

PLANNING MEMBER WORKING GROUP

28 NOVEMBER 2006

UNIVERSITY OF EXETER ESTATES STRATEGY 2006-2016

1 PURPOSE OF REPORT

- 1.1 The purpose of this report is to consider issues relating to the future development of the University that are likely to have implications for the planning of the City. In particular, it considers the potential implications of the University's new estates strategy which covers the next ten years and some of the issues that frequently arise in relation to University related accommodation developments.

2 BACKGROUND

- 2.1 The University brings major economic, social, cultural, sporting and educational benefits to the city and surrounding region. It provides about 5,000 direct and indirect jobs and contributes about £246 million per annum to the economy. A vibrant science research culture attracts new types of business such as the Met Office and has helped to nurture new businesses in the Innovation Centre that will shortly triple in size. Nearly 300 Exeter graduates a year choose to work in the city. Student volunteers give 86,000 hours of service to 36 local voluntary organisations a year, £8 million has been invested in sport facilities open to local groups, more than 1,300 international students provide a multicultural focus and the medical and dental schools enhance health facilities in the area.
- 2.2 The growth and success of the University contributes to economic and social objectives in the Council's community strategy. The draft Regional Spatial Strategy recognises the need for the City to realise its full potential for economic and commercial investment related to the University. A small city with a successful University with a strong research reputation can enable it to punch above its weight.

3 ESTATE STRATEGY

- 3.1 The estate strategy seeks to deliver both an appropriate quantity and quality of accommodation to support the strategic aim to be a top twenty UK university and to meet sustainability objectives such as on the use of resources. The strategy is sensitive to many assumptions, particularly on future funding, but provides a best guess for the future. It looks ahead ten years but the trends it identifies are likely to continue beyond that period. It is likely to be subject to an annual commentary and review every three years. A copy of the estates strategy is available at www.admin.ex.ac.uk/be/estatestrat.shtml.

Scale of growth

- 3.2 The future number of students is fundamental to the size and shape of the

institution.

Campus	2005/6	Student FTEs		Percentage
		2015/6	Change	
Streatham	8,837	12,140	3,303	37%
St Luke's	2,135	2,825	690	32%
Exeter	10,972	14,965	3,993	36%
Undergraduate	8,236	10,770	2,534	31%
Postgraduate	2,736	4,195	1,459	53%
Home students	9,728	13,025	3,297	34%
International students	1,244	1,940	696	56%

Note: The total number of students is greater than FTEs. FTEs are used for planning educational provision, total numbers for student accommodation.

3.3 The rate of increase in student numbers is consistent with the overall trend since the 1950s and is likely to be greater for post graduate and overseas students. Figures are a best guess, they are sensitive to assumptions such as the UK's continuing attractiveness to overseas students and decisions on the deregulation of student fees.

3.4 It is assumed that the 36% increase in student numbers can be accommodated within a 9% increase in teaching space primarily through improved utilisation of buildings, centralisation of facilities, changes in work practices and IT developments.

Streatham Campus

3.5 Streatham Campus (94 hectares) is often described as the most attractive of any university in the UK. It contains about 200,000 square metres of accommodation in outstanding landscaped grounds that have wildlife value and are on the national and local registers of historic parks and gardens.

3.6 The campus is identified in the Exeter Local Plan as a site of Local Interest for Nature Conservation. It was designated as such because it forms an extensive area of good general wildlife habitats. There are many areas of mature trees, numerous areas of rough grassland as well as other wildlife 'hot-spots' such as ponds and streams. Parts of the site provide important wildlife corridors e.g. the fields and valleys in the north eastern part of the site that link Duryard Valley Park to the Lower Hoopern Valley. The site also supports some of our more 'charismatic' and visible wildlife such as deer and badgers and is very well used which means that the areas' biodiversity can be appreciated by large numbers of people. Section 40 of the Natural Environment and Rural Communities Act 2006 places a duty on public bodies to have regard to the purpose of conserving biodiversity.

