

COMMITTEE REPORT

Case Officer:	Bryn Kitching		
Parish:	Stoke Fleming	Ward:	Blackawton & Stoke Fleming
Application No:	0278/24/ARM		
Applicant:	Premier Inn Hotels Ltd Whitbread Court Houghton Hall Business Park Porz Avenue Dunstable Bedfordshire LU5 5XE	Agent:	Mr Simon Millett - Walsingham Planning Bourne House Cores End Road Bourne End SL8 5AR
Site Address:	Land at SX 855 508 Violet Drive Dartmouth		
Development:	READVERTISEMENT (Amended red line, elevational changes to building, revised boundary treatment details, additional landscaping details, updated tree protection plan, additional plans of bin store, cycle store and access ramp, directional highway signage within the site, revised lighting details with replacement of some lighting columns with bollards, and further transport note to address comments on highway access arrangements) Application for approval of reserved matters (layout, appearance, scale and landscaping) following outline approval 0479/21/VAR for Erection of a 3-storey, 105-bedroom hotel with ancillary restaurant and all associated works.		

form the eastern boundary of the site adjacent to Dartmouth Park and Ride facility and playing fields to the south east. The southern boundary is defined by Devon hedge banks with open countryside beyond. This site is currently being developed for a mixed use of residential and employment in accordance with the phase 1 outline consent (2016) and a subsequent reserved matters consents granted from 2020 onwards. Residential occupations have begun in the earlier phases of development.

The application site (known as employment parcel C) faces Townstal Road and the recently constructed right turn lane that forms the secondary entrance to the larger development. To the east and south are recently built apartments and houses (mix of 2 and 3 stories). To the west is a further employment site that has yet to come forward for development. The northern boundary is Townstal Road (A3122) which is partially separated by a retaining hedgebank. Other parts of the original hedgebank have been removed as part of the construction works for the right turn lane and visibility splay.

Some of the current ground levels of the application site are not original and have been raised as part of the highway works and other surrounding residential development. Permanent changes in these ground levels on the site have not been authorised by any specific consent and are currently considered to be temporary storage of spoil while other construction works take place. Details of original ground levels are contained in site surveys from the outline application and show that the original hedgebank retained land about 1m - 1.5m above the carriageway level. The ground continued to rise a further 3m – 4m in height to the south and new internal access road. All surrounding ground levels are authorised by the originally approved site access plans and adjoining reserved matters consents.

The site is outside of (but within the setting of) the South Devon National Landscape which is approx. 950m to the east and approx. 1300m to the south of the application site. Woodbury Camp Scheduled Ancient Monument lies approx. 1km to the north west of the site.

The application site is within easy walking distance of facilities including major supermarkets, the leisure centre, the secondary and primary school, an employment site, new health hub, park and ride, and other bus stops.

The application site includes land that is part of an allocation under Policy TTV4, Land at Cotton, of the JLP for the development of for residential led mixed-use development. Provision is made for in the order of 450 new homes and 10,800 m of employment floorspace (Use Classes B1).

Development should provide for the following:

1. A local community hub.
2. Retention of the existing sports pitches with any re-ordering only acceptable if it would result in enhancement of the facility.
3. Provision of both formal and informal open space.
4. Strategic landscaping, open space, and tree planting to address the scale and prominence of the site, to help mitigate any adverse visual impact on the AONB, and to soften the edges of the development onto the undeveloped countryside.

Outline planning permission has been granted in 2 phased planning applications for the development of 450 dwellings, employment and community uses on the allocated area. The

land subject to this application for reserved matters application is part of the Phase 1 outline planning permission granted on appeal in 2016 (prior to the adoption of the local plan).

The authorised employment uses set out in the outline planning permission for Phase 1 employment land include use classes E (a, b, g), B8, C1, C2, F2(a) of the Town and Country Planning (Use Classes) Order 2020 or as a builders merchants, drinking establishment or hot food takeaway (sui generis uses). The list of approved uses is set out below:

- E (a) - Commercial, Business and Service (for the display or retail sale of goods, other than hot food, principally to visiting members of the public)
- E (b) - Commercial, Business and Service (for the sale of food and drink principally to visiting members of the public where consumption of that food and drink is mostly undertaken on the premises,)
- E (g) - Commercial, Business and Service (for (i) an office to carry out any operational or administrative functions, (ii) the research and development of products or processes, or (iii) any industrial process,)
- B8 - Storage or distribution (use for storage or as a distribution centre)
- C1 - Hotels
- C2 - Residential institutions (e.g. care home, hospital, residential school or training centre)
- F2 (a) - Local Community (a shop mostly selling essential goods, including food, to visiting members of the public in circumstances where (i) the shop's premises cover an area not more than 280 square metres, and (ii) there is no other such facility within 1000 metre radius of the shop's location.
- Sui generis - Builders Merchants
- Sui generis - Drinking Establishment
- Sui generis - Hot food takeaway

Hotel accommodation falls under a C1 use and is within the list of approved uses set out in the outline consent. Therefore an application for reserved matters consent is required in accordance with the requirements of condition 1 of the outline consent (requiring details of the appearance, landscaping, layout and scale).

The Proposal:

The reserved matters application is for layout, scale, appearance and landscaping for the construction of a 105 bed hotel (use class C1) with ancillary restaurant. The proposals include a car park with 96 spaces, and a delivery bay for hotel servicing. A timber fence surrounds a plant and bin store to the side of the building which leads on to a delivery route to the north of the building.

