

Exeter City Council
Planning Committee
08 December 2025

Application 25/0676/FUL

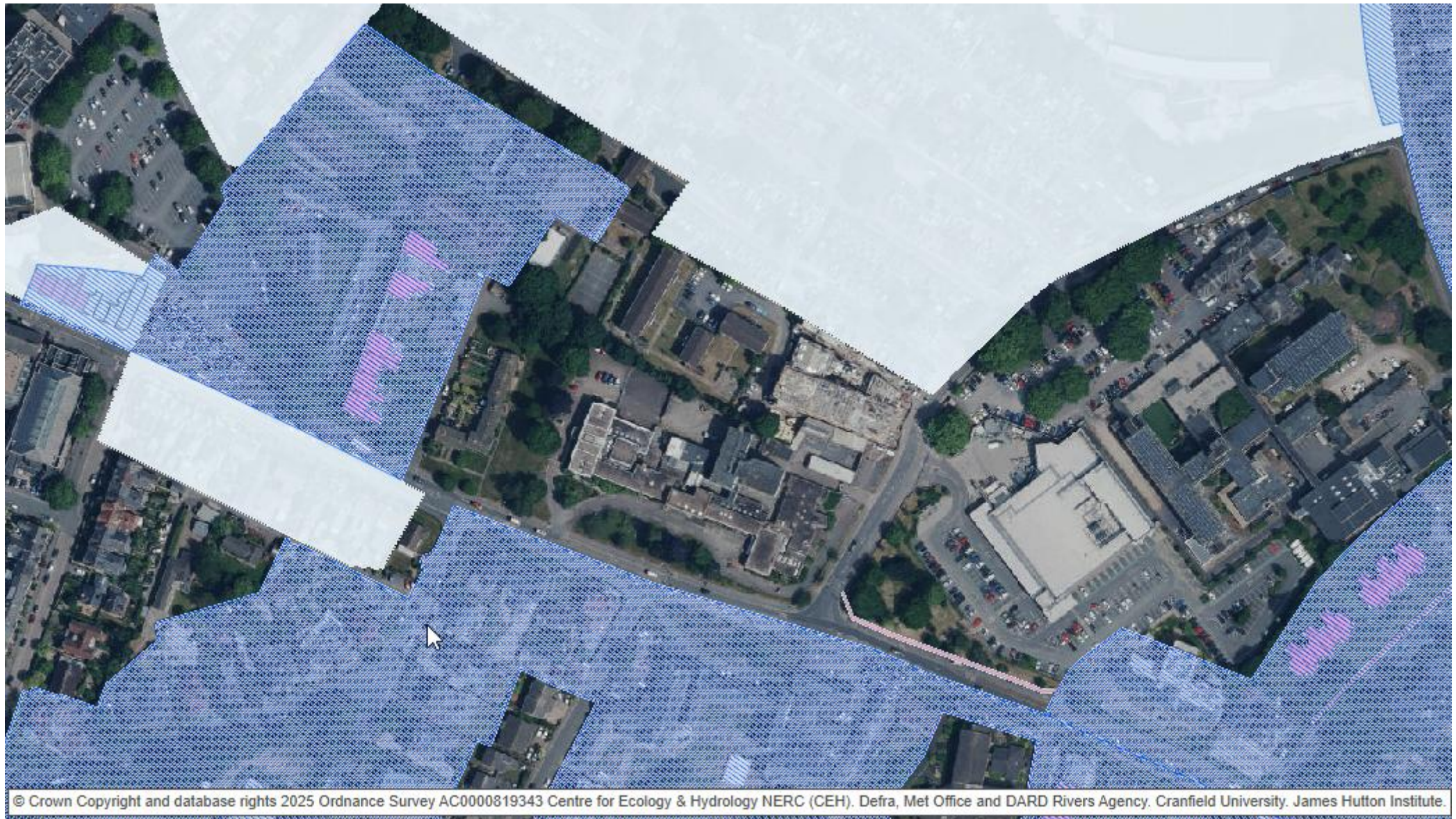
Site:	Devon And Cornwall Constabulary, Heavitree Road
Applicant:	NCO (Seven) Limited
Proposal:	Full planning application for the demolition of the existing buildings and erection of mixed-use development comprising Purpose-Built Student Accommodation and Co-Living with associated infrastructure
Case Officer:	John Douglass



SITE LOCATION PLAN



AERIAL VIEW



AERIAL VIEW: ART 4 & HERITAGE CONSTRAINTS



PHOTOS



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- 21/1564/FUL: Outline planning application with all matters considered in detail except landscaping, for the demolition of the existing buildings and construction of mixed-use development comprising Purpose-Built Student Accommodation (Sui Generis) and Co-Living (Sui Generis) with associated infrastructure.
- Scheme negotiated down during application but was refused at its third committee on 20 Feb 2023



Pedestrian view along Heavitree Road (looking west)

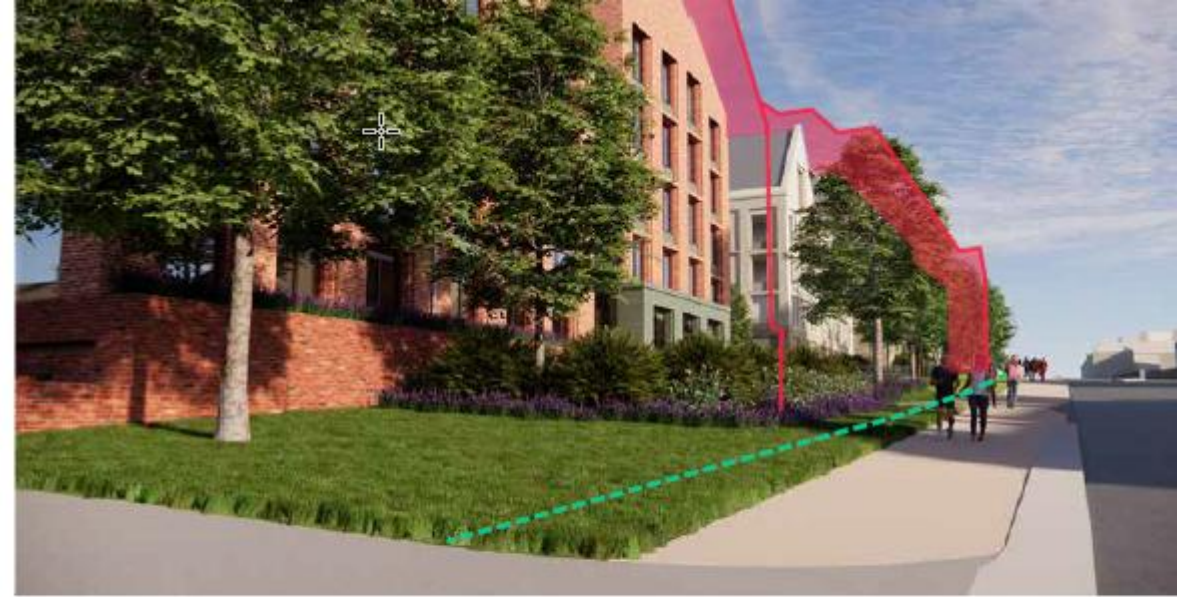


Pedestrian view along Heavitree Road (looking west)