3.7 Reed Hall and associated steps and walls is a Grade II listed building set within Italianate terrace gardens that is on the Devon register of historic parks and gardens. The wider Streatham campus is also on the Devon register. Much of the Victorian planting was carried out by Veitch nurseries

using species that were then unique in Europe and has been admirably preserved. The campus also holds the national collection of azara (a South American large shrub with a yellow flower and vanilla scent).

3.8 Mary Harris Memorial Chapel, Montifiore House and Lopes Hall are also listed buildings and Washington/Singer Laboratory, the Old Library, Streatham Farm complex, Hatherley Laboratory and Spreytonway feature on the Council's list of buildings of local interest.

3.9 There are therefore significant constraints to the future development of the main campus.

Proposals

3.10 The main proposed developments to improve teaching related space are:

- Provision of a new main entrance serving Northcott Theatre, The Great Hall, Devonshire House and Northcote House.
- Extension of the library, provision of centrally booked teaching rooms and creation of a new focus on campus of student support services in the associated atrium.
- Provision of a new 'INTO' centre providing one year english language courses to international students on part of the site of the Stocker Road car park plus a central pedestrian plaza that would link the above sites.
- An indoor 25m swimming pool to replace the outdoor pool at Lafrowda, additional sports hall and relocated main entrance and improved circulation space on the existing car parking area by the sports hall.

Car parking

3.11 Streatham Campus presently has 797 staff and 431 student car parking spaces. This provision is 86% and 73% respectively of the maximum standards of 1 space per two staff and per 15 students (total, not FTE) allowed by Government policy in PPG 13 'Transport'. The strategy notes that it will be necessary to provide additional car parking spaces to accommodate the level of expansion but does intend a further restriction on car parking to 81% and 69% of the PPG standards respectively. This would require about a further 465 car parking spaces. There would also have to be re-provision for the loss of the sports hall car park (up to 70 spaces) and 22 spaces at Great Hall, a total of 557 spaces required.

3.12 Potential new provision is identified at:

Reed Hall tennis courts 78 (These are in a fairly prominent position next to Streatham Drive, contributing to the character of the historic park and

		garden. Loss of the courts would have to be justified)
Field below reservoir	132	
Physics car park	270	(A potentially large area to accommodate without harm to the trees and landscape. Served off possible link road between Rennes Drive and Stocker Rd)
Stocker Road (Extension)	108	
Total	588	

- 3.13 Over two thirds of the proposed car parking provision is to accommodate staff. Presently about 1,850 staff are served by about 800 parking spaces, the strategy envisages in future about 2,700 staff be served by about 1100 parking spaces. Members may wish to consider whether the commitment to sustainable travel in a green travel plan could be expanded, particularly through the use of parking income to fund improved public transport to and from the campus, as other universities have done.

St Luke's Campus

- 3.14 St Luke's Campus (5 hectares) provides accommodation for the Schools of Sport & Health Sciences, Education and Lifelong Learning and Peninsula Medical School. The University wishes to expand all three schools. Their future expansion needs could only realistically be provided through new build. The strategy suggests that the school of sports and medicine could expand on parts of the campus but the school of education might benefit from transfer to Streatham Campus to provide a closer relationship with a wide range of disciplines and the main library. The proposal might release about 50% of the St Luke's campus (the north / west). The University is commissioning a feasibility study of how expansion of the schools could best be accommodated. The terms of reference for the study are to look at options ranging from all three schools remaining at St Luke's to all three relocating to Streatham campus and the entire release of the site. The study should report by the end of the year.

- 3.15 The north west of the St Luke's site fronting Heavitree Road is within the St Leonard's Conservation Area and includes St Luke's College main building and stable block which are locally listed. Other buildings are also of townscape importance and should be retained in any development. The main open quadrangle area provides a valuable amenity, any proposal for development on all or part of it would need to be assessed against policy L3 of the adopted local plan.

