

COMMITTEE DATE: 19/03/2018

APPLICATION NO:

17/1658/VOC

APPLICANT:

Mr Cryer

PROPOSAL:

Variation of condition 2 of planning application 16/1210/03 granted permission on 12 April 2017 to allow for the reduction/removal of areas of communal space to be replaced with 12 additional bed spaces.

LOCATION:

Honiton Inn
74 Paris Street
Exeter
Devon
EX1 2JY

REGISTRATION DATE:

20/10/2017

EXPIRY DATE:

17/1658/VOC

Honiton Inn, 74 Paris Street, Exeter City Council

Variation of Condition 2 of planning application 16/1210/03

HISTORY OF SITE

Planning permission was granted in April 2017 (ref no, 16/1210/03) to demolish the existing Honiton Inn 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; an additional three storeys (floors 1, 2 and 3) extending the complete depth of the site containing a total of 24 bedrooms on each floor; an additional storey (floor 4) containing 18 bedrooms; a further storey (floor 5) containing 13 bedrooms and a final storey (floor 6) with 4 bedrooms. The total number of bedspaces was 107.

The predominant approved building material is red brick for the tower and the top two floors of the building fronting Western Way constructed of zinc cladding.

The application proposed to include two parking spaces, 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 was approved 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 were approved for student use within the building and further 15 cycle parking stands proposed behind the cafe/bar and alongside the entrance to the student accommodation.

It is understood from the applicant that work is intended to start shortly on the demolition of the existing building and redeveloped in line with this approved planning permission.

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 Honiton Inn has been vacant for approximately 10 years, although the associated car park to the rear is still being used.

This variation of condition application proposes additional studio flats instead of the approved gym/cinema, which would result in some modest external changes at ground floor level. However the overall height, scale, massing and design of the building remains unaltered from the scheme approved in April 2017. The main changes are internal to facilitate an increase in the total number of bedspaces from 107 to 119. This involves the removal of the previously approved gym and cinema at ground floor level to create four studio flats. On the first, second and third floor two additional bedrooms have been added in the 8 person cluster flats by the reduction in the communal area from approximately 37 sq m to 25 sq m. On the fourth and fifth floor internal configuration has resulted in the creation of an additional flat on each floor with the reduction of the communal area by approximately 12 sq metres for the 8 person cluster flats. In total the internal reconfigurations have resulted in the creation of 12 additional flats overall.

The bar/restaurant to the front of the building will remain unchanged as a result of this application.

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.

REPRESENTATIONS

No representation have been received in connection with this application

CONSULTATIONS

The County Head of Planning Transportation and Environment comment that this site forms an expansion of a previously approved student accommodation development. This application is only for an additional 12 bed spaces and circumstances have not significantly changed at this location since the previous submission. Therefore, it is recommended that the observations/conditions that were recommended for the previous application still apply.

However, the revised ground floor plan suggest that the number of secure cycle spaces has now reduced from 90 spaces to 88, despite a net increase of 12 rooms. Although such decrease is not desired, the number of secure cycle spaces still exceeds the standard set out in the Sustainable Transport SPD. In addition, the plans indicate that the cycle parking facilities to the side of the building are missing from the previously approved ground floor plan – these should be included in the revised plan.

Finally, the applicant is also advised to update the student management/travel plan to take into account the increase in rooms proposed. Subject the conditions recommend as part of the original application no objections are raised.

Exeter University Student Guild comment that they do not see the removal of internal amenities to be a problem in its own right. One of their campaigns is affordable accommodation and this assumes that the rents will now be cheaper than they would have been had they had a gym/cinema etc. Communal areas are however very important as these spaces are invaluable in reducing isolation and helping building a sense of community. This is especially important to International students. The Guild would like the developers to make due consideration for the

need of adequate communal space (internal) and consider it an essential rather desirable part of building student accommodation.

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
- 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
- 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

The planning approved granted in April 2017 allows for the demolition of Honiton Inn and redevelopment of the site for bar/restaurant and accommodation for 107 students. This application will result in no change to the height, scale and overall design of the new building but there will be some alterations to the ground floor elevation facing towards Western Way. Although the scheme will result in the increase in student bedspaces by 12 this is not considered significant within the overall scheme and increased student number is supported by CP5 of the Core Strategy. Consequently there is no objection in principle to the increase in student numbers on this site.

Members have requested further information in respect for the supply and demand for student accommodation within the city. Whilst a fuller report will be presented to members and made publicly available some key information can be provided now which should help members contextualise the proposal.

- The total number of students at the University for the 2015/16 academic year (the latest year for which figures are available) is 21,691.
- This figure represents an increase of 5971 since the Council adopted its University SPG in 2007.
- During the same period the number of bed spaces in student accommodation has increased from around 4000 to 8500.
- The number of council tax exempt homes (a proxy for student HMOs) remains fairly constant over the past few years. In May 2011 (the first year this data was collected) the figure stood at 2,120 whilst the figure for February of this year was 2080 an increase of 50 since the data was last collected in June 2016.

