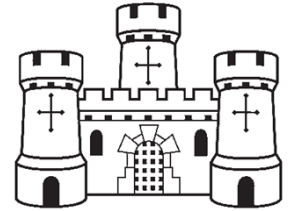


Public Document Pack

Date of meeting Tuesday, 21st March, 2017
Time 6.30 pm
Venue Council Chamber, Civic Offices, Merrial Street, Newcastle-under-Lyme, Staffordshire, ST5 2AG
Contact Geoff Durham



**NEWCASTLE
UNDER LYME**
BOROUGH COUNCIL

Civic Offices
Merrial Street
Newcastle-under-Lyme
Staffordshire
ST5 2AG

Planning Committee

AGENDA

PART 1 – OPEN AGENDA

- 1 Apologies
- 2 **DECLARATIONS OF INTEREST**
To receive Declarations of Interest from Members on items included on the agenda.
- 3 **Application for Major Development - Barnes Hall, Keele University. University of Keele. 16/01014/FUL** (Pages 3 - 18)
- 4 **Application for Major Development - Horwood Hall, Keele University. University of Keele. 16/01016/FUL** (Pages 19 - 32)
- 5 **Application for Major Development - Lindsay Hall, Keele University. University of Keele. 16/01015/FUL** (Pages 33 - 48)
- 6 **Application for Major Development - Plot 7 Home Farm, Keele University. University of Keele. 17/00012/FUL** (Pages 49 - 56)
- 7 **Application for Other Development - Keele Hall, Keele University. University of Keele. 17/00030/LBC** (Pages 57 - 62)
- 8 **URGENT BUSINESS**
To consider any business which is urgent within the meaning of Section 100B(4) of the Local Government Act, 1972

Members: Councillors Burgess, Fear, S Hambleton (Vice-Chair), Heesom, Mancey, Northcott, Panter, Pickup, Proctor (Chair), Reddish, Simpson, Snell, Sweeney, Turner, G Williams and J Williams



Working to be a co-operative council

PLEASE NOTE: The Council Chamber and Committee Room 1 are fitted with a loop system. In addition, there is a volume button on the base of the microphones. A portable loop system is available for all other rooms. Should you require this service, please contact Member Services during the afternoon prior to the meeting.

Members of the Council: If you identify any personal training/development requirements from any of the items included in this agenda or through issues raised during the meeting, please bring them to the attention of the Democratic Services Officer at the close of the meeting.

Meeting Quorums :- 16+= 5 Members; 10-15=4 Members; 5-9=3 Members; 5 or less = 2 Members.

FIELD_TITLE

Officers will be in attendance prior to the meeting for informal discussions on agenda items.

**BARNES HALL, KEELE UNIVERSITY, KEELE
KEELE UNIVERSITY AND UPP PROJECTS LIMITED**

16/01014/FUL

The application is for the demolition of 366 student bed-spaces and the erection of seven new halls of residence comprising four cluster flat blocks and three townhouse blocks to provide 617 new student bed-spaces, three wardens' flats and two laundries; the erection of a single-storey social hub; the erection of a new energy centre; the erection of ancillary buildings including bike stores and bin stores; the reconfiguration of parking, servicing and accesses; plus hard and soft landscaping, engineering works and associated infrastructure at Barnes Hall. The application site comprises 5.23ha.

The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt but lies within an Area of Landscape Maintenance. A small part of the site is covered by Policy area E8 (on development at Keele University and Keele Science Park). The site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall. A plan indicating the application site boundary in relation to those of the Registered Parkland and Garden and the Keele Hall Conservation Area will follow as Appendix 2 to this report

The application is supported by an Environmental Statement (ES).

Applications for developments at Horwood Hall (16/01016/FUL), Lindsay Hall (16/01015/FUL) and for a temporary car park for up to 400 vehicles on Plot 7, Home Farm (Ref. 17/00012/FUL) are considered next on this agenda.

The 16 week period for the determination of this application expires on the 28th March 2017.

RECOMMENDATION

- A) Subject to the applicant prior to the 28th March agreeing to extend the statutory period to 13th May 2017 and the applicant then entering into a Section 106 obligation by 6th May 2017 to secure financial contributions towards travel plan monitoring (£2,200 in total for all 3 schemes), the provision of real-time travel information (£15,000 in total for all 3 schemes), and a Toucan signal controlled crossing on Cemetery Road (£39,000 in total for all three schemes)

Permit, subject to conditions relating to the following matters:-

- Commencement time limit
 - Approved plans
 - Contaminated land
 - Construction hours
 - Construction management plan
 - Glazing specification
 - Noise levels from mechanical ventilation provision to habitable areas
 - Ventilation provision to habitable spaces
 - Noise from plant
 - Flue height
 - Provision of parking, servicing and turning areas indicated on approved plans
 - Cycle parking in accordance with approved details
 - Travel plan
 - Upon occupation, or at a later date if agreed, a review of the parking and modal split situation at the University to be undertaken, and such measures as shall be justified by the conclusions of that review, including if appropriate, the provision of additional or alternatively reduced parking, and management measures, to be submitted to the Local Planning Authority for its approval together with a timetable for the implementation of such measures, and thereafter their implementation
 - Temporary car park
 - Tree protection plan and method statement
 - Landscaping scheme
 - Facing and surfacing materials
 - Sample panel to be retained on site
 - Details of surface water and foul sewage drainage
- B) That your officers in consultation with the Chair be authorised to draw up a statement complying with Regulation 24 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011, as amended, that is based upon the content of this Report
- C) Should the above Section 106 obligations not be secured within the above period, that the Head of Planning be given delegated authority to refuse the application on the grounds that without such matters being secured the development would fail to secure measures to ensure that the development achieves sustainable development outcomes, and does not impact on highway/pedestrian safety, , or, if he considers it appropriate, to extend the period of time within which the obligations can be secured.

Reason for Recommendation

The principle of residential accommodation within the University Campus is considered acceptable providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. Subject to conditions and various Section 106 contributions which are considered necessary and lawful, the level of car parking initially proposed is considered acceptable although it is considered appropriate to require the position to be reviewed at the occupation of the development (and the other two referred to in subsequent reports). The impact on trees is also considered acceptable. The scale, and the simple, well-mannered design of the

buildings would be appropriate and it is not considered that there would be any significant adverse impact on the character and appearance of the Historic Park and Garden, the wider campus, or on the even wider landscape impact of the University. Subject to the imposition of suitable conditions it is not considered that there are any adverse impacts of the development that would significantly and demonstrably outweigh the benefits and accordingly permission should be granted.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with the planning application

Additional information has been requested and provided where necessary to progress the determination of the application. This is now considered to be a sustainable form of development and complies with the provisions of the National Planning Policy Framework (NPPF).

Key Issues

1.1 Barnes Hall currently comprises 738 bed-spaces. Full planning permission is sought for the following:

- demolition of 366 student bed-spaces and the erection of seven new halls of residence comprising four cluster flat blocks and three townhouse blocks to provide 617 new student bed-spaces, three wardens' flats and two laundries;
- the erection of a single-storey social hub;
- the erection of a new energy centre;
- the erection of ancillary buildings including bike stores and bin stores;
- the reconfiguration of parking, servicing and accesses; and
- hard and soft landscaping, engineering works and associated infrastructure

1.2 The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt, and lies within an Area of Landscape Maintenance. A small part of the site is covered by Policy area E8 (on development at Keele University and Keele Science Park). The site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall.

1.3 Given the existing development that has taken place in the vicinity of Barnes Hall, its contribution to the Registered Park and Garden at Keele Hall is very limited at present. Historic England, The Gardens Trust and Staffordshire Gardens and Parks Trust are satisfied that the proposed development would have no greater adverse impact on the significance of the Registered Park and Garden than the existing development. The main issues for consideration in the determination of this application are therefore:-

- Is the principle of the development acceptable?
- Is the location and design of the proposed development acceptable, including in the wider landscape context?
- Would there be any adverse impact on trees?
- Is the proposal acceptable in terms of its impact on highway safety and the level of car parking proposed?
- What planning obligations are considered necessary and lawful?
- Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

2. Is the principle of the development on the site acceptable?

2.1 The application site lies within the University campus which is excluded from the Green Belt. As indicated above the proposal is primarily for residential accommodation (although other campus related uses are also proposed).

2.2 The site is located within the Rural Area of Newcastle within the boundaries of the University Campus. Core Spatial Strategy (CSS) Policy SP1 states that new housing will be primarily directed towards sites within Newcastle Town Centre, neighbourhoods with General Renewal Areas and Areas of Major Intervention, and within the identified significant urban centres. It goes on to say that new

development will be prioritised in favour of previously developed land where it can support sustainable patterns of development and provides access to services and service centres by foot, public transport and cycling.

2.3 CSS Policy ASP6 on the Rural Area states that there will be a maximum of 900 net additional dwellings of high design quality primarily located on sustainable brownfield land within the village envelopes of the key Rural Service Centres, namely Loggerheads, Madeley and the villages of Audley Parish, to meet identified local requirements, in particular, the need for affordable housing.

2.4 Saved Policy NLP H1 indicates that planning permission will only be given where one of a number of circumstances are satisfied including if the site is within the urban area of Newcastle or Kidsgrove or within one of the 'village envelopes'. This site does not satisfy any of the requirements listed.

2.5 As indicated above this site is not within the urban area or a village envelope nor would the proposed dwellings serve an identified local need as defined in the CSS. As such its development for residential purposes is not supported by housing policies in the Development Plan. However the CSS Policy SP1 goes on to say that investment in Keele University and Science Park will be fostered to help strengthen the local knowledge and skills base and facilitate the growth and competitiveness of high value business development, thereby increasing local job opportunities in these sectors.

2.6 Only a small part of the Barnes site lies within the area covered by NLP Policy E8 which relates to development at Keele University and Keele Science Park, but the principles of this policy are considered relevant. This policy indicates that development will be permitted so long as it is limited to one or more of the uses specified within it. Such uses include staff and student residences and therefore the proposal accords with the requirements of this policy.

2.7 CSS Policy SP2 lists Spatial Principles of Economic Development and includes investment in Keele University and Keele Science Park.

2.8 This is a previously developed site in a relatively sustainable location. Newcastle Town Centre is approximately 3km from the site and although the route back from the Town Centre to the site is up hill, it is considered that at least some students would be able to walk to the shops and services of Newcastle Town Centre with regular bus services to destinations around the borough, and beyond. There is, at least during term time, a very high frequency bus service connecting Keele with Newcastle bus station, the hospital, the railway station and the City Centre. Importantly the dwellings are to be developed within the University Campus providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. It is considered therefore that the site provides a particularly sustainable location for student accommodation.

2.9 The residential accommodation proposed will be restricted to students only and, in the absence of evidence that it would release housing onto the market elsewhere within the borough, will not contribute to the supply of housing land, which can be taken into account when calculating the 5 year supply of deliverable housing sites within the Borough. Nevertheless as set out in paragraphs 49 and 14 of the NPPF, the starting point must be one of a presumption in favour of residential development. In this particular context as has already been stated the development is in a sustainable location which is close to services and facilities and promotes choice by reason of its proximity to modes of travel other than the private motor car.

2.10 Paragraph 7 of the NPPF states that there are three dimensions to sustainable development: economic, social and environmental.

2.11 The applicant's agent states that the social benefits associated with the scheme relate primarily to the enhancement of the campus environment and accommodation. Some of the existing accommodation is not fit for purpose or below modern standards and the proposals would not only increase the number of bed-spaces, but also improve the overall quality of accommodation. Social cohesion would be fostered through the shared social spaces within the accommodation and through the new social hubs and the new medical facility would bring social benefits by virtue of it being relocated to an area adjacent to the heart of the campus.

2.12 The agent states that in terms of economic benefits, Keele University is an important driver in the regional economy, adding around £145m of gross value to the Staffordshire Local Enterprise Partnership, directly triggering an additional £12m of spending within local businesses and employing around 730 people from Newcastle and its surrounding towns and villages. It is asserted that the University generates thousands of visitor trips to Newcastle resulting in a further £2.4m injected into the local economy. Therefore, it is stated that the expansion and enhancement of the University will continue to drive, generate and create additional economic benefits. Specific economic benefits associated with the proposed developments are listed as additional local economy expenditure of around £6.7m per annum, permanent gross value added of around £145m per annum, construction training, temporary gross value added from construction of around £58m, and 856 person years of construction employment.

2.13 It is the case that the development would undoubtedly bring social and in particular economic benefits. The issue of the environmental impact of the scheme will be considered fully below.

2.14 On the basis of all of the above, it is considered that the principle of the development should be supported unless there are any adverse impacts which would significantly and demonstrably outweigh the benefits.

