

## PLANNING

Date: Wednesday 5 October 2016  
Time: 5.30 pm  
Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting to consider the items of business.

If you have an enquiry regarding any items on this agenda, please contact Howard Bassett, Democratic Services Officer (Committees) on 01392 265107.

Entry to the Civic Centre can be gained through the Customer Service Centre, Paris Street.

### *Membership -*

Councillors Sutton (Chair), Lyons (Deputy Chair), Bialyk, Denham, Edwards, Foale, Gottschalk, Harvey, Mrs Henson, Morse, Newby, Prowse and Spackman

## Agenda

### Part I: Items suggested for discussion with the press and public present

#### 1 Apologies

To receive apologies for absence from Committee members.

#### 2 Declarations of Interest

Councillors are reminded of the need to declare any disclosable pecuniary interests that relate to business on the agenda and which have not already been included in the register of interests, before any discussion takes place on the item. Unless the interest is sensitive, you must also disclose the nature of the interest. In accordance with the Council's Code of Conduct, you must then leave the room and must not participate in any further discussion of the item. Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

#### 3 LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 EXCLUSION OF PRESS AND PUBLIC

It is not considered that the Committee would be likely to exclude the press and public during the consideration of any of the items on this agenda but, if it should wish to do so, then the following resolution should be passed: -

**RECOMMENDED** that, under Section 100A (4) of the Local Government Act 1972, the press and public be excluded from the meeting for particular item(s) on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in the relevant paragraphs of Part I of Schedule 12A of the Act.

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## Public Speaking

**Public speaking on planning applications is permitted at this Committee and the request must be made by 5pm on Monday 3 October (full details available on request from the Democratic Services (Committees) Officer) on 265107 or email [howard.bassett@exeter.gov.uk](mailto:howard.bassett@exeter.gov.uk).**

**4 Planning Application No. - 16/0890/02 - Exeter Bus and Coach Station Re-development Area, Paris Street, Exeter**

To consider the report of the Assistant Director City Development.

(Pages 3 -  
16)

**5 Planning Application No. 16/0891/02 - St Sidwell's Point Leisure Centre - Leisure Development, Paris Street, Exeter**

To consider the report of the Assistant Director City Development.

(Pages 17  
- 24)

### Date of Next Meeting

The next scheduled meeting of the Planning Committee will be held on **Monday 31 October 2016** at 5.30 pm in the Civic Centre.

Find out more about Exeter City Council services by looking at our web site <http://www.exeter.gov.uk>. This will give you the dates of all future Committee meetings and tell you how you can ask a question at a Scrutiny Committee meeting. Alternatively, contact the Democratic Services Officer (Committees) on (01392) 265107 for further information.

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# Agenda Item 4

**ITEM NO.**

**COMMITTEE DATE:**

05/10/2016

**APPLICATION NO:**

16/0890/02

**APPLICANT:**

Ms Osmundsen  
Exeter City Council

**PROPOSAL:**

Application for approval of the reserved matters of the layout, scale, appearance of the buildings, the means of access thereto and the landscaping relating to the new Bus Station (Parcel B) and Street C: Pedestrian Access (Parcel Y).

**LOCATION:**

Exeter Bus & Coach Station Redevelopment Area, Paris Street, Exeter, EX1

**REGISTRATION DATE:**

15/07/2016

**EXPIRY DATE:**

14/10/2016

**HISTORY OF SITE**

- |              |   |     |            |
|--------------|---|-----|------------|
| 15/0791/01 - | Demolition of existing buildings at Exeter Bus & Coach Station, no. 188 Sidwell Street & nos 1-29 (odds) Paris Street for a comprehensive retail-leisure led mixed use development comprising Use Classes A1, A2, A3, A4, A5 [retail including food & drink uses], D2 [assembly & leisure] & including a new Leisure Centre & new Bus Station, with associated access landscaping and public realm works. | PER | 08/07/2016 |
| 16/0887/32 - | Discharge of condition 36 Of Planning Permission 15/0791/01: Explosive Ordnance   |     |            |
| 16/0888/32 - | Application for the discharge of conditions 2, 3, 4, 5, 11, 16, 17, 22, 24, 26, 28, 30, 33, 35 and 36 of planning permission ref 15/0791/01 in so far as they relate to parcel B (Bus Station) and parcel Y (Street C: Pedestrian Access).  |     |            |
| 16/0891/02 - | Application for approval of the reserved matters details of the layout, scale, appearance of the buildings, the means of access thereto and the landscaping relating to St Sidwell's Point Leisure Centre (Parcel L).   |     |            |

**DESCRIPTION OF SITE/PROPOSAL**

The extent of the site that the application relates to is shown as Parcels B and Y in the Development Parcels Plan attached as Appendix 1. The site is currently part of the bus parking hardstanding and part of the existing Bus Station concourse with a retaining wall between the two parts that accommodates the change in site levels. The application site adjoins Cheeke Street.

This application is made for approval of 'Reserved Matters' pursuant to outline consent Ref. 15/0791/01 for that part of the site described above. Further applications for reserved matters will be made for the other parcels and can be considered separately. Application for approval of reserved matters in respect of Parcel L (ref. 16/0891/02) is subject of another report on the agenda. Application for approval of reserved matters in respect of P (Paris Street) and C (Commercial uses) are anticipated to be received shortly.

The building proposed is a modern single storey building with integrated bus parking bays and associated access, turning apron and perimeter landscaping.

The building has been designed to incorporate the following features:

- Enclosed public concourse incorporating passenger facilities.
- Dedicated seating and waiting areas and covered access for 12 bus stands;
- Public toilets and baby change facilities with controlled turnstile access;
- Dedicated public enquiry/travel information office in a prominent location;
- Provision for 24hr Real Time Passenger Information Systems;
- Services and facilities for staff associated with bus service operations, including: Offices; Paying in facilities and cash room; Staff canteen and servery; Staff toilets and changing space.

The north-facing site and multiple entry and exit points from the concourse required for boarding and alighting buses means that it is not technically feasible to ensure the entire building meets Passivhaus standard. However, the commitment to meet Passivhaus standard on those elements where it is technically feasible makes the building significantly more sustainable than equivalent new facilities in terms of both its environmental impact and financial running costs. It also builds on the adjacent St Sidwell's Point Leisure Centre's fully Passivhaus design to further enhance the low carbon credentials of the wider redevelopment and continue Exeter's lead in the field of Passivhaus design and construction.

The landscaping opportunity associated with the new Bus Station is limited to retaining walls, planting strips and embankments that transition from the building to pavement level to the east and south adjacent to Bampfylde Street and Cheeke Street. Planting strips will comprise a mixture of herbaceous and evergreen perennials, annuals, grasses and small multi-stem trees for year round interest. Species will be selected based both on their ability to thrive in the limited planting areas available and the contribution they make to the objectives of the Devon Wildlife Trust's Exeter Wild City initiative. The contribution that the Bus Station landscape design will make to these objectives must be seen in the context of the additional planting areas proposed as part of the adjacent St Sidwell's Point Leisure Centre and Princesshay retail-leisure scheme.

The design of the Bus Station has been guided by the parameters of the outline Design and Access Statement and the design code agreed under the outline. This will ensure that the development ties in effectively with the wider site redevelopment to create an attractive, vibrant and accessible new area of the city centre.

Development Parcel Y is the pedestrian access ('Street C') between Cheeke Street and the wider Princesshay Leisure development running between Exeter Bus Station and St Sidwell's Point. The design, which has been amended since first submission to increase areas of landscape planting, reflects the need to integrate seamlessly with the surrounding development parcels. The changing levels from Cheeke Street to the main development level are addressed through a set of wide steps and graded ramps, providing an efficient and clearly legible access solution at this key junction. Raised planting areas between the ramps will serve to soften the concrete walls and provide a sense of continuity with the landscaped areas of the Bus Station to the north and St Sidwell's Point to the south. The Design and Access Statement provides further detail on detailed design.

