

ITEM NO.**COMMITTEE DATE:**

05/10/2016

APPLICATION NO:

16/0891/02

APPLICANT:Ms Osmundsen
Exeter City Council**PROPOSAL:**

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

LOCATION:

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

REGISTRATION DATE:

15/07/2016

EXPIRY DATE:

14/10/2016

HISTORY OF SITE

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

DESCRIPTION OF SITE/PROPOSAL

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

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

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

- Café
- Servery and food prep

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

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

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

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

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is supported by the following documents:

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

REPRESENTATIONS

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

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

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

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

Seven public responses have been received raising the following points:

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

CONSULTATIONS

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

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

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

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

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

Teignbridge District Council: No objections.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance

NPPF - National Planning Policy Framework

Exeter Local Development Framework Core Strategy

CP1 - The Spatial Approach

CP2 - Employment

CP8 - Retail

CP10 - Meeting Community Needs

CP11 - Pollution and Air Quality

CP13 - Decentralised Energy Networks

CP15 - Sustainable Construction

CP17 - Design and Local Distinctiveness

CP18 - Infrastructure

CP19 - Strategic Allocations

Exeter Local Plan First Review 1995-2011

AP1 - Design and Location of Development

AP2 - Sequential Approach

S1 - Retail Proposals /Sequential Approach

S3 - Shopping Frontages

S5 - Food and Drink

TM1 - Hotel Development

T1 - Hierarchy of Modes

T2 - Accessibility Criteria

T3 - Encouraging Use of Sustainable Modes

T4 - Circular Walking Route

T5 - Cycle Route Network

T6 - Bus Priority Measures

T9 - Access to Buildings by People with Disabilities

T10 - Car Parking Standards

T11 - City Centre Car Parking Spaces

C1 - Conservation Areas

C5 - Archaeology

EN2 - Contaminated Land

EN3 - Air and Water Quality

EN4 - Flood Risk

EN5 - Noise

DG1 - Objectives of Urban Design

DG2 - Energy Conservation

DG3 - Commercial Development

KP1 - Pedestrian Priority Zone

KP3 - Bus and Coach Station

Other planning documents:

Exeter City Council Sustainable Travel Supplementary Planning Document

Exeter City Council Development Delivery DPD (publication draft)

Sidwell Street and Environs Urban Analysis 2007

City Centre Vision April 2011

Bus and Coach Station Area Development Principles 2012

OBSERVATIONS

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

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

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

Access

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

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

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

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

Layout and Scale

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

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

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

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

Appearance and Landscaping

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

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

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

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

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

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

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

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

Sustainability

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

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

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

RECOMMENDATION

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

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

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

- 2) Unless otherwise agreed in writing the landscaping and external accesses (including planting, retaining walls, steps and ramp) hereby approved shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 22 September 2016 (*dwg. nos. 4288_SSP_100, 101, 102, 401, 402, 403, 404, 405 and 406*), as modified by other conditions of this consent.

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

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

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

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