

**COMMITTEE DATE:** 03/09/2018

**APPLICATION NO:** 18/0998/RES  
**APPLICANT:**  
**PROPOSAL:** Approval of the details of the proposed 250 bed hotel i.e. for the reserved matters of scale, layout, appearance and landscaping (pursuant to outline planning permission granted on 26th June 2018, reference 17/0665/OUT).  
**LOCATION:** Sandy Park Lodge (Formerly Primrose Orchard) Old Rydon Lane, Topsham, Exeter, Devon, EX2 7JP  
**REGISTRATION DATE:** 28/06/2018  
**EXPIRY DATE:**

**HISTORY OF SITE**

98/0135/03 -	Single-storey front and rear extension, detached double garage to replace existing, additional access to highway and ancillary works	PER	05/03/1998
02/1826/01 -	Detached bungalow (all matters reserved for future consideration).	REF	23/01/2003
05/0255/03 -	Ground floor extension on east elevation	PER	07/04/2005
17/0665/OUT -	Demolition of Existing Bungalow to allow construction of New Hotel with up to 250 Bedrooms and associated facilities including new pedestrian foot Bridge link as main entrance at high level via Sandy Park Stadium Car Park. (Outline application with all matters reserved)	PER	26/06/2018

**DESCRIPTION OF SITE/PROPOSAL**

The application site comprises a single storey detached residential property and curtilage on the south side of Old Rydon Lane. The site, which is triangular in shape, is located opposite existing car parking serving the Sandy Park Stadium which lies to the north of the site. The south-east boundary of the site abuts the embankment of the M5 motorway. The site has outline planning permission for a hotel.

Approval is now sought for the 'reserved matters' comprising the appearance, landscaping, layout and scale of the proposed hotel. The access arrangements to serve the hotel were not reserved and were approved as part of the outline planning permission and the current reserved matter application is consistent with the outline approval.

The submitted reserved matter application comprises a 250 bedroom hotel with associated ancillary gym/spa facilities, meeting rooms, coffee bar/lounge and roof level bar/kitchen/restaurant extending over 9 floors.

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

The application is accompanied by the following supporting documents –

- Design & Access Statement
- Site Travel Plan
- Air Quality Assessment
- Noise Impact Assessment
- Landscape and Ecology Management Plan
- BREEAM Guidance note GN13: Relating ecologist's report and BREEAM
- Drainage Strategy Statement
- Statement of Archaeological Potential, Impact and Mitigation
- Car Park Management Plan
- BREEAM New Construction 2014 (Other: Hotel) Pre-assessment Report
- Match Day Access Strategy
- Waste Audit Statement

### **REPRESENTATIONS**

54 letters of representation have been received raising the following issues –

- Concern about access arrangements – impact on Old Rydon Lane and Newcourt Way which has already experienced increased problems since opening of IKEA
- Old Rydon Lane – narrow and inappropriate for any access associated with Hotel, especially HGVs – lack of footpaths/passing places
- Necessity of measures to prevent service vehicles from being able to turn right into hotel site from Old Rydon Lane – why has traffic island been dropped?
- Traffic generation – question basis of outline decision
- Will exacerbate existing highway problems/dangers with consequent safety implications for all road users
- Advocate all traffic associated with hotel to access via A379/Sandy Park
- Increase parking pressures in surrounding residential area
- Lack of adequate parking facilities
- Need for residents' parking to be brought in locally
- Cycle infrastructure/parking including electric bike charging facilities
- Need for double yellow lines in Old Rydon Lane
- Noise pollution from traffic
- How will construction be managed?
- Adverse visual impact – too high

## **CONSULTATIONS**

**Environmental Health** – Recommend condition regarding kitchen ventilation system details.

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

*“At this stage, we object to this planning application because we do not believe that it satisfactorily conforms to Policy CP12 (Flood Risk) of Exeter City Council’s Core Strategy (2012) which requires all developments to mitigate against flood risk and utilise sustainable drainage systems, where feasible and practical. The applicant will therefore be required to submit additional information in order to demonstrate that all aspects of the proposed surface water drainage management system have been considered.*

