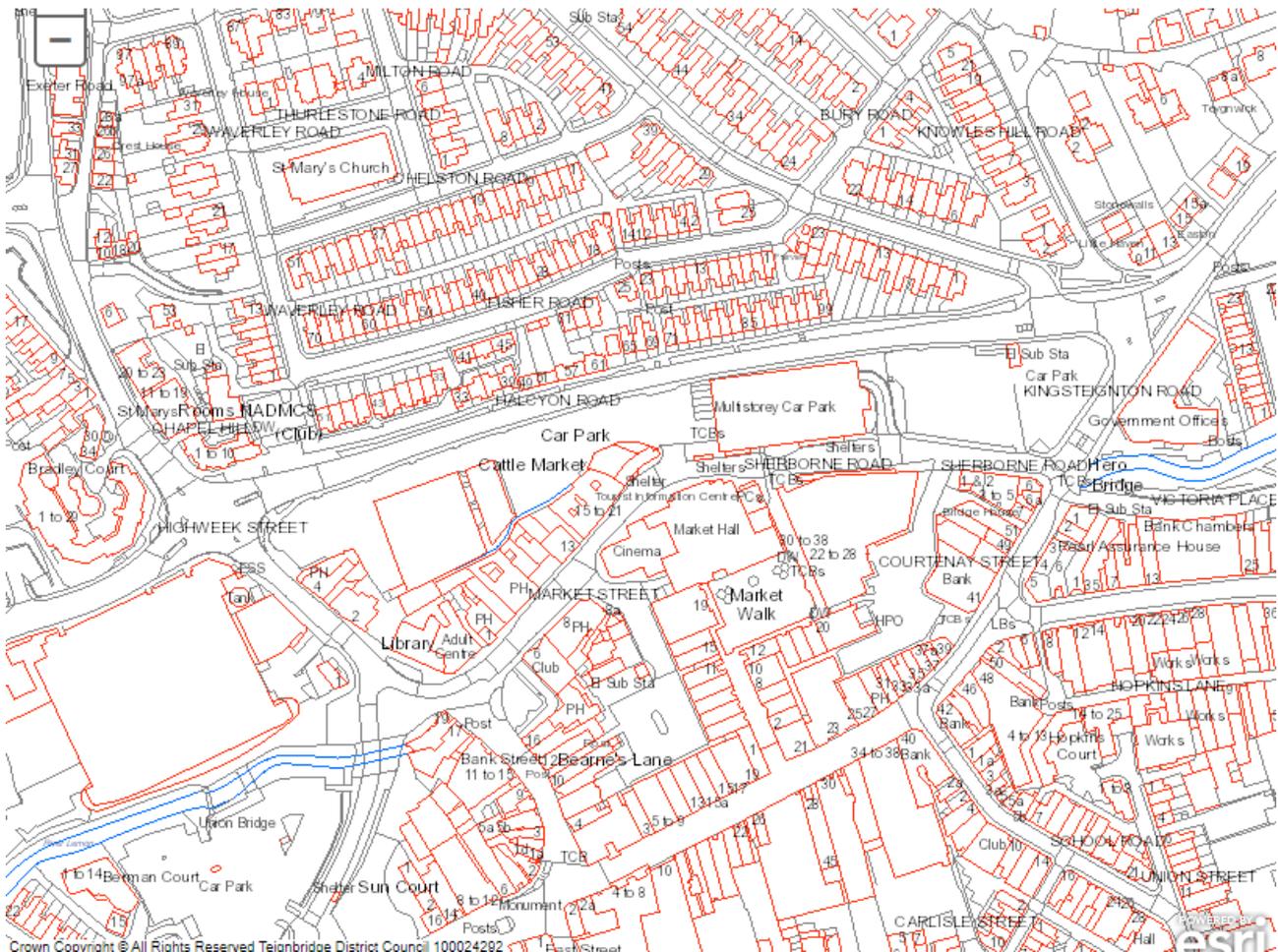


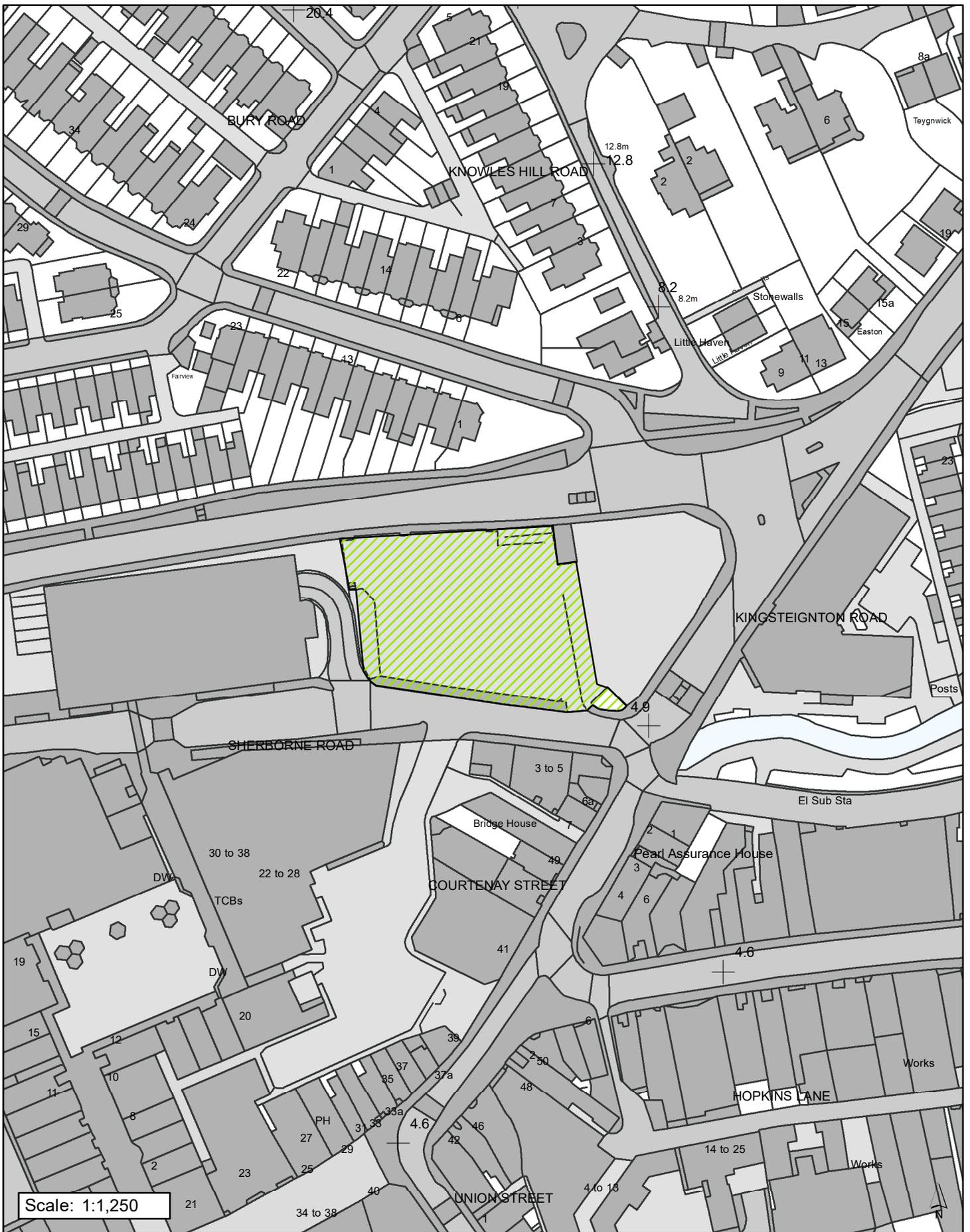
# PLANNING COMMITTEE REPORT

CHAIRMAN: Cllr Mike Haines



<b>APPLICATION FOR CONSIDERATION:</b>	<b>NEWTON ABBOT - 20/00802/MAJ - Halcyon Road Car Park, Halcyon Road - Erection of five storey 72-bed hotel with associated parking and landscaping</b>	
<b>APPLICANT:</b>	<b>Teignbridge DC</b>	
<b>CASE OFFICER</b>	<b>Ian Perry</b>	
<b>WARD MEMBERS:</b>	<b>Cllr Rob Hayes Cllr Jackie Hook</b>	<b>Bushell</b>
<b>VIEW PLANNING FILE:</b>	<a href="https://www.teignbridge.gov.uk/planning/forms/planning-application-details/?Type=Application&amp;Refval=20/00802/MAJ&amp;MN">https://www.teignbridge.gov.uk/planning/forms/planning-application-details/?Type=Application&amp;Refval=20/00802/MAJ&amp;MN</a>	





