

PLANNING

Date: Monday 4 December 2017
Time: 5.30 pm
Venue: Rennes Room - Civic Centre

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

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: -

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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.

Public Speaking

Public speaking on planning applications and tree preservation orders is permitted at this Committee. Only one speaker in support and one opposed to the application may speak and the request must be made by 5pm on the Thursday before the meeting (full details available on request from the Democratic Services (Committees) Officer).

- 4 **Planning Application No. 17/1360/FUL and 17/1361/LBC - 16/17 Cathedral Yard and Royal Clarence Hotel, Cathedral Yard**

To consider the report of the City Development Manager. (Pages 5 - 26)
- 5 **Planning Application 17/1361/LBC - 16/18 Cathedral Yard and Royal Clarence Hotel, Cathedral Yard**

To consider the report of the City Development Manager. (Pages 27 - 44)
- 6 **Planning Application No. 17/1086/FUL - Exeter College of Further Education, Hele Road**

To consider the report of the City Development Manager. (Pages 45 - 62)
- 7 **List of Decisions Made and Withdrawn Applications**

To consider the report of the City Development Manager. (Pages 63 - 88)
- 8 **Appeals Report**

To consider the report of the City Development Manager. (Pages 89 - 90)
- 9 **SITE INSPECTION PARTY**

To advise that the next Site Inspection Party will be held on Tuesday 19 December 2017 at 9.30 a.m. The Councillors attending will be Edwards, Foale and Mrs Henson.

Date of Next Meeting

The next scheduled meeting of the Planning Committee will be held on **Monday 8 January 2018** at 5.30 pm in the Civic Centre.

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ITEM NO.

COMMITTEE DATE: 04/12/2017

APPLICATION NO:

17/1360/FUL

APPLICANT:

Mr David Matthews

PROPOSAL:

Reconstruction and extension of building (including partial demolition and repair of remaining building fabric) following extensive fire damage to create 74 bedroom hotel

LOCATION:

16-17 Cathedral Yard And Royal Clarence Hotel
Cathedral Yard
Exeter

REGISTRATION DATE:

23/08/2017

EXPIRY DATE:

HISTORY OF SITE

There is an extensive planning history relating to this property for alterations/extensions etc. which pre-date the fire. Since the fire the relevant history is as follows -

17/0783/07 - Retrospective application for post fire partial demolition works and stabilisation of remaining historic building fabric. Approved 18th July 2017.

The adjoining site, also severely damaged in the fire, is being rebuilt as 5 apartments over a ground floor retail unit pursuant to planning and listed building consent applications reference nos. 17/0379/03 and 17/0380/07 approved on the 24th May 2017.

DESCRIPTION OF SITE/PROPOSAL

The application site comprises the Royal Clarence Hotel located on the North side of Cathedral Yard at its junction with Martins Lane. The Royal Clarence Hotel complex comprised a number of individual buildings, incorporating the Exeter Bank Building, the Well House (No. 16 & 17 Cathedral Yard), 10 Martins Lane and an assortment of associated structures to the rear of the property. The Royal Clarence Hotel is Grade II listed, and the listing incorporates the Exeter Bank Building. The Well House is also a Grade II listed building. Martins Lane runs up the side of the site linking the Cathedral Green with the High Street. To the rear the site is abutted by buildings forming part of the High Street. The site is surrounded by other heritage assets in the form of Grade I, II* and II listed buildings and forms part of the framing of the important open space comprising the setting of the Cathedral.

This group of buildings, along with the adjoining site (No.18), suffered a significant fire in late 2016 which resulted in catastrophic damage to the buildings and significant loss of building fabric. Following a period of works to make the remnants of the buildings safe, and salvage/recording operations associated with necessary partial demolition of unsafe remains (all works of which were covered by application 17/0783/07) attention has turned to the proposals to rebuild the hotel. The works comprised in this current application seek to incorporate remaining building fabric with new structures to create a 74 bedroom hotel with reinstated façade, modest extension at roof level and excavation at basement level. The interior design/decoration, and

layout of individual rooms (such as position of en-suite provision etc.) will be the subject of a further detailed application for listed building consent in due course.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is accompanied by the following supporting documents –

- Design & Access Statement
- Heritage Statement
- Environmental Noise Survey Report
- Post-Clearance Phase Historic Building Recording Report
- Mechanical and Electrical Services Installations Stage 3 Report
- Statement of Community Involvement
- Archaeology – Results of a test pit Evaluation

REPRESENTATIONS

3 letters of representation have been received, including one from the Acting Dean of Exeter Cathedral, raising the following issues –

- Lack of details regarding proposed/required plant in terms of location, noise levels and attenuation measures
- Lack of details regarding party wall acoustic performance and potential impact on adjoining residential accommodation
- Suggestion that rather than re-build Royal Clarence hotel element make safe remains of that part of building and incorporate it into a new Museum (made of glass and steel) solely relating to the history of the buildings and wider site of Cathedral and Cathedral Green

Those issues raised by the Acting Dean include -

- Unfortunate increase in bulk and roof height by virtue of additional accommodation proposed at roof level as opposed to completely authentic restoration of original appearance of hotel
- Impact on setting of Cathedral and wider views
- Potential light pollution associated with proposed accommodation at roof level, particularly at night
- Absence of glazing bars in proposed windows on frontage
- Desirability of incorporating replacement of flagstaff

CONSULTATIONS

DCC (Lead Local Flood Authority) – Comment as follows –

“It is noted that the existing drainage infrastructure is to be re-utilised as part of the reconstruction. We would recommend that a detailed assessment of the condition and capacity of the receiving drainage network is undertaken, and any repair and/or improvement works are undertaken that are required to facilitate the development. Recommendation – We have no in-principle objections to the above planning application from a surface water drainage perspective at this stage.”

DCC Head of Planning, Transportation and Environment – Comment as follow -

The proposed development is for the reconstruction of the Royal Clarence Hotel following extensive fire damage at 16 Cathedral Yard, Exeter. The submitted plans also include alterations to the frontage and to provide outdoor seating.

Access

The rebuilding of the site is unlikely to significantly change the volume of movement attracted to the proposed development. The development is being promoted as car free (as per previous use), which for a sustainably located city centre development is acceptable and therefore is not a significant concern from a highways perspective. To provide for deliveries, the use of loading areas on Cathedral Yard is proposed; this is the same arrangement as previous use and therefore acceptable.

It is noted that the proposed ground floor plan indicates that the bin store door opens out onto Martins Lane (which is adopted by DCC) - the applicant is reminded that any door that opens onto the public highway is in violation of Section 153 of the Highways Act 1980. It is advised that doors either need to open inwards or install "up and over" doors.

On site facilities

The submitted plans indicate that the applicant wishes to provide outdoor seating which is to be located on private ground. Although this is acceptable in principle, the applicant will need to apply for a street café licence, details of which can be found on the ECC website. The application also seeks to erect signs on the façade of the hotel and the applicant should adhere to the restrictions in place for a sign hanging over the highway.

The plans do not show cycle parking provision and therefore the plans should either be amended to include or a condition to secure this attached in the granting of any permission. Secure cycle parking, in accordance with the standards set out in the Exeter City Council Sustainable Transport Supplementary Planning Document, should be achieved.

Construction

As the site is located on a public highway, it is essential that construction works are carefully managed to minimise the impact on the highway. This could include the careful management of the transportation of building materials to and from the site particularly in the areas where there is a dense population of pedestrians which is common at this site with it being on the Cathedral Yard/periphery of the City Centre High street. The applicant is advised to meet with representatives of the highway authority prior to commencing any works to agree the construction arrangements. These arrangements should be secured by condition.

Conditions as part of any planning approval are therefore recommended to ensure adequate on secure cycle parking facilities, abide by restrictions for a sign hanging over the highway and to agree construction management arrangements."

Historic England – Comment as follows –

"Historic England Advice

Significance

The Royal Clarence Hotel (grade II listed) was subject to a major fire on 29 October 2016. The fire resulted in catastrophic damage to the complex of buildings, which

included the grade II listed Royal Clarence Hotel and adjacent Exeter Bank Building, also covered by the listing, the grade II listed Well House (No. 16 and 17 Cathedral Green) and an assortment of associated structures to the rear of the property. The entire site was occupied by the Royal Clarence Hotel operation and therefore, within the text, unless specific areas of the site are being commented upon, we shall refer to it as "RCH".

The RCH is located on green that surrounds Exeter Cathedral. It is a multi-phased development on an urban plot within the economic and social centre of the city. Until the fire, the surviving properties on the site had been dated at their earliest to the C17. However, there had always been a strong suggestion that there was likely to be earlier surviving fabric from the former Canon's Houses that had been situated on the site and consequently the structures held high evidential value. Following the fire, a range of surviving medieval fabric has been uncovered in the Well House and former Royal Clarence site (Zone 1 and 3). Some of the stone work has been identified to potentially being as early as the C12/C13, while dendrochronology on an internal timber frame has dated that to the mid C15.

The Well House (Zone 1) is the oldest surviving building on the site. The building dates primarily from the C17; although it contains a multiphase structural timber frames which holds earlier fabric from the C15 and C16. Evidence of wall paintings on the frame have also been identified and works are continuing to stabilise this fragile and interesting survival. The building also retains interesting later features including glass and windows frames in No. 17 contemporary to the C17 phase of works which included re-fronting and increasing the building to provide an additional storey. There are also later phases of works including substantial works in the 1930s and refurbishment in recent decades. The building has suffered from some fire damage largely to the rear and roof structure but is substantially intact.

The Royal Clarence section of the site had been a hotel since the C18. It was during this time it was extended to include the Assembly Room, a centre for social activity within Exeter which has remained a hub of social occasions up until the fire. Internally, the building had been subject to alterations; however, its exterior had retained a restrained white rendered façade with a strong bay rhythm and a strong cornice detail topped with the crest.

Following the fire, which gutted the interior entirely; large areas of early fabric were exposed including some that is suggested to be C12 to C13 in date between Zones 1 and 3 and primarily C15 with C16 interventions along the front elevation and dividing wall with the Exeter Bank. They have all suffered from some intervention during the C18 and C19 but are principally intact. In respect of the Clarence room, former assembly room, the large windows openings and brick work that formed this later addition are still intact and show the clear development of building.

The neighbouring Exeter Bank was also subject to several phases of development, although the current structure is understood to date from the C19. It provides a bookend to the complex, with two elevations characterised by its Italianate ornamentation. The interior has been principally lost with only the external walls surviving.

Consequently, the RCH site clearly retains historic illustrative value through the evidence of alteration, changes in style and adaption of the buildings to respond to their surrounding urban environment as well as the incorporation of surviving early fabric. The buildings also hold high aesthetic value as a key group of structures within the Cathedral Green, an important aspect of the grade I listed Cathedral setting as well as the Exeter City Centre Conservation Area. There is also significant communal value through people's memories of the hotel and following the fire there was a swell of public interest and sadness for the loss of this locally iconic building.

Impact

Historic England in conjunction with Exeter City Council Planning Department has had continued and detailed engagement with the owner's professional advisors for the RCH site discussing a range of works from the clearance to the proposed reinstatement. The LBC for the clearance work has now been approved and this application relates to the proposed reinstatement. A philosophy of repair was established early in the discussion, which related to the survival of fabric and the significance that specific areas of the building had retained. This has developed as our understanding of the building has evolved.

Historic England welcomes the approach currently being sought which follows a traditional approach to repair to the Well House and a more contemporary solution sought for the Royal Clarence and the Exeter Bank.

The general aspiration to retain the external elevations of the buildings helps to retain the overall contribution to the Cathedral Yard as well as the grain of the building through the roof line. The scheme looks to increase the height of the existing Royal Clarence building, creating a terrace and penthouse apartments that project above the original roof line. This will be visible on longer ranged views due to the increase in height and the heavy horizontality of the roof eaves. There is a risk that this heavy roof detail could have a dominating affect in longer range views that would signal facadism rather than an integrated development with structural integrity.

We appreciate that the applicant has tried to mitigate the harm by raising the central chimney and setting the glazing back to create a greater shadow line. The current justification for the arrangement is based largely on aesthetic purposes and shading as the rooms face south. We would still urge that consideration is given to the setting back of the roof over the bedroom elements. We appreciate that in respect of the lift there is limitations to mitigating its intervention, however, we remain convinced that by breaking up the horizontality of the eaves line and setting a greater proportion of the roof back from the facade of the building it will create a greater perception of depth as well as reduce the visual prominence of the roof in longer ranged views.

Lighting for this space will require greater consideration, to ensure that it remains subservient within overall elevation of the building, especially at night.

As much of the interior has been lost, a key element will be to retain the grain of the structure within the building and a sense of the independent spaces which have now been broken down to a degree following the fire. For example the new link between the Well House and the Lamb Alley, there should be some indicator within the construction that these were two separate buildings. Furthermore, the positioning of the lift which straddles the Exeter Bank Building and Royal Clarence has been an area of discussion. We appreciate that steps have been taken to reduce their impact at roof level but we would question what further steps could be taken to allow for the grain of the building in this area to be visually appreciated, especially at ground floor level.

The double height space to reflect the building archaeology of the former Clarence room is also appreciated and will give some impression of the former space.

In terms of detail, it would be useful to have some indication of how the timber screen in the Well House will be treated within the proposals.

Position

Historic England welcomes the proposals to reinstate this important range of buildings along Exeter Cathedral Yard. We would urge that the areas identified in the letter, principally the roof eaves, the internal response to the separate buildings within the new construction and the future proposals for the timber painted screen, are given further

consideration, to ensure that any impact can be sufficiently avoided or minimise (Para 129, NPPF).

The application should be determined in line with National Policy and legislation and in those areas of contention the council need to be satisfied that the justification offered for the potential harmful elements, is clear and convincing (Para 132, NPPF).

Recommendation

Historic England welcomes the proposal for the reinstatement of the Royal Clarence following the catastrophic fire in October 2016. We maintain there are areas where further consideration is required to minimise its impact, particularly relating to the addition of the roof level. The council need to be satisfied that where there are elements that could cause a potential harmful impact, steps have been taken to avoid and minimise that harm and that any resulting harm has been clear and convincingly justified (Para 132, NPPF).

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.”

Ancient Monument Society – No comments received.

Council for British Archaeology – No comments received.

Georgian Group Amenity Society – Comment as follows –

“Thank you for consulting The Georgian Group regarding the above application and apologies for the delay in responding.

The grade II Royal Clarence Hotel was subject to a devastating fire in October 2016. This caused widespread damage to:

Zone 1: Well House: This comprises of 2 buildings, 16 and 17 Cathedral Yard. They are C17 with C18 sash windows throughout. The significant elements that remain after the fire are medieval/C16/C17 and pre-date our statutory remit of c.1700-1840.

Zone 2: Lamb Alley: This area was substantially damaged. The upper storeys were removed for safety reasons, and much historic fabric was lost.

Zone 3 and 4: The Royal Clarence hotel is a four storey, six bay Georgian façade of stucco with a Tuscan porch entrance. The fire destroyed the first, second and third storeys within this part of the hotel. The 17th century walls and the bay windows were also lost.

Zone 5: Exeter Bank: A four storey C18 building with C20 alterations. The interior had been greatly altered in the C20 and little historic fabric remained.

Zone 6: Martins Lane: This was historically a separate property. The 3 storey, C18 building suffered extensive loss of historic fabric.

The hotel sits in a prominent position opposite the Cathedral and has been an hotel since the C18. It was continuously a social hub for the city and remained so up until the fire. During the excavation of the site following the fire a significant amount of medieval

fabric was uncovered, supporting the suggestion that fabric from the Canon's Houses had been situated on the site.

The Georgian Group welcomes the approach to the restoration and repair of the Well House and the general intention to retain the external elevations of the building, to minimise any impact of new building on the historic setting of Cathedral Yard.

We have some concern regarding the increased height of the existing Royal Clarence building which is intended to have a terrace and penthouse apartments. This attic storey will project above the height of the original roofline and will be visible from longer ranged views, including from the Cathedral. We are concerned that the increase will dominate the elevations, and whilst we acknowledge that there has been some effort to mitigate the harm by setting the new accommodation far behind the line of the parapet and restricting the height by the chimney stacks, there is a significant risk that it will have a negative impact the historic setting.

Historic England have commented that:

'There is a risk that this heavy roof detail could have a dominating affect in longer range views that would signal facadism rather than an integrated development with structural integrity'.

We second this opinion and urge the local planning authority to fully consider the National Planning Policy Framework, particularly paragraph 129

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

There is also a need to ensure that the lighting of the rooftop accommodation is very carefully considered and that the relevant experts are consulted to ensure that the roof eaves remain subservient to the rest of the building. Given the setting of the hotel in relation to the Cathedral Green, it is imperative that the impact of the proposal on the wider setting of the historic environment is thoroughly considered.

The Georgian Group appreciates the aspiration to retain as much historic fabric and to mitigate further harm to historic fabric as much as possible. We ask that further consideration is given to the addition of the roof level and that the application is determined based on a secure knowledge that no significant harm will be done to the fabric of the building and to the wider setting of Cathedral Green."

Victorian Society – No comments received.

Twentieth Century Amenity Society – No comments received.

Society for the Protection of Ancient Buildings – Comment as follows -

"I write to you following a site visit to the Royal Clarence Hotel (RCH hereafter) on the 23rd of October which was helpful in clarifying the extent of survival of historic fabric and in

understanding how the surviving buildings and proposed interventions will intersect. The details of the applications have been considered by the Society's Guardians Committee where a number of concerns were raised.

The RCH is a grade II listed complex of buildings which suffered catastrophic damage resulting from a fire in October 2016. The RCH is situated in a highly sensitive location within the City of Exeter, being within the Cathedral Green and the setting of numerous historic and important secular buildings. The primary façade of the RCH complex was made up of elevations dating to the 17th and 18th centuries, and itself came to be a locally distinctive and important range of buildings. However, the long-held belief that the buildings sit above/incorporate medieval fabric from the site's previous use as Canon's houses has been substantiated with the uncovering of medieval fabric in Zones 1 and 3 after the fire

As an organisation we are concerned with traditional buildings of all types and ages, though in our casework we focus on buildings and fabric with a date pre-1720. For that reason we have limited our focus to Zones 1 and 3 of the RCH, as well as assessing the broad objectives of the reconstruction against our long-established conservation principles, contained within the *SPAB Approach*.

Reconstruction of the Royal Clarence Hotel

The Society recognises that, from time to time, old buildings may need sympathetic alteration, adaptation or extension to ensure their continuing usefulness, but ultimately any new proposals must meet the test of the *Planning (Listed Buildings and Conservation Areas) Act 1990* which requires that decisions relating to listed building consent applications must pay 'special regard' to 'preserving the building or its setting or any features of special architectural or historic interest which it possesses' (S.16).

For that reason, the SPAB Approach takes the position that further alterations and additions, are best when they complement what exists. It suggests that new additions and interventions should not compete unduly with the old building in form or position; nor should they mimic the original or pretend to be historic. Disasters such as the fire suffered by the RCH are sometimes argued to demand a response different to that which would normally apply, but in this case we see no reason to adopt an alternative approach: whilst the fire itself was an extraordinary event the approach to the conservation and new design should follow good conservation practice.

In line with established guidance on good new design, we would expect to see a design approach to the new envelope of the RCH which considers the building group as a whole; taking into account the sensitive, historic context of the Cathedral green and responding to it in an innovative way whilst reflecting the newly created spaces behind each façade. In addition to the standards of new design set out in guidance, paragraph 131 of the *National Planning Policy Framework 2012* (NPPF) requires local authorities to determine applications taking into account 'the desirability of new development making a positive contribution to local character and distinctiveness'. The Cathedral Yard represents one of the most historic spaces within the city and whilst development here should be sensitive and of the highest quality it should also seek to make a positive contribution to the local area.

The applications propose to reinstate the Georgian façade of the RCH and propose a more contemporary treatment to the Martin's Lane, Lamb Alley and High Street elevations. Unfortunately, the current proposals result in an uncomfortable dichotomy of a restored Georgian building to the front and a collection of unremarkable and homogeneous

'contemporary' secondary elevations elsewhere. A two-pronged approach of reinstatements and new design is likely to offer an appropriate response to the site, but we do not believe that a successful balance has yet been struck or that a convincing scheme has been devised overall.

The Society is concerned that these proposals are a missed opportunity to enhance local distinctiveness and to respond to a historic context in a way which reflects the sensitivity of the site while responding to the disaster in a positive and creative manner. We would argue that the proposed replication of the Georgian elevation to Cathedral Yard would have little integrity or authenticity, given that the building behind would be almost entirely modern.

In addition to the reinstatement of the buildings lost to the fire, the proposals seek to increase the height of the existing RCH complex by a storey to increase accommodation and provide a terrace space for the hotel. We understand the applicant's wish to increase the accommodation on the site after what has been a devastating loss of the original buildings and a vital business, however, given the very sensitive setting of the RCH we do not consider the current proposals to be appropriate in terms of scale, bulk and appearance in long-range views. In addition, the roof structure of modern design would sit awkwardly against a reinstated facade and would compound the incongruous effects of the un-unified design.