The reserved matters for consideration are: Access, Appearance, Landscaping, Layout and Scale.

The application is supported by a Planning Statement, Design and Access Statement, elevation, section and plan drawings

## **REPRESENTATIONS**

**Exeter Cycling Campaign:** Object as proposals do not adequately accommodate cycles. We recommend: All access by bike designed to ensure safety and to avoid conflict; adopt the

Making Space for Cycling principles; Additional Sheffield stands required to accommodate a minimum of 12% of journeys by bicycle; Follow DCC's technical guidance on cycle parking; Cycle stands protected from the rain and with sufficient security; consider providing lockers within/outside the Bus Station for use by people who cycle; Take opportunity for a cycle hub nearby; Provide a site of 10+ PAYG self-serve electric bikes at the Bus Station.

**Transition Exeter Transport Group:** Bus Station important in encouraging travellers to leave their car at home, reducing congestion and improving air quality. Concerned about size but design makes good use of space, welcoming and attractive and will encourage people to use buses. Potential for expansion should be considered in planning process. Passivhaus standard welcomed. Suggest seating at bays is not installed until usage/movement patterns are established. Cycle stands in Bampfylde Street welcome but unlikely to be enough and larger covered space for cycle parking required in area. An Electric bike hub in the area is supported. Step free access to coach stops, good facilities for passengers, good signage and information, adequate cycle parking and drop off for taxis should all be provided.

**National Express:** Supportive of the application but consider that in advance of the determination formal assurances on the temporary and permanent provision for coaches should be made. We recognise space constraints exclude coaches and welcome that a solution for coaches has been identified in Bampfylde Street which will meet our requirements, provided access to good facilities for passengers is secured and identify specific requirements for the temporary and permanent facilities.

**Confederation of Passenger Transport:** The proposed 12 'live' bays is the equivalent to the existing Bus Station, but the existing also has 7 unassigned stands and space in the lower level during the day. In the new facility just 4 full size stand bays and one smaller bus bay will be available. A spreadsheet has been produced showing all the arrivals and departures in the current timetable (as at July 2016). There are some through services that call at the existing Bus Station before continuing to their destination. This summary does not take account of empty movements of buses or crew movements. Weekday operation of the Bus Station currently extends from 0535 to 0026. There is an average of 45 bus movements an hour across the operating day. There are 3 particularly busy periods between 0800 and 0859 (95 live bus movements), 1000-1059 (73 live bus movements) and 1700-1759 (75 live bus movements). Timetables are often disrupted increasing problems. Capacity for special events services in will be greatly reduced. There are existing conflicts between services. Layover capacity will be much reduced in the new Bus Station. We are concerned that the 'Bus and Coach Station Design & Operation Guidance' which followed a number of serious incidents does not seem to have been acknowledged. Under the new proposals stops will be provided in Cheeke Street. Including against the island between bus entrance and exit which will be hazardous. It would seem to CPT that the only way to reduce the huge number of movements in the new Bus Station during peak periods will be to remove some services from the Bus Station. There will need to be robust operational policies in place for the new Bus Station following appropriate risk assessments to minimize the risks that will undoubtedly exist from such a large number of vehicle movements during peak times.

Exeter is a busy hub on the scheduled express coach network. In addition there are also special services provided for events such as the Glastonbury festival and Rugby tournaments. It is disappointing that the full facilities of the new Bus Station will not be immediately available to scheduled coach passengers without a walk. However if proper shelter facilities are being provided and the existing off street parking in Bampfylde Street continues to be available for meet and greet parking, then this would seem to be acceptable. Temporary arrangements in South Street for express coaches seem to be a poor, using Blackboy Road is worth exploring further. This has the additional advantage of having nearby public toilets. National Express will no doubt make their comments about these proposals. The lower level of the current Bus Station was originally constructed as the coach station facility combining both express coach service operations with charter coaches. The location has public toilets close by and a cafeteria where refreshments can be obtained. It is also very close to the city shopping centre and many other facilities. This makes it very

attractive to coach operators and their drivers. There are no facilities for coach drivers at Haven Banks which is remote from the centre. Coaches need somewhere to set down and pick up groups close to main attractions and it needs to allow for a stop time long enough to load and unload customers and any luggage. Unfortunately there are also no shelters or other facilities in South Street. Poor facilities for coaches mean the city would lose considerable trade.

**Exeter and District Bus Users Group:** We still have grave reservations about the suitability and working efficiency of the proposed facility. We feel that the money allocated to it will not provide a facility that Exeter and district bus users deserve and we have no alternative but to register an objection to the planning application and to provide the following comments: With a growing population both in and around the city, many of whom are students or the less well-off who depend on public transport, the proposed facilities are not adequate. The new facility cannot be constructed in advance of the present one closing and the travelling public will have to be inconvenienced by almost two years of disruption with buses and coaches running off temporary stands. This will add congestion and will add pressure to the city's road network. Vehicular access across the contour lines creates a steep gradient for drivers to negotiate shortly after leaving a major roundabout. At peak times buses queuing back onto the roundabout itself. Customer and bus operator have a small space. The combination of the smaller accommodation block and heavier trafficked concourse will lead to inconvenience and anxiety. No account has been taken of the volume of passenger footfall. In July this year the Group undertook their own survey. In the present Bus Station that has 15 usable bays, there were 97 occasions on Saturday (118 on Tuesday) when buses could not arrive on their intended bay. A smaller Bus Station will be hard pressed to cope with this amount of traffic. The long awaited new Bus Station will be difficult to approach as other developments will not have been completed when it opens. The planning application must not ignore the requirement for buses laying over within easy access of the station. We suggest miniature versions of these existing digital signs are positioned at every departure bay. During the temporary arrangements, mostly in Sidwell Street, we suggest that every shelter contains clear signs giving information about that stop but also other services and orientation. The Group has concerns over bus manoeuvring in the Bus Station. In icy conditions the slope could become treacherous and fully laden buses slipping on the camber or incline is of concern. Very disappointed with the displacement of coaches to on-street bays. The Group hopes that the council will provide adequate shelters for passengers, including toilets available all round the clock. The safety of passengers and the driver when loading or unloading luggage in the offside lockers is a concern. Tour coaches will have to drop off and pick up in South Street. All coaches will then be expected to make the journey to the dedicated coach park in Michael Browning Way this is not conducive to Exeter growing as a major tourist attraction.

**Devon Senior Voice:** The long overdue replacement Exeter Bus Station should aim to give passengers a pleasant experience whether arriving, departing, changing route or passing through. Their needs require thoughtful assessment when measured against the finances available. The use of reduced facilities and space to fit the budget will detract from, rather than enhance their experience. An adverse experience will damage Exeter's reputation as a city with good "county" bus transport. We agree with the vision in the planning document but not the reality. Size of concourse will lead to frequent overcrowding. This situation will be exacerbated by the area also being some form of public thoroughfare. Provision of toilets is insufficient, the public passing through use these toilets too. DSV is against charging to use these facilities. Toilet facilities should be in a more prominent position. Seating – We believe transverse seating will inhibit efficient queuing at the stands. All seating should be along the back wall. Bus Station Entrances will be sloped. DSV is concerned that the approach from Cheeke Street contains tortuous steps and walkways, for disabled passengers this could result in greater difficulty. The doors at each end need to be of sufficient width to allow easy access for all movements at peak times including wheel chairs. DSV considers it a retrograde step to disperse the bus/coach interchange facility. DSV has many concerns that passenger needs are being sacrificed in this planning application. When built, it will appear bright and

shiny but offer no improvement over the existing facility with cramped concourse, fewer facilities and with no realistic expansion plan on the drawing board.

