

ITEM NO. 5**COMMITTEE DATE:** 09/01/2017

APPLICATION NO: 16/1210/03 **FULL PLANNING PERMISSION**
APPLICANT: Devonshire Dumplings Inns Ltd.
PROPOSAL: Demolition of the former Honiton Inn to build a mixed use development scheme comprising of a ground floor cafe bar for public use (Use Class A4) with 107 bedspace student accommodation above including common room, gym, cinema, laundry, office and bike stores.
LOCATION: 74 Paris Street, Exeter, EX1 2JY
REGISTRATION DATE: 06/10/2016
EXPIRY DATE: 01/12/2016

HISTORY OF SITE

The site is located at the north east limit of the Southernhay and Friars Conservation Area, at the lower end of Paris Street which, with Heavitree Road, has been one of the main routes into the City since the Roman period. Although buildings have been shown on maps along this section of Paris Street since the late 16th Century, the present Honiton Inn buildings date to around 1900 and later, though there may, as in many areas of the city centre, be some earlier remains present, either buried or within the side walls. Buried remains may include those of earlier buildings on the site and/or of the manufacture of clay tobacco pipes in the 17th century, but will have been disturbed to some extent by the remodelling of the present car park in the 1990s and the construction of the present building around 1900. The Honiton Inn is built in pastiche Tudor timber framed style with some post World War II additions on the sides and to the rear. This was a relatively common architectural style of the time. The Honiton Inn is the sole one remaining from the pre World War II street frontage and is identified in the Conservation Area Appraisal as making a positive contribution to the character of the Conservation Area.

DESCRIPTION OF SITE/PROPOSAL

The application site (0.084ha) is located on the junction of Paris Street and Western Way. The Honiton Inn lies on the southern side of Paris Street alongside the Devon and Cornwall Housing Association offices and the Council Civic Centre buildings. The existing bus station and the proposed new leisure centre would be located opposite. The Honiton Inn has been vacant for 8 years, although the associated car park to the rear is still being used.

The application seeks to demolish the existing building and replace with a mixed use development comprising a double height café/bar and entrance to the student accommodation on the lower ground floor fronting Paris Street, a common room, cinema, gym, laundry room, bin and bike store for student use only on the ground floor (essentially occupying the existing car park area); an additional three floors (floors 1, 2 and 3) extending the complete depth of the site containing a total of 24 bedrooms on each floor (3 cluster flats each made up of 8 bedrooms and a communal area measuring 35 sq metres); an additional floor (floor 4) containing 18 bedrooms (1 studio flat; 2 cluster flats one with 8 bedrooms and the other with 9 bedrooms with a communal space of 35 sq metres and 40 sq metres respectively); a further floor (floor 5) containing 13 bedrooms (2 cluster flats including one with 9 bedrooms and communal area of 40 sq metres and the other with 4 bedrooms and a 34 sq metres communal room and a final floor (floor 6) of one cluster flat with 4 bedrooms and associated 34 sq metres communal room. The total number of bedspaces to be provided is 107.

The originally submitted application proposed a total of 125 student bedspaces within a building one storey higher than now proposed.

The building would essentially cover the whole site currently occupied by the Honiton Inn and its associated car park. The building would lie adjacent to the existing Paris Street footway and extend back into the site by approximately 50 metres. The building fronting Paris Street would be approximately 15 metres wide with a height of approximately 17 metres. This height would align with the neighbouring office block's parapet and a 4.5 metre gap would be retained to enable vehicular access into the site. The highest point of the building would be 26 metres within a central zinc tower, with the building fronting onto Western Way a height of 20 metres, although given the relief of the land this would have an elevated appearance. The top two floors of the block facing Western Way would be set back approximately 2 metres to allow for a grass roof, which covers the whole of this flat roof building. The predominant building material is red brick with the tower and the top two floors of the building fronting Western Way constructed of zinc cladding.

The site would contain two parking spaces within the site, which would allow for student drop off spaces and provide sufficient space for vehicles to turn within the site. In addition, a new drop off lay-by is proposed in front of the proposed building to enable delivery loading and unloading in connection with the cafe/bar use. A total of 90 cycle spaces are proposed for student use within the building and further 15 cycle parking stands are proposed behind the cafe/bar and alongside the entrance to the student accommodation.

