COMMITTEE DATE: 29/10/2018

APPLICATION NO:	18/1185/RES
APPLICANT:	University of Exeter and University Partnerships Programme
PROPOSAL:	Development to build student accommodation and central amenity facilities up to a maximum of 32,230 sq metres with association infrastructure (Reserved matters application for access, appearance, landscaping, layout and scale following outline permission 16/1232/OUT granted 5 July 2017).
LOCATION:	East Park , University Of Exeter, Streatham Campus, Exeter, EX4 4QJ
REGISTRATION DATE:	06/08/2018
EXPIRY DATE:	

HISTORY OF SITE

Members resolved to grant outline planning permission April 2017 for student accommodation and ancillary central amenity facilities up to a maximum of 32,230 sq metres with associated infrastructure and landscaping under application 16/1232/OUT with all matters reserved. Planning permission was approved in July 2017 following the completion of a Section 106 agreement in respect of a student management plan and financial contribution towards traffic regulations orders in the vicinity. This consent imposed specific conditions which limited the total building's floor area to 32,230 sq metres and placed restrictions on the site's development in respect of the heights of buildings; number of storeys and the developable area through three constraint plans namely the Building Heights Parameter Plan; Land Use Parameter Plan and Landscape and Biodiversity Plan.

A planning application (ref 18/1186/FUL) has been submitted to provide a temporary construction road, improvements to the southern access and associated infrastructure works to allow work to commence on the site prior to the completion of the discharge of conditions being agreed (although this would not allow the commencement of the student accommodation buildings). This application is currently being considered under delegated powers, as agreed by Members at the Delegated Briefing meeting in May 2018.

DESCRIPTION OF SITE/PROPOSAL

The application site (5.14ha) is located on the eastern side of the University of Exeter's Streatham Campus, 1.4km north of the city centre. The majority of the site is currently used as an arable field with some trees centrally located and mature landscaping alongside the west, south and east boundary and an open paddock to the north. The site slopes steeply from north to south with the higher ground to the north west of the site. The site is convex in its topography with the west, east and south east edges descending steeply into small valleys beyond the boundary of the site. The site ranges from 70 metres AOD in the south to 105 metres AOD in the north. The residential area of Pennsylvania Road and Hoopern Avenue lies to the east of the site. Alongside the western

boundary is located the University's Arboretum with Rennes Drive, the University car parking and academic buildings beyond. South of the site is predominantly University student residences which are accessed from St Germans Road. To the north of the site is an existing paddock adjacent to Higher Hoopern Lane.

This application seeks approval for all the reserved matters namely access, appearance, landscaping, layout and scale following outline planning permission granted in July 2017. The application proposes a total of 1182 study bedrooms in a variety of cluster flat sizes. Communal and ancillary facilities, including laundry and reception, cycle store, study rooms and plant are proposed across the site. The total proposed floor area is 32,199 sq metres. The development ranges from 3 storeys (approximately 10 metres in height) at the north of the site to 8 storeys (approximately 24 metres high) at the south. Cluster flats range in size from 6 to 10 beds with each flat having a shared communal kitchen. As part of the overall provision of accommodation 24 standard wheelchair accessible rooms and 10 enhanced accessible rooms are located across the whole of the site. 34 designated disabled parking bays are provided to serve these units. A total of 602 secure cycle spaces are proposed throughout the site. The main social hub is within the centrally located Block F, although no bar facility is provided on the site.

The student accommodation is arranged within a series of 11 blocks. The blocks are set against the slope of the site in a series of terraces with a central green/access section which provides stepped access through the site; spaces for informal meeting places; landscaped areas and access to some of the accommodation. The main reception and social hub are centrally located although there are number of smaller social/work spaces contained within other blocks throughout the site.

Vehicular access to the site is provided from the north and south reflecting the position as shown in the original indicative masterplan. A pedestrian and cycle only route is proposed from the north western corner of the site to run along Hoopern Farm connecting into Higher Hoopern Lane in accordance with the requirement of the outline planning consent. No student parking is proposed onsite except for disabled units although pick up/drop off areas are provided throughout the site.

The scheme contains significant areas of landscaping both formal and informal with extensive areas of meadow to the north and east of the site. The applicant has indicated that approximately 456 additional trees will be planted and the existing mature trees within the site and the existing boundary landscaping will be retained. The building blocks are proposed to be constructed on a brick plinth with rainscreen cladding on the upper levels of the building separated by a feature band. The windows are designed to be full height with distinctive metal clad ventilation panels alongside.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

Planning Statement

- The principle of development is acceptable given that planning permission has already been granted for the proposed development. The development accords with approved outline permission for the site.
- The proposed development accords with the approved outline parameters with regard to the amount, location and scale of the development in accordance with policies CP1, CP4 and CP5.
- The proposed layout and appearance of the development is of a high quality and relates well to the local context in accordance with policies CP15, CP17, AP1, DG1, DG4 and DG7.
- The development achieves an 'Excellent' BREEAM rating in accordance with the requirements set out by the outline permission and policies CP13 and CP15.

- The proposed landscape scheme is of high quality and successfully integrates the proposed buildings within the landscape in accordance with policies CP17, AP1 and LS1.
- The proposals introduce appropriate measures to reduce the impact upon the amenity of neighbouring properties in accordance with policy DG4.
- The proposal is acceptable in terms of access and highways considerations in accordance with policies CP9, T1, T2, T3, T10 and DG6.
- The proposals protect existing ecological interests and goes beyond the outline requirements for the site by enhancing the biodiversity of the site in accordance with the approved Landscape and Biodiversity Plan.
- An appropriate detailed surface water drainage management system is proposed to ensure that the development does not give rise to flooding elsewhere in accordance with policies CP12, EN3 and EN4.