Residential Accommodation

- 3.16 The University recognises the need to manage the impact on the local community of students living off-campus, particularly in areas close by where many students choose to live. The strategy recognises that students raise issues of car parking, anti social behaviour, increased rent levels and effects on local demography (such as numbers of children of school age). If we are to have truly integrated communities then students in reasonable numbers should form an integral part and not be segregated out.

3.17 The University presently has about 11,800 students in Exeter (c 10% of the City's population, students as a whole are about 16.5%) of whom about 3,900 are in University owned or leased accommodation, about 1,900 are assumed to live at home and about 6,000 in the private sector. Council records show that about 1,200 student occupied properties are exempt from Council tax.

3.18 The University provides a high proportion of accommodation relative to other universities that enables all first year students to be offered accommodation. Many second year, third year and postgraduate students choose to live in the private sector and will continue to do so. The strategy seeks to provide hall accommodation for all students who are likely to want it.

3.19 The strategy shows a projection of how additional demand for student accommodation could be met:

Total additional students 2005/6 to 2015/6	4,200
Disposal of outer residences (around St Luke's)	100
<u>Loss of Duryard Halls (Potential redevelopment)</u>	<u>490</u>
Total needed	4,790

Increase in students who live at home	670
Birks Hall Phase 1 (under construction)	360
Growth of private sector provision	880
<u>Additional head leased and direct let halls</u>	<u>2,870</u>
Total provision	4,790

Growth of private sector provision

3.20 The strategy assumes that the private sector will provide space equivalent to about 25% of the growth to be found (880 students). At the current ratio of about 4.3 students per dwelling this would mean about 200 dwellings being lost to the rest of the housing market by 2015/6 (20 per annum). The total number of student occupied dwellings in the city would increase from about 1,200 to about 1,400 over ten years. This could have further implications for popular student areas near the university.

3.21 The assumption that only 25% of growth in the number of students will be accommodated in the private sector appears challenging since the sector accommodates about 50% of existing students. The university will need to influence attitudes of second, third year and postgraduate students to encourage more of them to use hall accommodation. If the university is not successful in securing sufficient space in halls and changing student attitudes then the number of students competing in the housing market will rise. Recent changes in legislation requiring the licensing of Houses in Multiple Occupation may have an impact upon the supply of this form of accommodation, at this stage it is too early to anticipate the effect on total supply.

3.22 An analysis of where students live is at paragraph 4.7-8.

Provision of new halls of residence

3.23 The strategy anticipates that about 2,870 students will be accommodated in new halls of residence on or off campus through partnerships with the private sector as either direct lets or through head leases. A schedule of sites to provide the capacity is identified, it is recognised that these are subject to planning and that some are quite speculative. These have been annotated to show the planning status:

Birks Hall Phase 2	224 (Approved)
Elmfield Nurseries	190 (Approved on appeal)
Elmbrook House/Cottage	100 (Notional, site c 0.23ha, proposals would need to respect the adjoining St Davids Conservation Area and provide a management plan for the adjoining Lower Hoopern Valley Park)
Rowancroft	290 (289/292 beds refused, appeal dismissed)
Consignia Court	220 (202 beds refused)
Bradfords	330 (Outline consent unspecified number)
St David's Station	724 (Site allocated in local plan for student housing and other uses, capacity very unlikely to be over 500 even if all for students)
A.N.Other	265
A.N.Other	264
<u>A.N.Other</u>	<u>265</u>
Total	2,872

3.24 The assumptions on the capacity of the identified sites that need planning consent appear unrealistically high given Members' responses on the planning applications for Rowancroft and Consignia Court. Only 414 have planning permission, about 1,150 may be a more realistic capacity of the other named sites. Additional sites for about 1,300 extra bedspaces will still need to be found. Redevelopment of Duryard might provide a significant proportion of the requirement, which is notionally assumed at about 800 spaces (an extra 300 spaces), leaving about 500 to find. Further accommodation may be provided at Duryard to accommodate students at the proposed 'INTO' centre (see para 3.10).