Whilst the proposals for the reconstruction of the RCH may constitute less than substantial harm, there is still a significant level of harm to the setting of adjacent listed buildings and to the integrity of Cathedral Yard and surrounding historic streetscape, which could be mitigated by a reconsideration of the design approach and minimising/breaking up of the roof extension.

Repair and reuse of Zone 1 – The Wellhouse

The Society is particularly interested in the fabric in Zone 1, it being the part of the complex with the highest rate of survival and the oldest historic fabric and we are concerned that there is a lack of detail in the applications dealing with the repair and conservation of the uncovered and surviving fabric.

Paragraph 128 requires that the level of detail within an applications 'should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.' The application is missing important information regarding the repair of nationally significant and newly discovered medieval fabric and nor is the detail of its future treatment or incorporation into the reconfigured hotel provided.

Paragraph 132 of the NPPF says that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be'. Therefore, we would urge the Council not to approve the applications until this detail is secured; an informed decision as to the impact of the proposal on the significance of the medieval core of the complex cannot be taken on the basis of the current information and in real terms this precludes a recommendation for approval of the applications at this stage.

Our concern for the newly discovered medieval fabric is compounded by the fact the application proposes an alarming and unjustified amount of removal and replacement of 16th/17th century timbers from the core of The Wellhouse. Drawing '8404 (20) 401 – Internal

elevations 1 & 2 (Z1)' suggests that timbers from the first floor to fourth are to be removed in their entirety and to be replaced like for like throughout, however, there is no post-fire assessment of these members is provided. As the interior of charred timber normally retains its structural integrity, (though perhaps at a reduced capacity) we would expect to see structural-led justification from a conservation accredited engineer for selective removal where that integrity is lost, and a greater incidence of historic timbers to be left in-situ on the schedule.

Given that the RCH has suffered a sad loss of historic fabric, the cumulative harm arising from removing these residual timbers is considerable and is contrary to planning legislation and policy relating to the protection of heritage assets. Until such a time as structural justification for the removal of historic timbers is provided, again we are precluded from making a full assessment of the application and must respectfully suggest that the application is not approved.

Summary

We believe the RCH as it now stands represents a unique opportunity to design an intervention into a complex of historic buildings, which reflects the architectural innovation of our own time, and contributes positively to the streetscape and to the setting of the Cathedral. We would urge the Council to seek clarification and details regarding the treatment of the highly significant fabric which survives in the Wellhouse, and to strive for excellence in design in this case."

Environmental Health – highlights need for further information relating to submitted Noise Report and kitchen extraction details. Recommends conditions relating to Noise, kitchen ventilation and CEMP.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance - NPPF – especially section 12 (Conserving and Enhancing the Historic Environment)

Exeter Local Development Framework Core Strategy 2012

Objectives 1-10

CP10 – Meeting Community Needs

CP15 – Sustainable Construction

CP17 – Design and local distinctiveness

Exeter Local Plan First Review 1995-2011 Saved Policies

T1 – Hierarchy of Modes

T2 – Accessibility Criteria

T3 – Encouraging Use of Sustainable Modes

T9 – Access to Buildings by people with disabilities

T10 - Car Parking Standards

C1 – Conservation Areas

C2 – Listed Buildings

C5 - Archaeology

EN5 – Noise

DG1 – Objectives of Urban Design

DG2 – Energy Conservation

DG3 – Commercial Development

Development Delivery Development Plan Document (Publication Version):-

This document represents a material consideration but has not been adopted and does not form part of the Development Plan.

DD13 – Residential Amenity

DD16 – Tourist and Cultural Facilities

DD17 – Hotels

DD25 – Design Principles

DD26 – Designing Out Crime

DD28- Heritage Assets

DD34 - Pollution

Exeter City Council Supplementary Planning Documents

Archaeology and Development SPG

Sustainable Transport SPD

Other relevant Documents

Central Conservation Area Appraisal

OBSERVATIONS

Background

The fire caused extensive damage to this collection of buildings. The immediate impact of the fire was the total loss of significant parts of the buildings, with floors and masonry collapsing into the site as the spread of the fire was fought and ultimately brought under control.

Following this there was an extensive period of site clearance, salvage and recording running parallel with work to make the site safe whilst retaining as much of the remaining elements of the building as possible. Through this process, in which archaeologists and historic building specialists have heavily involved alongside engineers and architects, a great deal of knowledge about the constituent buildings, and their various phases of development has been gained to add to what was already known. One notable example of such being the revealing of painted decorations on some timber uprights within the Well House buildings that are thought to date from the 16th/17th Century. This whole process has been a very collaborative one involving the development team, Local Authority officers and representatives of Historic England. The works comprised in this phase were subject to a standalone application, reference no 17/0783/07 which was approved earlier this year (July).

Through this phase the significance, and hence importance of the heritage assets, has been better understood and appraised. This exercise has helped, along with the ability to retain parts of the remaining structure, to shape the redevelopment proposals that form part of this current application.

The proposals/key material considerations

A brief summary of surviving parts of the buildings are as follows –

The Wellhouse – front elevation survived along with significant amounts of timber work, roof destroyed.

Royal Clarence Hotel/Clarence room – front façade destroyed with exception of ground floor and first floor part. Internally existing floors and walls have gone. Fortunately, some of existing stone and brick wall survived the fire, primarily the wall that defined the extent of the old Clarence Room.

Exeter Bank – Most walls, floors and roof destroyed. Façade survived, including some existing windows.

Martins Lane – Floors and walls have remained although significantly damaged. Façade remains but roof destroyed.

The proposals for rebuilding the hotel seek to retain the remaining fabric where practical and reinstate the external appearance of the buildings as they existed immediately prior to fire. At the same time taking the opportunity to re-plan the interior (making use of retained fabric as part of the scheme and as features of interest within the rebuilt structure) to create a more logical circulation pattern and efficient layout that is more commensurate with a high quality modern hotel. The proposals seek to be sympathetic to the existing grain and identity of the original component buildings that made up the Royal Clarence pre-fire. The proposal incorporates a new floor to the building sitting behind the existing façade.

The proposals utilise the basement for back of house facilities, toilets, plant and customer spa facilities. The ground floor accommodates a re-created Wellhouse pub, hotel restaurant with associated kitchens, additional back of house accommodation and hotel reception facilities. The 1st, 2nd, 3rd and 4th floors contain the bedrooms. A central atrium space runs up through the building from the ground floor to the roof. This is centred around the substantial retained wall of the former Clarence Room creating a triple height space above part of the restaurant and allowing light to be brought into the centre of the building and serve internal rooms arranged around this space.

The 4th floor of the building is set back from the front façade and situated behind a section of re-constructed pitch roof, which in itself is located behind the parapet to the reinstated and repaired front façade of the building. This facilitates the incorporation of terrace areas behind the roof pitch to serve two of the larger premium rooms at the roof top level. This approach allows the rebuilt Wellhouse to maintain its own identity and not be overshadowed by the new extensions. Lifts and stair cores are provided within the building which both provide access to all floors of the hotel.

The main material considerations relating to this proposal can be summarised as –

- Impact on the heritage asset comprising the site itself, and wider heritage assets in the form of the setting of the Cathedral, other historic buildings in the Close and the character and appearance of the conservation area within which the site is located.
- Transportation matters – access (operational and construction phase), servicing arrangements, outdoor seating, and parking.
- Relationship to surrounding properties e.g. scale of building and any amenity impact from the operation of the hotel associated with noise/smells arising from mechanical plant.

Of these, the key issue is considered to be the heritage/visual impacts of the proposal, which will be addressed later in this report.

In terms of transportation issues the site is in a city centre location and as such is appropriate as a car-free development in terms of parking provision. The proposal seeks to restore the site to its previous uses preceding the fire and the proposed servicing/access arrangements will remain as previous and are a product of the site's location and limited vehicular access. Whilst

the Highway Authority's comment regarding the absence of cycle parking facilities within the hotel are noted, the hotel had no cycle parking facilities within it before the fire and given the tightly constrained and historic setting of the site it is not considered practical to accommodate cycle parking within the hotel in this particular case.

Access arrangements during the construction phase will continue largely as they have been during the post-fire stabilisation phase and will be controlled through an appropriate condition relating to a Construction and Environmental Management Plan (CEMP).

The hotel previously benefitted from an outdoor seating area and the proposal seeks to recreate this. This will require an appropriate licence separate from the planning process but in planning terms recreating this facility is considered appropriate. In summary it is not considered that there are any significant transportation issues arising from the proposals.

In terms of relationship to surrounding properties, the scale of the building is considered acceptable. The boundaries of the site, and hence the extent of the footprint of the building, are dictated by existing surrounding buildings and will be as existed prior to the fire. The proposal does incorporate an element of extension compared to the pre-fire buildings in the form of the proposed modest roof extension. It is not considered that this element of the scheme would have a significant impact on the amenity of the occupants of surrounding buildings, particularly given that many of the immediate neighbouring buildings are in commercial uses (the nearest residential units being those being reconstructed within the adjoining building at 18 Cathedral Yard which was also destroyed in the fire).

Plant associated with the hotel will be either incorporated within the building, or on the roof towards the rear of the site within an acoustic enclosure and concealed from sight outside the site. This element of the scheme can be appropriately dealt with through conditions to ensure the details are appropriate and any impact on surrounding properties minimised to an acceptable degree.

Design Review Panel

The applicant's development team presented their emerging proposals for the redevelopment of the site post the fire damage to the Design Review Panel on 13th July 2017. The Panel responded to the presentation as follows –

“Generally the Panel considers the scheme to be sensitively designed and, subject to the suggestions within this feedback document being appropriately addressed, the Panel is supportive of the proposals presented.”

The main suggestions/comments contained in the Panel's response, along with the responses of the applicant's development team (in italics) are set out below –

- The extremely clear and comprehensive presentation was welcomed.
- Subject to the suggestions within this feedback document being addressed the panel is supportive of the proposals presented.
- The panel is supportive of the reinstatement of the access being provided from the front and the proposed reinstatement of the traditional relationship with Cathedral Green.
- The panel is supportive of the service access being provided from Martins lane.
- Careful consideration should be given in regard to the construction process

Development team response - We are conscious that the site is tight and a quick method of construction is being designed into the scheme.

- The proposal may benefit from a clearer narrative/architectural language being expressed within the building.

Development team response - We are currently working up the interior design proposals which will be subject to a separate application.

- Within the proposed atrium space there may be an opportunity to incorporate a new more contemporary finish.
- The panel feels the replication of the original facade is appropriate for this extremely sensitive site.
- The internal ground floor layout may benefit from a greater sense of enclosure between the hotel reception and the restaurant.

Development team response - The interior proposals are being developed and we will take this on board.

- The provision of a new build lightweight highly glazed structure is supported by the panel in principle.
- As presented there is an uncomfortable relationship between the proposed mono pitch roof element behind the parapet and the lightweight roof structure proposed.

Development team response - The roof line here is existing and this acted as a guide for the position of the terrace and the set back of the extension. It is thought that the small roof aided in reducing the visual impact and helped to blend the new roof with the old. Omitting this piece of roof and extending the terrace would increase the visible portion of the extension.

- Providing an accessible function room at the roof level may demonstrate a public benefit.

Development team response - We have considered this early in the design process and it was thought that in this context a bar/function room was inappropriate at high level. The potential for noise, light spill would be much increased compared to a bedroom. The ground floor will provide a large flexible space that can be used for functions/private dining.

- It may be beneficial for views toward the site to be considered from Southernhay as well as from more distant locations.

Development team response - We have provided more views in the application.

- It may be beneficial to explore how the city already very successfully combines old and new architectural elements.
- Night time view should be considered in terms of proposed lighting and light spill.

Development team response - We have provided a dusk view in the application

Consultation responses/representations

The consultation responses received from the National Amenity Societies and Historic England, who are statutory consultees in respect of this proposal, draw attention to the need for new proposals to meet the test of the Planning (Listed Buildings and Conservations Areas) Act 1990 which requires that decisions relating to listed building consent applications must pay 'special regard' to 'preserving the building or its setting or any features of special architectural or historic interest which it possesses'. They also refer to relevant advice contained in the NPPF in relation to assessing the significance of heritage assets and the significance of any impacts arising from development proposals (paras 128,129, 132 and 133).

The responses received have, apart from the response of the Society for the Protection of Ancient Buildings, been broadly supportive of the proposals whilst expressing some concerns, principally relating to the impact of the proposed roof level extension compared to the pre-fire building. Whilst the responses acknowledge the attempt to minimise the impact of this extension by setting it back from the front face of the building the concerns expressed relate to the potential impact/prominence in longer range views of the site, and hence on the impact of the setting of the Cathedral, the Cathedral Green environment and hence the character and appearance of the conservation area. These comments are similar to those made by the Acting Dean of Exeter Cathedral. Historic England, The Georgian Society and the Acting Dean of the Cathedral have suggested that further consideration be given to this element of the scheme to reduce its potential impact, and that careful consideration be given to the applicant's economic justification for this element of the proposals.

The response of the Society for the Protection of Ancient Buildings (SPAB) is more critical in terms of the general approach to the restoration of the frontage of the building, loss of building fabric associated with the redevelopment proposals and suggests that in its current form, and on the basis of the submitted information, the proposals do not meet the test referred to above, or the advice in the NPPF and should not therefore be approved at this stage.

In response to the SPAB critique from an officer perspective it is considered that there is a high degree of subjectivity in how one regards the interface between old and new, in design, and in the stance taken in the debate between a) repair, reinstatement (perhaps with a degree of judicious replication) on the one hand and b) remove it all and start again with a completely modern building, on the other. So views are bound to differ. In this case the majority public view is clearly for the former. In our view the approach taken by the applicant is essentially an honest one, that reinstates the elevations as they were immediately pre fire, and that does not attempt for example to replicate the elevation as it would have been in the Georgian period, in terms of putting in modern pastiche multi pane sashes for example.

It should also be remembered that the great majority of the elevations are still there. In this respect there is relatively little "replication" or reinstatement required, apart from the upper two storeys of the RCH frontage and the window furniture. The overall approach of retaining as much of the surviving historic fabric as possible does accord with the duty under S.16 of the 1990 Act.

In respect of the roof element SPAB consider this element would "compound the incongruous effects of the un-unified design". In response officers consider:

- a) The design cannot by definition be regarded as "unified" anyway, given that the buildings and facades are composites of many periods of development, carried out over the centuries without the benefit of scrutiny by planning or design or historic building professionals. The current proposals are the latest layer of this process, and are the first to be subjected to such scrutiny.
- b) The current proposals, based on the visualisations provided, appear considerably less dominant than for example the Princesshay buildings behind the Cathedral Close ones, and one questions how visible they will be against the skyline, particularly when the upper floor dome of No. 18 is reinstated next door.

The evolution of the current proposals for redevelopment of the hotel has been the result of a very positive and collaborative process involving the applicant's development team/advisors,

Council officers and representatives of Historic England. The applicant's development team have been open to suggestions and amendments to the emerging proposals throughout the process. Notable examples being -

- the re-orientation of the atrium space along with incorporation of the substantial surviving masonry wall of the former Clarence room to create a space of significant height and interest extending up from the ground floor restaurant into the upper floors of the building, and
- the relocation of one of the lift shafts further into the building to allow the recreated roof of Exeter Bank building to be expressed as a more distinct entity emphasising the grain of the individual constituent buildings.

The proposals are very complex and a number of detailed questions relating to internal elements of the scheme have been raised with the development team, which will inevitably result in some changes to originally submitted drawings. All of these points seek to clarify the extent of works of intervention to the remaining fabric of the original structures, minimise the degree of impact of the historic significance of the heritage assets and secure improvements to the scheme. Many of the points have been agreed with the development team and have been addressed in a revised package of drawings that address the questions raised by officers and clarify specific detailed elements of the proposals.

The issue of the degree of setback to the proposed additional roof level floor and the visual impact of this element of the scheme have also been highlighted to the applicant in the light of the received consultation responses. The team were requested to consider the scope for setting this element even further back from the building frontage, along with the potential to tweak the position of the lift shaft serving this floor and the implications this would have in terms of the layout of the rest of the scheme and other elements of remaining historic building fabric. The development team have responded to these concerns and submitted revised plans that incorporate setting this element of the scheme slightly further back from the front of the building by an additional 200mm. Whilst this is a relatively small distance it will help to further diminish the prominence of this element of the scheme and minimise its impact in longer range views of the site. The development team have explained that this additional setback is the maximum that can be achieved without creating other impacts to the rest of the scheme that they consider would be adverse to its overall merits. Setting the lift shafts further back into the building would reduce the circulation space within the corridors in front of the lift shaft doors and reduce the standards required for appropriate disability access throughout the building. Other adverse impacts of a further setback have been identified as including –

- compromising the uncluttered and simple approach to the new roof scape and its subservience to the reinstated chimney stacks
- reduction in the atrium space and hence internal light within the building and the associated reduction in the amount of remaining historic fabric of the building that would be visible within public spaces within the building.

Conclusions

Para 131 of the NPPF states the following advice in respect of determining planning application relating to heritage assets –

“Local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.”

The fire itself has resulted in substantial harm to the heritage assets comprised in this application, and indirectly to those surrounding the site, including the setting of the Cathedral. The question to be asked in respect of the reconstruction proposals comprised in this application is what further harm to the heritage asset they themselves result in. The NPPF (para 134) states “where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”.

Essentially the proposals can be seen as an opportunity to repair some of the impact that occurred as a result of the fire whilst creating a modern and viable hotel that makes a positive contribution to both the character and appearance of the area, and the economic vitality of the city.

The proposal includes the restoration of the main facades, and the new floor is set well back and not directly on top of the old frontage. Therefore it is considered this element of the scheme would be recessive, seen against the skyline and not particularly noticeable from main vantage points.

In terms of the economic justification for the roof extension it has to be acknowledged that this proposal represents the latest in a long series of new/extended buildings on the site. Each time those altering the building have sought to maximise the use of space and create a building that met the needs of the time, and this phase in the evolving history of the site is no different in that respect. That said, the revised plans have satisfactorily addressed the points raised by officers it is considered that whilst there is inevitably some further harm to the heritage assets over and above that resulting from the fire and the partial demolition and stabilisation works consented via application no 17/0783/07, this harm is limited, less than substantial and mainly relates to the visual impact of the new roof line and excavation of new basement areas. This is outweighed by the public benefits of getting the building rebuilt to a high quality that meets the modern standards expected of a premium city centre hotel, and restoring the environment and setting of the Cathedral Green to its former position as a significant and well used public space in the centre of the city.

Therefore, the recommendation having balanced the material considerations is one of approval. Given the complexities of the scheme, the extent of new basements and of further exposure of historic fabric, the level of detailed information required in respect of architectural details, and the need for further and on-going analysis of the structural integrity of the remaining elements to be incorporated into the new building as work proceeds numerous conditions will be required to ensure the works progress in a satisfactory manner:

RECOMMENDATION

Approval of both 17/1360/FUL & 17/1361/LBC subject to the following conditions –

- 1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.
Reason: To ensure compliance with sections 91-92 of the Town and Country Planning Act 1990.
- 2) The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on **
***** 20** (including dwg. nos*****) as modified by other conditions of this consent.
Reason: In order to ensure compliance with the approved drawings.
- 3) **Pre-commencement condition:** No development related works shall take place within the site until a written scheme of archaeological work has been submitted to and approved in writing by the Local Planning Authority. This scheme shall include on-site work, and off-site work such as the analysis, publication, and archiving of the results, together with a timetable for completion of each element. All works shall be carried out and completed in accordance with the approved scheme, unless otherwise agreed in writing by the Local Planning Authority.
Reason for pre-commencement condition: To ensure the appropriate identification, recording and publication of archaeological and historic remains affected by the development. This information is required before development commences to ensure that historic remains are not damaged during the construction process.
- 4) **Pre-commencement condition:** A Construction Environmental Management Plan (CEMP) shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of development on site and adhered to during the construction period. This should include details of monitoring and mitigation measures to control the environmental impact of the development during the construction and demolition phases, including site traffic and traffic routing, the effects of piling, and emissions of noise and dust. The CEMPs should contain a procedure for handling and investigating complaints as well as provision for regular meetings with appropriate representatives from the Local Authorities during the development works, in order to discuss forthcoming work and its environmental impact.
Reason for pre-commencement condition: In the interest of the environment of the site and surrounding areas. This information is required before development commences to ensure that the impacts of the development works are properly considered and addressed at the earliest possible stage.
- 5) Unless otherwise agreed in writing by the Local Planning Authority the development hereby approved shall be completed strictly in accordance with the approved drawings referred to in condition 2 and the following documents submitted as part of the application –
 - a. Architectural Restoration Specification Fabric Repair Works Ref 8404RS dated August 2017
 - b. Schedule of Works Fabric Repair Works Ref 8404SoW dated August 2017
 - c. Window Schedule dated August 2017, and
 - d. Door Schedule dated August 2017.**Reason:** To protect and preserve the character of the listed building.
- 6) Samples of the materials it is intended to use externally in the construction of the development shall be submitted to the Local Planning Authority. No external finishing

material shall be used until the Local Planning Authority has confirmed in writing that its use is acceptable. Thereafter the materials used in the construction of the development shall correspond with the approved samples in all respects.

