

**COMMITTEE DATE:** 29/07/2019

**APPLICATION NO:** 19/0315/OUT

**APPLICANT:** Exeter College

**PROPOSAL:** Outline application for the redevelopment of the Exeter College Hele Road Campus (including demolition of some existing buildings) to deliver upgraded, purpose-built educational facilities, together with the provision of associated landscaping, pedestrian access improvements and associated infrastructure (with all matters reserved) (Exeter College Masterplan).

**LOCATION:** Exeter College Further Education, Hele Road, Exeter, Devon, EX4 4JS

**REGISTRATION DATE:** 01/03/2019

### **HISTORY OF SITE**

14/1338/FUL -	The provision of 8 Temporary Classrooms for One Year - August 2014 to July 2015	PER	16.07.2014
17/0543/FUL -	Installation of plantroom containing replacement gas fired boilers for College campus with stainless steel flue on north elevation of Laurence Building and alterations to existing plantroom to covert to shed including removal of flues on roof.	PER	08.06.2017
17/1086/FUL -	Construction of 60 bed student accommodation building on corner of St David's Hill and Howell Road, with new pedestrian access on St David's Hill, footpath and landscaping. (Revised)	REF	06.12.2017
19/0134/SO -	Request for a screening opinion under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) for the proposed masterplan and redevelopment of Exeter College Hele Road Campus	EIANOT	26.03.2019
19/0330/FUL -	Construction of three storey extension to southern elevation of the existing Hele Building to deliver a new Digital and Data Centre (Institute of Technology) (Use Class D1), together with associated landscaping and a revised parking layout.	Pending	

### **DESCRIPTION OF SITE/PROPOSAL**

The site comprises the Exeter College Hele Road Campus. The site is in St David's ward. The site area is 2.5ha. The site is bounded by Howell Road to the north, 1-24 Atwill's Almshouses and New North Road to the east, Hele Road to the south and St David's Hill to the west. Beyond this are the Lodge and The Coach House, residential properties in the grounds of The Imperial public house to the north, residential properties in Howell Road and Bury Meadow Park to the east, St David's Church to the south and residential properties in Eldertree Gardens and along St David's Hill to the west. Exeter St David's Station is within

easy walking distance of the site via St Clements Lane to the northwest. There are a number of bus stops around the site on New North Road, Hele Road and St David's Hill.

The site is within St David's Conservation Area. The Conservation Area Appraisal and Management Plan identifies landscaped area to the north of the site as an area of Important Treescape. There are no Tree Preservation Orders on the site. The former Hele's School buildings and Fordel House Lodge on the site are Grade II listed. Atwill's Almshouses adjacent to the site are also Grade II listed. The Imperial public house is Grade II\* listed and its boundary wall facing the site along Howell Road is Grade II listed. St David's Church is Grade I listed. The Equestrian Statue of General Redvers Buller at the junction of Hele Road is Grade II listed.

The site is in Flood Zone 1. Flood Zones 2 and 3 lie beyond Eldertree Gardens to the west at a lower gradient. There is a small area of 1 in 100 year surface water flooding on the site to the west. New North Road to the east and the Hele Road junction are within the Air Quality Management Area (AQMA). The landscaped part of the site to the north is indicated as being potentially contaminated on the Council's GIS.

The site is within the City Centre on the Local Plan First Review Proposals Map. The site is not allocated for development and there are no designated areas affecting the site. The footpath through St David's Church connecting Hele Road with St David's Hill forms part of the Policy T4 Circular Walking Route. Howell Road to the north is defined as an existing cycle route (Policy T5).

The application has been submitted in outline with all matters reserved for future determination. The proposal is to redevelop the site for continued educational use by Exeter College following demolition of some of the existing buildings. The description states the purpose is to deliver upgraded, purpose built educational facilities, together with associated landscaping, pedestrian access improvements and associated infrastructure. Approximately 12,500 sq m of existing floorspace will be demolished and 19,600 sq m built resulting in a net gain of 7,100 sq m. The amount of car parking on the site will be reduced. The application includes a set of parameters plans, masterplan, Design Code and indicative elevations/sections. Outline permission is sought for an extended time period to submit reserved matters applications of 15 years, so that the development can be delivered in phases as funding becomes available. Phasing plans have also been submitted.

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

- Design and Access Statement (KTA, February 2019)
- Planning Statement (Avison Young, February 2019)
- Statement of Community Involvement (KOR Communications, February 2019)
- Heritage Assessment (Cotswold Archaeology, February 2019)
- Landscape and Visual Impact Assessment (LHC, 22/02/2019) (Ref. RT01 rev A)
- Landscape Strategy (LHC, 15.02.19) (Ref. 18096/RT01 Rev A)
- Arboricultural Impact Assessment Report (Doug Pratt Tree Consultancy, 15<sup>th</sup> February 2019) (Ref. 18.070.AIA)
- Preliminary Ecological Appraisal Report Version 001 (Acorn Ecology, January 2019)
- FRA & Masterplan Drainage Strategy (Clarkebond, 18/02/19) (Ref. E04978/FRA)
- Phase 1 Preliminary Risk Assessment (Desk Study) (Clarkebond, 17/12/18) (Ref. E04978-CLK-00-XX-RP-GT-0001)
- Transport Statement (Jon Pearson, February 2019) (Ref. JP/TS/126/18 Rev. C)
- Sustainability Statement Planning Report Rev P02 (SDS Exeter, 22.02.19) (Ref. 04547E)
- Lighting Impact Assessment (SDS Exeter, 29.01.19) (Ref. 4548L)