RELEVANT PLANNING HISTORY



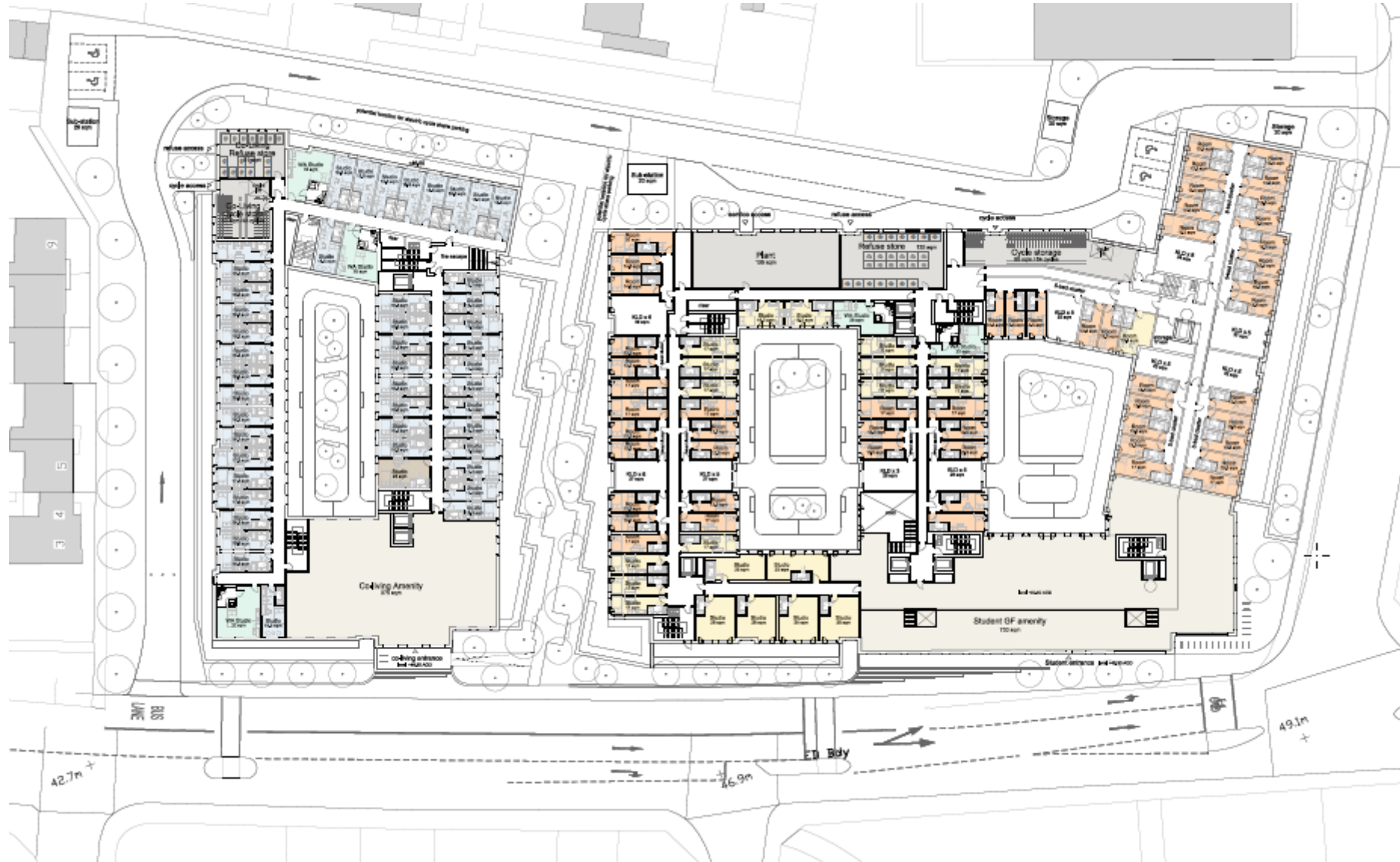
Pedestrian view along Heavitree Road



Pedestrian view along Heavitree Road

RELEVANT PLANNING HISTORY

955 rooms, with 640 PBSA and 315 co-living



RELEVANT PLANNING HISTORY



RELEVANT PLANNING HISTORY



RELEVANT PLANNING HISTORY

20.02.2023: Officer Recommendation for Approval overturned leading to 6 Reasons for Refusal:

1. The proposed development would **harm the character of the area**, including the streetscenes along Heavitree Road and Gladstone Road, and the setting of the locally listed St Luke's College buildings, by virtue of the heights and massing of the two buildings, which would be of a far greater scale than the majority of buildings in the area, and their siting in close proximity to the streets making them feel even more imposing on their surroundings. The proposed development is therefore contrary to Policy CP17 of the Core Strategy, which requires all proposals for development to complement or enhance Exeter's character and local identity, saved Policies H5 and DG1 of the Exeter Local Plan First Review 1995-2011, and paragraphs 130 and 197c) of the NPPF (2021).
2. The proposed development **would harm the amenity, privacy and outlook of the adjacent residential properties**, particularly in Higher Summerlands, due to the height, scale and massing of the proposed buildings on the site and their siting in close proximity to the properties taking into account their designs. The proposed development is therefore contrary to saved Policies H5(a) and DG4(b) of the Exeter Local Plan First Review 1995-2011, and paragraph 130f) of the NPPF (2021).
3. The proposed development would have a **limited amount of external amenity space** for use by the high number of residents of the two buildings and the external amenity space proposed in the form of the internal courtyards would be poor quality with a sense of feeling enclosed and with reduced levels of daylight due to the scale of the surrounding buildings. It is also considered that the proposed development **would provide a poor living environment for residents that would have a negative impact on their health and well-being**. The proposed development is therefore contrary to saved Policy DG4(b) of the Exeter Local Plan First Review 1995-2011 and paragraph 130e) and f) of the NPPF (2021).
4. Notwithstanding the applicant's agreement to pay £436,435 for the maintenance and upgrade of off-site public open spaces serving the development (to be spent on upgrades to Exeter City Council parks) and £111,735 for the maintenance and upgrade of off-site play areas serving the development (to be spent on the installation of outdoor adult fitness equipment) in accordance with the consultation response from the Public and Green Spaces team of Exeter City Council to mitigate the impact of additional demand on off-site Exeter City Council public spaces, the proposed development **would have a negative impact on public spaces in the locality of the site**, in particular Belmont Park approximately 400 metres north of the site, due to the additional use and demand of these spaces by residents of the proposed development and limited amount of on-site external amenity space provision. The proposed development is therefore contrary to Policy CP10 of the Core Strategy, which protects facilities that meet Exeter's community, social, health, leisure and recreational needs, and saved Policy DG4(a) of the Exeter Local Plan First Review 1995-2011 stating that residential development should be at the maximum feasible density taking into account site constraints and impact on the local area.
5. The proposed development would **result in the loss of a significant number of trees on the site** including several category A and B trees which contribute to the amenity of the locality and biodiversity of the site. Without a detailed landscaping scheme as part of the application, there is a lack of certainty that the loss of these trees will be adequately and appropriately compensated for to maintain or enhance the amenity and biodiversity value of the site. The indicative information submitted with the application in this regard does not demonstrate that this can be satisfactorily achieved. Therefore the proposed development is contrary to Policy CP17 of the Core Strategy, saved Policies H5(a), LS4 and DG1(c)(h) of the Exeter Local Plan First Review 1995-2011, and paragraphs 130 and 131 of the NPPF (2021).
6. In the **absence of a s106 legal agreement** to secure the following:
 - xxxx

RELEVANT PLANNING HISTORY

Appeal by Public Inquiry (December 2023)

1. The proposed development would **harm the character of the area**, including the streetscenes along Heavitree Road and Gladstone Road, and the setting of the locally listed St Luke's College buildings, by virtue of the heights and massing of the two buildings, which would be of a far greater scale than the majority of buildings in the area, and their siting in close proximity to the streets making them feel even more imposing on their surroundings. The proposed development is therefore contrary to Policy CP17 of the Core Strategy, which requires all proposals for development to complement or enhance Exeter's character and local identity, saved Policies H5 and DG1 of the Exeter Local Plan First Review 1995-2011, and paragraphs 130 and 197c) of the NPPF (2021).
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6. In the **absence of a s106 legal agreement** to secure the following:
 - 20% of the co-living units (i.e. 63) will be affordable private rented (5% of which will be wheelchair accessible) and priority will be given to essential local workers.
 - Habitats Mitigation = £326,097.45 (in relation to the co-living development only)
 - NHS Devon ICB contribution = £244,480.00 (£163,840.00 for PBSA and £80,640.00 for co-living)
 - Public open space contribution = £436,435.00 (£292,480.00 for PBSA and £143,955.00 for co-living)
 - Play (outdoor adult fitness equipment) contribution = £111,735.00 (£74,880.00 for PBSA and £36,855.00 for co-living)
 - Student Management Plan for PBSA block
 - Co-living Management Plan/Monitoring for Co-living blockthe proposal is contrary to Exeter Local Development Framework Core Strategy 2012 Objectives 1, 3, 5, 6, 8 and 10, and policies CP7, CP10, CP16 and CP18, Exeter Local Plan First Review 1995-2011 saved policies L4, LS2, LS3 and DG4, Exeter City Council Affordable Housing Supplementary Planning Document 2014 and Exeter City Council Public Open Space Supplementary Planning Document 2005.

RELEVANT PLANNING HISTORY

Appeal Dismissed 02 February 2024

Design & Character

- 22. To conclude on this first main issue, the proposal would result in **harm to the character and appearance of the area**, thereby running counter to CS Policy CP17....

Amenity Impacts

- 28. Taking all of this into account, the effects of the proposed development would **not** be so profound **so as to result in harmful effects either in terms of outlook or privacy for residents in Higher Summerlands**. The proposal therefore accords with LP Policies H5a) and SG4b) which both seek to protect the amenity of residents. It would also accord with paragraph 135f) (formerly paragraph 130f) of the Framework which, amongst other things, seeks to ensure developments provide a high standard of amenity for existing and future residents.