Reason: To ensure that the materials conform with the visual amenity requirements of the area.

- 7) No construction/demolition work shall take place outside the following times: 8am to 6pm (Mondays to Fridays) 8am to 1 pm (Saturdays) nor at any time on Sundays, Bank or Public Holidays.

Reason: In the interests of residential amenity.

- 8) **Pre-commencement condition:** Prior to the commencement of the development hereby permitted, the kitchen ventilation system for the premises shall be installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The details shall include drawings of the location and design of the system, and information on how odour emissions shall be controlled, including abatement if necessary, and how the system shall be maintained to ensure it does not adversely affect the amenity of surrounding uses.

Reason for pre-commencement condition: In the interests of the amenity of the area, especially nearby residential uses.

- 9) **Pre-commencement condition:** Detail of mechanical plant/noise levels to be submitted for approval.

- 10) Details of the height, position, appearance and materials to be used in the construction of the proposed roof plant enclosure shall be submitted to and be approved in writing by, the Local Planning Authority prior to the installation of this element of the scheme.

Reason: To ensure that the details of the roof plant enclosure are appropriate in the interests of the character and appearance of the building and the wider locality.

- 11) Prior to the installation of any external lighting on the outside of the buildings or elsewhere on the site full details of the lighting scheme including the design, siting, illumination type and intensity shall be submitted to the Local Planning Authority for approval. Only lighting that has been approved in writing by the Local Planning Authority shall subsequently be installed on the premises.

Reason: To ensure that the impact of any lighting installed on the premises is acceptable in terms of its impact on the character and appearance of the listed building and the wider conservation area.

- 12) Prior to the installation of any new fenestration (doors/windows) large scale details, including sections to a scale of not less than 1:20, of the proposed windows/doors, along with confirmation of materials and finishes, shall be submitted to and be approved in writing by the Local Planning Authority. Thereafter the works shall be carried out strictly in accordance with the approved details.

Reason: To protect and preserve the character of the listed building.

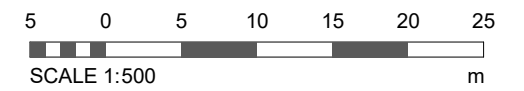
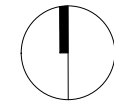
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Note:
Do not scale from this drawing.
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Page 25



Rev	Date	Ints	Details
A	18/08/2017		Planning
-	03/08/2017		General Updates

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Project Title	Royal Clarence Hotel
Client	Thomasons
Location	Exeter

Drawing Title Site Edge Red

Date	07/10/17	Scale	1 : 500
Checked	TK	Orig Paper Size	A3

Status Planning

Drawing ref	Job No	Drawing No	Revision
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ITEM NO.

COMMITTEE DATE: 04/12/2017

APPLICATION NO.

17/1361/FUL

APPLICANT:

Mr David Matthews

PROPOSAL:

Reconstruction and extension of building (including partial demolition and repair of remaining building fabric) following extensive fire damage to create 74 bedroom hotel

LOCATION:

16-17 Cathedral Yard And Royal Clarence Hotel
Cathedral Yard
Exeter

REGISTRATION DATE:

23/09/2017

EXPIRY DATE:

HISTORY OF SITE

There is an extensive planning history relating to this property for alterations/extensions etc. which pre-date the fire. Since the fire the relevant history is as follows -

17/0783/07 - Retrospective application for post fire partial demolition works and stabilisation of remaining historic building fabric. Approved 18th July 2017.

The adjoining site, also severely damaged in the fire, is being rebuilt as 5 apartments over a ground floor retail unit pursuant to planning and listed building consent applications reference nos. 17/0379/03 and 17/0380/07 approved on the 24th May 2017.

DESCRIPTION OF SITE/PROPOSAL

The application site comprises the Royal Clarence Hotel located on the North side of Cathedral Yard at its junction with Martins Lane. The Royal Clarence Hotel complex comprised a number of individual buildings, incorporating the Exeter Bank Building, the Well House (No. 16 & 17 Cathedral Yard), 10 Martins Lane and an assortment of associated structures to the rear of the property. The Royal Clarence Hotel is Grade II listed, and the listing incorporates the Exeter Bank Building. The Well House is also a Grade II listed building. Martins Lane runs up the side of the site linking the Cathedral Green with the High Street. To the rear the site is abutted by buildings forming part of the High Street. The site is surrounded by other heritage assets in the form of Grade I, II* and II listed buildings and forms part of the framing of the important open space comprising the setting of the Cathedral.

This group of buildings, along with the adjoining site (No.18), suffered a significant fire in late 2016 which resulted in catastrophic damage to the buildings and significant loss of building fabric. Following a period of works to make the remnants of the buildings safe, and salvage/recording operations associated with necessary partial demolition of unsafe remains (all works of which were covered by application 17/0783/07) attention has turned to the proposals to rebuild the hotel. The works comprised in this current application seek to incorporate remaining building fabric with new structures to create a 74 bedroom hotel with reinstated façade, modest extension at roof level and excavation at basement level. The interior design/decoration, and layout of individual rooms (such as position of en-suite provision etc.) will be the subject of a further detailed application for listed building consent in due course.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is accompanied by the following supporting documents –

- Design & Access Statement
- Heritage Statement
- Environmental Noise Survey Report
- Post-Clearance Phase Historic Building Recording Report
- Mechanical and Electrical Services Installations Stage 3 Report
- Statement of Community Involvement
- Archaeology – Results of a test pit Evaluation

REPRESENTATIONS

3 letters of representation have been received, including one from the Acting Dean of Exeter Cathedral, raising the following issues –

- Lack of details regarding proposed/required plant in terms of location, noise levels and attenuation measures
- Lack of details regarding party wall acoustic performance and potential impact on adjoining residential accommodation
- Suggestion that rather than re-build Royal Clarence hotel element make safe remains of that part of building and incorporate it into a new Museum (made of glass and steel) solely relating to the history of the buildings and wider site of Cathedral and Cathedral Green

Those issues raised by the Acting Dean include -

- Unfortunate increase in bulk and roof height by virtue of additional accommodation proposed at roof level as opposed to completely authentic restoration of original appearance of hotel
- Impact on setting of Cathedral and wider views
- Potential light pollution associated with proposed accommodation at roof level, particularly at night
- Absence of glazing bars in proposed windows on frontage
- Desirability of incorporating replacement of flagstaff

CONSULTATIONS

DCC (Lead Local Flood Authority) – Comment as follows –

“It is noted that the existing drainage infrastructure is to be re-utilised as part of the reconstruction. We would recommend that a detailed assessment of the condition and capacity of the receiving drainage network is undertaken, and any repair and/or improvement works are undertaken that are required to facilitate the development. Recommendation – We have no in-principle objections to the above planning application from a surface water drainage perspective at this stage.”

DCC Head of Planning, Transportation and Environment – Comment as follow -

The proposed development is for the reconstruction of the Royal Clarence Hotel following extensive fire damage at 16 Cathedral Yard, Exeter. The submitted plans also include alterations to the frontage and to provide outdoor seating.

Access

The rebuilding of the site is unlikely to significantly change the volume of movement attracted to the proposed development. The development is being promoted as car free (as per previous use), which for a sustainably located city centre development is acceptable and therefore is not a significant concern from a highways perspective. To provide for deliveries, the use of loading areas on Cathedral Yard is proposed; this is the same arrangement as previous use and therefore acceptable. It is noted that the proposed ground floor plan indicates that the bin store door opens out onto Martins Lane (which is adopted by DCC) - the applicant is reminded that any door that opens onto the public highway is in violation of Section 153 of the Highways Act 1980. It is advised that doors either need to open inwards or install "up and over" doors.

On site facilities

The submitted plans indicate that the applicant wishes to provide outdoor seating which is to be located on private ground. Although this is acceptable in principle, the applicant will need to apply for a street café licence, details of which can be found on the ECC website. The application also seeks to erect signs on the façade of the hotel and the applicant should adhere to the restrictions in place for a sign hanging over the highway.

The plans do not show cycle parking provision and therefore the plans should either be amended to include or a condition to secure this attached in the granting of any permission. Secure cycle parking, in accordance with the standards set out in the Exeter City Council Sustainable Transport Supplementary Planning Document, should be achieved.

Construction

As the site is located on a public highway, it is essential that construction works are carefully managed to minimise the impact on the highway. This could include the careful management of the transportation of building materials to and from the site particularly in the areas where there is a dense population of pedestrians which is common at this site with it being on the Cathedral Yard/periphery of the City Centre High street. The applicant is advised to meet with representatives of the highway authority prior to commencing any works to agree the construction arrangements. These arrangements should be secured by condition.

Conditions as part of any planning approval are therefore recommended to ensure adequate on secure cycle parking facilities, abide by restrictions for a sign hanging over the highway and to agree construction management arrangements."

Historic England – Comment as follows –

"Historic England Advice

Significance

The Royal Clarence Hotel (grade II listed) was subject to a major fire on 29 October 2016. The fire resulted in catastrophic damage to the complex of buildings, which included the grade II listed Royal Clarence Hotel and adjacent Exeter Bank Building, also covered by the listing, the grade II listed Well House (No. 16 and 17 Cathedral Green) and an assortment of associated structures to the rear of the property. The entire site was occupied by the Royal Clarence Hotel operation and therefore, within the text, unless specific areas of the site are being commented upon, we shall refer to it as "RCH".

The RCH is located on green that surrounds Exeter Cathedral. It is a multi-phased development on an urban plot within the economic and social centre of the city. Until the fire, the surviving properties on the site had been dated at their earliest to the

C17. However, there had always been a strong suggestion that there was likely to be earlier surviving fabric from the former Canon's Houses that had been situated on the site and consequently the structures held high evidential value. Following the fire, a range of surviving medieval fabric has been uncovered in the Well House and former Royal Clarence site (Zone 1 and 3). Some of the stone work has been identified to potentially being as early as the C12/C13, while dendrochronology on an internal timber frame has dated that to the mid C15.

The Well House (Zone 1) is the oldest surviving building on the site. The building dates primarily from the C17; although it contains a multiphase structural timber frame which holds earlier fabric from the C15 and C16. Evidence of wall paintings on the frame have also been identified and works are continuing to stabilise this fragile and interesting survival. The building also retains interesting later features including glass and window frames in No. 17 contemporary to the C17 phase of works which included re-fronting and increasing the building to provide an additional storey. There are also later phases of works including substantial works in the 1930s and refurbishment in recent decades. The building has suffered from some fire damage largely to the rear and roof structure but is substantially intact.

The Royal Clarence section of the site had been a hotel since the C18. It was during this time it was extended to include the Assembly Room, a centre for social activity within Exeter which has remained a hub of social occasions up until the fire. Internally, the building had been subject to alterations; however, its exterior had retained a restrained white rendered façade with a strong bay rhythm and a strong cornice detail topped with the crest.

Following the fire, which gutted the interior entirely; large areas of early fabric were exposed including some that is suggested to be C12 to C13 in date between Zones 1 and 3 and primarily C15 with C16 interventions along the front elevation and dividing wall with the Exeter Bank. They have all suffered from some intervention during the C18 and C19 but are principally intact. In respect of the Clarence room, former assembly room, the large window openings and brick work that formed this later addition are still intact and show the clear development of building.

The neighbouring Exeter Bank was also subject to several phases of development, although the current structure is understood to date from the C19. It provides a bookend to the complex, with two elevations characterised by its Italianate ornamentation. The interior has been principally lost with only the external walls surviving.

Consequently, the RCH site clearly retains historic illustrative value through the evidence of alteration, changes in style and adaptation of the buildings to respond to their surrounding urban environment as well as the incorporation of surviving early fabric.

The buildings also hold high aesthetic value as a key group of structures within the Cathedral Green, an important aspect of the grade I listed Cathedral setting as well as the Exeter City Centre Conservation Area. There is also significant communal value through people's memories of the hotel and following the fire there was a swell of public interest and sadness for the loss of this locally iconic building.

Impact

Historic England in conjunction with Exeter City Council Planning Department has had continued and detailed engagement with the owner's professional advisors for the RCH site discussing a range of works from the clearance to the proposed reinstatement.

The LBC for the clearance work has now been approved and this application relates to the proposed reinstatement. A philosophy of repair was established early in the discussion, which related to the survival of fabric and the significance that specific areas of the building had retained. This has developed as our understanding of the building has evolved.

Historic England welcomes the approach currently being sought which follows a traditional approach to repair to the Well House and a more contemporary solution sought for the Royal Clarence and the Exeter Bank.

The general aspiration to retain the external elevations of the buildings helps to retain the overall contribution to the Cathedral Yard as well as the grain of the building though the roof line. The scheme looks to increase the height of the existing Royal Clarence building, creating a terrace and penthouse apartments that project above the original roof line. This will be visible on longer ranged views due to the increase in height and the heavy horizontality of the roof eaves. There is a risk that this heavy roof detail could have a dominating affect in longer range views that would signal facadism rather than an integrated development with structural integrity.

We appreciate that the applicant has tried to mitigate the harm by raising the central chimney and setting the glazing back to create a greater shadow line. The current justification for the arrangement is based largely on aesthetic purposes and shading as the rooms face south. We would still urge that consideration is given to the setting back of the roof over the bedroom elements. We appreciate that in respect of the lift there is limitations to mitigating its intervention, however, we remain convinced that by breaking up the horizontality of the eaves line and setting a greater proportion of the roof back from the facade of the building it will create a greater perception of depth as well as reduce the visual prominence of the roof in longer ranged views. Lighting for this space will require greater consideration, to ensure that it remains subservient within overall elevation of the building, especially at night.

As much of the interior has been lost, a key element will be to retain the grain of the structure within the building and a sense of the independent spaces which have now been broken down to a degree following the fire. For example the new link between the Well House and the Lamb Alley, there should be some indicator within the construction that these were two separate buildings. Furthermore, the positioning of the lift which straddles the Exeter Bank Building and Royal Clarence has been an area of discussion. We appreciate that steps have been taken to reduce their impact at roof level but we would question what further steps could be taken to allow for the grain of the building in this area to be visually appreciated, especially at ground floor level.

The double height space to reflect the building archaeology of the former Clarence room is also appreciated and will give some impression of the former space.

In terms of detail, it would be useful to have some indication of how the timber screen in the Well House will be treated within the proposals.

Position

Historic England welcomes the proposals to reinstate this important range of buildings along Exeter Cathedral Yard. We would urge that the areas identified in the letter, principally the roof eaves, the internal response to the separate buildings within the new construction and the future proposals for the timber painted screen, are given further consideration, to ensure that any impact can be sufficiently avoided or minimise (Para 129, NPPF).

The application should be determined in line with National Policy and legislation and in those areas of contention the council need to be satisfied that the justification offered for the potential harmful elements, is clear and convincing (Para 132, NPPF).

Recommendation

Historic England welcomes the proposal for the reinstatement of the Royal Clarence following the catastrophic fire in October 2016. We maintain there are areas where further consideration is required to minimise its impact, particularly relating to the addition of the roof level. The council need to be satisfied that where there are elements that could cause a potential harmful impact, steps have been taken to avoid and minimise that harm and that any resulting harm has been clear and convincingly

justified (Para 132, NPPF).

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.”

Ancient Monument Society – No comments received.

Council for British Archaeology – No comments received.

Georgian Group Amenity Society – Comment as follows –

“Thank you for consulting The Georgian Group regarding the above application and apologies for the delay in responding.

The grade II Royal Clarence Hotel was subject to a devastating fire in October 2016. This caused widespread damage to:

Zone 1: Well House: This comprises of 2 buildings, 16 and 17 Cathedral Yard. They are C17 with C18 sash windows throughout. The significant elements that remain after the fire are medieval/C16/C17 and pre-date our statutory remit of c.1700-1840.

Zone 2: Lamb Alley: This area was substantially damaged. The upper storeys were removed for safety reasons, and much historic fabric was lost.

Zone 3 and 4: The Royal Clarence hotel is a four storey, six bay Georgian façade of stucco with a Tuscan porch entrance. The fire destroyed the first, second and third storeys within this part of the hotel. The 17th century walls and the bay windows were also lost.

Zone 5: Exeter Bank: A four storey C18 building with C20 alterations. The interior had been greatly altered in the C20 and little historic fabric remained.

Zone 6: Martins Lane: This was historically a separate property. The 3 storey, C18 building suffered extensive loss of historic fabric.

The hotel sits in a prominent position opposite the Cathedral and has been an hotel since the C18. It was continuously a social hub for the city and remained so up until the fire. During the excavation of the site following the fire a significant amount of medieval fabric was uncovered, supporting the suggestion that fabric from the Canon’s Houses had been situated on the site.

The Georgian Group welcomes the approach to the restoration and repair of the Well House and the general intention to retain the external elevations of the building, to minimise any impact of new building on the historic setting of Cathedral Yard.

We have some concern regarding the increased height of the existing Royal Clarence building which is intended to have a terrace and penthouse apartments. This attic storey will project above the height of the original roofline and will be visible from longer ranged views, including from the Cathedral. We are concerned that the increase will dominate the elevations, and whilst we acknowledge that there has been some effort to mitigate the harm by setting the new accommodation far behind the line of the parapet and restricting the height by the chimney stacks, there is a significant risk that it will have a negative impact the historic setting.

Historic England have commented that:

'There is a risk that this heavy roof detail could have a dominating affect in longer range views that would signal facadism rather than an integrated development with structural integrity'.

We second this opinion and urge the local planning authority to fully consider the National Planning Policy Framework, particularly paragraph 129

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

There is also a need to ensure that the lighting of the rooftop accommodation is very carefully considered and that the relevant experts are consulted to ensure that the roof eaves remain subservient to the rest of the building. Given the setting of the hotel in relation to the Cathedral Green, it is imperative that the impact of the proposal on the wider setting of the historic environment is thoroughly considered.

The Georgian Group appreciates the aspiration to retain as much historic fabric and to mitigate further harm to historic fabric as much as possible. We ask that further consideration is given to the addition of the roof level and that the application is determined based on a secure knowledge that no significant harm will be done to the fabric of the building and to the wider setting of Cathedral Green."

Victorian Society – No comments received.

Twentieth Century Amenity Society – No comments received.

Society for the Protection of Ancient Buildings – Comment as follows -

"I write to you following a site visit to the Royal Clarence Hotel (RCH hereafter) on the 23rd of October which was helpful in clarifying the extent of survival of historic fabric and in understanding how the surviving buildings and proposed interventions will intersect. The details of the applications have been considered by the Society's Guardians Committee where a number of concerns were raised.

The RCH is a grade II listed complex of buildings which suffered catastrophic damage resulting from a fire in October 2016. The RCH is situated in a highly sensitive location within the City of Exeter, being within the Cathedral Green and the setting of numerous historic and important secular buildings. The primary façade of the RCH complex was made up of elevations dating to the 17th and 18th centuries, and itself came to be a locally distinctive and important range of buildings. However, the long-held belief that the buildings sit above/incorporate medieval fabric from the site's previous use as Canon's houses has been substantiated with the uncovering of medieval fabric in Zones 1 and 3 after the fire

As an organisation we are concerned with traditional buildings of all types and ages, though in our casework we focus on buildings and fabric with a date pre-1720. For that reason we have limited our focus to Zones 1 and 3 of the RCH, as well as assessing the broad objectives of the reconstruction against our long-established conservation principles, contained within the *SPAB Approach*.

Reconstruction of the Royal Clarence Hotel

The Society recognises that, from time to time, old buildings may need sympathetic alteration, adaptation or extension to ensure their continuing usefulness, but ultimately any new proposals must meet the test of the *Planning (Listed Buildings and Conservation Areas) Act 1990* which requires that decisions relating to listed building consent applications must pay 'special regard' to 'preserving the building or its setting or any features of special architectural or historic interest which it possesses' (S.16).

For that reason, the SPAB Approach takes the position that further alterations and additions, are best when they complement what exists. It suggests that new additions and interventions should not compete unduly with the old building in form or position; nor should they mimic the original or pretend to be historic. Disasters such as the fire suffered by the RCH are sometimes argued to demand a response different to that which would normally apply, but in this case we see no reason to adopt an alternative approach: whilst the fire itself was an extraordinary event the approach to the conservation and new design should follow good conservation practice.

In line with established guidance on good new design, we would expect to see a design approach to the new envelope of the RCH which considers the building group as a whole; taking into account the sensitive, historic context of the Cathedral green and responding to it in an innovative way whilst reflecting the newly created spaces behind each façade. In addition to the standards of new design set out in guidance, paragraph 131 of the *National Planning Policy Framework 2012* (NPPF) requires local authorities to determine applications taking into account 'the desirability of new development making a positive contribution to local character and distinctiveness'. The Cathedral Yard represents one of the most historic spaces within the city and whilst development here should be sensitive and of the highest quality it should also seek to make a positive contribution to the local area.