Design and Access Statement
The outline application established a set of parameters for the development:-
Maximum floor area – limited to 32,230 sq metres
Building Heights Parameter Plan – limits extent of development within site; sets maximum heights ordinance datum; sets maximum storey heights (between 3 and 8 storeys).
Land use Parameter Plan – sets extent of built form; sets specific landscape requirements; establishes a green corridor (Green Spine) to preserve views & sets zone for mixed use building (social hub).
Landscape and Biodiversity Plan – identifies important trees & areas for student activity to be set within the formal landscape setting.

Overall Masterplan
- Buildings arranged across the three terraces working with the contours of the site.
- Development of the principle of the green spine to provide a series of squares that link into the terraces and building entrances.
- Upper terrace is a broad pedestrian priority zone providing access to A to J.
- 34 accessible parking bays are included around the development together with bin and cycle stores.
- Buildings A to D are 3 storey buildings accessible from the pavement whereas E to J vary in height from 4 to 6 storeys and area accessed via a bridge at level 2
- Mid square lies to the east of the main hub and provides a space where a range of external activities can take place, for example coffee stand, pop up markets etc. From this square buildings F, G and K can be accessed.
- Lower Square provides access to building L and is the lowest point of the green spine. This is another area where outdoor activities can take place.
- 2 access points to the site from the north and the south. Both routes facilitate access for fire and refuse as well as access to designated accessible parking. The northern route will also facilitate delivery access to the main hub.
- Both access routes will cater for pedestrians and cyclist as well as vehicles.
- Pedestrians can move about the site either by using the green spine or incline walk. This provides access from north to south and vice versa.
- Down the west edge of the site the new spine road will provide infrequent access for maintenance during term time. This road will be controlled by bollards to prevent unauthorised use. During arrivals and departures this spine road will be opened up facilitate students arriving and leaving with their belongings at the start and end of term.
- New meadows are created to the north and east of the site to help provide additional ecological benefits whilst enhancing the setting of the buildings.
- Acoustic separation from neighbouring private residential properties by keeping buildings away from sensitive boundaries.

- Utilising spoil from the site provide acoustic screening to north meadow where possible.
- Meeting with police architectural liaison officer to achieve secure by design gold.

Architectural Concept
- Inspiration has been drawn from the character and materiality of the buildings found on the campus, to ensure that the proposals are sympathetic whilst at the same time ensuring the proposals create a community with its own identity and character.
- The scheme makes references to the brickwork of the campus, utilising this to form a 'plinth' to the buildings acting to ground them and provide robust treatments at ground level. In addition to this the idea of a solid plinth that steps up the site creates a juxtaposition with the natural sloping topography, this creating opportunities to break up the mass of the taller buildings.
- Above the solid plinth a lightweight cladding is proposed which allows choice of panel size and proportion to bring a more human scale to the buildings. The junction between the two materials is strongly emphasised by introducing a 'feature band'.
- In developing the fenestration strategy we have sought to exploit the long distance views towards the city that the taller buildings offer. We have therefore located social spaces (kitchen, living and dining) at the ends of the building with increased amounts of glazing the design provides rhythm and patterns in the window using the ventilation panel to the side.
- The architectural concept of the building stepping down the landscape has in part been achieved by increasing parapet height; the massing of the upper terrace building has been broken up by the creation of receded entrances; red multi stock brick is proposed similar to that found on the Forum building, rainscreen cladding id proposed for the upper sections of the buildings; feature banding provides a separation between the brickwork and cladding.
- Windows are generally full height fixed glazed panels with a side ventilation panel. Internally this comprises of an inward opening door. Externally this is faced with a perforated panel. There will be two colours for these panels. The first will be a feature colour picking up on the feature band. The second will be a dark grey to match the window frames.

Phasing of development – The proposed development will be constructed in 2 phases. Phase 1 will comprise of constructing buildings A to D and G to J (northern terrace and eastern section of the mid terrace) totalling 604 beds. Within this phase a temporary reception will be constructed in building C. Phase 2 will comprise of constructing buildings E to F, K and L totalling 578 beds. During this phase the temporary reception from phase 1 will be replaced with a 6 bed cluster flat.

Landscape Statement
- The site is highly distinctive and characterised by its uniform steep slope, south-facing aspect, panoramic views and enclosing wooded valleys to the east and west. This distinctiveness is accentuated by its location within an urban context.
- The landscape masterplan has been developed in a way that is sympathetic to the character of the existing campus. It will achieve this by creating a deliberately urban character in both buildings and the public realm and by contrasting this with an equally deliberate natural character of the surrounding landscape and immediate natural hinterland. This is expressed through the creation of managed meadows (2ha approx); biodiversity (specifically for protected species and the creation of additional new habitats and ecological corridors); existing trees (retention of large groups of Lucombe oaks); connected landscape (edges of the site are deliberately blurred with no site boundary fencing to provide a seamless transition with the adjacent valley landscapes); protected landscape and relevance to the wider campus.
- The landscape masterplan has five principal character areas; Upper Terrace, Green Spine, Reception and Mid Square, Lower Square and Meadows which have distinctive styles.

