

# Planning Committee Report: 20/1684/OUT

- 1.0**
- Application Number:** 20/1684/OUT  
**Applicant name:** University of Exeter  
**Proposal:** Outline planning application to build student accommodation and ancillary amenity facilities (up to a maximum of 49,821 sq. metres) and external alterations and refurbishment of Birks Grange Village Blocks A-E; with associated infrastructure, demolition of existing buildings and landscaping (All Matters Reserved).  
**Site address:** Clydesdale Nash and Birks Grange Village halls of residence University of Exeter, Lower Argyll Road  
**Registration Date:** 10 December 2020  
**Link to application:** <http://publicaccess.exeter.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=QL4R52HBKVR00>  
**Case Officer:** Paul Jeffrey  
**Ward Members:** Cllr K Mitchell, Cllr M Mitchell and Cllr M Pearce (Duryard and St James Ward)

REASON APPLICATION IS GOING TO COMMITTEE: Major application with over 10 emails/correspondence of objection.

- 2.0**
- Summary of Recommendation:** DELEGATE to GRANT permission subject to completion of a S106 Agreement relating to matters identified and subject to conditions as set out in report.

- 3.0**
- Reason for the recommendation:** as set out in Section 18

- Site lies within the existing University campus.
- Area identified for future redevelopment in the University Masterplan.
- The impact of the new buildings particularly in terms of height are considered acceptable within the site's wider context.
- The proposal is not considered to cause significant harm to residential amenity of nearby residential properties.
- The location is considered to be sustainable and the proposal is acceptable in its design and general visual impact.
- There are no material considerations which warrant refusal of this application.

## 4.0

### Table of key planning issues

| <b>Issue</b>                                      | <b>Conclusion</b>   |
|---|---|
| Principle of development                          | Site lies within the existing University campus. The scheme will make more efficient use of land on a brownfield site.  |
| Impact on the wider landscape                     | Subject to parameter plan acceptable impact the wider setting of the campus   |
| Impact on residential amenity                     | Amended plans indicate scheme will have an acceptable impact on adjacent residential occupants.   |
| Scale, design, impact on character and appearance | Submitted illustrative layout and Design & Access Statement indicate that the future development will be appropriate.   |
| Access/Impact on Local Highways                   | Subject to suitable conditions and meeting obligations within the Section 106 Agreement details regarding access and financial contributions meet the requirements of the County Highway officer. |
| Ecological Issues                                 | Limited impact. Scheme to incorporate appropriate mitigation and enhancement.   |
|   |   |
| Sustainable Construction and Energy Conservation  | Passivhaus supported. Appropriate standard to be secured through condition.   |
|   |   |
| CIL/S106  | CIL generated and S106 to secure highway improvement and student management plan  |

## 5.0

### Description of Site

The application site comprises of an area of land to the western side of the Streatham campus, approximately 1km north of the city centre. The site comprises of existing student residential halls namely Clydesdale and Nash Grove, Birks Grange Halls and associated refectory and the existing Estates Service Centre within a site area of 6.37 ha. The site lies either side of the Pinetum an established area of mature trees, which is unaffected by the proposed development. Holland Hall and Mardon Hall are located to the north east of the application site with the grade II listed Reed Hall located to the east. An existing footpath, Grafton Road lies to the north of the site linking Cowley Bridge Road and Belvidere Road. Residential properties within Glenthorne Road,

Clydesdale Road and Highcroft are located on the other side to Grafton Road/footpath. Cowley Bridge Road is located to the west of Birks Grange and forms the western boundary of the site. Residential properties within Elmbridge Gardens, Dunvegan Close, Lodge Hill and Streatham Drive border the remainder of the site. Vehicular access to the site would continue to be from New North Road to serve the Birks Grange site with the remainder of the application site served from Streatham Drive within the campus. The application also includes highway works to a section of Streatham Drive.

## 6.0 Description of Development

This outline planning permission seeks consent for the demolition of Clydesdale and Nash Grove halls of residences, Birks Grange refectory, the estates service centre and the refurbishment of existing Birks Grange halls to build student accommodation and ancillary/amenity/associated facilities; additional landscaping; a new internal access road linking the campus to Birks Grange village; provision of solar panels at the Holland Hall car park and a new footpath alongside Streatham Drive. The scheme would involve the demolition of 8,847sq metres of existing student halls (Clydesdale and Nash) with the total new floor space limited to a maximum of 49,821 sq metres gross internal floor area. In addition, the proposal seeks the refurbishment of Birks Grange blocks A-E including external alterations of the building's walls, windows, and roof including roof mounted solar panels to meet equivalent Passivhaus standards for conversion/refurbishment works.

The overall scheme is proposed to deliver a net increase of between 1,200 to 1,250 new student bedspaces. The precise number of units is not for determination at this stage given that this is an outline application but the illustrative/supporting information provides an indication of these numbers. The accommodation table submitted with the application indicates that the demolition of Clydesdale and Nash would remove 217 spaces and the refurbishment works at Birks would reduce the number further by 70 from the existing 360 spaces contained within Birks Blocks A-E to 290. The total new build would result in approximately 1500 new bedspaces (against a net reduction of 287 spaces). The scheme's design is based on all the new buildings being constructed to Passivhaus standards. However the submitted outline planning application seeks approval for a maximum permitted floor area rather a specific number of units. This approach was used for the development of the East Park development for 1,282 bedspaces ([16/1232/OUT](#)) currently under construction. This application sought to condition the amount of floor area and used parameter plans to limit the development area and heights of buildings within the outline stage to provide a set of guiding principles to be followed at the reserved matters stage.

The application site areas can be divided into four main areas:

- i) Demolition of the existing two and three storey buildings at Clydesdale and Nash Halls and replaced with new student accommodation

ranging in height from 3 to 8 storeys. These buildings will include ancillary service such as shops, cafes at the ground floor level and arranged in courtyard setting with associated hard and soft landscaping.

- ii) Demolition of the existing service centre and replace with student accommodation buildings varying in height from 3 to 4 storeys. A replacement estates service centres is proposed in planning application [20/1685/OUT](#), which if approved would be located to north east part of the University campus
- iii) Demolition of existing Birks Grange refectory building and construction of a new 6 storey student accommodation building, with ancillary social and amenity space on the ground floor.
- iv) Refurbishment of existing accommodation block A-E of the Birks Grange to achieve equivalent Passivhaus standards to include external alterations to the walls, windows and roof to include solar panels. The demolition of the refectory removes catered halls from this part of the campus results in the need for new kitchens within each flats and which as a consequence reduces the overall number of units.

In addition, solar panels are proposed above the existing car parking to the east of Holland Park and south of Grafton Road. The type and design would be determined at the reserved matters stage. The application proposed no change to the overall number of car parking spaces within the campus.

A new footway is proposed along the eastern side Streatham Drive to improve access to and from these sites which would be constructed on existing grassed area.

A new internal road is proposed in the area of existing estate service centre to connect the main campus to Birks Grange. The applicants has indicated that this road would only be used by the estates team to remove the need to access this part of the campus via the public highway.

The application is accompanied by a significant number of report and plans includes including indicative images of how the building may ultimately be designed. However the application is for outline planning permission with all matters reserved and therefore these details will not be approved drawings, unless they forms part of the parameter plans, which intend to direct the extent and height of the development.