3. Is the location and design of the proposed development acceptable, including in the wider landscape context?

3.1 The site is within an Area of Landscape Maintenance as designated on the Local Development Framework Proposals Map and Policy N19 of the Local Plan states that within these areas it will be necessary to demonstrate that development will not erode the character or harm the quality of the landscape. This policy is considered to be consistent with the NPPF which states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

3.2 Barnes Hall is located in the north-eastern part of the campus. The existing purpose-built student accommodation buildings are red brick buildings with flat roofs that range in height from 2 to 4 storeys and are laid out in a formal grid pattern. There are two larger buildings of more recent construction in the north-eastern corner that range in height from 3 to 4 storeys with pitched roofs. Two new halls of residence (known as New Barnes) which will be 4 and 5 storeys high are currently under construction. A number of the existing blocks adjacent to Barnes Hall Road (the location of which is shown on the map to follow) would be retained but the majority would be demolished. The proposed residential accommodation would comprise seven new halls of residence comprising four cluster flat blocks and three townhouse blocks. The townhouse blocks would be sited to the northern part of the site with four storey terraces of houses defining new routes and external amenity spaces. The cluster flats accommodation would be adjacent to New Barnes and around a central courtyard to the west of the site.

3.3 The main body of both the cluster flat blocks and townhouses would be brickwork and the choice of brickwork would contrast with the colour of the plinths which would comprise dark brick with areas of feature white glazed brick panels. Crisp, white window surrounds are proposed and the cluster flats would have a bold stair and entrance design, while there would be vertical elements between pairs of townhouses to enhance legibility.

3.4 A new single-storey social hub is proposed which would comprise a variety of different spaces including quiet study spaces and south-facing active social spaces which would spill out onto an external terrace in the landscape. It would be a simple, pavilion style building with curtain walling shaded by a slender roof structure supported on lightweight steel columns. It would be visible from University Drive (the location of which is shown on the map attached to this report) and would be connected to the pedestrian routes that would be created within the Hall. It is intended that the open and transparent nature of the building would encourage visual interaction between the internal and external environments and would encourage natural surveillance of its immediate context. The main roof of the pavilion would have a "green" roof which would allow it to sit more comfortably in the context of its neighbours.

3.5 The landscape design approach at Barnes focuses on 'colour and contrast' with the use of subtle contrasting elements such as the interplay of light to shadow, man-made features to 'natural' features and hard surfaces to soft ones. Accents of colour will then punctuate both the landscape and the buildings for emphasis, direction and interest.

3.6 Barnes Hall is located on a plateau on the north side of the campus. The height of the buildings would be below that of both Block 2 of New Barnes and the existing Science Park buildings (IC3 and IC4) on the opposite side of University Drive. It is considered therefore that the development would sit well with the proportions of the existing buildings and your Officer agrees with the applicant's assertion within the Design and Access Statement that the development would provide a new front face to Barnes Hall on the main route into the University.

3.7 Due to the location of the site within the Campus and the enclosure provided by vegetation and built development, the proposed development would be contained and would not break the wooded skyline when viewed from the surrounding area. For this reason, it is not considered that the proposed development would have any adverse impact upon the wider landscape and in particular the character or quality of the Area of Landscape Maintenance.

3.8 A Landscape Visual Impact Assessment that accompanies the application states that the contained nature of the site ensures that visibility of the development here being considered will be restricted to within the University campus and its immediate boundary to the north. It concludes that for Barnes Hall, effects on landscape character will be restricted to their immediate setting within the University.

3.9 All three planning applications for the campus have been considered on a number of occasions by the Urban Vision Design Review Panel. With regard to the schemes overall, the Panel stated in their final report that they appreciated the team effort and the coherent, masterplan approach adopted. They applauded the robust design language, the well-mannered architecture proposed and the positive aspirations for the landscape. They stated that considerable progress has been made over the course of the design review sessions and the Panel was generally satisfied with the response given to their previous recommendations, but felt that control of the detail through the use of conditions is vital to ensure that overall design excellence is achieved. No specific comments were made in relation to Barnes Hall.

3.10 Overall your Officer considers that the scale, and the simple, well-mannered design of the buildings would be appropriate and it is not considered that there would be any significant adverse impact on the character and appearance of the wider campus, or on the even wider landscape impact of the University.

4. Would there be any adverse impact on trees?

4.1 The application is accompanied by a Tree Survey, Arboricultural Impact Assessment and Arboricultural Method Statement. The Survey states that the developments at Barnes, Lindsay and Horwood will require the removal of 39 trees in total but may also have an impact on retained trees unless adequate protection of those trees is provided. The Report details the arboricultural impact and offers a range of protection measures. It also makes recommendations for replacement tree planting to compensate the loss of trees.

4.2 The Landscape Development Section (LDS) states that the scheme appears to have been well considered and the landscaping proposals are an overall improvement in quality to the current landscaping. They comment that although trees will be lost this has been kept to a minimum, leaving sufficient mature trees, and the proposed enhanced landscaping provides adequate tree replacements. They raise no objections to the proposals subject to the imposition of conditions. Concerns are raised regarding some of the Root Protection Areas (RPAs) and it is requested that this is reviewed and amendment made. Such amendments can be required by condition.

4.3 Keele Parish Council has expressed concern regarding the loss of Flowering Cherry trees which are included in the University's National Collection. Keele University is the holder of a "national collection" – having been awarded National Collection status by the organisation Plant Heritage – a limited company and charity. Whilst well recognised this is a not a statutory designation. The LDS

state that their primary concern is with the quality of existing trees and to retain where possible the best arboricultural specimens and those with high landscape value. They state that unfortunately the cherry trees generally do not score highly in these respects leaving other trees to become more important and take priority, and they are satisfied that their removal in general is justifiable.

5. Is the proposal acceptable in terms of its impact on highway safety and the level of car parking proposed?

5.1 This section of the report will consider the highway safety and car parking aspects of the three planning applications for development at Barnes, Lindsay and Horwood Halls combined. Information regarding the transport aspects of the applications is contained within the Environmental Statement and the Transport Statements that accompany the applications.

5.2 The NPPF, at paragraph 32, states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. In March 2015 the Secretary of State gave a statement on maximum parking standards indicating that the government is keen to ensure that there is adequate parking provision both in new residential developments and around town centres and high streets. Policy T16 of the Local Plan, adopted in 2003, states that development will not be permitted to provide more parking than the levels set out in an appendix and also that development which provides significantly less parking than the maximum specified levels will not be permitted if this would create or aggravate a local on-street parking or traffic problem, and furthermore that development may be permitted where local on-street problems can be overcome by measures to improve non-car modes of travel to the site and/or measures to control parking and waiting in nearby streets.

5.3 The three current planning applications will result in a total of approximately 1470 additional students living on the campus. It should also be noted that during vacations the accommodation is very likely to be used to provide guest and visitor accommodation.

5.4 In terms of trip generation, the Transport Statements assert that the increased number of students living on site will reduce the number travelling to the campus and therefore they conclude that the proposed developments are unlikely to result in a material increase in vehicular trips. An assessment has been made of the impact on the highway network and it is concluded that the surrounding infrastructure will be of a sufficient standard to accommodate the proposed development.

5.5 The Transport Statements say that given that the proposals will bring additional students onto the campus, efforts have been made to ensure that the high quality, walkable environments are provided that will encourage sustainable travel. The proposals also incorporate a commitment to prepare and implement a Travel Plan to maximise the uptake of walking and cycling and each site will have a substantial number of cycle parking spaces in a variety of locations. As referred to earlier in the report, it is considered that the campus is in a relatively sustainable location within, at least for some, walking distance of the shops and services of Newcastle Town Centre with its regular bus services to destinations around the borough, and beyond. As already indicated there is, at least during term time, a very high frequency bus service connecting Keele with Newcastle bus station, the hospital, the railway station and the City Centre.

5.6 The application states that the total number of car parking spaces within the campus currently is 2188, with 1024 allocated for student use and 1164 allocated for staff use. For Keele University, the maximum parking standards in the Local Plan refer to 1 space per 4 full-time students. The University has advised that there are at present approximately 7,900 full time students and on this basis, a maximum of 1975 spaces are required. Although the standards indicated in the Local Plan date from some time ago, at least in terms of those standards, they imply that there is currently an overprovision of car parking on the campus.

5.7 The proposed developments would result in an additional 1470 residents on the campus but no additional car parking spaces are proposed. The Transport Statements highlight the University's Student Parking Scheme which states that students that are resident on campus are not permitted to bring a car to campus unless they are disabled or studying specified courses which require attendance on placements off campus. There are many facilities on the campus and there is a very good bus service between the campus and the town centre, all of which would influence students to

leave any vehicle they may have at home. Those who live off campus are entitled to purchase a permit to park a car on certain designated car parks on payment of an approved charge.

5.8 Keele Parish Council has expressed concern about how the current number of parking spaces on the campus is going to be maintained during the development and has requested to see a strategic parking plan. Their concerns are that if the number of parking spaces provided by Keele University for staff and students is reduced, this will impact on surrounding local roads in the Parish. It is the case that although issues of the level of car parking provision for these developments might in the first instance appear to be matters that do not affect safety on the public highway in that they are internal issues for the University to manage in terms of its own estate, the amount and management of parking available on the campus as a whole does have a wider impact on locations where drivers can and will, in the absence of controls, park and walk in from. On the basis of a number of recent observations, significant on-street parking associated with the University is occurring beyond the campus.

5.9 In response to the Parish Council's request, the applicant has submitted a Technical Note setting out details regarding existing and proposed parking provision in addition to a phased car parking strategy. They state that the University has carefully considered the implications of a phased construction programme spanning 4.5 years (2017 to 2022) on parking provision across the three hall sites and have sought to put in measures to ensure that parking numbers are maintained throughout the programme. The Technical Note states that there will be an initial deficit in April-May 2017 of around 100 spaces but from September 2017 onwards the University will maintain a surplus of spaces across each of the three hall sites. This is made possible by the construction of a temporary car park for 387 car parking spaces on Plot 7 of the Development Zone (Application Ref. 17/00012/FUL) which is considered elsewhere on this agenda. Subject to securing planning permission for this car park, it will be constructed in June 2017 and maintained for approximately 4.5 years. It is stated that prior to the completion of the scheme and following the removal of the proposed temporary car park, the University will need to review parking arrangements in light of planned growth and increased demand to ensure that a suitable number of available spaces is maintained in the longer term. The temporary car park as referred to above will ensure sufficient car parking provision during construction. A condition is recommended requiring the provision of a car park of such a size prior to the commencement of any part of the development involving the loss of existing car parking provision of more than a certain amount (yet to be determined) through construction works and its retention during such works.

5.10 The Highway Authority has no objections to the proposals subject to a number of conditions and Section 106 contributions. These will be considered in detail in section 6 of this report

5.11 Whilst it has been submitted that increased number of students living on site is likely to reduce the number travelling to the campus and that as the campus is well served by public transport and students on campus are not allowed to park a car on the campus this means there would be either no additional parking demand or indeed even a reduction – this assumes that there is no consequential impact from providing this new additional accommodation on the number of students enrolled at the University. It is known that it is the ambition of the university to significantly increase the number of students enrolled and there is good reason to believe that improving the on campus accommodation offer is likely to be a very important factor in determining whether or not the University are successful. There will of course be others as well.

5.12 That the university recognise that prior to completion of the development they will need to review parking arrangements in light of planned growth and increased demand is an acknowledgement of the above. Bearing in mind the evidence that notwithstanding its efforts the University is unable to contain the impact of its parking policies (which are well intentioned and do much to support the use of more sustainable modes of travel) to within the campus, and more importantly the appropriateness of the Local Planning Authority seeking to ensure that continued steps are taken to maintain a positive pressure in favour of such approach, your officer considers that it is not unreasonable for the Local Planning Authority to require following these developments' occupation or at a later date to be agreed, by condition, a review of the parking and modal split situation at the University to be undertaken, and such measures as shall be justified by the conclusions of that review, including if appropriate, the provision of additional or alternatively reduced parking, and management measures, to be submitted

to the Local Planning Authority for its approval together with a timetable for the implementation of such measures, and thereafter their implementation.

6. What planning obligations are considered necessary and lawful?

6.1 Section 122 of the Community Infrastructure Levy Regulations states that planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development

6.2 The Landscape Development Section (LDS) has requested a Section 106 contribution for off-site open space for the net gain in accommodation for each site. The applicant's agent has that in their opinion this obligation does not meet the CIL tests and is therefore an unreasonable (and indeed unlawful) contribution. They argue that the campus site is characterised by large parcels of green space including formal sports pitches which will continue to be used by students, staff and visitors at the University. They state that the provision or enhancement of green space off campus will not be directly used by those at Keele University given the proximity and scale of existing green space on site. Students simply will not need to travel to utilise the off-site green spaces and therefore the proposed obligation is not directly related to the development.

