses. The buildings do not integrate well together and many would be appropriate for redevelopment. The area is important to the realisation of the objectives in the Area Action Plan and in particular to the delivery of Proposal MS03.

It forms the western side of the proposed Boulevard and should ideally be delivered as part of wider Boulevard proposal. However it would be difficult for this area to be delivered as part of Proposal MS03 since it is in multiple ownership and would seriously affect the delivery of the wider Millbay development proposals if it needed to be included within a comprehensive development proposal.

6.21. There are some important voluntary sector uses within the Bath Street area such as the Shekinah Mission and it is important that their activities are provided for either on site or at an appropriate alternative location.

6.22. The policy ensures that development in this area will help to deliver Proposal MS03 so that it forms part of the wider sustainable new neighbourhood. The delivery of this policy will, in the first instance, be progressed by working with the different landowners and development interests. However, if this does not progress the development opportunities adequately during the plan period, the Council will consider using compulsory purchase powers and working with its development partners to enable the delivery of its objectives for the area.

6.23. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

6.24. The Climate Change and Sustainability Strategy should:

- minimise energy consumption, use of renewables and decentralised/low carbon systems
- provide an accessible choice of shade and shelter
- minimise any adverse local environmental conditions
- minimise any adverse effect on biodiversity and capacity for adaptation
- provide for sustainable urban drainage and waste systems
- provide for sustainable transport in line with PPG13.

The Proposal is intended to encourage the move towards zero carbon development in a phased way. The costs and other implications of this response to climate change will emerge during the Plan period and will be taken into account by the Council in determining planning applications.

6.25. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.



Proposal MS05 - Trinity Pier

Land on Trinity Pier will be developed primarily for marine related employment uses, but to also include:

- A terminal for the landing of passengers from cruise liners
- Ancillary uses associated with that use
- Marine related tourism and retail uses.

In particular any development should provide for the following:

1. A high quality design appropriate to the site's waterfront location and role as a gateway to the city
2. Development that is part of a comprehensive scheme for the whole of the pier
3. A safe and publicly accessible route to the terminal building
4. Safe and accessible routes to water transport
5. An appraisal of the archaeological and historic interest in the site that should support any proposed redevelopment and how it can be positively incorporated into development proposal
6. An environmental assessment outlining the possible impacts and considerations for the proposed landing stage, including location and design and methodology statement, and possible mitigation measures
7. Development should seek to achieve BREEAM excellent standards
8. Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 2, 4, 6, 8, 10 and 11.

6.26. Associated British Ports (ABP) currently have a licence from the Duchy of Cornwall to use the pier for marine-related uses. ABP is keen to secure an ocean liner terminal on Trinity Pier, to provide a secure landing facility for the ocean liners visiting Plymouth that currently have to moor offshore in the Sound and ferry passengers to the shore. However, there is currently a gap in the funding for such a facility. It would only require a small amount of the land on the pier providing an opportunity to develop the rest of the pier, for other marine related uses and to seek contributions towards the remaining funding for the terminal facility.

6.27. Plymouth has a diverse marine sector, which has been identified as a priority sector in the City Growth and Economic Strategy, demonstrating its importance to the sub regional economy. There has been a desire to locate a Marine Science and Technology Park in the Millbay area for some time. Potentially Trinity Pier, which is about 0.6 hectares, could provide a location for this facility.

6.28. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

6.29. Natural England (NE) is responsible for advising whether or not a proposed development could lead to a likely significant effect on the European interest features of the Plymouth Sound & Estuaries (Special Area of Conservation (SAC), both alone and in combination with other plans and projects. If a likely significant effect is determined an appropriate assessment is required under Regulation 48 of The Conservation (Natural Habitats) Regulations 1994. The Millbay site is not actually within the SAC boundary but adjacent, and therefore it will be the indirect impact that NE shall take into consideration.

6.30. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.

Proposal MS06 - Inner Basin

An area of 0.8 ha of land on the west side of the Inner Basin will be developed for marine related employment uses.