- Utilities Capacity Assessment (SDS Exeter, 29.01.19) (Ref. 4549E)

## **REPRESENTATIONS**

One representation was received in support of the application from InExeter. InExeter is the business improvement district representing over 600 businesses within the city centre. Stated the economic impact of the College, with over 1,000 employed is £42.3 million, so the developments proposed by the College will ensure the future prosperity of the city. This application needs to be supported to ensure the College remains in the heart of the city. The new Digital and data Centre (Institute of Technology) will help Exeter achieve its aim of becoming a recognised leader in science, data and technology. They welcome the demolition of the nine storey tower. Stated the outdoor spaces encourage flexible use space. Support new link from station and high quality landscaping.

## **CONSULTATIONS**

**Devon County Council – Local Highway Authority:** The application is promoted as car-free, which is acceptable in principle for the location. Concerns with the vehicular arrangements of the Hele Road car park – vehicles will have to reverse onto Hele Road, which is unacceptable. A turning head is required. Tracking diagrams required for reserved matters. No details of refuse collection or drop off/pick up locations. Concerns also expressed regarding existing vehicular access point on Howell Road. The application will bring forward a significant increase of walking and cycling movements to the site, which the highway authority has great concerns with. The Clock Tower roundabout is an accident cluster spot – the increase in walking and cycling movements through this junction is a concern. A draft sketch of an improvement scheme for the roundabout has been shared with the applicant, the estimated cost of which is £950k. As the application will add significant amounts of extra non-vehicular movements onto this junction, a significant s106 contribution is sought to avoid a highway reason for refusal. This is in line with Core Strategy Policy CP9 and paragraph 109 of the NPPF.

The signalised pedestrian crossing of Hele Road is very busy, especially during lesson changeover, and the width is inadequate for the number of people using it. Mitigation works are required costing £15k.

The masterplan indicates new steps onto Hele Road. This will enhance permeability and access to the bus stops on Hele Road. However, concerns are raised that this will encourage people to cross Hele Road where there are no crossing facilities. Concerns also raised of no formal pedestrian crossing points on Queen's Terrace, as there are parked cars in the way. Appropriate crossing facilities could be incorporated at a reserved matters stage delivered through a s278, but more details are required.

The applicant is promoting the access on St David's Hill as a gateway from St David's Station to the city centre, therefore there should be facility for all users, including people with disabilities and cyclists. This would need to be factored into the detailed design at reserved matters stage.

More information is required from the applicant on the existing access to the southwest – there is a lack of tactile crossings. This may require a s278 agreement.

Concerns raised with the existing Howell Road access, if there is no alternative for cyclists/disabled users at the new St David's Hill access – no formal crossing point to the footway opposite. This will need to be addressed in the detailed design at reserved matters.

The route through the site promoted as a connection between the station and city centre needs to be an appropriate width to accommodate pedestrians and cyclists – condition recommended.

More information is required: tracking diagrams at Howell Road and Hele Road accesses; location and details of cycle parking; changing facilities for walkers/cyclists to the site in accordance with the Sustainable Transport SPD; and charging points for electric bikes/vehicles.

A Travel Plan and Construction method Statement should be secured by condition.

Summary: The walking and cycling access points are a fundamental concern. The main concern is the increase in pedestrian/cycle movements at the Clock Tower roundabout. DCC can commit to some funding, drawing on its own budget (which can be used as match funding), but this is unlikely to secure the scheme in its entirety. Therefore, the LHA expects the applicant to pay the cost of half the works, i.e. £475k which includes the cost of the mitigation works of the signalised crossing of Hele Road. This should be secured in a s106 agreement. Conditions recommended to secure sufficient information regarding walking and cycling access points, and other on-site matters stated above.

**Historic England:** Pleased to see the commitment of the college to a 10 year masterplan that has looked to provide a pragmatic response to the future development of the site. The masterplan demonstrates a scheme that could be brought forward that addresses the heritage constraints on site including some conservation gains, while also delivering the requirements of the college. The following key issue should be addressed through the condition process:

- The retention of the historic buildings (Hele School and Greystone) and the important contribution they make to the arrival on site with the bellcote forming an important aspect to the sense of arrival.
- In light of our comments regarding the IoT building, the creation of a better transition between the existing Hele Building and the proposed IoT buildings will help retain the Hele School's prominence within the welcome space into the site as well as better address the relationship with the grade I listed church.
- The loss of the tower block is a key conservation gain offered by the scheme and should be secured through the outline consent.
- The scale and massing of the building (B to G1) should not exceed the current height or footprint.
- Block A is particularly sensitive due to its proximity to the grade II\* listed Imperial. Neither the stepped heights nor the footprint should be exceeded. The design and materials will require significant consideration and should respond to its surrounding context.
- The north east corner of the site, which should be retained as open space.
- Careful consideration should be given to the access and pedestrian route up from the train station. It should aim to retain the sense of enclosure around the boundary to the building and the green character within this section of the site.
- The design and materials should respond to the character and appearance of the conservation area.