6.3 The green space typologies referred to in the Urban North Staffordshire Green Space Strategy are play, parks and gardens, semi-natural, local nature reserve and outdoor sports. It is the case that the campus has all of these types of green space with the exception of play areas. Given that the proposed accommodation is for single occupancy and not for families, it is not considered that the development would create any additional pressure on local areas of play. Given the extent of the facilities and open space on the campus, your Officer agrees that students are unlikely to use facilities elsewhere and therefore, there is no evidence that such a contribution is necessary to make the development acceptable in planning terms, is directly related to the development and fairly and reasonably related in scale and kind to the development. As such it is not considered that the contribution requested by LDS would comply with Section 122 of the CIL Regulations.

6.4 The Highway Authority (HA) requests a number of financial contributions. Firstly, they consider that a travel plan monitoring fee of £2,200 is required in total for all three developments. The agent comments that whilst the applicant accepts that the travel plan will need to be monitored.

6.5 The HA also requests contributions towards the installation and maintenance of Sustainable Travel Information Points at each Social Hub building. The applicant's agent argues that sustainable modes of transport are already in place on site with buses circa every 10 minutes and that the proposed increase of students does not result in the need for travel totems. Travel information is readily available to students on mobile phones and your Officer considers that this would be the preferred option for the majority. However at present live running information on public transport services in North Staffordshire is not available. Instead of seeking the provision of such Sustainable Travel Information points, it is considered that it is reasonable to seek a financial contribution of £15,000 to assist the public transport providers develop a mobile application providing this information and that this is necessary to make the development acceptable in planning terms (on the grounds of moving towards more sustainable forms of development) and therefore such a request would not be contrary to the CIL Regulations.

6.6 The HA requests a financial contribution towards the provision of a Toucan signal controlled crossing on Cemetery Road. The applicant's agent asserts that given that the majority of students would travel to the town centre by bus or cycle the proposed contribution does not directly relate to the proposed accommodation schemes. They also argue that adequate crossings are provided on the north and south arms at the roundabout (on Keele Road) and that the increase in students will not generate a significant enough increase in pedestrian and cycle movements to warrant the crossing. Your Officer's view is that the crossings on the north and south arms of the roundabout would not aid students in walking or cycling into the town centre and in the interests of achieving a sustainable development, a toucan crossing which provides for both pedestrians and cyclists, would be of benefit.

However it is recognised that it is probably not appropriate to seek the full costs of such scheme but rather a contribution of 50% (£39,000).

6.7 The HA have some reservations that as no parking is available on campus, these developments may have the potential to create parking issues on roads in the vicinity of the University which are not covered by parking restrictions. They recommend that a parking survey of s is undertaken in an agreed area, followed by a second survey 12 months after full occupation to ascertain whether there are any parking issues. If the surveys demonstrate that the developments have created parking issues then the developer should fund parking restrictions or residents parking zones.

6.8 The applicant's agent argues that measures are in place to dissuade the use of cars and the majority of students who live on campus will not own or have use of a car during their time at the University. They say that there is no real likelihood that a student living on campus would leave a car in the types of locations where onstreet parking has been observed as taking place, and the only possible location (in the village as opposed to on 3 Mile Lane or Keele Road (between the village and the bypass) has a limited capacity anyway.. They assert that the site is in a highly sustainable location and that the request for parking surveys is unnecessary and not directly related to the development. As will have been noted above your Officer does not consider it appropriate to view the proposal in isolation from one of its objectives – the growth of the number of students at the university – and the developments and the condition recommended in paragraph 5.12 may potentially lead to a need to address the issue of off campus parking if that is materially different from that already experienced. Ultimately that can only be done by the Highway Authority. However, whilst there will always be a measure of uncertainty about outcomes, your Officer accepts that the link between the development and the likelihood of increased off campus parking demand is too tenuous to justify seeking a contribution towards off campus parking surveys and traffic regulation orders with appropriate triggers, and such an obligation would accordingly not comply with Section 122 of the CIL Regulations and would be unlawful..

7. Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

7.1 In consideration of the above points, the proposal represents sustainable development and it is not considered that the adverse impacts would significantly and demonstrably outweigh the benefits of the proposal. Accordingly the proposal complies with the requirements of paragraph 14 of the NPPF as well as the overarching aims and objectives of the NPPF. On this basis planning permission should be granted provided the required contributions are obtained and appropriate conditions are used, as recommended.

APPENDIX 1

Policies and proposals in the approved development plan relevant to this decision:-

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy (CSS) 2006-2026

Policy SP1	Spatial Principles of Targeted Regeneration
Policy SP2	Spatial Principles of Economic Development
Policy SP3	Spatial Principles of Movement and Access
Policy ASP6	Rural Area Spatial Policy
Policy CSP1	Design Quality
Policy CSP2	Historic Environment
Policy CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets
Policy CSP5	Open Space/Sport/Recreation
Policy CSP10	Planning Obligations

Newcastle-under-Lyme Local Plan (NLP) 2011

Policy H1	Residential Development: Sustainable Location and Protection of the Countryside
Policy E8	Keele University and Keele Science Park
Policy N3	Development and Nature Conservation – Protection and Enhancement Measures
Policy N4	Development and Nature Conservation – Use of Local Species
Policy N12	Development and the Protection of Trees
Policy N13	Felling and Pruning of Trees
Policy N17	Landscape Character – General Considerations
Policy N19	Landscape Maintenance Areas
Policy T16	Development – General Parking Requirements
Policy C4	Open Space in New Housing Areas
Policy IM1	Provision of Essential Supporting Infrastructure and Community Facilities

Other Material Considerations include:

National Planning Policy

National Planning Policy Framework (NPPF) (2012)

Planning Practice Guidance (March 2014)

Community Infrastructure Levy Regulations (2010) as amended and related statutory guidance

Supplementary Planning Guidance/Documents

Developer contributions SPD (September 2007)

Space Around Dwellings SPG (SAD) (July 2004)

Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance Supplementary Planning Document (2010)

[Planning for Landscape Change - SPG to the former Staffordshire and Stoke-on-Trent Structure Plan](#)

[Waste Management and Recycling Planning Practice Guidance Note](#) approved in 2003 and last updated in February 2016

Relevant Planning History

- 10/00531/FUL Construction of student accommodation blocks at Keele University Campus (Barnes and Horwood) and residential development and an older persons care village at The Hawthorns - withdrawn on 7th March 2011
- 13/00424/FUL Proposed student accommodation with car parking at Keele Campus (Barnes) and residential development of 92 dwellings with school drop off point, shop and linked area of green space at The Hawthorns – Refused and dismissed at appeal in July 2015
- 16/01004/FUL Demolition of the Management Centre buildings at the Hawthorns, Keele and the construction of student accommodation at Keele University Campus (Barnes) and residential development at The Hawthorns, Keele – Approved

Views of Consultees

The **Environmental Health Division** – no objections subject to conditions regarding construction hours, a construction environmental management plan, glazing specification, noise levels from mechanical ventilation provision to habitable areas, ventilation provision to habitable spaces, noise from plant, CHP flue height and contaminated land.

The **Landscape Development Section** (in relation to all 3 campus applications) – the three schemes appear to have been well considered and the landscaping proposals are an overall improvement in quality to the current landscaping, notwithstanding that the spaces between buildings are generally more restricted. Although trees will be lost this has been kept to a minimum, leaving sufficient mature trees, and the proposed enhanced landscaping provides adequate tree replacements and an overall net gain which will give a satisfactory tree cover for the future. The proposal to replace all the removed higher quality trees with well-placed substantial ‘heritage’ trees will ultimately mitigate the tree loss. No objection is raised to the proposals.

There are several existing trees within the site that appear to have new hard surfacing that exceeds 20% of the existing unsurfaced ground within their RPAs. All trees should be reviewed and suitable amendments made to redress this.

Conditions are recommended requiring a Tree Protection Plan, Method Statement and detailed landscaping plan and all recommendations of the Tree Report to be followed. A S106 contribution, reduced to account for single person units, is sought for off-site green space for the net gain in accommodation for each site.

The **Local Lead Flood Authority** has no objections subject to a condition requiring the submission, approval and implementation of a detailed surface water drainage scheme for the site.

Severn Trent Water, noting the acceptable outline drainage strategy, has no objections subject to a condition requiring drainage plans for the disposal of foul and surface water flows.

The **Highway Authority** has no objections to the proposal subject to the imposition of conditions requiring the provision of the parking, servicing and turning areas in accordance with the approved plans, full details of the cycle parking storage, submission of a travel plan, installation of a sustainable travel information point within the social hub building, provision of a temporary car park within the campus and submission of a Construction Management Plan. Section 106 contributions are required towards travel plan monitoring, installation of a sustainable travel totem, a toucan signal controlled crossing on Cemetery Road and a contribution for parking surveys and the implementation of Residents’ Parking Zones or parking restrictions if deemed necessary.

Natural England states that the proposal is unlikely to affect any statutorily protected sites or landscapes and reference is made to their Standing Advice on protected species. They state that the application may provide opportunities to incorporate features into the design which are beneficial to wildlife or enhance the character and local distinctiveness of the surrounding natural and built environment.

The **Conservation Advisory Working Party** raises no objections and states that the creation of a new sense of place will be an asset to this Hall. Generally they welcome the quality of the submission and the fact that the envelope of the halls are staying the same, not encroaching onto new green spaces and that respect has been given to trees and the special landscape character. The architects have created interesting spaces and landscapes and the crisp quality buildings are commended.

Staffordshire County Council Rural County (Environmental Advice) Team confirms the findings of the archaeological assessment and no historic environment concerns are raised. The Landscape and Visual Impact Assessment draws fair and accurate conclusions that landscape and visual effects would not be significant. The Design and Access Statement demonstrates that the design process has been informed by the landscape setting and seeks to reflect the character of the Registered Park and maintains key vistas which is welcomed. There are no strategic landscape concerns regarding this application.

Historic England states that Barnes Hall is located some distance from the Grade II* Keele Hall and outside the boundary of the Keele Hall Conservation Area. Of particular interest therefore is the potential impact on the significance of the Grade II Keele Hall Historic Park and Garden. No objection is raised in principle to the demolition of the existing buildings and it is considered that the proposed development would have no greater impact on views to/from the historic park, or its significance, than is currently the case. The indicative information submitted regarding lighting, planting and hard landscaping is noted and such a coordinated approach is supported. Careful attention to the design and materials of these elements of the scheme will positively enhance this part of the campus. Conditions are recommended requiring all architectural details, materials and finishes to be submitted for consideration.

The **Council's Conservation Officer** makes the following comments:

- The applications are accompanied by a lot of well-considered information which sets out the historic assets on the site and their significance and the effect of the developments on that significance
- Barnes Hall is within Keele Hall Historic Park and Garden and the proposals to create a sense of arrival and place for Barnes, which historically does not have any real sense of identity, are welcomed. The new hub in the centre will create an interesting environment to move around and together with the landscaping and new spaces, will make creative attractive places between the buildings.
- The unity of the materials for the residential accommodation and the crisp window details in the reveals and wrap around corner windows are supported. The sense of identity for each hall which will be subtly created through other basic design principles such as feature panels, entrances and coloured blinds.
- There is no doubt that this overall masterplan for each of the halls is extremely well considered and this will hopefully be its success if the concept is retained throughout the build. If one element is ignored then the success of the scheme could be compromised. There is a chance to create new and exciting places within the campus whilst not having a detrimental impact on the special character of the historic environment. The materials and details should be conditioned and sample panels of brickwork should be retained on site to ensure the consistency which is set out within the design and access statement.

Keele Parish Council wishes to see a strategic parking plan included in the application that identifies how the current number of parking spaces is going to be maintained during the development. It is concerned that if the number of parking spaces provided by Keele University for staff and students is reduced, this will impact on surrounding local roads in the Parish. Irresponsible parking that endangers other motorists and pedestrians has already been seen, and should not be exacerbated.

With particular reference to Barnes, the Parish Council expresses concern regarding the felling of the flowering cherries which are included in the University's National Collection and the impact of displacement of large numbers of vehicles from the existing car parks.

The Gardens Trust (TGT) and Staffordshire Gardens and Parks Trust (SGPT) states that the principle of development of this site for university purposes within the Registered Park and Garden has already been conceded. The new buildings while generally of larger massing will be no taller than those they are replacing and not significantly different in design. In these circumstances the redevelopment will have no greater adverse impact on the significance of the surrounding heritage asset (the RPG) than the existing development. The Trusts do however regret the lack of architectural aspiration in the proposals and the missed opportunity to enhance the historic park and student experience through imaginative and varied design. The cramped, repetitive and institutional proposals put forward are unworthy of their setting and the University as a centre of learning and culture. TGT and SGPT are therefore unable to support this application. Both Trusts are disappointed that they were not consulted earlier in the planning process and given the chance to comment on the emerging scheme as respectively the statutory national consultee on historic designed landscapes and the principal local expert body. In this respect they consider that the applicant's claim of wide engagement is inaccurate and flawed.