The applications propose to reinstate the Georgian façade of the RCH and propose a more contemporary treatment to the Martin's Lane, Lamb Alley and High Street elevations. Unfortunately, the current proposals result in an uncomfortable dichotomy of a restored Georgian building to the front and a collection of unremarkable and homogeneous 'contemporary' secondary elevations elsewhere. A two-pronged approach of reinstatements and new design is likely to offer an appropriate response to the site, but we do not believe that a successful balance has yet been struck or that a convincing scheme has been devised overall.

The Society is concerned that these proposals are a missed opportunity to enhance local distinctiveness and to respond to a historic context in a way which reflects the sensitivity of the site while responding to the disaster in a positive and creative manner. We would argue that the proposed replication of the Georgian elevation to Cathedral Yard would have little integrity or authenticity, given that the building behind would be almost entirely modern.

In addition to the reinstatement of the buildings lost to the fire, the proposals seek to increase the height of the existing RCH complex by a storey to increase accommodation and provide a terrace space for the hotel. We understand the applicant's wish to increase the accommodation on the site after what has been a devastating loss of the original buildings and a vital business, however, given the very sensitive setting of the RCH we do not consider the current proposals to be appropriate in terms of scale, bulk and appearance in long-range views. In addition, the roof structure of modern design would sit awkwardly against a reinstated facade and would compound the incongruous effects of the un-unified design.

Whilst the proposals for the reconstruction of the RCH may constitute less than substantial harm, there is still a significant level of harm to the setting of adjacent listed buildings and to the integrity of Cathedral Yard and surrounding historic streetscape, which could be mitigated by a reconsideration of the design approach and minimising/breaking up of the roof extension.

Repair and reuse of Zone 1 – The Wellhouse

The Society is particularly interested in the fabric in Zone 1, it being the part of the complex with the highest rate of survival and the oldest historic fabric and we are concerned that there is a lack of detail in the applications dealing with the repair and conservation of the uncovered and surviving fabric.

Paragraph 128 requires that the level of detail within an applications 'should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.' The application is missing important information regarding the repair of nationally significant and newly discovered medieval fabric and nor is the detail of its future treatment or incorporation into the reconfigured hotel provided.

Paragraph 132 of the NPPF says that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be'. Therefore, we would urge the Council not to approve the applications until this detail is secured; an informed decision as to the impact of the proposal on the significance of the medieval core of the complex cannot be taken on the basis of the current information and in real terms this precludes a recommendation for approval of the applications at this stage.

Our concern for the newly discovered medieval fabric is compounded by the fact the application proposes an alarming and unjustified amount of removal and replacement of 16th/17th century timbers from the core of The Wellhouse. Drawing '8404 (20) 401 – Internal elevations 1 & 2 (Z1)' suggests that timbers from the first floor to fourth are to be removed in their entirety and to be replaced like for like throughout, however, there is no post-fire assessment of these members is provided. As the interior of charred timber normally retains its structural integrity, (though perhaps at a reduced capacity) we would expect to see structural-led justification from a conservation accredited engineer for selective removal where that integrity is lost, and a greater incidence of historic timbers to be left in-situ on the schedule.

Given that the RCH has suffered a sad loss of historic fabric, the cumulative harm arising from removing these residual timbers is considerable and is contrary to planning legislation and policy relating to the protection of heritage assets. Until such a time as structural justification for the removal of historic timbers is provided, again we are precluded from making a full assessment of the application and must respectfully suggest that the application is not approved.

Summary

We believe the RCH as it now stands represents a unique opportunity to design an intervention into a complex of historic of buildings, which reflects the architectural innovation of our own time, and contributes positively to the streetscape and to the setting of the Cathedral. We would urge the Council to seek clarification and details regarding the treatment of the highly significant fabric which survives in the Wellhouse, and to strive for excellence in design in this case."

Environmental Health – highlights need for further information relating to submitted Noise Report and kitchen extraction details. Recommends conditions relating to Noise, kitchen ventilation and CEMP.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance - NPPF – especially section 12 (Conserving and Enhancing the Historic Environment)

Exeter Local Development Framework Core Strategy 2012

Objectives 1-10

CP10 – Meeting Community Needs

CP15 – Sustainable Construction

CP17 – Design and local distinctiveness

Exeter Local Plan First Review 1995-2011 Saved Policies

T1 – Hierarchy of Modes

T2 – Accessibility Criteria

T3 – Encouraging Use of Sustainable Modes

T9 – Access to Buildings by people with disabilities

T10 - Car Parking Standards

C1 – Conservation Areas

C2 – Listed Buildings

C5 - Archaeology

EN5 – Noise

DG1 – Objectives of Urban Design

DG2 – Energy Conservation

DG3 – Commercial Development

Development Delivery Development Plan Document (Publication Version):-

This document represents a material consideration but has not been adopted and does not form part of the Development Plan.

DD13 – Residential Amenity

DD16 – Tourist and Cultural Facilities

DD17 – Hotels

DD25 – Design Principles

DD26 – Designing Out Crime

DD28- Heritage Assets

DD34 - Pollution

Exeter City Council Supplementary Planning Documents

Archaeology and Development SPG

Sustainable Transport SPD

Other relevant Documents

Central Conservation Area Appraisal

OBSERVATIONS

Background

The fire caused extensive damage to this collection of buildings. The immediate impact of the fire was the total loss of significant parts of the buildings, with floors and masonry

collapsing into the site as the spread of the fire was fought and ultimately brought under control.

Following this there was an extensive period of site clearance, salvage and recording running parallel with work to make the site safe whilst retaining as much of the remaining elements of the building as possible. Through this process, in which archaeologists and historic building specialists have heavily involved alongside engineers and architects, a great deal of knowledge about the constituent buildings, and their various phases of development has been gained to add to what was already known. One notable example of such being the revealing of painted decorations on some timber uprights within the Well House buildings that are thought to date from the 16th/17th Century. This whole process has been a very collaborative one involving the development team, Local Authority officers and representatives of Historic England. The works comprised in this phase were subject to a standalone application, reference no 17/0783/07 which was approved earlier this year (July).

Through this phase the significance, and hence importance of the heritage assets, has been better understood and appraised. This exercise has helped, along with the ability to retain parts of the remaining structure, to shape the redevelopment proposals that form part of this current application.

The proposals/key material considerations

A brief summary of surviving parts of the buildings are as follows –

The Wellhouse – front elevation survived along with significant amounts of timber work, roof destroyed.

Royal Clarence Hotel/Clarence room – front façade destroyed with exception of ground floor and first floor part. Internally existing floors and walls have gone. Fortunately, some of existing stone and brick wall survived the fire, primarily the wall that defined the extent of the old Clarence Room.

Exeter Bank – Most walls, floors and roof destroyed. Façade survived, including some existing windows.

Martins Lane – Floors and walls have remained although significantly damaged. Façade remains but roof destroyed.

The proposals for rebuilding the hotel seek to retain the remaining fabric where practical and reinstate the external appearance of the buildings as they existed immediately prior to fire. At the same time taking the opportunity to re-plan the interior (making use of retained fabric as part of the scheme and as features of interest within the rebuilt structure) to create a more logical circulation pattern and efficient layout that is more commensurate with a high quality modern hotel. The proposals seek to be sympathetic to the existing grain and identity of the original component buildings that made up the Royal Clarence pre-fire. The proposal incorporates a new floor to the building sitting behind the existing façade.

The proposals utilise the basement for back of house facilities, toilets, plant and customer spa facilities. The ground floor accommodates a re-created Wellhouse pub, hotel restaurant with associated kitchens, additional back of house accommodation and hotel reception facilities. The 1st, 2nd, 3rd and 4th floors contain the bedrooms. A central atrium space runs up through the building from the ground floor to the roof. This is centred around the substantial retained wall of the former Clarence Room creating a triple height space above part of the restaurant and allowing light to be brought into the centre of the building and serve internal rooms arranged around this space.

The 4th floor of the building is set back from the front façade and situated behind a section of re-constructed pitch roof, which in itself is located behind the parapet to the reinstated and

repaired front façade of the building. This facilitates the incorporation of terrace areas behind the roof pitch to serve two of the larger premium rooms at the roof top level. This approach allows the rebuilt Wellhouse to maintain its own identity and not be overshadowed by the new extensions. Lifts and stair cores are provided within the building which both provide access to all floors of the hotel.

The main material considerations relating to this proposal can be summarised as –

- Impact on the heritage asset comprising the site itself, and wider heritage assets in the form of the setting of the Cathedral, other historic buildings in the Close and the character and appearance of the conservation area within which the site is located.
- Transportation matters – access (operational and construction phase), servicing arrangements, outdoor seating, and parking.
- Relationship to surrounding properties e.g. scale of building and any amenity impact from the operation of the hotel associated with noise/smells arising from mechanical plant.

Of these, the key issue is considered to be the heritage/visual impacts of the proposal, which will be addressed later in this report.

In terms of transportation issues the site is in a city centre location and as such is appropriate as a car-free development in terms of parking provision. The proposal seeks to restore the site to its previous uses preceding the fire and the proposed servicing/access arrangements will remain as previous and are a product of the site's location and limited vehicular access. Whilst the Highway Authority's comment regarding the absence of cycle parking facilities within the hotel are noted, the hotel had no cycle parking facilities within it before the fire and given the tightly constrained and historic setting of the site it is not considered practical to accommodate cycle parking within the hotel in this particular case. Access arrangements during the construction phase will continue largely as they have been during the post-fire stabilisation phase and will be controlled through an appropriate condition relating to a Construction and Environmental Management Plan (CEMP).

The hotel previously benefitted from an outdoor seating area and the proposal seeks to recreate this. This will require an appropriate licence separate from the planning process but in planning terms recreating this facility is considered appropriate. In summary it is not considered that there are any significant transportation issues arising from the proposals.

In terms of relationship to surrounding properties, the scale of the building is considered acceptable. The boundaries of the site, and hence the extent of the footprint of the building, are dictated by existing surrounding buildings and will be as existed prior to the fire. The proposal does incorporate an element of extension compared to the pre-fire buildings in the form of the proposed modest roof extension. It is not considered that this element of the scheme would have a significant impact on the amenity of the occupants of surrounding buildings, particularly given that many of the immediate neighbouring buildings are in commercial uses (the nearest residential units being those being reconstructed within the adjoining building at 18 Cathedral Yard which was also destroyed in the fire).

Plant associated with the hotel will be either incorporated within the building, or on the roof towards the rear of the site within an acoustic enclosure and concealed from sight outside the site. This element of the scheme can be appropriately dealt with through conditions to ensure the details are appropriate and any impact on surrounding properties minimised to an acceptable degree.

Design Review Panel

The applicant's development team presented their emerging proposals for the redevelopment of the site post the fire damage to the Design Review Panel on 13th July 2017. The Panel responded to the presentation as follows –

“Generally the Panel considers the scheme to be sensitively designed and, subject to the suggestions within this feedback document being appropriately addressed, the Panel is supportive of the proposals presented.”

The main suggestions/comments contained in the Panel’s response, along with the responses of the applicant’s development team (in italics) are set out below –

- The extremely clear and comprehensive presentation was welcomed.
- Subject to the suggestions within this feedback document being address the panel is supportive of the proposals presented.
- The panel is supportive of the reinstatement of the access being provided from the front and the proposed reinstatement of the traditional relationship with Cathedral Green.
- The panel is supportive of the service access being provided from Martins lane.
- Careful consideration should be given in regard to the construction process

Development team response - We are conscious that the site is tight and a quick method of construction is being designed into the scheme.

- The proposal may benefit from a clearer narrative/architectural language being expressed within the building.

Development team response - We are currently working up the interior design proposals which will be subject to a separate application.

- Within the proposed atrium space there may be an opportunity to incorporate a new more contemporary finish.
- The panel feels the replication of the original facade is appropriate for this extremely sensitive site.
- The internal ground floor layout may benefit from a greater sense of enclosure between the hotel reception and the restaurant.

Development team response - The interior proposals are being developed and we will take this on board.

- The provision of a new build lightweight highly glazed structure is supported by the panel in principle.
- As presented there is an uncomfortable relationship between the proposed mono pitch roof element behind the parapet and the lightweight roof structure proposed.

Development team response - The roof line here is existing and this acted as a guide for the position of the terrace and the set back of the extension. It is thought that the small roof aided in reducing the visual impact and helped to blend the new roof with the old. Omitting this piece of roof and extending the terrace would increase the visible portion of the extension.

- Providing an accessible function room at the roof level may demonstrate a public benefit.

Development team response - We have considered this early in the design process and it was thought that in this context a bar/function room was inappropriate at high level. The potential for noise, light spill would be much increased compared to a bedroom. The ground floor will provide a large flexible space that can be used for functions/private dining.

- It may be beneficial for views toward the site to be considered from Southernhay as well as from more distant locations.

Development team response - We have provided more views in the application.

- It may be beneficial to explore how the city already very successfully combines old and new architectural elements.

- Night time view should be considered in terms of proposed lighting and light spill.
Development team response - We have provided a dusk view in the application

Consultation responses/representations

The consultation responses received from the National Amenity Societies and Historic England, who are statutory consultees in respect of this proposal, draw attention to the need for new proposals to meet the test of the Planning (Listed Buildings and Conservations Areas) Act 1990 which requires that decisions relating to listed building consent applications must pay 'special regard' to 'preserving the building or its setting or any features of special architectural or historic interest which it possesses'. They also refer to relevant advice contained in the NPPF in relation to assessing the significance of heritage assets and the significance of any impacts arising from development proposals (paras 128,129, 132 and 133).

The responses received have, apart from the response of the Society for the Protection of Ancient Buildings, been broadly supportive of the proposals whilst expressing some concerns, principally relating to the impact of the proposed roof level extension compared to the pre-fire building. Whilst the responses acknowledge the attempt to minimise the impact of this extension by setting it back from the front face of the building the concerns expressed relate to the potential impact/prominence in longer range views of the site, and hence on the impact of the setting of the Cathedral, the Cathedral Green environment and hence the character and appearance of the conservation area. These comments are similar to those made by the Acting Dean of Exeter Cathedral. Historic England, The Georgian Society and the Acting Dean of the Cathedral have suggested that further consideration be given to this element of the scheme to reduce its potential impact, and that careful consideration be given to the applicant's economic justification for this element of the proposals.

The response of the Society for the Protection of Ancient Buildings (SPAB) is more critical in terms of the general approach to the restoration of the frontage of the building, loss of building fabric associated with the redevelopment proposals and suggests that in its current form, and on the basis of the submitted information, the proposals do not meet the test referred to above, or the advice in the NPPF and should not therefore be approved at this stage.

In response to the SPAB critique from an officer perspective it is considered that there is a high degree of subjectivity in how one regards the interface between old and new, in design, and in the stance taken in the debate between a) repair, reinstatement (perhaps with a degree of judicious replication) on the one hand and b) remove it all and start again with a completely modern building, on the other. So views are bound to differ. In this case the majority public view is clearly for the former. In our view the approach taken by the applicant is essentially an honest one, that reinstates the elevations as they were immediately pre fire, and that does not attempt for example to replicate the elevation as it would have been in the Georgian period, in terms of putting in modern pastiche multi pane sashes for example.

It should also be remembered that the great majority of the elevations are still there. In this respect there is relatively little "replication" or reinstatement required, apart from the upper two storeys of the RCH frontage and the window furniture. The overall approach of retaining as much of the surviving historic fabric as possible does accord with the duty under S.16 of the 1990 Act.

In respect of the roof element SPAB consider this element would "compound the incongruous effects of the un-unified design". In response officers consider:

- a) The design cannot by definition be regarded as “unified” anyway, given that the buildings and facades are composites of many periods of development, carried out over the centuries without the benefit of scrutiny by planning or design or historic building professionals. The current proposals are the latest layer of this process, and are the first to be subjected to such scrutiny.
- b) The current proposals, based on the visualisations provided, appear considerably less dominant than for example the Princesshay buildings behind the Cathedral Close ones, and one questions how visible they will be against the skyline, particularly when the upper floor dome of No. 18 is reinstated next door.

The evolution of the current proposals for redevelopment of the hotel has been the result of a very positive and collaborative process involving the applicant’s development team/advisors, Council officers and representatives of Historic England. The applicant’s development team have been open to suggestions and amendments to the emerging proposals throughout the process. Notable examples being -

- the re-orientation of the atrium space along with incorporation of the substantial surviving masonry wall of the former Clarence room to create a space of significant height and interest extending up from the ground floor restaurant into the upper floors of the building, and
- the relocation of one of the lift shafts further into the building to allow the recreated roof of Exeter Bank building to be expressed as a more distinct entity emphasising the grain of the individual constituent buildings.

The proposals are very complex and a number of detailed questions relating to internal elements of the scheme have been raised with the development team, which will inevitably result in some changes to originally submitted drawings. All of these points seek to clarify the extent of works of intervention to the remaining fabric of the original structures, minimise the degree of impact of the historic significance of the heritage assets and secure improvements to the scheme. Many of the points have been agreed with the development team and have been addressed in a revised package of drawings that address the questions raised by officers and clarify specific detailed elements of the proposals.

The issue of the degree of setback to the proposed additional roof level floor and the visual impact of this element of the scheme have also been highlighted to the applicant in the light of the received consultation responses. The team were requested to consider the scope for setting this element even further back from the building frontage, along with the potential to tweak the position of the lift shaft serving this floor and the implications this would have in terms of the layout of the rest of the scheme and other elements of remaining historic building fabric. The development team have responded to these concerns and submitted revised plans that incorporate setting this element of the scheme slightly further back from the front of the building by an additional 200mm. Whilst this is a relatively small distance it will help to further diminish the prominence of this element of the scheme and minimise its impact in longer range views of the site. The development team have explained that this additional setback is the maximum that can be achieved without creating other impacts to the rest of the scheme that they consider would be adverse to its overall merits. Setting the lift shafts further back into the building would reduce the circulation space within the corridors in front of the lift shaft doors and reduce the standards required for appropriate disability access throughout the building. Other adverse impacts of a further setback have been identified as including –

- compromising the uncluttered and simple approach to the new roof scape and its subservience to the reinstated chimney stacks

- reduction in the atrium space and hence internal light within the building and the associated reduction in the amount of remaining historic fabric of the building that would be visible within public spaces within the building.

Conclusions

Para 131 of the NPPF states the following advice in respect of determining planning application relating to heritage assets –

“Local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.”

The fire itself has resulted in substantial harm to the heritage assets comprised in this application, and indirectly to those surrounding the site, including the setting of the Cathedral. The question to be asked in respect of the reconstruction proposals comprised in this application is what further harm to the heritage asset they themselves result in. The NPPF (para 134) states “where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”.

Essentially the proposals can be seen as an opportunity to repair some of the impact that occurred as a result of the fire whilst creating a modern and viable hotel that makes a positive contribution to both the character and appearance of the area, and the economic vitality of the city.

The proposal includes the restoration of the main facades, and the new floor is set well back and not directly on top of the old frontage. Therefore it is considered this element of the scheme would be recessive, seen against the skyline and not particularly noticeable from main vantage points.

In terms of the economic justification for the roof extension it has to be acknowledged that this proposal represents the latest in a long series of new/extended buildings on the site. Each time those altering the building have sought to maximise the use of space and create a building that met the needs of the time, and this phase in the evolving history of the site is no different in that respect. That said, the revised plans have satisfactorily addressed the points raised by officers it is considered that whilst there is inevitably some further harm to the heritage assets over and above that resulting from the fire and the partial demolition and stabilisation works consented via application no 17/0783/07, this harm is limited, less than substantial and mainly relates to the visual impact of the new roof line and excavation of new basement areas. This is outweighed by the public benefits of getting the building rebuilt to a high quality that meets the modern standards expected of a premium city centre hotel, and restoring the environment and setting of the Cathedral Green to its former position as a significant and well used public space in the centre of the city.

Therefore, the recommendation having balanced the material considerations is one of approval. Given the complexities of the scheme, the extent of new basements and of further exposure of historic fabric, the level of detailed information required in respect of

architectural details, and the need for further and on-going analysis of the structural integrity of the remaining elements to be incorporated into the new building as work proceeds numerous conditions will be required to ensure the works progress in a satisfactory manner:

RECOMMENDATION

Approval of both 17/1360/FUL & 17/1361/LBC subject to the following conditions –

- 1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.
Reason: To ensure compliance with sections 91-92 of the Town and Country Planning Act 1990.
- 2) The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on ** ***** 20** (including dwg. nos*****) as modified by other conditions of this consent.
Reason: In order to ensure compliance with the approved drawings.
- 3) **Pre-commencement condition:** No development related works shall take place within the site until a written scheme of archaeological work has been submitted to and approved in writing by the Local Planning Authority. This scheme shall include on-site work, and off-site work such as the analysis, publication, and archiving of the results, together with a timetable for completion of each element. All works shall be carried out and completed in accordance with the approved scheme, unless otherwise agreed in writing by the Local Planning Authority.
Reason for pre-commencement condition: To ensure the appropriate identification, recording and publication of archaeological and historic remains affected by the development. This information is required before development commences to ensure that historic remains are not damaged during the construction process.
- 4) **Pre-commencement condition:** A Construction Environmental Management Plan (CEMP) shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of development on site and adhered to during the construction period. This should include details of monitoring and mitigation measures to control the environmental impact of the development during the construction and demolition phases, including site traffic and traffic routing, the effects of piling, and emissions of noise and dust. The CEMPs should contain a procedure for handling and investigating complaints as well as provision for regular meetings with appropriate representatives from the Local Authorities during the development works, in order to discuss forthcoming work and its environmental impact.
Reason for pre-commencement condition: In the interest of the environment of the site and surrounding areas. This information is required before development commences to ensure that the impacts of the development works are properly considered and addressed at the earliest possible stage.
- 5) Unless otherwise agreed in writing by the Local Planning Authority the development hereby approved shall be completed strictly in accordance with the approved drawings referred to in condition 2 and the following documents submitted as part of the application –
 - a. Architectural Restoration Specification Fabric Repair Works Ref 8404RS dated August 2017
 - b. Schedule of Works Fabric Repair Works Ref 8404SoW dated August 2017
 - c. Window Schedule dated August 2017, and
 - d. Door Schedule dated August 2017.