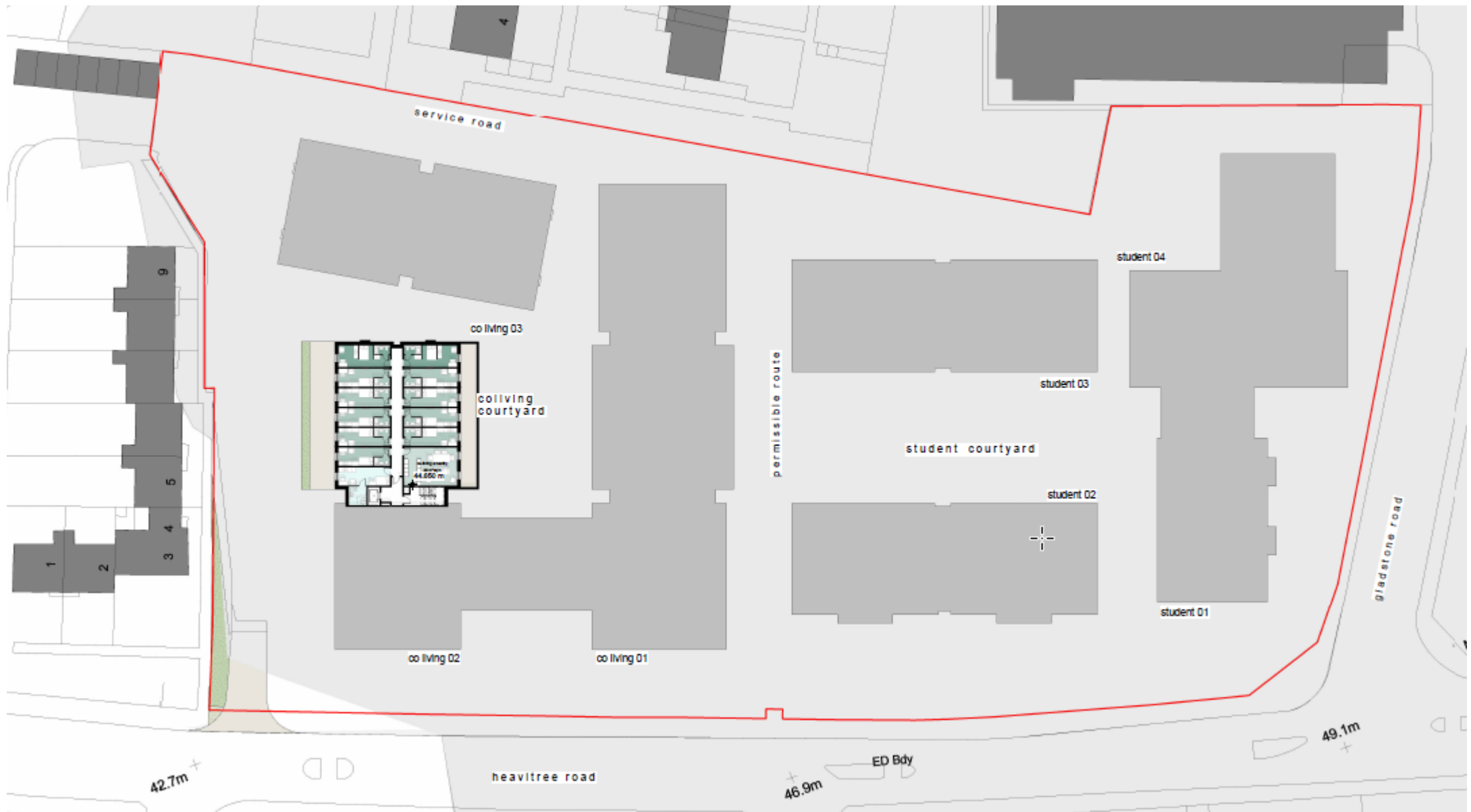
Conclusion

- 36. Set against the identified benefits, **the harm to the area's character and appearance would be severe**. The proposal would cross the line of acceptability in terms of its effects on the local area into which it would not satisfactorily integrate. I have found that it would be **overly-assertive and incongruous**. The level of **harm that would result is sufficient to outweigh the benefits** of the scheme. The proposal would not accord with the development plan as a whole.

- 24/0561/MP - Redevelop site for PBSA and Co-living May 2024-May 2025
- 25/0676/FUL submitted June 2025: Full planning application for the demolition of the existing buildings and erection of mixed-use development comprising Purpose-Built Student Accommodation and Co-Living with associated infrastructure
- 399 PBSA studios (17.5-28sq m) in 4 blocks 4-6 storeys in height
- 414 Co-Living Units (18.3-27sq m)
- Additional Information Received
- Revised proposed received 09 October 2025



PROPOSED SITE PLAN



PROPOSED FLOOR PLAN: CL LGF



PROPOSED FLOOR PLAN: CL LEVEL 00, PBSA LEVEL --



PROPOSED FLOOR PLAN: CL LEVEL 01, PBSA LEVEL 00



PROPOSED FLOOR PLAN: TYPICAL UPPER FLOOR



PROPOSED FLOOR PLAN (CL LEVEL 05), PBSA LEVEL 04



PROPOSED FLOOR PLAN (CL LEVEL 06), PBSA LEVEL 05



PROPOSED SITE PLAN: LANDSCAPING



←-----→
co - living

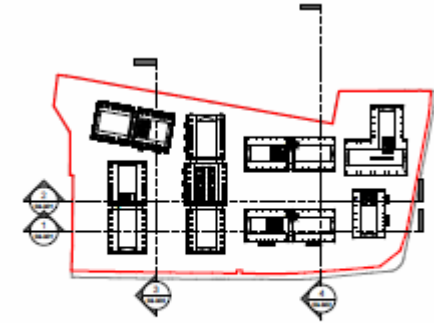
←-----+-----→
pbsa



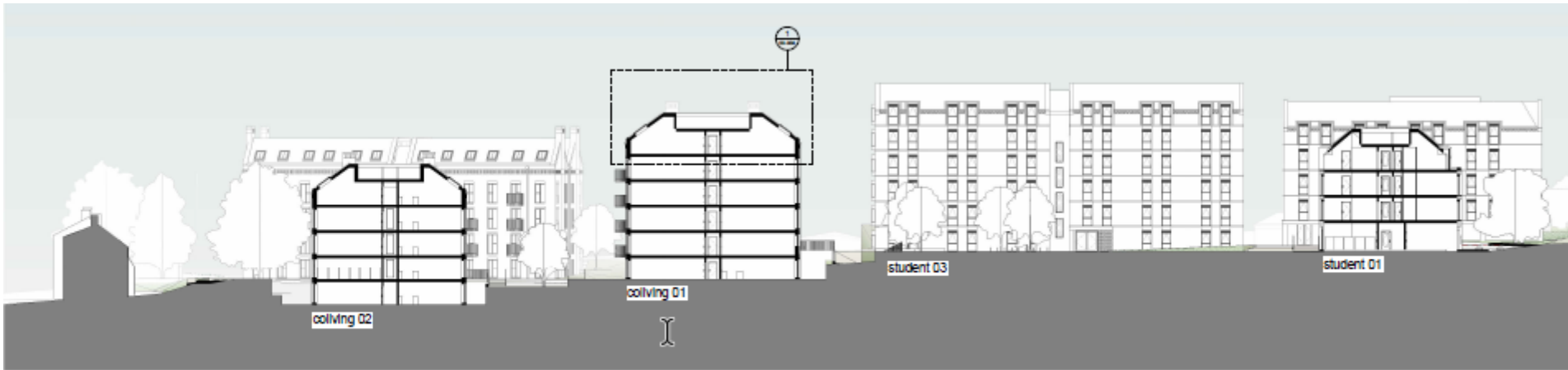
PROPOSED SECTIONS E-W



① Site Section 01
1 : 200



⑤ Proposed Site Key Plan
1 : 1000



② Site Section 02
1 : 200

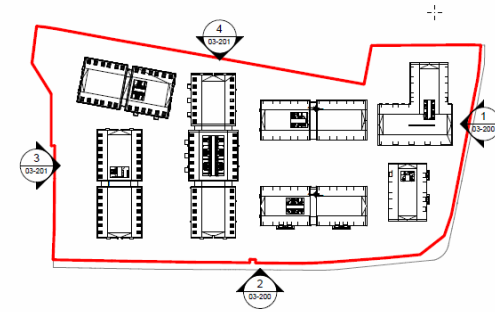
PROPOSED SECTIONS: E-W



←-----→
pbsa

←-----→
the gorge

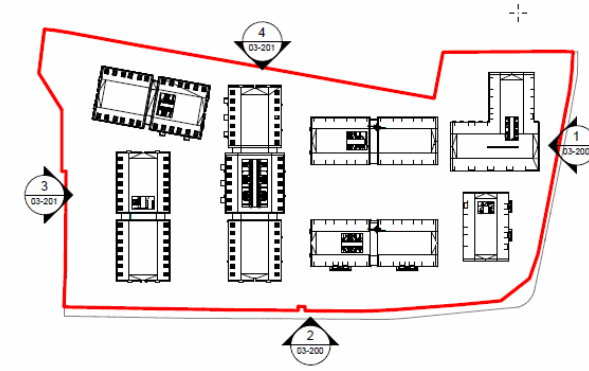
PROPOSED SECTIONS: N-S

[illegible]

