

PLANNING COMMITTEE
2 DECEMBER 2013

ADDITIONAL INFORMATION

Correspondence received and matters arising following preparation of the Agenda

<p>Item 5 Pages 5-12 Ref: 13/4170/03 South Cloisters, St Lukes Campus Heavitree Road Exeter</p>	<p><u>TRANSPORT ISSUES</u></p> <p>A Transport Statement has now been submitted by the applicant.</p> <p>In support of this the applicant's Planning Consultant has commented as follows:</p> <p><i>"As you are aware, the University already has a very robust Travel Plan. Whilst measures are already in place to deter those visiting the St Luke's Campus from travelling by car, these measures are being reinforced as part of the current proposals. The additional measures include extension of the staff car-sharing incentives and increased parking charges for long-stay parking in the Magdalen Road car park. Additional cycle parking is also being installed on the campus.</i></p> <p><i>The locality has good accessibility by public transport. It is a short walk to the city centre, and the Bus Station in particular, and there are frequent services along Heavitree Road. This is reflected in the low proportion of students (6%) who currently travel to the campus by car. The additional travel plan measures that will be put in place to discourage car use should further diminish this proportion. "</i></p> <p>The County Head of Planning, Transportation and Environment has commented on it as follows:</p> <p><i>"Following concerns that insufficient information had been provided for the Highway Authority to consider the application, the applicant has now provided a Transport Statement detailing the:</i></p> <ul style="list-style-type: none"> • <i>Current parking provision on site, and utilisation of this.</i> • <i>Number of additional staff and students arising from the proposals.</i> • <i>Likely transport impacts arising from these additional movements.</i> • <i>Strategy for reducing single occupancy car borne trips.</i> <p><i>A brief overview of these is given below:</i></p> <p><i>There are currently 140 vehicular parking spaces on site and stands to accommodate 180 bicycles. The car park is at capacity on most days, although it does not fill up until mid-late morning. A</i></p>
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low level of overspill parking, believed to be in the region of 10 cars, occurs on adjacent streets, although this is not a concern for the highway authority. A survey by the applicant also indicates a handful of additional free spaces during the day.

The submitted transport statement states that on a worst case day the development will correspond to an additional 330 students and 155 staff. Whilst the Highway Authority accepts the student numbers as being realistic, we would like to see consideration given to a sensitivity test of a scenario with 200 staff.

The submitted information aspires to a future car driver mode split for staff of 33%. Applying this to the expected additional staff numbers (155) results in an additional 51 car driver trips to St Luke's campus per day (or 66 if assuming 200 staff). There is also expected to be a small increase, approximately 10, in students driving onto campus.

The focus of reducing single car occupancy travel will fall within the existing university travel plan. Since its introduction across the university this has introduced provisions for discounted bus travel for staff, salary sacrifice for cycle purchase and promotion of university car share groups. Between 2008 and 2010 the number of recorded car drivers to university sites fell from 44% to 35%.

For the St Luke's site itself, the development will directly provide 60 cycle parking spaces, showers for staff and measures to promote car sharing by extending the number of dedicated spaces (up to 12 for the anticipated opening, with potential for further expansion) and removing the fee for car sharers to park on site. These measures are welcomed and should be secured by appropriate conditions to cover a site wide travel plan and a cycle parking condition.

Evaluation of Application

The primary highway concern as a result arising from this development is if demand for car parking on site were to significantly exceed supply, there is potential for a high volume of overspill of parking onto the neighbouring area. In turn, this could result in inappropriate parking on the public highway to the detriment of highway safety, operation and residential amenity.

Consequently, the fundamental issue on highway grounds is if the additional traffic from the development, considered alongside any work to free up existing spaces, could be accommodated by the available on site car parking. To consider this, account has been taken of the existing mode splits at the St Luke's site, the likely additional traffic arising from the submitted application and the work undertaken by the university to date to encourage sustainable travel.

The current single occupancy car drive split for the St Luke's site is 53%. By comparison, the 2010 mode split for the whole university, of which the majority work at Streatham Hill campus, was 35%. Given that the St Luke's campus is considerably more accessible by sustainable travel modes (notably the proximity to

Park and Ride stops, Exeter Central station and a number of residential areas) than the main university campus this disparity is surprising. Whilst the exact details behind this are unclear, it suggests that insufficient work has been done to date to promote sustainable travel on the St Luke's campus and that there is likely to be considerable potential to encourage a shift to sustainable modes of travel in future years.

The applicant has suggested that through promotion of sustainable travel modes they can reduce the staff car driver split at St Luke's campus to 33%. Considering the above factors, the highway authority accepts that a car driver mode split in the region of 30% could be achieved. Such a change would reduce the existing car borne trips to the site by around 55 to 60 vehicles a day.