- A range of different spaces will be created across the site such as the meadows which will be large scale and primarily act as an attractive outlook from the buildings or a setting for the development. Other spaces will be smaller scale and arranged as a hierarchy of places.
- The Green Spine will provide a continuous route from the lower square to the upper terrace and act as a gathering space for communal activities in a public realm setting. Other incidental spaces along the Green Spine will be of a smaller more intimate and informal scale.
- Significant tree planting is proposed to work in tandem with a variety of architectural approaches to reduce the apparent scale of the buildings, reduce overlooking and integrate the development within its wooded context to both the east and west.
- The Green Spine includes extensive use of birch and rowan will provide good screening of potential inter-visibility between pedestrian and occupants and enclosure to provide a series of semi screened small scale spaces associated with the series of steps and terraces.
- The meadows that envelope the scheme to the north, east and south-eastern sides of the development are principally a visual and ecological asset providing an attractive outlook from the buildings and an important element that helps integrate the development within its landscape context.
- Physical access to the meadows are limited partly due to the steep gradient, the need to maintain their ecological value and to reduce student activity closer to the boundaries of the site. Access with the meadows will be allowed principally through managed mown paths.
- Wildlife boxes are provided in consultation with applicant's ecologist and the RSPB. 7 no. bat boxes; 1 no hibernation box; 40 no. swift boxes; 1 no peregrine box and 4 no. invertebrate features.
- Extensive SuDs provision has not be possible due to the extreme gradients rendering ponds and swales unfeasible and poor percolation rates of the soils. This has been accepted by the DCC as the Lead Local Flood Authority. Surface water discharge will be reduced and controlled through the use of side cast drainage from paved surfaces wherever possible to allow discharge into adjacent soft landscape areas; widespread use of filter drains at the foot slopes; use of localised berms (and swales where space permits) to control surface water flows in extreme events and green roofs on bin and cycle stores.
- These measures will be supplemented by the installation of a 'silt-buster' system and associated construction methodology to prevent any contamination issues affecting the adjacent watercourses.
- External lighting incorporates best practice design and technology to reduce light spill to minimum through the use of full vertical cut off lanterns and careful placement of light columns. Projected isobar light spill drawings show minimal light spill affect only the very edge of the adjacent woodland habitat.
- The ecological appraisal concludes that the lighting impacts on bats and wildlife generally have been minimised and will not be significant.

A total of approximately 456 trees will be planted.

Statement of Community involvement – The report sought pre-application discussion with Councillors, Council officer, stakeholder groups including the University of Exeter Students' Guild; Bury Meadow Residents' Association; Elmbridge Residents' Association; Argyll Road Residents' Association; Duryard Trust; St James Forum; Hillcrest Park Residents' Association and Rosebarn Lane Residents' Association and during a public exhibition, University website and public notice in the Express and Echo. A total of 24 responses were received covering the following key points (*including applicant responses*):-

- Increase in massing east of the site as compared with the indicative masterplan;
  (The scheme is within the defined parameters contained within the outline planning consent. The request for additional landscaping at this boundary has been incorporated within the proposals and the applicant has stated that further planting could be provided if necessary)

- Management of construction traffic;
  (The *working hours are conditioned within the outline permission 0800-1800 Monday to Friday and 0800-1300 on Saturday and not on Sunday. Construction traffic will be routed through the campus only. A construction and environmental management plan has been submitted to address this issue imposed by condition 7 of the outline consent).*
- Increased noise levels from students associated activities;
  (*as part of the landscaping proposal, the meadows have been designed to over-grow to discourage groups of students congregating on the eastern boundary of the site.*
  The scheme does not provide any catering or drinking facilities and therefore limits loud functions on site. Facilities on the East Park site include study areas, TV lounges, a multi-function room for activities such as yoga and games room located at the western edge of the site.
  The residential buildings are well insulated and either meet or exceed standards of building regulations in respect of acoustics. In response to condition 10 of the outline planning permission, a noise impact assessment will be submitted to clarify the noise level to the local community.
- Loss of view, particularly to the Cathedral;
  (As part of the outline permission balloon tests were carried out to establish the appropriate scale and heights of the buildings which informed the maximum storey and AOD heights stipulated within the approved Building Heights Parameters Plan)
- Increased potential for student parking on neighbouring streets;
  (Given the sustainable location of the site it was accepted that no parking should be provided for students apart from for disabled users. The outline permission did however require a contribution to be paid towards a Traffic Regulation Order. This allows the County Council to consult local residents regarding the potential for additional Resident Parking Zones)
- Pedestrian and delivery routes;
  (The East Park site will predominantly be a pedestrian area. All vehicles will access the site at the north of the haul road from a single lane access road with passing spaces and speed restrictions. The access road connects the haul road to the campus. No vehicles will be able to access East Park directly from neighbouring residential roads to the north and the east of the site)
- Permeability across the site;
  (There are no plans to include any routes across the site. The upper terrace road is effectively a dead end with a turning head for vehicles. The east meadow has self-contained paths (mown grass) without any routes from there to Hoopern Avenue and onto Pennsylvania Road. Existing pedestrian pathways at the south of the site will be maintained).
- Pedestrian/cycle access
  (The spine road is a pedestrian access route only and includes stairs so use of bicycles will not be possible. However, the roads within the East Park will be lightly trafficked and therefore suitable for bicycle use without the need for dedicated cycle lanes. This is in line with most of the existing roads within the Streatham campus).
- Existing footpaths
  (The existing footpaths will be maintained throughout the duration of construction work and will not be affected by the permanent existence of East Park thereafter).
- External materials
  (Residents raised concerns regarding the light colours proposed for the external cladding panels, thus making them more visible within the landscape. The design project team is looking into the final material palette but it will ensure that there are no large, uninterrupted areas of lighter cladding that potentially impact on the campus environment).

The Statement of Community Involvement states that UPP Projects Ltd and the University of Exeter remain committed to thorough and meaningful public consultation. The reports states that the submission of the planning application does not mark the end of this consultation and the team will continue to meet with local groups and individuals as appropriate throughout this process.

Noise Impact Assessment – submitted in respect of condition 10 of the approved outline permission. The report considers the impact of the existing noise sources of the proposal and potential noise from the development to surrounding areas are considered.
The site is affected by movement and activity arising from the University campus, with aspects of mechanical services noise audible from the university estate. Noise from the surrounding road traffic network also contributes. Consequently, an adequate level of noise mitigation measures will be required to ensure that future residents of the site are protected from ambient noise.
If mitigation measures are included to achieve the specified internal noise levels, future residents of the proposed development will be protected from the dominant noise sources. Mitigation measures should include the use of appropriate acoustic glazing with natural ventilation providing purge ventilation on demand.
In the interests of preserving off site residential amenity, noise generated by the development is also considered in terms of new items of mechanical services plant proposed, deliveries to the site and construction noise limits.