The site is located within the Southernhay Conservation Area. The Honiton Inn is not listed or locally listed but identified in the Conservation Appraisal as having a positive contribution to its character and appearance.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is accompanied by a Design and Access Statement, Heritage Statement, Flood Risk Assessment, Ecological Appraisal, Arboricultural Constraints Appraisal and a response from the Architects to Historic England's comment that the existing building should be incorporated into the development.

The Design and Access Principles state that:-

- *The building should be a coherent design solution forming a positive boundary to the City Centre, addressing both Paris Street and Western Way.*
- *It should be of a relatively large scale, appropriate to its prominent position, but should step up or down to address its context.*
- *The building will form the edge of the Southernhay and as such should be coherent, visually appropriate and not be apologetic.*
- *The building needs to be designed in relation to the adjacent developments and the changing nature of the area.*
- *A wildlife and biodiversity scheme should be established in relation to Exeter Wild City.*
- *The street level of the building should have a public frontage and provide a commercial unit that could animate Paris Street.*
- *Student facilities should be placed next to key circulation routes to create a feeling of a central communal hub to the building.*
- *The building needs to be designed with a degree of adaptability to ensure that a future shift in market demand does not render it redundant.*
- *The material should tie in with those outlined in the conservation area appraisal.*
- *This will involve a red brick with deep recessed punched openings and a mansard roof.*
- *The design needs to reference the local vernacular, complimentary to the family of Southernhay buildings.*

REPRESENTATIONS

35 letter/emails of objection include one from the Exeter Civic Society have been received. In addition, an online petition totalling 2227 'signatures' (including over 1000 written comments) to retain the Honiton Inn and objecting to the proposal as submitted. Principal issues raised:-

1. Building should be restored and made a gateway feature/tourist attraction into the City;
2. Building should be used as a pub/restaurant/hotel/hostel for homeless/visitor centre;
3. Should be listed as an iconic/landmark building identified as a positive contribution within the Southernhay Conservation area and its demolition would result in loss to the City's history;
4. Building should be retained and the area behind developed;
5. Too many traditional pubs/buildings being lost, even more important to retain given the recent loss of the Royal Clarence;
6. Site should be developed for mixed use;
7. Building will appear too large, overbearing, 'a featureless monolith', 'unflattering architecture', 'visually revolting', 'a soulless modern husk', inappropriate and oppressive 'replacement of a gentle ironic structure...with a bland, brutal, soulless, ugly, glass and breeze block monstrosity';
8. Too high, should be no higher than the adjacent buildings on Paris Street;
9. Materials on the top floor should not be of a different material;
10. More student accommodation not needed, already sufficient in the city existing or approved;
11. City in danger of lacking diversity due to too much student accommodation/need for a balanced community;
12. Greater need for affordable homes for local residents or for the homeless;
13. Too many food places already in the City and in the future as a result of the bus station redevelopment;
14. Student accommodation should be provided on the campus;
15. Changes in the political and economic situation nationally and internationally has reduced demand for student accommodation;
16. No need for a gym or cinema given the proximity to similar facilities in the area/their removal could result in a smaller building;
17. Loss of historical memories/atmosphere of the existing pub;
18. Detrimental impact to local resident, particularly residents living in Eaton House due to overpowering appearance of building and noise disturbance from students and loss of light from building;
19. Overlooking and loss of privacy into Eaton House and properties in Archibald Road
20. Concern regarding increased traffic to the site and limited turning area proposed;
21. Increased traffic safety hazard given the limited parking spaces;
22. Loss of green wildlife corridor;
23. Potential loss of trees;
24. Inadequate cycle storage provision;
25. Need to improve pedestrian and cycling crossing of Paris Street to the future leisure centre development.

CONSULTATIONS

The County Head of Planning Transportation and Environment raises no objection commenting that being situated in the city centre the site is well located to access a variety of amenities by sustainable modes. The site is located nearby to dropped kerb pedestrian crossings on Paris Street and a formal signalised crossing facility on Western Way. These facilities provide safe access for users of varying mobility and are suitable for the level of development proposed. The vehicular access to the development is formed from by an existing bellmouth access onto Paris Street. However, given the high volume of footfall

expected from the development heading towards the city centre, a raised table footway crossing is recommended instead, giving pedestrian priority over motor vehicles.