**Exeter Civic Society Transport & Highways Sub-Committee:** Whilst the new street through the Bus Station site from Paris Street is likely to be safe, legible, and signed, we have grave reservations about the route from Bampfylde Street to Sidwell Street meeting these criteria. This is the primary route for passengers to make connections between city-wide services and rural and national services. Pavements and access routes fail to give priority to pedestrians. We call for the following priority pedestrian crossing points: Across Cheeke Street and parallel with Bampfylde Street, Across the Bus Station entrance and exit, Across Bampfylde Street (west) and parallel to Cheeke Street. Perhaps the short length of western Bampfylde Street should be fully paved to give pedestrian priority. The pavements to the upper part of Cheeke Street should be improved as this is an important route to and from Sidwell Street where local buses stop. Furthermore, with the Bus Station intended to open before the retail element of the site is complete, this will be the primary route to the Bus Station for a period of time. We have grave reservations about the public route through the Bus Station concourse being kept clear of passengers who are queuing for buses, we do not wish it to offer a poor public realm for those who are using it as a public thoroughfare. To help avoid obstruction of the street, we suggest that queue management systems are introduced to control long queues. Part 1 of schedule 3 of the Section 106 Agreement makes it clear that the concourse must be available for pedestrian access purposes. To ensure the public route can be kept clear of obstructions we ask that the street is demarcated by different paving and possibly posts/seating.

**Exeter Civic Society Planning Sub Committee:** We had strong reservations about the lack of space allocated to the Bus Station and the resultant use of the surrounding streets. These concerns remain; with the tight public concourse and bus area clear in this application. However the architects have produced a good design under these restrictive circumstances. It is a clean design, properly not attempting to rival its more flamboyant neighbour, the Leisure Centre. Comments made at consultation appear to have been listened to. The concourse is enclosed and has some seating. The roof extension gives weather protection to bus passengers. There is an information booth and the expectation of a refreshment kiosk. We are pleased that Passiv Haus standards are applied. With the dynamic use of the bays, a high quality information system is needed and we see no indication of this here.

**Fourteen public responses** have been received raising the following points:

- Bus Station is too small.
- Concourse sloping making it disable unfriendly.
- Insufficient space for bus manoeuvring
- Congestion at entrance will back up to Paris Street roundabout
- Traffic queuing for car parks will affect buses turning in Paris Street.
- Provision for scheduled and tourist coach passenger poor, should be in Bus Station.
- Dead running of buses will result from moving depot.
- Closure of Paris Street on highway network unacceptable.
- No strategy for coaches.
- Lack of consultation.
- The Bus Station needs regeneration.
- Nice to be undercover and modern bus terminal.
- Bay not wide enough at three metres.
- Reversing out of Bay 1-3 will be dangerous.
- Bus stops in Cheeke Street will restrict visibility.
- On street bus layovers unsatisfactory.
- Bays need to allow for buses with door in front of wheels.
- Pedestrian access from Sidwell Street needs priority.
- More gradual access from Cheeke Street needed.
- Lack of interest in rear wall of concourse.

- No details of passenger information.
- Trees should be preserved.
- Coach services will no longer come to city centre.

## **CONSULTATIONS**

### **Devon County Council Development Management:**

**Bus Station:** It is recognised that the existing bus station could operate more efficiently and the 12 stands now proposed was agreed through discussion with Devon County and Stagecoach. It is nevertheless essential that sufficient provision is also made for on street stops on Cheeke Street to provide ongoing operational flexibility. A northbound stop adjacent the station is identified, with space for a second if needed. The boundary wall here has been set back into the bus station to ensure that the associated bus shelter does not impede the footway. The proposed Bus Station facilities are understood to have been progressed through discussions with Stagecoach and appear appropriate. We welcome that the entire concourse is covered with adequate space for queuing and throughput and adequate customer toilets. We would wish to see that the best available level of real time information is provided for passengers. This should be either secured by condition or secured by the lease agreement for the station. Level access provided from the Bus station should improve access for mobility impaired users and offer betterment to the current arrangements. I do however have concerns with the proposed width of the doorways to the station, it is recommended that these are widened to an appropriate width.

**Bampfylde Street:** The northern access to the Bus Station is provided from Bampfylde Street. Adjacent to the access is a drop off zone with 3 disabled parking bays and provision for cycle parking is indicated. The footway connecting these spaces to the bus station indicated is just about sufficient for a wheelchair user but insufficient for a visually impaired user with a guide. This provision should be revised and the design of Bampfylde Street should be befitting of its function as the main access to a major public transport interchange to enhance the public transport interchange and improve the integration of the scheme with the city centre and adjacent coach facilities. It is noted that red line of the reserved matters application ends at the edge of the 1.0 metre footway and it is accepted that this under a separate Reserved Matters application. However, both fall within the boundary of the original outline consent and given the design of this is critical in achieving a suitable gateway, integration of the scheme with the city centre and resolving the access concerns to and from the disabled spaces. A condition is therefore recommended that no part of this drop off area north of the Bus station boundary wall is progressed until the reserved matters for Bampfylde Street have been agreed and not opened until the adjacent reserved matters have been implemented. The submitted plans also indicate that cycle parking will be provided either side of the disabled parking bays. However, no detail on the volume and quality of cycle parking provision is indicated. Guidance suggests that in the region of 40-60 secure, sheltered cycle parking spaces would be appropriate. These facilities are essential to integrate sustainable transport and it is recommended that the details of this are agreed prior to commencement and provided prior to occupation.

**Street C and Access to Cheeke Street:** The submitted plans show that access to the site from Cheeke Street will be achieved by a set of steps, of 4.0 metres width, with a 2.0 metres wide ramped access which is not sufficiently wide to provide a suitable route for cyclists. There is no suitable cycle access from the east of the site and only limited cycle parking at the access points to the site. I am concerned that the proposed access which does not provide cycle access does not accord with national and local policy. The County is also progressing ambitious plans to enhance cycle routes into the city centre to significantly increase cycling numbers and we would expect a new city centre redevelopment to be consistent with these aspirations. Experience suggests that some cyclists will cycle through the site and when reaching this point will use this ramp. The current design width of 2.0 metres therefore appears to be designing in problems and encouraging conflicts. It is



therefore recommended that this should be widened to ideally to 3.0- 3.5 metres width, or at the very least 2.5 metres. Cycle parking on Cheek Street provided by 6 Sheffield Stands has now been set back into the landscaping area so that it does not reduce the footway width and is welcomed.

**Conclusion:** Overall the provision of a new modernised bus station that is integral to a significant city centre mixed use redevelopment is welcomed. Adequate facilities are largely provided in the proposed bus station, and efforts should be made to ensure this makes use of most appropriate current technology. However, Bampfylde Street is a major gateway to the site and the design of this needs to reflect that. The provision for cyclists also needs to be significantly improved to shift the balance towards, and promote a step change in, the use of Sustainable Transport. This can be achieved through sufficient high quality shelters cycle parking to serve the Bus Station and provision access for cyclists as part of the ramp design between Cheek Street and Street C.

**English Heritage:** The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

**Natural England:** Advises the Council that the proposal is unlikely to affect any statutorily protected sites or landscapes. The consultation documents indicate that this development includes an area of priority habitat, as listed on Section 41 of the Natural Environment and Rural Communities (NERC) Act 2006. The National Planning Policy Framework states that 'when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity.