In particular any development should provide for the following:

1. High quality architecture and design, reflecting the site's prominent position on the waterside and role as a gateway location for the city, with associated high quality public realm
2. The use of high quality materials, recognising the need for a landmark building in this location
3. Measures to ensure there is some public access to the waterfront
4. Measures to ensure the preservation of the historic importance of the area, in particular the listed quay walls of the inner basin
5. An environmental assessment outlining the possible impacts and considerations for the proposed development including location & design and methodology statement, and possible mitigation measures
6. Development should seek to achieve BREEAM excellent standards
7. Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 4, 6, 7, 8, 10 and 11

6.31. This area of land to the west of the inner basin, of 0.8 hectares, comprises some infill and is not part of the listed Brunel dock. However the uses may impact on the wider dock area and therefore it is important that the listed structures are not damaged as part of the development proposal. The Inner Basin has a covenant on the land that restricts its use to boat building and other marine related employment uses. English Partnerships has purchased the land in order to facilitate the development of a marine-related employment use on it. Discussions have already taken place for a Plymouth yacht building company to provide a yacht finishing and sales facility on the land. This could be an appropriate use for the site although other potential marine uses could also use the site. Because of the prominence and visibility of the site any building would need to be of a quality to reflect its location. It should be considered as forming part of the comprehensive redevelopment of the area, which contributes to Millbay being a gateway to the city and not be developed simply as a private employment use. In particular the development should demonstrate how it would contribute to improving the public enjoyment of the Inner and Outer Basin to create a vibrant waterfront areas.

6.32. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

6.33. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.

Proposal MS07 – Millbay Marina

The currently vacant land at Millbay Marina will be developed with at least 90 dwellings. Development proposals must demonstrate that:

1. A high quality design will be achieved, reflecting the site's prominent position on the waterside, its seaward entrance to Millbay and its relationship to West Hoe
2. Public access to the northern side of the pier linked to the wider public realm in Millbay
3. A high quality public realm to encourage public use of this part of Millbay
4. An appropriate contribution to affordable housing within the Millbay and West Hoe Area
5. A design solution that mitigates the flood risk that currently exists and is likely to become worse in future years. In particular this should be addressed by avoiding any residential development at ground floor level
6. Proposals should demonstrate how progress will be made towards achieving zero carbon development as outlined in the emerging 'Code for Sustainable Homes' (level 6)
7. Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 1, 4, 6, and 8.

6.34. This proposal concerns land adjacent to a relatively recent housing development. The land identified by Proposal MS07 is subject to several planning consents. It is important that the design of the proposal reflects the other regeneration work in Millbay and the opportunities it provides to connect with the neighbourhood of West Hoe.

6.35. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.

Key Evidence Document

Stonehouse and West Hoe Study (2005), CAG
 Millbay Action Plan (2005) LDA Design
 A Vision for Plymouth MBM Arquitectes and AZ Urban Studio
 SEA/SA of Preferred Options for Millbay and Stonehouse AAP (2005) LUC
 Plymouth Sustainable Neighbourhoods Study: Stonehouse (2005) LDA Design
 Tall Buildings Guidance (2005) PCC/LDA Design
 Millbay, Plymouth Strategic Appraisal and Preliminary Paramics Modelling Statement (2005) Alan Baxter and Associates and accompanying Council initiated modelling work prepared by SIAS
 Plymouth Strategic Flood Risk Assessment (2006) Pell Frischmann
 Central Park Life Centre – outline business case (2005)
 Stonehouse Existing Character Areas (2006) LDA Design/ PCC



chapter 7 Union Street

Summary of key evidence for Union Street

Union Street

7.1. Union Street was built to connect the towns of Plymouth, Stonehouse and Devonport. Many important historic buildings remain such as the Grade II* Palace Theatre to leave a memory of the street's former grandeur. Union Street was laid out in the 1820s and quickly became the most fashionable street in Plymouth. Imposing terraces of large houses were built along it and occupied by the town's wealthiest inhabitants. The Royal Union Baths, on the site of the present Pavilions, terminated the axis at one end and provided one of the earliest indoor swimming pools in the provinces. The development of Union Street as an upmarket street was halted by the arrival of the Great Western Railway link to Millbay in 1849. This and the growth of the docks associated with the railway brought about a large workforce in need of accommodation, shops and entertainment. Many of the properties were converted into lodging houses. Many pubs, cinemas and other entertainment venues appeared and laid the foundations for Union Street's surviving reputation as a centre of nightlife activity.