PROPOSED ELEVATIONS: STREET



③ Proposed Higher Summerland Elevation
1 : 200

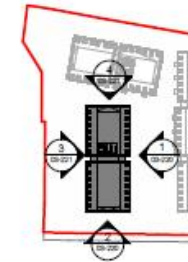


Proposed Site Key Plan
1 : 1000



④ Proposed St Matthews Close Elevation
1 : 200

PROPOSED ELEVATIONS: STREET

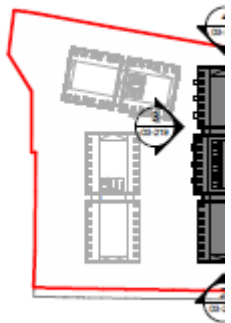


Proposed Site Key Plan
1:1000

① Coliving 02 - Elevation 01
1:100



③ Coliving 01 - Elevation 03
1:100



PROPOSED ELEVATIONS: BLOCK 01 & 02 COURTYARD ELEVATIONS

- Principle acceptable
- Density acceptable subject to technical assessment
- Mix of PBSA & Co-Living
- 20% Affordable Private Rent to Co-Living
- c5% Accessible units across both uses

Table 2: Accommodation Schedule

Development Type	Unit Type	Unit Size (m ²)	Amount	Affordable Housing Requirement
PBSA	Studio	17.5	195	0%
		19	123	
		21	56	
		22.5	4	
	Accessible Studio	26	8	
		28	13	
Sub-total			399	-
Co-living	Studio	18.3	289	20%
		20.7	68	
		21.9	37	
	Accessible Studio	27	20	
Sub-total			414	83
Grand Total			813	

KEY ISSUES: PRINCIPLE



PBSA Typical Studio 01
1 : 50
area: 17.5 sqm



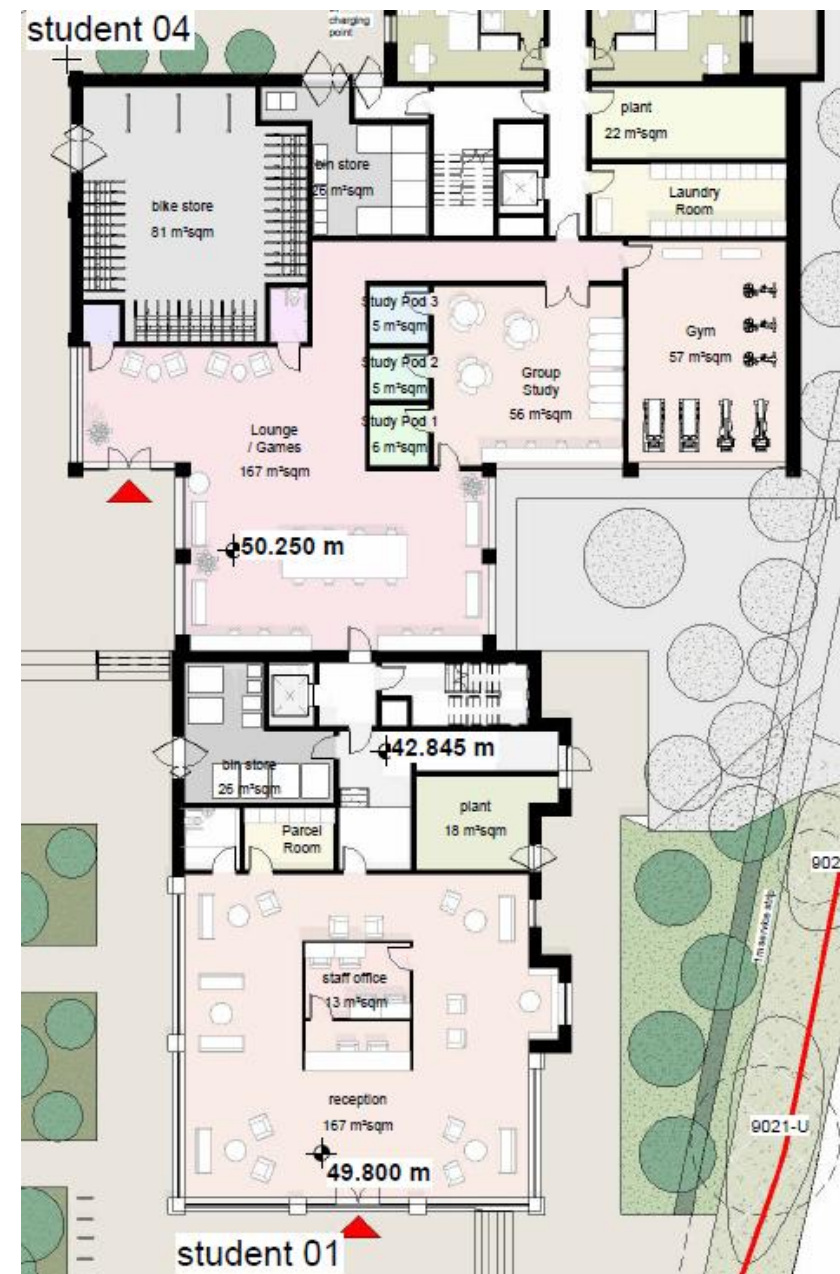
PBSA Typical Studio 02
1 : 50
area: 18.5 sqm



PBSA Typical Studio 03
1 : 50
area: 20 sqm



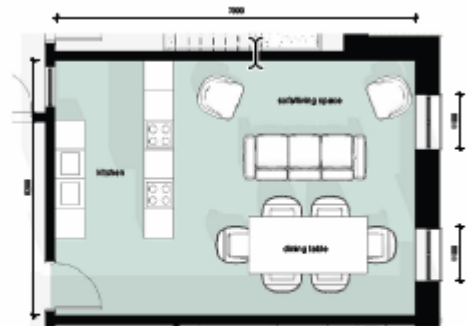
PBSA Accessible Studio
1 : 50
area: 25.8 sqm



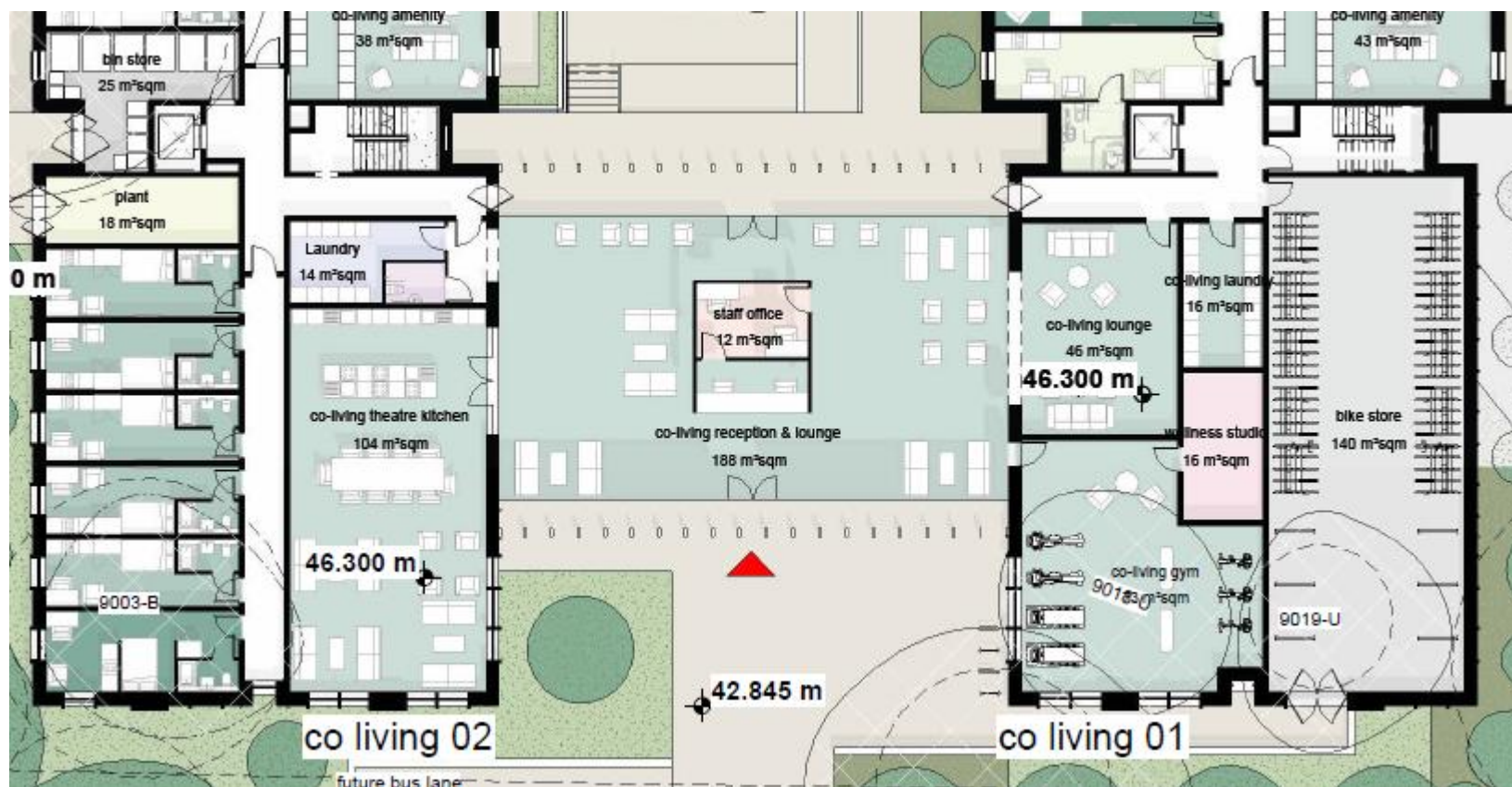
KEY ISSUES: LIVING STANDARDS - PBSA UNITS