Staffordshire Wildlife Trust and the **Environment Agency** were consulted upon the application, the date by which their comments were requested has passed without comments being received from them and they must be assumed to have no observations to make.

Representations

None received

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Environmental Statement
- Design and Access Statement
- Planning Statement
- Access Statement
- Drainage Strategy
- Transport Statement
- Energy and Sustainability Statement
- Flood Risk Assessment
- Materials Schedule
- Phase 1 Detailed Desktop Study
- Resource Efficiency Management Plan
- Statement of Community Engagement
- Tree Survey

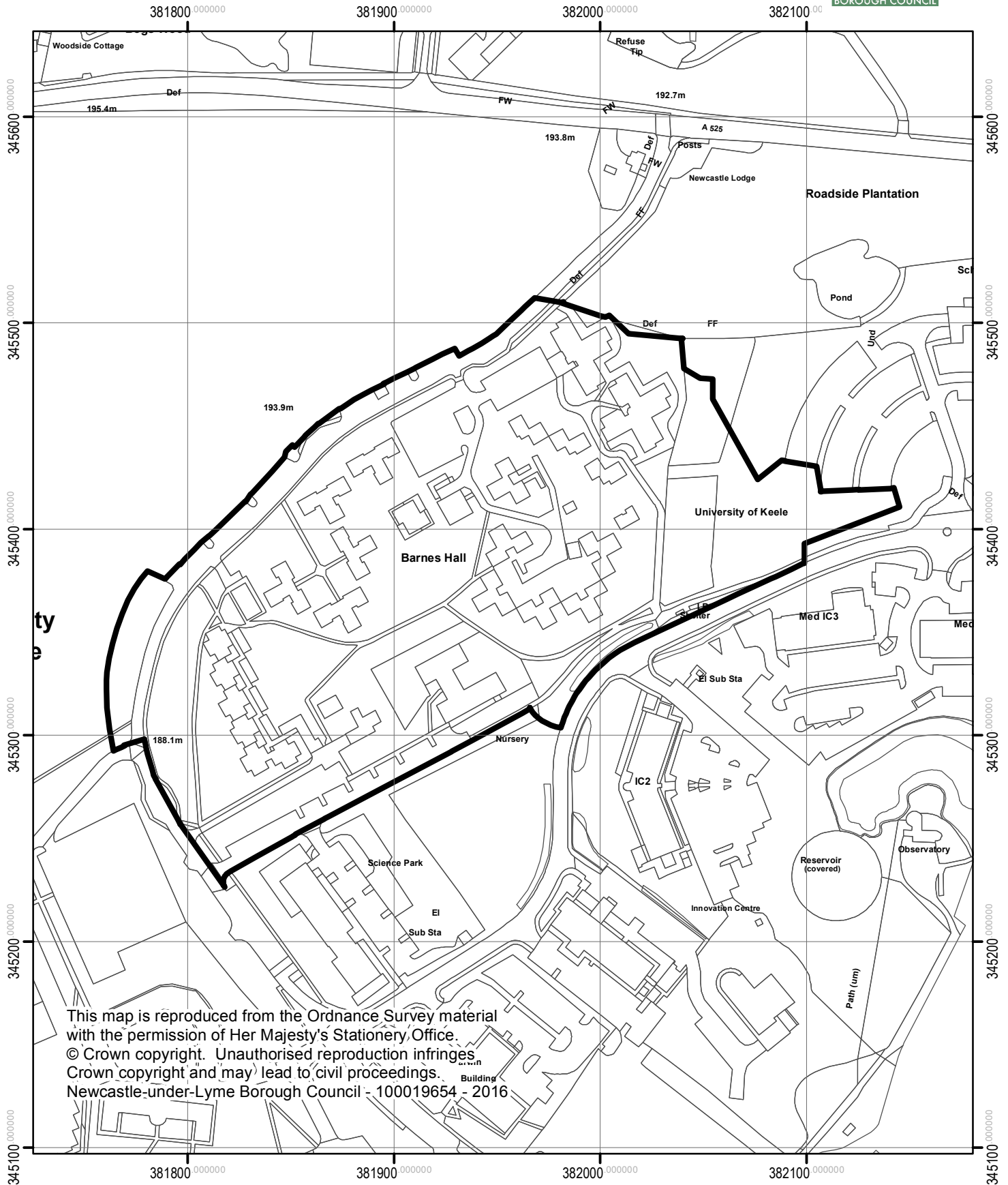
All of these documents are available for inspection at the Guildhall and as associated documents to the application in the Planning Section of the Council's website via the following link <http://publicaccess.newcastle-staffs.gov.uk/online-applications/PLAN/16/01014/FUL>

Background papers

Planning files referred to
Planning Documents referred to

Date report prepared

5th March 2017



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**HORWOOD HALL, KEELE UNIVERSITY, KEELE
KEELE UNIVERSITY AND UPP PROJECTS LIMITED**

16/01016/FUL

The application is for the demolition of 266 student bed-space and other demolition works; the erection of 13 new halls of residence, comprising seven cluster flat blocks and six townhouse blocks to provide 915 new student bed-spaces, three wardens' flats and three laundries; the provision of a music and teaching facility and a replacement medical facility; the erection of a two-storey social hub; the erection of ancillary buildings including bike stores and bin stores; the change of use of 'House 99' to the Keele Postgraduate Association building; the reconfiguration of parking, servicing and accesses; plus hard and soft landscaping, engineering works and associated infrastructure at Horwood Hall. The application site comprises 7.23ha.

The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt but lies within an Area of Landscape Maintenance. The site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall. The site lies outside the Keele Hall Conservation Area, but contiguous with it. A plan indicating the application site boundary in relation to those of the Conservation Area and the Registered Parkland and Garden will follow as Appendix 2 to this report.

The application is supported by an Environmental Statement (ES).

Applications for developments at Barnes Hall (16/01014/FUL) and Lindsay Hall (16/01015/FUL) and for a temporary car park for up to 400 vehicles on Plot 7, Home Farm (Ref. 17/00012/FUL) are considered elsewhere on the agenda.

The 16 week period for the determination of this application expires on the 28th March 2017.

RECOMMENDATION

- A) Subject to the applicant prior to the 28th March agreeing to extend the statutory period to 13th May 2017 and the applicant then entering into a Section 106 obligation by 6th May 2017 to secure financial contributions towards travel plan monitoring (£2,200 in total for all 3 schemes), the provision of real-time travel information (£15,000 in total for all 3 schemes), and a Toucan signal controlled crossing on Cemetery Road (£39,000 in total for all 3 schemes),

Permit, subject to conditions relating to the following matters:-

- Commencement time limit
 - Approved plans
 - Contaminated land
 - Construction hours
 - Construction management plan
 - Glazing specification
 - Noise levels from mechanical ventilation provision to habitable areas
 - Ventilation provision to habitable spaces
 - Noise from plant
 - Flue height
 - Provision of parking, servicing and turning areas indicated on approved plans
 - Cycle parking in accordance with approved details
 - Travel plan
 - Upon occupation, or at a later date if agreed, a review of the parking and modal split situation at the University to be undertaken, and such measures as shall be justified by the conclusions of that review, including if appropriate, the provision of additional or alternatively reduced parking, and management measures, to be submitted to the Local Planning Authority for its approval together with a timetable for the implementation of such measures, and thereafter their implementation
 - Temporary car park
 - Tree protection plan and method statement
 - Landscaping scheme
 - Facing and surfacing materials
 - Sample panel to be retained on site
 - Details of surface water and foul sewage drainage
- B) That your officers in consultation with the Chair be authorised to draw up a statement complying with Regulation 24 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011, as amended, that is based upon the content of this Report
- C) Should the above Section 106 obligations not be secured within the above period, that the Head of Planning be given delegated authority to refuse the application on the grounds that without such matters being secured the development would fail to secure measures to ensure that the development achieves sustainable development outcomes, and does not impact on highway/pedestrian safety; or, if he considers it appropriate, to extend the period of time within which the obligation can be secured.

Reason for Recommendation

The principle of residential accommodation within the University Campus is considered acceptable providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. Subject to conditions and various Section 106 contributions which are considered necessary and lawful, the level of car parking initially proposed is considered acceptable although it is considered appropriate to require the position to be reviewed at the occupation of the development (and the other two schemes referred to elsewhere on this agenda).

The impact on trees is also considered acceptable. Taking into account the requirement for the decision-maker to pay special attention to such matters there would be no significant adverse impact on the setting of Keele Hall or the Conservation Area. The scale, and the simple, well-mannered design of the buildings would be appropriate and it is not considered that there would be any significant adverse impact on the character and appearance of the Historic Park and Garden, the wider campus, or on the even wider landscape impact of the University. Subject to the imposition of suitable conditions it is not considered that there are any adverse impacts of the development that would significantly and demonstrably outweigh the benefits and accordingly permission should be granted.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with the planning application

Additional information has been requested and provided where necessary to progress the determination of the application. This is now considered to be a sustainable form of development and complies with the provisions of the National Planning Policy Framework (NPPF).

Key Issues

1.1 Horwood Hall currently comprises 694 bed-spaces. Full planning permission is sought for the following:

- demolition of 266 student bed-space and other demolition works; the erection of 13 new halls of residence, comprising seven cluster flat blocks and six townhouse blocks to provide 915 new student bed-spaces, three wardens' flats and three laundries;
- the provision of a music and teaching facility and a replacement medical facility;
- the erection of a two-storey social hub;
- the erection of ancillary buildings including bike stores and bin stores;
- the change of use of 'House 99' to the Keele Postgraduate Association building;
- the reconfiguration of parking, servicing and accesses; and
- hard and soft landscaping, engineering works and associated infrastructure

1.2 The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt but lies within an Area of Landscape Maintenance. The site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall. The site lies outside the Keele Hall Conservation Area, but contiguous with it.

1.3 A number of key issues have been considered with respect to the previous application on the agenda for Barnes Hall (Ref. 16/01014/FUL) that are relevant to this application and therefore it is not considered necessary to repeat them here. In summary, the principle of residential accommodation within the University Campus is considered acceptable providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. Subject to conditions and various Section 106 contributions which are considered necessary and lawful, the level of car parking initially proposed and the impact on trees is considered acceptable. With respect to this application, although concerns have been raised by Keele Parish Council regarding proximity to the existing staff flats, it is not considered that there would be any significant adverse impact on the amenity of the occupiers of those dwellings. Therefore the main issues for consideration in the determination of this application are:-

- Does the proposed development have any adverse impact upon the character and appearance of the Conservation Area, the setting of any Listed Buildings or the character and appearance of the Historic Park and Garden?
- Is the location and design of the proposed development acceptable, including in the wider landscape context?
- Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

2. Does the proposed development have any adverse impact upon the character and appearance of the Conservation Area, the setting of any Listed Buildings or the character and appearance of the Historic Park and Garden?

2.1 The site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall and part of the site lies contiguous with a section of the north-east boundary of Keele Hall Conservation Area. Keele Hall, a Grade II* Listed Building lies to the south-west of the site.

2.2 There is a statutory duty upon the LPA to pay special attention to the desirability of preserving or enhancing the character and appearance of Conservation Areas and Listed Buildings in the exercise of its planning functions. There is no such statutory duty with respect to the Registered Parkland and Garden. Local and national planning policies seek to protect and enhance their character and appearance of all of such features and development that is contrary to those aims will be resisted.

2.3 The NPPF states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

2.4 Paragraph 132 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset such as a Conservation Area, Listed Building or Registered Park and Garden, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

2.5 In paragraph 133 it is indicated that where a proposed development would lead to *substantial* harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:-

- The nature of the heritage asset prevents all reasonable uses of the site
- No viable use of heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use

2.6 Paragraph 134 states that where a development proposal will lead to *less than substantial* harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

2.7 Saved NLP Policy B5 states that the Council will resist development proposals that would adversely affect the setting of a Listed Building.

2.8 NLP Policy B9 states that the Council will resist development that would harm the special architectural or historic character or appearance of Conservation Areas. Policy B14 states that in determining applications for building in or adjoining a Conservation Area, special regard will be paid to the acceptability or otherwise of its form, scale and design when related to the character of its setting, including, particularly, the buildings and open spaces in the vicinity. These policies are all consistent with the NPPF and the weight to be given to them should reflect this.

2.9 The development comprises the demolition of a number of 2 and 3-storey blocks of student accommodation at various locations within the site as well as a 7-storey block and other ancillary buildings including the health centre. New 4-storey accommodation blocks and a new 2-storey hub building are proposed coinciding with the general footprint of the demolished buildings. New 4, 5 and 6-storey accommodation blocks and new music block and medical facility are proposed on the site of

the existing car park and a new car park is proposed. Renewal works and an extension are proposed to House 99 which is located on Horwood Hall Avenue (shown on the map provided with this report).