Access for cyclists is primarily taken from an entrance located to the rear of the building – an external door should be provided to the cycle store, giving a convenient access for users who wish to cycle to and from the site. This will provide access to a store for 90 secure cycle parking spaces, exceeding the standard set out in the Sustainable Transport SPD and reflecting the proximity to the existing cycle network, is welcomed. In addition, the applicant has shown 9 cycle hoops at the side of the building and 6 cycle hoops to the rear. These are also welcomed as they provide a facility for visitors and short stay trips to the proposed cafe. The applicant is advised that it would be preferable for these cycle hoops to be Sheffield Stands.

To provide for deliveries to the café and the servicing of the building, a loading bay on Paris Street has been proposed. The loading bay could also assist with student pick up/drop off, providing an extra facility to the allocated drop off spaces located to the rear of the building. The loading bay will be achieved by building on the existing footway fronting onto Paris Street, providing a 2.5m wide bay, which is acceptable. This does hinder the pedestrian footway located immediately outside the café when a vehicle is loading/unloading; however, the applicant has agreed to sacrifice space on their own site in front of the proposal to become public highway, ensuring there is sufficient room for pedestrians on Paris Street. This arrangement is acceptable in principle and the exact specifications, including a construction that is suitable for accommodating heavy vehicles and allows at grade pedestrian use when not used for loading will need to be agreed with the Highway Authority.

This footway/loading bay will need to be provided prior to the site coming into occupation and the applicant is advised that these works will need to be carried out under a suitable agreement (Section 38/278 of Highways Act 1980). The applicant must apply for and get permission to work on the highway before undertaking any such works.

The delegated spaces to the rear of the proposal (and possibly the layby) provides facilities for student pick up/ drop off at the end of term. Combined with the off street parking in the vicinity to the site this is felt to provide adequate provision. The applicant is advised that the peak periods of student drop off and collection should be carefully managed to make best use of the designated spaces. These arrangements can be agreed through either a Travel Plan or a management plan as part of any legal agreements attached to the site.

The loading bay will need to be accompanied by a Traffic Regulation Order (TRO) and the applicant is advised to contact the Highway Authority to discuss arrangements for loading times for vehicles servicing the café/student accommodation.

The proposals will require demolition/construction work adjacent to a busy environment. To protect the safety of users of the public highway it is essential that the construction arrangements are carefully managed and that appropriate space is available off the highway for all construction plant/vehicles. A condition is recommended to ensure this and the applicant is advised to meet to agree suitable working arrangements prior to commencement.

In summary, the impact of the development is acceptable in highway terms and suitable loading and cycle parking facilities are proposed for the traffic attracted to the site. Conditions as part of any planning approval are therefore recommended to ensure adequate on secure cycle parking facilities, the proposed loading bay, Travel Plan and to agree construction management arrangements.

The County Flood Management Team comment that the applicant has provided a Drainage Strategy Statement and associated drawings that propose two attenuation-based surface water drainage management systems which utilise an oversized pipe or cellular storage tank,

either of which are acceptable. These options would incorporate under-drained permeable paving and a green roof, which will provide the required water quality benefits to the proposed surface water drainage management system and therefore appropriate for this site. Accordingly no objection is raised subject to the imposition of suitable conditions in respect of surface water drainage management.

Historic England object to the demolition of the Honiton Inn, as this surviving fragment of pre-war Paris Street contributes positively to the significance of the conservation area. Its loss would put the conservation area at risk. The proposed student accommodation block fails to provide a contextual building that would make a positive contribution to such a prominent site within the conservation area, and Historic England would encourage a better informed design that retains and incorporates the Honiton Inn and better reveals the significance of the designated conservation area.

RSPB support the application given the installation of internal bird boxes which will complement the 'swift tower' and the inclusion of a green roof.

Council's Heritage Officer's comments are attached in detail as an appendix to this report. In conclusion it is considered that the overall heritage values and interest of the site are considered to be predominantly low, and therefore the relative significance of the site and buildings, and its contribution to the significance of this northern part of the Conservation Area, is also assessed as low. Therefore, in these terms the removal of the Honiton Inn and its redevelopment can be classed as less than substantial harm in the context of para 138 of the NPPF. However, as it does have some aesthetic and communal value, the option of incorporating at least the visually prominent frontage in the new development should be assessed and considered, and the quality of the proposed replacement and whether it protects or enhances the character of this part of the Conservation Area also requires consideration.