Construction and Environmental Management Plan – submitted in respect of condition 7 of the approved outline permission. The report states that the sole vehicular access for construction vehicles will be from the southern entrance with the northern access only to be used for emergency purposes during the construction phase. Construction access will be reach from New North Road, Streatham Rise, Prince of Wales Road and through the campus only. The plan also includes a water management plan, dust management strategy and noise control within the working hours of Monday to Friday 0800 – 1800 and Saturday 0800 – 1300. The site will be secured by perimeter fencing and the permissive path which links to the campus to Pennsylvania Road will be unaffected. The Landscape and Ecology Management Plan covers protection of existing trees, woodland, hedgerows, watercourses and protected species and will include an ecological clerk of works. In addition, the CEMP states that the site will follow the Considerate Construction Scheme and offer opportunity for student work placement on the site.

Flood Risk Assessment and Drainage Strategy – submitted in respect of condition 22, 23 and 24 of the approved outline permission. The surface water drainage proposal is for the development to discharge into the dedicated surface water sewer, with storage provided on site for events up to and including the 1 in 100 year event plus and allowance for climate change of 40%. This is the preferred solution in accordance with SUDS hierarchy, after infiltration drainage proved unsuitable following failed infiltration testing.
The new infrastructure will manage surface water within three systems, split over the three terraced levels. Detailed hydraulic modelling of the proposed network has been carried out, with the analysis indicating there is sufficient capacity for the management of surface water.
During the construction phase of the development overland surface flow will be diverted away from the site compound area and prevented from the using the haul road as a conduit towards the existing ornamental pond, via swales and/ditches. The intended function of these features will be to control run-off velocity during these rainfall events, to remove entrained sediments and to minimise sediment release to receiving watercourses. Runoff collected from the construction/hardstanding areas will pass through required treatment processes before being discharged overland.
Exceedance flows from extremely rare events will be managed on site, with storage provided in parking areas, pathways and with ditches /swales outlined to intercept exceedance run-off at site

boundaries in low lying areas. Should flood flows exceed these features run-off from these extremely rare events is significantly less than those in the greenfield arrangement, offering significant betterment and reducing flood risk to areas directly to the south of the site.
The proposed drainage design complies with the NPPF

Air Quality Assessment – report to be submitted to address condition 12 of the granted outline planning permission. The non-technical summary states that the objective of the Air Quality Assessment is to determine whether the operations of two Combined Heat and Power (CHP) units and two natural gas boilers meet the required air quality standards or air quality environmental assessment units for the protection of human health, vegetation and habitats.
The long-term and short predicted environmental concentrations of NO2 from the CHP and boiler operations are all below the relevant air quality objectives. The significance of effects on the receptors, in respect to long-term NO2 exposure from the CHP and boiler operations is determined to be 'negligible' to 'slight' for both the existing and proposed new development receptors.
The short-term predicted environmental concentrations of CO from the CHP and boiler operations are below the relevant air quality objectives. The contributions to the effects from the releases of NOx (as NO2) from the CHP and boiler operations on ecological receptors are negligible. Therefore, the predicted concentrations of the modelled pollutants from the boiler operations are considered acceptable for both the protection of human health and protection of vegetation and habitats. As such, no additional mitigation measures are required.

Energy reports – various reports submitted to cover this issue and conditions 16, 17 and 18 of the approved outline planning permission. The summary states that:-
- The Building Carbon Emission Rate is less than the Target Emission Rate hence achieving compliance against Building Regulations Approved Document Part L2A 2013.
- The scheme will accord with Core Strategy Policies CP13 and CP15, proposes a CHP system that in effect provides a low temperature hot water District Heating Network across the East Park development site.
- The development is expected to achieve a BREEAM 'Excellent' rating hence satisfying the requirement under Core Strategy Policy CP15; Sustainable Construction. A separate BREEAM pre-assessment has been completed by the appointed licenced BREEAM Assessor to supplement this Energy Statement report.
- The scheme proposed incorporating a CHP unit is expected to reduce the carbon production by 35% over an equivalent gas fired boiler baseline. With carbon reduction incorporated from the Building Regulations 2006 baseline (ie 34%) the total carbon reduction equates to 69% which far exceeds the University's aspiration of 43% carbon reduction.
- The scheme is based on three principal categories of passive, good practice energy saving technology and renewable/low zero carbon energy with the inclusion of a Combined Heat and Power energy centre serving all blocks will minimise the amount of energy used and emit reduced carbon emissions.

Fire Strategy
- The overall design has been developed in consultation with Devon and Somerset Fire Service. Where a residential block is more than 6 storeys or over 18 metres in height (whichever is lower) a sprinkler system is to be provided.
- The proposed scheme is to be used primarily as a student residential accommodation a secondary use for conference letting is proposed. Further enhancements are proposed including an enhanced detection and alarm system linked to a monitoring centre.
- A 24 hour centralised fire alarm/site management or remote call handling premises to inform the fire service of any alarm activation.

- The principle mode of evacuation is that only occupants of the cluster of the fire origin will evacuate. This standard approach reflects the high degree of compartmentation present in these types of building and minimises the impact of false alarms – an important consideration in student accommodation.
- Further evacuation of apartments will not take place automatically and relies on the fire service, management or the independent action of occupants.
- Non-residential accommodation ie social and ancillary areas will operate on a simultaneous evacuation policy where the entire compartment will evacuate upon detection.
- In a building with a storey 18 metres or more above ground level, every element of the external wall will need to be of limited combustibility. All non-loadbearing cladding material will include non-combustible insulation, regardless of height.
- Access to the site is designed in such a way that the Fire Service can easily access the site upon a fire situation. Provisions are made at the design stage to ensure any new build scheme is provided with adequate and sufficient means for the fire service to enter the site.
- All bedrooms will have a visual and audible fire alarm signal, in addition to the requirement of Part B of the Building Regulations. All buildings housing accessible rooms are designed to have two means of escape in the event of a fire. The design of the buildings ensure that occupants within a wheelchair are able to wait in a non-fire-affected compartment until they are safely evacuated from the building.