Reason: To protect and preserve the character of the listed building.

- 6) Samples of the materials it is intended to use externally in the construction of the development shall be submitted to the Local Planning Authority. No external finishing material shall be used until the Local Planning Authority has confirmed in writing that its use is acceptable. Thereafter the materials used in the construction of the development shall correspond with the approved samples in all respects.

Reason: To ensure that the materials conform with the visual amenity requirements of the area.

- 7) No construction/demolition work shall take place outside the following times: 8am to 6pm (Mondays to Fridays) 8am to 1 pm (Saturdays) nor at any time on Sundays, Bank or Public Holidays.

Reason: In the interests of residential amenity.

- 8) **Pre-commencement condition:** Prior to the commencement of the development hereby permitted, the kitchen ventilation system for the premises shall be installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The details shall include drawings of the location and design of the system, and information on how odour emissions shall be controlled, including abatement if necessary, and how the system shall be maintained to ensure it does not adversely affect the amenity of surrounding uses.

Reason for pre-commencement condition: In the interests of the amenity of the area, especially nearby residential uses.

- 9) **Pre-commencement condition:** Detail of mechanical plant/noise levels to be submitted for approval.

- 10) Details of the height, position, appearance and materials to be used in the construction of the proposed roof plant enclosure shall be submitted to and be approved in writing by, the Local Planning Authority prior to the installation of this element of the scheme.

Reason: To ensure that the details of the roof plant enclosure are appropriate in the interests of the character and appearance of the building and the wider locality.

- 11) Prior to the installation of any external lighting on the outside of the buildings or elsewhere on the site full details of the lighting scheme including the design, siting, illumination type and intensity shall be submitted to the Local Planning Authority for approval. Only lighting that has been approved in writing by the Local Planning Authority shall subsequently be installed on the premises.

Reason: To ensure that the impact of any lighting installed on the premises is acceptable in terms of its impact on the character and appearance of the listed building and the wider conservation area.

- 12) Prior to the installation of any new fenestration (doors/windows) large scale details, including sections to a scale of not less than 1:20, of the proposed windows/doors, along with confirmation of materials and finishes, shall be submitted to and be approved in writing by the Local Planning Authority. Thereafter the works shall be carried out strictly in accordance with the approved details.

Reason: To protect and preserve the character of the listed building.

ITEM NO.

COMMITTEE DATE: 04/12/2017

APPLICATION NO:

17/1086/FUL

APPLICANT:

Mr Steven Strang

PROPOSAL:

Construction of 60 bed student accommodation building on corner of St David's Hill and Howell Road, with new pedestrian access on St David's Hill, footpath and landscaping.

LOCATION:

Exeter College Further Education
Hele Road
Exeter
Devon
EX4 4JS

REGISTRATION DATE:

28/06/2017

EXPIRY DATE:

HISTORY OF SITE

14/1338/FUL (On Car Park)	The provision of 8 Temporary Classrooms for One Year - August 2014 to July 2015	PER	16.07.2014
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DESCRIPTION OF SITE/PROPOSAL

The site comprises part of the existing landscaped area on the northwest part of the Exeter College Hele Road campus together with part of the existing car park. The site slopes down generally to the northwest and there are numerous trees within the landscaped area. The site is bounded by Howell Road to the north, the remaining part of the car park, an access road from Howell Road into the campus and further landscaped areas to the east, the remaining part of the campus with the College buildings on higher ground to the south, and St Davids Hill to the west. On the other side of Howell Road to the north is the Grade II* listed Imperial public house set in landscaped grounds. The boundary wall to the Imperial along Howell Road, St Davids Hill and part of New North Road is Grade II listed. There are two buildings within the grounds of the Imperial adjacent to the southern boundary: The Lodge and Coach House, which are both split into two residential properties. These buildings are also Grade II* listed by virtue of being within the curtilage of the Imperial and built before 1 July 1948. Further to the east are the Grade II listed Atwill's Almshouses backing onto the campus and fronting onto New North Road. On the other side of St Davids Hill to the west is a residential cu-de-sac, Eldertree Gardens, with 21 dwellings, and a footpath (St Clement's Lane) leading to St David's Station. The site is unallocated for development in the development plan and is located within St David's Conservation Area. The Conservation Area Appraisal and Management Plan identifies the site as an Area of Important Treescape (Plan 2). The site is within Flood Zone 1. The site is within the Strategic Green Infrastructure Network corridor shown on the Core Strategy Key Diagram. There is an outlier badger sett to the north of the car park, which according to the submitted Ecological Assessment has low level usage.

The proposal is to construct a five storey student residences building for use by College students (16-18 year olds). The submitted DAS states this is to meet the current and future needs of international and HE students and apprentices, along with Exeter Chiefs Academy. The new building will comprise two brick blocks linked by a glazed stairwell, which will provide access to the building. The sloping ground will be cut to create a level foundation for the building. The west block nearest to St Davids Hill will be constructed at a lower level to the east block by one storey. The east block will therefore be higher than the west block by one storey, although individually both will still be five storeys high. There will be pedestrian

entrances (front and back) on the ground floor and a pedestrian entrance (rear) via a bridge link on the second floor. The building will include 60 bedspaces comprising: 6 no. 7-bedroom cluster flats, 1 no. 6-bedroom cluster flat (including one accessible bedroom) and 12 studios on the upper floors. The ground floor of the west block will include a common room (47 sq m), office (12.5 sq m), laundry (4 sq m) and plant/comms rooms. The stairwell will include a lift to the rear. Photovoltaic panels will be installed on the roof. The principal material will be red/purple brick (exact brick tbc). Metal cladding (exact colour tbc) will be used intermittently between windows. Windows, doors and rainwater goods will be grey PPC aluminium (exact colour tbc).

In addition, a new pedestrian entrance to the campus will be created adjacent to the zebra crossing on St Davids Hill by removing a small section of boundary wall. A small, landscaped amphitheatre will be created at the entrance to provide a sense of arrival into the campus and a 2m wide stepped footpath will lead from this around the building up to another landscaped amphitheatre with footpaths leading to the rear of the building/cycle storage and the main route through the middle of the campus. The existing car park will be reduced in size with the loss of approximately 14 spaces. 14 spaces will be retained, including two new accessible parking spaces. Two cycle stores will be provided with 20 spaces each

The proposed development will result in the loss of eight trees, five Category B, one Category C and two Category U (recommended to be removed). This includes the 11m high Norway Maple on the corner of the campus site.

NB. The plans were revised on 22.11.2017 by repositioning the east block further away from Howell Road, slightly widening the central glazed stairwell and realigning and improving the footpath with the addition of the landscaped amphitheatres. This has resulted in the site increasing in size to the south.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

- Design and Access Statement (Grainge Architects, 28 June 2017)
- Heritage Statement (Cotswold Archaeology, May 2017)
- Transport Statement (Jon Pearson, April 2017)
- Student Travel Plan (Jon Pearson, June 2017)
- Exeter College – Effect of Proposed Development on Trees letter/report (Advanced Arboriculture, 19th May 2017)
- Extended Phase 1 Ecological Assessment (Encompass Ecology Ltd., April 2017)
- Phase 1 Desk Study and Phase 2 Preliminary Ground Investigation (Geo Consulting Engineering Ltd, June 2017)
- Drainage Statement (Sands, June 2017)
- MEP Planning Statement (Hoare Lea, 25.05.2017)
- Utilities & Topographical Details drawing no. 011002_01

Additional Information Submitted During Application

- Visibility Splay drawing no. JG01
- Additional Planning Information (Grainge Architects, 4th September 2017)
- Part 1: Alternative Options for Accommodation Block (GVA Planning, October 2017)
- Part 2: Economic Justification (GVA Planning, October 2017)
- Fire Safety Review – IFC Report FSA/17751/01 (Grainge Architects Ltd., November 2017)

REPRESENTATIONS

Following the submission of revised plans on 22.11.2017, a one week reconsultation has been carried out. Any representations received will be reported on the Update Sheet or at Planning Committee.

11 objections were received following the initial consultation, including an objection from the St David's Neighbourhood Partnership. The following issues were raised:

- Visual impact on rear aspect of residential properties in Eldertree Gardens.
- Will block morning sunlight into Eldertree Gardens properties.
- Overshadowing.
- Over development of student accommodation in neighbourhood/does not achieve balanced community.
- Problems associated with student accommodation – parking, noise, anti-social behaviour and lack of community engagement.
- Masterplan required for neighbourhood.
- This is a green space at present with many mature trees and grassy lawns – haven for wildlife.
- Disruption to local highways during construction.
- Remnant parkland character will be ruined.
- Scale of building will dwarf local housing.
- Loss of daylight for Eldertree Gardens residential properties.
- Lack of privacy for Eldertree Gardens residential properties from overlooking windows.
- Exeter College has abandoned earlier plans to locate the two blocks further back at a more reasonable distance from private housing.
- Ground instability – Geo Consulting report notes 'hill creep' on the site.
- No detailed plans for drainage.
- Impact on wildlife – badgers, peregrine falcons and bats – agree with Historic England that none of the trees should be lost.
- No Construction Method Statement or Noise Impact Statement.
- Increased foot and vehicle traffic and associated noise impact on Eldertree Gardens residential properties.
- Increased pollution from vehicle traffic affecting Eldertree Gardens residential properties.
- Human impacts of more student accommodation – noise, refuse-strewn pavements, traffic, visual and audible intrusion.
- Welfare of 16-18 year olds – management measures required to guard against negative influences and ensure respectful behaviour.
- Impact on homeworking in Eldertree Gardens residential properties.
- Huge, inappropriate development of small, steeply sloping, prominent, verdant corner site.
- Existing trees mitigate air pollution from traffic – plans should increase foliage.
- Litter and noise pollution.
- Section BB inaccurate and does not show the overpowering size of the proposed blocks.
- Student travel plan missing three appendices.
- Norway Maple and Western Red Cedar trees (T8 and T11) should be preserved.
- Application 14/4780/07 (corner of Howell Road and New North Road) was refused, in part, due to loss of trees and their positive contribution to the Conservation Area – consistency.

- Documents mention 'phase 2' student accommodation blocks to the East – will this application set a precedent?
- Historic 'garden' site will be further degraded.
- Preservation of major specimen trees in Conservation Area is a legal requirement.
- Change of use from day school (college) to residential/boarding school is a major and unnecessary requirement in area where temporary accommodation is available.
- Number of developments have been permitted close by for vulnerable children/adults – irrational to provide additional accommodation for children in neighbourhood which has become magnet for crime.
- St David's Neighbourhood Strategy seeks 'Balanced Community'.
- Building is too dominant and overbearing.
- Location near pub inappropriate.
- No consultation with local community.
- Local family accommodation will be safer and protect from inappropriate influences.
- Amenity impacts on The Lodge – noise, daylight and privacy.
- Height and scale oppressive and incongruous.
- Design lacks ecological innovation.
- Amenity impacts on Atwill's Almshouses.
- Negative impact on wildlife.

CONSULTATIONS

The following summarises the objections/comments received from consultees following the initial consultation. Any further representations received as a result of reconsultation on the revised plans will be reported on the Update Sheet or at Planning Committee.

Historic England: Objects – Historic England was consulted by the developer at pre-application stage and advised the proposals would cause harm to the historic environment and encouraged exploration of alternatives. However, that advice has not been followed. The development would harm the character and appearance of the St David's Conservation Area and the setting of the Imperial Hotel. There is no clear and convincing justification for that harm and consequently Historic England objects to the proposals.

Exeter College is constructed on land formerly laid out as gardens surrounding two large villas. Despite the significant expansion of educational facilities, the origins of the site as the landscaped setting to a large house are still readily apparent. Significant vestiges of the original planting intention remain, particularly against Howell Road and St Davids Hill, which buffer the college buildings. The landscaped surroundings are mirrored by the grounds of the Grade II* listed Imperial Hotel. Viewed from the hotel the college grounds visually coalesce with the Imperial's designed landscape. Introduction of built form into the landscape would have a deleterious effect on the character and appearance of the conservation area. The origin of the site as landscaped gardens would become considerably less apparent and the Arcadian outlook from the terraces of the Imperial Hotel would be compromised, harming the setting of the Grade II* listed building. A site visit revealed several areas where additional buildings may be built while better preserving the landscaped buffer to the college site, such as the car park accessed from Howell Road. It should not simply be a matter of weighing the public benefits associated with the proposals against this harm. NPPF 132 notes great weight should be given to the conservation of a heritage asset and as heritage assets are irreplaceable any harm requires clear and convincing justification. It's considered there are alternative locations that could accommodate the proposed development without causing – or greatly reducing – harm to the historic environment. The proposals lack the clear and convincing justification for harm to the historic environment required by the NPPF and alternative locations should be explored.

Following submission of Additional Planning Information (Grainge Architects, 4th September 2017)

Strongly disagree with applicant's assertion that the former grounds of Montpelier House (the building that existed on the site before the college) are "no longer present and no longer appreciated as such". Despite the site's intensive use, the landscaping around the perimeter of the college campus provides an appropriate buffer that allows its origins as the grounds of a large villa to be easily read and understood. The open grounds and generous landscaping make a vital contribution to the character and appearance of the conservation area, and contribute significantly to local distinctiveness. The conservation area would be seriously and irrevocably harmed by the introduction of built form at the location proposed. Accept physical constraints of alternative "site 2" would prevent construction, but proximity to Atwill's Almshouses would not prevent construction provided design is appropriate. The reasons for discounting "site 1" – the existing car park are more spurious. The orientation argument does not hold water given the current proposals also do not run parallel to Howell Road, and the daylight issues could be overcome with better tree management. The claim that using the car park will prejudice the delivery of the College masterplan implies it should be given some weight, but Historic England has not had the opportunity to comment on it and understand that it holds no status within the City Council. Fundamentally, the site of the proposed student housing should not be seen as a development opportunity and it is not accepted there are no other locations on the campus that could provide the facilities without harm to the historic environment.

Following submission of Part 1: Alternative Options for Accommodation Block (GVA Planning, October 2017) and Part 2: Economic Justification (GVA Planning, October 2017)

Do not consider the proposals cause substantial harm. Substantial harm is a very high test indeed, and in this case the harm is at the upper of the range of impacts encompassed by less than substantial harm. However, this does not equate to less than substantial objection, and the Council should not automatically proceed to the weighing the planning balance exercise of NPPF 134. The NPPF is clear, as heritage assets are irreplaceable all harm requires clear and convincing justification. The justification provided (an analysis of alternative sites) is weak, based on untested opinions about potential impact on the setting of other nearby listed buildings and subjective urban design analysis. In Historic England's view, the college's aspirations could be delivered in another way which reduces or avoids harm and it follows that the justification is neither clear nor convincing, so the Council should not proceed to the balancing exercise of NPPF 134. The open nature of the land is integral to the character and appearance of the conservation area, and a key part of the setting of the nearby Grade II* listed hotel. To damage it would damage the defining character of a key approach to the city. Strongly advise that these proposals are considered as part of the wider college masterplan, which it's understood is in preparation but have not been invited to comment on.

Local Highway Authority (DCC): The development is being promoted as car free which is acceptable. The vehicular access to the site via the existing access road from Howell Road is acceptable and meets the relevant visibility standards. However there is potential for surface water to overspill onto the highway – a measure to control this should be conditioned. The new pedestrian link is welcomed as it provides improved pedestrian permeability to the college campus and helps deliver a pedestrian route from St David's Station to the City Centre as outlined in the Masterplan. However this will compromise the size of the existing car park. The applicant has confirmed there is sufficient spare capacity for the proposed reduction in spaces and there won't be displacement of college vehicles off campus. The submitted Transport Statement states that the car park will be removed entirely should a second phase of student accommodation come forward. This raises some concerns, which would need to be considered under that future application. A cycle store will

provide 40 secure cycle parking spaces, exceeding the standard in the Sustainable Transport SPD, and is welcomed. Visitor Sheffield stands should also be provided. Use of the existing car park for deliveries/servicing is acceptable. Use of the existing car park in combination with the pay and display facilities on surrounding streets for student pick-up/drop-off provides adequate provision, the peak periods of which should be carefully managed either through a Travel Plan or management plan. A condition is recommended to manage the construction phase to protect the safety of users of the public highway. In summary, the impact of the development is acceptable in highway terms and suitable loading/parking facilities are proposed.

Lead Local Flood Authority (DCC): No in-principle objections from a surface water drainage perspective. The submitted drainage strategy is acceptable. It's unlikely infiltration based drainage will be successful at this location, therefore an attenuation based design is acceptable. The discharge rate has been agreed with South West Water to discharge into the adjacent public sewer. A pre-commencement condition is recommended to secure a detailed surface water drainage management system for the construction phase.

South West Water: No objection.

Exeter Civic Society: These two blocks will be very visible in this conservation area and the Planning sub-committee considers that their external treatment should be considerably improved. As shown, they are just blocks of red/purple brickwork, heavy and unwelcoming. Consider that a lighter palette, with fresher, if discrete detailing, would be much more appropriate to this sensitive site.

Exeter Cycling Campaign: Supports the principle of higher residential densities in and around the city centre from a sustainable transport perspective. There are longstanding aspirations in policy to improve the pedestrian and cycle routes from Exeter St David's Station to the City Centre via Exeter College's Hele Road campus. Have concerns that this scheme fails to achieve any real improvement. This has been highlighted by the Place Making Officer in terms of pedestrians. Provision for cyclists is even worse with the access through the site dependent on a series of steps, which is unsuitable for cycle access. The new entrance to the campus from St Davids Hill should be widened, with signed, step-free 3m shared path running through the site to the General Buller statue. In addition, provision of a two-way segregated cycleway from St Davids Hill/Howell Road junction up St Davids Hill and Hele Road to the General Buller Statue should be explored. This could be extended to St David's Station as part of planning for a strategic cycle network in Exeter. Delivering a significant part of this route is in the interests of Exeter College's staff and students.

Following submission of Part 1: Alternative Options for Accommodation Block (GVA Planning, October 2017) and Part 2: Economic Justification (GVA Planning, October 2017)

Reiterate previous comments that the development fails to deliver an appropriate route through the site from Exeter St David's Station to Queen Street. The submitted visuals misleadingly show a cyclist using the proposed path when the submitted landscape masterplan shows that the majority of this path will in fact consist of steps, making it non-accessible to cyclists. The path will also be inaccessible to mobility impaired users. Question whether this is appropriate in the context of the public sector equality duty under the Equality Act 2010. Notwithstanding, the design does not fully accord with Policy CP9 of the Exeter Core Strategy (improvements to pedestrian and cycling links), nor paragraphs 32 and 35 of the NPPF concerning safe and suitable access for all, and disabled access. It is essential the proposed path is safe, accessible and convenient for all users, including pedestrians and cyclists of all ages and abilities, given the high proportion of students who travel to the college by train via St David's Station. A bidirectional cycleway along St Davids Hill and Hele Road should be included in the future Masterplan for the college campus.

Devon & Somerset Fire & Rescue Service: There are many areas with the layout of the building that do not satisfy Building Regulations guidance. Examples are inadequate protection to the single staircase and extended travel distance. To achieve a compliant building this may ultimately mean losing bed space or having to increase the footprint of the building.

It does not appear that fire service access can be achieved.

Due to the height of the building, dry rising mains will be required. There is clear evidence that sprinklers can be effective in rapidly controlling and stopping fires and fire spread. These premises would benefit from the installation of sprinklers.

Arboricultural Officer (ECC): The proposal will result in the loss of one semi-mature Acer tree located close to the junction of St Davids Hill. In addition, a number of small trees will be lost. The proposed site layout plan shows replacement trees to be planted within the area. Provided these are a minimum size of 20-25cm girth and container grown and of a species agreed by the Council's Landscape Officer there are no arboricultural objections to the proposal.

Heritage Officer (ECC): Concur with submitted Heritage Statement with regard the low level of potential impact on any buried remains and the physical fabric and setting of the following heritage assets: Atwill's Almshouses (Grade II), Fardel Lodge (II), boundary wall to the Imperial down Howell Road (II), Lodge and Coach House (listed with Imperial). Do not concur with all the analysis and conclusions with regard to the level of potential impact on the setting of the Imperial (Grade II*) and its surrounding parkland, or on the character and appearance of the St David's Conservation Area, which the 1990 Act states that it is desirable to preserve or enhance.