The council should ensure that these points are captured and secured through the consent process so that they can inform the reserved matters applications that will come forward for the different phases of the site.

**Devon County Council – Lead Local Flood Authority:** No in-principle objections at this stage, subject to pre-commencement conditions for the detailed design of the proposed permanent surface water drainage management system and details of the adoption and maintenance arrangements of the system. The proposed strategy follows the pre-application advice provided and will offer a significant betterment to the surface water regime in the area due to restricted discharge rates as well as the separation of the combined network. The applicant has proposed innovative sustainable drainage techniques such as swales, blue/green roofs, rain garden, bio-retention area, under drained permeable paving and a rainwater harvesting system. It is recommended that these features are taken forward at detailed design stage.

**Natural England:** No comments. Refer to Standing Advice in regard to impacts on protected species and woodland and veteran trees. Also refer to SSSI Impact Risk Zones.

**RSPB:** No response.

**South West Water:** No objection – foul and surface water drainage proposals have been agreed.

**Devon & Somerset Fire & Rescue Service:** No objections. The following should be considered during the various stages/phases of the redevelopment:

- Fire service access – The current site is very confined and access is not ideal. During the design if improved access can be considered this would be beneficial for the College and ourselves. It should be noted that the non-worsing clause used by Building Control bodies is very applicable to this site as access is very limited currently.
- Installation of Sprinklers should be considered due to the limited access to the site for firefighting purposes, this would also give the College additional resilience and business continuity in the event of a fire/incident, it will also protect their assets.
- Consideration should be given to the evacuation strategy during the different phases of the development. This is to ensure suitable and sufficient escape routes are always available and maintained.
- We will be happy to pre-consult on any of the phases to help eliminate any issues and ensure fire safety and fire service access is given full consideration.
- I have not commented specifically on any of the phases or buildings as this will take place at Building Regulation consultation stage.
- When consultation takes place with whichever Building Control body appointed for the scheme(s), full plans, fire strategy would be appreciated.

**Police Designing Out Crime Officer:** Disappointing the Design and Access Statement does not make mention of or reference to designing out crime. No objection to additional access points, but what measures will be put in place to mitigate the risks associated with unrestricted access and casual intrusion? Welcome the masterplan seeks to resolve and improve the current layout. Routes should be clearly designated, well-overlooked, with good lines of sight, with clear rule setting signage that reinforces the site as a private space and directs safe movement via designated routes around the site. Planting next to footways should be low-growing with larger shrubs and trees planted towards the rear. Planting immediately abutting such paths should generally be avoided as shrubs and trees have a tendency to grow over the path creating pinch points, places of concealment and unnecessary maintenance. Lighting should be included to the relevant levels in BS5489:2013 – footpaths must be well-lit and maintained. Lighting should be provided by on building solutions or pole mounted luminaires. Bollard lighting should be minimised. Doors to bike stores should be orientated to face the building line to increase passive surveillance and

stores must be lit. CCTV should be distributed throughout the development with a clear Passport for Compliance document in place. Defensive planting should be utilised around ground floor windows wherever possible. Appropriate boundary treatments should be implemented to clearly define public and private space. Courtyard spaces should be restricted if they include valuable furniture, items etc. or otherwise covered by CCTV.

**Exeter Cycling Campaign: Objects** – Pleased to see an emphasis on sustainable transport in the various documents, however the masterplan fails to acknowledge or address the fact this area of Exeter is currently one of the worst parts of the city centre to walk and cycle. Object to:

- Lack of provision of a route into the site from the northwest that would enable access from the direction of St David's Station by those using cycles, mobility scooters, wheelchairs or push chairs through to the Hele Road entrance. Do not accept that ramped access cannot be achieved, e.g. zig-zag path.
- Inadequate detail regarding cycle parking has been provided. The masterplan should show where and how much additional cycle parking will be accommodated and reflect the aspirations of the ECC Corporate Plan. A minimum of 1 space per 20 FTE students plus 1 per 4 staff should be provided, as well as 1 short-stay space per 7 FTE students.
- The absence of a protected cycle lane on the main routes adjacent to the college (Hele Road and St David's Hill) as part of the overall development. The submission documents pay scant regard to cycling as a mode of transport to access the site.

The area around the station and the college is heavily congested. The College should work with the council as part of this development to improve walking and cycling links to St David's train station, the City Centre and the University via Bury Meadow.

**Planning Sub-committee of Exeter Civic Society:** The proposals give greater accessibility and, gradually, improved and safer facilities for the successfully growing College in a campus landscape which contributes to the City as a whole.

**Environmental Health:** Re air quality, will the existing Energy Centre remain or new boilers and flues be installed? Recommend approval with conditions (C/DEMP, Contaminated Land, Lighting, Air Quality Assessment – if required, Kitchen Extraction, Noise).