Council's Environmental Health Officer recommends that conditions should be imposed in respect of the need for a noise assessment, air quality assessment, refuse storage, Construction and Environmental Management Plan (CEMP), plant noise assessment, contamination report and kitchen odour control.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance - National Planning Policy Framework

- 4. Promoting sustainable transport
 - 7. Requiring good design
 - 8. Promoting healthy communities
 - 11. Conserving and enhancing the natural environment
 - 12. Conserving and enhancing the historic environment
- Plan making
Decision making

Exeter Local Development Framework Core Strategy

- CP5 - Student Accommodation
- CP8 - Retail Development
- CP10_- Meeting Community Needs
- CP15 - Sustainable Construction
- CP17 - Design and Local Distinctiveness

Exeter Local Plan First Review 1995-2011

- AP1 - Design and Location of Development
- AP2 - Sequential Approach
- H1 - Search Sequence
- H2 - Location Priorities

H5 - Diversity of Housing

Relevant text- Student housing will be permitted provided that:

- a) *the scale and intensity of use will not harm the character of the building and locality and will not cause an unacceptable reduction in the amenity of neighbouring occupiers or result in on-street parking problems;*
- b) *the proposal will not create an overconcentration of the use in any one area of the city which would change the character or the neighbourhood or create an imbalance in the local community;*
- d) *student accommodation is located so as to limit the need to travel to the campus by car.*

S1 - Retail Proposal

S3 - Shopping Frontages

T1 - Hierarchy of Modes

T2 - Accessibility Criteria

T3 - Encouraging Use of Sustainable Modes

C5 - Archaeology

EN2 - Contaminated Land

EN5 - Noise

DG1 - Objectives of Urban Design

DG2 - Energy Conservation

DG7 - Crime Prevention and Safety

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.

DD1 - Sustainable Development

DD12 - Purpose Built Student Accommodation

This policy seeks to protect residential amenity and to ensure that purpose built student accommodation is fit for purpose:

Purpose built student accommodation will be permitted provided the proposal:

- a) *respects, and contributes positively towards, the character and appearance of the area;*
- b) *does not result in unacceptable harm to the amenity of neighbouring residents;*
- c) *provides sufficient internal and external space for future occupiers;*
- d) *makes appropriate provision for refuse storage, operational and disabled persons parking, servicing and cycle parking;*
- e) *reduces the need to travel and would not cause unacceptable transport impacts; and,*
- f) *is accompanied by a suitable Management Plan secured by planning obligation to demonstrate how the property will be managed in the long term.*

DD13 - Residential Amenity

DD20 - Sustainable Movement

DD21 - Parking

DD25 - Design Principles

Exeter City Council Supplementary Planning Documents

Sustainable Transport - adopted March 2013

Southernhay and The Friars Conservation Area - adopted August 2002.

OBSERVATIONS

This application has received a significant number of objections, principally in respect of the demolition of the existing Honiton Inn, which represents the last historic remnant of this part of Paris Street and due to its prominent location on a main approach into the City is a well-known landmark building. Consequently the removal of the building for the redevelopment of the site requires specific attention as, although not a listed building, it is identified as making a positive contribution within the Southernhay Conservation Area. In addition, this application needs to consider the principle of a student accommodation use on the site; the proposed

design of the building in terms of height, scale, massing and external appearance and highway issues associated with the proposed bar/café and student use.

Heritage Issues

The principal issue is the degree of harm that the proposal would be considered to cause to the Conservation Area as a designated heritage asset, and whether the complete removal of the Honiton Inn and potential damage to other undesignated heritage assets is considered to be justified in this case. Para 138 of the NPPF is relevant to this case. This states that '*Not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area...should be treated either as substantial harm under para 133 or less than substantial harm under para 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area... as a whole*'. Accepting that the Honiton Inn has been identified in the appraisal as making a positive contribution, the key to evaluating the degree of "harm" that the development as proposed would cause to the significance of the Conservation Area is an assessment of the relative significance of the Honiton Inn site itself and of the latter's contribution to the significance of the Conservation Area.