# 20/00802/MAJ -Halcyon Road Car Park Newton Abbot



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## 1. REASON FOR REPORT

The Business Manager - Strategic Place considers this application merits consideration by Planning Committee

## 2. RECOMMENDATION

**PERMISSION BE GRANTED** subject to conditions covering the following matters, and any additional matters relating to drainage received in advance of consideration of the application by Committee the precise number and form of which to be determined by the Business Manager – Strategic Place under delegated Authority:

1. Commencement within 3 years
2. Works in accordance with the approved plans
3. Materials samples to be submitted and approved
4. Hard surfacing details to be submitted and approved
5. Works in accordance with the Flood Risk Assessment
6. Zebra crossing to be installed at grade to allow overland waterflow
7. Unsuspected contamination management
8. Construction Management plan including noise control measures to be submitted and approved
9. Noise, vibration and odour report to be submitted and approved. Any necessary mitigating measures to be carried out prior to first occupation
10. Lighting plan to be submitted and approved
11. Operating terms to be submitted and approved including timing of deliveries and waste collections
12. Swift nesting facilities to be integrated into the building; details to be submitted and approved
13. Parking to be provided prior to occupation and thereafter retained
14. Two electric vehicle charging points to be made available prior to occupation and thereafter retained
15. Cycle parking provision prior to first occupation and thereafter retained
16. Submission, approval and implementation of a travel plan
17. Landscape implementation within first planting season following completion
18. No occupation until the works to the vehicular access have occurred and the pedestrian crossing has been relocated

### **3. DESCRIPTION**

#### **3.1 Site Description**

- 3.1.1 The Site comprises the western half of the Halcyon Road public car park which is situated between Halcyon Road to the north and Sherborne Road to the south. To the immediate west is the Town's multi-storey car park, to the east the remainder of the car park. The east and west parts of the car park are separated by a low stone wall with a route through the wall towards the north.
- 3.1.2 The site slopes downwards gently from north and south to a low point around the middle of the car park. To the north-eastern corner is an electricity sub-station and besides that a ramped access leading from Halcyon Road down into the car park.
- 3.1.3 Boundaries at present consist of a combination of low walls and railings with a significant retaining wall to the Halcyon Road side.
- 3.1.4 On the opposite side of Halcyon Road are the rears of two storey terraced properties in Abbotsbury Road which stand at an elevated level. On the opposite side of Sherborne Road are a stretch of three storey commercial premises and the access to the servicing for some of Market Walk and Courtenay Street in addition to a taxi rank.
- 3.1.5 This [link](#) takes you to the site using Google Streetview.

#### **3.2 The Proposal**

- 3.2.1 The application is for the construction of a 72 bed hotel (4 accessible rooms) set over a total of five storeys with a total gross internal floor area of 2,554.8m<sup>2</sup>. Rooms are proposed on every floor with sixteen on floors 1-4 and eight on the ground floor along with the reception and restaurant/bar area.
- 3.2.2 The building is sited towards the rear (northern end) of the site with its entrance and main elevation orientated to face south.
- 3.2.3 The building takes a relatively simple form as shown below and would be finished in metal cladding in varying shades of dark greys, bronze window surrounds and feature banding and a brick ground floor which helps ground the building and give it weight.



**Sherborne Road elevation**



**Halcyon Road elevation**

3.2.4 To the front of the building a car park is provided, dedicated for use by guests. This includes a total of thirty one spaces include four disabled spaces and additional spaces will be made available within the multi-storey car park using a voucher ticketing system. Two electric vehicle charging points will be provided alongside infrastructure to allow easy expansion as demand increases.



### 3.3 Principle of the development/sustainability

3.3.1 The site lies within Newton Abbot town centre but has no special designation, therefore the broad principle of any use found within a town centre would be acceptable.