7.2. Union Street suffered badly during the Blitz but the Palace Theatre and a stretch on either side of the Octagon survived. The historic significance of this area was recognised with the designation of a conservation area in 2002. West of the Palace Theatre, the scale, consistency of street frontage and enclosure of the original Union Street has been entirely lost.

7.3. Almost all of the area south of Union Street, extending to Millbay Road to the south and to Bath Street to the east, is what remains of Abercrombie's planned industrial area. The area is still home to many small businesses that provide valuable employment opportunities. Although they are important to the local economy, many of the premises are of poor quality and create an environment subject to neglect and abuse. The Townscape Heritage Initiative (THI) has been successful in improving some of these premises and throughout the remaining industrial areas there are opportunities for enhancing the business environment and attracting inward investment.

7.4. Emma Place and Caroline Place are residential areas that escaped the clearances associated with the implementation of the Abercrombie Plan south of Union Street. The few rows of Georgian terraces remain in isolation but could form the nucleus of a new residential community along the upper level of the waterfront, on Millbay Road. Their historic value has been recognised by their inclusion within the Stonehouse Peninsula Conservation Area.

7.5. North of Union Street, the situation is different. The area has remained predominantly residential except for one cluster of Victorian warehouses between Adelaide Street, Flora Street and King Street to the north. These limestone buildings are good examples of Plymouth's Victorian industrial character. Their relationship to the City Centre has however been severed by the bulky Western Approach car park. The car park was unfortunately laid down at a right angle to the original urban grain and obstructs many road connections and visual links to the City Centre. The Georgian terraces at Adelaide Street have been largely retained and their historic value is reflected by its inclusion within the Adelaide Street Conservation Area.

7.6. In the middle of this warehousing area lies the St Peter's Church of England Primary School. With Western Approach and the multi-storey car park to one side, busy Octagon Street on the other and the back of retail premises to the south, this school is surrounded by a harsh urban environment. It also seems located in a peripheral location to its catchment area.

7.7. The Union Street area has benefited significantly from public and private sector investment over the last ten years. The area was designated a Single Regeneration Budget (SRB) area as part of the second phase of SRB funding, it has been eligible for ERDF Objective 2 funding, it has benefited from two phases of THI funding and has recently been included within the NRF funding programme. This has led to considerable public and private funding in the buildings, the public realm and towards community facilities. There is a real opportunity for this area to be further improved through the regeneration initiatives in Millbay.

7.8. Union Street forms the important link to ensure that the existing neighbourhoods north of Union Street benefit from the regeneration of Millbay and it is important that Union Street provides the appropriate range and quality of facilities that will benefit the whole community and not simply the night time economy that currently dominates the eastern end of the street.



Policy MS08 - Union Street

The role of Union Street will be promoted as an urban street connecting the west of the city and linking the communities of north and south of Stonehouse. It will provide a mix of uses along its length, with high quality building design and associated public realm improvements. The street has two distinct elements where different considerations will apply to development proposals.

Development proposals should provide for:

Between the Palace Theatre and Stonehouse Bridge

1. A more urban scale to the western end of Union Street with building heights at between 3 and 5 storeys along the street frontage
2. The location of building frontages to the back of the pavements, creating continuity of street frontage along the length of the street
3. A range of uses, including residential, community uses, commercial, leisure and offices, with active ground floors and residential or other uses above. This could include a site for a new primary school to serve the new residents of Millbay
4. The preservation, viability and vitality of the existing local centre

Between the Palace Theatre and the junction with Western Approach

5. The introduction of other uses such as commercial, offices, retail, leisure and residential to encourage increased daytime activity in the street
6. A limit to more late night uses so that there is no increase in the number of, or floorspace, for nightclub uses
7. A high quality restoration of the Palace Theatre, appropriate to the special architectural and historic character of the building that provides daytime as well as night time activity

Union Street as a whole

8. Where appropriate the preservation and enhancement of the historic character of the Union Street Conservation Area. Areas within the Union Street Conservation Area should follow the guidance set out in the Union Street Conservation Area Appraisal and Management Plan
9. The continued enhancement of the public realm that respects the character of the Union Street Conservation Area
10. Parking provision that is, wherever possible, off street
11. Opportunities to improve connections from the areas north of Union Street to the areas south of the street
12. All non residential buildings should seek to achieve BREEAM excellent standards. Any residential development options should seek to achieve zero carbon development.