*In the absence of a finalised surface water drainage strategy, the applicant should submit an alternative attenuation based strategy including calculations.*

*When borehole infiltration testing and groundwater monitoring is complete, results should be submitted along with the trial pit infiltration testing results.*

*The applicant should also note that in accordance with the SuDS Management Train, surface water should be managed at source in the first instance. The applicant will therefore be required to explore the use of a variety of above-ground source control components across the whole site to avoid managing all of the surface water from the proposed development at one concentrated point (e.g. a single attenuation pond). Examples of these source control components could include permeable paving (which could be underdrained), formalised tree pits or other bioretention features such as rain gardens, as well as green roofs, swales and filter drains.*

*The applicant must submit 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 surface water drainage management system.*

*However, following the publication of the Flood Risk Assessments: Climate Change Allowances document (dated 19th February 2016) by central government, the applicant will be required to use a climate change uplift value of 40% when sizing the proposed surface water drainage management system for this development.”*

**Highways England** – Comment as follows –

*“Thank you for providing Highways England with the opportunity to comment on the details submitted in support of reserved matters and planning conditions for the Sandy Park Hotel development. Of particular interest to us are those documents submitted in support of:*

*Condition 5 – surface water management*

*Condition 6 – MS boundary landscaping*

*Condition 7 - updated site wide travel plan*

*Condition 8 – Match Day Access Strategy*

*Condition 5 – Surface Water Management*

*We have noted the drainage strategy statement prepared by Sands. This would suggest that whilst they have considered the potential interaction of surface water drainage with Highways England’s drainage asset, the likely design is going to involve an underground storage feature which then connects to a SWW drain.*

*On the basis of this statement, there would appear to be no issues in relation to the impact on highways drainage systems at this time. However, as the actual drainage designs have not yet been completed and the proposed hardworks plan shows a lot of permeable paving, we would be interested to see how they will connect that drainage to an underground storage feature as opposed to leaving surface water it to infiltrate towards the motorway. We will therefore need to review the final drainage plan once submitted before we can consider the discharge of condition 5.*

*Condition 6 – MS boundary landscaping*

*We have reviewed the information provided within the planting plans reference 528/02 Rev A and 528/03 Rev A. We are generally satisfied with the proposed band of woodland planting within the length of the development site adjacent to the motorway boundary.*

*However, in order to ensure that the planting does not cause future maintenance issues we would recommend some variations to the proposed planting mix as follows:*

- no Pinus sylvestris (Scots pine) or Betula pendula (Silver birch) should be planted within 10m of the highway boundary;*
- remove Quercus robur (oak) as this is too big a species for a planting belt;*
- reduce the levels of Crataegus monogyna (at high numbers this species creates access difficulties) and Corylus avellana (which requires intensive maintenance if future problems are to be avoided);*
- increase the levels of Ilex aquifolium (say by 10%);*
- introduce Tilia cordata (small leaved lime) - which is aesthetic, easy to manage, relatively quick to grow but stable; and*
- introduce Taxus baccata (yew) and Malus sylvestris (wild crab apple) - both of which are excellent screening plants with high ecological value and good aesthetics.*

*We would therefore welcome sight of a revised planting plan prior to recommending the discharge of condition 6.*

*Condition 7 – Updated site wide travel plan & Condition 8 – updated Match Day Access Strategy*

*We have identified a number of issues with the updates to both the Travel Plan and Match Day Access Strategy. We are currently in dialogue directly with the applicant to address these issues and further revisions are expected to be submitted in due course.”*

**East Devon District Council** – Comments awaited.

**Devon and Somerset Fire & Rescue Service** – Comment as follows –

*“I sent observations to the previous consult (17/0665) which can be found below, which still apply. In addition to those observations my points below also apply:*

*Access for Emergency vehicles is only found at level -2, based on this single access point will requirements of BS 9999 or ADB be met.*

*My areas of concern relate to the following requirement from Approved Document B (which similar requirements will be also in BS 9999). The focus for now is on B5 Access and*

*Facilities for the Fire and Rescue Service and the requirements of each section are met. Please provide details of how those requirements will be met.*

*There is no objection on our part as long as the hotel design is in line with the appropriate guidance/standards for new build commercial premises. Documents normally used are Approved Document B or BS9999.*