**Devon County Council Flood Risk Management Team:** No in principle objection. We understand Condition 26 of the Outline Consent relates to surface water drainage.

**Teignbridge District Council:** No objections.

## **PLANNING POLICIES/POLICY GUIDANCE**

### **Central Government Guidance**

NPPF - National Planning Policy Framework

Exeter Local Development Framework Core Strategy

CP1 - The Spatial Approach

CP2 – Employment

CP8 – Retail

CP10 - Meeting Community Needs

CP11 - Pollution and Air Quality

CP13 - Decentralised Energy Networks

CP15 - Sustainable Construction

CP17 - Design and Local Distinctiveness

CP18 - Infrastructure

CP19 - Strategic Allocations

### **Exeter Local Plan First Review 1995-2011**

AP1 - Design and Location of Development

AP2 - Sequential Approach

S1 - Retail Proposals /Sequential Approach

S3 - Shopping Frontages

S5 - Food and Drink

TM1 - Hotel Development

T1 - Hierarchy of Modes

T2 - Accessibility Criteria

T3 - Encouraging Use of Sustainable Modes

T4 - Circular Walking Route  
T5 - Cycle Route Network  
T6 - Bus Priority Measures  
T9 - Access to Buildings by People with Disabilities  
T10 - Car Parking Standards  
T11 - City Centre Car Parking Spaces  
C1 - Conservation Areas  
C5 – Archaeology  
EN2 - Contaminated Land  
EN3 - Air and Water Quality  
EN4 - Flood Risk  
EN5 – Noise  
DG1 - Objectives of Urban Design  
DG2 - Energy Conservation  
DG3 - Commercial Development  
KP1 - Pedestrian Priority Zone  
KP3 - Bus and Coach Station

**Other planning documents:**

Exeter Retail Capacity Study 2008  
Sidwell Street and Environs Urban Analysis 2007  
City Centre Vision April 2011  
Bus and Coach Station Area Development Principles 2012  
Exeter City Council Sustainable Travel Supplementary Planning Document  
Exeter City Council Development Delivery DPD (publication draft)

**OBSERVATIONS**

A number of comments and objections have been made for the reason of preferred alternative uses or relating to the bus depot relocation that are not material to the consideration of this reserved matters application, those matters having been addressed at the outline planning permission stage or in determination of the depot relocation and redevelopment applications.

The outline planning consent (ref. 15/0791/01) made explicit allocation of space for a Bus Station with coach departures being located on street. Confederation of Passenger Transport and National Express responses acknowledge the proposed arrangements on Bampfylde Street can work, provided proper facilities for passenger are provided. The details of provision of facilities for coaches, passengers and drivers is therefore not a matter for consideration in this application.

This application seeks approval for the reserved matters relating to the Bus Station and the pedestrian link to Cheeke Street only.

The Reserved Matters being considered are: Access, Appearance, Landscaping, Layout and Scale.

**Access**

Matters within the highway including the layout of bus stops and pedestrian crossing facilities are secured through the requirements of the S106 attached to the outline consent.

Concerns have been raised about the queuing of buses and the potential for bus queuing to extend back to Paris Street roundabout with implication for traffic circulation more widely. Swept path analysis has demonstrated that vehicles can manoeuvre in and out of the each of the stands, this was supported by a test of the site layout all be it on level ground. The proposed highways measures secured through the Section 106 agreement include for

Cheeke Street to have a bus lane from the roundabout to the Bus Station entrance. In addition to the Bus Station manoeuvring there is some capacity for buses to queue in the highway without affecting the roundabout or other traffic in Cheeke Street. The management of the Bus Station is carried out actively from the on-site control facilities provided for the Bus Station operator. There is also flexibility of operation between street and the Bus Station if required in the case that exceptional or unforeseen circumstances arose. There is not considered to be any reason therefore that this issue cannot be avoided through active management of the bus operation by the operator.

The servicing access of the Bus Station building is carried out from the service yard behind the Bus Station building and does not conflict with passenger or bus operations.

The concourse has a fall of 1:60 along its length to accommodate site levels whilst providing for inclusive access. The incorporation of a covered concourse provides significant benefit to bus passenger. It does create limitations to use of the concourse as a through route which are considered to be an acceptable compromise given the benefit of cover to passengers. Alternative routes between Cheeke Street and the Bus and Coach Station development site is provided as part of this application and is both ramped and stepped with landscaping and, whilst longer, is not in itself considered an unattractive route. The benefits of raising the bus concourse to close to Paris Street/Sidwell Street level gives more level access to the greatest desire lines, at the expense of the route to Cheeke Street which is then necessarily ramped/stepped. This arrangement is considered to prioritise the right routes.

The entrance doors to the Bus Station concourse at its southern end are likely to be used by the majority of bus passengers. A concern has been raised by DCCC that the arrangement of this doorway may be not provide for a smooth flow of pedestrians into and out of the concourse at peak times. The applicant's analysis identifies a flow of 300 people per 15 minutes, which appears realistic, and the door and doorway is designed for a flow of 440 persons in the same period. The glazing system details, including doorway openings, are proposed to be subject of a condition requiring further detailed approval and the planning authority will continue to work with the applicant to ensure that the details of the glazing system at the entrances make best provision for a smooth flow of people.

The scheme provides for step free movement between the Bus Station and Bampfylde Street and to stops on the east side of Cheeke Street. Onward step free connection to city bus stops with pedestrian crossing of Cheeke Street and Sidwell Street can be delivered through the highways works outside this application. Building entrances at both ends of the concourse are designed to maintain comfort levels and accommodate expected volumes of people movements. Disabled parking spaces are provided at the Bampfylde Street entrance and cycle stands are provided in this location and on Cheeke Street at the foot of the Step/ramp access. Staff Cycle Parking for the Bus Station and wider site as a whole is provided behind the Bus Station in the enclosed service yard. Within the Bus Station there is capacity for two light van or car parking spaces.

The Reserved Matters submitted in this application do not include the detail of the retained portion of Bampfylde Street that provides service access, access to the Co-op supermarket and residential units above as well as the Bus Station. A further Reserved Matters application will need to be submitted for this area. Provisions for vehicles and pedestrians in this space will need to be made to ensure safe and step free movement of pedestrians between the Bus Station entrance, the disabled parking spaces and Cheeke Street (for onward travel and access to bus stops). For this reason a condition is suggested to be attached to any consent to ensure the reserved matters details in Bampfylde Street are approved before that access into the Bus Station is brought into use.

Policy KP3 of the Exeter Local Plan First Review guides that development on this site should maintain a cycle route through the site from Paris Street to Summerland Street. The change in levels across the Site between Sidwell Street and Paris Street roundabout, together with the position of the Bus Station and the need for the Bus Station stands to be on no or very

gentle incline have restricted the potential to achieve a cycle route through the site without conflict with pedestrians. These matters were considered in determining the outline planning permission. The proposals to pedestrianise upper Paris Street which accompanied the outline application and the link onward to Sidwell Street were considered to be an acceptable alternative east-west route for cycles, there having been a significant reduction in vehicle movements in Sidwell Street since Local Plan Policy KP3 was adopted in 2005. Given that the proposals do not make provision for a cycle route through the site, and the potential for conflict with pedestrians at the entrance to the Bus Station in particular, a peripheral cycle parking strategy for visitors as set out in the outline consent and Design Codes is considered acceptable and it is not considered that the ramped access to Cheeke Street should be designed to encourage mounted cycle use. Increasing the width of the ramp in this area would significantly reduce the space available for landscaping in particular tree planting. Details of cycle parking are controlled by condition 42 of the outline consent (ref. 15/0701/01)

As recommended by the Highway Authority a condition is recommended to secure details of real time service information provision for passengers.