## 7.0 **Supporting information provided by applicant**

The application is accompanied by the following supporting information:

- Planning Statement
- Design and Access Statement
- Statement of Community Involvement
- Illustrative Masterplan
- Landspace and Biodiversity Parameter Plan
- Parameter Plan – Land Use
- Parameter Plan – Movement and Access
- Parameter Plan - Heights
- Arboricultural Constraints Report
- Arboricultural Impact Assessment
- Ecological Assessment
- Flood Risk Assessment and Drainage Strategy
- Landscape and Visual Appraisal
- Heritage Statement
- Lighting Assessment
- Noise Assessment
- Energy and Passivhaus Report
- Transport Statement
- Utilities Infrastructure Assessment Report

## 8.0 **Relevant Planning History**

Clydesdale and Nash Grove buildings were built in the late 1980s and early 1990s. Planning permission was granted for Birks Grange Village in 2009

## 9.0 **List of Constraints**

Smoke Control Area

## 10.0 **Consultations**

**All consultee responses can be viewed in full on the Council's website.**

**Natural England** has commented on the need for the Council to consider whether an appropriate assessment is necessary in respect of this application.

### **County Head of Planning, Transportation and Environment (Highways)**

comment that from a highways view, the provision of circa 1250 student flats on campus represents a highly sustainable development that is unlikely to create any significant highway issues. The application is in a sustainable location, with excellent walking / cycling and public transport opportunities available for students travel. The key areas of consideration for the Highway Authority relate to appropriate pedestrian and cycle access and how the additional person trips from the site will be accommodated.

*Trip Generation* - A transport statement has been submitted with the application. The proposed development will be car-free and as such, no additional car parking will be provided. The trip rates used in the transport assessment are the same as those used in the Spreytonway and Moberly 2017 and East Park site in 2018, which is accepted.

The TS States: *A multi-modal trip generation for the site has been undertaken of an additional 1,250 bedrooms. This forecasts that there will be 293 two-way person trips made in the AM Peak, 328 two-way person trips made in the PM Peak and 3,230 two-way person trips made daily.*

To accommodate this additional demand, the applicant has made efforts to improve the permeability and connectivity of the site for walking and cycling trips. A footway is proposed along the southern side of the eastern link road which will tie-in to the existing facilities on Clydesdale Road. The applicant has also proposed a new footway on the south-western side of Streatham Drive adjacent to the Mardon Hall accommodation which currently has no footway facilities.

The provision for a new footway adjacent to Streatham Drive (shown in Drawing No 2012758-02) is welcomed by the Highway Authority. The new footway will connect facilities via the proposed new footway on the eastern link road through to the Streatham Drive / Mardon Hill Junction, a distance of approximately 250m. The proposal incorporates appropriate crossing points of Streatham Drive. In summary the new footway will help to provide safe and suitable access to the site which is in accordance with Paragraphs 108/110 of the NPPF and CP9 of the ECC Core Strategy.

Pre-application discussions were also held with the applicant and it was agreed that Streatham Drive / New North Road would be the primary route for the majority of student trips from the site towards the train station or city centre. Streatham Drive / New North Road junction currently has poor provision for pedestrian and cycle facilities. Given the development will add significant pedestrian and cyclist movements through this junction (in the region of 3000 trips a day), the Highway Authority will request a S106 contribution towards improvements at this junction. A S106 contribution of £25,000 has been agreed with the applicant and will be requested through this application.

*TRO* - The proposals for a new footway on Streatham Drive shown in Drawing No 2012758-02 will require a change to the restrictions (double yellows) covered under the existing Traffic Regulation Order. The amendments to the road markings to accommodate the proposal will therefore require a new Traffic Regulation Order. The Highway Authority will seek a contribution in the region of £3,000 to be secured prior to commencement.

*Vehicular Access* - The proposed works are primarily on private roads which fall within the University estate. A new service road is proposed between the existing

access road serving the current Estate Services Centre and the existing Birks Grange access road. This will enable vehicles to access and service the Birks Grange Village accommodation from within the campus, rather than the B3183 New North Road as was done previously. This allows servicing to be undertaken on campus, with no impact on the public highway network.

Student drop-off and pick-up will be undertaken on private roads under management by the university staff. To accommodate the additional demand at the start and end of terms, the central avenue will also be opened to facilitate a pickup and drop off service.

*Travel Planning* - The applicant has been made aware that the existing Sustainable Travel Plan 2016-2020 is now out of date and due for renewal. However, it is accepted that the current Sustainable Travel Plan for the University Campuses will apply to the proposed development. Therefore, the measures and targets set out within the Travel Plan will apply to students that will reside in the new accommodation buildings.

It is essential that covered secure cycle parking, in accordance with the standards set out in the Exeter City Council Sustainable Transport Supplementary Planning Document, are achieved. The provision of these facilities should be secured by condition.

*Construction* - The site is located in a busy pedestrian environment. Demolition and subsequent construction will therefore need to be carefully managed to ensure the impact of these is minimised and the potential for large plant, including cranes, on the highway is likely to be limited. It is therefore recommended that a condition for a Construction Traffic Management Plan (CTMP) is attached in the granting of any permission and the applicant is advised that adequate areas will need to be made available within the site to accommodate construction vehicles off of the public highway.

*Summary* - Subject to the below conditions and securing the S106 contribution towards walking and cycling improvements, the Highway Authority has no objection to the granting of any planning permission

**Devon and Cornwall Police Liaison Officer** has no objection in relation to the application but makes the following comments and recommendations for consideration.

With limited detail at this stage, it is important to ensure that crime prevention through environmental design principles are considered and embedded into the design of the scheme. Adhering to such principles will promote a safe and secure environment in which students can live and work, by reducing the opportunity for and fear of crime and antisocial behaviour. The attributes include:

- **Access and Movement:** Places with well-defined and well used routes, with spaces and entrances that provide for convenient movement without compromising security. Safe, well overlooked dedicated routes are vital to the safe navigation of the site and promoting personal safety amongst legitimate users and reducing the likelihood of creating 'desire lines' and the use of unofficial routes that are not afforded such safety. Casual intrusion into halls of residents must also be considered in the design with measures on place to restrict unauthorised access.
- **Structure:** Places that are structured so that different uses do not cause conflict. Consider areas that may be open to the public, residential space, mixed use space etc. ensuring that uses do not conflict with one another.
- **Surveillance:** Places where all publicly accessible spaces are overlooked; have a purpose and are well managed to prevent creating areas which could attract criminal activity, the antisocial to gather or for unacceptable behaviour to go unnoticed. Presumably monitored CCTV linked to the Estate Patrol department in keeping with the existing CCTV strategy on campus will be distributed throughout the scheme. This will go some way to providing formal surveillance onsite.
- **Ownership:** Places that promote a sense of ownership, respect, territorial responsibility and community. Such ownership is supported by the use of defensible space, appropriate boundary treatments, clear demarcation between private and public space. If ownership of space is ambiguous and responsibility of it unclear, it can attract crime and antisocial behaviour.
- **Physical Protection:** Places that include necessary, well-designed security features. All external doors, accessible windows etc. are advised to be tested and certificated to a nationally recognised security standard.
- **Activity:** Places where the level of human activity is appropriate to the location and creates a reduced risk of crime, fear of crime and a sense of safety at all times.
- **Management and Maintenance:** Places that are designed with management and maintenance in mind to discourage crime, fear of crime and antisocial behaviour.

**Devon County Council Flood and Coastal Risk Management Team** raise objection to the proposal and is current in discussion with the agent to agree suitably worded conditions to address the need for the scheme to adhere to SuDS principles.

**Devon County Waste Management** comment that paragraph 8 of the National Planning Policy for Waste and Policy W4 of the Devon Waste Plan requires major development proposals to be accompanied by a Waste Audit Statement. The application is not supported by any such statement and it is therefore recommended that a condition is attached requiring the submission of a statement at reserved matters stage.