*The key aspects at this stage of the process is to ensure suitable and adequate access for fire service vehicles along with sufficient water supplies. (In line with the guidance mentioned above)*

*Due to the height of the hotel, consideration must be given to access for High reach appliances, including suitable turning circles as required.*

*At this stage we would also recommend the installation of sprinklers for a development of this size.*

*It should also be noted that access is unavailable to all sides of the building.*

*Finally we are happy to consult on the hotel fire safety design/fire safety strategy as part of the ongoing process or as a pre-consultation.”*

**County Head of Planning, Transportation and Environment (Highways) – Formal comments awaited.** Informally it is understood that DCC as Highway Authority have no objection to the proposals and are awaiting minor clarification over some detailed elements of the proposal.

## **PLANNING POLICIES/POLICY GUIDANCE**

### **Central Government Guidance**

National Planning Policy Framework (NPPF):-

2. Achieving sustainable development
4. Decision-making
6. Building a strong, competitive economy
7. Ensuring the vitality of town centres
8. Promoting healthy and safe communities
9. Promoting sustainable transport
11. Making effective use of land
14. Meeting the challenge of climate change, flooding and coastal change
15. Conserving and enhancing the natural environment

### **Exeter Local Development Framework Core Strategy 2012**

- CP1 – Spatial approach
- CP9 – Strategic transport measures to accommodate development
- CP10 – Meeting Community Needs
- CP11 – Pollution and air quality
- CP12 – Flood risk
- CP14 – Renewable and low carbon energy
- CP15 – Sustainable design and construction
- CP16 – Strategic green infrastructure
- CP17 – Design and local distinctiveness
- CP18 – Infrastructure requirements and developer contributions
- CP19 - Strategic Allocations

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

AP1 – Design and location of development  
AP2 – Sequential approach  
T1 – Hierarchy of modes of transport  
T2 – Accessibility criteria  
T3 – Encouraging use of sustainable modes of transport  
T10 – Car parking standards  
C5 – Archaeology  
EN2 – Contaminated land  
EN3 – Air and water quality  
EN4 – Flood risk  
EN5 – Noise  
DG1 – Objectives of urban design  
DG2 – Energy conservation  
DG7 – Crime prevention and safety

## **Development Delivery Development Plan Document (Publication Version):-**

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

DD1 - Sustainable Development  
DD13 - Residential Amenity  
DD17 - Hotels  
DD20 - Sustainable Movement  
DD21 - Parking  
DD25 - Design Principles  
DD26 - Designing Out Crime  
DD28 - Heritage Assets  
DD30 - Green Infrastructure  
DD31 - Biodiversity  
DD33 - Flood Risk  
DD34 - Pollution

## **Exeter City Council Supplementary Planning Documents**

Archaeology and Development SPG 2004  
Planning Obligations SPD 2009  
Sustainable Transport SPD 2013

Other documents

Exeter Hotel Study 2007

## **OBSERVATIONS**

### **Background**

Outline planning permission (application reference no. 17/0665/OUT) for a hotel with up to 250 bedrooms and associated facilities including a new footbridge providing pedestrian access from

Sandy Park Stadium car park was granted on the 26<sup>th</sup> June 2018 following completion of a S106 Agreement. This has established the principle of this site being acceptable for a hotel comprising up to 250 bedrooms.

Access to serve the hotel was not one of the matters reserved for subsequent approval at the outline stage and the access arrangement were therefore approved at that time. The access arrangements forming part of the outline approval and agreed time comprise the following –

- A vehicular access from Old Rydon Lane into the site for servicing vehicles and access to staff only parking facilities,
- Parking on the Sandy Park Stadium site allocated specifically for the use of hotel guests with a pedestrian bridge over Old Rydon Lane directly into the hotel,
- A 3 metre wide footpath across the frontage of the site on Old Rydon Lane together with road crossing (secured by a planning condition)
- Introduction of a one way system (east bound only) along a stretch of Old Rydon Lane between the railway bridge and the site (this is secured by a planning condition and facilitated by a contribution towards the costs of implementation via a S106 Agreement).