**Arboricultural Officer:** No arboricultural objections to the proposals.

**Place Making Officer:**

- The plans and drawings are consistent with the proposals presented and discussed in the series of meetings held between October and December 2018 and represent a comprehensive and coherent outline proposal for the redevelopment of Exeter College's principle site.
- The proposed height and footprint of the new buildings responds to the constraints of the site whilst the proposed location provides a template for the establishment of a central corridor space that creates a north-south axis connecting all parts of the campus and allowing the creation of a new link to St. David's Hill to the north-west.
- Proposed building heights and footprints should not exceed the Parameters Plan-heights (drwg No. --1864-SK408-P2) or the Building Footprints & GIA (drwg. No.--1864-SK200-P4).
- Whilst the location of most of the proposed buildings are sites currently occupied by existing buildings the proposed block A would be constructed beyond the present

northern building line and have an impact on the open green space in this part of the campus and potentially on the landscape setting of the listed Imperial Hotel.

- A building in this prominent location should be of exceptional design quality in terms of scale, massing, positioning, design detail and materials. In addition the associated new pedestrian link to St. David's Hill (and then to St. Clements Lane & St. David's Station) should match the quality of the building complemented by planting design that enhances the development and the character of the greenspace and designed as an integral part of the setting of the new building. The new access point on St David's Hill will need to be a legible and attractive entrance to the College Campus as well as dealing with the challenge of the considerable change of level between the road and block A and other constraints such as the significant presence of services cabinets at street level. Bearing in mind the importance of this site suggests that block A and the associated pedestrian route and landscape should be considered as an individual phase rather than included with the entirely separate blocks G and G1.
- The illustrations and elevation drawings submitted for block A and D have matching architectural language and range of materials which highlights the importance of establishing a coherent and coordinated approach to the design of the various phases over the lifetime of the master plan. Whilst the Design Code section in the Design and Access Statement provides some guidance for the character zones identified this is quite generalised. I would advise that a more detailed visually/graphically based Design Code for proposed buildings and spaces should be produced with the development of the proposals for blocks B and C to ensure that this is addressed.
- Whilst the Landscape Strategy document is generally useful, comprehensive hard and soft landscape proposals will be required for the whole of the phased development areas.

## **PLANNING POLICIES/POLICY GUIDANCE**

### **Government Guidance**

National Planning Policy Framework (NPPF) (February 2019)  
Planning Practice Guidance (PPG)

### **Core Strategy (Adopted 21 February 2012)**

Core Strategy Objectives

CP9 – Transport

CP10 – Meeting Community Needs

CP12 – Flood Risk

CP15 – Sustainable Construction

CP16 – Green Infrastructure, Landscape and Biodiversity

CP17 – Design and Local Distinctiveness

CP18 – Infrastructure

### **Exeter Local Plan First Review 1995-2011 (Adopted 31 March 2005)**

AP1 – Design and Location of Development

AP2 – Sequential Approach

L3 – Protection of Open Space

CS5 – Education and Training Facilities for Adults

T1 – Hierarchy of Modes

T2 – Accessibility Criteria

T3 – Encouraging Use of Sustainable Modes

C1 – Conservation Areas  
C2 – Listed Buildings  
C3 – Buildings of Local Importance  
C5 – Archaeology  
LS4 – Nature Conservation  
EN2 – Contaminated Land  
EN3 – Air and Water Quality  
EN4 – Flood Risk  
EN5 – Noise  
DG1 – Objectives of Urban Design  
DG2 – Energy Conservation  
DG7 – Crime Prevention and Safety

### **Devon Waste Plan 2011 – 2031 (Adopted 11 December 2014) (Devon County Council)**

W4 – Waste Prevention  
W21 – Making Provision for Waste Management

### **Development Delivery Development Plan Document (Publication Version, July 2015)**

DD1 – Sustainable Development  
DD5 – Access to Jobs  
DD13 – Residential Amenity  
DD20 – Accessibility and Sustainable Movement  
DD21 – Parking  
DD22 – Open Space, Allotments, and Sport and Recreation Provision  
DD23 – Other Community Facilities  
DD25 – Design Principles  
DD26 – Designing out Crime  
DD28 – Conserving and Managing Heritage Assets  
DD30 – Green Infrastructure  
DD31 – Biodiversity  
DD34 – Pollution and Contaminated Land

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

Archaeology and Development SPD (Nov 2004)  
Sustainable Transport SPD (March 2013)  
Planning Obligations SPD (April 2014)  
Public Open Space SPD (Sept 2005)  
Trees and Development SPD (Sept 2009)

### **Devon County Council Supplementary Planning Documents**

Minerals and Waste – not just County Matters Part 1: Waste Management and Infrastructure SPD (July 2015)

### **OBSERVATIONS**

The key issues are:

1. The Principle of the Proposed Development
2. Access and Impact on Local Highways
3. Parking
4. Design and Landscape

5. Impact on Heritage Assets
6. Impact on Amenity of Surroundings
7. Contaminated Land
8. Impact on Trees and Biodiversity
9. Flood Risk and Surface Water Management
10. Sustainable Construction and Energy Conservation

## 1. The Principle of the Proposed Development

The application is for a 20-year masterplan for the Exeter College Hele Road Campus. It follows the publication of the 2016-2036 Property Strategy and Masterplan for the College estate in 2017. This document observed that the quality of the College's estate is generally good, however the buildings on the Hele Road Campus do not provide the quality of teaching spaces required for the future. There is also a need to provide additional teaching accommodation to meet projected student growth. This accommodation needs to be flexible, so that it can be utilised more efficiently.