The hotel and ancillary restaurant comprise a single building situated on the north west part of the site. It is proposed to be 3 stories in height with a mix of natural stone, dark and natural finish timber effect cladding, render and slate hanging. This will sit under a natural slate roof with solar panels fitted on the south facing roof slope. Access to the carpark would be from the new estate road (Violet Drive) which provides the main vehicle access to the western parts of the larger development. The car park will be landscaped around the edges and be lit by a mix of bollard and lamp standard lighting.

The Design and Access statement sets out that the building will achieve BREEAM Excellent in terms of energy, water consumption and drainage. It is designed to be fully electric with the use of Air Source Heat pumps and heat recovery system.

The following documents were submitted with the application:

- Plans, elevations and sections,
- Design and Access Statement,
- Planning Statement,
- Climate Emergency Compliance Form,
- Energy Statement,
- Landscape Masterplan,
- Lighting details,
- Tree/Hedge protection plan,
- Transport Technical Note,
- Economic Impact Statement
- Drainage Statement, strategy and details,
- Kitchen Ventilation Strategy,
- Wildlife and Geology Trigger Table.

As a result of consultation responses received the following amendments and additional information was submitted:

- Revised plans, elevations and sections,
- Additional details of bin store, external cycle storage and access ramp.
- Revised and further landscape details
- Revised Lighting details,
- Updated Tree/Hedge protection plan,
- Additional Transport Technical Note,
- Updated drainage details,

A further round of consultation took place regarding these amendments.

Consultations:

- County Highways Authority – No objection.

Following submission of amended plans/additional information – I have looked at the Transport Technical Note and would not disagree that a single access point is adequate. My comments therefore remain unchanged.

- Stoke Fleming Parish Council – Comment:

The application has caused a substantial degree of comment, both from residents in the immediate area and within the wider community. We have noted that the pre-application advice is dated 15th December and the application was submitted on 24th January which means that the applicant had little time in which to consider and respond to the comments made by the Case Officer. That is unfortunate as it suggests that the submitted application had not been amended to take account of that advice, the majority of which the Parish Council considers to be valid and if accepted could overcome many of the grounds on which objections have been based.

We are also aware that although outline permission had already been granted, though not specifically for a 105-bedroomed hotel, and this application is concerned with

reserved matters many of the objections had not taken that fact into account. Our comments are restricted to the reserved matters only.

Scale and appearance

The proposed building in fact faces away from Townstal Road, with access and entrance on its south side. The side facing the road has attracted criticism as being monolithic, dark and overbearing. The fact that the ground level at its base is some 3-4 metres above the height of the A3122 at its eastern end means that in terms of mass it potentially could have more of the appearance of a four-storey building than a three-storey one, and the unrelenting dark cladding adds to that impression. We agree with the Case Officer that some of the features that have been incorporated assist in breaking up the building so that it appears more of a combination of forms, and we support his view that this could be taken further.

Changes of materials for the 3-window part of the dormer could indeed assist in this, and having noted what he says about the Premier Inn at Helston we would suggest that not only could the choice of materials be increased as is the case in that example, but variations in ridge height and the introduction of lighter cladding tones could do much to break up the monolithic appearance and present a building that appears more as a series of sections with a more residential feel.

It is said that the use of a darker palette has been encouraged on the boundaries of the larger site and is required. We note however that the Officer approves of the design of the Extra Care/Assisted Living site to the east which he notes breaks the overall mass up into a series of smaller units, which are a mix of three and four storeys. That building also uses lighter coloured cladding with a reduction in the proportion of dark cladding and a change of materials at first floor level. That is also the case with the care home on the east side of the entrance to the Little Cotton estate where different cladding is used both horizontally and vertically to break up the overall structure into smaller units, also alternating light and dark cladding. These examples at Cotton also mirror what the Officer says he finds satisfactory in the case of the Premier Inn at Helston and we would support amendments along those lines.

Traffic

Concern has been expressed by residents at Little Cotton over the prospect of the main internal artery, Barton Way, as a “rat-run” through the estate, and the pre-application advice advocates directional signage to encourage drivers not to enter via the roundabout and pass through the residential estate. We fully support that view and would go further. We suggest the creation of a second access to the Premier Inn site at the western end of the car parking area, to be used as the sole entry point, with the access currently shown on the south side to be an exit only, with signage indicating “right turn only”. This would avoid having Premier Inn guests use the internal roads to leave the estate in order to head in the direction of Dartmouth. That would remove one of the main concerns of residents in Little Cotton.

We would expect that the splay at the western entrance would have to be sufficient to accommodate vehicles turning into the site.

We understand the concerns of the residents in the three properties in Violet Drive that form the “cul de sac” down the eastern side of the Premier Inn site. The

suggestion we have made about directing traffic would reduce those concerns but it should be possible to do more. The pre-application advice calls for a detailed landscape plan – “not just indicative trees” – and we support that suggestion. Not only could that assist at the boundary with the cul-de-sac, additional planting could be introduced by the delivery bay to provide a secondary screen, and a fence along the eastern boundary could completely overcome the concern about residents in the cul-de-sac being overlooked from the car park and suffering from headlights shining directly at their homes.

On the matter of external lighting we would suggest that the proposed use of 8-metre tall lamp units be dropped in favour of lights on bollards.