**Exeter Cycling Campaign** notes the provision of cycle parking in line with the Supplementary Planning Document on Sustainable Transport, and the comments

in the application regarding the provision of lighting, cover and security of the parking facility. The Campaign offers its support to this application.

**ECC Environmental Health officer** raises no objection subject to the imposition of suitable conditions in respect of the need for a Construction and Environmental Management Plan, noise assessment, lighting assessment and contamination investigation.

**ECC Place Making officer** comments that:

- The zig-zag plan form of the proposed blocks C1, C2, D1 and D2 terminated by block E1 creates a central linear corridor linking a series of connected spaces (Central Spine) the quality of which will be essential to the setting of the buildings. An integral part of this will be how the level changes are dealt with. Whilst understanding that this an outline application it would be helpful to have some indicative sections through the buildings to illustrate how the level changes could be carefully integrated into the communal areas together with the strategy for the use of materials.

- Central spine: the key of the Illustrative Masterplan describes this area as a paved pedestrian 'central spine'. More information is required to support the intention that the paving will fully complement the objective of creating a well-designed space of the highest quality.

- Passivhaus: it would be useful to have examples of other developments which show how the limitations of Passivhaus requirements on the design of buildings has been dealt with e.g. lack of projecting features, materials used to articulate facades, window sizes and reveals. The potential simplicity of the proposed buildings could create a bland appearance that relies heavily on material finishes to enhance appearance: examples should be provided of the high quality surface materials that the design of the buildings demand.

- Holland Hall car park solar panels: examples of good designs would be helpful to show how this substantial structure could be both functional and have a well-considered appearance that integrates with its setting. In addition there is a need to ensure that an assessment of potential reflected glare is carried out.

- Although not within the development area Birks Bank Pinetum has been a major influence on the evolution of the building height parameters and its continued presence and well-being are essential. Whilst the University's estate maintenance is well-established, a specific management plan for Birks Bank Pinetum should be produced to accompany the development proposals to ensure that it maintains and enhances its qualities.

Further comments received in response to the initial observation March 2021

The Illustrated Courtyard sections indicates the kind of scale and relationship between the different levels that could result from the development (drwg. No.0803-P-WIA-CB-XX-SITE-A-010030).

The Outline landscape Materials Palette shows a co-ordinated and good quality range of materials and street furniture.

The Passivhaus Facades Precedent Sheets which shows some very interesting and lively elevations which if emulated could potentially produce good designs.

Responses to other comments are acceptable.

**RSPB** comment that they strongly recommend that bird boxes are made a condition of the consent if granted and that the number and types of integral boxes in the new and refurbished building comply with the Council's own SPD.

## 11.0

### Representations

41 objection emails/letters received. Issues raised:

1. Too many students in the City already;
2. City too reliant on the University/wrong profile for the City;
3. Buildings too tall/overbearing for the area, particularly at 8 storeys, buildings should be no higher than 3 storeys;
4. Increased noise, disturbance and anti-social behaviour from students particularly within the outdoor areas;
5. Density of the development too great/overconcentration of units;
6. Lack of regard to neighbouring resident's amenities;
7. Concentration of student accommodation in the neighbouring streets, increased by this proposal;
8. Change of units to self-catering will result in increased traffic from delivery vehicles;
9. Increased overall traffic and consequent road safety issues;
10. Design of proposed buildings out of proportion with surrounding existing buildings;
11. Need for shop facilities to be on-site to avoid student movement through residential streets at night;
12. Detrimental visual impact when seen from across the river;
13. Height of buildings will dominate the campus skyline;
14. Increased overlooking to neighbouring properties;
15. Buildings too close to existing properties;
16. Light pollution adversely affecting neighbours and wildlife;
17. Lack of pavements will increase risk of accidents;
18. Increased traffic pollution;
19. Inadequate parking/loading/turning areas on campus;
20. Loss of wildlife habitat/adverse environmental impact;
21. Concern regarding drainage and runoff as buildings to be built on a steep slope;
22. Impact on existing TV signal;
23. Inaccurate information submitted in respect of pedestrian flow through the campus;
24. Increase in rubbish and litter in the area;

25. Noise and traffic disturbance from new access road next to the Birks building;
26. Need for more trees to be planted to preserve privacy;
27. Need for a noise assessment;
28. Overlooking of memorial ground;
29. Need to provide secure boundaries to protect neighbouring properties from student intruders;
30. Blocks B2 and E1 too big and need to be reduce given the harm to residential amenity;
31. Overconcentration of students contrary to the development plan;
32. Proposed illustrations show monolithic homogenous block with little architectural merit;
33. Concern about the mental health of students living in high rise blocks;
34. Design of units implies more expensive accommodation impacting on affordability and social intrusion;
35. Lack of change from the developer in response to the original public consultation;
36. Loss of green space within the campus;
37. Impact of stairwell in visual and use terms on residential amenity;
38. Incomplete information with landscape and ecological reports regarding nearby wildlife areas;
39. Incomplete historical information regarding the memorial ground next to Holland Hall;
40. Transport plan inaccurate;
41. Loss of campus parking;
42. Loss of views from existing campus buildings;
43. Buildings will create wind tunnels.

## **Design Review Panel 20 February 2020**

### *Summarised comments*

*The Stated principles and aspirations for the project are supported.*

*It is felt the design approach undertaken to date is exemplary*

*A further attempt to engage with students during the design process may be helpful.*

*Generally, the landscape led approach being undertaken is supported.*

*Incorporation of external passive social spaces is supported.*

*It would be helpful to consider what the key intersection will look like and how this may be marked/signposted.*

*It would be helpful to consider a wider definition of sustainability beyond zero carbon.*

*There may be opportunities to incorporate further harvesting/renewable energy measures.*

*A finer grain analysis of the development site and immediate surroundings would be helpful.*

*There is concern that the presented wireframe visualisations indicate an overly homogenous/continuous built form.*

*There is concern regarding the impact upon the setting of the existing Mardon Hall.*

*Challenges of overlooking and north facing aspects should be considered at this stage of the design process.*

*Consider wind at this stage of the design process.*

*Demonstrate how the landscape proposals will knit into the wider green infrastructure plan would be beneficial.*

*There is concern some of the northern facing external spaces and residences courtyards may always be in shadow.*

*Additional eyelevel views from within the central street may be beneficial to assess the quality of the proposed place-making environment for end users.*

*It is felt the proposed residential buildings appear brutal and would benefit from being visually softened.*

*A (broad brush) Design Code at this outline stage may be beneficial.*

## **12.0 Relevant Policies**

### **Government Guidance**

National Planning Policy Framework (NPPF) (February 2019)

2. Achieving sustainable design
3. Plan making
4. Decision-making
5. Delivering a sufficient supply of homes
8. Promoting healthy and safe communities
11. Making effective use of land
12. Achieving well-designed places
15. Conserving and enhancing the natural environment
16. Conserving and enhancing the historic environment

### **Exeter Local Development Framework Core Strategy (Adopted 21 February 2012)**

CP1 - Spatial Approach

CP4 - Density

CP5 - Student Accommodation

CP9 - Transport

CP10 - Meeting Community Needs

CP11 – Pollution

CP12 - Flood Risk

CP13 - Decentralised Energy Networks

CP14 - Using Renewable and Low Carbon Energy in New Development

CP15 - Sustainable Construction

CP16 – Landscape Setting

CP17 - Design and Local Distinctiveness

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

AP1 - Design and Location of Development

AP2 - Sequential Approach

E4 - Exeter University Campus

*The development of education uses, student housing and research and development initiatives, including ancillary production, will be permitted on the University of Exeter Campus provided that the character and setting of the Campus is protected.*