3.25 The University seeks to rely on private sector partners bringing forward appropriate sites to provide additional capacity. The most appropriate sites in planning terms are likely to be:

- in the city centre, for example over retail uses, where student accommodation is less likely to disturb other residents or cause parking problems and will be highly accessible for public transport and facilities.

- the general Bonhay Road / St David's Station environs / Cowley Bridge Road corridor which is close to the University and other facilities, on a transport corridor, served by a University minibus service and relatively remote from other residential areas.
- 3.26 The Council could leave it to the market to bring forward appropriate sites in these areas or seek to be more positive through policies in the local development framework. This would be through the generic development control policies document and city centre action plan (however the significant preferred options stage may not be reached until 2009).
- 3.27 The Council could encourage the University to make more provision for student accommodation on its own land. There may be three opportunities:
- Use of any land that would otherwise be released at St Luke's campus. The site, with Rowancroft may offer the potential to create a student residential village. The implications for students travel to the main campus and night time and car parking disturbance for surrounding areas would need to be carefully considered.
 - Duryard campus comprises 486 bedspaces in a number of halls dating from the 1960s on a site of about 4.8 hectares that is also identified in the local plan as a site of local interest for nature conservation (due to several interesting areas of woodland, wetland and grassland) and features important trees. The strategy identifies that it may have capacity for a denser development of up to 1,000 bedspaces. The University is seeking to establish the likely capacity. There may be some further capacity here but as it is unlikely to be of this scale about 800 bed spaces is assumed by ECC. The University has suggested the possibility of a development of further student halls in a high quality landscape on fields to the east of Duryard Halls, however, these are subject to strong planning constraints being a Site of Importance for Nature Conservation (high quality meadow and badger sett) and part of the Duryard Valley Park.
 - The strategy identifies undeveloped land south of Higher Hoopern House (c 4 hectares) as reserved to meet longer term needs for teaching space. This land is identified in the adopted local plan as part of the campus where education related uses, research and development and student accommodation may be appropriate. The University believe that it may have capacity for space to accommodate teaching space for a further 3,000 students, a 25% increase on the 12,000 estimated to be accommodated on the rest of the main campus at 2015/6. If assumed growth rates to 2015/6 (c 400 students pa) continue this might provide teaching accommodation until about 2022/3. Since the forthcoming Local Development Framework must identify and accommodate appropriate future developments needs to 2026, it would appear appropriate to reserve the land for long term needs for teaching

space and other related facilities not student accommodation.

Conclusion

- 3.28 It would appear to be appropriate to reserve undeveloped areas of the main campus for future needs for teaching and related accommodation not student housing. Four areas appear to have potential to make a significant contribution to the future need for student housing:

Rowancroft / St Luke's Campus (subject to travel issues)
St David's Station environs
Further development at Duryard
Any sites that become available above other uses in the city centre

- 3.29 The decision by Plymouth University to close the Earl Richard's Road campus and Millbrook House (part of faculty for Health & Social Work) will have implications. While there is likely to be pressure to redevelop the campus for housing use, the hall of residence in Northernhay Place (217 spaces) is likely to become available to students of the University of Exeter. There may be properties in the south east of the city traditionally occupied by their Plymouth University students that also become available.

Thomas Hall

- 3.30 Thomas Hall is a now disused former hall of residence which is a grade 2 listed building standing in about 3.6 hectares of well landscaped grounds to the north of Duryard Halls. The University has entered into a partnership with a developer and formed a company, Thomas Hall Estates Limited, to refurbish and extend the building to provide a conference centre with residential facilities (about 80 rooms). The building therefore falls outside of the estate strategy. The proposed conference facility is intended to replace the unsuitable facilities that were formerly at Crossmead. Pre-application discussions regarding the proposed development are continuing.