3.3.2 This is set out in Policy NA9 which covers this site as part of the Town Centre Markets Area. The policy seeks to deliver:

- a) around 11,000 square metres net comparison goods retail floor space;
- b) enhanced public realm and spaces, footpath and cycle links particularly to Bank Street, Courtenay Street and the cattle market site and addressing the River Lemon through green infrastructure;
- c) additional leisure and commercial space including cinema and food and drink (A3-A5) units;
- d) at least 120 dwellings including appropriate residential development at upper levels with a target of 20% affordable homes;
- e) some short stay parking;
- f) other town centre uses as appropriate;
- g) flood risk management that will ensure that the town centre will be safe from flood risk; and,
- h) improved appearance and functionality of service areas for retail units

3.3.3 The use of the site for a hotel would fall within criterion f) and is generally supported by this policy alone. In addition Policy S12 supports tourist uses through accommodation and attractions which benefit the local economy.

### 3.4 Impact upon the character and visual amenity of the area

3.4.1 The development is not the form that can be designed to be unseen; it will undoubtedly have an impact on the character of the area and will be visually very apparent in the street scene

3.4.2 Taking the building in its context, the form proposed is appropriate, it sits beside the multi-storey car park and in close proximity to the Market Walk shopping area which has recently seen aesthetic improvements; this building links closely to the town centre and the approach taken is consistent with the recent and proposed changes within the town. There is no specific design style in this part of the town and certainly not for a building of this scale. In the immediate vicinity is the former employment services building to the east - four storeys of brick and slate; the multi-storey car park which has had additions over the years to change its appearance; the run of commercial premises to the south of Sherborne Road, grey with glass and panelling; the rear of Wilko's, again brick but once more no consistent design approach.

3.4.3 It is accepted that design is subjective and whilst there are lots of buildings nearby which are predominantly brick or even stone, such a treatment on this building would likely be cost-prohibitive and could make the building more domineering given the additional "weight" these materials bring. Other Town centre sites from Asda through to the Balls Corner roundabout include buildings at a variety of scales including ASDA itself and the flats opposite, the multi-storey car park, the employment building and the University Technical College. All these buildings are large and abut the highway, they are all relatively modern and taken in the context

of these buildings on this route; the design submitted is appropriate. It is the edge of the town centre and does not impact upon the setting of any listed buildings, nor the Conservation Area. Accordingly the scheme is considered to not detract from the locality but use of materials, boundaries and landscaping will need to be conditioned and followed through to ensure the scheme as a whole is the best it can be.

3.4.4 The proposals will require alterations to the Sherborne Road access to allow for in and out traffic. This will include the removal of the part of the low stone wall and it's realignment to provide suitable space and visibility. The works include removal and relocation of a lamppost and zebra crossing. This would be through a Section 278 agreement under The Highways Act.

### 3.5 Impact on residential amenity of surrounding properties

3.5.1 The nearest residential properties are on Fisher Road to the north with corner of number 1 Fisher Road being 20m from the site boundary at its closest point. Other properties sit a little further away as Fisher Road runs uphill from south-east to north-west.

3.5.2 These properties sit at a higher level than Halcyon Road as shown in the image below where the Fisher Road dwellings are shown on the right of the road whilst the site is on the left.



3.5.3 The separation distances and level changes involved assist in minimising the potential for the development to feel domineering. A similar relationship exists between the properties fronting onto Halcyon Road and the multi-storey car park.



- 3.5.4 The distance between the dwellings and the car park is similar to those being considered with this application. The car park sits at a very similar height to the proposed hotel but the difference here is that the dwellings are set at a lower level and it is the front of the dwelling being affected. The proposed relationship is considered to be acceptable. The image above also gives a good indication of the impact on the development on sunlight. Captured during the summer months when the sun is higher it can be seen that no overshadowing of the properties is occurring. This is comparable with the hotel site and with the further elevation of the dwellings above road level there is not considered to be unacceptable levels of light loss.
- 3.5.5 The building inevitably has a level of overlooking associated with it. The hotel is not proposed to be blank walled and includes windows in the north elevation. There are eight windows per floor that face north. Of these the ground floor will not look out towards the dwellings due to level differences, similarly the first floor will have more limited impacts. Floors two, three and four will have the most direct impacts. On these floors of the eight windows six serve bedrooms and the remaining two serve a laundry room and the area to wait for lifts. The nature of a hotel such as this is not one that involves guests staying in their rooms during the day and taking in the view. These hotels are used as essentially a bed (and maybe breakfast) and are predominantly vacant during the day, it is therefore considered that whilst there will be a level of overlooking it is not considered as overriding given the nature of the use here.
- 3.6 Impact on ecology/biodiversity
- 3.6.1 The site lies in the town centre and is on an area of land that does not provide habitat beyond a small number of modest trees. There is an opportunity for biodiversity gain here through the integration of nesting places for swifts. A condition setting out this as a requirement is recommended.