The relative significance of the Honiton Inn site and buildings has been assessed against these types of heritage interest above and against the various complementary types of heritage value defined in *Conservation Principles* (Historic England, 2008). The relative significance of the Honiton Inn site is summarised as follows against the types of heritage interest and values.

Archaeological interest

Buried remains, if present, would be of at least medium archaeological interest (particularly in the case of any Roman remains or of the 17C clay pipe kiln(s)) and give evidential value to the site. However, this value is compromised in practice by the amount of ground disturbance that is evident within the site, particularly due to the reduction of the level of the car park in the 1990s and the construction of the present building.

The present buildings are of late 19th century and later date, and contain no visible indication of earlier fabric that may belong to the buildings shown on the site from the late 16th century, As such they are of low archaeological interest and of low evidential value. The boundary wall is of some archaeological interest and evidential value but its value is relatively low. In both cases any remains that do survive are not so extensive as to merit preservation *in situ*, and can be recorded in lieu of their removal via a standard planning condition.

Architectural interest

The individual building is not particularly rare as a style of architecture. In the view of the Heritage Officer it is a pastiche rather than a good example of architecture of its time. Its context is as the sole survival of the pre-war street frontage and as a visible feature on the approach to the city centre. As it is isolated, has lost its context and it does not have sufficient critical mass to be of high interest and value in this respect. If it was one of short row of pre-war buildings to survive then its interest and value in this respect would be considerably higher, particularly if some of the buildings were older in date and also had higher evidential value.

Contribution to the significance of the Conservation Area

The significance of this northern end of the conservation area is described in the appraisal as mainly deriving from the Georgian planning and surviving buildings of that or similar date concentrated along Southernhay, Dix's Field and Barnfield Crescent, with an underlay of an earlier street pattern influenced and derived from the main historic routes into the city. In contrast this northern corner of the conservation area where the Inn is located is peripheral to this, containing a series of post war office blocks of neutral or negative contribution to the character of the Conservation Area, and bounded by post war highways. The Inn is the only

pre-war building in this area and is completely divorced from the rest of the remaining historic grain and buildings of the conservation area and is of a different character and date from the predominant Georgian terraces elsewhere. Therefore in these terms it does not contribute greatly to the prevailing significance and character of this end of the conservation area.

The Heritage Officer concludes that on the basis of the above, the overall heritage values and interest of the site are considered to be predominantly low, and therefore the relative significance of the site and buildings, and its contribution to the significance of this northern part of the Conservation Area, is also assessed as low. Therefore, in these terms the removal of the Honiton Inn and its redevelopment can be classed as less than substantial harm in the context of para 138 of the NPPF.

Use of site for Student Accommodation

This application will re-establish a public house on this site and accordingly there is no objection to this element of the scheme. The principle of student accommodation in a city centre location is supported by the Core Strategy and the publication version of the Development Delivery Development Plan Document subject to certain criteria as set out in Policy DD12. Policy CP5 of the Core Strategy states that purpose built student accommodation should be provided to meet housing need. In paragraph 6.28 it states that *'75% or more of additional student numbers should be accommodated in purpose built student housing. New purpose built student housing should be located on, or close to, the University campuses, at sustainable locations at or near to major transport routes, or in the City Centre'*. Whilst a number of objections have raised concern regarding the need for additional purpose built student accommodation in the city, the University's plans for growth means that significantly more additional bedrooms will still be needed and therefore opportunities for new purpose built accommodation should be welcomed on appropriate sites. Indeed it could be argued that accommodating more students in this area would relieve the pressure for purpose built student accommodation within the residential areas closer to the University, such as St James. Consequently it is considered that, in principle, the site represents a suitable location for student accommodation use.

Employment site

The site is located within the Southernhay area, which is identified in the Core Strategy as an area designated for employment use, principally for office (B1) use. Policy CP2 seeks to retain employment uses in these locations. However the current use of the site is as a public house with associated car park and although the building is currently vacant, this represents the authorised use of the site and therefore the change to an alternative use, in this case for student accommodation, would not represent a loss of an employment premise. In addition, it is relevant to consider paragraph 22 of the NPPF which states that *'...planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose...'* This site has been vacant for a number of years and therefore represents such as site. There appears to be little prospect that it will return to its previous state. As previously stated student use can be acceptable in a City Centre location subject to certain criteria being fulfilled and in this instance is policy compliant. Clearly the continuation of a public house on the site represents no change to the authorised use of the site and would therefore be acceptable.