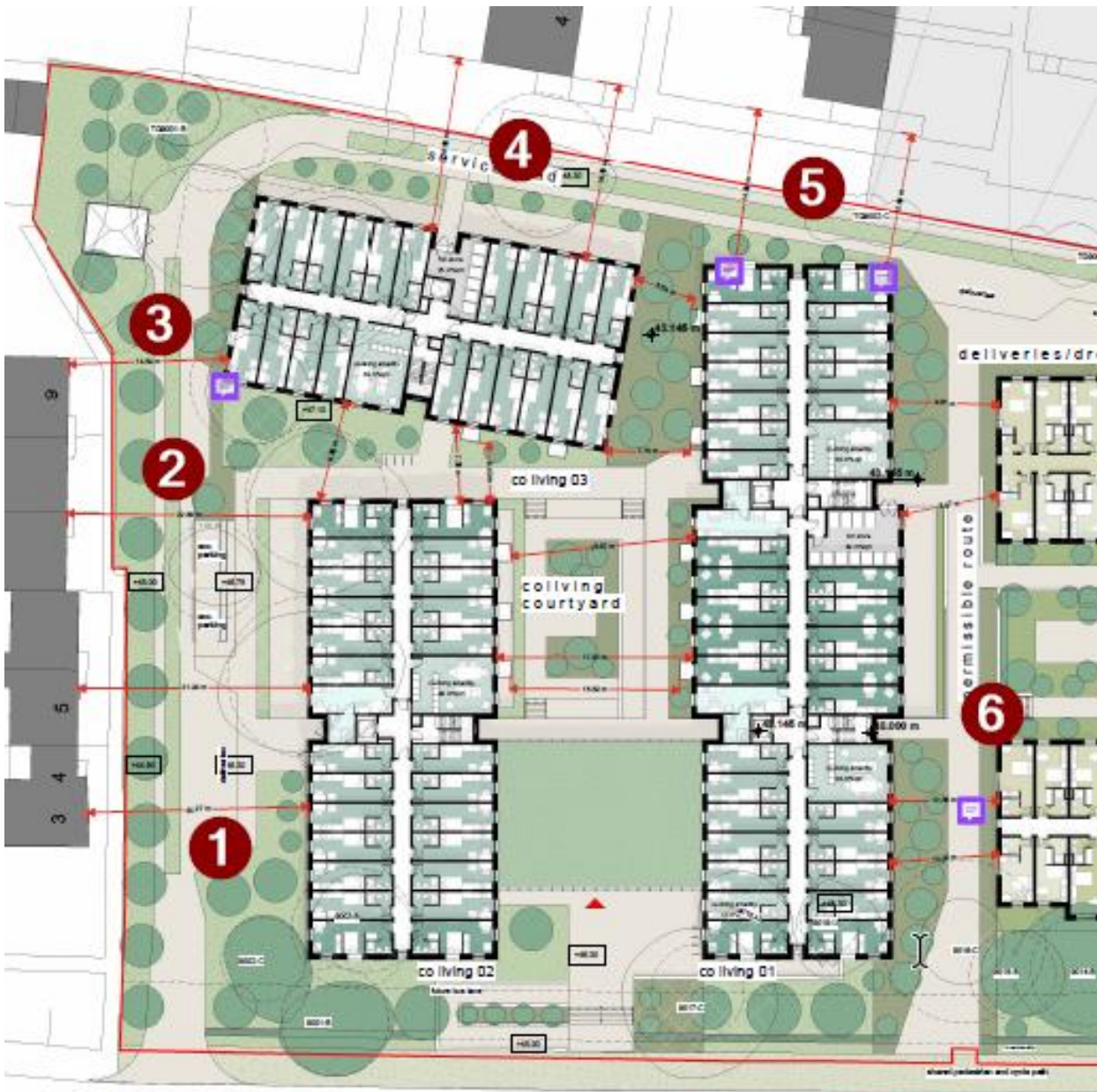
KEY ISSUES: LIVING STANDARDS - CO-LIVING UNITS



Co - Living Typical Kitchen
1 : 50



KEY ISSUES: LIVING STANDARDS - CO-LIVING UNITS



KEY ISSUES: NEIGHBOUR AMENITY (PRIVACY)

Obscure glazing to be applied to windows



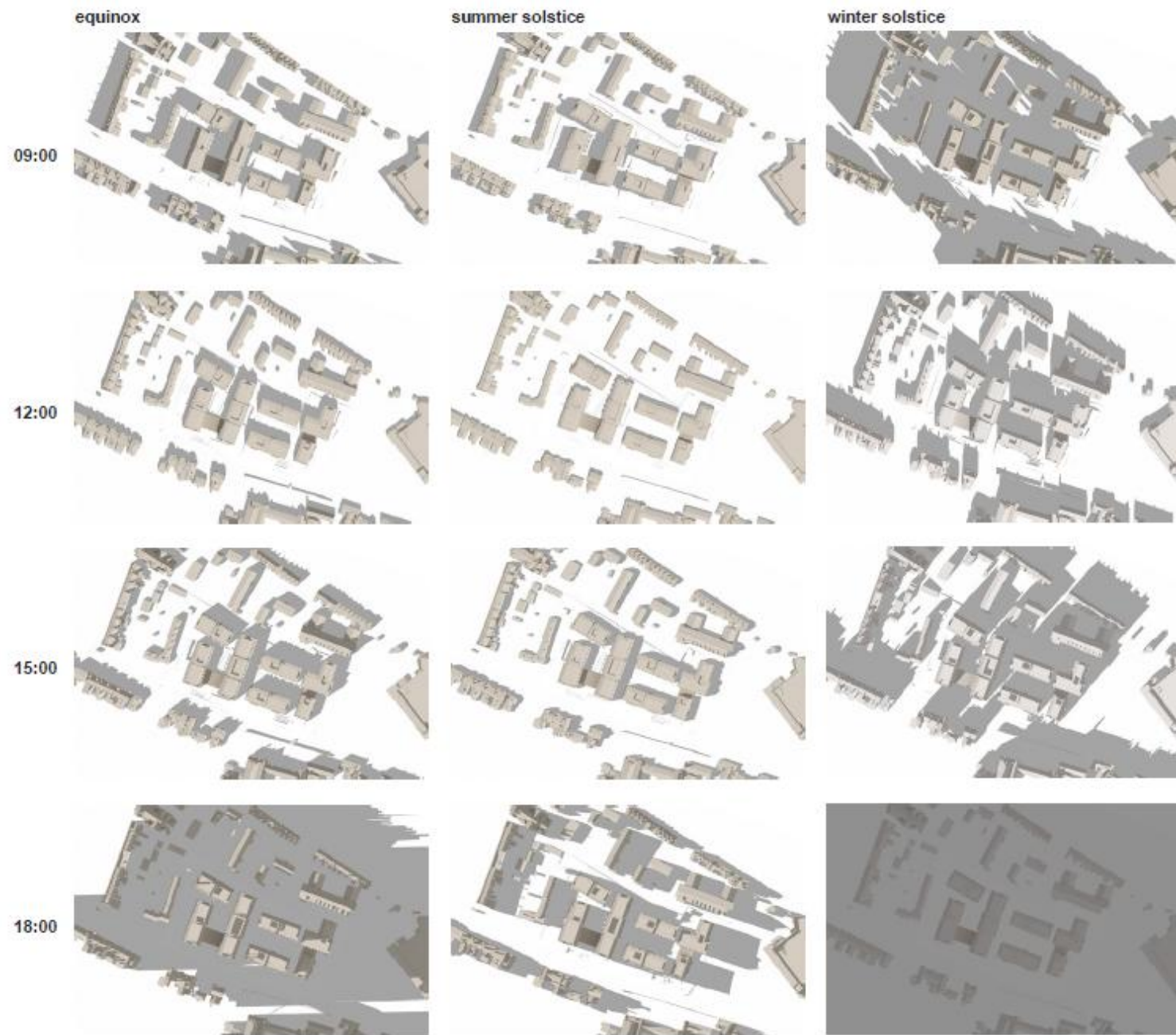
proposed gable design



example of oriel window design.