These access arrangements were considered acceptable to serve the development by the Highway Authority and subsequently formed part of the outline planning permission. Consequently the access arrangements to serve the development are not up for reconsideration as part of this application. Therefore whilst the majority of representations/objections received relate to highway matters, this element of the proposal has already been considered and determined acceptable.

Many of the representations refer to a proposal for a traffic island preventing a right turn for westbound traffic on Old Rydon Lane into the staff car park/servicing area for the hotel having been dropped from the proposals and consider this to be an essential pre-requisite to the acceptability of the scheme. For clarity, although this proposed at one stage by the applicant it was not considered an essential element of the access arrangements to serve the hotel by the Highway Authority and did not form part of the approved access arrangements. Therefore the representations referring to this having been dropped from the scheme are factually incorrect. Notwithstanding this the applicant has indicated that they would be willing to include such an arrangement if it was required by the Highway Authority and can be accommodated within the highway without compromising the delivery of the overall development. This matter will be discussed further with the Highway Authority as part of their consultation on the reserved matters application.

#### Reserved Matters for which approval is sought

##### Scale

The reserved matter application submitted is consistent with the parameters established through the outline consent. The proposal comprises a 250 bedroom hotel with associated ancillary facilities, on site staff parking and servicing with direct access from Old Rydon Lane and designated customer parking on the Sandy Park stadium site with a pedestrian bridge over Old Rydon Lane providing the main access into the hotel itself. The building extends over 9 floors and essentially adopted an L-shaped form with the principle elevation fronting Old Rydon Lane. The submitted sections demonstrate that the overall height of the building will be comparable to the roof of the rugby stadium. Given the extent of the application site, and surrounding constraints such as existing landscaping, it is inevitable that a hotel comprising 250 bedrooms

on this site would comprise a building of significant height. However, in the context against which it would be viewed from surrounding vantage-points, i.e. the substantial building comprising the stadium itself and the changing character of this area of the city edge as part of the Newcourt Strategic Allocation (Core Strategy policy CP19), the scale and massing proposed is considered acceptable. It will also serve as a landmark building viewed from the adjacent motorway and clearly mark the arrival at the City.

## Layout

The building is located in close proximity to the road frontage. The lower ground floor is partially dug into the ground and is therefore not visible from Old Rydon Lane. It has level access from the staff parking and servicing area to the rear of the building and incorporates plant areas, bin store, staff facilities, and a gym/spa for guests. The ground floor (level with Old Rydon Lane) and first floor each contain 43 bedrooms arranged either side of a central corridor, together with back of house storage area, 3 stairwells and lift shafts. The second floor is at the same level as the adjoining stadium car park (where the allocated hotel guest parking is situated) and is the main arrival floor for guests. It is at this level that the pedestrian bridge over Old Rydon Lane enters the building and this floor comprises, entrance lobby/reception, coffee bar/kitchen and coffee lounge, associated office accommodation and a large meeting room. Floors 3, 4, 5 and 6 are a repetition of the ground and first floor providing the remainder of the bedrooms. The top floor comprises the hotel restaurant and bar/lounge area, with associated kitchen facilities and WCs. Part of the restaurant area towards the north-east end of the building has a glazed roof light above. At the opposite end of the building (and thereby furthest away from Old Rydon Lane) part of the roof is cut away to provide an external terrace area.

Externally the staff parking and service areas are located to the rear of the building served by an access from Old Rydon Lane located to the east of the building. Consequently these elements of the proposal will be largely screened from view from public vantage-points. Confining the built form to the northern part of the site preserves the opportunity to create a landscape setting and grounds to the building.

## Appearance

Given the nature of the proposal the most efficient built form in terms of minimising the footprint of the building comprises a central access corridor serving guest bedrooms on either side. By its very nature the development also has a repetitive floor plan and distribution of windows in terms of the provision of bedrooms within the hotel. The number of bedrooms, ancillary facilities such as restaurant/bar, customer gym/spa and 'back of house' accommodation inevitably translate into a building of significant scale and height which will become a prominent addition to the local landscape.