Design of Building

As previously stated the Honiton Inn, although not listed, makes a positive contribution to Conservation Area. It is therefore important that the replacement building creates a high quality addition to the area. The prominent location of the site requires the resultant building to provide a positive frontage to both Paris Street and Western Way. In addition, the building needs to take account of the close relationship with neighbouring office buildings within Southernhay and the change in levels, as this site is located at the bottom of Paris Street. To aid the design process the applicant has sought the comments of the Devon and Somerset Design Review Panel which is encouraged by the National Planning Policy Guidance and

Planning Practice Guidance 'Design' which states that '*...schemes that have been through the design review process, and have developed positively in responses to recommendations from the design review panel are less likely to be refused planning permission on the grounds of poor design...*'. This guidance goes on to say that local planning authorities are required to have regard to the recommendations of the Panel in assessing applications. The Design Review Panel was generally supportive of the approach being taken by the applicant subject certain modifications. Since this meeting the applicant has revised the plans following the Panel's comments and further amendments have been made since the submission of the application to address specific concerns raised in respect of the building's height, external appearance and related highway issues.

The applicant's Design and Access statement provides the design principles which this application has followed. These are reproduced in the section 'supporting information supplied by the applicant'. The buildings have been specifically designed to reflect the external appearance adopted by many of the existing buildings located in Southernhay. The predominant use of red brick with a mansard roof is a reoccurring theme and therefore it is logical for the proposed building to reflect this approach. The height, scale and massing of the proposed building has been carefully considered and revisions have been made during the course of the application. In particular, the overall height of the building has been reduced by one storey to create a more sympathetic relationship with the existing buildings fronting this side of Paris Street; to emphasise the reduction of levels onto Western Way and in relation to the existing buildings behind. The revised plans are now considered acceptable and meet these design objectives whilst still taking suitable account of its relationship with existing buildings in terms of loss of outlook and overlooking. Whilst the Design Review Panel considered that a higher building of two or three stories on the site should be pursued, it is considered that the design is appropriate as now proposed with the higher zinc tower providing the necessary elevational interest this gateway site requires and avoids the need for a taller building across the site which the Panel was seeking. It is therefore considered that the overall design of building would make a positive addition to this prominent corner site and represent a building which is more appropriate than the existing public house given its existing context which is now characterised by larger office buildings.

The building does seeks to retain a café/pub on the ground floor, which is to be welcomed. The continuation of the use and the creation of double height glazing will ensure the re-introduction of an active street frontage, which has been absent from this site for several years. Following the completion of the new leisure centre opposite it is considered that a significant increase in activity in this area will be created, which is viewed positively. Additionally, benefits arising from the building include measures to improve its wildlife attractiveness, namely the inclusion of swift nesting boxes and the incorporation of green roofs. The Design and Access statement also provides details to highlight the flexibility of the building's layout which could result in the creation of 2/3 bedrooms flats in place of the student accommodation and consequently enable the building to adapt to future changing accommodation needs for the area.

Highway Issues

The application includes two on-site parking spaces and associated turning area, which in conjunction with a student management plan to control student arrival and departure times is considered acceptable by the highway officer. In addition, the application proposes internal cycle storage for 90 cycles and external cycle storage is provided alongside and behind the proposed new cafe/bar. The revised plan also includes the provision of a new lay-by, at the request of the highway officer, in front of the building which will provide a delivery area for the cafe/bar and avoid the need for reversing onto to Paris Street from the side access road. Accordingly no objection is raised in highway terms subject to completion of a Section 106 agreement for the lay-by and a student management scheme and suitable conditions to ensure the cycle provision for the site is provided.