The application follows extensive pre-application engagement by the College with officers of the Council, as well as Devon County Council and Historic England. Public consultation was also carried out earlier this year and the proposals were presented to the South West Design Review Panel.

As discussed and agreed with officers, outline planning permission is sought for an extended time period of 15 years to submit reserved matters applications in phases as and when funding becomes available. The purpose of the masterplan and supporting documents is to ensure that this development comes forward in a coordinated, well-designed way. The planning permission will provide investment certainty for the College, as well as a degree of flexibility to enable the College to refine individual proposals to meet specific needs in the future.

The proposed development is considered to be acceptable in principle. It will retain the main College Campus within the centre of the city and make more efficient use of previously developed land. It therefore accords with Policies CP10, AP1 and AP2. It should also be noted that the Government encourages local planning authorities to take a proactive, positive and collaborative approach with education providers in delivering and widening choice in education (NPPF paragraph 94).

Apart from the positive social and environmental aspects of the proposal, the development will also have economic benefits. The College is estimated to generate £842m for the local economy over the next 20 years with a further £73m when taking into account cumulative impact. In addition, the College currently supports around 1,100 jobs in the city and employs 874 people directly.

## 2. Access and Impact on Local Highways

Access is a reserved matter. However, planning legislation still requires the areas where access points will be situated to be stated. The masterplan shows that the existing access points to the site will be retained and two new pedestrian access points will be created from St David's Hill near the junction with Howell Road and from Hele Road. The purpose is to improve the permeability of the site and create an alternative route through the campus from Exeter St David's Station to the City Centre. This is considered to be acceptable in principle. The Local Highway Authority has raised some issues concerning the lack of crossing facilities on Hele Road and the need to ensure the access points are accessible to all users, including people with disabilities. The former has been addressed through the concurrent application for the proposed Digital and Data Centre (Institute of Technology) (ref.

19/0330/FUL) and the latter will be addressed at reserved matters stage. Improvements to the surrounding highway network that can be secured under s278 of the Highway Act will also be explored at reserved matters stage.

The proposal will gradually increase the numbers of pedestrian and cycle movements to/from the site and the Local Highway Authority has raised concerns with this, primarily in the context of the Clock Tower roundabout to the southeast. The roundabout is an accident cluster spot indicating it is already unsafe for pedestrians and cyclists. Paragraph 108 of the NPPF requires safe and suitable access to be achieved for all users when assessing planning applications and states in paragraph 109 that applications can be refused if there would be an unacceptable impact on highway safety. The Local Highway Authority has prepared an improvement scheme for the roundabout that will turn it into a T junction with increased public open space, which is estimated to cost £950k. The Local Highway has requested a contribution from the College of £475k towards this scheme and works to widen the existing pelican crossing at the junction of Hele Road and New North Road (estimated at £15k and to be subtracted from the overall £475k contribution).

The College has offered to pay £15k to upgrade the pelican crossing and £62,700 towards works to improve the Clock Tower roundabout. The latter is based on the increase in cyclists predicted to use the roundabout generated by the proposal, i.e. 6.6%. However, the College has pointed out that the safety issues are caused by vehicles, not cyclists. If the contribution was based on the increase in vehicles predicted to use the roundabout generated by the proposal, i.e. 0.5%, the contribution would be £4,750.

The College submitted its detailed response to the Local Highway Authority's comments on 17 July. Consequently officers have not had sufficient time before the publication of the committee report to review it with the Local Highway Authority. An update as to whether officers recommend that the higher sum requested by the Local Highway Authority should be secured by s106 legal agreement, or the lower sum offered by the College, or a different sum, will be provided on the formal Update Sheet before committee.

The Local Highway Authority has also recommended conditions to secure details of appropriate cycle parking facilities as part of the development, details of electric bikes/cars, a Travel Plan and a Construction Method Statement dealing with the access and timings/management of construction vehicles.

### 3. Parking

There are currently two car parks on the site, one accessed from Hele Road and the other from Howell Road. The masterplan proposes to remove the Howell Road car park and retain a smaller car park off Hele Road with disabled parking spaces only. The details of this car park have been submitted with the application for the proposed Digital and Data Centre (Institute of Technology) (ref. 19/0330/FUL).

The College does not provide student car parking on site and the intention of the masterplan is that the site will become vehicle-free apart from essential service and disability users. This is considered to be acceptable given the opportunities to utilise sustainable modes of travel in the locality and no concerns have been raised by the Local Highway Authority.

The Transport Statement states there are currently 70 cycle parking spaces on the campus, which are typically at 80% capacity on a daily basis. The Statement states that the College shall become more 'cycle centric' as part of the regeneration proposals. Exeter Cycling Campaign has objected, due to a lack of detail in the plans concerning the proposed access from the northwest, cycle parking and cycle parking facilities along Hele Road and St David's Hill. However, these are all matters that can be addressed at reserved matters stage.

#### 4. Design and Landscape

The College and its representatives have worked with officers of the Council, Historic England and the South West Design Review Panel to produce the submitted masterplan. It is considered to be high quality and will greatly improve the physical environment on the site. It is based around the concept of improving access to and through the site, while protecting the more sensitive areas in historic and landscape terms to the north and southeast. The main feature is a central avenue running through the site from north to south. This will enhance permeability and legibility, with buildings fronting onto it providing a clear urban structure. This compares to the current layout where the buildings are arranged more haphazardly blocking ease of movement and sightlines.