2.10 Horwood is adjacent to the north-eastern boundary of the Keele Hall Conservation Area which includes the Grade II* listed Keele Hall. The Landscape and Visual Impact Assessment (LVIA) submitted with the application states that the site has no effective visual relationship with the Conservation Area as the extent of trees and woodland between Horwood Hall and the Conservation Area provides considerable screening at this point. The ES that accompanies the application states that the site makes no contribution to the setting or significance of either Keele Hall or the Conservation Area and argues that they would not be affected by the proposed development.

2.11 The ES goes on to state that existing development on the Horwood Hall site has disrupted the designed landscape and that the disjointed development and mediocre quality buildings are unrelated to the historic layout and are negative elements. It states that the development proposals would introduce new built form within existing development on this site and would make negligible change to the Park's character.

2.12 In a joint response from the Gardens Trust and the Staffordshire Gardens and Parks Trust, concerns are raised regarding the proposed erection of blocks H2, H3 and H4 adjacent to Horwood Hall Avenue in the south-eastern corner of the site. Their comments include that development here will undesirably increase the density of building in an area of the campus currently characterised by its open space. It would be visible in glimpses through the adjacent tree belt from across the lake to the south representing a visual intrusion of contemporary development into an unspoiled part of the historic landscape causing harm to the setting of the Conservation Area and to the central core of the Registered Park and Garden.

2.13 The Conservation Officer states that the Conservation Area boundary is very well contained with wide banks of trees clearly defining the boundary and that as a result, Keele Hall is experienced mainly from the south east and views are only glimpsed from the Conservation Area into the Horwood site. Historic England considers that the proposed development would have no greater impact on the setting of the Hall, or the Conservation Area, or the significance of the Historic Park and Garden, than is currently the case.

2.14 Your Officer concurs with the Conservation Officer and with Historic England and considers that given the existing development at Horwood and the significant landscaping between the Hall and the Conservation Area, there would be no significant adverse impact on the setting of Keele Hall, the Conservation Area or the Historic Park and Garden.

2.15 The existing car park at Horwood, which is opposite the Student Union, would be developed with a mix of residential and other uses including a music and teaching facility and medical centre. The Gardens Trust and the Staffordshire Gardens and Parks Trust are concerned that the construction of a seven storey block to the south-east edge of this zone will be substantially taller than prevailing buildings on the campus and its close juxtaposition to the five storey block above the medical centre will be overbearing and oppressive and will not be an enhancement within the historic landscape.

2.16 Whilst significant in height, these buildings would be sited close to the existing heart of the campus and the highest block would not exceed the height of the existing tree canopy. This part of the site is sufficiently far enough away from Keele Hall not to compete with it and it is not considered that any objection could be sustained on the grounds of impact on the character of the Historic Park and Garden.

3. Is the location and design of the proposed development acceptable, including in the wider landscape context?

3.1 The site is within an Area of Landscape Maintenance as designated on the Local Development Framework Proposals Map and Policy N19 of the Local Plan states that within these areas it will be necessary to demonstrate that development will not erode the character or harm the quality of the landscape. This policy is considered to be consistent with the NPPF which states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

3.2 The application site lies towards the centre of the University campus and just south of the northwest to southeast orientated ridgeline that crosses central parts of the campus. The site falls quite steeply to the southwest. The existing accommodation blocks and student townhouses comprise modern, red brick buildings with flat roofs to the accommodation blocks and pitched roofs to the student housing. The accommodation blocks are confined to the lowest parts of the site where they are mostly 3-storeys high although one block in the centre of the site is 7-storeys. The student housing is located on the highest parts of the site and limited to 2-storeys.

3.3 The proposal comprises a new 4-storey townhouse community in the north of the site stepping up the hill adjacent to Observatory Walk and new 4-storey cluster flat accommodation around the retained accommodation to the south-east of the site. A new social hub, together with central services, will be located in the centre of the site, with the central pedestrian link passing through the building and a 'mixed-use' development is proposed on the site of the E1 car park with cluster flat accommodation above commercial uses, a medical centre and a music facility opposite the heart of the campus. Renewal works and an extension are proposed to House 99 which is located on Horwood Hall Avenue.

3.4 The facing brickwork of the cluster flat blocks and townhouses would contrast with the colour of the plinths which would comprise dark brick with areas of feature white glazed brick panels. Crisp, white window surrounds are proposed and the cluster flats would have a bold stair and entrance design, while there would be vertical elements between pairs of townhouses to enhance legibility.

3.5 The Design and Access Statement states that the design intent is to respond to topography, setting and to extend the boundary of Horwood Hall, whilst still providing a community that feels connected. Buildings have been sited and orientated to respond to the site's topography and to retain key trees which punctuate this landscape. Curved pathways are proposed to link each building with one another and the wider campus. A new social hub and reception is to be centrally located with a wide paved route which sweeps through the hub from the north to the south-east. Woodland through the centre of the development is to be retained and enhanced, maintaining amenity value and retaining a distinct physical boundary between Horwood and Keele Hall.

3.6 A Landscape Visual Impact Assessment (LVIA) that accompanies the application states that there would be no impact on the wider landscape due primarily to the location of the site within the University and the high degree of enclosure provided by vegetation and built development. This ensures that the development will be contained and will not breach the wooded skyline when viewed from the surrounding area. At a more local level, the LVIA states that the existing halls of residence will be replaced by new student accommodation that seeks to visually lift the area. There will therefore be positive changes to the character of the site. Existing perimeter vegetation will be retained and together with vegetation and buildings that adjoin the site, will substantially filter and screen views of the new buildings from within the University and immediate surrounding area.

3.7 Overall your Officer considers that the scale, and the simple, well-mannered design of the buildings would be appropriate and it is not considered that there would be any significant adverse impact on the character and appearance of the wider campus, or on the even wider landscape impact of the University.

4. Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

4.1 As concluded in relation to the Barnes proposals earlier on the agenda (Ref. 16/01014/FUL), the proposal represents sustainable development and it is not considered that the adverse impacts would significantly and demonstrably outweigh the benefits of the proposal. Accordingly the proposal complies with the requirements of paragraph 14 of the NPPF as well as the overarching aims and objectives of the NPPF. On this basis planning permission should be granted provided the required contributions are obtained and appropriate conditions are used, as recommended.

APPENDIX

Policies and proposals in the approved development plan relevant to this decision:-

[Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy \(CSS\) 2006-2026](#)

Policy SP1	Spatial Principles of Targeted Regeneration
Policy SP2	Spatial Principles of Economic Development
Policy SP3	Spatial Principles of Movement and Access
Policy ASP6	Rural Area Spatial Policy
Policy CSP1	Design Quality
Policy CSP2	Historic Environment
Policy CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets
Policy CSP5	Open Space/Sport/Recreation
Policy CSP10	Planning Obligations

[Newcastle-under-Lyme Local Plan \(NLP\) 2011](#)

Policy H1	Residential Development: Sustainable Location and Protection of the Countryside
Policy E8	Keele University and Keele Science Park
Policy N3	Development and Nature Conservation – Protection and Enhancement Measures
Policy N4	Development and Nature Conservation – Use of Local Species
Policy N12	Development and the Protection of Trees
Policy N13	Felling and Pruning of Trees
Policy N17	Landscape Character – General Considerations
Policy N19	Landscape Maintenance Areas
Policy B3	Other Archaeological Sites
Policy B5	Control of Development Affecting the Setting of a Listed Building
Policy B9	Prevention of Harm to Conservation Areas
Policy B10	The Requirement to Preserve or Enhance the Character or Appearance of a Conservation Area
Policy B13	Design and Development in Conservation Areas
Policy B14	Development in or Adjoining the Boundary of Conservation Areas
Policy B15	Trees and Landscape in Conservation Areas
Policy T16	Development – General Parking Requirements
Policy C4	Open Space in New Housing Areas
Policy IM1	Provision of Essential Supporting Infrastructure and Community Facilities

Other Material Considerations include:

[National Planning Policy](#)

[National Planning Policy Framework \(NPPF\) \(2012\)](#)

[Planning Practice Guidance \(March 2014\)](#)

[Community Infrastructure Levy Regulations \(2010\)](#) as amended and related statutory guidance

[Supplementary Planning Guidance/Documents](#)

[Developer contributions SPD \(September 2007\)](#)

[Space Around Dwellings SPG \(SAD\) \(July 2004\)](#)

[Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance Supplementary Planning Document \(2010\)](#)

[Planning for Landscape Change - SPG to the former Staffordshire and Stoke-on-Trent Structure Plan](#)

[Waste Management and Recycling Planning Practice Guidance Note](#) approved in 2003 and last updated in February 2016

Relevant Planning History

- 10/00531/FUL Construction of student accommodation blocks at Keele University Campus (Barnes and Horwood) and residential development and an older persons care village at The Hawthorns - withdrawn on 7th March 2011
- 13/00424/FUL Proposed student accommodation with car parking at Keele Campus (Barnes) and residential development of 92 dwellings with school drop off point, shop and linked area of green space at The Hawthorns – Refused and dismissed at appeal in July 2015
- 16/01004/FUL Demolition of the Management Centre buildings at the Hawthorns, Keele and the construction of student accommodation at Keele University Campus (Barnes) and residential development at The Hawthorns, Keele – Approved

Views of Consultees

The **Environmental Health Division** – no objections subject to conditions regarding construction hours, a construction environmental management plan, noise from the music facility, environmental sources, mechanical ventilation, plant, the Student Union and the CHP plant, CHP flue height and contaminated land.

The **Landscape Development Section** (in relation to all 3 campus applications) – the three schemes appear to have been well considered and the landscaping proposals are an overall improvement in quality to the current landscaping, notwithstanding that the spaces between buildings are generally more restricted. Although trees will be lost this has been kept to a minimum, leaving sufficient mature trees, and the proposed enhanced landscaping provides adequate tree replacements and an overall net gain which will give a satisfactory tree cover for the future. The proposal to replace all the removed higher quality trees with well-placed substantial 'heritage' trees will ultimately mitigate the tree loss. No objection is raised to the proposals.

There are several existing trees within the site that appear to have new hard surfacing that exceeds 20% of the existing unsurfaced ground within their Root Protection Areas. All trees should be reviewed and suitable amendments made to redress this.

Conditions are recommended requiring a Tree Protection Plan, Method Statement and detailed landscaping plan and all recommendations of the Tree Report to be followed. A S106 contribution, reduced to account for single person units, is sought for off-site green space for the net gain in accommodation for each site.

The **Local Lead Flood Authority** has no objections subject to a condition requiring the submission, approval and implementation of a detailed surface water drainage scheme for the site.

Severn Trent Water, noting the acceptable outline drainage strategy, has no objections subject to a condition requiring drainage plans for the disposal of foul and surface water flows.

The **Highway Authority** has no objections to the proposal subject to the imposition of conditions requiring the provision of the parking, servicing and turning areas in accordance with the approved plans, full details of the cycle parking storage, submission of a travel plan, installation of a sustainable

travel information points within the two social hub buildings, provision of a temporary car park within the campus and submission of a Construction Management Plan. Section 106 contributions are required towards travel plan monitoring, installation of two sustainable travel information points, a toucan signal controlled crossing on Cemetery Road and a contribution for parking surveys and the implementation of Residents Parking Zones or parking restrictions if deemed necessary.

Natural England states that the proposal is unlikely to affect any statutorily protected sites or landscapes and reference is made to their Standing Advice on protected species. They state that the application may provide opportunities to incorporate features into the design which are beneficial to wildlife or enhance the character and local distinctiveness of the surrounding natural and built environment.

The **Conservation Advisory Working Party** - Generally they welcome the quality of the submission and the fact that the envelope of the halls are staying the same, not encroaching onto new green spaces and that respect has been given to trees and the special landscape character. The architects have created interesting spaces and landscapes and the crisp quality buildings are commended. Some members are disappointed at the loss of some of the earlier buildings on the campus especially at Horwood. Earlier University buildings have evolved to create a sense of character, an approach which reinforces the existing qualities of the park and gardens at Keele, being relatively small scale and in recognisable materials. The Working Party is concerned about the loss of car parking from Horwood and the general impact that this will have on the village given the increase in room numbers.

Staffordshire County Council Rural County (Environmental Advice) Team confirms the findings of the archaeological assessment and raises no further historic environment concerns. The Landscape and Visual Impact Assessment draws fair and accurate conclusions that landscape and visual effects would not be significant. The Design and Access Statement demonstrates that the design process has been informed by the landscape setting and seeks to reflect the character of the Registered Park and maintain key vistas, which is welcomed. There is also mention of taking opportunities to strengthen definition and soften building facades with planting, which should be developed to provide appropriate mitigation. There are no strategic landscape concerns to raise regarding this application. The County Council's Definitive Map of Public Rights of Way shows that no rights of way cross the application site. The County Council has received an application to add a Public Footpath to the Definitive Map.