Ecological Appraisal and Landscape and Ecology Management Plan
The various submitted reports provide detailed comments and mitigation measures in respect of habitats/designated sites and protected species ie dormice, bats, badger, birds and reptiles

In addition, an **Arboricultural Method Statement, Construction Enabling Works and Accurate Visual Representation Document** have also been submitted with the application

REPRESENTATIONS

16 letters/emails of objection in total. Principal concerns raised:-

1 Already too many students in the City;
2. Loss of important wildlife area;
3. Proximity of five storey building near to eastern boundary;
4. Potential overlooking;
5. Height of building visually intrusive;
6. Light pollution to nearby residential properties;
7. Concern over working hours;
8. Need for improvements to cycle/pedestrian routes;
9. Design needs to improve to blend better into the surrounding area;
10. Noise pollution from the use and onsite energy generating system;
11. Concern about parking on surrounding roads;
12. Potential closure of permissive path;
13. Result in greater access into the meadow area to the north;
14. Need for greater emphasis on environmental/sustainable buildings;
15. Increased litter in the area.

CONSULTATIONS

The County Head of Planning, Transportation and Environment comments that the proposed works are on private roads which fall within the University estate. The impact of development was

originally included in the approved outline consent and it was considered that the provision of student flats on campus represented a highly sustainable development and was unlikely to create any significant highway issues. The development is being promoted as car free with the exception of deliveries and the provision of disabled spaces.

The submitted plans (in line with masterplan presented at the outline) shows there are two points of vehicular access both of which are from Rennes Drive (a private Road). Both points also act as pedestrian & cycling access points and should meet visibility requirements for a slow speed environment.

In addition, the applicant should be providing dedicated walking and cycling links towards the campus and the surrounding areas to promote sustainability. The applicant has indicated a cycle/footway link on the Landscape Masterplan from the northern boundary to Higher Hoopern Lane which is welcomed – this link should be at least 3m in width.

To provide permeability to the east, a pedestrian/cycle route which runs through the valley, past Hoopern ponds, linking the campus to Pennsylvania Road was secured at outline stage (condition 14). It is expected for the applicant to provide this link and as such more information to discharge the condition is required.

The site plans do show areas for student pick up/drop off at the end of term and for deliveries; this is felt to provide adequate provision. The applicant is advised that the peak periods of student pick up/drop off should be carefully managed to make best use of these spaces. The applicant has provided tracking diagrams to show that vehicles can turn and exit in forward gear.

A condition attached to the outline consent ensured that adequate cycle parking should be provided on site. The submitted plans indicate that the cycle standards are below those set in the Exeter City Council Sustainable Transport Supplementary Planning Document. Reflecting the sustainable nature of the site, cycle paring should be well located (in proximity to cycling routes) and the number of spaces should be enhanced, reinforcing the car free nature of the development.

Finally, there are a number of areas of shared spaces being promoted within the scheme. Albeit on private ground, the applicant should be made aware of the recent DfT guidance on pausing shared space schemes. Therefore, the applicant is advised to consider equalities duties, guidance and/or legislation in light of the DfT position in the Inclusive Transport Strategy.

Subject to the above conditions regarding on site facilities, the pedestrian/cycle links being attached in the granting of any planning permission (including the discharge of outline conditions), no objection.

Environmental Health Officer comments that emissions from the CHP plant must be included in the air quality impact assessment which will be submitted to discharge a condition on the outline consent. In addition, noise from all building services plant must be included in the noise assessment that will be submitted also to discharge a condition on the outline planning consent. *The environmental health officer has subsequently confirmed that the details provided in respect of the air quality and noise assessment are acceptable.*

Devon and Cornwall Police Service The applicant has met with the Police Designing Out Crime officer who is satisfied with the overall approach in respect of concealed spaces, surveillance and the layout. The latest round of discussions is in respect of matters of details regarding fixture and fittings and the potential need a video intercom system on the entrance doors.

Devon and Somerset Fire Service The applicant has met with the Fire Service to discuss of fire safety in respect of the proposed design team and they confirmed their support for the overall approach. Details discussions are currently ongoing to in respect of matters of detail. The issue of sprinklers installation was discussed and it has been agreed that none of the blocks require sprinklers under the Building Regulations, which are only needed for residential buildings above 30m in height. However the University has insisted upon them for blocks over 6 storey/18m in height, i.e. blocks K and L which is over and above the building regulations requirements. In addition it has been agreed that all of the buildings above 3 storeys benefit from a dual means of escape for each occupant. So blocks K and L have both dual means of escape and sprinklers. The University do not want sprinklers in all of the buildings as fire safety can be equally beneficial through dual means of escape, enhanced fire detection, enhanced compartmentation and having a fire safety management strategy. The 24 hour management referred to in the DAS refers to a team of trained first responders who liaise with the fire service over false alarms etc that they field through the centralised fire alarm system. In the event of emergencies, they are on site 24 hours to instigate evacuations prior to the fire service arriving. They also deal with the other emergency services as required. All cladding and insulation is non-combustible.