This proposal contributes to achieving Objectives 1, 2, 3, 6, 7 and 8.

7.9. Union Street currently has two distinct parts – the area between Western Approach and the Palace Theatre and Palace Theatre to Stonehouse Bridge. Each part has a very distinctive character. Western Approach to the Palace Theatre is more dense and urban in character with more historic character, some of which is in poor condition.

Buildings are generally three to four storeys in height and located at the back of pavement particularly on the southern side of the road. Evening uses are predominant in the area with takeaways, nightclubs, pubs and bars. However, there are residential flats on the north side of the street.

7.10. Palace Theatre to Stonehouse Bridge has a very different character in part due to post war redevelopment but also through more recent insensitive interventions. Most of the street frontage has been lost and the scale of development is much lower and more reflective of suburban areas or out of town industrial estates. The uses in this part of the street are predominantly employment and retail based on the south side with residential and retail based on the northern side of the street. Neither side has a positive relationship with Union Street. The larger building sizes and nature of the uses on the southern side of the street also act as a barrier to movement through to Millbay.

7.11. The Union Street Conservation Area mainly covers the western end of Union Street, but also includes some properties within the eastern end of the street. The Union Street Conservation Area Appraisal and Management Plan will help to guide appropriate development within the Conservation Area.

7.12. Development opportunities along the length of the street should offer the potential to rebuild a more coherent Union Street with a balance of uses and activity at all times of the day, giving it a busy urban feel. In particular the area west of the Palace Theatre offers the opportunity to provide facilities to serve the neighbourhood including the possible location of a new primary school. In the longer term, parts of this section to the south of Union Street could also accommodate new residential development in the order of 150-400 homes (depending on the mix of uses and dwelling types) as part of the wider mixed use regeneration of the area.

7.13. The environment around Stonehouse Bridge is much more open, with Victoria Park to the north, Brickfields playing fields to the north west and Stonehouse Creek to the south. There is a natural 'green' break between Stonehouse and Devonport that begins in earnest as you move up Devonport Hill towards Mount Wise.

7.14. The Palace Theatre was formally a key element of the vibrant Union Street and remains a landmark building. It is a grade II* Listed Building and therefore is one of the most important historic buildings in Plymouth. It is currently being used as a nightclub, but is in need of major refurbishment appropriate to its conservation status. It has been highlighted on the national and local Buildings At Risk Register as a building requiring urgent attention. A number of ideas have been generated during recent years on ways to restore the building to give it a use that can be appreciated by a wider section of the community. However none of these ideas have led to a firm deliverable proposal.

7.15. The strategic traffic role of Union Street acts as a barrier to north - south movement from north Stonehouse to Millbay and vice versa. The proposals in this AAP seek to address this. There is also a need to guard against a further perceived division of the areas. Much of the redevelopment opportunity is in the area around Millbay Docks to the south of Union Street and it is essential that this regeneration benefits the existing Stonehouse community as well as the new Millbay residents. In particular the Sustainable Neighbourhood Study for this area has considered the facilities that are required to make the Stonehouse area into a more sustainable linked neighbourhood.

Policy MS09 Union Street corner with Western Approach

The existing car park and retail site is identified as an opportunity for redevelopment.

Proposals should include:

1. A high quality design that acts as a gateway to Union Street, the City Centre and the new Boulevard development and complements development at the West End of the City Centre
2. Good quality cycle and pedestrian access between Union Street, the City Centre and the new Boulevard development
3. Active ground floor frontages to Western Approach and Union Street
4. A mix of uses that will encourage increased activity in this area. This could include retail and leisure uses, but must provide replacement public parking spaces
5. A scale of development that is appropriate to its urban City Centre location
6. Development should seek to achieve BREEAM excellent standards.