The access arrangements of the proposals accord with the outline consent, the approved Design Codes and with the aims of Local Plan Policies T1, T3, T6, T9, T10 and KP3; the development prioritises sustainable modes of transport, make provision for disabled access, link to existing development and are fully integrated in surrounding development. The proposals meet the aims of Exeter Local Development Framework Core Strategy Policies CP9 and CP18 in delivering a Bus Station that provides an improvement to public transport linking the City Centre to developments to the east of the city. Notwithstanding that the coach stops are located immediately outside the Bus Station the proposals meet the aims of the Bus and Coach Station Area Development Principles providing an accessible facility with onward step free traffic free routes to the city centre, create a network of attractive spaces and accommodates servicing in a manner that minimises impact.

### **Layout and Scale**

As well as the principle of development and other matters, the outline consent established uses, minimum and maximum parameters for building heights and footprint. The proposed Bus Station building complies with the parameters plan in terms of height and footprint, the use falls within the approved floorspace for the Bus Station.

Design Codes to guide detailed design and the reserved matters were submitted with the outline application and have been approved. The proposed development accords with the Design Codes in positioning the principal entrance to the central space, making provision for public access to and through the building from Bampfylde Street and from Cheeke Street into the centre of the site; the buildings relationship with the Leisure Centre forms an appropriate gateway to the central space enclosing it and providing for a sense of arrival whilst being a legible route through the site; cycle stands and disabled parking are provided at the locations identified in the codes and the route to Cheeke Street provides for disabled friendly access; and fire tender approach is accommodated in Bus Station area.

The enclosed concourse contains 12 Bus parking gates and provides passengers with full weather protection. The layout makes efficient use of the spaces available and maximises the number of bus gates. A typical gate consists of 7 No. of seats including a space for a wheelchair user, each gate is signed.

The public toilets provision meets relevant British Standards. The female toilets contain 5 cubicles and 5 wash stations. The male toilets contain 2 cubicles and two urinals and wash station. There are baby changing facilities in the separate accessible toilet and in enlarged cubicles to both the male and female toilets. The information office is located at the main entrance. Driver and bus operation facilities are located behind the concourse. Public toilets have turnstiles entrance allowing for controlled access.

The layout and scale of the proposals accord with the Design Codes and with the aims of Local Plan Policy KP3; they make a positive visual contribution and are fully integrated in surrounding development. The proposals meet the aims of Exeter Local Plan Policy DG1 and Exeter Local Development Framework Core Strategy Policy CP17, it is of a height that is appropriate to surrounding townscape and it contributes to a city centre that is vital and viable mix of uses and presents a positive experience to visitors. The proposals meet the aims of the Bus and Coach Station Area Development Principles providing an individual building of high architectural quality and contributes to forming a network of accessible streets and spaces through the area which accommodates changes in levels in a positive manner.

### **Appearance and Landscaping**

The Bus Station building will only be prominent in short range local views within Cheeke Street and the Princesshay Leisure scheme. The architecture does not compete with the more eye-catching design of the Leisure Centre, which seeks to have landmark status, and this is considered to be the correct approach given the location. Appropriate treatment of signage at entrances will aid legibility, zones for this are identified.

The three main facades contain large expanses of metal framed glazing which will maximise the daylight into the concourse as well as providing the most visibility to the bus concourse so that the passengers have direct views to the incoming buses and aids legibility of the through route. The grey metal rainscreen cladding to the less visible and minor elements on the exterior facades connect the building with the new development and Leisure Centre.

The roof extends to provide cover to passenger getting on and off buses and the height necessarily accommodates double decker buses. To be successful the roof design will need to be realised as a slim structure and a condition to control the detail of this is suggested.

The landscape associated with this reserved matters application comprises a series of planted spaces on the Cheeke Street boundary. These planted spaces, which are stepped and retained by walls, prevent pedestrian movement into the bus apron by the public. These areas incorporate small tree planting and biodiversity enhancement measures. The design of the ramped and stepped access to Cheeke Street has been amended since first submitted to increase landscaping and tree planting and reduce the visual impact of ramps and associated handrails.

The approval of materials, including surfacing materials is controlled to be approved by condition of the outline planning permission.

The appearance and landscaping proposals are considered to accord with aim of Local Plan Policy KP3 and DG1 and Exeter Local Development Framework Core Strategy Policy CP17; they make a positive contribution to the enhancement of this prominent area and have high quality active frontage where practically possible, are fully integrated in surrounding development, and contribute positively to its visual richness and biodiversity. The proposals meet the aims of the Bus and Coach Station Area Development Principles providing a high quality building which presents active facades to the public realm.

### **Sustainability**

The proposals include high environmental performance for the building. It adopts Passivhaus Standard for the supporting accommodation but not the concourse enclosure. This standard goes significantly beyond that which the City Council is able to require through planning controls. The building is also designed to be able to connect to a future low temperature hot water District Heating Network.

The proposals are considered to exceed the aims of Local Plan Policy DG2 and Exeter Local Development Framework Core Strategy Policies CP13 and CP15 and meet the aims of the

Bus and Coach Station Are Development Principles providing by adopting high standards of sustainable design.

## **RECOMMENDATION**

It is recommended that this application is **APPROVED** subject to the conditions set out below.