Noise pollution

It has been suggested that the layout of the building should be reversed in order to reduce the possibility of disturbance due to the noise of late-night revelry from the bar and restaurant area. We take the view that any late night noise there might be would be concentrated at the entrance which is two-thirds of the distance from the eastern boundary of the site to the western one. In any case, as the entrance is more or less at the midpoint of the building reversing it would not increase the distance from the homes in question.

Following submission of amended plans – Concern has been expressed by residents at Little Cotton over the prospect of the main internal artery, Barton Way, as a "rat-run" through the estate, and the pre-application advice advocates directional signage to encourage drivers not to enter via the roundabout and pass through the residential estate. We fully support that view and would go further. We suggest the creation of a second access to the Premier Inn site at the western end of the car parking area, to be used as the sole entry point, with the access currently shown on the south side to be an exit only, with signage indicating "right turn only". This would avoid having Premier Inn guests use the internal roads to leave the estate in order to head in the direction of Dartmouth. That would remove one of the main concerns of residents in Little Cotton. We note the applicant estimates 227 car movements per day and when the second employment site is taken into consideration this could potentially double.

- Dartmouth Town Council – Comment:

Recommend approval, but only on the grounds the Western Entrance is used for access as Cllrs were against the Violet Drive access for vehicles on the grounds it was dangerous and unsafe to have commercial and hotel traffic passing thorough a residential street where children will be playing outside.

- Ecology – Recommend approval: pleased to see new design has meant light spill has been reduced on the northern boundary and is now contained within the redline boundary. Welcome use of bollard lights in car park to replace a number of lighting columns. No ecological concerns regarding the landscaping plan. Given urban nature of the site and surrounding land the landscaping is suitable for the location.
- Police Designing Out Crime Officer – Comment: Pleasing to see inclusion of Security Strategy in the Design and Access Statement and I support the measures within this section. Recommend that easily accessible windows are a minimal national security standard and are fitted with restrictors. CCTV cover access control

areas, all external entry/exit points, fire exits and any till areas. Delivery entrances should have self-closing mechanism fitted to doors. Bicycle stands should be minimum of 3mm galvanised steel bar with 300mm foundation and anchor bar.

Following submission of amended plans – recommend that plant and bin store has lockable gates. Concern that adjoining fence could be used as a climbing aid into the plant section of the enclosure. It would be beneficial to have signage to inform that the enclosure is a private area.

- Landscape Specialist – Initial Holding Objection. Layout and orientation suitably addresses gateway location. Substantial building but variations in pitched roofs, projecting gables, dormer windows and materials provides articulation to break up the form. Support predominant use of darker materials which will be more recessive in wider views of the development such as South Devon National Landscape. Despite broad support of materials, concerned that north and west elevations are too dominated by the darkest colours. Would support the introduction of limited blocks of render. Site levels are being lowered which will help reduce overall height of building. Retaining features are supported but details are challenged (gabion walls should be replaced with stone faced devon bank to reflect the character of the area. Require details of hard landscaping features and detailed planting plans and management are required for reserved matters application. Lighting should be minimised and challenge need for 8m high lighting columns in car park.

Following submission of amended plans – Support the changes to the appearance in terms of removal of some of the dominating darkest materials and greater use of render/slate hanging. Support amended proposals of using Enviromesh retaining bank system instead of gabion baskets, although actual detail of how vegetation will be established on the slope is yet to be confirmed. Revised hard and soft landscaping details are acceptable, as is the implementation/maintenance details. There is an outline condition requiring submission of a LEMP and it is anticipated that soft landscaping maintenance will be specified in this. Revised external lighting and use of bollards in part of car park is welcomed. Holding objection is now withdrawn.

- Local Lead Flood Authority – No in-principle objections to this planning application, however additional information required (trial pit failed, could incorporate rain gardens and tree pits, potential re-use rainfall for flushing toilets, green roofs/walls, drainage system modelled to 1 in 100 (+50% for climate change), appropriate sized soakaway required, levels would restrict exceedance flows going eastwards, maintenance details required.

Following submission of further information: Objection withdrawn (further information and detailed design will be required as part of requirement to discharge existing planning condition on outline consent).

- Tree Specialist – No objection on arboricultural merit noting the absence of trees and the hedgerows are retained, ensuring the supporting TPP is made an approved plan. *No further comments on amendments.*
- Historic Environment Team (Archaeology) – No objections: A programme of archaeological work has previously been undertaken on this site and the results are currently being synthesised for the production of a report. As such, so no further archaeological fieldwork is required with regard to this reserved matters application

and the Historic Environment Team has no comments to make. *No further comments on amendments.*

- Environmental Health – No objections: kitchen extract and heating/ventilation systems will be housed on roof and at a height above nearby dwellings which means that residents are not likely to be adversely affected by noise. Recommend noise condition. A high standard of odour treatment is proposed and the systems will ensure potential for unacceptable odours to be reduced to a minimum. Several residents have expressed concerns about late night noise but Premier Inn hotels are primary for people needing short stays so there is no late night bar or entertainment. Total quiet is encouraged inside during the evenings and there tends to be few arrivals in the late evenings. Environmental health teams do not tend to receive complaints about noise from these types of hotel. No concerns about site lighting proposed. *No further comments on amendments.*

Representations:

13 letters of support which raise the following issues:

- Dartmouth needs to thrive and a hotel will attract more visitors to the town.
- More affordable for families to holiday in a town that before could potentially not afford.
- Businesses need to thrive and I'm sure with the visitors to the hotel will draw these into the town to frequent the fab hospitalities and shops.
- Jobs are welcome especially as more houses are being built in the same area.
- South Hams has a major shortage of hotels.
- Many holiday homes want 7 nights and are unaffordable to many, staying for a few nights or long weekend will cater for people on a different budget.
- Three stories will not be detrimental to the areas skyline and beauty.
- Having moved back to Dartmouth into a small flat it will be nice for family and friends to stay in the locality.
- Nice to have a restaurant at the top of town for locals to use.