Summary

In summary, whilst the demolition of the Honiton Inn is regrettable, its condition is deteriorating and will increasingly be seen as 'tired' building within the streetscene. Although it is clear from the numerous letters received it was once a popular meeting place, the building has been vacant for several years and there seems little prospect of it being brought back to its former state. The building is not listed and although as previously identified as a positive building within the Conservation Area, the context of the site has and is changing, particularly with the new leisure centre development proposed opposite. The mixed use scheme will re-introduce a new cafe/car which will add the vitality of the area and provide student accommodation which is needed and appropriate in this city centre location. The design of the building creates the necessary presence demanded by this gateway site and will be sympathetic to the character and appearance of existing buildings within Southernhay and its Conservation Area designation. Accordingly it is considered this application should be approved.

The application will require a financial contribution towards the delivery of district heating in the area which will be included within the Section 106 agreement. The creation of 3131 sq metres of student accommodation will equate to approximately £159,990 in CIL based on 2017 figure of £51.07 per sq metre. In addition the development will expect approximately £60,000 in New Homes Bonus at current rates of 4 years with no abatement.

DELEGATION BRIEFING

25 October 2016 - Members were advised that the number signatories to a petition "Save the Honiton Inn" was likely to exceed 1,700 which together with 25 objections all opposed to the loss of the Honiton Inn. The building is not listed but lies within a Conservation Area, and identified as having a positive contribution.

A fundamental consideration of the application would be to assess whether there was merit in retaining the building, given its current condition, against a new development of improved quality, which meet the requirement of new build in a Conservation Area - namely to preserve and enhance its character and appearance. Members accepted that a student development in the City would accord with policy in terms of use. However with regard to the design, Members expressed the view that it was too high and requested that it be reduced. It was noted that the Design Review Panel had suggested that the building could be taller to provide an entrance feature to the City Centre. Members also requested a balloon test. (*The Agent has since amended the plans to show a more detailed relationship with the neighbouring buildings*). Members were advised that the application would be reported to the Planning Committee.

RECOMMENDATION

Subject to the completion of a Section 106 Agreement securing a Student Management Plan and a financial contribution towards the delivery of District Heating in the area and a Traffic Regulation Order.

APPROVE the application subject to the following conditions:-

- 1) C05 - Time Limit - Commencement
- 2) C15 - Compliance with Drawings
- 3) C17 - Submission of Materials

- 4) C57 - Archaeological Recording
- 5) The demolition hereby approved shall not be carried out until a building contract has been entered into for the erection of the replacement building permitted by this planning permission and satisfactory evidence to that effect has been produced to the Local Planning Authority.
Reason: In the interests of the appearance of the Conservation Area.
- 6) The residential accommodation shall be constructed with centralised space heating and hot water systems that have been designed and constructed to be compatible with a low temperature hot water District Heating Network in accordance with the CIBSE guidance "Heat Networks: Code of Practice for the UK". The layout of the plant room, showing provision for heat exchangers and for connection to a District Heating Network in the Highway shall be submitted to and approved in writing by the Local Planning Authority and the approved details shall be implemented on site unless otherwise agreed in writing.
- 7) No part of the development hereby approved shall be brought into its intended use until the loading bay as indicated on *Drawing Number 1188/PL05 Rev B* (of at least 2.5m in width) on Paris Street, and raised pedestrian crossing at the vehicular access have been provided in accordance with details and specifications that shall previously have been submitted to, agreed and approved in writing by the Local Planning Authority.
Reason: To provide suitable facilities for the traffic attracted to the site.
- 8) No part of the development hereby approved shall be brought into its intended use until secure cycle parking facilities as indicated on *Drawing Number 1188/PL05 Rev B* and an external door into the cycle store, have been provided and maintained in accordance with details that shall have been submitted to, and approved in writing by, the Local Planning Authority and retained for that purpose at all times
Reason: To provide for sustainable transport and ensure that adequate facilities are available for the traffic attracted to the site,
- 9) No development shall commence until a noise assessment report, including noise from the any plant machinery has been submitted to and approved in writing by the Local Planning Authority providing details of any sound insulation measures and mitigation measures required and shall thereafter be provided in accordance with such details:
Reason: Insufficient information has been submitted with the application and in the interests of future residential amenity.
- 10) No development shall take place, including any works of demolition, until a Construction and Environment Management Plan (CEMP) has been submitted to, and approved in writing by, the Local Planning Authority. Notwithstanding the details and wording of the CEMP the following restrictions shall be adhered to:
 - a) the parking of vehicles of site operative and visitors
 - b) loading and unloading of plant and material;
 - c) storage of plant and materials used in the constructing the development;
 - d) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
 - e) wheel washing facilities;
 - f) measures to control the emission of dust and dirt during construction;
 - g) a scheme for recycling/disposing of waste resulting from demolition and construction works
 - h) construction work shall not take place outside the following times; 8am to 6pm (Mondays to Fridays); 8am to 1pm (Saturdays); nor at any time on

Sundays, Bank or Public Holidays.