H5 - Diversity of Housing

Relevant text- Student housing will be permitted provided that:

*a) the scale and intensity of use will not harm the character of the building and locality and will not cause an unacceptable reduction in the amenity of neighbouring occupiers or result in on-street parking problems;*

*b) the proposal will not create an overconcentration of the use in any one area of the city which would change the character or the neighbourhood or create an imbalance in the local community;*

*d) student accommodation is located so as to limit the need to travel to the Campus by car*

T1 - Hierarchy of Modes

T2 - Accessibility Criteria

T3 - Encouraging Use of Sustainable Modes

T10 - Car Parking Standards

C1 - Conservation Areas

C2 - Listed Buildings

C3 - Buildings of Local Importance

C4 – Historic Park and Garden

C5 - Archaeology

EN2 - Contaminated Land

EN3 - Air and Water Quality

EN4 - Flood Risk

EN5 – Noise

EN6 – Renewable Energy

DG1 - Objectives of Urban Design

DG2 - Energy Conservation

DG4 - Residential Layout and Amenity

DG6 Vehicular Circulation and Car Parking in Residential Development

DG7 - Crime Prevention and Safety

LS1 - Landscape Setting

LS4 - Local Nature Conservation Designations

**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)**

This document represents a material consideration but has not been adopted and does not form part of the Development Plan and therefore carries limited weight.

DD1 – Sustainable Development

DD9 – Accessible, Adaptable and Wheelchair User Dwellings

DD12 - Purpose Built Student Accommodation

*This policy seeks to protect residential amenity and to ensure that purpose built student accommodation is fit for purpose:*

*Purpose built student accommodation will be permitted provided the proposal:*

*a) respects, and contributes positively towards, the character and appearance of the area;*

DD20 – Accessibility and Sustainable Movement

DD21 – Parking

DD25 – Design Principles

DD26 – Designing out Crime

DD28 – Conserving and Managing Heritage Assets

DD29 Landscape Setting Areas

DD30 – Green Infrastructure

DD31 – Biodiversity

DD33 – Flood Risk

DD34 – Pollution and Contaminated Land

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

University of Exeter Masterplan Development 2010

*8.2.2 Areas with potential for development*

*All areas outside the primary campus landscape structure have the potential for development subject to more detailed analysis and local sensitivities.*

*Zone A These comprise areas where development already exists. New development would seek to complement the existing buildings or building groups.*

*Park Living*

*8.3.2 The ...residential areas at Mardon Park...comprise a range of building forms and scales set within a fairly mature landscape. The tree cover will be maintained and a regime of felling trees and replanting introduced to ensure that this light woodland character is maintained.*

*Mardon Park*

*8.6.6 These areas should be developed to create attractive, inviting and vibrant living spaces that create a student community set within a wooded setting, and taking advantage of the excellent views of the countryside.*

*Additional student residences could be created by the consolidation and redevelopment of the cluster of student residences in the Clydesdale area of the Campus.*

*Building Form*

*Any new development should ensure that it creates a sense of place, with clear fronts and backs and entrances that overlook the key public spaces.*

*Any new development should respond carefully to the topography and to views out over the wider landscape.*

Archaeology and Development November 2004  
Sustainable Transport March 2013  
Development Related to the University June 2007  
Houses in Multiple Occupation (including Class C4 Uses) January 2014  
Planning Obligations April 2014  
University of Exeter Masterplan Development 2010  
Trees in relation to Development September 2009  
Residential Design Guide September 2010

Pennsylvania Conservation Area Appraisal and Management Plan May 2005  
The site is identified as being within the University Campus and as a Site of Local Interest for Nature Conservation Importance. The site forms part of the University's designation as a Historic Park and Garden  
Exeter University's Estate Strategy

#### **Other documents**

Net-Zero Exeter 2030 Plan July 2020 to inform all policy documents, plans and corporate decision making in response to the Climate Emergency and in pursuance of the goal to make Exeter a carbon neutral city by 2030

### **13.0**

#### **Human rights**

Article 6 - Right to a fair trial.

Article 8 - Right to respect for private and family life and home.

The first protocol of Article 1 Protection of property

The consideration of the application in accordance with Council procedures will ensure that views of all those interested are considered. All comments from interested parties have been considered and reported within this report in summary with full text accessible via the Council's website.

It is acknowledged that there are certain individual properties where there may be some adverse impact and this will need to be mitigated as recommended through imposing conditions to ensure that there is no undue impact on the home and family life for occupiers. However, any interference with the right to a private and family life and home arising from the scheme as result of impact on residential amenity is considered necessary in a democratic society in the interests of the economic well-being of the city and wider area and is proportionate given the overall benefits of the scheme in the provision of homes, including affordable housing and economic benefits.

Any interference with property rights is in the public interest and in accordance with the Town and Country Planning Act 1990 regime for controlling the development of land.

This Recommendation is based on consideration of the proposal against adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.

#### **14.0 Public Sector Equalities Duty**

As set out in the Equalities Act 2010, all public bodies in discharging their functions must have “due regard” to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard in particular to the need to:

- a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Whilst there is no absolute requirement to fully remove any disadvantage the Duty is to have “regard to” and remove OR minimise disadvantage and in considering the merits of this planning application the planning authority has had due regard to the matters set out in section 149 of the Equality Act 2010.

#### **15.0 Financial benefits**

The requirements to set out the financial benefits arising from a planning application is set out in s155 of the Housing and Planning Act 2016. This requires that local planning authorities include financial benefits in each report which is:

- a) made by an officer or agent of the authority for the purposes of a non-delegated determination of an application for planning permission; and
- b) contains a recommendation as to how the authority should determine the application in accordance with section 70(2) (of the Town and Country Planning Act 1990).

The information on financial benefits must include a list of local financial considerations or benefits of a development which officers consider are likely to be obtained by the authority if the development is carried out including their value if known and should include whether the officer considers these to be material or not material.

## **16.0 Planning Assessment**

The key issues are:

1. Principle of the Proposed Development/Need for student accommodation
2. Sustainable Design
3. Impact on wider landscape
4. Impact on residential amenity
5. Impact on trees/ecology/nature conservation issues
6. Access and Transport Issues
7. Heritage assets
8. Construction and Environmental Management Plan/UXO
9. Flooding
10. Need for Environmental Assessment
11. CIL

### **1. Principle of Development /Need for student accommodation**

This application is similar to the recent approval at East Park in that a development of this magnitude requires careful consideration as it will have a significant impact on the immediate character and appearance of the area both within context of the University Campus and the City as a whole. It is understandable that the application has attracted a significant number of objections from local residents living nearby and the wide ranging issues they raise require particular assessment. However this application differs from East Park in that it seeks to redevelopment areas which are already used for student accommodation or related uses rather than a green field, albeit in the case of East Park one that was identified in the University Masterplan for development. The report will address the principle of the site's development and use within the development plan policies in addition to considering more site specific matters such as the siting and heights of buildings, sustainable design, impact on the landscape/trees/ wildlife, proximity to residential properties, heritage assets, flooding and contamination/unexploded ordnances.

The National Planning Policy Framework (NPPF) states in paragraph 11 that:- *'planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise'*. It is therefore important to consider the development plan background against which this application is assessed. It is accepted that the creation of purpose-built student accommodation on Campus represents a sustainable form of development and seeks to make most efficient use of previously developed land. The principle of the development is therefore wholly acceptable.