In regard to the setting of the Imperial, whilst Montpelier (the large villa previously on the college campus site) has been demolished, its parkland setting remains on the slope above Howell Road, forming a buffer to the college buildings that have replaced it, and continuing the landscaped park grounds setting of the Imperial as one of a series of houses set in parkland. Therefore, concur with the view that a development of the size and form proposed, in the location currently proposed, would cause some harm to the setting of the Imperial and the ability to understand it. As such it is a question of a) is there any other reasonable alternative site (and/or possibly design, in the sense of height, massing, interaction with the topography and appearance) that would achieve the college's immediate objectives without causing such harm, and b) whether the degree of public benefit gained from the proposal is considered to outweigh that harm.

In regard to the character and appearance of the St David's Conservation Area, historically, and still to a visible extent today, the character of this area of the conservation area is one of landscaped parkland, surrounding the Imperial in one case and forming a buffer on the northern side of the college campus on the other. Therefore, in order to preserve and enhance this character new development should be located and designed to maintain that parkland setting as far as is possible, making use of existing topography and tree screens, and using areas that have already been developed as car parks and service areas rather than remaining green spaces. The application site is very prominent and on one of the main gateways to the city from St David's Station. With regard to the conclusions in the Heritage Statement, the effect of the modern buildings across St Davids Hill and boundary of the conservation area on its setting is not sufficient reason for continuing such harm by building within the conservation area. In addition, the Heritage Statement states that the "Site is a small and well screened part of the conservation area as a whole" – in fact it is one of the most public and visible sites with the conservation area.

Three of the indicative masterplan options within the Design and Access Statement include buildings on an alternative site on the car park to the north, but this site is discounted in the response to Historic England's objection. This appears inconsistent. In general there seems less of an issue building on the car park and option 4 shows very similar pavilion buildings here. It should enable the parkland setting and buffer along Howell Road, and as such the setting of the Imperial and the character of the conservation area, to be retained.

Overall the masterplan that underlies the proposal would benefit from a rigorous process of consultation and debate. If as a result of this process it is concluded there is still a need to build on the current site then a) there is more likely to be sufficient justification for the harm this will cause, and b) it would need to be a very high quality design that serves to demonstrably "enhance" the character of the conservation area, to balance the fact it would not be preserving it. It should be of sufficient quality to be "listable" in future given its prominent location. Not convinced the proposal meets that criterion.

If the proposal is approved, recommend archaeological condition.

Place Making Officer (ECC): The eastern side of St Davids Hill is characterised by masonry boundary walls and mature trees which contributes substantially to the character of the St David's Conservation Area. The undeveloped area of the site separated from the rest of the main site by mature trees forms an integral part of the college campus and complements the parkland setting of the listed Imperial Hotel. The 5 storey building will result in the loss of most of the green space and extend the built-up area to the northern most part of the campus. The proposed scale and mass of the building is inconsistent with other nearby buildings and whilst intended to appear as two separate volumes, the close proximity of the blocks means that the development will read as one articulated building. The height of the building will dominate views from the north. The position and character of the site means that the quality of the architecture needs to be of a very high order to compensate for the loss of open space and trees. It should exemplify an obviously individual design quality, providing a new point of arrival and entrance to the new building, the College and a route through the campus to the City Centre. However, the proposed building is strongly reminiscent of purpose built student residences designed and built in Exeter in recent years and whilst acceptable in those locations would not result in a building on this site that is distinctive by virtue of its design but rather as a result of its conspicuousness.

The proposal does not create a memorable or inherently distinctive building that reflects its unique location or a harmonious response to the characteristics of the site. A building in this location should create a new architectural landmark that contributes positively to the townscape (and Conservation Area) and which takes into account that the significance of the corner site will be greatly increased by the introduction of a new building. The design should also optimise the sense of place, arrival and permeability which the present proposals do not clearly achieve. The built form should both generate arrival and entrance space and create a clear sense of direction leading onwards through the campus. The elevated level of the site increases the apparent height of the building and results in awkward level changes adding to the difficulty of designing a successful entrance to the campus. This is a much more important aspect of the development than is suggested by the current proposals, which appear incidental to the siting of the building rather than an integral part of it.

Option 4 of the Indicative Masterplan Options in the Design and Access Statement indicates a proposed building with an identical footprint occupying the existing car park. This would be a better location for the proposed building, and would allow a building with a unique footprint and appearance to be considered for the proposed site rather than one based on a repeated square footprint with a conventional elevational treatment. The applicant's reasons for dismissing the car park appear inconsistent with the applicant's preferred Option 4. In any

event, additional information is needed about the proposed development of the adjoining car park which appears to mirror the footprint of the proposed student accommodation and the potential cumulative effect this would have.

Additional information is required to show whether views of the proposed building from St David's Station would have a significant effect. The views from residential areas to the west of Exeter indicate the proposed development is unlikely to have a notable impact. However, views from Station Road suggest a more substantial impact, and a visualisation should be provided to clarify this.

If the proposed building in the proposed location is considered acceptable, the following should be considered. The two main blocks do not read strongly as clearly expressed elements: separation needs to be much more obvious, e.g. by increasing the width of the glazed stairwell. The choice and quality of materials and detailing will be essential and insufficient information is provided about this. Safeguards should be specified that will ensure that the quality of the design is maintained throughout the construction period until completion. The proposed pedestrian entrance to the site needs to be carefully designed to ensure it reads as a significant entrance to the site and as a coherent route connecting St David's Station and Queen Street – the information does not suggest this would be the case. Breakout/gathering spaces on the pedestrian route need to be of sufficient size to be perceivable as such and well related to the building entrances. Trees should be chosen to complement the design and the locality not necessarily on the basis of origin. No ornamental shrub planting is proposed and the opportunity should be taken to provide planting to complement the setting of the proposed building, footpath and terracing, and to try to compensate for the loss of trees and greenspace and the effect this will have on the campus and Conservation Area.

Environmental Health (ECC): The report submitted with the application recommends further sampling of ground water, therefore the standard contaminated land condition should be added. Pre-commencement conditions should also be added to secure a Construction Method Statement and Noise Impact Assessment in regard to building services plant.

Building Control (ECC): The building is over 18m high so would need to know more about how it will be clad. The layout doesn't on the face of it provide suitable access for the fire service. The building will need to be fitted with dry risers and the fire service should be able to park within 18m of the dry riser inlet connection point which doesn't look possible. The building doesn't comply with the means of escape requirements of Approved Document B with only one staircase. It is difficult to make definitive, detailed comments without knowing the philosophy behind the fire strategy. It could be that the applicant/architect have been in discussion with an Approved Inspector about these issues as the design is well advanced.

PLANNING POLICIES/POLICY GUIDANCE

Government Guidance

National Planning Policy Framework (NPPF)
Planning Practice Guidance (PPG)

Core Strategy (Adopted February 2012)

Core Strategy Objectives
CP1 – Spatial Strategy
CP4 – Density
CP5 – Mixed Housing
CP9 – Transport

CP11 – Pollution
CP12 – Flood Risk
CP15 – Sustainable Construction
CP16 – Green Infrastructure, Landscape and Biodiversity
CP17 – Design and Local Distinctiveness

Exeter Local Plan First Review 1995-2011 (Adopted 31 March 2005)

AP1 – Design and Location of Development
AP2 – Sequential Approach
H5 – Diversity of Housing
L3 – Protection of Open Space
T1 – Hierarchy of Modes
T2 – Accessibility Criteria
T3 – Encouraging Use of Sustainable Modes
C1 – Conservation Areas
C2 – Listed Buildings
C5 – Archaeology
LS4 – Nature Conservation
EN2 – Contaminated Land
EN4 – Flood Risk
EN5 – Noise
DG1 – Objectives of Urban Design
DG2 – Energy Conservation
DG7 – Crime Prevention and Safety

Development Delivery Development Plan Document (Publication Version, July 2015)

DD1 – Sustainable Development
DD12 – Purpose Built Student Accommodation
DD13 – Residential Amenity
DD20 – Accessibility and Sustainable Movement
DD21 – Parking
DD25 – Design Principles
DD26 – Designing out Crime
DD28 – Conserving and Managing Heritage Assets
DD30 – Green Infrastructure
DD31 – Biodiversity
DD34 – Pollution and Contaminated Land

Exeter City Council Supplementary Planning Documents

Archaeology and Development SPD (Nov 2004)
Sustainable Transport SPD (March 2013)
Planning Obligations SPD (April 2014)
Public Open Space SPD (Sept 2005)
Residential Design Guide SPD (Sept 2010)
Trees and Development SPD (Sept 2009)

OBSERVATIONS

The key issues are:

1. The Principle of the Proposed Development
2. Access and Impact on Local Highways

3. Parking
4. Design and Landscape
5. Impact on Conservation Area and Setting of Heritage Assets
6. Impact on Amenity of Surroundings / Noise
7. Impact on Trees and Biodiversity
8. Flood Risk and Surface Water Management
9. Sustainable Construction and Energy Conservation

1. The Principle of the Proposed Development

The proposed development is considered to be acceptable in principle. Student accommodation is supported by Policies CP5, H5 and emerging Policy DD12. The accommodation will fulfil a specific need of the College by providing accommodation to 16-18 years olds who do not live locally. Whilst a number of the objectors have expressed concerns with the problems associated with student accommodation and the amount of student accommodation already built in the area, this development is distinct from University student accommodation which caters to older students, and it will be managed by the College 24 hours a day to ensure there will be no adverse impacts on local residents in terms of noise or other anti-social behaviour. To provide further reassurance, the facility will be Ofsted regulated. Policy CP5 states that the supply of housing should meet the needs of all members of the community and the proposed development achieves this.

Policy L3 permits development on open space only if: the loss of open space would not harm the character of the area; it does not fulfil a valuable recreational, community, ecological or amenity role; and there is adequate open space in the area. Otherwise replacement open space of equivalent value must be provided. The revised proposal is considered to accord with this policy. The open space on the site is not used for recreation and doesn't have significant ecological benefits. Its sloping topography curtails the former. In addition, there is adequate open space in the area, e.g. Bury Meadow Park. Its main benefit is its contribution to the character of the area, including the St David's Conservation Area. However, following the revisions to the scheme, it's now considered that the proposal will complement this character, which is discussed further under '4. Design and Landscape' below.

2. Access and Impact on Local Highways

The Local Highway Authority has confirmed that vehicular access to the site via the existing access road from Howell Road is acceptable, and the junction meets the required visibility standards. Pedestrian access to the building will be via the new footpath, which has been designed to provide a route through the campus between St David's Station and the City Centre. Level access can be achieved via the existing car park and rear entrance to the building, and there is an internal lift for wheelchair users. Representations have pointed out the inaccessible nature of the stepped footpath for cyclists and people with mobility problems. Whilst both are possible from the existing access road from Howell Road, opportunities to improve this will be explored as part of the detailed landscaping design scheme and also later phases of the draft Masterplan. The footpath has been aligned to link with the route through the centre of the campus and takes into account the main desire line.

The Devon & Somerset Fire & Rescue Service (DSFRS) has stated that it does not appear that fire service access can be achieved. The applicant has submitted a Fire Safety Review report and reconsultation has been carried out with the DSFRS. Any comments received will be reported on the Update Sheet or at Planning Committee.

The applicant has submitted a Student Travel Plan which states the development is proposed to be virtually car-free except operational and disabled parking if required. It also states that the main aim of the STP is to encourage and inform the new student residents,

demonstrating that a car is not a requisite. Notwithstanding this commitment, it's considered appropriate to restrict car use in a s106 legal agreement/Unilateral Undertaking, including prohibiting parking permits, which is consistent with the approach to University student accommodation schemes in the city.

The Local Highway Authority has confirmed that a car-free development is acceptable in this location. In addition, use of the existing car park for deliveries/servicing is acceptable and there is adequate provision for student drop-off/pick-up in the car park and pay and display parking spaces on surrounding streets. The latter should be managed and a condition is recommended accordingly. A condition is also recommended to secure a Construction Method Statement, to ensure there will be no impact on local highways during the construction phase.

3. Parking

The revised proposals will result in the loss of approximately 14 car parking spaces in the existing car park. However, 14 spaces will remain, including two new accessible parking spaces. The Local Highway Authority has been reconsulted on this and their comments will be reported on the Update Sheet or at Planning Committee. It should be noted that a temporary classroom block was sited on the car park for one year in 2014/2015 with the loss of all spaces.

The minimum cycle parking standard for student accommodation is 1 per bedroom for the first 10 bedrooms, and 1 per 2 bedrooms for the 11th bedroom upwards. The building will have 60 bedrooms, therefore a minimum of 35 cycle parking spaces are required. The proposals include two cycle stores with 20 spaces each. These should be secured by condition.

4. Design and Landscape

The College has prepared a draft Masterplan for the Hele Road campus. Initial discussions have been carried out with officers, but no consultation has been carried out at this stage due the priority of dealing with the current application and lack of technical information. However, one of the key principles is to improve connectivity between St David's Station and the City Centre by providing a pedestrian route through the campus between St Davids Hill and New North Road/Queen Street. The current scheme takes this into account and can therefore be seen as the first phase of the delivery of the draft Masterplan.

The proposed building will provide a landmark on the corner of Howell Road and St Davids Hill. It will function as a 'stepping stone' of urban design landmarks on the pedestrian route between St David's Station and the City Centre enhancing legibility, way-finding and place making. The other landmarks include the Grade II listed General Redvers Buller statue, Grade II listed Jubilee Clock Tower and glimpsed views of Grade I listed Exeter Cathedral along Queen Street. The scheme was taken to the South West Design Review Panel at pre-application stage. The Panel was very positive in its comments and stated that the size, height and form of the building was appropriate for the location. It suggested that it may be beneficial to consider pushing the Howell Road block back further away from Howell Road, and there was also concern that the link between the blocks was too heavy and may be detrimental to the 'pavilion' concept. These matters have been addressed in the revised proposals. It was felt that the original design 'read' too much as a single building, with a horizontal emphasis and was too overpowering for the sensitive setting. The blocks now 'read' better as independent, pavilion blocks with a greater degree of articulation that is appropriate for the parkland setting. This has also allowed more space for the footpath, so that it no longer feels secondary to the building but a principal feature in its own right. It also allows more space for landscape and provides a bit more 'breathing space' in terms of the

building's relationship with the adjacent heritage assets. In terms of its use, whilst an academic building on the corner would perhaps 'sell' the College more in terms of what it does, the lower activity of the student block, particularly during the daytime, could be considered to be more appropriate for the parkland setting and this part of the Conservation Area.

The revised landscaping strategy is considered appropriate and an improvement on the original design. The amphitheatre at the new entrance from St Davids Hill will create a sense of arrival and promote interest and use of the footpath, including by the general public. There is an opportunity to make the footpath into a key feature of the site, with a strong landscaping and lighting/public art strategy. Care needs to be taken over the choice of tree species to complement the historic landscape on the site. A detailed landscaping scheme has not been provided and should be conditioned together with a detailed lighting scheme.

Overall, the revised design is considered to be of a high quality and appropriate for its context. Its success will depend on the quality of materials used, including fenestration, and suitable conditions should be added accordingly. This was highlighted by the Design Review Panel which stated 'that the quality of brick will be essential to the acceptability of the building, and the resulting character, and sense of place; the quality of the brick therefore should be of a very high quality'.

5. Impact on Conservation Area and Setting of Heritage Assets

The site is located within the St David's Conservation Area and is in close proximity to a number of listed buildings and structures. The Conservation Area Appraisal and Management Plan identifies the site as an Area of Important Treescape. The open space and landscape on the site is a remnant of the landscaped grounds of the original villa (Montpelier) that occupied the campus site before the College, and is characteristic of this part of Exeter.

Historic England has objected to the application, due to the harm to St David's Conservation Area and setting of the Grade II* listed Imperial Hotel. It's accepted that the proposed development will cause harm to these heritage assets, as a result of the loss of open space and landscape to built development. Historic England has confirmed that this is 'less than substantial harm', all-be-it towards the upper end of this scale, where paragraph 134 of the NPPF states that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'. This contrasts with 'substantial harm' where the NPPF states that 'local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss'. Following the revisions to the scheme, officers now consider that the strategic urban design benefits outlined under '4. Design and Landscape' above constitute sufficient public benefits to outweigh the less than substantial harm caused to the heritage assets by the development of the site and resulting loss of open space and landscape. This positive weighing hinges on ensuring that the materials used in the building are of a very high quality and the footpath has a very high quality landscaping design. The applicant has also highlighted the economic benefits of the College to the City Centre and its desire to expand whilst remaining in the City Centre, which it claims the current site more easily allows it to do.

However, Historic England states that before this weighing exercise is undertaken, alternative sites must be explored to see if the harm to the heritage assets can be avoided altogether. Paragraph 132 of the NPPF states, 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.' It goes on to say that, 'As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.' The

applicant has explored a number of alternative sites on the College campus, the most feasible of which appears to be the existing car park to the east, which would be less prominent than the current site. This is shown as developed with a building with the same footprint as the proposal on the preferred indicative masterplan option, suggesting it is a realistic alternative. The College has dismissed it though for a number of reasons, which are considered 'weak' by Historic England and to lack the clear and convincing justification required by the NPPF. Officers concur with the majority of these. The only two that are considered to carry some weight are the disjointed urban grain of developing on the car park in advance of the rest of the masterplan and risk that the rest of the masterplan is then not delivered leaving an isolated building, and the constraint of a sewer running beneath the car park which will need to be diverted and the resulting impact on the viability of the project. The applicant has stated that the latter will cost £75k making the scheme unviable. Officers consider that, taking into account the material consideration of the strategic urban design benefits of developing on the current site, these reasons provide adequate justification for not developing on the car park at this stage and the harm that will be caused to the heritage assets of developing the current site.

6. Impact on Amenity of Surroundings / Noise

A number of objectors have raised concerns over the impact of the building on residential amenity, including privacy and daylight/sunlight. In terms of privacy, whilst it's recognised that the proposed development will be of a much larger scale than the surrounding residential properties, its distance from these properties and oblique orientation mean that in general overlooking will not be direct and therefore is not considered significantly adverse to warrant refusal of the application. In terms of the corner windows of the east block facing the gardens of the residential properties in The Lodge, whilst the revised proposal has pulled this block further back from the boundary of the nearest property by 2.4m, it's considered that these windows should be obscured glazed or otherwise treated to prevent direct overlooking; a condition should be added accordingly. This is also the case for the glazed stairwell linking the blocks and northeast facing windows of the west block. It's considered that at 17.4m from its nearest point to the boundary of the nearest residential property in The Lodge and oblique orientation, the revised proposal will not have an overbearing impact that would be significantly adverse to warrant refusal of the application.

In terms of the impact on daylight/sunlight, the applicant has provided indicative shadow diagrams for March, June, September and December (9am, 12noon, 3pm and 6pm). These show overshadowing of Eldertree Gardens residential properties and The Lodge residential properties in March, September and December, but only for temporary parts of the day and therefore is not considered to be significantly adverse to warrant refusal of the application.

In terms of noise, as discussed under '1' above, the student accommodation will be managed by the College to protect the amenities of local residents. A management plan should be secured by a s106 legal agreement/Unilateral Undertaking, as is the case for University student accommodation schemes. Environmental Health have recommended a plant-noise condition and Construction Method Statement, the latter to ensure that the impacts of the construction phase are carefully managed and controlled.

7. Impact on Trees and Biodiversity

The proposed development will necessitate the removal of eight trees. The Arboricultural Officer has no objections provided appropriate replacement trees are planted. These should be included within a detailed landscaping scheme for the site to be secured by condition. In accordance with the Place Making Officer's comments, the tree species should complement the design and the locality, and not necessarily comprise native species.

An Extended Phase 1 Ecological Assessment has been carried out. This concludes that no further protected species surveys are necessary. There is a badger sett on the site adjacent to the car park. The ecologist considers this to be an outlier sett with low level usage. Whilst the proposed building will not directly impact the sett, there are likely to be indirect impacts from construction; therefore, the ecologist recommends that the sett is closed under license from Natural England. A condition should be added accordingly to ensure it is closed before construction begins.

To provide a biodiversity benefit, the assessment suggests mitigation measures to enhance biodiversity, such as swift boxes and bat tubes/boxes, which can be secured by condition.

8. Flood Risk and Surface Water Management

Policy EN4 does not permit development if it would be at risk of flooding. The site is within Flood Zone 1 and the proposed use is classified as 'more vulnerable' (see PPG). 'More vulnerable uses are appropriate in Flood Zone 1, therefore the proposal accords with Policy EN4.

Policy CP12 requires all development proposals to mitigate against flood risk utilising SUDS where feasible and practical. The developer has investigated whether a natural SUDS system is feasible with infiltration into the ground, but the ground conditions are not suitable. Therefore, the proposed surface water drainage system will comprise an attenuation tank to the north of the building that will outfall into the sewer beneath Howell Road at a controlled runoff rate. This has been confirmed as acceptable by the Lead Local Flood Authority and South West Water. The position of the tank should be considered in relation to the position of new and existing trees to avoid damaging tree roots.