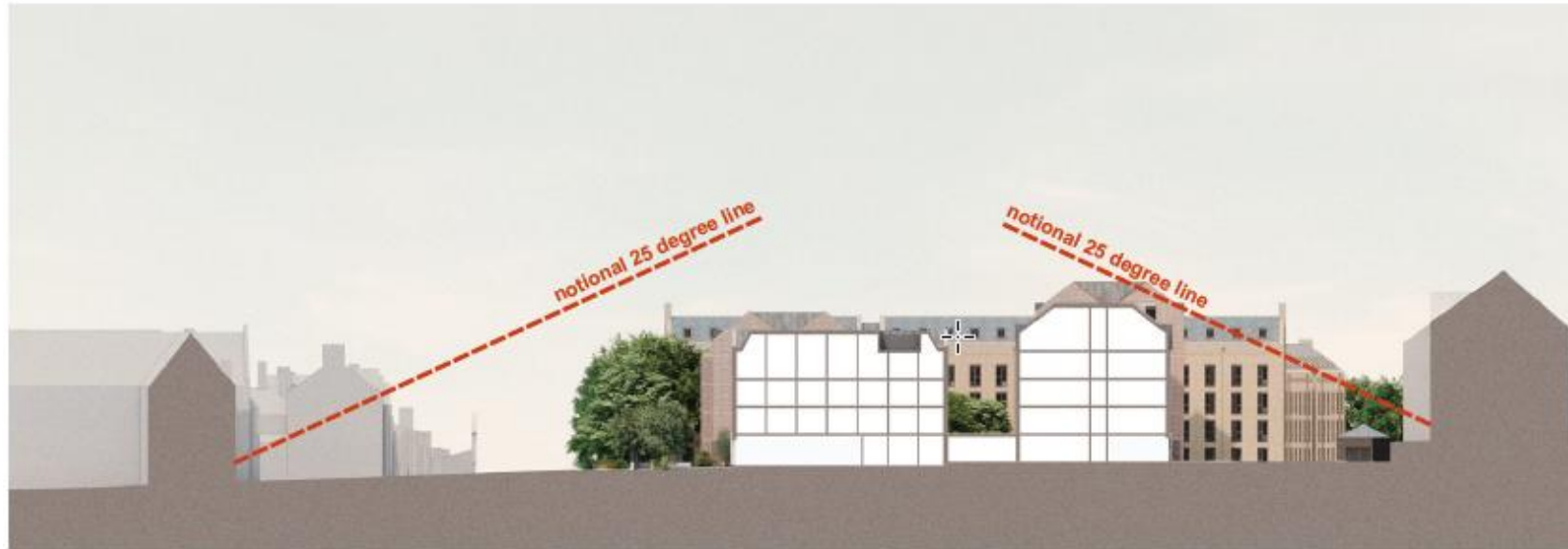


KEY ISSUES: NEIGHBOUR AMENITY (PRIVACY)

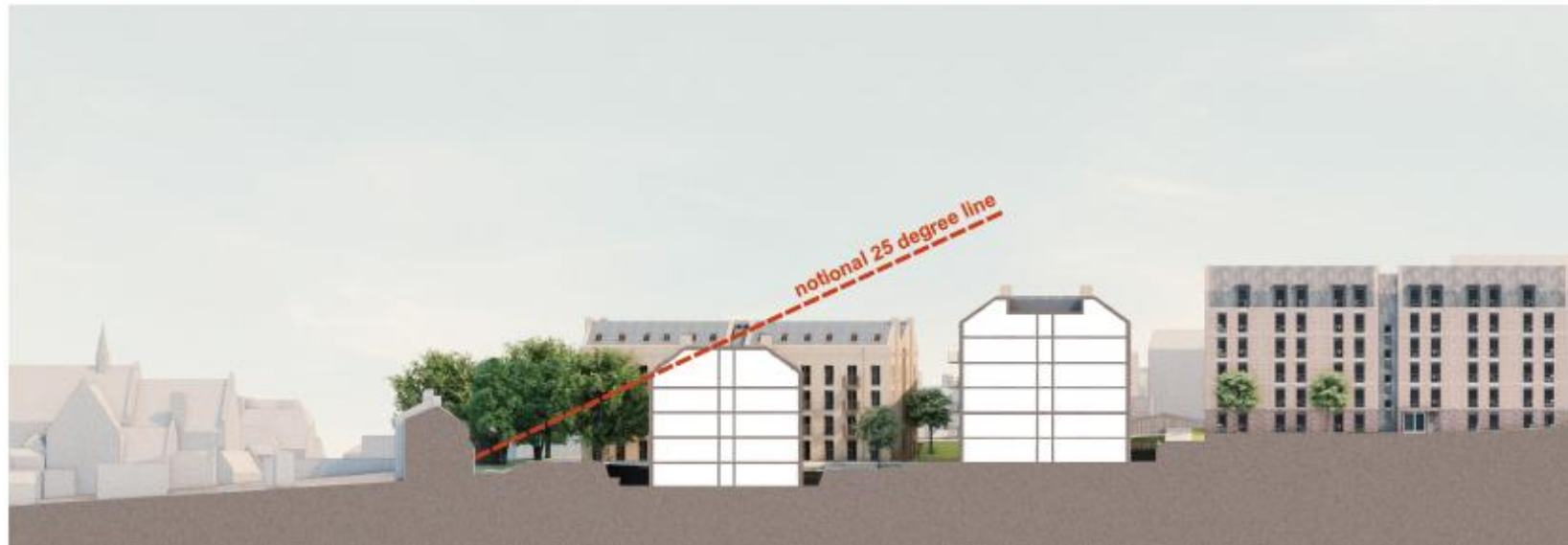


KEY ISSUES: NEIGHBOUR AMENITY (OVERSHADOWING)

Section A

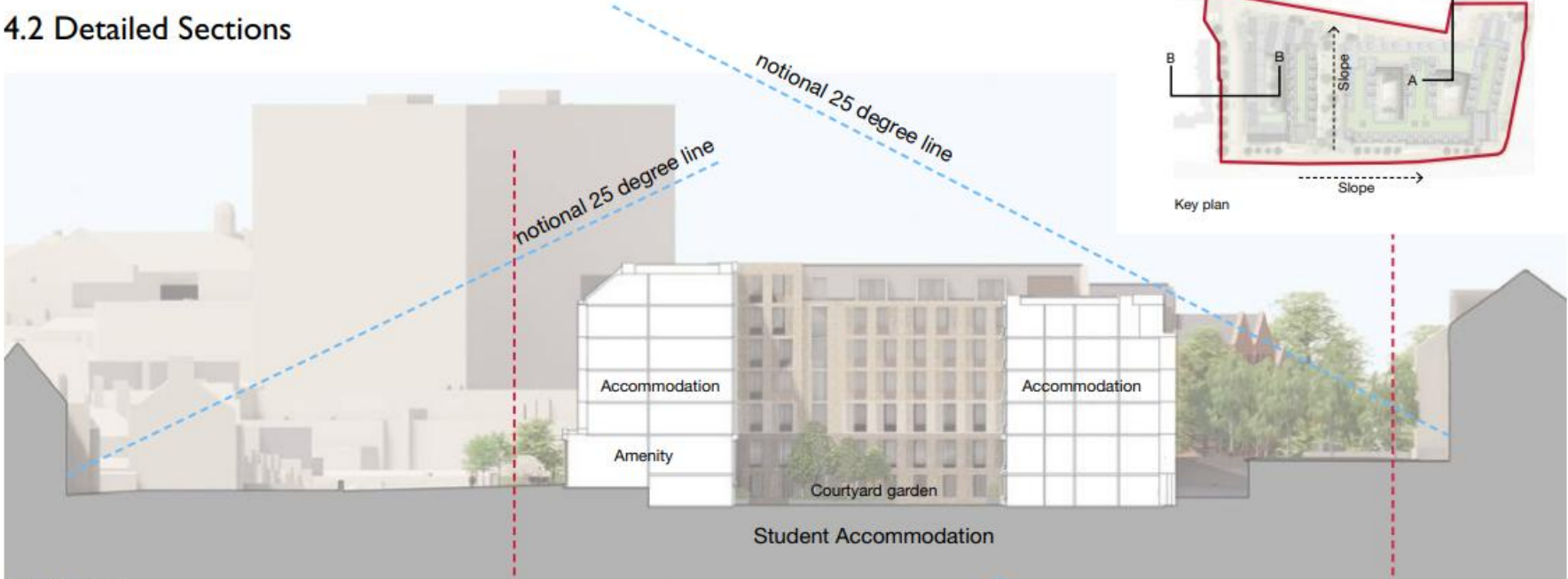


Section B



KEY ISSUES: NEIGHBOUR AMENITY (DAYLIGHT IMPACTS)