The Core Strategy 2012 states CP5: 'The supply of housing should meet the needs of all members of the community such that *'... purpose built student accommodation should be provided to meet the housing need.'* The accompanying text (para 6.28) states that the University envisages about 3,300 additional full time living away from home students from 2010/11 to 2025/26 *'The University' aim to provide housing for all full-time students who want it is supported because it will ease pressure on existing family housing. 75% or more of additional student numbers should be accommodated in purpose built student housing. New purpose built housing should be located on, or close to the University Campuses...*. It is clear that the most sustainable location for new student accommodation is within the campus particularly when the scheme is supported by additional shops and ancillary support facilities as is the case in this submission.

Objectors to the scheme have commented that there are already too many purpose-built student flats and there is no need for further accommodation of this type in the City. Core Strategy Policy CP5 provides the strategic context which supports additional student accommodation to meet housing need and as part of an adopted development plan policy represents an important material consideration.

Development of significant further student accommodation is considered necessary to ensure good performance against the target of 75% or more of students in PBSA to meet University aspirations that first year and overseas students have the opportunity of a Campus experience and to reduce the impact of students' imbalancing communities in popular student areas. If the number of Council Tax exemptions in private shared houses is to be reduced it is important to continue to allow significant amounts of additional PSBA to be delivered that exceed the growth of the University. As is the case for conventional housing there is no requirement for the applicant to prove the need for student accommodation. The application must be considered on its merits.

Development within the campus is covered by Exeter Local Plan First Review 2005 Policy E4 which states that:-  
*'The development of education uses, student housing and ancillary research and development initiatives, including ancillary production, will be permitted on the University of Exeter Campus provided that the character and setting of the Campus is protected.'* The provision of further student accommodation clearly fails within these criteria.

The publication version Development Delivery DPD July 2015 (not part of the development plan) states (para 3.27): *'The Council will encourage the provision of further purpose built student accommodation at Streatham Campus through the review of the masterplan. By maximising the number of additional students accommodated in purpose built student housing, further adverse impacts on the*

*private housing market can be minimised.* Policy DD12 seeks to protect residential amenity and to ensure accommodation is fit for purpose.

A Streatham Campus Master Plan supplementary planning document was adopted by the City Council in 2010 following public consultation. Whilst the Masterplan does not form part of the development plan it remains a relevant material planning consideration. It was prepared to provide guidance and inform decisions on the University's future expansion plans. The application area is referred to in the document as Mardon Park stating that '*...additional student residences could be created by consolidation and redevelopment of the cluster of student residences in the Clydesdale area of the Campus*'

In summary, it is considered that the proposed scheme would accord with the principle of these relevant policies. It is therefore necessary to balance the relevant development plan policies as a whole against other specific material planning issues.

## **2. Sustainable Design**

In accordance with advice provided by the National Planning Policy Framework and Planning Practice Guidance 'Design' the applicant has sought the advice of the Design Review Panel prior to the submission of the planning application. This guidance states that local planning authorities are required to have regard to the recommendations of the Design Review Panel in assessing applications. The Panel concluded that although they welcomed the aspiration of the proposal which focused on landscape and ecological considerations, although were not supportive of the design presented in its current form did support the sustainable design approach being followed. The supporting documentation describes how the Passivhaus approach has informed the siting, form, massing, orientation and treatment of the buildings, which will dictate the future detailed design of the building. These measures look to ensure thermal comfort throughout the buildings and provide modelling to optimise efficiency for energy use in part through the building's orientation and windows sizes. As stated in the supporting documentation the Passivhaus approach needs to be balanced between carbon saving design and other material planning considerations, such as the relationship with existing residential building alongside the boundary of the site and elevational treatment. The applicant has stated that this scheme is set to be one of the largest Passivhaus schemes in the UK and accordingly is seeking to be an exemplar project in the construction industry and university sector.

## **3. Impact on the landscape**

The application seeks outline planning permission and consequently detailed layout and building design issues are for future consideration. However the applicant has provide a range of supporting reports/plans including illustrative designs, sectional drawings, a detailed Design and Access Statement and Landscape and Visual Appraisal which provides an appropriate level of information to enable an assessment of the scheme on the wider landscape to be

made. It is accepted that the character and appearance of the area will be significantly altered given the quantum of development being proposed. The submitted Landscape and Visual Appraisal provides a detailed study of views from within the site and from wider vantage points. Additional information has recently submitted which provides further clarification of how the development would appear within the context of the existing buildings within the campus. Particular attention is given to the appearance of the development when viewed from the Riverside Valley Park, as this provides the least obstructed view of the development seen as a whole. Whilst the new buildings will clearly be seen from other viewpoints they will be partially obscured by existing building or mature vegetation. It is noted that the Council's Place Making officer and the Design Review Panel raised no objection to the proposed quantum of development or height of the proposed buildings, which in some instances are 8 storeys. It is considered that the combination of the site's topography and the existing mature trees contained on campus, such as the Birks Bank Pinetum will help to integrate the development into the campus setting.

Additional information has been received which indicates that the proposed maximum heights contained within the submitted parameter plan will not exceed the ridgeline of the campus in this location or the height of Holland Hall, which represents the most prominent building in this part of the campus. It is accepted that the development will effectively obscure this building from other wider viewpoints and therefore it will be important at the detailed reserved matters stage that the external design and materials provide sufficient interest to avoid the overly homogenous/continuous built form as considered by the Design Review Panel.

The supporting information outline the level of information that will be necessary to ensure that various architectural techniques are used to break up the visual massing of the proposed buildings both vertically and horizontally. Whilst images have been produced it is the reserved matters stage where decisions on the acceptability of the proposed building's design is required. However it is considered that the following summary as stated in the submitted design and access standard does indicated that a range of possible design options are being explored:-

Clustering buildings into groups of distinct character, which will read as distinct *elements from distant views;*

*Creating breaks in plan form and steps in building heights to differentiate buildings of similar character;*

*Exploring a variety of roof forms, including pitched and dormers;*

*Using a variety and mix of materials to differentiate buildings and cluster with brick as the predominant facing material;*

*Adopting horizontal devices such as attic storeys, string courses and differentiated ground floor to add visual interest and reduce repetition;*

*Using treatments to group windows horizontally and vertically with framing or material changes to break the repetitive window patterning common to student accommodation;*

*Tree planting to reduce the perceived massing from distant view.*

In conclusion the findings of the Landscape and Visual Appraisal are accepted which states that '*...the proposed development is generally characteristic of the type of development currently found within the University Grounds. Increases in efficiency of land use will result in a minor adverse effect on the current informal character of Clydesdale and Nash Grove but the proposed hard and soft landscaping scheme will enhance connectivity and setting, connecting with existing landscape and ecological features...The built form of the building is stepped down the hillside to work with the sites natural topography. The proposal is considered to be of a scale and mass that is not out of context in relation to the surrounding campus and adjacent buildings and spaces...*'

#### **4. Impact on residential amenity**

The majority of the scheme involves the redevelopment or refurbishment of existing campus student accommodation buildings. It is only in the location of the Birks refectory and the estate service yard where the existing uses are to be replaced by new student accommodation. However the scheme does seek to make most efficiency use of the land, which means that the density of student accommodation in these areas will be increased, as will the overall heights of proposed buildings. The land use parameter plan indicates the position of the proposed buildings in relation to the boundaries of the site. It is proposed that this plan would be conditioned and therefore would provide a level of certainty of the appropriate buffer between the proposed buildings and existing boundaries when the reserved matters application is submitted. In addition, the heights parameter plan identifies areas of the site where the highest buildings of 6, 7 and 8 storeys are considered acceptable. The parameter plans are important in directing development to areas of the campus that are most appropriate in terms of site's topography/relationship with existing buildings but also importantly in relation to neighbouring residential properties.