All matters are reserved. Therefore, the detailed design of the buildings and public open spaces will be subject to future reserved matters applications. However, to ensure that the principles of the masterplan are not lost over time, a set of parameters plans have been submitted, together with a Design Code (as part of the Design and Access Statement), phasing plans and indicative drawings of the proposed buildings. Conditions should be added requiring any reserved matters applications to be within the maximum parameters set on the parameters plans, and the submission and adherence to a phasing plan for the site with flexibility to allow this to be updated with the agreement of the Local Planning Authority if necessary. A condition should also be added requiring the submission and adherence to a detailed Design Code for the site. This should build on the Design Code submitted as part of the Design and Access Statement, including graphical guidelines and imagery, taking into account the advice of the Place Making Officer. A further condition should be added requiring a statement to be submitted with each reserved matters application explaining how it responds to the parameters plans and detailed Design Code for the site.

A Landscape Strategy has also been submitted. This document includes a landscape framework for different zones across the site and various precedent images for the hard and soft landscape envisaged in these zones. It also includes a brief set of design principles for different types of landscape, such as trees and plants, surface materials, lighting and signage. It's considered that the principles in this document should be built on and incorporated into the detailed Design Code for the site discussed above.

A Landscape and Visual Impact Assessment has been submitted with the application. It concludes that the proposals are more sympathetic to the landscape/townscape than the existing buildings and views of the site will be beneficially impacted as a result. The masterplan was developed taking into account a number of mitigation measures designed to minimise the visual impact of the scheme. This included retaining the majority of the mature trees around the site boundary. A key improvement will be the removal of the 1960s tower block on the site that dominates the skyline.

#### 5. Impact on Heritage Assets

The site contains and is surrounded by a number of listed buildings and is located within the St David's Conservation Area. Accordingly the application is accompanied by a detailed Heritage Assessment. It has assessed the impact of the proposals on the significance of the heritage assets in terms of their physical and non-physical effects, i.e. the impact on their settings.

In terms of physical effects, no significant known archaeological remains have been identified and there is considered to be a low potential for any significant unknown archaeological remains. However, the report suggests that the groundworks associated with

the construction of the Digital and Data Centre (Institute of Technology) and Building G may require monitoring by an archaeologist.

The report also states that the earthwork remains of the former terraced garden of Montpellier which survive in the north of the site are not considered to be of any great significance, as they cannot be readily appreciated as heritage assets from the site or adjacent roads.

In terms of non-physical effects, the report states that the proposal will introduce a degree of change to a small part of the wider conservation area, however with the adoption of appropriate and carefully considered siting, massing and design in a landscaped context, it is considered that such change would be minimised. Therefore, the proposal is not anticipated to result in any harm to the significance of the conservation area or the heritage assets overall. This takes into account that any low level harm identified will be balanced by the positive enhancement of the demolition of the existing buildings, including the tower which does not contribute positively to the conservation area, and the improvements to the immediate setting of some of the listed buildings and improved access to them.

The parameters plans set maximum parameters for the development and the detailed design of the buildings and public open spaces on the site will be subject to future reserved matters applications. No significant heritage issues have been 'flagged' at this stage and the impact of the reserved matters proposals on heritage assets will be a material consideration for each individual reserved matters application. A statement explaining the impact of the reserved matters proposal on the significance of heritage assets should be submitted with each reserved matters application and can be combined with the design statement discussed under '4' above. This should be conditioned.

Historic England is the statutory consultee for development that would affect the character and appearance of conservation areas on sites over 0.1ha. It has not objected to the application, but has raised issues it considers need to be captured and secured through the consent process, so that they can inform the reserved matters applications. It's considered that these issues can be considered and addressed in the heritage statement to be secured by condition for each reserved matters application, and through the conditions in relation to the parameters plans and phasing plan discussed under '4' above. If the statement identifies potential archaeological remains on the part of the site that could be affected by the reserved matters, a condition can be added to the reserved matters consent requiring archaeological monitoring.

## 6. Impact on Amenity of Surroundings

There are residential properties in close proximity to the site whose residential amenity could be impacted by the proposal during the construction and operational phases of the development. In terms of the impact of the proposal on the privacy, natural light and outlook of these properties, these issues will depend on the siting, scale and detailed appearance of the reserved matters applications and will be assessed at that stage. However, the masterplan has been developed with the amenity of neighbouring residential properties in mind and is not expected to give rise to any significant impacts in this regard.

Other impacts may arise in relation to noise, lighting and fumes/odours, e.g. from waste bins and kitchen extraction systems. There is insufficient detail to assess these impacts as part of this application, as it is in outline. In terms of noise, a Noise Impact Assessment has not been submitted and Environmental Health has recommended a condition to secure one before development commences, addressing noise from plant and equipment, deliveries, students and events. Policy EN5 states that noise generating development will not be permitted if it would be liable to increase adversely the noise experienced by the users of

existing noise sensitive development nearby, such as housing. While it is not anticipated that the proposal will increase noise on the site significantly compared to existing levels, the number of students on the site will increase and it will depend on the specific location and design of plant, activities in the new buildings and timings of deliveries. Therefore, the condition recommended by Environmental Health is considered to be appropriate, except it should be changed to relate to each phase of the development when the details for each phase are known.