Reason: In the interests of the occupants of nearby buildings.

- 11) Before the cafe/bar hereby permitted opens, a scheme for the installation of equipment to control the emission of fumes and smell from the cafe/bar use shall be submitted to, and approved in writing by, the Local Planning Authority and the approved scheme shall be implemented. All equipment installed as part of the scheme shall be thereafter be operated and maintained in accordance with the manufacturer's instructions.

Reason: To protect the amenity of nearby occupants.

- 12) Unless otherwise agreed in writing by the Local Planning Authority the building hereby approved shall achieve a BREEAM 'excellent' standard as a minimum, and shall achieve 'zero carbon' if commenced on or after 1st January 2019. Prior to commencement of development of such a building the developer shall submit to the Local Planning Authority a BREEAM design stage assessment report to be written by a licensed BREEAM assessor which shall set out the BREEAM score expected to be achieved by the building and the equivalent BREEAM standard to which the score relates. Where this does not meet the BREEAM minimum standard required by this consent the developer shall provide prior to the commencement of development of the building details of what changes will be made to the building to achieve the minimum standard, for the approval of the Local Planning Authority to be given in writing. The building must be completed fully in accordance with any approval given. A BREEAM post-completion report of the building is to be carried out by a licensed BREEAM assessor within three months of substantial completion of the building and shall set out the BREEAM score achieved by the building and the equivalent BREEAM standard to which such score relates.

Reason: To ensure that the proposal complies with Policy CP15 of Council's Adopted Core Strategy and in the interests of delivering sustainable development. The design stage assessment must be completed prior to commencement of development because the findings may influence the design for all stages of construction.

- 13) Prior to occupation of any dwelling hereby approved, details of provision for nesting swifts shall be submitted to and approved in writing by the Local Planning Authority in consultation with the RSPB. Upon written approval of the details, the scheme shall be fully implemented as part of the development and retained thereafter.

Reason: In the interests of preservation and enhancement of biodiversity in the locality.

- 14) C70 - Contaminated Land

- 15) No part of the development hereby permitted shall be commenced until the detailed design of the proposed permanent surface water drainage management system has been submitted to, and approved in writing by, the Local Planning Authority, in consultation with Devon County Council as the Lead Local Flood Authority. The design of this permanent surface water drainage management system will be in accordance with the principles of sustainable drainage systems, and those set out in the Drainage Strategy Statement (Report Ref. -, Rev. P01, dated November 2016) and the Strategic SW Drainage Layout Drawing (Drawing No. 1004, Rev. P01, dated 28th November 2016).

Reason: To ensure that surface water runoff from the development is managed in accordance with the principles of sustainable drainage systems.

- 16) No part of the development hereby permitted shall be commenced until details of

the exceedance pathways and overland flow routes across the site in the event of rainfall in excess of the design standard of the proposed surface water drainage management system have been submitted to, and approved in writing by, the Local Planning Authority, in consultation with Devon County Council as the Lead Local Flood Authority.

Reason: To ensure that the surface water runoff generated from rainfall events in excess of the design standard of the proposed surface water drainage management system is safely managed.

17) C57 - Archaeological Recording

18) Notwithstanding condition no 2, no work shall commence on site under this permission until full details of the cafe/bar refuse area have been provided has been submitted to and approved in writing by the Local Planning Authority and thereafter be provided in accordance with such details:

Reason: Insufficient information has been submitted with the application and in the interests of amenity.

19) No development shall commence until an air quality assessment report, has been submitted to and approved in writing by the Local Planning Authority providing details of any mitigation measures required and shall thereafter be provided in accordance with such details:

Reason: Insufficient information has been submitted with the application and in the interests of future residential amenity.

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