The applicant's supporting statement highlights that during the pre-submission public consultation stage neighbour's comments were taken into consideration and as a result some blocks were reduced in height and consequently overall student numbers lowered. This is considered an appropriate response to the public consultation exercise and to be expected. However notwithstanding the changes already made by the applicant, it was considered that in three areas closest to existing dwellings the submitted parameter plans still represented an unacceptable relationship and amended drawings were sought.

Block B1 is the site of the existing estate service yard, which is to be replaced with a new student block of 3 and 4 storeys. The resultant building would lie adjacent to existing residential properties located in Lodge Hill to the south and

Streatham Drive to the north. Currently these properties border onto low level buildings and greenhouses and it is clear that these residents will experience a significant change in the scale of the buildings and the type of activity from this site. In this instance it is considered that the stepped nature of the proposed height from 3 to 4 storeys furthest away from residential properties is appropriate and the distance from the boundaries acceptable. However whilst a 'window control zone' has been proposed, which seeks to prevent windows from the student blocks directly facing residential properties was indicated, it was still considered that some degree of overlooking would occur. Consequently amended plans have been received which has increased the zone from 37 metres to 42 metres from the boundary with the neighbouring properties, which is now considered appropriate. In addition, to prevent activity closest to the boundaries with these properties a new fence line and wildlife buffer is required alongside the southern boundary to prevent the area being used as an informal recreation area and discourage students attempting to use the area as cut through, as residents have previously experienced. It is considered that this would be included in the landscape and ecology management plan to be conditioned. It is now considered that the arrangement in this part of the campus would be acceptable, although further assessment would be required at the reserved matters stage to ensure that the relationship with 32 Streatham Drive is appropriate.

Block B2 would be created with the demolition of two existing student accommodation blocks. 32 Streatham Drive is located to the south of the site and separated by existing trees. Whilst it is acknowledged that the land slopes away from the boundary with the existing residential dwelling, concern was raised regarding the height of the proposed buildings at four storeys and the indicative orientation of the proposed building in relation to 32 Streatham Drive. Consequently amended plans have been received reducing the maximum height of the new building to three storeys, which in some areas of the building would result in a ridge height for the proposed building being lower than the existing building. In addition, the indicative layout of the buildings has been re-orientated to remove windows, which could potentially face towards this neighbouring property or includes a design of window that is orientated to the south west. The parameter plan would allow the closest new building to be approximately 35 metres from this neighbouring property. Whilst these layout changes are not for determination at this outline stage they do indicate an awareness of the applicant to sensitive relationship the development would potentially cause to residential amenity in terms of overlooking and over-dominance.

Block E1 would be created with the demolition of three student blocks within the existing Nash Buildings and are located closest to residential properties in Highcroft. The original submission indicated the area for four storey buildings and an indicative layout proposing an 'H' shaped building in order to minimise the amount of flank wall facing these properties thereby seeking to reduce the over-dominance of the building. A 'window control zone' was also proposed to prevent

the inclusion of windows, which may overlook neighbouring properties. However whilst it was noted that the proposed building was intended to move the building further away from the boundary, in some areas by a distance of 12 metres from that of the existing student block, concern was raised about the dominating impact the proposed building would have when viewed from the neighbouring properties. Consequently the parameter plan has been amended to reduce the storey height of the building alongside the Holland Building car park from four storeys to three storeys. The front section of the building is still shown at four storeys, as this is furthest from residential properties being further down the slope of the site and therefore acceptable. The reduction in storey height has resulted in the proposed buildings being comparable to the ridge height of the replaced student blocks on this part of the site. In addition, the 'window control zone' has been increased to ensure that the central section of the 'H' does not have windows directly facing residential properties of Highcroft. It is noted that this section of the building would be located approximately 50 metres from the boundary of the residential properties. It is considered that this will help address issues raised by neighbours in respect of overlooking and light intrusion. The changes would result in a scheme that better reflects its relationship with neighbouring properties to an acceptable level.

As previously stated this application is for outline and therefore the details submitted within the reserved matters application will require further assessment to be made. It is important to note that the parameter plans in respect of land use and height represent the maximum the development can achieve. If at the reserved matters stage there are areas of the site where a reduced building height is required or siting of building deemed too close to a boundary then further changes can be made. In addition, residents have raised concern about the increased noise and disturbance level following the significant increase of student numbers in this area. It is considered that the student management, which would be a requirement of the Section 106 agreement, represents an appropriate measure to address these matters.

#### **5. Impact on trees/ecology/nature conservation issues**

The major of the development site is currently occupied by existing buildings and consequently the impact of the scheme on trees and wildlife habitat is limited. In particular the Pinetum is retained in its entirety and represents an important element for the successful integration of the resultant scheme into the wider landscape setting. The important trees are identified on the detailed tree survey and the arboricultural impact assessment, which has informed the submitted parameter plans and can be controlled by planning condition. In addition, it is considered that a condition which requires a detailed arboricultural method statement in association with the tree protection plan is appropriate in this instance.

In addition, the application is supported by an ecological survey undertaken to consider the impacts of the development and describe suitable avoidance,

mitigation and enhancement measures. An extended phase I habitat survey was conducted in September 2019 to map the habitats present and highlight the potential for protected species. Following this survey it was concluded that the application site offered potential to support bats, badgers, nesting birds and reptiles. In addition, specialist surveys have been undertaken in respect of bats and badgers. Given the presence of the species identified, it is considered appropriate to impose an ecological management plan to ensure that the existing wildlife and its habitat is safeguarded and enhanced following the development of these sites. The submitted reports highlight in particular the need for an updated badger report; bat sensitive lighting strategy; sensitive working methods to protect badgers and hedgehogs; need to a bat licence and the installation of a range of bat and bird boxes into the fabric of the buildings or trees. In summary, it is considered that appropriate measures have been demonstrated within the supporting documentation to show that sufficient regards has been given to safeguarding and enhancing the biodiversity of the site.

## **6. Access and Transport Issues**

The Council highway officer comments that Streatham Drive is the primary route that the majority of students are likely to take from this development. Consequently the provision for a new footway adjacent to Streatham Drive is therefore to be welcomed. The new footway will help to provide safe and suitable access to the site which is in accordance with Paragraphs 108/110 of the NPPF and CP9 of the ECC Core Strategy. However, the County Council are in the process of developing proposals for pedestrian and cycle improvements at the New North Road / Streatham Drive junction and consider that improvements at this location would help cater for the additional demand in person trips from the development which would justify a financial contribution of £25k towards these works. The highway officer has raised no objection to the scheme subject to the imposition of suitable conditions and financial contributions.

## **7. Heritage Assets**

In accordance with advice contained within the NPPF local authorities have a duty to consider heritage assets that may be affected by a proposal. The whole of the University Campus site, which includes the application site, lies within a Historic Garden and Park as identified in the Exeter Local Plan First Review and is covered by Policy C4. The policy seeks to prevent loss of features that are integral to the Park's character or appearance and would detract from its enjoyment, layout or setting. The applicant's design for the site is landscape led, taking account of the relief of the site and the context of the development in its wider landscape setting area, which includes the existing Campus. The Pinetum forms an important element within the historic park designation and confirmation that this will remain is essential. It is accepted that the small number of trees removed will be adequate compensation. In addition, a local resident has comment on the presence of a memorial site to the north east of the site. It is considered that the proposed development will not have a harmful effect on this

area and therefore acceptable. Consequently it is considered that the scheme is appropriate within the context of Local Plan Policy C4.