County Flood Risk Officer views awaited.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance

National Planning Policy Framework July 2018
2. Achieving sustainable development
4. Decision making
5. Delivering a sufficient supply of homes
8. Promoting healthy and safe communities
9. Promoting sustainable transport
11. Making effective use of land
12. Achieving well designed places
14. Meeting the challenge of climate change and flooding
15. Conserving and enhancing the natural environment
16. Conserving and enhancing the historic environment

Exeter Local Development Framework Core Strategy

CP1 - Spatial Approach
CP4 - Density
CP5 - Student Accommodation
CP9 - Transport
CP10 - Meeting Community Needs
CP11 - Pollution
CP12 - Flood Risk
CP13 - Decentralised Energy Networks
CP14 - Using Renewable and Low Carbon Energy in New Development
CP15 - Sustainable Construction
CP17 - Design and Local Distinctiveness

Exeter Local Plan First Review 1995-2011

AP1 - Design and Location of Development
AP2 - Sequential Approach
E4 - Exeter University Campus
The development of education uses, student housing and research and development initiatives, including ancillary production, will be permitted on the University of Exeter Campus provided that the character and setting of the Campus is protected.
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

T1 - Hierarchy of Modes
T2 - Accessibility Criteria
T3 - Encouraging Use of Sustainable Modes
T10 - Car Parking Standards
C1 - Conservation Areas
C2 - Listed Buildings
C3 - Buildings of Local Importance
C4 – Historic Park and Garden
C5 - Archaeology
EN2 - Contaminated Land
EN3 - Air and Water Quality
EN4 - Flood Risk
EN5 - Noise
DG1 - Objectives of Urban Design
DG2 - Energy Conservation
DG4 - Residential Layout and Amenity
DG6 Vehicular Circulation and Car Parking in Residential Development
DG7 - Crime Prevention and Safety
LS1 - Landscape Setting
LS4 - Local Nature Conservation Designations

Exeter City Council Development Delivery DPD
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
DD26 - Designing Out Crime
DD28 - Heritage Assets
DD29 - Protection of Landscape Setting Areas
DD30 - Green Infrastructure
DD31 - Biodiversity
DD32 - Local Energy Networks
DD33 - Flood Risk
DD34 - Pollution

Exeter City Council Supplementary Planning Document
Archaeology and Development November 2004
Sustainable Transport March 2013
Development Related to the University June 2007
Planning Obligations April 2014
University of Exeter Masterplan Development 2010
Trees in relation to Development September 2009

OBSERVATIONS

An outline planning application was reported to Planning Committee in April 2017 on the site for student accommodation. The application attracted a significant number of objections (383 letters/emails) given the scale of the development, which was estimated to create approximately 1200 student bedspaces. Members considered and accepted the principle of the development in terms of the NPPF, Core Strategy, Exeter Local Plan First Review, University 2010 Masterplan and the overall need for further student accommodation in the City. Consequently the principle of student accommodation on this site is approved. This reserved matters application seeks to approve the reserved matters namely access, layout, landscaping, scale and appearance for which the principle of development has already been established.

The outline permission imposed a total of 24 planning conditions which covered issues such as the need for a construction environmental method statement (CEMP); contamination; noise impact assessment; external lighting; air quality assessment, cycle parking; cycle route; archaeology; energy/BREEAM statements; secured by design gold standard and drainage/flooding strategy. Specific conditions were also imposed to address the scale of the development through the control of the maximum permitted floor space allowed (a maximum of 32,230 sq metres floor area) a Building Heights Parameter Plan (restricting maximum heights ordinance datum and maximum storey heights of between 3 and 8 storeys); Land Use Parameter Plan (limiting the extent of the built form; setting specific landscape requirements and the establishment of a green corridor through the site) and Landscape and Biodiversity Plan (identifying important trees and areas for student activity set within a landscaping setting). These conditions effectively seek to limit and control the overall scale and form of the development. Members are advised that the submitted supporting information and drawings show that the applicant's scheme is within these agreed

parameters. However whilst these broad parameters provide an important constraint to the future development of the site, assessment still needs to be made of the detailed information submitted. The applicant has supplied a significant amount of supporting information, which has been summarised within this report. Further comment will therefore focus on the main issues raised by residents' objections.

Construction phase

It is understandable given the scale of development that residents will be concerned about issues arising during the construction phase of the development. The applicant has submitted a CEMP in respect of condition 7 of the outline permission, which states that the sole access for vehicles will be from the southern access with the northern access only used for emergency purposes during the construction phase. The applicant has submitted a separate application (ref 18/1186/FUL), which seeks to provide a temporary construction road from the southern access point and through the centre of the site, which avoids the existing vegetation to the western side of the site and is a significant distance from residential properties to the north and east. In addition, the applicant have provided a construction vehicular route plan which indicates access to the site from New North Road, Streatham Rise, Prince of Wales Road and through the campus only. The CEMP provides a water management plan, dust management strategy and noise control during the working hours as stated within the outline planning permission of 08:00 to 18:00 Monday to Friday, 08:00 to 13:00 on Saturday and at no time on Sundays or Bank Holidays. The environmental health officer has assessed the proposed details and accepts the observations and mitigation approach as set out within the submitted CEMP. Prior to acceptance of this report specific areas of comments raised by the environmental health officer were clarified. In particular it was confirmed that no piling will occur on site; dust will be regularly monitored and controlled during construction and in respect of the request for formalised liaison with local councillors/residents the University will be employing an Impact Mitigation Manager to address concerns during the construction phase.

Access and Parking

Residents have continued to raise concern regarding vehicular arrangement to the site and potential for additional parking on surrounding roads. This detailed application confirms the information shown on the illustrative masterplan that vehicular access would be via enhancement of an existing access to the south-western corner and a new access to the north-western corner of the site, both from Rennes Drive, a private road within the campus, These points of access raise no concerns from the County highway officer and will have no direct impact on nearby residential roads. The scheme proposes no student parking other than 34 spaces for designated disabled parking bays with restriction on student parking achieved by the terms of the 106 agreement under the student management plan. In addition, this agreement provides a financial contribution of £20,000 towards a review of the existing residential parking zones, the making and implementation of traffic order and meeting the costs associated with the technical design and physical road marking/signing to address potential parking by students in nearby roads. The highway officer is satisfied the areas identified for student pick up/drop off are acceptable in technical terms for turning provision but makes comment that these areas need to be carefully managed. The original outline consent requires secure cycle storage, which has been indicated throughout the site at 602 spaces and considered acceptable given the sustainable location of this development on campus. In addition, the outline consent requires details of a permissive pedestrian/cycle route linking the campus to Higher Hoopern Lane in the vicinity of Higher Hoopern Farm. Details have been provided which show the location of the route which is considered acceptable and will improve the strategic links through the campus, an objective of the University's masterplan.