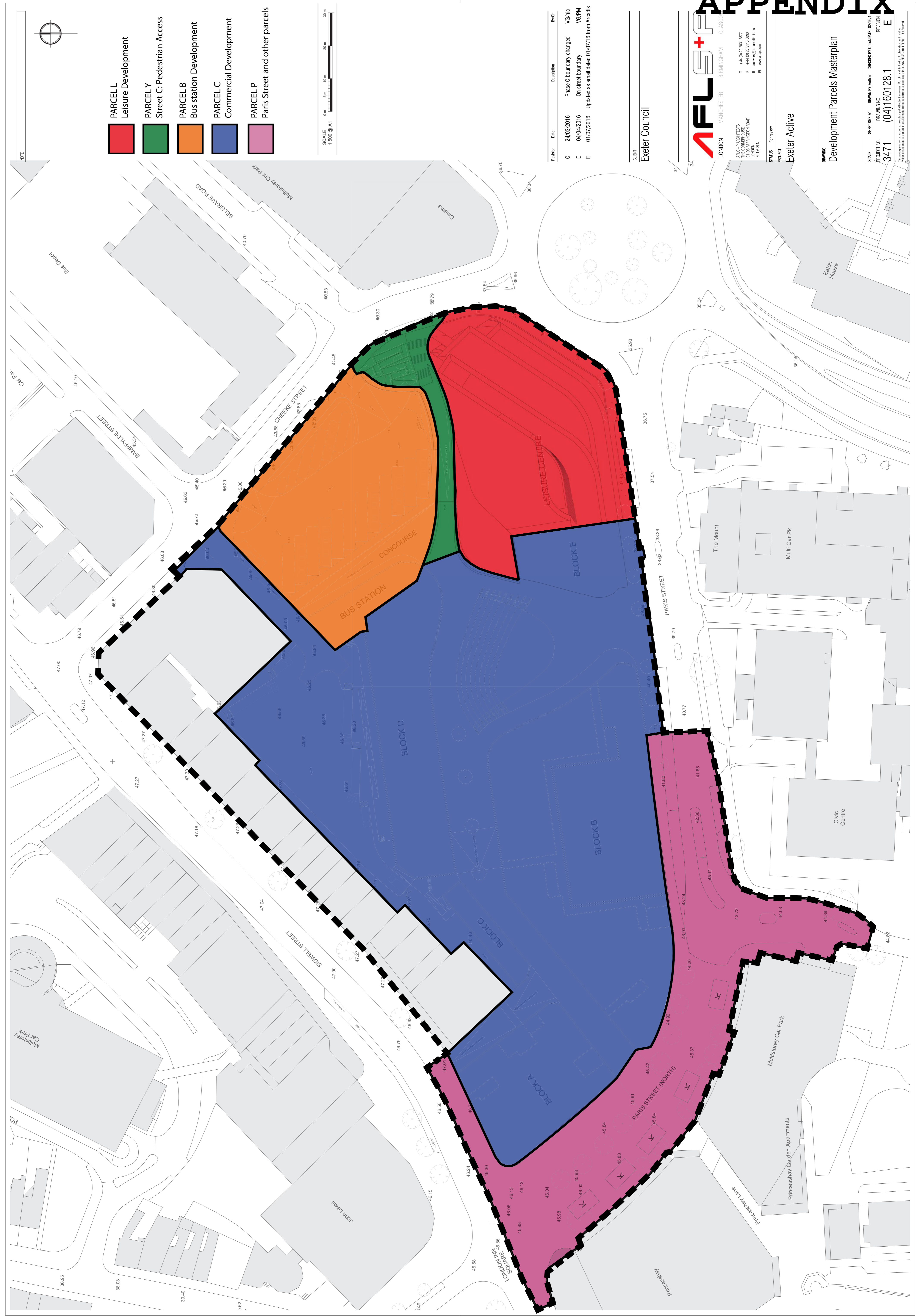
- 1) Unless otherwise agreed the appearance, layout and scale of development hereby approved shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 22 September 2016 (*dwg. nos. (08)005, 006, 009 rev A, 010 rev A, 011 rev A, 012 rev A, 013 rev A, 014 rev A, 015, 020 rev A, 021 rev A, 022 rev A, 023 rev A, 030, 031 and 040*), as modified by other conditions of this consent.  
**Reason:** In order to ensure compliance with the approved drawings.
- 2) Unless otherwise agreed in writing the landscaping and external accesses (including planting, retaining walls, steps and ramp) hereby approved shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 22 September 2016 (*dwg. nos. 4288\_BS\_101, 103, 401, and dwg nos. 4288\_EBS\_402, 404, and 405*), as modified by other conditions of this consent.  
**Reason:** In order to ensure compliance with the approved drawings.
- 3) Unless otherwise agreed in writing the development hereby approved shall not be carried out otherwise than in substantial accordance with the submitted Design and Access Statement revision A received by the Local Planning Authority on 23 September 2016, as modified by other conditions of this consent.  
**Reason:** In order to ensure compliance with the approved drawings.
- 4) Notwithstanding condition no. 1, no work shall commence on site under this permission until full details of the following have been submitted to and approved in writing by the Local Planning Authority and the following shall thereafter be provided in accordance with such details:
  1. Detailed design of the projecting roof edges.
  2. Detailed design of the glazing systems used in external wall elevations.**Reason:** Insufficient information has been submitted with the application and in the interests of visual amenity.
- 5) No part of the Bus Station development hereby approved shall be brought into its intended use until a strategy for providing real time passenger travel information has been approved in writing with the Local Planning Authority and implemented in accordance with this strategy.  
**Reason:** To maximise the opportunities to promote and enhance use of sustainable modes, in accordance with Section 4 of the NPPF.

Local Government (Access to Information) 1985 (as amended).  
Background papers used in compiling the report:

Files of planning applications available for inspection from the Customer Service Centre, Civic Centre, Paris Street, Exeter: Telephone 01392 265223



# APPENDIX 1



- PARCELL Leisure Development**
- PARCELY Street C: Pedestrian Access**
- PARCEL B Bus station Development**
- PARCEL C Commercial Development**
- PARCEL P Paris Street and other parcels**

SCALE 1:500 @ A1  
 0 m 5 m 10 m 20 m 30 m

Revision	Date	Description	By/Ch
C	24/03/2016	Phase C boundary changed	VG/nic
D	04/04/2016	On street boundary	VG/PM
E	01/07/2016	Updated as email dated 01/07/16 from Arcadis	

CLIENT  
**Exeter Council**

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STATUS For Review  
**Exeter Active**

DRAWING  
**Development Parcels Masterplan**

SCALE	SHEET SIZE A1	DRAWN BY Author	CHECKED BY Checkmate 001616
PROJECT NO:	TRAINING NO:		REGION:
<b>3471</b>	<b>(04)160128.1</b>		<b>E</b>



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# Agenda Item 5

**ITEM NO.**

**COMMITTEE DATE:**

05/10/2016

**APPLICATION NO:**

16/0891/02

**APPLICANT:**

Ms Osmundsen  
Exeter City Council

**PROPOSAL:**

Application for approval of the reserved matters details of the layout, scale, appearance of the buildings, the means of access thereto and the landscaping relating to St Sidwell's Point Leisure Centre (Parcel L).

**LOCATION:**

Parcel L- Leisure Development - Bus Station Development, Paris Street, Exeter, EX1

**REGISTRATION DATE:**

15/07/2016

**EXPIRY DATE:**

14/10/2016

**HISTORY OF SITE**

15/0791/01 -	Demolition of existing buildings at Exeter Bus & Coach Station, no. 188 Sidwell Street & nos 1-29 (odds) Paris Street for a comprehensive retail-leisure led mixed use development comprising Use Classes A1, A2, A3, A4, A5 [retail including food & drink uses], D2 [assembly & leisure] & including a new Leisure Centre & new Bus Station, with associated access landscaping and public realm works.	PER	08/07/2016
16/0893/32 -	Application for the discharge of conditions 3, 4, 5, 10, 16, 19, 22, 24, 26, 28, 30, 33, 35 and 36 of planning permission ref 15/0791/01 in so far as they relate to parcel L (St. Sidwell's Point Leisure Centre).		
16/0890/02 -	Application for approval of the reserved matters of the layout, scale, appearance of the buildings, the means of access thereto and the landscaping relating to the new Bus Station (Parcel B) and Street C: Pedestrian Access (Parcel Y).		

**DESCRIPTION OF SITE/PROPOSAL**

The extent of the site that the application relates to is shown as Parcel L in the Development Parcels Plan attached as Appendix 1. The site is currently part of the bus parking hardstanding adjacent Paris Street roundabout.

This application is made for approval of 'Reserved Matters' pursuant to Outline consent ref. 15/0791/01 for that part of the site described above. Further applications for reserved matter will be made for the other parcels and can be considered separately. Application for approval of the same reserved matters in respect of Parcels B and Y (ref. 16/0890/02) is subject of another report on the agenda. Application for approval of reserved matters in respect of P (Paris Street) and C (Commercial uses) are anticipated to be received shortly.

St Sidwell's Point leisure building covers almost all of the site and is a modern four storey stepped building. The building has been designed to incorporate the following features:

- Café
- Servery and food prep

- Flexible meeting space/crèche
- 8-lane 25m pool with moveable floor
- 20m community pool with moveable floor
- Children's confidence water pool
- 250 spectator seats around main pool as a combination of fixed and temporary seating.
- 150 station Fitness Gym
- Small studio 70m2
- Main studio 250m2
- A Health Suite with Spa
- External roof terrace
- Changing facilities
- Soft play area
- Offices and staff facilities
- Plant and circulation space
- Toilets and ancillary spaces

This Reserved Matters application also includes landscaping of public realm to the south and west of the building adjoining Paris Street.