Such a reduction would be broadly equal to the additional traffic arising from the proposal, in the region of 60 trips, and therefore satisfies the highway authority that the submitted proposal would not give rise to any significant issues on the public highway.

Other Considerations

The site is bordered by a mix of traffic sensitive arterial roads, bus routes and residential roads (both public and private) and therefore any demolition or construction works should be sensitively managed. To minimise the impact of such works the applicant should liaise with the highway authority and public transport operator to formulate an appropriate plan for managing construction and demolition traffic. I would recommend this is secured by a condition.

The Highway Authority intends to review the parking arrangements in this area of the city, and the development proposals have potential to influence any strategy. The review of the existing residential parking zones, making and implementing traffic orders is expected to cost in the region of £25,000 and therefore a contribution of £6,000 towards this scheme is requested. Were the application to be approved, this contribution should be secured prior to commencement.

Finally, whilst the Highway Authority believes that additional demand from the current application could be accommodated within the existing site through appropriate management, any future expansion of the St Luke's campus may require considerable investments or radical management to accommodate additional travel demand. The applicant is therefore advised that a detailed review of transport behaviour at this campus is undertaken to provide a suitable evidence base for evaluating any future proposals for the site.

The Head of Planning, Transportation and Environment, on behalf of Devon County Council, as Local Highway Authority recommends a financial contribution in the sum of £6,000.00 towards traffic regulation orders in the vicinity of the site, to be secured by an appropriate agreement, and the following conditions:

- 1. No development shall take place, including any works of*

demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The statement should include details of access arrangements and timings and management of arrivals and departures of vehicles. Prior to commencement it is recommended that the developer consults, and if necessary meets with, the Local Highway Authority to establish a safe means of progress. The approved Statement shall be adhered to throughout the construction period. REASON: In the interests of highway safety and public amenity.

2. No part of the development hereby approved shall be brought into its intended use until secure cycle parking facilities have been provided and maintained in accordance with details that shall have been submitted to, and approved in writing by, the Local Planning Authority and retained for that purpose at all times. REASON: To ensure that adequate facilities are available for the traffic attracted to the site.
3. The University Travel Plan shall be updated with specific details on the proposed measures to reduce single occupancy car driver trips to the St Luke's campus and shall be submitted to and agreed in writing by the Local Planning Authority and Local Highway Authority in advance of occupation of the development and a review of travel patterns for the site shall be undertaken within 6 months of occupation of the development and on an annual basis thereafter, unless otherwise agreed with the Local Planning Authority. REASON: To ensure that the development promotes all travel modes to reduce reliance on the private car, in accordance with paragraph 36 of the NPPF."

DESIGN ISSUES

The extension on the College Road side had already been reduced by 3m prior to the last Planning Committee meeting. Further revised plans have been received which show amendments to the colour of materials and the amount of glazing. The applicant's consultant has comments as follows:

"We have reviewed again the details of the scheme, and concluded that a lighter colour of cladding might assist. We modelled the elevations in both light grey and white to compare with the dark grey originally proposed. As outlined below, this has been subject to consultation with the neighbouring residents. The general consensus is that to change the materials to light grey would be an improvement, and we are prepared to change the external materials accordingly.

We also felt that the visualisations presented to the Committee were not particularly representative since they did not show the wider context in which the proposals will be viewed. We have therefore prepared additional photomontages that set the proposals within the wider context of College Road. These demonstrate that the openness of the road is maintained and that there will not be an oppressive effect on the neighbouring residential properties.

Following the most recent consultation exercise we have also amended the roof extension on the projection towards College Road to provide glazed elevations. This will contribute to the lightweight feel of the top section of the building.

The additional material that we have prepared showing the proposals clad in lighter grey and the glazed top deck...in our view...confirms that the impact of the proposed development on College Road will be acceptable. “

MASTERPLAN ISSUES

The applicant's agent has advised as follows:

“The current application for South Cloisters has come forward following an initial overview of the potential of the campus. That initial overview that has been shared with yourselves is summarised on the attached plan, and was shared with those who attended the recent consultation event. The South Cloisters development is to meet the immediate operational requirements for which funding has been identified and committed, and is the only site that is currently available on the St Luke's campus, being largely redundant to its previous use comprising predominantly student accommodation. Whilst other parts of the campus may have longer term development potential, they are currently in use and required for their existing purposes for the foreseeable future. Moreover, there is no funding currently identified or committed for future phases of redevelopment.

South Cloisters is the first phase of the template for future development on the site and is in accordance with the evolving framework for the wider development of the campus in the longer term. The proposals are therefore in accordance with the evolving development strategy for the campus overall.”

S106 OBLIGATIONS

The applicant's agent has commented as follows:

“We understand that the highway authority has now requested a financial contribution (of £6,000) towards a review of Traffic Regulation Orders in the locality. Providing this requirement is for purposes directly related to the development proposed, then the University is prepared to enter into a S106 giving an undertaking to pay the required sum at an appropriate stage in the development process.