22 letters of objection which raise the following issues:

- The development fails to create a positive image from the road as required under TTV4(6).
- It will be sited next to the main road with a roofline 16m above road level.
- Roadside appearance is dark, menacing and dominating, that is incongruous and out of scale of every building in Dartmouth.
- Building should be reduced by one storey and located to the south of the application site.
- Insufficient landscaping for a building on the crest of a hill and building can not be hidden by landscaping.
- Not enough jobs (30) for the amount of floorspace proposed (5762 sq m).
- Provision of bar/restaurant open to non-guests may stop applications by others, create a monopoly and destroy the creation of a real community hub.
- Noise and disturbance from restaurant facilities and loading bays to nearby residential dwellings.
- Nuisance caused by noise and disturbance from people arriving late at night
- Restriction of light, particularly in winter, to nearby residential dwellings.
- When the proposed trees grow up they will create dark areas around the edge of the hotel and drop foliage that cause inconvenience.

- Dark areas act as a catalyst for anti-social behaviour.
- Greater detail of planting/landscaping is required.
- Increase in traffic in the little Cotton Farm Estate.
- Increase in traffic on estate road junctions could possibly cause hazard and result in serious accident.
- Premier Inn's attract all manners of professionals and tradespersons that leave early in the morning causing noise and disruption.
- Loss of property values.
- It would be more beneficial to offer a more individual boutique spa experience which would have less impact on independent guest houses in the area.
- Loss of jobs elsewhere if small hoteliers decide to sell up due to short term fear factor of a premier inn arriving.
- Design not in keeping with the areas and looks like a prison. The design needs to change so that it is in sleeping with the houses.
- Hotel will only be a benefit during the holiday season a few months a year.
- The land is designed for housing [case officer note – this is incorrect, the land is not allocated for housing and is allocated for employment uses including a hotel].
- There should be no loss of affordable houses due to this development [case officer note - there is no change to affordable housing provision].
- More holiday makers will result in overcrowding and make car parking in Dartmouth worse.
- Hotel may draw people away from spending money in the town centre.
- The building is too big and will be the first thing you see when entering the historic town of Dartmouth. The surrounding development is already very visible from two/three miles and the hotel will make it worse.
- There is no pavement on the main road making it dangerous/impossible to walk to the bus stop.
- The bus service is infrequent and the park and ride only operates in the summer.
- There are more rooms than parking spaces.
- Loss of biodiversity and lighting will confuse wildlife.
- Shortage of local people to work in the hotel means that they will travel from further afield, increasing their carbon footprint.
- More housing is required, not hotels.
- Vehicle access is too close to neighbouring residents and dispute claims that vehicle traffic would not be a significant uplift on traffic passing through Little Cotton Farm.
- Additional traffic will be dangerous for children.
- Detailed traffic management plan with traffic calming is required.
- The more active parts of the building (reception, dining and lounge areas) are closest to neighbouring properties while the quieter bedroom areas are further away. These should be swapped over
- Will the landscaping cut off views and daylight to neighbouring properties.
- Lighting should be bollards, not poles.
- Due to site levels, headlights from vehicles in the car park will shine into properties to the east.
- Fencing and landscaping is required between the site and the properties to the east.
- Why are the estate developers selling off commercial sites to others before providing public spaces for the permanent residents.
- Overlooking and loss of winter sun to New Barn Farm buildings to the north.
- Times of building works and hotel deliveries need to be controlled.
- Noise and disturbance from revellers looking for a late night drink.

Following reconsultation on the amended plans, 2 further letters of objection received which raise the following additional points:

- A roundabout should be constructed on the bend on Violet Drive to provide access to both this application site and the other employment site.
- The hotel should have the appearance of smaller building forms with changes to roof levels.
- Landscaping unlikely to survive with the site being exposed to severe winds.
- The boundary between the car park and Violet Drive (Close) should comprise a stone wall/hedgebank with planting on top.
- The car park exit signage will not provide sufficient deterrent to stop people driving through the residential estate. A one-way system with barriers or retractable bollards should be installed to stop hotel residents from driving through the estate.

5 letters of comment which raise the following issues:

- Full time jobs are welcomed but disappointed that it couldn't be located on the old hospital property in Dartmouth.
- It is worrying when hotels in town are having to sell due to the economic climate
- Think that two storey would be more sympathetic to the surroundings
- Will people in nearby houses lose their privacy?
- Increase in traffic through the residential estate.
- Potential for rubbish which you see with hotels of this type.
- Supportive of the application provided that any Section 106 funding is wholly used to widen the narrow road bend pinch point at Norton Park Chalets.
- Building is too large and a smaller one would have less impact.
- Depending on type of trees, could have an impact on neighbours while they take time to grow.

Relevant Planning History

15_51/1710/14/O: Outline application for mixed-use development comprising up to 240 dwellings, employment land (up to 2.7ha), a local centre (0.4ha), formal and informal open space, strategic landscaping, cycle path and footpath provision and associated infrastructure, served off new primary and secondary accesses off Townstal Road (A3122).