A Lighting Impact Assessment has been submitted with the application. This has assessed the existing baseline lighting levels on the site and recommends lighting levels taking into account BS EN 12464 Part 2:2014 and CIBSE/SLL Lighting Guide 5: Lighting for Education. Environmental Health recommend a condition requiring all lighting to be designed in accordance with the guidelines for intrusive and nuisance light in the Lighting Impact Assessment. However, it's considered further details are required to ensure that nearby housing will not be adversely affected, i.e. details of the location, type and specification of lighting in each phase of the development, including isoline drawings of lighting levels and mitigation if necessary. These details will need to balance security, residential amenity and biodiversity issues. A condition should be added accordingly.

In terms of fumes/odours, Environmental Health has recommended a condition requiring details of equipment to control the emission of fumes and odours from any catering kitchen before it becomes operational on the site, and Policy W4 of the Devon Waste Plan requires a waste audit statement to be submitted. These matters should be conditioned for each phase of the development.

A condition should also be added requiring a Construction/Demolition Method Statement to be submitted for each phase to ensure the construction/demolition impacts will not have a significant adverse impact on the amenity of nearby residents.

## 7. Contaminated Land

A desk study has been submitted of the ground conditions on the site. This anticipates made ground on the site and localised contamination hotspots that may require removal. Environmental Health have therefore recommended the standard contaminated land condition. This is considered appropriate, but should be changed to relate to each phase.

## 8. Impact on Trees and Biodiversity

A tree survey of the site was carried out in January 2019 and an Arboricultural Impact Assessment Report has been submitted. There are many trees on the site, including 10 individual trees and two tree groups that have been categorised as 'A' quality. The redevelopment of the site will require the removal of some trees and mitigation planting should be carried out for each phase taking into account the guidelines in the detailed Design Code discussed under '4' above. This will be addressed at reserved matters stage as part of the reserved matter of 'landscaping'.

The Arboricultural Impact Assessment Report states that trees are dynamic organisms which change rapidly in condition over time. Therefore, the report and any recommendations arising from it are most valid for the 12-month period following the tree survey. Given the extended time period of the application, a condition should be added requiring a tree survey to be submitted alongside the reserved matters for each phase, together with a tree protection plan for any trees to be retained in that phase that must be adhered to during the construction period of the phase.

A Preliminary Ecological Appraisal Report has also been submitted. An extended Phase 1 habitat survey of the site was carried out in December 2018. A Preliminary Bat and Nesting Bird Survey of the buildings on the site was also carried out. The site was found to have the potential to be used by badgers, roosting bats, nesting birds, hedgehogs and toads. Further surveys are required for roosting bats, badgers and to verify the absence of Japanese knotweed. The report also recommends biodiversity mitigation, compensation and enhancement measures in an Interim Conservation Action Statement.

Conditions should be added requiring the above survey work prior to commencement of the development. Given the extended time period of the application, a condition should also secure an additional survey for each phase prior to the commencement of development in each phase to ensure that protected species will not be affected. This follows Natural England's Standing Advice for multi-phased developments. A condition should also secure the implementation of an updated Conservation Action Statement for each phase, following the completion of the additional surveys.

With reference to The Conservation of Habitats and Species Regulations 2017, this development has been screened in respect of the need for an Appropriate Assessment (AA) and given the nature and scale of the development it has been concluded that the proposal does not require an AA.

#### 9. Flood Risk and Surface Water Management

Policy EN4 does not permit development if it would be at risk of flooding. The site is within Flood Zone 1 and the proposed use is classified as 'more vulnerable' (see PPG). 'More vulnerable' uses are appropriate in Flood Zone 1, therefore the proposal accords with Policy EN4.

Policy CP12 requires all development proposals to mitigate against flood risk utilising SUDS where feasible and practical. The proposed surface water drainage strategy will primarily use underground attenuation for the main storage of flows prior to discharge, although there are opportunities for the extensive use of Blue/Green roofs, bio-retention areas and a swale to be incorporated within the development layout to provide SUDS benefits. Devon County Council as Lead Local Flood Authority has no in-principle objections at this stage, subject to pre-commencement conditions for the detailed design of the proposed permanent surface water drainage management system and details of the adoption and maintenance arrangements of the system. These conditions should be added. It's considered that a further condition should be added requiring details of the system for each phase to be submitted with the relevant reserved matters together with a statement on how a SUDS betterment has been achieved for the phase through the use of natural SUDS techniques or why this was not feasible for the development.

#### 10. Sustainable Construction and Energy Conservation

Policy CP13 requires new development with a floorspace of at least 1,000 sq m to connect to any existing, or proposed, Decentralised Energy Network in the locality to bring forward low and zero carbon energy supply and distribution. While the development is over 1,000 sq m, it is not located in or in reasonable proximity to one of the current network areas. However, given the extended time period of the application, it's considered that the development should be constructed so that it is capable of being connected to a Decentralised Energy Network that may be developed in the area in the future, e.g. around Exeter St David's Station. This chimes with the Sustainability Statement, which states that plant space and pipework infrastructure are proposed to enable future district heating connection.