4 RESIDENTIAL ACCOMMODATION ISSUES

- 4.1 A number of issues are often raised in relation to proposals for new student residential accommodation:

- High density of occupation
- Over concentration of students in specific areas
- Car parking pressures in surrounding streets
- Proximity to railway lines

High density of occupation

- 4.2 Proposals for student accommodation are usually primarily for 'cluster' flats, where student bedrooms with internal bathrooms share a common kitchen / dining area, or studios with their own kitchen facilities. This form of accommodation is well suited to flats. The size of individual rooms is small and car parking is normally very limited. Normal standards of amenity space (minimum 10 square metres per flat) and for public open

space are not applied by the Council since students are not in permanent occupation and have ready access to recreational facilities on campus. These factors lead to higher development densities than might normally be achieved for conventional housing.

4.3 *Analysis of density of recent proposals:*

Scheme	Application Reference	Decision	Site Area	Bedrooms	Density Beds/Ha
Elmfield Nursery	05/0551/03	Allowed	0.64	190	297
Rowancroft	05/1800/03	Refused	0.83	292	352
	06/0881/03	Refused		289	348
Consignia Court	06/0255/01	Refused	0.58	238	410
	06/1055/01	Refused		202	348
Bradfords	05/1511/01	Outline	0.48	Unspecified	-
	06/2107/02	App Res Mat		313	652

(Consignia Court involved outline applications specifying density, both applications have been appealed, a decision is expectedly imminently).

4.4 An analysis has been undertaken of a dozen recent planning permissions for student accommodation in Nottingham from data on that city council's web site. Nottingham is a larger city where densities might be expected to be a little higher. Densities ranged from about 200 to about 1,000 bedspaces per hectare (the latter in three 4, 6 and 9 storey blocks) and averaged about 450. The size of schemes varied from about 50 to 600 units. Information from Signpost Homes appears to show approved schemes in Cheltenham and Gloucester, which may have a similar context, of about 500 students per hectare in four storey blocks. Further research is being undertaken any useful new data will be reported at the meeting.

4.5 Planning applications for student housing schemes in Exeter appear to have been mainly at around about 300-350 students per hectare (excluding the first scheme on Consignia Court). The Inspector who conducted the planning appeal at Elmfield considered a density of about 300 students appropriate in that case but the Inspector who conducted the appeal at Rowancroft (in a conservation area) considered a scheme with a density of about 350 students per hectare inappropriate. Densities are likely to be higher than for other forms of housing due to the lower standards for amenity space and smaller room sizes that apply. In comparison, conventional housing schemes at Isca Place and Richmond Yard are at 107 and 185 dwellings per hectare, these equate to 255 and 286 bedrooms per hectare; population densities may be higher depending upon the average number of occupants of flats. Densities do appear to be below those approved for student schemes in other cities, however, the context of schemes may be different. About 300 students per hectare may be a useful benchmark for a reasonable upper limit for the Exeter context.

Over concentration of students in specific areas

4.6 The University has about 3,700 units of student accommodation. The main concentrations are:

Pennsylvania Rd / St German's Rd c 1,200

Holland Hall/Clydesdale area	c	700
Duryard/Montgomery	c	600
St Luke's / Rowancroft	c	400
James Owen Court	c	250
Brunel Close/Kingdom Mews	c	150