The Lead Local Flood Authority has recommended a pre-commencement condition to secure a surface water drainage management system for the construction phase. In addition, the Local Highway Authority has recommended a condition to secure a measure to control surface water flow from the access road overspilling onto Howell Road.

9. Sustainable Construction and Energy Conservation

Policy CP15 requires all non-domestic development to achieve BREEAM 'Excellent' standards from 2013 and be zero carbon from 2019. The Design and Access Statement and MEP Planning Statement commit to passive design measures to save energy in the building, and provision of photovoltaic panels. A condition should be added to secure a BREEAM design stage assessment report and post-completion report to ensure Policy CP15 is complied with.

CIL/S106

The proposed development is CIL liable, as it comprises purpose built student housing. The rate for permission granted in 2017 is £51.07 per sq m. The gross floorspace of the proposed building is 1,616.6 sq m (including stairwell), therefore the total liability is £82,559.76. As the CIL liability is more than £50,000, it can be paid in the following instalments provided an assumption of liability notice form and commencement form are submitted prior to commencement:

1. £50,000 within 60 days after the date on which development commences
2. £32,559.76 within 1 year after the date on which development commences

If these forms are not submitted prior to commencement of the development, the right to pay in instalments will be lost.

A s106 legal agreement/Unilateral Undertaking is required to ensure the accommodation is only occupied by students of Exeter College and securing a student management scheme.

RECOMMENDATION

APPROVE subject to the completion of a Section 106 Agreement/Unilateral Undertaking under the Town and Country Planning Act 1990 to ensure the student accommodation is only used by students of Exeter College and securing a student management scheme, and subject to the following conditions:

1. Standard Time Limit – Full Planning Permission

The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.

Reason: To comply with Section 91(1)(a) of the Town and Country Planning Act 1990 (as amended).

2. Approved Plans

The development hereby permitted shall be carried out in complete accordance with the approved plans listed below, unless modified by the other conditions of this consent:

- Location Plan ref. 1259/PL01 Rev A (received 22.11.2017)
- Site layout As Proposed ref. 1259/PL03 Rev B (received 22.11.2017)
- Floor Plans as Proposed Basement to Second Floor Plan ref. 1259/PL04 Rev C (received 22.11.2017)
- Floor Plans As Proposed Third to Roof Plan ref. 1259/PL05 Rev C (received 22.11.2017)
- Elevations As Proposed ref. 1189/PL06 Rev B (received 22.11.2017)
- Sections As Proposed ref. 1189/PL07 Rev B (received 22.11.2017)
- Site Sections As Proposed ref. 1189/PL08 Rev B (received 22.11.2017)
- (Proposed Drainage Layout to be updated)

Reason: For the avoidance of doubt and to ensure a satisfactory completion of development.

(Further conditions will be appended to the Update Sheet, due to the late submission of the revised plans and to provide the opportunity for the applicant to comment on the draft conditions before Planning Committee in accordance with PPG.)

In the event that the section 106 agreement/Unilateral Undertaking is not completed within 6 months of the date of this committee meeting, authority be delegated to the City Development Manager to REFUSE permission for the reason that inadequate provision has been made for matters which were intended to be dealt with in the section 106 agreement/Unilateral Undertaking.

Dimensions are not to be scaled from this drawing

Rev	Date	Description	Author
-	28 Jun 17	Issued for Planning	pt
A	22 Nov 17	Redline Amended.	pt



PLANNING

Proposed Student Residences for Exeter College

Location Plan

Scale: 1:1250 @ A3

Drawing No: 1259 / PLO1 Rev A

The Boat Shed, Michael Browning Way
Exeter, EX2 8DD
01392 438051 mail@g-a.uk.com

grainge architects

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REPORT TO: PLANNING COMMITTEE

Date of Meeting: 4 December 2017

Report of: City Development Manager

Title: Delegated Decisions

1 WHAT IS THE REPORT ABOUT

1.1 This report lists planning applications determined and applications that have been withdrawn between the date of finalising the agenda of the last Planning Committee and the date of finalising this agenda. Applications are listed by Ward.

2 RECOMMENDATION

2.1 Members are requested to advise the Asst City Development Manager Planning (Roger Clotworthy) or City Development Manager (Andy Robbins) of any questions on the schedule prior to Planning Committee meeting.

2.2 Members are asked to note the report.

3 PLANNING APPLICATION CODES

3.1 The latter part of the application reference number indicates the type of application:

OUT	Outline Planning Permission
RES	Approval of Reserved Matters
FUL	Full Planning Permission
TPO	Works to Tree(s) with Preservation Order
ADV	Advertisement Consent
CAT	Works to Tree(s) in Conservation Area
LBC	Listed Building Consent
ECC	Exeter City Council Regulation 3
LED	Lawfulness of Existing Use/Development
LPD	Certificate of Proposed Use/Development
TEL	Telecommunication Apparatus Determination
CMA	County Matter Application
CTY	Devon County Council Application
MDO	Modification and Discharge of Planning Obligation Regulations
NMA	Non Material Amendment
EXT	Extension to Extant Planning Consent
PD	Extension - Prior Approval
PDJ	Office to Dwelling - Prior Approval

3.2 The decision type uses the following codes:

DREF	Deemed Refusal
DTD	Declined To Determine
NLU	Was Not Lawful Use
PAN	Prior Approval Not Required
PAR	Prior Approval Required
PER	Permitted
REF	Refuse Planning Permission
RNO	Raise No Objection
ROB	Raise Objections
SPL	Split Decision
WDN	Withdrawn by Applicant
WLU	Was Lawful Use
WTD	Withdrawn - Appeal against non-determination

**ANDY ROBBINS
CITY DEVELOPMENT MANAGER**

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Alphington

Application Number:	17/1601/CAT	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	31/10/2017	Delegated Decision
Location:	The New Rectory6 Lovelace GardensExeterDevonEX2 8XQ			
Proposal:	Tree works: Felling of two silver birch trees located at the rear of applicants property			

Duryard And St James

Application Number:	16/1609/FUL	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	22/11/2017	Delegated Decision
Location:	12-13 York RoadExeterEX4 6PG			
Proposal:	Conversion of existing social hall to provide teaching and social facilities with two apartments at first floor			

Application Number:	17/1087/FUL	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	31/10/2017	Delegated Decision
Location:	Hope HallPrince Of Wales RoadExeterDevonEX4 4PL			
Proposal:	Construction of new family centre building with associated hard and soft landscape works, alterations to existing car parking and access road.			

Application Number:	17/1250/DIS	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	06/11/2017	Delegated Decision
Location:	Unit C 36 Sidwell StreetExeterEX4 6NS			
Proposal:	Discharge condition 4 (ventilation system) of pp. 16/1241/03 - Change of use and subdivision of shop (Use Class A1) to create shop unit (Use Class A1) and takeaway unit (Use Class A5), with associated shopfront alterations and works to the rear including extraction equipment, bin store and service entrance (revised).			

Application Number:	17/1272/FUL	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	30/10/2017	Delegated Decision
Location:	19 Thornton HillExeterDevonEX4 4NN			
Proposal:	Single storey rear extension			

Duryard And St James

Application Number: 17/1273/FUL Delegation Briefing:
Decision Type: Refuse Planning Permission Decision Date: 30/10/2017 Delegated Decision
Location: 5 Kilbarran RiseExeterDevonEX4 4AA
Proposal: Loft conversion with raised bridge and rear dormer.

Application Number: 17/1298/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 03/11/2017 Delegated Decision
Location: 30 Edgerton Park RoadExeterDevonEX4 6DD
Proposal: First floor rear/side extension to increase area of small bedroom and provide additional bathroom

Application Number: 17/1352/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 25/10/2017 Delegated Decision
Location: English In Exeter42 Longbrook StreetExeterDevonEX4 6AE
Proposal: Change of use of ground floor from a Language School to Use Type A1, A2, A4 and B1 and upper floors to C3 residential unit

Application Number: 17/1375/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 19/10/2017 Delegated Decision
Location: 1 Elm Grove RoadSt JamesExeterDevonEX4 4LL
Proposal: Alterations to front boundary wall.

Application Number: 17/1376/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 19/10/2017 Delegated Decision
Location: 1 Elm Grove RoadSt JamesExeterDevonEX4 4LL
Proposal: Single storey rear extension, re-positioning of roof light, alterations to front boundary wall and alterations to front door canopy.

Duryard And St James

Application Number: 17/1471/PDJ Delegation Briefing:
Decision Type: Permitted Decision Date: 21/11/2017 Delegated Decision
Location: The Courtyard48 New North RoadExeterDevonEX4 4EP
Proposal: Prior approval for change of use from office (B1a) to residential (C3) to provide 13 no. self-contained flats (re-submission of 17/0475/PDJ).

Application Number: 17/1494/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 03/11/2017 Delegated Decision
Location: 30 Edgerton Park RoadExeterDevonEX4 6DD
Proposal: Single storey rear extension, infill a small area of the garage and minor internal alterations. Change of use from dwelling (C3 use) to House in Multiple Occupation (C4 use)

Application Number: 17/1508/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 15/11/2017 Delegated Decision
Location: Hickling CottageTaddyforde EstateExeterDevonEX4 4AT
Proposal: Proposed replacement of existing outbuilding - Revised Design

Application Number: 17/1585/TPO Delegation Briefing:
Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision
Location: 80 Pennsylvania RoadExeterDevonEX4 6DG
Proposal: T1 T2 - Western Red Cedar x 2. Crown lift to allow minimum clearance of 5.2m above roadway

Application Number: 17/1620/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision
Location: 13 Powderham CrescentExeterDevonEX4 6DA
Proposal: Felling of apple tree to rear right hand side of gardenFelling of pear tree to rear left hand side of garden

Duryard And St James

Application Number: 17/1663/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision
Location: 19 Thornton Hill Exeter Devon EX4 4NN
Proposal: T1 - Eucalyptus to be felled, T2 Thorn reduce height by 50%.

Application Number: 17/1667/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 10/11/2017 Delegated Decision
Location: 37 Danes Road Exeter Devon EX4 4LS 37 Danes Road, Exeter
Proposal: Certificate of Lawfulness for a house of multiple occupation (HMO) to increase from six to seven residents (Class C4 to Sui Generis)

Application Number: 17/1668/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 13/11/2017 Delegated Decision
Location: 59 Victoria Street Exeter Devon EX4 6JQ
Proposal: Certificate of Lawfulness for a house of multiple occupation (HMO) to increase from six to seven residents (Class C4 to Sui Generis)

Application Number: 17/1682/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision
Location: 45 Thornton Hill Exeter Devon EX4 4NR
Proposal: T1 - Birch, to be felled

Exwick

Application Number: 16/1248/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 06/11/2017 Delegated Decision
Location: 54 Gloucester Road, Exeter, EX4 2EF
Proposal: Construction of a new dwelling attached to number 54 Gloucester Road.

Exwick

Application Number: 17/1365/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 03/11/2017 Delegated Decision
Location: 1 Pine Avenue Exeter Devon EX4 2DU
Proposal: Ground floor extension (Granny Annexe)

Application Number: 17/1546/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 01/11/2017 Delegated Decision
Location: 3 Lynwood Avenue Exeter Devon EX4 1EF
Proposal: Loft conversion to include: hip to gable enlargement, flat roof dormer with windows to rear (south), rooflights to front roof slope (north).

Heavitree

Application Number: 17/1407/FUL Delegation Briefing:
Decision Type: Withdrawn by Applicant Decision Date: 07/11/2017 Delegated Decision
Location: 80 Chard Road Exeter Devon EX1 3AX
Proposal: Loft conversion involving roof extension to create gable end and rear dormer

Application Number: 17/1482/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 10/11/2017 Delegated Decision
Location: 10 Mont Le Grand Exeter Devon EX1 2PD
Proposal: Alterations to kitchen extension, raised decking in rear garden and reconstruction of outbuilding.

Application Number: 17/1483/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 10/11/2017 Delegated Decision
Location: 10 Mont Le Grand Exeter Devon EX1 2PD
Proposal: Infill kitchen courtyard, internal alterations, replacement door and windows to kitchen extension, raised decking in rear garden and reconstruction of outbuilding.

Heavitree

Application Number:	17/1512/LED	Delegation Briefing:		
Decision Type:	Was lawful use	Decision Date:	14/11/2017	Delegated Decision
Location:	Flat 2h1 Heavitree ParkExeterDevonEX1 3BP			
Proposal:	Use of Flat 2H as a single dwelling			

Application Number:	17/1731/TPO	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	16/11/2017	Delegated Decision
Location:	1-18 Graslawnbarrack RoadEX2 4SZ			
Proposal:	Crown lift line of poplar trees to 6m for highway clearance and crown lift to 4m on inside aspect.			

Mincinglake And Whipton

Application Number:	17/1661/TPO	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	07/11/2017	Delegated Decision
Location:	63 Roundtable MeetExeterDevonEX4 8LG			
Proposal:	Reduction of one oak tree by 30%			

Newtown And St Leonards

Application Number:	17/1103/LBC	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	27/10/2017	Delegated Decision
Location:	147 Magdalen RoadExeterDevonEX2 4TT			
Proposal:	Variation of Condition 2 of listed building consent 14/1607/07 approved on 9 December 2014 to allow for the provision of low carbon energy measures in respect of windows, internal walls, pv roof panels and alterations to internal room layouts			

Application Number:	17/1196/FUL	Delegation Briefing:		
Decision Type:	Permitted	Decision Date:	20/10/2017	Delegated Decision
Location:	Garages At College AvenueSt LeonardsExeter			
Proposal:	Redevelopment of garage block to provide a pair of three storey semi-detached dwellings			

Newtown And St Leonards

Application Number: 17/1351/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 26/10/2017 Delegated Decision
Location: 31A Wonford RoadExeterDevonEX2 4LH
Proposal: Replacement extension to the rear of the property

Application Number: 17/1395/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision
Location: 3 Mount Radford CrescentExeterDevonEX2 4EN
Proposal: Removal of existing masonry that forms archway reveal between kitchen and living room.

Application Number: 17/1485/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 06/11/2017 Delegated Decision
Location: Maynard School For GirlsDenmark RoadExeterDevonEX1 1SJ
Proposal: Extension to the existing Gymnasium and installation of replacement windows.

Application Number: 17/1502/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 25/10/2017 Delegated Decision
Location: 5 Hampton BuildingsBlackboy RoadExeterDevonEX4 6SR
Proposal: Detached outbuilding on West boundary, use ancillary to dwelling.

Application Number: 17/1540/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 19/10/2017 Delegated Decision
Location: 3 Lucas AvenueExeterDevonEX4 6LZ
Proposal: Loft conversion with flat roofed rear dormer extension and a small single storey rear kitchen extension on the ground floor, along with associated internal alterations.

Application Number: 17/1560/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 20/10/2017 Delegated Decision
Location: 27 Wonford RoadExeterDevonEX2 4LH
Proposal: Lawson Cypress - removal of tree (crown), 25-30 feet approx.

Newtown And St Leonards

Application Number: 17/1595/TPO Delegation Briefing:

Decision Type: Permitted Decision Date: 01/11/2017 Delegated Decision

Location: 58 Wonford RoadExeterDevonEX2 4LQ

Proposal: Pruning of one yew tree located within the front garden of the application address. Remove epicormic growth to a height of 4m. Reduce the trees crown to achieve a 1m clearance from adjacent telephone cables. Reduce the crown of the tree on the dwelling side to match that on the highway side of the tree.

Application Number: 17/1618/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision

Location: Flat 125 Belmont RoadExeterDevonEX1 2HF

Proposal: Tree in front garden - fell

Application Number: 17/1632/ADV Delegation Briefing:

Decision Type: Permitted Decision Date: 15/11/2017 Delegated Decision

Location: 4 Summerland GateBelgrave RoadExeterDevonEX1 2AA

Proposal: Replacement of 1 existing non-illuminated projecting sign plus the application of new vinyl non-illuminated signage applied directly to the existing glazed facade forming the Customer Service Point (CSP) at Exeter Delivery Office

Application Number: 17/1641/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 08/11/2017 Delegated Decision

Location: 36 Matford AvenueExeterDevonEX2 4PL

Proposal: 1. Field Maple. location in side garden. It has two large dead branches, separated from the tree, that need to be removed. Also to remove weak or vulnerable branches. Crown thinning and/or reduction.2. Eucalypt tree. location, back garden. Overhanging neighbour's house. Plan to lopp-off overhanging branch. remove just one branch.

Application Number: 17/1659/DIS Delegation Briefing:

Decision Type: Permitted Decision Date: 25/10/2017 Delegated Decision

Location: Former St Margarets School 147 Magdalen RoadExeterEX2 4TS

Proposal: Discharge of Condition 12 (cycle parking) in relation to planning application 14/1608/03 granted 9 December 2014

Newtown And St Leonards

Application Number: 17/1705/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 17/11/2017 Delegated Decision
Location: Manna Ash Court Matford Lane Exeter Devon EX2 4PU
Proposal: Reduction of the side of one leyland cypress by 2m.

Application Number: 17/1715/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 17/11/2017 Delegated Decision
Location: 10 Baring Crescent Exeter Devon EX1 1TL
Proposal: Works to Beech tree, Crown lift all branches to 5-6m just above street light. Work: Crown lift all branches to approx. 5-6m just above the street light including the ones over the road. Reduce the branches overhanging the garden by approx. 3-4 meter back to growth points. Reduce the hedge below the Beech tree by approx. 1 meter.

Application Number: 17/1716/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 17/11/2017 Delegated Decision
Location: 10 Baring Crescent Exeter Devon EX1 1TL
Proposal: Reduce the height of 3 Hornbeam trees by approx. 3m and reduce/thin the sides into shape. All cuts will be to growth points.

Pennsylvania

Application Number: 17/1678/NMA Delegation Briefing:
Decision Type: Permitted Decision Date: 26/10/2017 Delegated Decision
Location: 18 Rosebarn Avenue Exeter Devon EX4 6DY
Proposal: Non-material amendment sought to approval ref. 17/0523/FUL to increase floor space area of first floor extension.

Pinhoe

Application Number: 15/1159/DIS Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: Land To North West And South East Of The Paddocks, Harts Lane, Exeter, EX1
Proposal: Discharge of conditions for planning permission 15/0726/03 granted 22 December 2016 (revision to originally approved application 14/1375/03 granted 25 February 2015)

Pinhoe

Application Number: 17/0161/DIS Delegation Briefing:

Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision

Location: Land To North West And South East Of The Paddocks, Harts Lane, Exeter, EX1

Proposal: Discharge of conditions for planning permission 16/0990/03 granted 31 March 2017 (relating to application 15/0726/03 and application 14/1375/03)

Application Number: 17/0795/FUL Delegation Briefing:

Decision Type: Permitted Decision Date: 21/11/2017 Delegated Decision

Location: 1 Station Road, Pinhoe, Exeter, EX1 3SA

Proposal: Subdivide and change of use of restaurant with hot food delivery into separate takeaway unit (A5) (Unit 1) and shop/financial and professional services/restaurant unit (A1, A2 or A3) (Unit 2), with associated external alterations to the building. (Revised)

Application Number: 17/0828/RES Delegation Briefing: 22/06/2017

Decision Type: Permitted Decision Date: 13/11/2017 Delegated Decision

Location: Land To The North Of, Belmoor Lodge, Pilton Lane, Exeter, EX1

Proposal: Reserved Matters application (Pursuant to Outline Planning Permission granted on 4th April 2017, ref 15/0829/01) for 7 Residential Dwellings with associated highways, drainage and landscape works.

Application Number: 17/1412/FUL Delegation Briefing:

Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision

Location: Pilton House Pilton Lane Exeter Devon EX1 3RA

Proposal: Construction of two detached dwellings

Application Number: 17/1443/LBC Delegation Briefing:

Decision Type: Permitted Decision Date: 25/10/2017 Delegated Decision

Location: 26 Main Road Pinhoe Exeter Devon EX4 8HS

Proposal: Replace two front casement windows

Pinhoe

Application Number: 17/1614/NMA Delegation Briefing:
Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision
Location: Met Office Fitzroy Road Exeter Devon EX1 3PB
Proposal: Construction of additional cycle and vehicle parking and associated footpaths and landscaping - revisions to approved plans

Application Number: 17/1763/NMA Delegation Briefing:
Decision Type: Permitted Decision Date: 17/11/2017 Delegated Decision
Location: 28 Main Road Exeter Devon EX4 8HS
Proposal: Non-material amendments sought to approved scheme (ref. 12/1666/03) to alter ridgeline height and position of ground floor windows.

Application Number: 17/1768/FUL Delegation Briefing:
Decision Type: Withdrawn by Applicant Decision Date: 22/11/2017 Delegated Decision
Location: 4 Broadparks Close Exeter Devon EX4 9HB
Proposal: Dormer window on north elevation and installation of rooflights

Application Number: 17/1827/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 22/11/2017 Delegated Decision
Location: 4 Broadparks Close Exeter Devon EX4 9HB
Proposal: Dormer window extension and installation of two rooflights on north elevation of property.