Impact on Residential Amenity
The original illustrative masterplan indicated the potential for student accommodation closer to existing properties in Hoopern Avenue and Pennsylvania Road than ultimately approved. Following objections raised during the course of the outline application, it was agreed to reduce the amount of the built form away from the eastern boundary of the site. This resulted in the revision of the both the Land Use Parameter Plan and Buildings Heights Parameter Plan. The detailed submitted plan conforms with these approved land use layout and heights plans and therefore are considered acceptable. The distance of the closest Block (J) is approximately 75 metres from the nearest dwelling in Hoopern Avenue and approximately 140 metres from the closest dwelling in Pennsylvania Road. The five storey block element of Block J would be approximately 15 metres in heights with the four storey section reducing in height to approximately 12 metres. Although windows will face towards these existing properties given the distances retained and the presence of existing vegetation this is considered to be acceptable within the context of the site and in accordance within the parameters previously agreed within the outline planning consent. It should also be noted that there is a significant change in levels between the new build and the existing dwellings, as indicated on the submitted sectional drawings and therefore this will further reduce the impact of the built development on neighbouring resident's amenities as these dwellings are at a higher level. The distance from existing properties in Higher Hoopern Lane are approximately 106 metres from the proposed upper terraced blocks which are all three storey at a height of approximately 10 metres. The largest block on the site is Block L located to the southern section of the site at eight storeys and would be approximately 24 metres in height but a considerable distance from existing residential properties. In summary, although it clear that the scale of the development will result in significant change to the character and appearance of the area, it does confirm to the parameters originally approved and accordingly the impact on the residential amenity from the built form is considered acceptable.

Disturbance to residential amenity from student use.
The impact of external light and noise from plant equipment and the combined heat and power plant is controlled through conditions imposed by the outline application and will be assessed as to their suitability by the environmental health officer. However particular concern has been raised by local residents as to noise from the student activities when the whole site is operational. The outline application's associated Section 106 agreement requires a student management plan to be submitted prior to commencement of the development, which includes operational management and how complaints regarding student behaviour will be dealt with. The applicant has stated that each student must sign a residency agreement which includes the following obligation '*to keep noise at a level that does not interfere with the study, sleep or comfort of persons living and/or working in the Residence or any neighbouring property (whether or not such property is owned by us) and, in particular, not to make or allow any loud noise (including television, playing music or musical instruments)'.* The applicants have stated that this obligation would be enforced through the presence of on-site wardens, UPP staff and 24 hour security staff. In addition, it is noted that the bedroom windows are sealed and fixed units with the only opening element the insulated ventilation panel at the side, opening inwardly into the room, which will help to minimise noise from the individual rooms. The reception area and main social hub are located within Block F, which is centrally located on the western side of the site and therefore a significant distance from residential properties. It is also noted that there is no bar on the site, no sound system and this communal space is proposed to shut down at 11pm. Consequently although the presence of 1182 bedspaces and associated activities on the site will give rise to some noise issues, it is therefore considered that the layout, built form and management regime proposed will minimise levels of disturbance to local residents to an acceptable level.

Sustainable Design
The applicant has confirmed that the East Park development includes a Combined Heat and Power (CHP) unit (with back up boilers) within a centralised Energy Centre/Plant Area located within Block G. This will circulate heat around the site, via underground pre-insulated pipework, arranged in a flow and return distribution network which serves all new buildings within the East Park development. The CHP unit will generate electricity for the site while producing heat for the heating network, thus reducing carbon production. This system is in effect providing its own low temperature hot water District Heating Network across the East Park development site. If a viable opportunity to connect to a future external district heating network becomes available, the currently proposed Energy Centre in Block G could potentially accommodate for it. Condition 12 of the outline application requires an air quality assessment to be submitted prior to commencement of development which has been assessed by the environmental health officer and considered acceptable. In addition, the applicants have confirmed that the development will be BREEAM 'excellent' which has been confirmed and accepted in the pre-assessment report.

Design and Landscape
The NPPF section 'achieving well designed places' makes clear that the creation of high quality building and places is fundamental to the planning and development process. It states that early discussion with local residents and design review panels is important for clarifying expectations and reconciling local and commercial interests. Within this submission the applicant has demonstrated a commitment to local community engagement through public exhibitions and individual correspondence to local amenity groups prior to the submission of the reserved matters application. In addition, the applicant has taken the scheme to the Devon Design Review Panel at both the outline and reserved matters stage.

The conditions imposed on the outline consent in respect of the Building Heights Parameter Plan, Land Use Parameter Plan and Landscape/Biodiversity Plan coupled with the site's natural constraints have effectively dictated the resultant design, although the form of the external appearance of the buildings has largely been determined from the applicant's design team. Clearly the applicant will seek to maximise the amount of floor space and building heights as agreed at the outline stage and it is accepted that these parameters have not been exceeded. The site also benefits from the presence of mature landscape to the boundary which is to remain to the west and the east the scheme. It is considered that the overall built form will appear as an acceptable addition within the context of the University campus, the existing residential properties in the area and the wider landscape setting.