- 4.7 About 6,000 students live in private sector accommodation. The number of students in roads and the number of properties exempt from council tax has been compared with the total number of dwellings in individual roads to give a crude ratio and percentage. These figures at August 2006 (which may rise a little during the Autumn term) are at Appendix One. The number of students is only those at the University of Exeter, there may be others at different academic institutions such as the University of Plymouth.
- 4.8 24 streets account for over half of the properties in the city that are exempt from Council Tax. In seven of these streets the ratio of students in the road to the number of dwellings exceeds 2.0 (there are no others over 1.41) and in these same streets the percentage of properties exempt from Council Tax is over 50%. The highest is Mowbray Avenue (3.11 students/dwellings and 71.3% dwellings exempt). Five of these streets (Victoria Street, Culverland Road, Springfield Road, Edgerton Park Road, and Hillsborough Avenue) are in the area bounded by Pennsylvania Road, Union Road, Old Tiverton Road and the railway line, this block appears to be the home of at least 900 students. The other street with a high concentration of students/exempt dwellings is Danes Road.
- 4.9 Three other local authorities are known to have developed supplementary planning policies regarding student accommodation:
- In Loughborough (Charnwood Borough Council) students make up about 18% of the total population. About 56% of students live in unmanaged accommodation. Concentrations in private houses may reach up to 36% (households of unrelated people) in parts of one ward. The policy seeks to prevent new student halls or extensions to existing halls and extensions to ordinary dwellings where there is evidence that they are occupied by students in areas where the proportion of students exceeds 20% and to prevent conversion of houses to student HMOs where the proportion exceeds 10%. Consultation responses indicated that 68% of respondents considered that the balance of a community was adversely affected above 20% and about half above 10%.
 - In Nottingham (c40,000 students in a city of 267,000, i.e. 15%), students comprise more than a quarter of the population in four wards, reaching over 50% in one and up to 90% in some streets. The Council proposes to normally refuse schemes where the existing proportion is over 25%.
 - In Leeds (c40,000 students in a city of 715,000, i.e. 6%), the student population reaches 54% in Headingley ward which is defined as an

Area of Student Housing Restraint where new proposals are resisted.

- 4.10 The concentration of students in Exeter appears to be generally below those that have led to action to restrict additional students in other authorities with the exception of the area bounded by Pennsylvania Road, Union Road, Old Tiverton Road and the railway line where the proportion of dwellings exempt from Council Tax exceeds 50% in five streets. There is some evidence of harm to the environment in this area due to rubbish, late night noise and car parking problems etc. It is proposed that officers consider the case for a policy to control further increases in students in this area through the Generic Development Control Policies document of the Local Development Framework.
- 4.11 It would be helpful if the University worked with the Council to develop and implement strategies to minimise problems of students in the private sector housing market such as noise, anti social behaviour and refuse. There would be advantages in an accreditation scheme for landlords, such as the national scheme 'unipol'. The Devon local authorities and the National Federation of Landlords are currently looking at setting up a scheme. Accreditation of landlords will soon become a requirement in any event as a result of tenancy deposit schemes. The University should be asked to support a scheme.
- Car parking pressures in surrounding streets**
- 4.12 Student accommodation is usually proposed in locations close to the University, city centre, local amenities, public transport services and that are normally served by a University bus route. Occupiers therefore should have little need for a car. Schemes usually provide only disabled and staff car parking spaces on site and the Council normally requires one cycle parking space per student. Arrangements for the beginning of terms are often staggered to avoid large numbers of vehicles arriving at the same time.
- 4.13 Local residents can raise concerns that students will park in surrounding streets and add to pressure on car parking spaces. The University normally inserts clauses in tenancies that students should not have vehicles. Tenancies can ultimately be terminated if restrictions are ignored. Residents' parking schemes currently do not extend to areas around Rowancroft and Bradfords and apply to only some streets around Elmfield Nurseries and Consignia Court. Students who share ordinary houses are normally eligible for a residents' parking permit on payment of the standard £12 fee and production of proof of residence. These are limited to two per property. Because students are often around during the day when many people need their cars for work they can have the opportunity to secure car parking spaces close to their homes at the expense of other residents.
- 4.14 The Planning Inspector who conducted the recent appeal for student accommodation at Elmfield Nurseries concluded that a management scheme and exclusion of eligibility from any residents parking scheme

would deter incoming student residents from owning a car however there would be likely to be some increase in demand for on-street spaces but competition for on-street parking was ‘inherent to the urban environment’. He considered that it would be wrong to give undue weight to the potential impact on surrounding streets since it would hinder the implementation of other important policies. The Inspector who conducted the appeal at Rowancroft reached a different view on the circumstances of that case: *‘The vehicular and pedestrian traffic generated for a considerable part of the day and night by the number of students on site (c 450) would have an undesirable impact on the surrounding, predominantly residential, area, especially in view of the limited car parking available both on the site and in nearby streets’* (He also referred to the distance of the site from other University premises without acknowledging the facilities nearby at St Luke’s).