This proposal contributes to achieving Objectives 2, 3, 4, 5, 6, 8 and 9.

7.16. As part of the redevelopment and improvements to the Millbay and Stonehouse areas, this site offers potential to redevelop the existing building and car parking facility into a key landmark that will mark the end of Union Street and the Millbay Boulevard and the entrance to the City Centre. Any new development on the site must positively integrate these three areas into a key destination.

7.17. The impending redevelopment of Colin Campbell Court and the opportunity presented by this site offer a huge potential to improve accessibility to the City Centre and Millbay and improve the entrance to the city from the continental ferry. If active ground floor frontages are introduced it will also make it more attractive for pedestrians to visit and encourage people to the Boulevard and the Millbay attractions.

7.18. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

7.19. The uses need to be considered in light of the developments coming forward in the AAP and also the range of uses that will be required as part of the City Centre AAP. The need for public parking is a key consideration for the site and the level of parking can only be determined as part of a wider parking strategy for the City Centre.

Policy MS10 Stonehouse Creek

The site at Stonehouse Creek will be safeguarded for a new secondary school/ educational purposes.

Any future development of the site should:

1. Provide a high quality public access to Victoria Park
2. Limit the loss of open space by minimising the footprint of the development through multi-storey development
3. Provide high quality design and public realm that creates a gateway into Union Street
4. Provide positive and active frontages on to public streets and other public spaces
5. Include improved public access to Union Street and Devonport
6. Include community facilities that will serve the whole neighbourhood
7. Development should seek to achieve BREEAM excellent standards

This proposal contributes to achieving Objectives 2, 3, 4 and 8.

7.20. The need for a new secondary school has been identified to serve the waterfront areas of the city as part of a long-term look at education provision for the city. This is likely to be needed for the increase in population that will result in Millbay, Devonport, the City Centre and the East End. The Council has identified this site as one of its preferred sites. However if a secondary school is not needed on this site its location would be suitable for other educational establishments due to its convenient location for public and private transport links, its proximity to sports and recreational facilities and its strategic location close to dense urban areas.

7.21. To the north of the site are existing playing fields and Victoria Park. The links to these open spaces should be improved so that there is better public access to open space. The greenspace is a very important area for recreation for the neighbourhood and the amount of open space that is lost as part of any redevelopment should be minimised.

7.22. Flood risk issues are identified in the Council's Strategic Flood Risk Assessment for this area and appropriate mitigation measures should be identified as part of any development proposals.

7.23. In the responses at the Preferred Options stage the location of the secondary school was strongly supported and seen by many as being key to the success of the regeneration of Devonport and Millbay. It has been suggested that the new school could provide community facilities or be part of a mixed-use scheme. These could potentially be included as part of the new school. Concern was raised over the pedestrian access to Union Street. The sustainability appraisal report showed strong support for the proposal for a new secondary school, and the opportunity it provides to improve educational attainment, although it does highlight the need for good public transport access to the site and safe pedestrian and cycle routes available to the school.

Key Evidence Document

Stonehouse and West Hoe Study (2005) , CAG
 SEA/SA of Preferred Options for Millbay and Stonehouse AAP (2005) LUC
 Plymouth Sustainable Neighbourhoods Study: Stonehouse (2005) LDA Design
 Millbay, Plymouth Strategic Appraisal and Preliminary Paramics Modelling Statement 2005 Alan Baxter and Associates and accompanying Council initiated modelling work prepared by SIAS
 Plymouth Strategic Flood Risk Assessment 2006 Pell Frischmann
 Union Street and Adelaide Street Conservation Area Appraisals and Management Plans
 Stonehouse Existing Character Areas (2006) LDA Design
 Education Evidence for the Devonport and Millbay & Stonehouse Area Action Plans



chapter 8 **Wyndham Hill**

Summary of key evidence for Wyndham Hill

Wyndham Hill

8.1. The area around Wyndham Square is a deliberately planned Victorian neighbourhood. This area was laid out around Wyndham Street, a grand axis that links St. Peter's Church at one end and Plymouth Cathedral and the Non-Conformist church (Wyndham Hall) at the other. The streets form a gridiron pattern and lined with two and three-storey terraces, the grandest of which are in Wyndham Square. Although the Victorian terraces in the area are mostly of high architectural quality, careless restoration has led to the loss of many period details, such as window frames and architraves. This part of the character area is included within the North Stonehouse Conservation Area.