Conditional Approval 24 March 2016.

2469/19/NMM: Non material amendment to outline consent 15_51/1710/14/O

Conditional Approval 26/07/2019

2609/19/VAR: Variation of conditions 4, 18 and 19 of planning approval 15_51/1710/14/O (Changes to Parameters Plan and to allow a wider range of uses on the employment land)

Conditional Approval 15/08/2019

0479/21/VAR: Application for variation of conditions 18, 19 and 20 of planning consent 2609/19/VAR and 15_51/1710/14/O (to allow additional uses of building merchants, retail or hot food takeaway to be constructed on the employment land)

Conditional Approval 24/02/2021

Other Relevant Associated Planning History

3475/17/OPA: Outline application with some matters reserved (only access to be considered) for residential development of up to 210 dwellings, public open space, green infrastructure, strategic landscaping and associated infrastructure. (Phase 2 land)

Conditional Approval 12 October 2017

3627/19/ARM: Application for approval of reserved matters following outline approval 15_51/1710/14/O (Appeal APP/K1128/W/15/3039104) for layout, scale, appearance and landscaping for 116 dwellings, public open space, highways, landscaping and associated works and discharge of conditions 6 (LEMP), 7 (surface water drainage), 8 (ecological mitigation strategy, 9 (tree protection measures) and 12 (details of internal roads etc)of outline approval 15_51/1710/14/O.

Conditional Approval 07/02/2020

0936/19/ARM: Application for approval of reserved matter following outline approval 15_51/1710/14/O (Appeal APP/K1128/W/15/3039104) for layout, scale, appearance and landscaping for 123 dwellings, public open space, highways, landscaping and associated works and approval of details reserved by conditions 6, 7, 8, 9 & 12 of planning consent 15_51/1710/14/O (Appeal APP/K1128/W/15/3039104)

Conditional Approval 12/01/2022

ANALYSIS

1 Compliance with outline consent.

1.1 The site is subject to an extant outline planning permission for a mixed-use development comprising up to 240 dwellings, employment land (up to 2.7ha), a local centre (0.4ha), formal and informal open space, strategic landscaping, cycle path and footpath provision and associated infrastructure, served off new primary and secondary accesses off Townstal Road (A3122).

1.2 The application site is on land identified on the approved parameters plan as being as an Employment Area. The conditions attached to the outline planning consent specify the approved uses for the Employment Land and Use Class C1 (hotel) is an authorised use. The reasoning for the condition is to ensure that there is an appropriate form of mixed use development that provides employment and improves the sustainability of the site. The legal agreement for the outline consent includes a number of clauses that seek to ensure the delivery of the employment alongside the residential. The reserved matters

application is accompanied by an Economic Impact Statement that sets out investment in the construction of the project is valued at £9.3 million with generation of 70 FTE jobs during the construction. The operation of the hotel is set to create 28 FTE net additional jobs with 25 of these within the hotel and restaurant. The hotel has the potential to accommodate an additional 30,660 overnight stays in Dartmouth each year. This will generate uplift in visitor expenditure worth an estimated £2.4 million to the local economy per annum and support around 41 additional local FTE tourist jobs.

1.3 The above information regarding the economic impacts of the proposed development is given for context and it should be noted that a hotel use is an approved employment use for the site. This application for reserved matters seeks approval of the layout, scale, appearance and landscaping. The following sections of the report considers each of these in turn.

2 Layout

2.1 Layout “means the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development”. (Development Management Procedure Order 2015).

2.2 The proposed building is to be located in the north west corner of the site in a position where it will provide a positive frontage to both the main road and new access/estate road to the larger development. The position of the building is around 50m away from the properties to the east and 32m from those to the south which means that both operationally and visually it is compatible with the surrounding residential parts of the larger development. As part of the approved employment land for the larger mixed use development, it is considered that the proposals adequately balance commercial needs with residential amenity. Plant, such as kitchen extract and heating/ventilation systems is to be located on the roof in a central valley which will be hidden from view. The Environmental Health Specialist advises is unlikely to adversely affect residential amenity.

2.3 Although the main access points to the larger development were approved at outline stage and ‘access’ not reserved for subsequent approval, it is considered that routes within the large site form part of the layout part of reserved matters. This would include the access point into the site and the associated car parking/ delivery areas. Violet Drive will be a well trafficked estate road within the larger development and there would be an expectation that any vehicles approaching from the west will use this road to gain access the western parts of the larger development site. Given the location of the building fronting directly onto the main access it would be the logical for those arriving at the hotel to use this access point/road rather than the more convoluted route through the residential development. That said, there is nothing to stop motorists legally driving on any road, but given the design on the internal estate roads, it is considered unlikely that this would be the route of choice. It would also be safe to assume that when motorists depart the hotel, they are likely to take the same route that they used to arrive. A sign would be placed on the exit of the car park advising a right turn for ‘all routes’ but suggestions that the left turn be banned are not deemed to be necessary by officers or the County Highway Authority.

2.4 As part of the consultation responses, there have been requests to move the access to the car park to another location and further away from some of the residential dwellings. This has been considered by officers and the County Highway Authority and are not deemed to be necessary given the nature of the estate road (Violet Drive) and

likely number of vehicle movements using this road to access the hotel and wider development. The applicants have investigated the suggested creation of separate entry and exit points to see if this can be safely provided. This resulted in the submission of an additional Transport Technical Note by RPG which sets out the likely implications of such an amendment. Issues such as potential queuing out on to the main road, poor visibility and delivery vehicles having to cross to the opposing lane of traffic, loss of parking spaces, and HGV's manoeuvring on the pedestrian routes within the site have all been identified. The NPPF sets out the development proposals should ensure that safe and suitable access to the site can be achieved by all users. The application as submitted meets this test and there are no reasons to object to the proposals in their current form.