4.2 Detailed Sections

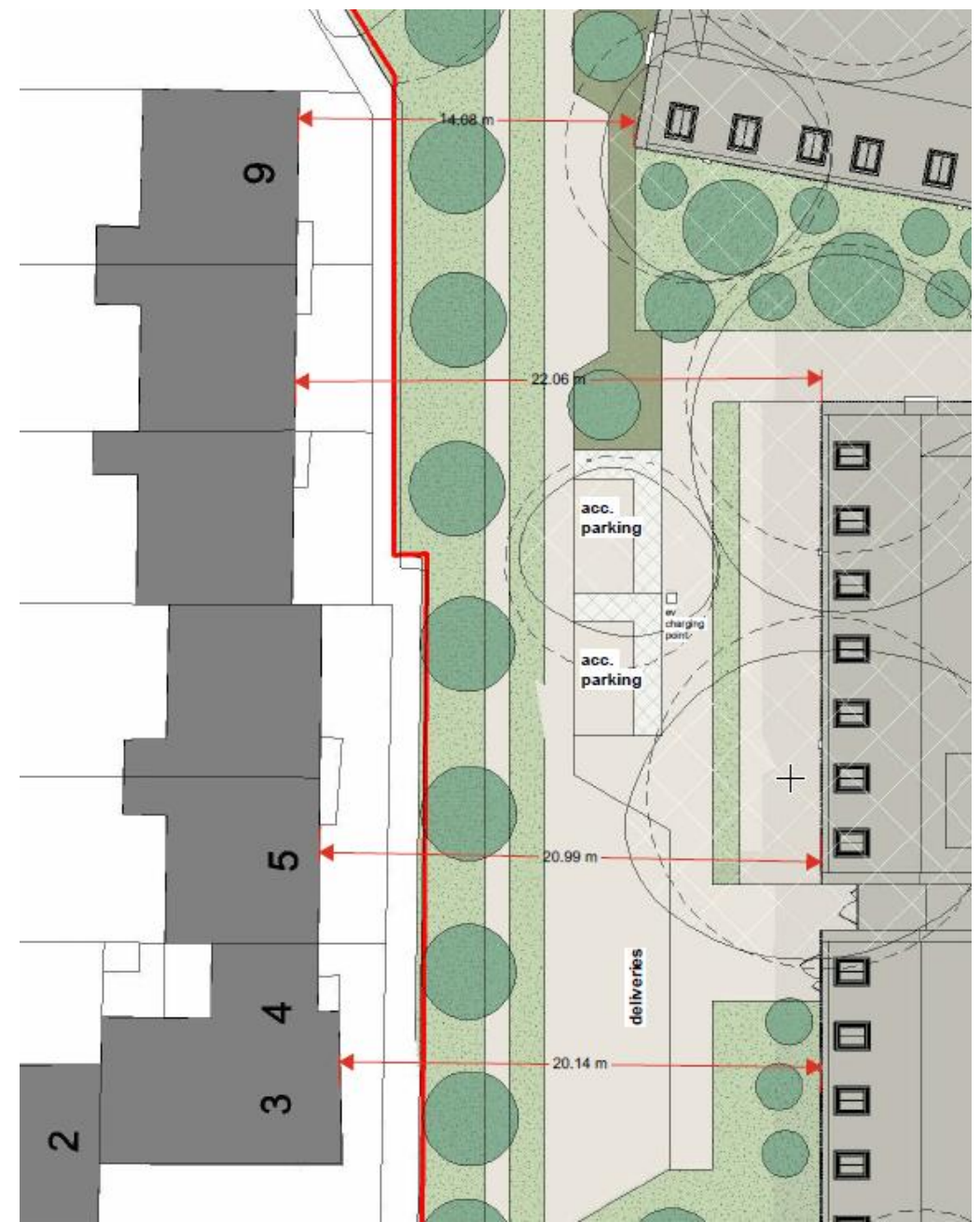
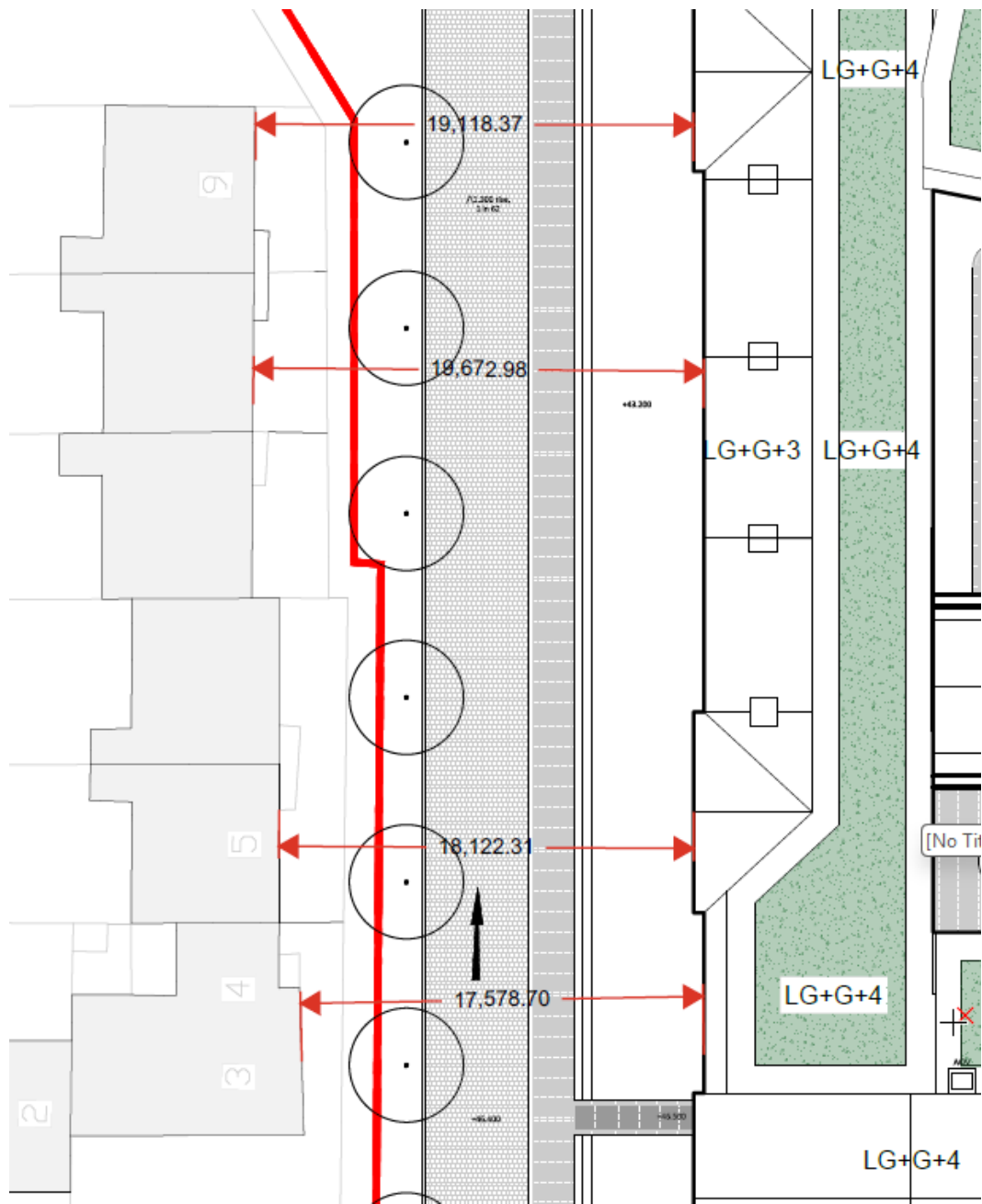