The closest listed building is Grade II listed Reed Hall to the south east of the application site within the University Campus. Members are advised that their statutory duty in matters of setting of listed buildings and Conservation Areas under Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 is to give special regard to the desirability of preserving and enhancing the character or appearance of the area and siting of listed buildings. It is considered that the distances from the application site and the presence of existing mature landscape would represent an acceptable relationship between the development and these recognised heritage assets.

### **8. Construction and Environmental Management Plan/UXO**

Local residents have raised concern about the level of disturbance which would occur from the development during the construction phase from vehicles entering and leaving the site during demolition and initial construction work on the site, delivery of materials, construction of essential infrastructure and ultimately the buildings themselves. A condition is therefore needed requiring the submission of a detailed CEMP is required to ensure that environmental issues raised by residents, such as the location of material storage, hours of working, dust, mud on the road noise etc are addressed prior to commencement of works and once details of the infrastructure and buildings are known

In addition, residents have raised concern in connection with the recent bomb incident in Glenthorne Road. In response the University has provided a preliminary UXO (unexploded ordnance) risk assessments for the sites which was prepared in November 2019 and is currently undertaking a detailed report to determine the most approach form of action to take which may include a non-Intrusive survey prior to commencement of any ground works. The university has stressed that they fully acknowledge its responsibilities to its staff, students and visitors in this regard as well as the potential impacts to the local neighbours, and will undertake necessary surveys that involve digging below a certain depth. It is therefore considered that a condition is imposed to address this issue.

### **9. Flooding**

The applicant has submitted a Flood Risk Assessment which states that the site is located within Flood Zone 1, is not within a critical drainage area and has no history of surface water flooding. The report concludes that the drainage proposed for the site through mainly a sealed attenuation facility coupled with a partial infiltration facility would meet national and local policy and offer betterment, alleviating existing flood issues, which occurs as a result of the natural run off and gradient associated with this particular area of land. However the County Flood Officer have raised concern about the lack of detail contained within the report in respect of times of high rainfall and lack of mitigation which incorporate SUDS measures. The applicant is currently discussing this issue

which a view to acknowledging the need for a suitably worded condition for details to be provided at the reserved matters stage.

#### **10. Need for an Environmental Impact Assessment**

Residents have expressed concern that the application was not accompanied by an Environment Statement in accordance with Environment Impact Assessment (EIA) regulations. The local planning authority has provided a screening opinion that concludes that an EIA in this instance is not required. Whilst the proposal requires significant supporting documentation, which has been provided, to make an appropriate assessment in the context of this planning application, it is important to note that the site has previously been identified for development in both the Exeter Local Plan First Review and the University's Masterplan. This is a brownfield site where re-development is to be expected and encouraged. In addition, Members are advised that the Planning Practice Guidance 'Environmental Impact Assessment' states that '*only a very small proportion of Schedule 2 development (which this development falls within) will require an assessment...*'. The Guidance goes on to state that it is for the local planning authority to consider whether a proposed development requires an Environmental Impact Assessment.

#### **11. Community Infrastructure Levy**

CIL contributions -The adopted CIL charging schedule applies a levy on proposals that create additional new floor space on a site. This proposal is CIL liable. The rate at which CIL is charged for this development is £59.46 per sq. metre. Confirmation of the final CIL charge will be provided to the applicant in a CIL liability notice issued prior to the commencement of the development. If the proposed maximum floor space of 49,821 sq metres was utilised (minus the existing floor space of 8,847 sq m to be demolished) this would result in a CIL contribution of approximately £2,436,314.

### **17.0**

#### **Conclusion**

The proposal complies with the development plan policies, which concludes that the principle of the development of this site is appropriate. Given the recent number of student accommodation schemes submitted in off Campus locations, the proposal for such a significant number of bed spaces within a sustainable location on Campus is to be welcomed. It is accepted that the quantum of development proposed is substantial however it is considered that the parameter plans effectively limit the level of development to an acceptable scale. The proposed building heights to accommodate this would have a considerable impact on the character and appearance of the area. However it is an accepted planning practice that where development is considered acceptable in principle, most efficient use of the land should be sought. In addition, the Passivhaus approach to the scheme is to be welcomed and is accepted will in some instances dictate the orientation, form and design of the resultant buildings. The parameter plans will help to guide the development to an appropriate proximity to boundaries so that the resultant development can be achieved without resulting in overdevelopment and detriment to the landscape setting of the area or

adversely affecting the amenity of residents living in the neighbouring properties. This outline application seeks to establish the principle of student accommodation on the site and it will be at the reserved matters stage, which will ensure that the details, as already highlighted within this report, are dealt with. It is therefore recommended that the application is approved.

## 18.0 RECOMMENDATION

Subject to the completion of a Section 106 Agreement securing a Student Management Plan and a financial contribution towards Streatham Drive / New North Road junction of £25,000 and Traffic Regulation Order contribution

**APPROVE** the application subject to the following conditions:-

1) Approval of the details of the layout, scale, appearance of the buildings, the means of access thereto and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason: To safeguard the rights of control by the Local Planning Authority in respect of the reserved matters.

2) Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of five 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 section 91 - 93 of the Town and Country Planning Act 1990.

3) The development hereby permitted shall not be carried out otherwise than in accordance with the Site Location Plan 010002 Rev P2, Demolition Plan (dwg no. 010003 Rev P2); Land Use Parameters Plan (dwg no. 010010 Rev P2); Movement and Access Parameter Plan (dwg no. 010011 Rev P2); Heights Parameter Plan (dwg no. 010012 Rev P2) & Landscape and Biodiversity Parameter Plan (Figure 1, dated 16<sup>th</sup> April 2020) as modified by other conditions of this consent.

Reason: In order to ensure compliance with the approved drawings.

4) Before works commence on any individual building(s) details of the finished floor levels and overall roof heights of the building(s) in relation to a fixed point or O.S datum (not to exceed the AOD specified in the Building Heights Parameter Plan dwg no 010012 rev P2) have been submitted to, and approved in writing by the Local Planning Authority.

Reason: In the interest of visual amenity and the appropriate development of the site.

5) No development shall take place until an Outline Landscape and Ecology Management Plan, to include recommendations, has been submitted to and approved by the Local Planning Authority. The Management Plan shall indicate

- a) how the existing biodiversity of the site will be protected, in accordance with all relevant legislation;
- b) how the proposed development and associated works will enhance wildlife in the area and
- c) how the landscaped area is to be managed to include an ecological clerk of works

and shall be submitted to the Local Planning Authority for review on a 24 month basis unless otherwise agreed in writing;  
Reason: In the interests of nature conservation.

6) No development shall take place until a Detailed Arboricultural Method Statement in association with the Tree Protection Plan for the demolition and construction phase of the development has been submitted to and approved in writing by the Local Planning Authority. The Tree Protection Plan shall also consider how trees adjacent to the site, including the Pinetum, are to be protected. The final method statement shall incorporate a provisional programme of works; supervision and monitoring details by an Arboricultural Consultant shall proceed in accordance with the measures described in the Arboricultural Method Statement throughout the duration of the works.  
Reason - To ensure the continued wellbeing of the trees in the interests of the amenity and environmental quality of the locality.