Historic England states that Horwood Hall is located close to the Grade II* Keele Hall, adjacent to the Keele Hall Conservation Area and within the Grade II Keele Hall Historic Park and Garden. No objection is raised in principle to the demolition of the existing buildings and having carefully considered the relationship of the application site to Keele Hall and the immediate grounds and lakes, it is considered that the proposed development would have no greater impact on the setting of the Hall, or the Conservation Area, or the significance of the historic park and garden, than is currently the case. Conditions are recommended requiring architectural details, materials and finishes to be submitted for consideration.

The **Council's Conservation Officer** makes the following comments:

- The applications are accompanied by a lot of well-considered information which sets out the historic assets on the site and their significance and the effect of the developments on that significance
- Potential for impact would be on Keele Hall, the Clockhouse complex and associated structures like the pleasure garden and walls and the Conservation Area and Historic Park and Garden - in general it is the setting of these assets which has the potential to be affected
- Keele Hall is adjacent to Horwood Hall and the lakes and formal gardens are adjacent and fall within Keele Hall Conservation Area and the Historic Park and Garden. Keele Hall is not directly affected by the proposed development but its setting is. Horwood Hall is set on higher ground with dense banks of trees forming a clear boundary around the Hall and lakes. From here only partial views of the upper section of the Hall are apparent from Horwood and views are only glimpsed from the Conservation area into the Horwood site. Keele Hall is experienced mainly from the south east and the planting and banks of trees affect this experience.

- It is pleasing that House 99 will be retained and the minimalist extension is sympathetic to the distinctive style of the existing building.
- The music building/medical centre and accommodation blocks will have a significant impact as currently there are no buildings on the car park. However it is close to the existing heart of the campus and the highest cluster block will not exceed the existing tree canopy and is sufficiently far enough away from Keele Hall not to compete with it. The success of this part of the development will be in the quality of the materials and execution of the design. All of the other buildings are set in and amongst existing university buildings and contextually the University buildings are readily apparent within the Park and Garden setting.
- The unity of the materials for the residential accommodation and the crisp window details in the reveals and wrap around corner windows are supported. The sense of identity for each Hall which will be subtly created through other basic design principles such as feature panels, entrances and coloured blinds.
- There is no doubt that this overall masterplan for each of the Halls is extremely well considered and this will hopefully be its success if the concept is retained throughout the build. If one element is ignored then the success of the scheme could be compromised. There is a chance to create new and exciting places within the campus whilst not having a detrimental impact on the special character of the historic environment. The materials and details should be conditioned and sample panels of brickwork should be retained on site to ensure the consistency which is set out within the design and access statement.

Keele Parish Council wishes to see a strategic parking plan included in the application that identifies how the current number of parking spaces is going to be maintained during the development. It is concerned that if the number of parking spaces provided by Keele University for staff and students is reduced, this will impact on surrounding local roads in the Parish. Irresponsible parking that endangers other motorists and pedestrians has already been seen, and should not be exacerbated. In relation to Horwood Hall, there were concerns raised at the public consultation regarding the close proximity of the student accommodation with the staff flats and the overlooking nature of the accommodation. Although these comments were taken on board and the layout tweaked, there is still an issue in relation to the service entrance/disabled entrance at the rear of the halls. The Parish Council would like the main front entrance to be made into a pathway with no steps to reduce the need for an additional rear access or reduce the use. This would therefore lesson the encroachment on the staff flats (which are located just behind the service road).

The Gardens Trust (TGT) and **Staffordshire Gardens and Parks Trust (SGPT)** states that the principle of development of most of this site within the Registered Parkland and Garden (RPG) for university purposes has already been conceded. The extension of development for the music and medical centres into the car park will be read against adjoining 20th century university buildings and is accepted in principle. However the construction of a seven storey block to the south-east edge of this zone will be substantially taller than prevailing buildings on the campus and its close juxtaposition to the five storey block above the medical centre will be overbearing and oppressive. This seems unlikely to create a memorable student experience and is certainly not an enhancement within the historic landscape. The Trust suggests that the design, height and layout of buildings in this area be reconsidered.

The Trusts are particularly concerned by the proposed erection of blocks H2, H3 and H4 adjacent to Horwood Hall Avenue. This part of the site fronts the core of the historic park around Keele Hall and immediately abuts the boundary of the designated Keele Hall Conservation Area. Development here will undesirably increase the density of building in an area of the campus currently characterised by its open space. It would be visible in glimpses through the adjacent tree belt from across the lake to the south representing a visual intrusion of contemporary development into an unspoiled part of the historic landscape. This part of the development would cause harm to the setting of the Conservation Area and to the central core of the RPG. It should either be deleted from the application or another less sensitive site found for the new buildings.

The Trusts greatly regret the lack of architectural aspiration in the proposals for the new halls of residence and the use of an uninspired, standardised design module both within the application and at the concurrent proposal for Barnes and Lindsay Halls. The repetitive and institutional proposals put forward are unworthy of their historic setting and the University as a centre of learning and culture.

Without substantial reconsideration this will be a singularly unfortunate missed opportunity to enhance the historic park and student experience through imaginative and varied design.

The Trusts have no objection to the demolition of existing buildings of low architectural merit near the corner of Keele Hall Road and Horwood Hall Avenue and their replacement by the new Horwood Hub. They object to the creation of a large car park at this sensitive junction. It will be an unsympathetic intrusion into the setting of the Conservation Area and the core part of the historic park which will be readily visible from the main circular route through the campus. It should either be deleted from the proposals or an alternative location identified.

As currently presented the Trusts consider that the redevelopment will cause harm to the significance of the heritage assets at Keele Hall and object on the grounds of poor design, layout and visual intrusion. Both Trusts are disappointed that they were not consulted earlier in the planning process and given the chance to comment on the emerging scheme as respectively the statutory national consultee on historic designed landscapes and the principal local expert body. In this respect they consider that the applicant's claim of wide engagement is inaccurate and flawed.

Staffordshire Wildlife Trust and the **Environment Agency** were consulted upon the application, the date by which their comments were requested has passed without comments being received from them and they must be assumed to have no observations to make.

Representations

None received

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Environmental Statement
- Design and Access Statement
- Planning Statement
- Access Statement
- Drainage Strategy
- Transport Statement
- Energy and Sustainability Statement
- Flood Risk Assessment
- Materials Schedule
- Phase 1 Detailed Desktop Study
- Resource Efficiency Management Plan
- Statement of Community Engagement
- Tree Survey

All of these documents are available for inspection at the Guildhall and as associated documents to the application in the Planning Section of the Council's website via the following link <http://publicaccess.newcastle-staffs.gov.uk/online-applications/PLAN/16/01016/FUL>

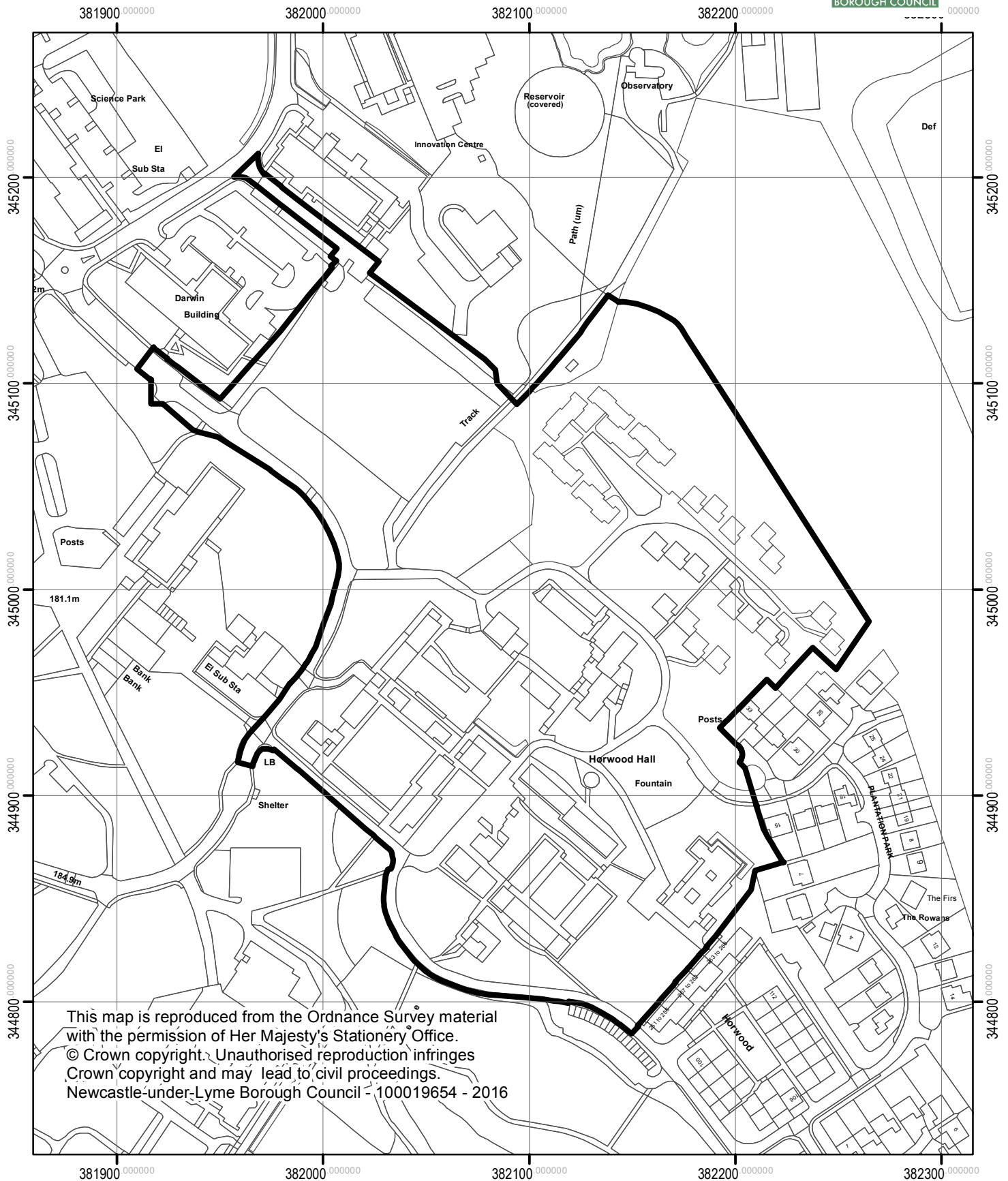
Background papers

Planning files referred to
Planning Documents referred to

Date report prepared

7th March 2017

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**LINDSAY HALL, KEELE UNIVERSITY, KEELE
KEELE UNIVERSITY AND UPP PROJECTS LIMITED**

16/01015/FUL

The application is for the demolition of an energy centre, music studio and 241 student bed-spaces and other demolition works; the erection of 10 new halls of residence, comprising seven cluster flat blocks and three townhouse blocks to provide 814 new student bed-spaces, three wardens' flats, three laundries, a social hub in two locations; the erection of a replacement energy centre; the erection of ancillary buildings including bike stores and bin stores; the reconfiguration of parking, servicing and accesses; plus hard and soft landscaping, engineering works and associated infrastructure at Lindsay Hall. The application site comprises 5.07ha.

The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt but lies within an Area of Landscape Maintenance. Part of the site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall and a very small part of the site is within the Keele Hall Conservation Area. A map showing the extent of the Keele Hall Conservation Area and another of the Registered Parkland and Garden will follow as Appendices to the report on this application.

The application is supported by an Environmental Statement (ES).

Applications for developments at Barnes Hall (16/01014/FUL), Horwood Hall (16/01016/FUL) and for a temporary car park for up to 400 vehicles on Plot 7, Home Farm (Ref. 17/00012/FUL) are considered elsewhere on the agenda.

The 16 week period for the determination of this application expires on the 28th March 2017.