Priory

Application Number: 17/1173/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision
Location: 187 Topsham Road Exeter Devon EX2 6AN
Proposal: Rear Glazed Extension and Internal Alteration

Priory

Application Number: 17/1329/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision
Location: 187 Topsham RoadExeterDevonEX2 6AN
Proposal: Rear extension and internal alterations

Application Number: 17/1347/OUT Delegation Briefing:
Decision Type: Permitted Decision Date: 15/11/2017 Delegated Decision
Location: 15 Southbrook RoadExeterDevonEX2 6JA
Proposal: Construction of 3-bed bungalow at rear of 15 and 17 Southbrook Road.

St Davids

Application Number: 17/0413/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 02/11/2017 Delegated Decision
Location: Unit 2, Haven Banks Retail Park, Water Lane, Exeter, EX2 8BY
Proposal: Change of use of retail warehouse (Use Class A1) to flexible use as either a gym (Use Class D2) or retail warehouse (Use Class A1) with a non-material amendment to condition e of pp. 03/84/1493 to account for the additional goods that can lawfully be sold from Unit 2 (appeal ref. T/APP/Y1110/X/03/1126223), mezzanine extension and installation of new entrance.

Application Number: 17/0917/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 24/10/2017 Delegated Decision
Location: Dean Clarke HouseSouthernhay EastExeterDevonEX1 1AP
Proposal: Construction of storage shelter for 23 cycles

Application Number: 17/1195/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 26/10/2017 Delegated Decision
Location: Greenslades Nursing HomeWilleys AvenueExeterDevonEX2 8BE
Proposal: Replacement doors and windows, replacement facias, soffits, and rainwater goods, and repainting of balconies.

St Davids

Application Number: 17/1399/ADV Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: Larkbeare House Topsham Road Exeter Devon EX2 4NG
Proposal: 2no aluminium composite signs on the stone boundary wall at the entrance to Larkbeare House.

Application Number: 17/1417/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 25/10/2017 Delegated Decision
Location: Gater House 36A South Street Exeter EX1 1ED
Proposal: Change of use to dance and drama school (Sui Generis use) and replacement of existing front door and shutters

Application Number: 17/1421/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 24/10/2017 Delegated Decision
Location: 9 Bartholomew Street West Exeter Devon EX4 3AJ
Proposal: Conversion of stage school into two 6 bedroom flats in multiple occupation

Application Number: 17/1423/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: 26-28 Southernhay East Exeter Devon EX1 1NS
Proposal: Replacement signage

Application Number: 17/1433/ADV Delegation Briefing:
Decision Type: Refuse Planning Permission Decision Date: 01/11/2017 Delegated Decision
Location: 30 Guildhall Shopping Centre Queen Street Exeter Devon EX4 3HP
Proposal: Windows Graphics

St Davids

Application Number: 17/1434/DIS Delegation Briefing:
Decision Type: Permitted Decision Date: 15/11/2017 Delegated Decision
Location: 23-26 Mary Arches StreetExeterDevonEX4 3AZ
Proposal: Discharge of Conditions 3, 6, 7, 8 and 10 and partial discharge of Conditions 11 and 16 of Application No. 16/0662/FUL

Application Number: 17/1444/ADV Delegation Briefing:
Decision Type: Permitted Decision Date: 01/11/2017 Delegated Decision
Location: Premier InnBonhay RoadExeterDevonEX4 4BG
Proposal: Illuminated fascia sign

Application Number: 17/1457/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 03/11/2017 Delegated Decision
Location: Maclaines WarehouseHaven RoadExeterDevonEX2 8GR
Proposal: To extend the temporary consent to use the Westerly sections of Maclaines Warehouse and outdoor space as an Art Gallery, Theatre and associated ancillary uses until 31 March 2018

Application Number: 17/1554/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 10/11/2017 Delegated Decision
Location: 13 Colleton HillExeterDevonEX2 4AS
Proposal: Single storey rear extension

Application Number: 17/1586/TPO Delegation Briefing:
Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision
Location: Unit 1Haven BanksWater LaneExeterDevonEX2 8BY
Proposal: Reduction of trees, predominantly maple and london plane trees.

St Davids

Application Number: 17/1594/ADV Delegation Briefing:
Decision Type: Permitted Decision Date: 07/11/2017 Delegated Decision
Location: 37 Queen StreetExeterDevonEX4 3SR
Proposal: 2no. powder-coated aluminium fascia signs to front elevation and 1no. stainless steel built-up lettering sign to side elevation.

Application Number: 17/1772/NMA Delegation Briefing:
Decision Type: Permitted Decision Date: 21/11/2017 Delegated Decision
Location: 23 Cathedral YardExeterDevon
Proposal: Non-material amendments sought for amendments to windows on 1st floor, 2nd floor, 3rd floor, amendments to roof lights and utilisation of flat roof areas as terraces on 1st floor, 2nd floor and 3rd floor of Planning approval ref 17/0277/FUL

St Loyes

Application Number: 17/1304/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: 1 Van Buren PlaceRussell WayExeterDevonEX2 7TJ
Proposal: Rear conservatory.

Application Number: 17/1305/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 County Decisions
Location: 1 Van Buren PlaceRussell WayExeterDevonEX2 7TJ
Proposal: Rear conservatory.

Application Number: 17/1341/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 08/11/2017 Delegated Decision
Location: 11 Clyst HeathExeterDevonEX2 7TA
Proposal: Replace two steel garage doors with larger single door

St Loyes

Application Number: 17/1404/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: 2-3 Heron UnitsHeron RoadExeterDevonEX2 7LL
Proposal: New window to front elevation

Application Number: 17/1458/NMA Delegation Briefing:
Decision Type: Permitted Decision Date: 06/11/2017 Delegated Decision
Location: 9 Lower Hill Barton RoadExeterDevonEX1 3EN
Proposal: Non -material amendment sought for building extension will now be reduced width rather than full width. (original application ref 17/0390/03).

Application Number: 17/1577/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 14/11/2017 Delegated Decision
Location: 6 Goshawk UnitsOsprey RoadExeterDevonEX2 7JG
Proposal: Change of use of part ground floor from B1 to A1 use, rest of activity remaining B1 use.

Application Number: 17/1647/TPO Delegation Briefing:
Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision
Location: Ringswell ParkMarlborough DriveExeterEX2 5QQ
Proposal: T1- Beech crownlift by 2m, shorten longest stem by 4m, shorten long low lateral branchT2- Ash reduce pollard points at 30FT, re shape lateral branches by 20-30%G3- Three young ash remove all deadwood, reduces tree by 20-30%

Application Number: 17/1655/DIS Delegation Briefing:
Decision Type: Permitted Decision Date: 03/11/2017 Delegated Decision
Location: 4 Garden CloseExeterDevonEX2 5PA
Proposal: Discharge of Conditions 3 - external materials and 5 - access of planning permission 16/0483/FUL granted 19 July 2016

St Loyes

Application Number: 17/1695/NMA Delegation Briefing:

Decision Type: Permitted Decision Date: 08/11/2017 Delegated Decision

Location: Land North Of A379 And Immediately To The East Of Exmouth Branch Railway Line

Proposal: Non material amendment in respect of the elevational appearance of Plots 39-47 relating to planning application 16/0972/03 granted on 23 January 2017.

St Thomas

Application Number: 16/1189/FUL Delegation Briefing: 06/10/2016

Decision Type: Permitted Decision Date: 20/10/2017 Delegated Decision

Location: Former Speedway Garage, 63 Cowick Street, Exeter, EX4 1HW

Proposal: Mixed use development comprising of commercial floorspace (A1, A2 or D1 uses), 6 self contained residential flats, 5 courtyard/ mews houses, parking and associated works.

Application Number: 17/1216/OUT Delegation Briefing:

Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision

Location: Land Adjoining Pocombe Grange House Pocombe Bridge Exeter EX2 9SX

Proposal: Outline application for the construction of up to 3 dwellings and associated works and access details (all other matters reserved).

Application Number: 17/1411/FUL Delegation Briefing:

Decision Type: Permitted Decision Date: 17/11/2017 Delegated Decision

Location: 25 Barley Farm Road Cowick Exeter Devon EX4 1NN

Proposal: Single storey rear extension

Application Number: 17/1419/FUL Delegation Briefing:

Decision Type: Permitted Decision Date: 01/11/2017 Delegated Decision

Location: 18 Buddle Lane Exeter Devon EX4 1JH

Proposal: Single storey rear extension incorporating new covered walkway / garden access

St Thomas

Application Number: 17/1624/ADV Delegation Briefing:
Decision Type: Permitted Decision Date: 14/11/2017 Delegated Decision
Location: 19 Cowick Street Exeter Devon EX4 1AQ
Proposal: Installation of shopfront fascia and hanging/projecting sign

Application Number: 17/1691/PD Delegation Briefing:
Decision Type: Prior Approval Not Required Decision Date: 22/11/2017 Delegated Decision
Location: 30 Shaftesbury Road Exeter Devon EX2 9BR
Proposal: Prior notification for larger single storey rear extension. Maximum depth from rear wall of original dwelling 3.7 metres, maximum height 3.5 metres and height to eaves 2.7 metres.

Application Number: 17/1692/PD Delegation Briefing:
Decision Type: Prior Approval Not Required Decision Date: 22/11/2017 Delegated Decision
Location: 32 Shaftesbury Road Exeter Devon EX2 9BR
Proposal: Prior notification for larger single storey rear extension. Maximum depth from rear wall of original dwelling 3.7 metres, maximum height 3.5 metres and height to eaves 2.7 metres.

Application Number: 17/1717/CAT Delegation Briefing:
Decision Type: Permitted Decision Date: 16/11/2017 Delegated Decision
Location: 42 Alphington Road Exeter Devon EX2 8HS
Proposal: Felling of yew tree located in the front garden of applicants address.

Topsham

Application Number: 15/1106/DIS Delegation Briefing:
Decision Type: Permitted Decision Date: 08/11/2017 Delegated Decision
Location: Land North Of Old Rydon Lane ; Land East Of Newcourt House And Lower RNSD Site , Topsha
Proposal: Discharge of condition No 8 of planning permission 07/2169/01.

Topsham

Application Number: 17/0006/FUL Delegation Briefing: 12/01/2017
Decision Type: Permitted Decision Date: 22/11/2017 Committee Decision
Location: Exeter Golf And Country Club Practice Ground, Land To The South, Newcourt Drive, Exeter
Proposal: Construction of 82 dwellings, access, estate roads, landscaping and associated infrastructure

Application Number: 17/1185/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 22/11/2017 Delegated Decision
Location: 41 Exeter RoadTopshamExeterDevonEX3 0LX
Proposal: Two storey and one and a half storey rear extension, enlarged front bay windows and other alterations

Application Number: 17/1258/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision
Location: Riverside CottageGlasshouse LaneExeterDevonEX2 7BZ
Proposal: Replacement of existing thatched roof with new thatch and natural slate

Application Number: 17/1259/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 23/10/2017 Delegated Decision
Location: Riverside CottageGlasshouse LaneExeterDevonEX2 7BZ
Proposal: Replacement of existing thatched roof with new thatch and natural slate

Application Number: 17/1277/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 23/11/2017 Delegated Decision
Location: 31 Higher Shapter StreetTopshamExeterDevonEX3 0AW
Proposal: Removal of garden wall to front of property to create off road parking space

Topsham

Application Number: 17/1317/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 06/11/2017 Delegated Decision
Location: 16 Fore StreetTopshamExeterDevonEX3 0HF
Proposal: Sub-divide existing shop into 2 shops and 1 shop/ office. Insert new external doors to the front and side elevations.

Application Number: 17/1324/FUL Delegation Briefing:
Decision Type: Refuse Planning Permission Decision Date: 27/10/2017 Delegated Decision
Location: 550 Topsham RoadExeterDevonEX2 7DP
Proposal: Construction of a single detached two storey dwelling house

Application Number: 17/1350/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 21/11/2017 Delegated Decision
Location: 2 The MedeTopshamExeterDevonEX3 0LD
Proposal: Partial demolition of conservatory and new rear extension

Application Number: 17/1377/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 14/11/2017 Delegated Decision
Location: 24 Rydon LaneExeterDevonEX2 7AW
Proposal: Demolition of existing side outbuildings and construction of larger single storey side extension and infilling between garage and house. Construction of additional bay to lounge

Application Number: 17/1381/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 22/11/2017 Delegated Decision
Location: 1 Sir Alex WalkTopshamExeterDevonEX3 0LG
Proposal: Two storey side extension

Topsham

Application Number: 17/1455/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 10/11/2017 Delegated Decision
Location: 78A Fore StreetTopshamExeterDevonEX3 0HQ
Proposal: Installation of 2 no. rooflights on south west elevation

Application Number: 17/1466/ADV Delegation Briefing:
Decision Type: Permitted Decision Date: 14/11/2017 Delegated Decision
Location: Land South Of A379 & East Of Newcourt Way Newcourt WayExeter
Proposal: Installation of illuminated store and car park signs, and flagpole advertisements

Application Number: 17/1467/LPD Delegation Briefing:
Decision Type: Was lawful use Decision Date: 17/11/2017 Delegated Decision
Location: 12 Newcourt RoadTopshamExeterDevonEX3 0BT
Proposal: Hip to gable roof extension and rear dormer

Application Number: 17/1491/FUL Delegation Briefing:
Decision Type: Permitted Decision Date: 31/10/2017 Delegated Decision
Location: 6 Station RoadTopshamExeterDevonEX3 0DT
Proposal: Proposed porch extension to front of property and extension to rear of property

Application Number: 17/1492/LBC Delegation Briefing:
Decision Type: Permitted Decision Date: 27/10/2017 Delegated Decision
Location: Flat 3Exedene20 Ferry RoadTopshamExeterDevonEX3 0JN
Proposal: Internal alterations, roof extension and insertion of roof lights.

Application Number: 17/1580/TPO Delegation Briefing:
Decision Type: Permitted Decision Date: 20/10/2017 Delegated Decision
Location: 14 Rydon LaneExeterDevonEX2 7AW
Proposal: HOLM OAK (T1) and MAPLE TREE (T2) - crown lift both trees to 5.5m above the highway and to prune secondary and tertiary branches only to gain a 1m clearance from cables

Topsham

Application Number: 17/1584/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 30/10/2017 Delegated Decision

Location: Oxford Orchard Monmouth Avenue Topsham Exeter Devon EX3 0AF

Proposal: T1 Eucalyptus reduction by 30%, felling if one cupresses macrocarpa and one conifer hedge

Application Number: 17/1635/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision

Location: 34 The Strand Topsham Exeter Devon EX3 0AY

Proposal: T1 - Walnut Reduce via thinning by approximately 2 metres and crown raise lightly by tip pruning. T2 - Mulberry Reduce 1 southerly limb by 1.5 metres. Reduce 1 westerly limb by 1 metre and thin lower tertiaries. Reduce 1 northerly limb by 1.5 metres including tertiaries. Thin upper crown by 20% Reason for Works: T1 - Walnut Tree is very old and has severe decay around main structural union. Crown thin and reduction on limbs to prevent future failure. T2 - Mulberry Tree is becoming large for location and crown raising to give a more balanced lower crown.

Application Number: 17/1648/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision

Location: 41 The Strand Topsham Exeter Devon EX3 0AY

Proposal: T1- Lime tree prune lower to mid canopy branches, removing up to 5 feet of growth. T2- Tulip tree reduce height by 30% and re shape lateral branches T3- Magnolia prune growth by 2 feet

Application Number: 17/1654/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision

Location: The Little White House Mount Howe Topsham Exeter Devon EX3 0BG

Proposal: T1- 30% reduction of weeping birch. T2- Fir removal. T3- Apple tree removal. T4- Fir by fruit tree removal T5- Apple tree x2 prune and re shape. T6- Lime tree 20% thin and lift crown by 4m T7- Lawson cypresses x6 remove and replace with Griselinia

Application Number: 17/1683/CAT Delegation Briefing:

Decision Type: Permitted Decision Date: 09/11/2017 Delegated Decision

Location: 44 The Strand Topsham Exeter Devon EX3 0BB

Proposal: Works to T1 - Birch cut back new growth, and T2 - Cupressus Macrocarpa reduce crown by 50%

REPORT TO: PLANNING COMMITTEE

Date of Meeting: 4 December 2017

Report of: City Development Manager

Title: Appeals Report

Is this a Key Decision? No

Is this an Executive or Council Function? No

1. What is the report about?

- 1.1 The report provides Members with information on latest decisions received and new appeals since the last report.

2. Recommendation:

- 2.1 Members are asked to note the report.

3 Summary of Decisions received:

- 3.1 One decision has been received since the last report.

Application Number 16/1562/FUL. Builders Yard, Lower Albert Street, Exeter

The application sought the demolition of existing buildings within the builders yard and construction of a two storey building to house 15 student studios.

The Inspector considered that the main issues for consideration would be the effect of the development:

- On the maintenance of balanced communities having regard to the level of student housing; and
- On the living conditions of local residents having particular regard to privacy, noise and disturbance.

He noted that the area is located within walking distance of St Luke's Campus, has relatively good accessibility to the City centre and to transport links, as well as a small convenience store and pub. Housing is predominantly of traditional brick, with more modern styles at the entrance to Lower Albert Street and Newtown Close flats, so there is a mixed style and appearance to the area. The proposed two storey building height would remain similar to the ridge of Newtown Close and below the roofline of the terraces along Portland Street.

The Inspector stated that the evidence supports that there is increasing student numbers associated with the University. He noted that in response, the Council have sought purpose built accommodation to meet that need with the supporting text of Policy CP5 seeking that 75% or more of additional student numbers should be accommodated in such housing. Policies CP5 and H5 set out that such accommodation should meet the needs of all members of the community. It should be located where it would not harm the character of the area through over-concentration of use, or cause harm to the amenity, or living conditions of neighbouring occupiers. It was noted that the Council has considered existing impacts across the City when developing an approach to limit the conversion of existing properties which gives an indication of levels at which a concentration of student housing may lead to impact on the character and on the environment for permanent residents. It was acknowledged that there are a large number of student lets along Portland Street based on Council Tax returns which would represent an unbalance along this street, but across Newtown Ward, there is not an imbalance with the student population at just over 20%. The key issue is whether the introduction of 15 student flats on this site would compound the existing situation so as to result in an unacceptable impact on the community and specifically on neighbouring occupiers.

Limited weight was given to any benefit implied by the transfer of students from converted

housing and subsequent release of that housing to the open market as the focus for purpose built accommodation is to address the increased student numbers. However, the Inspector did consider that the type of accommodation to be provided differs notably from that of student house conversions; and supervision can also be applied to address the actions of residents. An SMP can address matters of noise, disturbance and antisocial behaviour as well as providing contact points for neighbouring occupiers. As a result, it was accepted that the characteristics, including noise and disturbance typically associated with some forms of student housing, is likely to be considerably reduced in this instance.

Consequently, in this case, it was considered that the addition of 15 studios would not lead to a further imbalance or intensification of use so as to harm the character of the area or of the local community. Furthermore, it was considered that the scale and type of accommodation to be provided would not lead to significant levels of noise or disturbance. In terms of privacy, the Inspector was satisfied that the narrowed design of the building and the positioning in relation to the Newtown Close flats would preserve the privacy of occupants of those units. The building would also be set back from the road, with a road separating the site from the rear gardens of Portland Street. Proposed windows to serve the first floor studios are designed to project from the façade at an angle only allowing a narrow and very oblique field of view. Therefore, actual impacts would be acceptable, albeit a change from the slightly more open aspect previously available but would comply with Policies H5 and CP5. The design, while more contemporary would, subject to the use of suitable materials, assimilate into this transitional area between the housing and the more utilitarian flats, with minimal loss of light to the rear gardens of Portland Street. There is only one drop off parking space proposed with parking restrictions in surrounding streets and, as a result, traffic associated with the site should be very limited with students unlikely to choose this accommodation if they are car owners.

For the reasons given above, the Inspector concluded that the appeal should be allowed and planning permission granted.

4. New Appeals:

4.1 Five new appeals have been received since the last report:

Application Ref: 17/0031 – 77 Thornpark Rise

The application sought a single storey rear extension with raised decking.

Application Ref: 17/0032 – 21 Elliott Close

The application sought a new infill dwelling on the existing plot.

Application Ref: 17/1121 – 11 Clyst Heath

The application sought the felling of two Pine trees.

Application Ref: 17/0898 – 34 Denmark Road

The application sought a roof terrace and balustrades.

Application Ref: 17/0899 – 13a&b St James Road

The application sought change of use and conversion of a domestic storage building into a dwelling with parking.

CITY DEVELOPMENT MANAGER

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling the report:

Letters, application files and appeal documents referred to in report are available for inspection from: City Development, Civic Centre, Paris Street, Exeter

Contact for enquiries: Democratic Services (Committees) - Room 2.3. Tel: 01392 265275