7) No development (including ground works) or vegetation clearance works shall take place until a Construction Environmental Method Statement has been submitted to and approved in writing by the Local Planning Authority. The Statement shall provide for:

- a) The parking of vehicles of site operatives and visitors.
- b) Loading and unloading of plant and materials.
- c) Storage of plant and materials used in constructing the development.
- d) The erection and maintenance of securing hoarding, if appropriate, which shall be kept clear of graffiti and fly-posting.
- e) Wheel washing facilities.
- f) Measures to control the emission of dust and dirt during construction.
- g) A scheme for recycling/disposing of waste resulting from construction works, with priority given to reuse of building materials on site wherever practicable.
- h) No burning on site during construction or site preparation works
- i) Measures to minimise noise nuisance to neighbours from plant and machinery.
- j) Construction working hours and deliveries from 8:00 to 18:00 Monday to Friday, 8:00 to 13:00 on Saturdays and at no time on Sundays or Bank Holidays.

The approved Statement shall be adhered to throughout the construction period of the development.  
Reason: In the interest of residential amenity.

8) No development shall take place, including any works of demolition, until a Construction Traffic Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The statement should include details of route of construction traffic vehicles, access arrangements, timings and management of arrivals and departures of vehicles. The approved Statement shall be adhered to throughout the construction period unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety and public amenity

9) No development shall take place on site until a full investigation of the site has taken place to determine the extent of, and risk posed by, any contamination of the land and the results, together with any remedial works necessary, have been agreed in writing by the Local Planning Authority. The building(s) shall not be occupied until the approved remedial works have been implemented and a remediation statement submitted to the Local Planning Authority detailing what contamination has been found and how it has been dealt with together with confirmation that no unacceptable risks remain.

Reason: In the interests of residential amenity

10) The applicant shall undertake a noise impact assessment for this application, which shall be submitted and approved in writing prior to commencement of the development. This report shall consider the impact of noise from the development on local receptors and shall include noise from plant and equipment as well as noise from deliveries, communal areas, residents and events. If, following the above assessment, the LPA concludes that noise mitigation measures are required, the applicant shall then submit a scheme of works to ensure that the development does not have a significant negative impact on local amenity. These measures shall be agreed in writing by the LPA and shall be implemented prior to and throughout the occupation of the development.

Reason: In the interests of residential amenity.

11) Prior to the commencement of the development an assessment of the impact of all external lighting associated with the development shall be submitted to and approved in writing by the Local Planning Authority. The assessment should address the impact of the lights (including hours of use) on the nearest receptors. Thereafter the lighting shall be installed and maintained in accordance with the specifications within the assessment.

Reason: In the interests of residential amenity.

12) 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.

13) No development related works shall take place within the site until a written scheme of archaeological work has been submitted to and approved in writing by the Local Planning Authority. This scheme shall include on-site work, and off-site work such as the analysis, publication, and archiving of the results, together with a timetable for completion of each element. All works shall be carried out and completed in accordance with the approved scheme, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the appropriate identification, recording and publication of archaeological and historic remains affected by the development.

14) This consent does not imply the approval of the details of access, siting, layout or design shown on the illustrative masterplan, which must be the subject of a further application for approval of reserved matters.

Reason: To safeguard the rights of control by the Local Planning Authority in respect of the reserved matters.

15) The development hereby permitted shall be limited to a total gross internal floor area of 49,821 sq metres.

Reason: To ensure that the environmental and residential amenity considerations are safeguarded.

16) The development hereby approved shall achieve Secured By Design 'Gold' Standard which shall be submitted to and approved by the Local Planning Authority unless otherwise agreed in writing.

Reason: To ensure that both the physical and environmental crime prevention measures are taken into account throughout the design and construction of the scheme.

17) No part of the development hereby approved shall be occupied until the proposed new pedestrian footway adjacent to Streatham Drive (as indicated on the Movement and Access Parameter Plan (dwg no. 010011 Rev P2) has been provided in accordance with details that shall previously have been submitted to, agreed and approved in writing by the Local Planning Authority.

Reason: To provide adequate facilities to promote the use of sustainable modes, in accordance with paragraphs 29 and 32 of the National Planning Policy Framework.

18) The development shall be designed in accordance with Passivhaus Principles. Prior to occupation, or as soon as practicable after occupation, evidence of Passivhaus certification shall be submitted to and approved in writing by the local planning authority.

Reason: To ensure that the proposal is in accordance with the aims of Policy CP15 of Council's Adopted Core Strategy and in the interests of delivering sustainable development.

19) No development shall take place on site until an investigation has taken place to determine the risk posed by unexploded ordinances and results, together with any further works necessary, have been agreed in writing by the Local Planning Authority. The approved works shall be implemented in full and a completion report shall be submitted to the Local Planning Authority for approval in writing prior to the commencement of development.

Reason: In the interests of public safety.

20) Pre-commencement condition: Prior to the commencement of the development hereby permitted, a Waste Audit Statement shall be submitted to and approved in writing by the Local Planning Authority. This statement shall include all information outlined in the waste audit template provided in Devon County Council's Waste Management and Infrastructure Supplementary Planning Document. The development shall be carried out in accordance with the approved statement.

Reason: To minimise the amount of waste produced and promote sustainable methods of waste management in accordance with Policy W4 of the Devon Waste Plan and the Waste Management and Infrastructure Supplementary Planning Document. These details are required pre-commencement as specified to ensure that building operations are carried out in a sustainable manner.

21) No part of the development hereby approved shall be brought into its intended use until the proposed improvements on Streatham Drive as indicated on Drawing No. 2012758-02, have been provided in accordance with details that shall previously have been submitted to, agreed and approved in writing by the Local Planning Authority, in consultation with the Local Highway Authority.

Reason: To provide a safe and suitable access for pedestrian and cyclists, in accordance with Paragraphs 108 and 110 of the NPPF.

22) No part of the development hereby approved shall be brought into its intended use until the private highway works, as indicated on Drawing No 103259-SK06, have been provided in accordance with details that shall previously have been submitted to, agreed and approved in writing by the Local Planning Authority.

Reason: To provide a safe and suitable access for vehicles, pedestrian and cyclists, in accordance with Paragraphs 108 and 110 of the NPPF.

23) Prior to occupation of the development, details shall be submitted to the Local Planning Authority of cycle parking provision for the development. Development shall not be occupied until such details have been agreed in writing by the Local Planning Authority and Local Highway Authority, and prior to occupation the cycle parking shall be provided in accordance with the submitted details.

Reason: To ensure that the development promotes all travel modes to reduce reliance on the private car, in accordance with paragraph 110 of the NPPF

24) No development shall take place, including any works of demolition, until adequate areas shall have been made available within the site, or other areas as agreed in writing by the local planning authority, to accommodate operatives' vehicles,

construction plant and materials and 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, measures to minimise the impact on adjacent footpaths and timings of the proposed works. The approved Statement shall be adhered to throughout the construction period.

Reason: In the interests of highway safety and public amenity

## **INFORMATIVES**

1) The Local Planning Authority considers that this development will be CIL (Community Infrastructure Levy) liable. Payment will become due following commencement of development. A Liability Notice is attached to this permission. It is also drawn to your attention that where a chargeable development is commenced before the Local Authority has received a valid commencement notice (i.e. where pre-commencement conditions have not been discharged) the Local Authority may impose a surcharge, and the ability to claim any form of relief from the payment of the Levy will be foregone. You must apply for any relief and receive confirmation from the Council before commencing development. For further information please see [www.exeter.gov.uk/cil](http://www.exeter.gov.uk/cil).

2) A Section 106 Agreement is attached to this development.