The Design Review Panel raised concern regarding the amenities for future student occupants proposed within the northern terrace which given the nature of the site would offer a poor level of overlook and light entering the rooms. Following this concern the height of bank to the rear of the upper terrace blocks has been reduced from 6 to 4 metres and a planted slope has been proposed. This significantly increases both daylight levels and views from the building of the northern meadow to an acceptable level and therefore addresses the Panel's concern.

Given the scale and in particular the height it is clear that the proposed buildings will have a significant impact on the character and appearance of the surrounding area. It is considered that the strategy to create a green corridor through the centre of the site helps to visually breakdown the overall scale and massing of the development. The landscape strategy seeks to connect the proposed meadows back to woodland associated with valleys to the east and west of the site and to existing meadows to the north. The overall approach proposed by the applicant's design team,

which seeks to integrate the existing and proposed landscaping whereas possible, is considered logical and reflects the positive comments raised by the Design Review Panel.

In terms of the external treatment of the buildings the architect has proposed a limited palette of materials, which replicates the ‘strong formal form’ welcomed by the Design Review Panel. The material’s rationale proposes a red brick plinth, feature banding and light coloured cladding above to the middle and lower terraced blocks. The upper terrace is predominantly built of red brick. The choice of brick colour was made in response to comments made by the Design Review Panel. The Panel did also recommend the introduction of a variation in appearance for the blocks, as they felt that upper levels could appear too uniform across the site. The applicant’s design team however considers that the combination of brick plinth, feature banding glazing coupled with variation in the colour of the side ventilation panels would provide the level of visual interest required across the site. Given the overall design strategy is strongly influenced by the landscaping setting and additional planting proposed, the suggestion to provide different colours for each of the blocks would it is considered overcomplicate the intended design and appear visually ‘fussy’. This approach is accepted as being logical in design terms and therefore the intention to provide a uniform colour for the cladding is considered appropriate. In respect of criticism by the Panel of the upper terrace appearing too homogeneous the applicant’s design team has responded with the introduction of deeper reveals and metal cladding. This has resulted in a more appropriate appearance for the three storey upper terrace and therefore considered acceptable.

The choice and colour of proposed material will have an important impact on the appearance of the buildings themselves and their impact within the landscape. A condition will therefore be imposed to ensure specific details are submitted to address all aspects of the external building works including type of brick, cladding type and colour, window frames, rainwater goods and roof material. However the level of detailed design work submitted by the applicant so far, and as recognised by the Panel, is considered appropriate and will ultimately result in an external appearance which will complement its position within the campus and the wider landscape.

Summary

The previous outline application approved the site as an appropriate location for student accommodation. Such a significant number of student bedspaces (1182) will have a substantial impact on student accommodation provision within the city, which will help to meet the demand required by the University and help to reduce pressure on the existing housing stock and land in the City. The outline permission effectively accepted that the principle of the use and as highlighted within the report the conditions and section 106 agreement provision required significant further information to be submitted to meet specific areas of concern. Given the number of conditions imposed it is not necessary to replicate control of these issues within the reserved matters application. This application essentially seeks to provide details of the intended design, layout, access arrangement and landscaping which follows on from the conditions imposed by the outline permission through the approval of detailed plans. The outline and reserved matters application are to be read in conjunction with one another to cover all matters of the development. The report has concentrate on the more specific issues raised by local residents and it is considered that the approach taken in respect of access, appearance, design, and landscaping by the applicant is appropriate. It is understood that the applicant are keen to commencement development shortly as evident from their application for a temporary construction traffic access road. It is considered that once completed East Park will represent a distinctive areas on the campus for student accommodation which will integrate with the existing landscape and with the mitigation measures controlled through the conditions and legal agreement will represent an acceptable facility to existing residents in the immediate locality.

The development has been screened in respect of the need for an Appropriate Assessment (AA) and given the nature/scale of the development it has been concluded that an AA is required. This AA has been carried out and concludes that the nature of the development is such that the proposal would have no significant impact on the Exe Estuary Special Protection Area and therefore no further mitigation is required.

The application will generate a CIL contribution of £1,799,658 based on a floor area of 32,200 sq metres at the current 2018 rate.

DELEGATION BRIEFING

22 May 2018 - The Principal Project Manager confirmed that the application would be reported to the Planning Committee, as 16 objections had been received. The objections included issues such the design, materials, parking ratio, noise, overlooking and litter. The case officer stated that the application was reported to this meeting for information purposes only. No specific comments were raised by Members given the application would be reported to Planning Committee.

RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby approved must be begun with five years from the date of the grant of outline planning permission, or two years from the final approval of the reserved matters, whichever is the longer.
Reason: To ensure compliance with section 91 and 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 ******.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. All conditions imposed on notice of outline approval (ref no. 16/1232/FUL) are hereby reiterated in as much as they relate to the development and have yet to be discharged in writing by the Local Planning Authority.
Reason: To safeguard the rights of control by the Local Planning Authority in respect of the reserved matters.

5. Notwithstanding condition 2, no work shall commence on site under this permission until full details of the following have been submitted to and approved in writing by the Local Planning Authority and shall thereafter be provided in accordance with such details:
i) brick detailing including mortar colour;
ii)cladding including colour and fixings;
iii) windows farming including reveals and cills;
iv)hard surfacing material;
v) external light fittings;

vi)roofing material
Reason: Insufficient information has been submitted with the application and in the interests of visual amenity.

Notes to Applicant:

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 permission.
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.

3. In accordance with Chapters 1 and 2 of the Conservation of Habitats and Species Regulations 2017, this development has been screened in respect of the need for an Appropriate Assessment (AA). Given the nature of the development, it has been concluded that an AA is required in relation to potential impact on the relevant Special Protection Areas (SPA), the Exe Estuary and East Devon Pebblebed Heaths, which are designated European sites. This AA has been carried out and concludes that the development is such that it is highly unlikely to have a significant impact on protected habitats, alone or in combination with other plans or projects.

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