2.5 A total of 96 car parking spaces would be provided for the use of the hotel, including 5 designated disabled parking bays adjacent to the hotel entrance. This proportion of parking represents approximately 1 space for every 0.9 bedrooms. 9 of the parking bays would be fitted with active electric vehicle charging infrastructure. The indicative parking standard for hotel use is 1 space per bedroom. This is set out in the SPD which includes a specific note that any deviations are considered on a case by case basis. The Transport Technical Note looks at other similarly located Premier Inn sites and associated parking surveys. Trip generation and parking demand show a typical weekday overnight peak of 86 parked vehicles, rising to 95 during a 'worst case' during exceptionally busy periods. The evidence provided is acceptable and parking provision of 96 spaces is considered to be appropriate in this case.

3 Scale

3.1 Scale "means the height, width and length of each building proposed within the development in relation to its surroundings". (Development Management Procedure Order 2015).

3.2 The proposed building would be 3 storey with an eaves height of 8.9m and a ridge of 12.2m. This is approximately 1m higher than the nearby apartment buildings which are built on slightly higher ground and has eave and ridge heights of 7.7m and 11.6m respectively. Due to the proposal to cut into the slope, the eaves and ridge of the hotel will be approximately 0.4m lower than the apartments on Violet Drive.

3.3 Other approved buildings on the employment parts of the larger application site are to be a mix of 3 and 4 storey. These are at the other entrance to the site off the recently constructed roundabout and are currently under construction. Those buildings would be larger than the proposed hotel.

3.4 Due to the topography of the site it is inevitable that any development will be raised up above the adjoining road to a certain extent. This will emphasise the height of any building when viewed from the road and requires an appropriate landscaped transition to soften the impacts. This forms part of the layout and landscape consideration of the application and are discussed in those sections. The proposals are to be cut into the sloping site and have the lowest possible finished floor levels for gravity fed foul drainage to be installed. The base of the building is lower than the road level of Violet Drive and the application demonstrates the amount of cut required as part of the submitted sections. The amount of cut is substantial and is appropriate for the site. The mass and bulk of the building is reduced by creating the L-shape that addresses the corner while the double pitched roof reduces the overall height so that is more domestic in scale. Due to the layout

of the site and position of the building, it is sufficient distance away from other 2 storey properties so as not to visually dominate them.

3.5 The building is long but the changes in roof heights, projecting gables and different elevational treatments break up the building by dividing it into smaller sections. This technique has successfully been used on other parts of the site on both the employment and taller residential buildings.

3.6 In terms of scale, the proposals constitute an efficient use of the land, providing good quality hotel facilities without unacceptably dominating the local landscape. Policy TTV4 requires positive frontages onto the adjoining road network, especially the main road and it is considered that the proposals meet this criteria.

4 Appearance

4.1 Appearance “means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture”. (Development Management Procedure Order 2015).

4.2 The design of the building has been broken down into sections with the introduction of projecting gables along the front elevation. A lowered eaves height on the western part of the front elevation provides greater visual interest and avoids too much repetition in window design. The dormer style windows on this part of the building provide articulation without being fussy or introducing too many architectural styles/features. Double gables give a domestic appearance and help to reduce the mass. The design style follows cues taken from the wider development and would blend with the surrounding mix of 2 and 3 storey residential development.

4.3 The materials for the hotel building reflect the palette of materials that have been approved on the larger development. While much of the constructed part of the larger site is predominantly render, the edges of the site have been treated slightly differently with a greater use of darker materials including cladding and stone. This is to help the development sit in the landscape, particularly when viewed from the open countryside and National Landscape to the west and south. While lighter coloured materials such as render are predominant in the South Hams, they can also emphasise built development by making it stand out. Darker colours, particularly on the fringes of development are more recessive and help with the transition from urban to rural. This has been followed as a design principle across the larger site and during the pre-application discussions for the hotel, darker colours were encouraged. The original submission contained a mix of natural stone, dark timber effect cladding and a small area of slate hanging. Many of the consultation responses from the public, parish council and Landscape Specialist referred to the materials on the north, east and west elevations as being too dark and dominating in appearance. That resulted in the submission of amended plans which introduced a greater amount of render to help reduce the visual impact and breaking up the building into smaller sections. The slate hanging has been extended down across the first floor, which also helps to divide the building.

4.4 The specification and use of materials is considered to be acceptable in terms of the appearance of the development. The use a natural local stone and natural slate are important features that have been encouraged. It would be necessary to impose a

suitable condition to secure exact details of each of the proposed materials which has been a common approach across the entire development.

4.5 The external lighting of the site has been amended since the original submission which included bulkhead lighting on the building and 8m lighting columns in the car park. Following further discussion, the lighting proposals have been amended to swap some of the lighting columns to bollard lighting in the parts of the car park that face the residential dwellings. This will reduce the impact on these properties as well as avoiding light spill to the hedgerows on the other side of the main road. The south western part of the car park will retain the lighting columns but it should be noted that there will be nearby lighting columns outside the site and along Violet Drive as part of the adopted road network. The lighting of the site is now considered to be an appropriate balance between providing a welcoming and safe car park environment, while avoiding unnecessary light spill to other properties and the open countryside. The revised lighting proposals are in accordance with the provisions of policy TTV4 of the Joint Local Plan.