8.2. The historic fabric of the area is interspersed with post-war clusters of housing. Notable among these are the buildings on either sides of Cecil Street. These "zigzag" three-storey blocks form an abrupt end to the well-defined Victorian streets and their undistinguished architecture contrasts with the neighbouring period buildings.

8.3. The Wyndham Hill area has always been distinct from the area directly to its east. The introduction of the Great Western Railway at Millbay in 1849 meant that the residential area in north Stonehouse was physically separated with the railway and railway yard standing between them. These have long since gone and been replaced by Patna Place open space, the Bull Ring, Stonehouse arena and a more recent housing estate. The historic divide and steep level changes prevented the two areas from merging into one.

8.4. Perhaps the most significant landmark in the area is Wyndham Hall, the former Non-Conformist church. This Grade II listed building is currently vacant and in need of refurbishment. A viable use needs to be found to ensure the long-term retention of the hall, perhaps in conjunction with the provision of improved facilities at Stonehouse arena.

8.5. There are no specific policies or proposals for this character area. The objectives relevant to Wyndham Hill will be implemented through individual scheme proposals that respect the distinctive character of the area. The Council's approach to managing this area is outlined in the North Stonehouse Conservation Area Appraisal and Management Plan.



Key Evidence Document

Stonehouse and West Hoe Study (2005), CAG
 Plymouth Sustainable Neighbourhoods Study: Stonehouse (2005) LDA Design
 North Stonehouse Conservation Area Appraisal and Management Plan
 Stonehouse Existing Character Areas (2006) LDA Design



chapter 9 **Station West**

Summary of key evidence for Station West

Station West

9.1. This area was built up after the Wyndham Hill area although both areas were fully developed by the 1880s. In contrast to Wyndham Hill where streets were laid out in a generally east-west direction, Station West was laid out with urban blocks running parallel to the north-south railway link to Millbay. Many of these were removed to make way for the construction of Western Approach but sufficient numbers of Victorian terraces remain to give the area its distinctive character. Many of these terraces are now in multiple occupation.

9.2. The area has good street definition with terraces sitting at the back of the pavement or behind shallow gardens. Where Western Approach meets the Victorian fabric, the definition of streets is lost and blocks of post-war or more recent housing have replaced the finer grain of the Victorian terraces. In the centre of the area along Claremont Street, a four-storey block of Council flats also detract from the otherwise positive street layout. The monolithic architecture of this large-scale group of buildings creates areas of poor streetscape all around it.

9.3. In spite of its location next to Plymouth train station and to the City Centre, the Station West area feels isolated. This is mostly due to the location of Western Approach, which wraps around the north, east and south of the area. The generous width of the dual carriageway forms a strong visual, physical and psychological separation between the City Centre and this neighbourhood.

9.4. The location of Pilgrim School on Oxford Street and a recent cul-de-sac type housing estate around Harwell Street also makes it difficult for pedestrians to find their way to the City Centre.

9.5. Stonehouse Arena, a tarmac double sports court, sits on the western edge of this character area on a sunken site. The facility is enclosed by tall stone walls that prevent overlooking and supervision of the site. Given its strategic position in the centre of the north Stonehouse residential area, this site could play an important role in reconnecting the residential areas to the east and west and provide a focus for the community.

9.6. Whereas Wyndham Hill has a clearly identifiable centre along the Wyndham Street axis, Station West is rather disjointed and lacks a clear centre. The cluster formed by the doctor's surgery and the pharmacy along North Road West is the closest thing to a neighbourhood centre in the area.



PROPOSAL MS11 Stonehouse Arena

The Stonehouse Arena site will be developed as a high quality residential development that will help to improve the character and street layout of the surrounding residential areas.