In addition, the Utilities Capacity Assessment explains that there is already a partial district heating network on the site and there is an opportunity to provide a complete heat network for the site in 3-5 years when existing heating pipework needs to be replaced.

Taking the above into account and in the interests of reducing the impact of the development on climate change, a condition should be added requiring a complete district heating network on the site prior to the occupation of the final phase of the development, which is capable of connecting to a wider district heating network in the area. In addition, a condition should be added requiring a statement to be submitted with each reserved matters application for new buildings to show how the design of the building has taken into account the requirements of the aforementioned condition.

Policy CP15 requires all non-domestic development to achieve BREEAM 'Excellent' standards from 2013. A condition should be added securing a BREEAM design stage assessment report with each reserved matters application for new buildings and a post-completion report to ensure Policy CP15 is complied with.

### **CIL/S106**

The development is not CIL liable.

A s106 legal agreement is required to secure a contribution to Devon County Council to implement a scheme to improve the safety of the Clock Tower roundabout for pedestrians and cyclists. The sum of the contribution shall be confirmed on the formal Update Sheet before committee following discussions with the Local Highway Authority.

### **RECOMMENDATION**

**APPROVE** with the following conditions:

#### **1. Non-standard Time Limits – Outline Planning Permission**

Application(s) for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 15 years from the date of the permission and the development hereby permitted shall be begun before the expiration of five years from the date of the permission, or before the expiration of two years from the date of the approval of the last of the reserved matters to be approved whichever is the later.

**Reason:** To ensure compliance with sections 91 - 93 of the Town and Country Planning Act 1990.

#### **2. Reserved Matters**

Details of the access, appearance, landscaping, layout, and scale (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the Local Planning Authority before any development begins and the development shall be carried out as approved.

**Reason:** To safeguard the rights of the local planning authority in respect of the reserved matters. This information is required before development commences to ensure that the development is properly planned with appropriate regard to the reserved matters.

#### **3. Approved Plans**

The development hereby permitted shall be carried out on the land outlined in red on drawing number EC-KT-XX-XX-DR-A-XX-1864-SK100-P2 ('Site Location Plan'). The access points to the development shall be in the areas shown on drawing number EC-KT-XX-XX-

DR-A-XX-1864-SK403-P2 ('Masterplan as Proposed (Sheet 04)'). The development shall not be carried out otherwise than within the parameters shown on drawing numbers:

- EC-KT-XX-XX-DR-A-XX-1864-SK408-P2 ('Parameters Plan – Heights')
- EC-KT-XX-XX-DR-A-XX-1864-SK409-P2 ('Parameters Plan – St David's Elevation')
- EC-KT-XX-XX-DR-A-XX-1864-SK410-P1 ('Parameters Plan – Howell Rd Ele')
- EC-KT-XX-XX-DR-A-XX-1864-SK411-P1 ('Parameters Plan – Development Zones').

**Reason:** To ensure compliance with the approved drawings.

#### 4. Phasing Plan

Either with or in advance of the first reserved matters application a Phasing Plan setting out the phasing of construction of the development, including landscaping, shall be submitted to the Local Planning Authority for approval. The development shall not commence until the Phasing Plan has been approved in writing by the Local Planning Authority and the development shall be implemented in accordance with the approved Phasing Plan. Any amendment to the Phasing Plan shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development on any undeveloped phases.

**Reason:** To ensure the practical delivery of the development, including demolition of existing buildings, construction of new buildings and landscaping.

#### 5. Design Code

Either with or in advance of the first reserved matters application a Design Code for the development of the site shall be submitted to the Local Planning Authority for approval. The Design Code shall fit the description of 'Design code' in Annex 2: Glossary of the National Planning Policy Framework (NPPF) (February 2019). The development shall not commence until the Design Code has been approved in writing by the Local Planning Authority.

**Reason:** To ensure consistency in design across all phases of the masterplan.

*The following conditions shall be completed on the formal Update Sheet before committee:*

#### ***Information Requirements for Reserved Matters Applications***

Design/Heritage Statement

Waste Audit Statement

Up-to-date Tree Survey/Arboricultural Impact Assessment/Tree Protection Plan

SUDS Statement

District Heating Network Statement

BREEAM Design Stage Assessment Report (for new buildings)

Noise Impact Assessment/Statement

External Lighting Details

Cycling Facilities

#### ***Pre-commencement Details***

Protected Species Surveys

Permanent Surface Water Drainage Management System – Detailed Design

Permanent Surface Water Drainage Management System – Adoption/Maintenance Arrangements

***Pre-commencement Details – Individual Phases***

Extended Phase 1 Habitat Re-Survey (and Protected Species Re-Surveys if necessary)

Conservation Action Statement

Contaminated Land Investigation

Construction Method Statement

Air Quality Assessment (if necessary, depending on nature of development in phase)

***Pre-specific Works***

Bird Nesting Season

***Pre-occupation – First Phase***

Site Wide Travel Plan

Site Wide Cycle Parking Scheme

***Pre-occupation – Individual Phases***

Kitchen Ventilation Details (if necessary, depending on presence of kitchens in phase)

***Pre-occupation – Final Phase***

District Heating Network Completion