5 Landscaping

5.1 The Development Management Procedure Order 2015 defines landscaping as the “means the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes –

- a) screening by fences, walls or other means;
- b) the planting of trees, hedges, shrubs or grass;
- c) the formation of banks, terraces or other earthworks;
- d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and
- e) the provision of other amenity features”

5.2 The original application contained broad landscape proposals as part of a masterplan but the amended documents included more detailed landscape proposals and planting specifications. Strategic landscaping is proposed around the edges of the site including both heavy standard and extra heavy standard trees which will ensure that required softening of the building and car park will have early impact. Native hedgerow is proposed around the outer edge of the site with more ornamental planting within the site. Car parking spaces are sufficient distance away from the proposed hedgerow so as to avoid the potential for accidental damage.

5.3 There is a requirement for a structural retaining feature along the northern boundary fronting on to the main road. This would also need to extend around the new access estate road to the larger development site. The original submission included gabions filled with natural stone to replicate a stone faced Devon bank, however officers had concerns that the gabion construction would lead to a visual regularity of blocks that would look slightly contrived in a prominent location. Although stone filled gabions (with stone hand laid on its bed) can have their place on developments, they do not tend to be quite as successful when sited in prominent positions or in more rural landscapes. Amended plans have been submitted that now include a Enviromesh retaining bank with native grass, wildflowers and native herbaceous planting. This will comprise a reinforce soil structure with a geogrid on the outer face that allows for turf to be pinned to the slope. Wildflower plug planting and hydroseeding would take place and native hedgerow planted on top. This should result in a structural retaining structure that has the appearance of a turf faced Devon Bank with native hedgerow on top. Officers support the amendments which are

now considered to be an appropriate response to this important edge and gateway into Dartmouth.

5.4 Other areas of concern for officers were the eastern boundary between the car park and residential dwellings to the east. The current boundary comprises a temporary 2m fence/hoarding however a more appropriate and softer boundary is required. The boundary also contains an existing High Voltage cable and easement which does not allow for trees to be planted within the easement but there is scope for native hedgerow and thicket planting. Details sections have now been provided for 3 points along the boundary which show proposed ground levels of the car park, existing levels of the private drive to the dwellings, planting within the landscaped strip and a 1.2m timber fence in the middle to prevent car headlights from shining into the facing residential dwellings. The timber fence will provide a level of protection to allow for the native hedge to grow and the planting on either side will provide a soft boundary when viewed from either the dwellings or the hotel car park. These revised details are now acceptable to officers.

5.5 The amended landscaping details are considered to be appropriate to the development and would provide a suitable edge to the site. The detailed planting specifications are supported by the Landscape specialist who has withdrawn their initial holding objection. It remains a requirement on the outline permission for a site specific Landscape and Ecological Management Plan (LEMP) to be submitted and it would be expected that this would contain longer term management plans of the landscaped area in order to be approved.

6 Conclusion

6.1 The reserved matters details (as amended) are considered to be acceptable and the provision of a 105 bed hotel with ancillary restaurant is an appropriate use of the employment land on the larger mixed use development. Suitable conditions relating to the reserved matters can secure precise details of materials and ensure compliance with the submitted plans and details. Existing conditions on the outline consent which do not relate to the reserved matters remain in place and will also require future discharge. These relate to a site specific ecological mitigation strategy (LEMP and CECoMP) and a Construction Management Plan.

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004

Planning Policy

Relevant policy framework

Section 70 of the 1990 Town and Country Planning Act requires that regard be had to the development plan, any local finance and any other material considerations. Section 38(6) of the 2004 Planning and Compensation Act requires that applications are to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, as of March 26th 2019, the Plymouth & South West Devon Joint Local Plan 2014 - 2034 is now part of the development plan for Plymouth City Council, South Hams District Council and West Devon Borough Council (other than parts of South Hams and West Devon within Dartmoor National Park).

On 26 March 2019 of the Plymouth & South West Devon Joint Local Plan was adopted by all three of the component authorities. Following adoption, the three authorities jointly notified the Ministry of Housing, Communities and Local Government (MHCLG)* of their choice to monitor the Housing Requirement at the whole plan level. This is for the purposes of the Housing Delivery Test (HDT) and the 5 Year Housing Land Supply assessment. A letter from MHCLG to the Authorities was received on 13 May 2019 confirming the change.

On 19th December 2023 the Department for Levelling Up, Housing and Communities published the HDT 2022 measurement. This confirmed the Plymouth, South Hams and West Devon's joint measurement as 121% and the policy consequences are "None".

Therefore no buffer is required to be applied for the purposes of calculating a 5 year housing land supply at the whole plan level. The combined authorities can demonstrate a 5-year housing land supply of 5.84 years at end of March 2023 (the 2023 Monitoring Point). This is set out in the Plymouth, South Hams & West Devon Local Planning Authorities' Housing Position Statement 2023 (published 26th February 2024).

[*now known as Department for Levelling Up, Housing and Communities]

The relevant development plan policies are set out below:

The Plymouth & South West Devon Joint Local Plan was adopted by South Hams District Council on March 21st 2019 and West Devon Borough Council on March 26th 2019.