The development should provide for the following:

- 1 In the region of 40 residential units, all of which should be affordable
- 2 A high quality built form and public realm that considers the character of the existing residential area
- 3 Active frontages on to public streets and spaces
- 4 Good access through the site for pedestrians
- 5 Good natural surveillance over public spaces and streets
- 6 An appropriate contribution to primary and secondary education provision
- 7 Proposals should demonstrate how progress will be made towards achieving zero carbon development as outlined in the emerging 'Code for Sustainable Homes' (level 5)
- 8 Appropriate contributions will be required towards managing off site recreational impacts within Plymouth Sound & Estuaries SAC and Tamar Estuaries SPA.

This proposal contributes to achieving Objectives 1, 2 and 8.

9.7. This site is in the heart of the residential neighbourhood north of Union Street. It is set at a lower level than the surrounding development. The site was previously used as an all weather pitch, but is now showing signs of vandalism, misuse and neglect. This has been caused, in part, by its limited and difficult physical access and lack of natural surveillance. This is understandable since it is an area of undeveloped land left over from the historic rail network. The Council has identified the area adjacent to this site including Wyndham Hall as a potential area of community focus. The redevelopment of this site could add a further positive contribution to that community hub.

9.8. The site has recently been acquired by the Guinness Trust, who develop and provide affordable housing. The trust is currently exploring opportunities for new affordable housing schemes on the site, in line with the existing Harwell Street Design Brief. This will provide much needed, new affordable housing in the Stonehouse area. The Trust intends to provide a range of sizes and tenures of affordable dwellings on the site.

9.9. There is a good opportunity to use this site to improve access and street layout between the two character areas of Wyndham Hill and Station West. The Council prepared the Harwell Street Planning and Design Brief in 2004 and this brief should be used to give more detailed design guidance on this proposal.

9.10. There will also be a need to mitigate any negative impacts that the regeneration of Millbay and Stonehouse might have, particularly on the Natura 2000 sites around Plymouth. The detail of any developer contributions required will be set out in the Planning Obligations SPD.

Key Evidence Document

Stonehouse and West Hoe Study (2005), CAG
 SEA/SA of Preferred Options for Millbay and Stonehouse AAP (2005) LUC
 Harwell Street Planning and Design Brief (2004) PCC
 Plymouth Sustainable Neighbourhoods Study: Stonehouse (2005) LDA Design
 Plymouth Strategic Flood Risk Assessment (2006) Pell Frischmann
 North Stonehouse Conservation Area Appraisal and Management Plan
 Stonehouse Existing Character Areas (2006) LDA Design



chapter 10 **Millfields**

Summary of key evidence for Millfields

Millfields

10.1. The Millfields was originally built in 1762 to serve as the Royal Naval Hospital. It is one of the earliest examples of block system hospital development known as the pavilion plan. In 1898 the Millfields was enlarged and refurbished. Since this time little has changed in the layout with the exception of bomb damage to some buildings during the Second World War. The historical importance of the Millfields to Plymouth and England was formally recognised in 1977 when the Millfields was designated as a conservation area.

10.2. The majority of the building in the Millfields and the historic boundary wall remain intact and are vital to the character of the area. In 1995 after 235 years of service the hospital was finally closed and the Millfields then went into private ownership in the form of the Millfields Trust. Under their ownership the Millfields has undergone a careful transformation with building now used for residential, commercial and community uses.

10.3. The continuing preservation of the Millfields is an important aspiration for the Council. Any future works, alterations or development must respect the history of the Millfields to preserve this important historic landmark. It is however also important that the area can be used by local residents to benefit from the open space and historic buildings.

10.4. There are no specific policies or proposals for this character area. The objectives relevant to the Millfields will be implemented through individual scheme proposals that will respect the distinctive character of the area. The Council's approach to the management of the Millfields Conservation Area is outlined in the Millfields Area Appraisal and Management Plan.



Key Evidence Document

Stonehouse and West Hoe Study (2005), CAG
 Plymouth Sustainable Neighbourhoods Study: Stonehouse (2005) LDA Design
 Millfields Conservation Area Appraisal and Management Plan
 Stonehouse Existing Character Areas (2006) LDA Design