4.15 Members have previously expressed concerns that student accommodation may be used for conference or holiday lets outside of term time leading to significantly greater car parking pressures. However, conference accommodation is usually confined to halls of residence with refectory and conference rooms facilities very close by and there is only a limited market for holiday lets. Private sector providers often seek 51 week tenancies, precluding any other use. Clarity on any non-term time uses should be sought in respect of any future applications.

4.16 The provision of any residents’ car parking for students in schemes might merely encourage some students to bring cars and to compete for the spaces available. Private sector providers have made a charge for car parking spaces where more spaces have been provided in schemes in other cities leading to many spaces remaining vacant. It is recommended that a higher standard of operational car parking be provided than the previous norm to allow for visitors and further provision be required for any conference use.

Proximity to railway lines

4.17 Some members have questioned whether schemes such as Consignia Court and Bradfords which adjoin the main railway line are likely to produce a satisfactory environment for students to study and sleep.

4.18 The Head of Environmental Health normally applies noise exposure categories in PPG24 ‘Planning and Noise’ that would apply to ordinary residential development. Bradfords is the site most affected by noise. It is affected by the railway line on one side which generates occasional noisy events from express services and general background noise from Cowley Bridge Road on the opposite side. A development is likely to fall in noise exposure category ‘c’ where planning permission should not normally be granted unless, for example, there are no alternative sites available and conditions are imposed to ensure a commensurate level of noise protection. The imposition of planning conditions requiring noise and vibration surveys and the implementation of any mitigation measures is normally requested. These measures are likely to relate to improvements in noise insulation of windows, walls and roofs/ceilings. Development would

comply with World Health Organisation standards of 30 dB(A) for night time noise.

- 4.19 As about 50 units of student accommodation have already been built nearby at King Edward Studios, which is similarly affected by railway noise, with no significant problems in letting this would not appear to be a constraint, provided such accommodation is designed with noise mitigation measures.

5 CONCLUSIONS

- 5.1 The University is a vital part of the economy and culture of the city, expansion will bring substantial benefits and should be encouraged. The rate of growth achieved will be affected by many national and international factors.

- 5.2 A relatively high proportion of students are accommodated in University accommodation compared to other higher education institutions. Nevertheless, a high proportion of students will continue to wish to live in the community rather than in halls. The need for additional teaching space can reasonably be accommodated on the main Streatham Campus.

- 5.3 The estimates of student accommodation needs suggest that about 2,870 additional places in halls are required of which only 414 currently have planning permission. The sites in paragraph 3.23 may represent a shortfall of about 1,300 units on the required capacity, redevelopment of Duryard might address about 800 of this. The University envisages about 900 additional students may be in the private housing sector. This would involve loss of about 20 private homes per annum from the general stock. Further student accommodation on Streatham Campus is inappropriate, there may be some potential at St Luke's campus. Further managed accommodation could be accommodated at a redeveloped Duryard campus, however a further 1 or 2 sites are likely to be needed. High density managed accommodation is sustainable and makes efficient use of land. Locations in the city centre and St David's Station area/Cowley Bridge corridor are potentially appropriate. If these sites are not used for student needs they are likely to be for higher density smaller flats. If additional managed accommodation is not built, then the impact upon local communities from concentrations of students in residential areas and on property prices may be more significant. A new University campus on the edge of the city would be much less sustainable and is not favoured by the University.

- 5.4 Officers will investigate a more positive policy to encourage student housing in the city centre and St David's Station corridor as part of the Local Development Framework (Development Control Policies Development Plan Document). There may also be benefits in the Council as housing authority agreeing with the University a joint policy approach to accommodation issues.

- 5.5 The University needs to continue to develop programmes to develop issues

of green travel, sustainable development/construction and biodiversity.