SPT1 Delivering sustainable development
SPT2 Sustainable linked neighbourhoods and sustainable rural communities
SPT3 Provision for new homes
SPT4 Provision for employment floorspace
SPT6 Spatial provision of retail and main town centre uses
SPT7 Working with neighbouring areas
TTV1 Prioritising growth through a hierarchy of sustainable settlements
TTV2 Delivering sustainable development in the Thriving Towns and Villages Policy Area
TTV3 Strategic infrastructure measures for the Main Towns
TTV4 Land at Cotton
DEV1 Protecting health and amenity
DEV2 Air, water, soil, noise, land and light
DEV3 Sport and recreation
DEV8 Meeting local housing need in the Thriving Towns and Villages Policy Area
DEV9 Meeting local housing need in the Plan Area
DEV10 Delivering high quality housing
DEV14 Maintaining a flexible mix of employment sites
DEV15 Supporting the rural economy
DEV16 Providing retail and town centre uses in appropriate locations
DEV17 Promoting competitive town centres
DEV18 Protecting local shops and services
DEV19 Provisions for local employment and skills
DEV20 Place shaping and the quality of the built environment
DEV21 Development affecting the historic environment
DEV23 Landscape character
DEV25 Nationally protected landscapes

DEV26 Protecting and enhancing biodiversity and geological conservation
DEV27 Green and play spaces
DEV28 Trees, woodlands and hedgerows
DEV29 Specific provisions relating to transport
DEV30 Meeting the community infrastructure needs of new homes
DEV31 Waste management
DEV32 Delivering low carbon development
DEV35 Managing flood risk and Water Quality Impacts

Other material considerations include the policies of the National Planning Policy Framework (NPPF)

Neighbourhood Plan – Stoke Fleming Neighbourhood Plan – November 2018
South Devon Area of Outstanding Natural Beauty Management Plan (2019-2024)
South West Devon Joint Local Plan Supplementary Planning Document (2020)

Considerations under Human Rights Act 1998 and Equalities Act 2010

The provisions of the Human Rights Act 1998 and Equalities Act 2010 have been taken into account in reaching the recommendation contained in this report.

Conditions

1 The development hereby approved shall be carried out in accordance with the following plans and documents:

- 5951-P1 001 Rev B - Site Location Plan
- 5951-P1 003 Rev G - Proposed Site Plan
- 5951-P1 004 Rev C - Masterplan
- 5951-P1 100 Rev C - Proposed Ground Floor GA Plan
- 5951-P1 101 Rev A - Proposed First Floor GA Plan
- 5951-P1 102 Rev A - Proposed Second Floor GA Plan
- 5951-P1 103 Rev B - Proposed GA Roof Plan
- 5951-P1 200 Rev D - GA Elevations - Proposed (South and West)
- 5951-P1 201 Rev D - GA Elevations - Proposed (North and East)
- 5951-P1 250 - Typical Bay Study
- 5951-P1 251 - Typical Bay Study - Dormer
- 5951-P1 252 - Typical Bay Study - Gable
- 5951-P1 300 Rev B - Site Section A-A
- 5951-P1 301 Rev B - Site Section B-B
- 5951-P1 302 Rev B - Site Section C-C
- 5951-P1 303 Rev B - Site Section D-D
- 5951-P1 600 - Retaining Wall / Tree Planting Details
- 5951-P1 601 Rev C - Retaining Wall / Tree Planting Details
- 5951-P1 610 - Bin Store Details
- 5951-P1 611 - External Cycle Storage Details
- 5951-P1 612 - Access Ramp Details

- Landscape Masterplan - 1099-MP-01 Rev A
- Landscape Proposals Information - 1099-ST-03 Rev A
- Vegetation Protection Plan - 1099-TP-01 Rev A
- Detailed Planting - 1099-SW-01
- Detailed Planting - 1099-SW-02

- Landscape Boundary Proposals - 1099-SK-10
- External Lighting Services Layout - C8534-TLP-00-ZZ-DR-E-801 Rev P3
- External Lighting Calc Rev D - C8534 26.04.2024
- Kitchen Ventilation Strategy (05.01.23) - C8534 V1.0
- Drainage Statement - P20-310
- Drainage Strategy - P20-310 SK 104 Rev P1
- Drainage Details - P20-310 SK 105 Rev P1

Reason: To ensure that the proposed development is carried out in accordance with the drawings forming part of the application to which this approval relates.

- 2 Prior to their installation a sample panel of each of the materials/finishes to be used for the external walls and roof shall be prepared on site for inspection and approval by the Local Planning Authority. This shall include the natural stone, render, cladding and natural slate roof tiles. All external work shall be constructed to match the approved panel.

Reason: In the interests of visual amenity.

- 3 The landscaping scheme hereby approved shall be fully implemented in the planting season following the substantial completion of the development and the plants shall be protected, maintained and replaced as set out in the approved details for a minimum period of five years following the date of the completion of the planting. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species

Reason: In the interests of visual amenity.

- 4 The specific noise level of any plant installed and operated on the site must not exceed 25dBa (5dB below nighttime background which can be taken as 30dBa) at the boundary of the nearest noise sensitive dwellings between the hours of 11pm to 7am, and must not exceed the background level at any other time. Background noise level to be measured as La90dBa (1 hour).

Reason: To protect the amenity of local residents.

- 5 Development shall take place in accordance with the methods and recommendations set out in the Energy Statement Ref C8534 Rev B by Thornley & Lumb Partnership Ltd dated 10th January 2024

Reason: In the interests of the environment and climate change.