The approach to the design of the building has sought to break up its massing through the articulation of different elements of the building and the use of a variety of materials. Principally the main entrance lobby and stairwell/lift core are pulled forward of the main building and treated in a different external material (horizontal zinc and glazing). This adds visual character to the building and creates a feature to the corner of the building. The external material for the lower ground, ground and first floors comprises stone cladding which provides a strong/solid appearance to the base of the building. The rest of the exterior of the building comprises glazed curtain walls and shaped vertical metal/aluminium fins which not only give the building a more 3

dimensional feel but also have a functional purpose in the of providing solar shading to the guest rooms.

Finally the top floor is inset from the edges of the rest of the building and comprises glazed curtain walls with an overhanging roof structure. This gives the top floor a much less solid and light appearance.

The building design also incorporates integral bat/bird boxes.

The building will be linked to the parking facilities located on the stadium site opposite by a pedestrian bridge over Old Rydon Lane. This will comprise a glazed link surrounded by metal fins similar to those used on the main structure. This approach provides a strong public entrance to the building and ties the design of this element into the overall building.

Overall the external appearance proposed is considered acceptable and will create a building of visual interest whilst at the same being an efficient design in terms of provision of the accommodation and site coverage.

### Landscaping

A hard and soft landscaping scheme has been evolved in conjunction with the design of the building. In respect of the areas around the building itself, and the staff parking /servicing areas, these will be finished in different types of pavements, which along with the incorporation of stone faced planters, will serve to break up the expanse of hard surfacing and provide an attractive setting to the building. Stone faced planters will also be provided along the edge of the customer parking facilities adjoining the bridge entrance to the hotel. This will provide an attractive public approach into the building.

A significant amount of soft landscaping is proposed comprising a native hedge bank along the site frontage and western site boundary incorporating specimen trees, shrub and tree planting within the planters referred to above, and significant woodland tree planting along the eastern boundary with the motorway, and in the southern part of the site. This will provide a landscape setting to the building, and as the planting matures a landscaped screen to the lower elements of the building when viewed from more distant vantage-points.

The landscaping along the motorway embankment boundary has been amended in response to comments from Highways England who had requested a condition requiring their approval of the scheme in the interests of the protecting the structural integrity of the motorway embankment. Subject to confirmation from Highways England that they are satisfied with the amended scheme this would also be sufficient to discharge the relevant landscaping conditions.

### Consultation responses

As well as seeking approval of the reserved matters outlined above, the submission also sought to discharge some of the conditions attached to the outline permission. However, the detailed drainage design, including surface water drainage arrangements need further consideration in the light of the consultation responses from the Lead Local Flood Authority and Highways England, so this will be dealt with separately by way a of discharge of condition application in due course. This also applies to the Travel Plan, Match Day Access Strategy and other conditions requiring approval of specific matters of detail.

In response to the consultation response from the Fire Service the applicant has confirmed that the design is compliant with the relevant Building Regulations requirements. It will incorporate a dry riser and an area has been provided within the site for a fire applicant to be stationed at the front of the building, and the staff car park to the rear could accommodate further appliances in

the event of an emergency. It has also been confirmed that the hotel will be fitted with an automatic sprinkler system.

## Conclusion

The proposal is consistent with the parameters established through the outline planning consent, both in terms of the consented number of bedrooms and the access arrangements to serve the hotel. Whilst it is inevitably a large building, and one that will become a prominent new feature in the locality visible from distant vantage-points, the proposal is considered acceptable in terms of its scale, layout, appearance and landscaping. Consequently approval of this reserved matters application is recommended.

## **RECOMMENDATION**

Approval subject to the following conditions:

- 1) 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 ##### (including dwg. nos. #####) as modified by other conditions of this consent.  
**Reason:** In order to ensure compliance with the approved drawings.
- 2) Prior to the commencement of the use hereby permitted, the kitchen ventilation system for the unit shall be installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The details shall include drawings of the location and design of the system, and information on how odour emissions shall be controlled, including abatement if necessary, and how the system shall be maintained to ensure it does not adversely affect the amenity of surrounding uses. (*The applicant should be advised that further guidance on the required information is available in annex B of the DEFRA document 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems'*)  
**Reason:** In the interests of the amenity of the area, especially nearby residential uses.

*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*