- 5.6 The University has indicated that the City Council's comments on the Estate strategy will be reported to its Physical Resources Committee. It is proposed that PMWG's comments upon the strategy be passed to the University and that those elements of this report that may be material considerations to the determination of planning applications be adopted as supplementary planning guidance. This would involve agreement as a basis for public consultation by Planning Committee and eventual adoption by the Executive.

6 ADVICE SOUGHT

- 6.1 Members are asked to confirm the following conclusions:

A) That the University be informed that the City Council:

- Welcomes the opportunity to comment upon the Estate Strategy.
- Recognises the contribution of the University to the economy and culture of the City.
- Urges the University to develop clearer proposals for how it will accommodate additional students and as housing authority is prepared to explore a joint policy approach to accommodation issues.
- Urges the University to work with the Council to develop strategies to minimise problems associated with students in private sector housing and to agree use of an accreditation scheme for private landlords
- Will consider developing policies in Development Plan Documents to resist proposals that would further increase student related accommodation in the area between Pennsylvania Road, Union Road, Old Tiverton Road and the railway line.

B) That the Council consults upon, with a view to adopting, the following principles as supplementary planning guidance:

- Support for the intention of the University to expand.
- Space on Streatham campus should be reserved to meet any additional requirements for teaching related facilities. The biodiversity of the site should be conserved and enhanced.
- The provision of as much purpose built student housing as possible to reduce the impact on the private sector housing market.
- It recognises that relatively high density managed accommodation on appropriate sites will need to make a significant contribution to meeting future needs.
- Favours provision of further student accommodation in the following general locations:
 - The City Centre
 - St David's Station/Cowley Bridge Road area.

- More intensive use of Duryard Campus
- Seeks the investigation of student accommodation as a priority for use of any surplus land at St Luke's campus.
- Will seek further operational car parking for student housing schemes than in the past and expects the University and accommodation providers to rigidly enforce no car tenancies.
- Will expect the University to significantly improve its commitment to sustainable travel, in particular by funding improved bus services to the campus to provide services throughout the day and into the evening.
- Will expect any further major University developments to make significant advances in sustainable development / construction.

[Pmwg/ university estates strategy]

RICHARD SHORT

HEAD OF PLANNING SERVICES

Appendix One

Road	Students	Total Dwellings	Ratio of Students / dwellings	Dwellings exempt Council Tax	Percentage of exempt dwellings
Victoria Street	291	102	2.85	66	64.7
Monks Road	197	250	0.79	58	23.2
Culverland Road	149	57	2.61	34	59.6
Danes Road	144	65	2.22	39	60.0
Springfield Road	144	54	2.67	29	53.7
Old Tiverton Road	118	205	0.58	26	12.7
Pennsylvania Road	114	311	0.37	29	9.3
Priory Road	114	83	1.37	28	33.7
Mount Pleasant Rd	107	158	0.67	31	19.6
Union Road	92	121	0.76	20	16.5
Longbrook street	88	83	1.06	20	24.1
Oxford Road	83	88	0.94	20	22.7
Pinhoe Road	82	437	0.19	25	5.7
St John's Road	77	56	1.37	17	30.4
Portland Street	72	111	0.65	19	17.1
Well Street	64	87	0.74	16	18.4
Park Road	60	110	0.54	23	20.9
Elmside	59	70	0.84	21	30.0
Edgerton Park Rd	56	26	2.15	13	50.0
Hillsborough Ave	56	25	2.24	15	60.0
Howell Road	56	102	0.55	13	12.7
Sylvan Road	56	83	0.67	10	12.0
Mowbray Avenue	53	17	3.11	12	71.3
Hoopern Street	52	81	0.64	17	21.0
Prospect Park	52	63	0.83	12	19.0
Queens Crescent	45	32	1.41	10	31.2
Powderham Cres.	44	108	0.41	10	9.3
Monkswell Road	42	41	1.02	15	36.6

Students- Data from University of Exeter addresses of students

Dwellings and exempt dwellings- Data from ECC records for August 2006