3.6.2 Furthermore there will be additional soft landscaping which will provide for more opportunities for birds and insects.

### 3.7 Land drainage/flood risk

3.7.1 The site lies within Flood Zone 3 and has been supplemented with a full flood risk assessment. The Environment Agency have considered the scheme and the documentation and consider the application acceptable subject to a number of conditions which are shown in the recommendation.

3.7.2 The Local Lead Flood Authority (LLFA) at Devon County Council have also considered the information and requested additional information in relation to run-off rate calculations to show betterment in terms of those rates over the existing situation. This information has been supplied and the final response from the LLFA is awaited. This response and any additional requirements will be reported ahead of the Committee day.

### 3.8 Carbon Reduction

3.8.1 As is a requirement under policy S7 of the Local Plan the application is supplemented with a statement dealing with the issue of carbon reduction.

3.8.2 The scheme, during the course of consideration, has moved from being a gas fired hot water system to the now proposed air source heat pump arrangement. Following the methodology within policy S7 the development achieves a 17.2% reduction in emissions relative to the current building regulations.

3.8.3 Policy S7 requires a 48% reduction in emissions against 2006 Building Regulations. This translates to 24% against the current Part L2A. Therefore the proposals fall short by 6.8%. The initial plan which used gas fired hot water fell short by 19% so there have been significant improvements but the proposals do not quite meet the target.

3.8.4 The alterations to the scheme to include the air source heat pump system put an additional £100,000 of costs onto the proposal. The applicant has advised that to make any further alterations would make the scheme unviable.

3.8.5 In addition to the works to the building through the use of air source heat pumps the site also provides covered cycle parking and electric vehicle charging facilities. Bus routes and the ability to easily reach the train station means there need not be a reliance on the private car.

3.8.6 Whilst the scheme does not quite achieve the expected level over Building Regulations it remains a scheme that will benefit the town and the locality. It is considered that on balance, the benefits outweigh the shortfall against policy S7 in isolation but an informative should be included on any positive decision which encourages further consideration during the build to the energy hierarchy and to ensure that fabric first measures are considered with a focus on high efficiency, low carbon heating system to minimise energy consumption.

### 3.9 Highway safety & Parking

- 3.9.1 The existing car park area to be developed accommodates 64 spaces which will be taken out of public use by this proposal. The transport statement sets out a note that states that the displaced parking will be re-provided in the Cattle Market Car Park and will be subject to a separate planning application, this is to provide for a total of 117 spaces in that area. Whilst this may be the case there is no application for consideration by the Local Planning Authority and therefore, we must consider that these spaces are lost at present.
- 3.9.2 The loss of these spaces at this time is justifiable in that there remains capacity in the many car parks close to the site, well above the total being lost, the occupancy rates are set out below taken from 2017/18 data which is the latest pre-pandemic figures:

<b>Car Park</b>	<b>Total Spaces</b>	<b>Average &amp; Peak Use</b>	<b>Spaces Not in Use at Peak</b>
Cricketfield	342	63% Average Use, 67% Peak Use	113
Halcyon Road	113	75% Average Use, 80% Peak Use	23
Multi-Storey	296	40% Average Use, 48% Peak Use	154
Cattle Market	190	31% Average Use, 39% Peak Use	116
<b>Total</b>	<b>941</b>		<b>406</b>

- 3.9.3 In terms of the parking to be provided for the hotel there would be thirty one spaces including two electric charging points upon first use of the site. Any additional parking would be through a ticket system utilising the multi-storey car park – this is an operational / management issue and not, given the site's town centre location, a planning issue.
- 3.9.4 It is considered that the parking provided and also available in the nearby car parks (regardless of any operational agreement) is sufficient for this facility which sits in a town centre location within walking distance of the train station.
- 3.9.5 The alterations to the car park and access into the site will necessitate the relocation of the existing zebra crossing. This new location is shown on a submitted plan and it is shown as being moved to the west to be clear of the widened vehicular access into the site.