The proposals adopt high environmental performance standards for the building. It adopts Passiv Haus Standard; Building Biology IBN best practice guidance in healthy design; best practice guidance developed under the Technology Strategies Board's "Design 4 Future Climate" programme.

The Reserved Matters are: Access, Appearance, Landscaping, Layout and Scale.

### **SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT**

The application is supported by the following documents:

- Detailed Plans
- Planning Statement
- Design and Access Statement
- Statement of Community Engagement

### **REPRESENTATIONS**

**Exeter Cycling Campaign:** Provision of convenient and well overlooked cycle parking is essential. ECC SPD sets out clear guidance for the minimum provision. Other parts of the wider site cannot be relied on to provide this. Cycle parking should be well related to the entrance.

**Transition Exeter Transport Group:** We are pleased to see a city centre facility that people are encouraged to visit by modes other than the private car. Clear routes to building, not through a car park. Well located entrances. Access must be easy to use for people using wheelchairs and buggies. Well-lit access to bus stops in area should be provided. Cycle parking could be made under the overhanging roof close to the entrance and covered by a security camera. Space for large lockers should be provided. An Electric bike hub in the area is supported.

**Exeter Civic Society Planning Sub Committee:** We consider this an outstanding building matching the expectation for a landmark building on this prominent entry site to the city. Within the new, handsome and striking external envelope the provisions are made for very varied leisure activities, making it the flagship building for the Exeter Active movement and a most welcome alternative to retail and food dominance (although we do note the provision of a café and bar!). We are very pleased that it will be built to Passiv Haus standards and that

the swimming pool waters will be chlorine free. This proposal also now sets a standard for the rest of the site. We find the Bus Station properly restrained and complimentary. Consultation illustrations for the remaining central/western part of the site have been produced and in our view lack the character and style of the work done here by ALFS+P. A standard has now been set. We very much support this proposal.

**Seven public responses** have been received raising the following points:

- Pool cost is too great and wrong location.
- Impact of increased traffic congestion.
- Lack of parking.
- Overbearing and out of character.
- Moving bus parking to Matford will increase traffic congestion on Alphington Road.
- Leisure Centre better sited at Exeter Arena.
- Scheme provides facilities that are not needed.
- Too high, will dominate area.
- Takes too much space from Bus Station but not big enough to attract people.
- Pool should not be in city centre.
- Design does not reflect Exeter.
- Lack of easy access from Paris Street and Cheeke Street.
- Nothing for all residents.

## **CONSULTATIONS**

**Devon County Council Development Management:** There are a few detailed points relating to the position of cycle parking on Paris Street and the management of the loading bay, but these can be picked up through conditions and the Section 278 and Section 171 processes.

**English Heritage:** The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

**Natural England** advises the Council that the proposal is unlikely to affect any statutorily protected sites or landscapes. The consultation documents indicate that this development includes an area of priority habitat, as listed on Section 41 of the Natural Environmental and Rural Communities (NERC) Act 2006. The National Planning Policy Framework states that 'when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity.

**Sport England:** The proposal is consistent with the emerging draft Exeter Sports Facility Strategy (which has followed our Assessing Needs and Opportunities Guide [ANOG] / NPPF principals). Sport England, therefore, considers this proposal addresses an identified need for this facility type and has the potential to be of benefit to the development of sport and active lifestyles in Exeter and its wider catchment area. Sport England seeks to ensure the new sports facilities are fit for purpose. The Amateur Swimming Association advise that the project is a replacement of an existing facility and support the strategic need, size and technical specification proposed. The primary purpose of this development is to deliver community sport. Sport England considers that the applicant should consider making these sports facilities available for community use and enter into a community use agreement. Sport England, in conjunction with Public Health England, has produced 'Active Design' (October 2015), a guide to planning new developments that create the right environment to help people get more active, more often in the interests of health and wellbeing. Cycle and walking networks should be linked to the proposal, with adequate safe and secure cycle storage provided at the leisure facility. This being the case, Sport England offers its support for this application, as it is considered to meet the Objective to provide new facilities to meet demand as identified in the emerging draft Exeter Sports Facility Strategy.

**Devon County Council Flood Risk Management Team:** No in principle objection. We understand Condition 26 of the Outline Consent relates to surface water drainage.

**Teignbridge District Council:** No objections.

## **PLANNING POLICIES/POLICY GUIDANCE**

### **Central Government Guidance**

NPPF - National Planning Policy Framework

Exeter Local Development Framework Core Strategy

CP1 - The Spatial Approach

CP2 - Employment

CP8 - Retail

CP10 - Meeting Community Needs

CP11 - Pollution and Air Quality

CP13 - Decentralised Energy Networks

CP15 - Sustainable Construction

CP17 - Design and Local Distinctiveness

CP18 - Infrastructure

CP19 - Strategic Allocations

### **Exeter Local Plan First Review 1995-2011**

AP1 - Design and Location of Development

AP2 - Sequential Approach

S1 - Retail Proposals /Sequential Approach

S3 - Shopping Frontages

S5 - Food and Drink

TM1 - Hotel Development

T1 - Hierarchy of Modes

T2 - Accessibility Criteria

T3 - Encouraging Use of Sustainable Modes

T4 - Circular Walking Route

T5 - Cycle Route Network

T6 - Bus Priority Measures

T9 - Access to Buildings by People with Disabilities

T10 - Car Parking Standards

T11 - City Centre Car Parking Spaces

C1 - Conservation Areas

C5 - Archaeology

EN2 - Contaminated Land

EN3 - Air and Water Quality

EN4 - Flood Risk

EN5 - Noise

DG1 - Objectives of Urban Design

DG2 - Energy Conservation

DG3 - Commercial Development

KP1 - Pedestrian Priority Zone

KP3 - Bus and Coach Station

### **Other planning documents:**

Exeter City Council Sustainable Travel Supplementary Planning Document

Exeter City Council Development Delivery DPD (publication draft)

Sidwell Street and Environs Urban Analysis 2007

City Centre Vision April 2011

Bus and Coach Station Area Development Principles 2012

## **OBSERVATIONS**

A number of comments and objections have been made on principles that are not material to the consideration of this reserved matters application, those matters having been addressed at the outline planning permission stage. Objection on the grounds of cost are not a material planning consideration.

The café use proposed is considered to be ancillary to the Leisure Centre uses.

The Reserved Matters being considered are: Access, Appearance, Landscaping, Layout and Scale.

### **Access**

Servicing will be from both Cheeke Street and Paris Street where a service bay is adjacent the building with vehicles crossing the footway. This is due to the potentially hazardous nature of some deliveries and the need for the service vehicle to be adjacent to the building. The control of vehicles in the interests of the avoidance of conflict with other highway users will need careful management and suitable robust procedures to be adopted. A condition is proposed to ensure that deliveries are only carried out in accordance with a management plan. Details of the arrangements within the public highway are further controlled by the County Council as Highways Authority through Section 278 and Section 171 of the Highways Act.

Design Codes to guide detailed design and the reserved matters were submitted with the outline application and have been approved. The proposed development accords with the Design Codes in positioning the principal entrance to the central space; the buildings relationship with the bus station forms an appropriate gateway to the central space enclosing it and providing for a sense of arrival whilst being a legible route though the site; though it does include stands in Paris Street the position of cycle stands are outside the boundary of this reserved matters application; and fire tender approach is accommodated in the bus station area and Paris Street.

The building is directly accessible from the proposed bus station and is well served by modes of public transport. Step free connection to city bus stops with pedestrian crossing of Cheeke Street and Sidwell Street can be delivered through the highways works outside this reserved matters and highways works are secured through the requirements of the Section 106 agreement attached to the outline consent. Disabled parking spaces are provided in accordance with the Design Codes at Bampfylde Street as part of the parallel Reserved Matters Application. Car parking provision is not made within the site, car parks in Paris Street/Dix's Field, Belgrave Road and at the Triangle are a short distance away.