Detailed Section AA

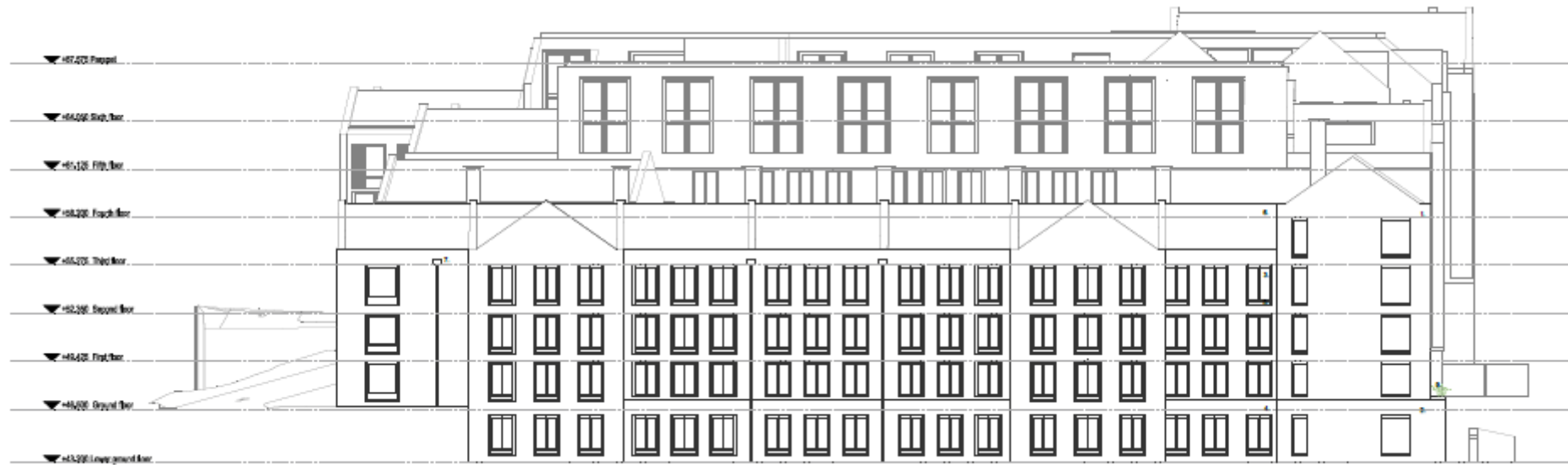


Detailed Section BB

SITE SECTIONS (SEPTEMBER 2022 COMMITTEE)



KEY ISSUES: NEIGHBOUR AMENITY



KEY ISSUES: NEIGHBOUR AMENITY (APPEAL SCHEME)



PROPOSED SITE PLAN: TREES

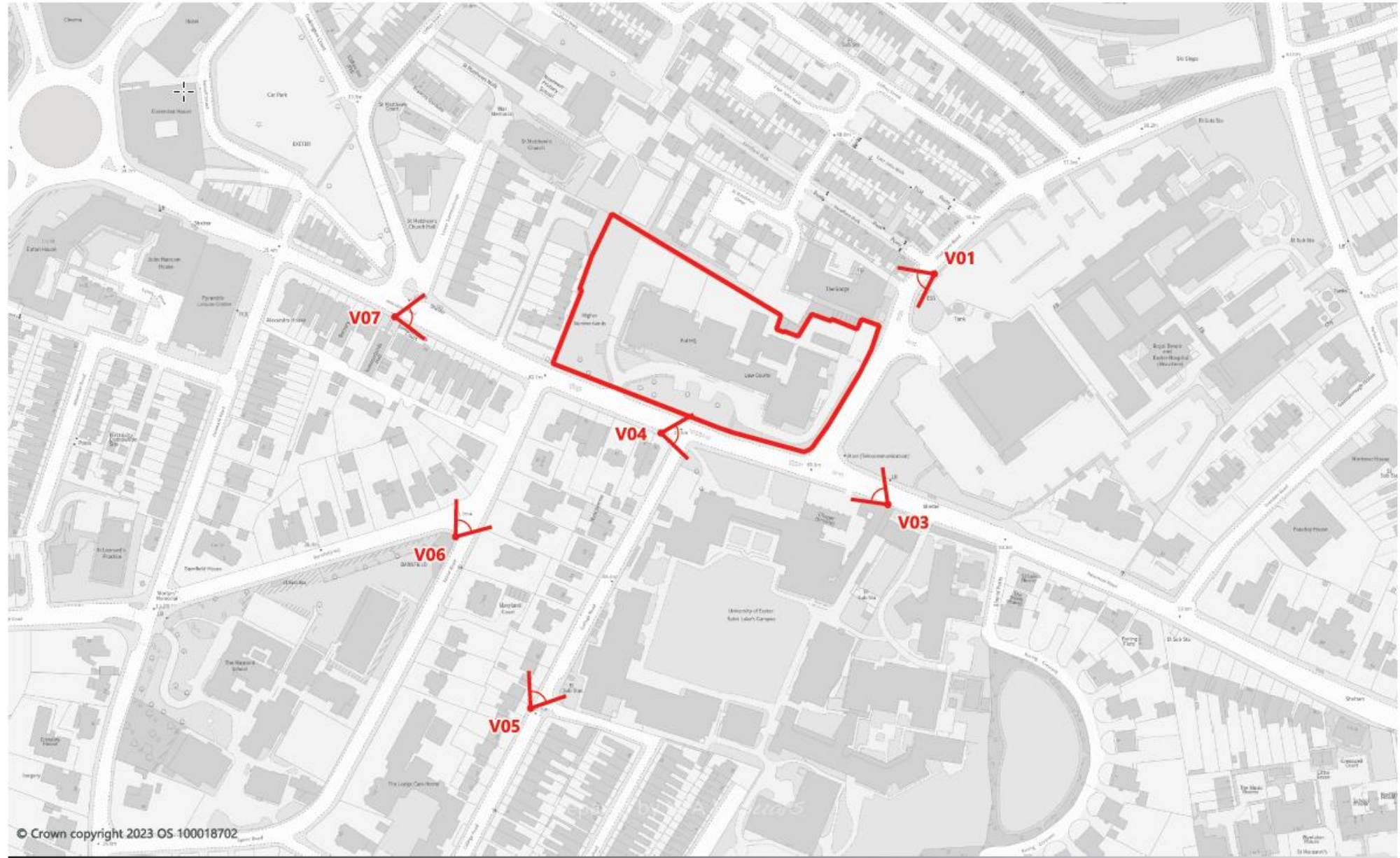


PROPOSED SITE PLAN: LANDSCAPING



KEY ISSUES: DESIGN (MASSING)

Viewpoint Location Plan



3D STREET VIEWS



3D STREET VIEWS: V01 GLADSTONE RD - EXISTING



3D STREET VIEWS: V01 GLADSTONE RD - APPEAL SCHEME



3D STREET VIEWS: V01 GLADSTONE RD - APPLICATION SCHEME



3D STREET VIEWS: V03 HEAVITREE RD (W) - EXISTING



3D STREET VIEWS: V03 HEAVITREE RD (W) - APPEAL SCHEME



3D STREET VIEWS: V03 HEAVITREE RD (W) - APPLICATION SCHEME



3D STREET VIEWS: V04 HEAVITREE RD - EXISTING



3D STREET VIEWS: V04 HEAVITREE RD - APPEAL SCHEME



3D STREET VIEWS: V04 HEAVITREE RD - APPLICATION SCHEME



3D STREET VIEWS: V05 COLLEGE RD - EXISTING



3D STREET VIEWS: V05 COLLEGE RD - APPEAL SCHEME



3D STREET VIEWS: V05 COLLEGE RD - APPLICATION SCHEME



3D STREET VIEWS: V06 SPICER RD - EXISTING



3D STREET VIEWS: V06 SPICER RD - APPEAL SCHEME



3D STREET VIEWS: V06 SPICER RD - APPLICATION SCHEME



3D STREET VIEWS: V07 HEAVITREE RD - EXISTING



3D STREET VIEWS: V07 HEAVITREE RD - APPEAL SCHEME



3D STREET VIEWS: V07 HEAVITREE RD - APPLICATION SCHEME



NON-VERIFIED CGIs



NON-VERIFIED CGIs



NON-VERIFIED CGIs



NON-VERIFIED CGIs

- 20% of Co-Living Units (83 units) 'Affordable Private Rent', including 4 accessible units
- Off-site Highway Works for the benefit of pedestrians and cyclists:
- Widening of the footways to 3.5m to Heavitree Rd and Gladstone Rd
- Upgrade pedestrian crossing of Gladstone Rd to Green man/push button
- Minor upgrades to pedestrian crossing of Heavitree Rd on the eastern arm of its junction with Gladstone Rd
- Provision of permissive path, including daytime public access and ongoing maintenance
- Safeguarding of land for future bus lane extension by DCC
- Safeguarding of land for a future Electric Bike Sharing Scheme
- Measures to prevent car ownership and use
- Management Plans for both residential uses
- Primary Health Care (GPs) contribution - £244,680.81
- Public Open Space Contribution - £371,541.00
- Outdoor Leisure Facilities ('Play') contribution - £95,121.00
- City-Wide Playing Fields contribution (Co-Living only) - £115,092.00
- Habitat Regulations mitigation - Exe Estuary (Affordable units only) - £106,630.93
- S106 Monitoring Fee

PLANNING OBLIGATIONS

DELEGATE to **GRANT PERMISSION**, subject to:

- completion of the Section 106 Agreement covering the identified matters;
- the conditions set out in the report (as amended on the Update Sheet);
- a secondary recommendation to **refuse** the application if the Section 106 Agreement is not completed within the requisite timeframe (Officers recommend 6 months, and ask that this be noted as it is not included in the report)

OFFICER RECOMMENDATION