S13 – Town Centres

S14 - Newton Abbot

EC9 - Developments in Town Centres

EC11 - Tourist Accommodation

EN3 - Carbon Reduction Plans

EN4 - Flood Risk

EN6 - Air Quality

HT3 - Heart of Teignbridge – Green Infrastructure

NA8 - Newton Abbot Town Centre Development

NA9 - Opportunity Area: Town Centre Markets Area

4.2 Devon Waste Plan

4.3 Newton Abbot Neighbourhood Plan

4.4 National Planning Policy Framework

4.5 National Planning Practice Guidance

## 5. **CONSULTEES**

**Full Text of responses is available on the application file**

**Environmental Health (Air Quality)** – Recommends Approval

**Environmental Health (Noise)** – Conditions required in relation to noise, vibration and odour from mechanical extraction, boilers and HVAC systems.

**Environmental Health (Construction)** – Method statement for noise during construction to be conditioned. Other construction management matters including hours of work to also be conditioned.

**Climate Change** – The scheme falls short of the 24% improvement over current building regulations by 6.8%. The applicant has stated anything more would make the scheme unviable. This is for the planning officer to consider.

**Devon County Council (Highways)** – No objection.

**Environment Agency** – Recommends conditions to ensure flood risk is properly managed and any unsuspected contamination is properly dealt with.

**RSPB** – Recommends 10 to 20 swift nest bricks are installed.

**Teignbridge District Council Waste** – No comments as it does not impact upon the Teignbridge waste and recycling function

**Lead Local Flood Authority** – Awaiting final comments on additional details in relation to run off rates. To be reported ahead of Committee

## **6. REPRESENTATIONS**

6.1. 15 Objections received raising the following:

- Loss of spaces for Halcyon Road residents
- Unnecessary with plenty of B&Bs in the area
- Tourism in Newton Abbot is at a low level, no need.
- Five storey is too imposing
- Shame to lose some of the cattle market
- Hope it has character and not incongruous
- Why not demolish the ugly job centre instead?
- Overdevelopment of a crowded town centre
- Loss of street level parking is an issue
- Pedestrian route through the car park will be lost
- Lots of extra traffic will be generated and will add to the congestion
- Will involve loss of privacy to gardens at Abbotsbury Road
- Homes will be devalued
- Where is the replacement car parking? The multistorey has a tight access and will put off some users, reducing footfall to the town.
- Use vacant buildings first
- Should be sited near the train station
- Lack of accidents is noted but why does this make it a good site?
- Design is dark, should be a lighter colour
- Swift boxes should be installed
- Design is poor and does not reflect the character of the town
- What impact will it have on Premier Inn and the Passage House Hotel?

6.2. 2 Comments received raising the following:

- Increase in traffic
- Close to nightlife venues- a negative combination
- Does not approve of the design; Paignton is better
- Brutalist design
- Would the applicant get flood insurance
- Parking in cattle market has anti-social behavior
- Parking management information is not submitted
- How is this to encourage people to explore the town?

## **7. TOWN / PARISH COUNCIL'S COMMENTS**

Members welcomed a facility that would encourage visitors and boost the economic development of the town. However they expressed concern at the proposed design and noted that Travelodge use different model designs for their hotels throughout the Country. Members were in favour (by majority) of the application subject to

consideration being given to a more sympathetic design given it is in a prominent location and needs to enhance the town centre.

#### **8. COMMUNITY INFRASTRUCTURE LEVY**

The CIL liability for this development is Nil as the CIL rate for this type of development is Nil and therefore no CIL is payable.

#### **9. ENVIRONMENTAL IMPACT ASSESSMENT**

Due to its scale, nature and location this development will not have significant effects on the environment and therefore is not considered to be EIA Development.

#### **10. HUMAN RIGHTS ACT**

The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

#### **Business Manager – Strategic Place**