One may draw a number of conclusions from this data but the figures suggest that PBSA has largely accommodated the growth in student numbers over the last decade or so. One assumes they would have been housed in HMOs had the PBSA not been delivered.

Going forward it is expected that the growth in student numbers will reduce to around 350 annually and that the supply of PBSA will outstrip this. (There are 1114 bed spaces under construction and another 2279 consented). The market believes that these new developments will provide an alternative to the "traditional" HMOs and the change in emphasis in new schemes away from single studios to cluster flats is clearly aimed at encouraging such a trend. Such a shift could deliver the policy objective of releasing former family homes back into the open market.

Consequently the principal issue relating to this application is concern regarding the loss of the previous approved facilities on the amenities available for future occupants, particularly in respect of the reduction of the communal areas for some of the cluster flats.

Members at the Delegation Briefing echoed by comments received by the Exeter University Student Guild have raised concern about the loss of the communal areas, in regard to the impact this could have on future student's wellbeing. Whilst the application does not involve the complete removal of the communal area for the cluster flats, it will reduce each of the affected areas by approximately 12 sq metres to 25 sq metres in total. Whilst the need for residents to have sufficient internal space to feel comfortably within their homes is enshrined with the Council's Residential Design SPD and National Guidance Technical Housing Standards, this

does not relate to student accommodation. Consequently there are no defined internal standards or national or local planning policies, against which a reason for refusal can be justified. Whilst the concerns regarding student wellbeing is understood and clearly important this can only effectively be addressed through the proper management of the student flats operators as required by the Section 106 agreement.

Accordingly although the issue of student wellbeing is important there are no planning policy to substantiate a reason for refusal. Whilst the NPPF includes a section 'Promoting healthy communities' this relates to external factors rather than internal space standards. The concerns of Members and the Student Guild regards student welfare have been reported to the applicant. However it is considered that the increase in student numbers represents a more efficient use of the site and will help to address the need for further student accommodation within the city and accordingly should be approved

As with the previous application this scheme 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 result in the increased from the previous amount of £159,990 to £174,991.59 in CIL due to the 2018 figure now being increasing from £51.07 to £55.89 per sq metre.

DELEGATION BRIEFING

19 December 2017 – The case officer explained that the application had been previously been reported to a delegation briefing and Members had requested that the Exeter Student Guild be notified for comment given the loss of internal amenity space from the originally approved application.

The student's guild had commented that they had no objection to the loss of the gym and cinema, which could result in more affordable rents. However they did raise objection to the reduction in the communal area for the clusters flats as these were importance for student's overall well-being. Members agreed with this concern and the general feeling was that as submitted the application should be refused on loss of internal amenity.

Following this meeting the case officer reported Member's concerns back to applicant however they were unwilling to make further revision to reinstate the communal areas and wished the application to be determined as submitted.

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) The development to which this permission relates must be begun before 12 April 2020.

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 October 2017 (dwg. nos 1188 PL05 rev *; PL06 rev C; PL07 rev B; PL09 rev B; PL10 rev *; PL11 rev *; PL12 rev C; PL13 rev *; PL14 rev A and PL15 rev C) as modified by other conditions of this consent.

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

3) Samples of the materials it is intended to use externally in the construction of the development shall be submitted to the Local Planning Authority and the development shall not be started before their approval is obtained in writing and 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.

4) 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: To ensure the appropriate identification, recording and publication of archaeological and historic remains affected by the development.

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.

Reason: To ensure that the proposal complies with Policy CP14 of Council's Adopted Core Strategy and in the interests of delivering sustainable development.

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 manufacturers 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) No development shall take place on site until a full investigation of the site has taken place to determine the extent of, and risk posed by, any contamination of the land and the results, together with any remedial works necessary, have been agreed in writing by the Local Planning Authority. The building(s) shall not be occupied until the approved remedial works have been implemented and a remediation statement submitted to the Local Planning Authority detailing what contamination has been found and how it has been dealt with together with confirmation that no unacceptable risks remain.

Reason: In the interests of the amenity of the occupants of the building(s) hereby approved.

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) 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.

18) 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.

19) 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 planning permission no. (enter) 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.

INFORMATIVES

1) In accordance with paragraphs 186 and 187 of the National Planning Policy Framework the Council has worked in a positive and pro-active way with the Applicant and has negotiated amendments to the application to enable the grant of planning permission.

2) The Local Planning Authority considers that this development will be CIL (Community Infrastructure Levy) liable. Payment will become due following commencement of development. A Liability Notice is attached to this decision notice.

It is also drawn to your attention that where a chargeable development is commenced before the Local Authority has received a valid commencement notice (ie where pre-commencement conditions have not been discharged) the Local Authority may impose a surcharge, and the ability to claim any form of relief from the payment of the Levy will be foregone. You must apply for any relief and receive confirmation from the Council before commencing development. For further information please see www.exeter.gov.uk/cil.

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