The layout and scale of the proposals accord with the Design Codes and with the aims of Local Plan Policies T1, T3, T9, T10 and KP3; the proposals prioritise sustainable modes of transport, make provision for disabled access, link to existing development and are fully integrated in surrounding development. The proposals meet the aims of the Bus and Coach Station Area Development Principles providing a sports and leisure facility that is accessible in terms of transport modes, and one that provides well for use by persons with impaired mobility. It reinforces a planned network of attractive spaces by presenting active and attractive facades to the public realm and accommodates servicing in a manner that minimises visual impact.

### **Layout and Scale**

The outline consent has established uses, minimum and maximum parameters for building heights and foot print. The building rises in steps when viewed from Paris Street Roundabout, and upper floors cantilevers out over the entrance on the opposite bus station elevation. This cantilevering provides a degree of weather protection to the entrance area. The proposed leisure building complies with the parameters plan in terms of height and

footprint, the use falls within the floorspace limits for the Leisure Centre use. The highest part of the roof is 61.8m Above Ordnance Datum (AOD) which falls within between the maximum height of 68.0m AOD and minimum height of 52.0m as set out in the approved parameters plans for the higher 4 storey part of the building and other roof areas similarly fall within the parameters established by the outline consent.

Design Codes to guide detailed design and the reserved matters were submitted with the outline application and have been approved.

The layout and scale of the proposals accord with the Design Codes and with the aims of Local Plan Policy KP3; they make a positive contribution and are fully integrated in surrounding development. The proposals meet the aims of Exeter Local Plan Policy DG1 and Exeter Local Development Framework Core Strategy Policy CP17, it is of a height that is appropriate to surrounding townscape and it contributes to a city centre that is vital and a viable mix of uses and which presents a positive experience to visitors. The proposals meet the aims of the Bus and Coach Station Area Development Principles providing an individual building of high architectural quality that forms a landmark building at this key location which accommodates changes in levels in a positive manner.

### **Appearance and Landscaping**

This site was identified as appropriate for a landmark building in the 2007 Urban Analysis and the 2012 Bus and Coach Station Area Development Principles which were approved for development control purposes.

The proposals are considered to represent an attractive landmark building which avoids appearing bulky or overbearing in relation to its surroundings. The building will have a unique identity and active frontages to Paris Street and the bus station at street level to provide inter-relationship with the adjacent street.

The Commercial scheme which forms Parcel C include a block (Block E) attached to the Leisure Centre building which will be presented as a separate reserved matters application. This will need to be determined on its merits and the way in which this subsequent set of reserved matters relate to its context, including the Leisure Centre, will be a material consideration in determining that application.

The use proposed necessarily incorporates a significant amount of plant and servicing to support the internal uses. The uses also require a high degree of privacy in many areas. This presents a challenge in terms of creating active frontages at street level. The sinking of the north side of the building into the rising topography and incorporating other uses in the facades helps. The raising of the swimming pool hall above street level responds to the topography but also allows windows not to compromise privacy unduly. Positioning of the plant rooms has resulted in an element of blank façade facing the bus station and Cheeke Street, however this is considered to be the least sensitive elevation and acceptable approach given the constraints of the building function and the site.

Materials proposed to be used externally will give a modern and urban character and one which is sympathetic to the mix of materials already used in Paris Street, which apart from the Honiton Inn, is entirely post-war construction. The proposals include anodised bronze aluminium, mirrored stainless steel and light finish concrete in the upper floors moving to more medium toned metal, rainscreen and concrete at lower levels. The materials and appearance are considered appropriate to the setting, appropriate to the identified need for a landmark building, and to appropriate to mark this as a key arrival point at the city centre. Approval of samples of external materials is secured by condition of the outline consent.

The built footprint results in relatively limited opportunities for soft landscaping, with services in Paris Street restricting the opportunity for additional tree planting there. The opportunities that are provided are in or at highway level. Planted terraces that transition from the building

to pavement level to the south and east adjacent the roundabout and Paris Street incorporate small tree planting with an appropriate range of wildflower species that will deliver ecological benefits. The planting incorporates ecological enhancement measures that result in a net benefit to biodiversity.

The appearance and landscaping proposals are considered to accord with the aim of Local Plan Policy KP3 and DG1, Exeter Local Development Framework Core Strategy Policy CP17 and the Bus and Coach Station Area Development Principles; they make a positive contribution to the enhancement of this prominent area and have high quality active frontage where practically possible, are fully integrated in surrounding development, and contribute positively to its visual richness and biodiversity.

**Sustainability**

The proposals include high environmental performance for the building. It adopts Passivhaus Standard; Building Biology IBN best practice guidance in healthy design; best practice guidance developed under the Technology Strategies Board’s (TSB) “Design 4 Future Climate’ programme. This approach will deliver: Up to 70% saving on energy costs, 50% reduction in water use, Outstanding water and air quality; Excellent natural day-light levels; Healthy, comfortable indoor climate; Lower maintenance costs due to better quality building elements; Resilience from predicted future climate change. These standards go significantly beyond that which the City Council is able to require through planning controls.

The commitment to build to Passivhaus standard makes the building the first Leisure Centre to do so in the United Kingdom. It will bring significant additional benefit and attention to the city in its reputation for sustainable development and add to its recognized status as a centre of expertise in climate science. In this way the landmark status of the building can extend beyond its physical location. These environmental performance standards will result in a healthy and attractive environment within the building for visitors and staff. The building is also designed to be able to connect to a future low temperature hot water District Heating Network.

The proposals are considered to exceed the aims of Local Plan Policy DG2 and Exeter Local Development Framework Core Strategy Policies CP13 and CP15, and meet the aims of the Bus and Coach Station Area Development Principles providing by adopting high standards of sustainable design.

**RECOMMENDATION**

It is recommended that this application is **APPROVED** subject to the conditions set out below.

- 1) Unless otherwise agreed the appearance, layout and scale of development hereby approved shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 22 September 2016 (*dwg. nos. (08)005, 006, 009 rev A, 010 rev A, 011 rev A, 012 rev A, 013 rev A, 014 rev A, 015, 020 rev A, 021 rev A, 022 rev A, 023 rev A, 030, 031 and 040*), as modified by other conditions of this consent.

**Reason:** In order to ensure compliance with the approved drawings.

- 2) Unless otherwise agreed in writing the landscaping and external accesses (including planting, retaining walls, steps and ramp) hereby approved shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 22 September 2016 (*dwg. nos. 4288\_SSP\_100, 101, 102, 401, 402, 403, 404, 405 and 406*), as modified by other conditions of this consent.

**Reason:** In order to ensure compliance with the approved drawings.

- 3) Unless otherwise agreed in writing the development hereby approved shall not be carried out otherwise than in substantial accordance with the submitted Design and Access Statement revision A received by the Local Planning Authority on 22 September 2016, as modified by other conditions of this consent.  
**Reason:** In order to ensure compliance with the approved drawings.
  
- 4) Service vehicle and delivery vehicle access to the site shall only be carried on in accordance with a Delivery Vehicle Management Plan which shall have been submitted to and approved in writing by the Local Planning Authority.  
**Reason:** In the interests of highway safety.

Local Government (Access to Information) 1985 (as amended).  
Background papers used in compiling the report:

Files of planning applications available for inspection from the Customer Service Centre,  
Civic Centre, Paris Street, Exeter: Telephone 01392 265223