Other than the above, we do not consider that any S106 Obligations can be justified having regard to the, now statutory, tests in the wake of the introduction of CIL legislation. You are aware that the University is already part of the consortium involved in developing a local energy network and has contributed funds through that involvement. The indoor swimming pool facility at St Lukes is another good example of integration into the local (and wider) Exeter community, through inclusive public access and their excellent “learn to swim” programme for children, as well as other pool based adult education courses.“

SUSTAINABILITY AND BREEAM

Core Strategy Policy CP13 requires major developments to connect to existing or proposed Decentralised Energy Networks. The University of Exeter (the applicant) is a signatory to a Memorandum of Understanding with the City Council, Teignbridge District Council, Devon County Council and the NHS Trust to endeavour to bring forward a network in this area. The Exeter Energy Network study commissioned by these partners identified that it is viable and feasible to serve this area with a Low Temperature Hot Water District Heating network.

It is therefore considered appropriate to require by condition the building to be capable of connecting to such network in future. In practice this requires a centralised system of space and water heating, sufficient room to be made available for a heat exchanger and a route by which a connection can be made between the heat exchanger and the Energy Network. These requirements are not considered to be onerous and preferred routing is identified in the Exeter Energy Network study.

The applicant has advised that it would be difficult to meet the requirements of previously recommended condition 11 (BREEAM) in respect of the conversion elements of the proposal. A revision to the wording of the condition is requested that requires only the extensions to comply with the BREEAM 'excellent' standard.

COMMUNITY CONSULTATION ISSUES

The project architects have provided a Statement of Community Involvement that sets out the engagement that has taken place and the resultant changes that have been made to the proposals.

Since deferral of the application, a further event has been held with local residents to discuss the proposals and the changes that are proposed to ameliorate any perceived impacts. The meeting was attended by representatives of the University and their professional advisors (design, transport and planning). The colour of cladding now proposed reflects what the applicant understood to be the preferred choice of residents arising from the discussions held with them.

The University is anxious that the application is determined as soon as possible as they have a tight timetable for academic and funding reasons. For this reason, the application is being reported back to the December 2nd meeting of the Planning Committee. However, some of the information and revisions have only just been received. As a (non-statutory) courtesy to local residents they have been consulted on the revised plans and given until December 4th to respond.

To date, one further objection has been received, raising the following point:

- Residents who object still object to the revised plans entirely. The change in colour of the proposed materials does not alter this objection.

CONCLUSION

1. The Highway Authority is satisfied with the details contained in the Transport Assessment and recommends approval subject to a financial contribution to a review of Traffic Regulation Orders in the locality and to appropriate conditions.
2. The change in materials has given the development a more lightweight feel with a less oppressive impact on the character of the area.
3. The applicant has provided details of future plans for the campus – see the plan attached to this document. However, Members are reminded that they should determine the current application on the basis of the formally submitted proposal and the impacts arising from it.
4. Other than the Highway Authority request, no other impacts of the proposed development have been identified which could be mitigated via a section 106 Agreement.
5. The applicant has consulted local residents and taken their views into account in modifying the planning application.

RECOMMENDATION

Subject to no new substantive objections being received prior to the end of the consultation period (4 December 2013) the Assistant Director City Development be granted delegated authority to APPROVE the application subject to a section 106 legal agreement to secure requested a financial contribution towards a review of Traffic Regulation Orders in the locality, and to conditions 1-12 of the original report, as modified below.

Revised condition 11

Any additions to the building hereby authorised, in terms of the proposed side and roof extensions, shall achieve a BREEAM 'excellent' standard as a minimum, and shall achieve 'zero carbon' if commenced on or after 1st January 2019. Prior to commencement the developer shall submit to the Local Planning Authority a BREEAM design stage assessment report, the score expected to be achieved and which standard this relates to. Where this does not meet the minimum required standard the developer must provide details of what changes will be made to the development to achieve the minimum standard, and thereafter implement those changes. A post completion BREEAM report shall be submitted to the Local Planning Authority within 3 months of the substantial completion of any such building hereby approved. The required BREEAM assessments shall be prepared, and any proposed design changes approved prior to commencement of the development, by a licensed BREEAM assessor. **Reason:** In the interests of sustainable development.

Additional condition (no. 13)

The development hereby approved shall be constructed so as that the internal systems for space and water heating are capable of being connected to the proposed District Heating network. Details of those heating systems, and details of the means of connection to the proposed District Heating network, shall be submitted to and approved in writing by the local planning authority prior to occupation of the development. **Reason:** In the interests of sustainable development.

Item 6 Pager 13-20 Ref: 13/3185/01 Newcourt Caravan Park Exeter	Nothing additional to report.