RECOMMENDATION

- A) Subject to the applicant prior to the 28th March agreeing to extend the statutory period to 13th May 2017 and the applicant then entering into a Section 106 obligation by 6th May 2017 to secure financial contributions towards travel plan monitoring (£2,200 in total for all 3 schemes), the provision of real-time travel information (£15,000 in total for all 3 schemes), and a Toucan signal controlled crossing on Cemetery Road (£39,000 in total for all three schemes),

Permit, subject to conditions relating to the following matters:-

- Commencement time limit
 - Approved plans
 - Contaminated land
 - Construction hours
 - Construction management plan
 - Glazing specification
 - Noise levels from mechanical ventilation provision to habitable areas
 - Ventilation provision to habitable spaces
 - Noise from plant
 - Flue height
 - Provision of parking, servicing and turning areas indicated on approved plans
 - Cycle parking in accordance with approved details
 - Travel plan
 - Upon occupation, or at a later date if agreed, a review of the parking and modal split situation at the University to be undertaken, and such measures as shall be justified by the conclusions of that review, including if appropriate, the provision of additional or alternatively reduced parking, and management measures, to be submitted to the Local Planning Authority for its approval together with a timetable for the implementation of such measures, and thereafter their implementation
 - Temporary car park
 - Tree protection plan and method statement
 - Landscaping scheme
 - Facing and surfacing materials
 - Sample panel to be retained on site
 - Details of surface water and foul sewage drainage
- B) That your officers in consultation with the Chair be authorised to draw up a statement complying with Regulation 24 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011, as amended, that is based upon the content of this Report
- C) Should the above Section 106 obligations not be secured within the above period, that the Head of Planning be given delegated authority to refuse the application on the grounds that without such matters being secured the development would fail to secure measures to ensure that the development achieves sustainable development outcomes, and does not impact on highway safety: or, if he considers it appropriate, to extend the period of time within which the obligations can be secured.

Reason for Recommendation

The principle of residential accommodation within the University Campus is considered acceptable providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. Subject to conditions and various Section 106 contributions which are considered necessary and lawful, the level of car parking initially proposed is considered acceptable although it is considered appropriate to require the position to be reviewed at the occupation of the development (and the other two referred to in subsequent reports). The impact on trees is also considered acceptable. The scale, and the simple, well-mannered design of the

buildings would be appropriate and it is not considered that there would be any significant adverse impact on the character and appearance of the Historic Park and Garden, the wider campus, or on the even wider landscape impact of the University. Subject to the imposition of suitable conditions it is not considered that there are any adverse impacts of the development that would significantly and demonstrably outweigh the benefits and accordingly permission should be granted.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with the planning application

Additional information has been requested and provided where necessary to progress the determination of the application. This is now considered to be a sustainable form of development and complies with the provisions of the National Planning Policy Framework (NPPF).

Key Issues

1.1 Lindsay Hall currently comprises 563 bed-spaces. Full planning permission is sought for the following:

- demolition of an energy centre, music studio and 241 student bed-spaces and the erection of 10 new halls of residence comprising seven cluster flat blocks and three townhouse blocks to provide 814 new student bed-spaces, three wardens' flats and three laundries;
- a social hub in two locations;
- the erection of a replacement energy centre;
- the erection of ancillary buildings including bike stores and bin stores;
- the reconfiguration of parking, servicing and accesses; and
- hard and soft landscaping, engineering works and associated infrastructure

1.2 The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt and lies within an Area of Landscape Maintenance. Part of the site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall and a very small part of the site is within the Conservation Area.

1.3 A number of key issues have been considered with respect to the previous application on the agenda for Barnes Hall (Ref. 16/01014/FUL) that are relevant to this application and therefore it is not considered necessary to repeat them here. In summary, the principle of residential accommodation within the University Campus is considered acceptable providing the students with accommodation very close to their place of study and the associated shops and services that the Campus offers. Subject to conditions and various Section 106 contributions which are considered necessary and lawful, the level of car parking initially proposed and the impact on trees is considered acceptable. With respect to this application, although concerns have been raised by the occupier of Paddock Farm which lies to the west of the application site on the grounds of impact on their privacy, there are a number of substantial farm buildings that lie between the proposed buildings and the farmhouse and therefore it is not considered that there would be any significant impact on the privacy of the occupants. Therefore the main issues for consideration in the determination of this application are:-

- Does the proposed development have any adverse impact upon the character and appearance of the Conservation Area, the setting of any Listed Buildings or the character and appearance of the Historic Park and Garden?
- Is the location and design of the proposed development acceptable, including in the wider landscape context?
- Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

2. Does the proposed development have any adverse impact upon the character and appearance of the Conservation Area, the setting of any Listed Buildings or the character and appearance of the Historic Park and Garden?

2.1 The northern part of the site lies within the Grade II Registered Parkland and Garden of Special Historic Interest at Keele Hall and a very small part of the site immediately adjacent to the west wall of the upper garden of Keele Hall is included within the Conservation Area boundary. There are several

listed structures in the vicinity of the site, principally, Keele Hall, a Grade II* Listed Building, and The Clockhouse, a Grade II Listed Building.

2.2 There is a statutory duty upon the LPA to pay special attention to the desirability of preserving or enhancing the character and appearance of Conservation Areas and Listed Buildings in the exercise of its planning functions. There is no such statutory duty with respect to the Registered Parkland and Garden. Local and national planning policies seek to protect and enhance their character and appearance and development that is contrary to those aims will be resisted.

2.3 The NPPF states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

2.4 Paragraph 132 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset such as a Conservation Area, Listed Building or Registered Park and Garden, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

2.5 In paragraph 133 it is indicated that where a proposed development would lead to *substantial* harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:-

- The nature of the heritage asset prevents all reasonable uses of the site
- No viable use of heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use

2.6 Paragraph 134 states that where a development proposal will lead to *less than substantial* harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

2.7 Saved NLP Policy B5 states that the Council will resist development proposals that would adversely affect the setting of a Listed Building.

2.8 NLP Policy B9 states that the Council will resist development that would harm the special architectural or historic character or appearance of Conservation Areas and Policy B10 lists a number of criteria that must be met in ensuring that the character and appearance of a Conservation Area is preserved or enhanced. These include that the form, scale, bulk, height, materials, colour, vertical or horizontal emphasis respect the characteristics of the buildings in the area; that open spaces important to the character or historic value of the area are protected; and that trees and other landscape features contributing to the character and appearance of the area are protected. NLP Policy B14 states that in determining applications for building in a Conservation Area, special regard will be paid to the acceptability or otherwise of its form, scale and design when related to the character of its setting, including, particularly, the buildings and open spaces in the vicinity. These policies are all consistent with the NPPF and the weight to be given to them should reflect this.

2.9 Existing accommodation at Lindsay Court to the north of the site is to be retained, blocks S and T adjacent to Keele Hall Road will be retained and remodelled but all other buildings on the Lindsay Hall site will be demolished. The east of the site will have an arrangement of four-storey cluster flat

accommodation with buildings stepping down the hill. To the west, there will be three blocks of townhouses and a central building of cluster flats (L1) will extend south through the site, being five-storeys at the northern end and seven-storeys at the southern (lower) end with a flat roof. The social hub at Lindsay Hall will be divided into two locations. A two-storey hub at ground level will provide a reception and social spaces while a quieter social space including study areas will be accommodated on the top floor of L1 in the form of what is termed the 'Prospect Room'. The central building of cluster flats is proposed to be deliberately bolder to contrast with the lower background buildings. Links are proposed under the central building connecting the courtyards and communities, and providing opportunities for further social spaces at key points.

2.10 The Design and Access Statement (D&AS) states that the buildings to the south have been positioned to reflect the angled language of the former glass houses and to respect existing tree planting around the Hall's boundaries. It is stated that the landscape seeks to create a contemporary take on the historic landscape of Keele Hall with its formal avenues, curved paths and hedged gardens. The design intent is to respond to the Conservation Area and to take the opportunity to improve the University's visibility from the south. It is intended to respond to topography, improving routes and accessibility whilst maximising the benefits of the unique setting to enhance the student experience.

2.11 Keele Hall and the Clock House Listed Buildings lie to the east of the application site. Both Historic England and the Council's Conservation officer consider that the historic relationship between the Listed Buildings and the walled gardens has largely been eroded by the existing development at Lindsay Hall and that the proposed development would have no greater impact on the setting of those Listed Buildings than is currently the case.

2.12 Lindsay Hall lies on the western edge of the Conservation Area, the boundary of which includes a very small sliver of land within the application site alongside the western wall of the upper garden. The remainder of the site forms part of the setting of the Conservation Area. There is no published Conservation Area Appraisal but the ES that accompanies the application states that the existing development has a negative impact on the Conservation Area and its setting. It asserts that the impact of the proposal on the Conservation Area itself and on views into and out of it would be negligible and subject to the specific details of the proposed materials for Blocks L1 and L8/9 (which lie to the east of Lindsay Court), it concludes that its significance would not be harmed.

2.13 The Lindsay Hall site lies partly within the boundary of the Historic Park and Garden and partly within its setting. The ES states that existing development is also a negative feature of the Park and its setting as it has introduced mediocre built form and a disruptive layout into this part of the Park. This existing built form is visible in views (from sections of Lymes Road and Three Mile Lane) into the designed landscape and gardens from the south and south east and the modern large-scale buildings of Paddock Farm to the west of the site are also visible in the views from the same direction..

2.14 The Design & Access Statement (D&AS) states that the siting and orientation of the new buildings, the design of routes through and the hard and soft landscaping have been informed by the historic layout and containment of the original walled garden. The landscape design approach focuses on 'conceal and reveal'. Using natural topography, the retained historic walls and the arrangement of new buildings, the landscape will open up and close down views, frame vistas and create focal points.

2.15 The ES states that proposed new buildings within the walled garden would be visible in views from the terrace walk along the northern edge of the lower garden, replacing views of the existing development and the distant hills glimpsed beyond them with a series of new buildings, terracing and feature planting. An increase in building size would be evident in parts of the view but the orientation of the proposed development would result in a less fortified appearance in views out from the terrace. The design and orientation of the new buildings and landscape would allow new framed views from within the Park through the site to the southern landscape beyond.

2.16 The ES states that in longer range views from the south (Lymes Road) the existing yellow brick blocks would be replaced by the proposed new building and landscaping. New planting along the southern boundary would soften the impact of the proposed buildings and would be positioned to allow views up and down through the site. It acknowledges that the new buildings would be taller than some of the existing blocks but states that they would mostly sit below the ridgeline in these views. In

some views the proposed 7-storey building L1 would break the skyline and be an identifiable feature in this wooded ridge but it would be seen alongside and in the context of existing buildings already visible and the large modern Paddock Farm buildings currently visible to the west of the site. Existing planting on the ridge and perimeter planting to the walled garden that is retained together with new landscaping and planting particularly on the southern boundary of the site would substantially filter views of the new 4-storey blocks. The 7-storey block would be more visible, set within the context of the wooded hillside and retained blocks on the upper slopes. The ES concludes that the layout and design of the development on the site within the Park boundaries would better reflect the historic walled garden configuration than the existing development. None of the views that would be affected are key views within, into, or out of the Registered Park itself, or comprise key elements of its setting contributing to significance, and the impact of the proposal would be minor/negligible and subject to the specific details of the proposed materials for Blocks L1 and L8/9, its significance would not be harmed.

2.17 The Conservation Advisory Working Party (CAWP) strongly objects to the limb (L1) which they feel is designed at the expense of the sense of place. They feel that this large 7-storey building will be harmful to the vistas from the motorway and is therefore unsympathetic and harmful to the character of the historic park and garden in this location. They refer to the art historian Sir Nikolaus Pevsner who says a "sense of living in landscape should always be present" and that from the motorway, Lindsay is "like a grown hill-town far away from England". This will be lost with the obtrusive L1 building.

2.18 In a joint response from the Gardens Trust and the Staffordshire Gardens and Parks Trust, very strong objection is raised principally regarding the same key monolithic spine block terminating with a seven storey elevation overlooking the Registered Park and Garden. They state that it will be a dominating and alien feature when seen in westward views from the walled garden and Clock House in the Conservation Area and be totally incongruous when seen from Lymes Walk or the wider rural setting of the Keele parkland. The Trusts object very strongly to the proposed redevelopment of Lindsay Hall on the grounds that the poor design, layout and disproportionate scale of the new buildings will cause substantial harm to the significance and setting of Keele Hall Registered Park and Garden and Conservation Area.

2.19 Your Officer notes that although there are remnants of key parts of the designated landscape, it is exceptionally fragmented, particularly by early development of the University. University buildings are already visible from within and into the designed landscape and the existing Lindsay Hall has already caused disruption as have the farmbuildings and to a lesser degree Larchwood. The proposed development which would be informed by the historic layout and containment of the original walled garden would create some order and better designed buildings and spaces. L1 would be prominent from the south but the Conservation Officer advises that it is not a principal or designed view of the former estate/parkland. Rather, it would be glimpsed by those travelling on the M6. It also would be visible from sections of Lymes Road (which marks the southern boundary of the RGP) and is a well walked route to the west of Newcastle. Equally the current view of the yellow brick halls at Lindsay is not an attractive view or setting for the Park and Garden.

2.20 Historic England states that it is clear that due to their scale and materials the proposed buildings will inevitably be more prominent when viewed from the Conservation Area and the wider Historic Park and Garden. However, they conclude that having carefully considered the case made by the applicant and taking into account the existing situation, it is not considered that this would cause substantial additional harm to either the special character of the Conservation Area or the significance of the Historic Park and Garden.

2.21 Your Officer concurs with Historic England and the Council's Conservation Officer and considers that in the context of the existing development and given the thoughtful and well-mannered design and layout which has been informed by the historic landscape, the proposed development would not have any adverse impact upon the character and appearance of the Conservation Area, the setting of any Listed Buildings or the character and appearance of the Historic Park and Garden.

3. Is the location and design of the proposed development acceptable, including in the wider landscape context?

3.1 The site is within an Area of Landscape Maintenance as designated on the Local Development Framework Proposals Map and Policy N19 of the Local Plan states that within these areas it will be necessary to demonstrate that development will not erode the character or harm the quality of the landscape. This policy is considered to be consistent with the NPPF which states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

3.2 The application site lies south of the ridgeline that crosses central parts of the campus and runs parallel to the southern boundary of the built campus. The site falls quite steeply to the south southwest. The existing accommodation blocks towards the eastern and southern extent of the site comprise modern, yellow brick buildings with flat and pitched roofs that range in height from 2 to 4-storeys. At the northern higher end of the site are a number of older buildings of varying styles and materials, but of modern appearance. An existing 2-storey energy centre lies to the south of Lindsay Court.

3.3 The facing brickwork of the proposed cluster flat blocks and townhouses would contrast with the colour of the plinths which would comprise dark brick with areas of feature white glazed brick panels. Crisp, white window surrounds are proposed and the cluster flats would have a bold stair and entrance design, while there would be vertical elements between pairs of townhouses to enhance legibility.

3.4 The upper level of Lindsay L1, the Prospect Room, will provide study space with exceptional views and also provide, it is indicated, a visual marker that is part of the University's objectives. The layering of the façade of L1 has an external tracery framework that extends up to define the Prospect Room. The frame is intended to be distinct from its background by the use of a higher reflectance finish of cladding. In contrast, the background panels are intended to be matt in finish. A pale, neutral colour palette of cladding is proposed in contrast to the dark brickwork of the plinth.

3.5 The D&AS submitted with the application states that the design rationale for Lindsay Hall is 'conceal and reveal'. It states that a combination of the site's natural topography, the arrangement of the built development and the walls of the former garden offer excellent opportunities to open up or close down views, to frame vistas and to create focal points visible only from certain aspects. Lindsay Hall will subtly change depending upon location, elevation and aspect.

3.6 The townhouses and smaller accommodation blocks would be politely recessive against the woodland to the north. However the 7-storey block, L1, which is deliberately designed to increase the visibility of the University from the south, will be very prominent.

3.7 A Landscape Visual Impact Assessment (LVIA) that accompanies the application states that there will be some very limited effects on the wider landscape character to the south however there will be few locations where the development will be seen and where it is, it will be in context with visibility of the existing halls on the site. Overall, effects on landscape character are not judged to be significant. In terms of effects on views and visual amenity, the potential to undergo a significant effect on views is judged to be limited to two visual receptors, occupiers of a private residence adjacent to the southern boundary of the site and users of Lymes Road. However, scope exists to mitigate these effects with additional screen planting along the southern boundary of the application site.

3.8 The LVIA concludes that the introduction of a 7-storey accommodation block is predicted within close range views north of Lymes Road to break the wooded skyline but it will in the main be viewed alongside existing development, the context of which increases in views south of Lymes Road and the M6. It states that the nature and position of the accommodation block also supports the University's aspirations to present a positive landmark identifying the campus within the wider landscape setting.

3.9 Landscape mitigation measures include planting a new landscape buffer along the southern boundary of the site to help to filter and screen the development in views from the south and planting specimen trees, shrubs and hedges to the perimeter of the new accommodation blocks and to new areas of public realm to soften the appearance of the built form.

3.10 The comments of the Urban Vision Design Review Panel with regard to the schemes overall are summarised in the report on Barnes Hall (Ref. 16/01014/FUL) (paragraph 3.9). Although the overall

lighting strategy was applauded, it was considered that the levels of illumination at Lindsay Hall need to be more subtle, given its rural location and proximity to the Conservation Area. The Panel felt that it is vital that the long distance views are not spoilt by excessive night time lighting levels. Regarding lighting, the principles of the lighting strategy are considered appropriate.

3.11 Your Officer considers that the scale and design of the proposed buildings would be appropriate. Lindsay Hall is currently characterised by discordant buildings in highly visible yellow brick and the layout at present has little regard to its setting. Although the 7-storey block would inevitably be prominent in views from the south, it is considered that it would make a bold statement and would both enhance views towards the site and maximise the outlook across the open countryside. It should be noted that the Urban Vision Design Review Panel advocated the opportunity to create an accent building here and stated that they were not averse to a more contemporary dramatic response here. In conclusion, it is not considered that the proposed scheme would have any significant adverse impact on the character and appearance of the wider campus, or on the even wider landscape impact of the University.

4. Do the adverse impacts of the development significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole?

4.1 As concluded in relation to the Barnes proposals earlier on the agenda (Ref. 16/01014/FUL), the proposal represents sustainable development and it is not considered that the adverse impacts would significantly and demonstrably outweigh the benefits of the proposal. Accordingly the proposal complies with the requirements of paragraph 14 of the NPPF as well as the overarching aims and objectives of the NPPF. On this basis planning permission should be granted provided the required contributions are obtained and appropriate conditions are used, as recommended.

APPENDIX

Policies and proposals in the approved development plan relevant to this decision:-

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy (CSS) 2006-2026

Policy SP1	Spatial Principles of Targeted Regeneration
Policy SP2	Spatial Principles of Economic Development
Policy SP3	Spatial Principles of Movement and Access
Policy ASP6	Rural Area Spatial Policy
Policy CSP1	Design Quality
Policy CSP2	Historic Environment
Policy CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets
Policy CSP5	Open Space/Sport/Recreation
Policy CSP10	Planning Obligations

Newcastle-under-Lyme Local Plan (NLP) 2011

Policy H1	Residential Development: Sustainable Location and Protection of the Countryside
Policy E8	Keele University and Keele Science Park
Policy N3	Development and Nature Conservation – Protection and Enhancement Measures
Policy N4	Development and Nature Conservation – Use of Local Species
Policy N12	Development and the Protection of Trees
Policy N13	Felling and Pruning of Trees
Policy N17	Landscape Character – General Considerations
Policy N19	Landscape Maintenance Areas
Policy B3	Other Archaeological Sites
Policy B5	Control of Development Affecting the Setting of a Listed Building
Policy B9	Prevention of Harm to Conservation Areas
Policy B10	The Requirement to Preserve or Enhance the Character or Appearance of a Conservation Area
Policy B13	Design and Development in Conservation Areas
Policy B14	Development in or Adjoining the Boundary of Conservation Areas
Policy B15	Trees and Landscape in Conservation Areas
Policy T16	Development – General Parking Requirements
Policy C4	Open Space in New Housing Areas
Policy IM1	Provision of Essential Supporting Infrastructure and Community Facilities

Other Material Considerations include:

National Planning Policy

National Planning Policy Framework (NPPF) (2012)

Planning Practice Guidance (March 2014)

Community Infrastructure Levy Regulations (2010) as amended and related statutory guidance

Supplementary Planning Guidance/Documents

Developer contributions SPD (September 2007)

Space Around Dwellings SPG (SAD) (July 2004)

Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance Supplementary Planning Document (2010)

[Planning for Landscape Change - SPG to the former Staffordshire and Stoke-on-Trent Structure Plan](#)

[Waste Management and Recycling Planning Practice Guidance Note](#) approved in 2003 and last updated in February 2016

Relevant Planning History

- 10/00531/FUL Construction of student accommodation blocks at Keele University Campus (Barnes and Horwood) and residential development and an older persons care village at The Hawthorns - withdrawn on 7th March 2011
- 13/00424/FUL Proposed student accommodation with car parking at Keele Campus (Barnes) and residential development of 92 dwellings with school drop off point, shop and linked area of green space at The Hawthorns – Refused and dismissed at appeal in July 2015
- 16/01004/FUL Demolition of the Management Centre buildings at the Hawthorns, Keele and the construction of student accommodation at Keele University Campus (Barnes) and residential development at The Hawthorns, Keele – Approved

Views of Consultees

The **Environmental Health Division** – no objections subject to conditions regarding construction hours, a construction environmental management plan, noise levels from mechanical ventilation provision to habitable areas, ventilation provision to habitable spaces, noise from plant, CHP flue height and contaminated land.

The **Landscape Development Section** (in relation to all 3 campus applications) – the three schemes appear to have been well considered and the landscaping proposals are an overall improvement in quality to the current landscaping, notwithstanding that the spaces between buildings are generally more restricted. Although trees will be lost this has been kept to a minimum, leaving sufficient mature trees, and the proposed enhanced landscaping provides adequate tree replacements and an overall net gain which will give a satisfactory tree cover for the future. The proposal to replace all the removed higher quality trees with well-placed substantial 'heritage' trees will ultimately mitigate the tree loss. No objection is raised to the proposals.

There are several existing trees within the site that appear to have new hard surfacing that exceeds 20% of the existing unsurfaced ground within their Root Protection Areas (RPAs). All trees should be reviewed and suitable amendments made to redress this. Objection is raised to the proposal to prune two trees on the Lindsay Hall site hard back to their stems.

Conditions are recommended requiring a Tree Protection Plan, Method Statement and detailed landscaping plan and all recommendations of the Tree Report to be followed. A S106 contribution, reduced to account for single person units, is sought for off-site green space for the net gain in accommodation for each site.

The **Local Lead Flood Authority** has no objections subject to a condition requiring the submission, approval and implementation of a detailed surface water drainage scheme for the site.

Severn Trent Water, noting the acceptable outline drainage strategy, has no objections subject to a condition requiring drainage plans for the disposal of foul and surface water flows.

The **Highway Authority** has no objections to the proposal subject to the imposition of conditions requiring the provision of the parking, servicing and turning areas in accordance with the approved plans, full details of the cycle parking storage, submission of a travel plan, installation of a sustainable travel information point within the two social hub buildings provision of a temporary car park within the campus and submission of a Construction Management Plan. Section 106 contributions are required towards travel plan monitoring, installation of two sustainable travel information points, a toucan signal

controlled crossing on Cemetery Road and a contribution for parking surveys and the implementation of Residents' Parking Zones or parking restrictions if deemed necessary.

Natural England states that the proposal is unlikely to affect any statutorily protected sites or landscapes and reference is made to their Standing Advice on protected species. They state that the application may provide opportunities to incorporate features into the design which are beneficial to wildlife or enhance the character and local distinctiveness of the surrounding natural and built environment.

The **Conservation Advisory Working Party** - Generally they welcome the quality of the submission and the fact that the envelope of the halls are staying the same, not encroaching onto new green spaces and that respect has been given to trees and the special landscape character. The architects have created interesting spaces and landscapes and the crisp quality buildings are commended. The Working Party strongly objects to the limb (L1) which they feel is designed at the expense of the sense of place. They feel that this large 7-storey building will be harmful to the vistas from the motorway and is therefore unsympathetic and harmful to the character of the historic park and garden in this location. They refer to Pevsner who says a "sense of living in landscape should always be present" and that from the motorway, Lindsay is "like a grown hill-town far away from England". This will be lost with the obtrusive L1 building. The other proposed buildings are well orientated at Lindsay and follow the contours.

Staffordshire County Council Rural County (Environmental Advice) Team confirms the findings of the archaeological assessment and advises that a programme of archaeological recording be undertaken. A condition is recommended requiring a written scheme of archaeological investigation to be submitted for approval. The Landscape and Visual Impact Assessment draws fair and accurate conclusions. It acknowledges that the proposed block will be visible in the wider landscape and this supports the University's aspiration to present a positive landmark feature. Whilst there are no strategic landscape concerns regarding the principle of this aspiration, it will be essential to secure an appropriate high standard of the design and mitigation planting to reduce effects where appropriate. The D&AS demonstrates that the design process has been informed by the landscape setting and seeks to reflect the character of the Registered Park and maintain key vistas, which is welcomed. There is also mention of taking opportunities to strengthen definition and soften building facades with planting, which should be developed to provide appropriate mitigation. The County Council's Definitive Map of Public Rights of Way shows that no rights of way cross the application site. The County Council has received an application to add a Public Footpath to the Definitive Map.

Historic England states that Lindsay Hall is located close to the Grade II* Keele Hall, abutting and within the Keele Hall Conservation Area and within the Grade II Keele Hall Historic Park and Garden. No objection is raised in principle to the demolition of the existing buildings and it is considered that the proposed development would have no greater impact on the setting of the Hall than is currently the case. It is clear that due to their scale and materials the proposed buildings will inevitably be more prominent when viewed from the Conservation Area and the wider historic park and garden. However, having carefully considered the case made by the applicant and taking into account the existing situation, it is not considered that this would cause substantial additional harm to either the special character of the Conservation Area or the significance of the historic park and garden. No objection is raised in principle to such an approach. Conditions are recommended requiring architectural details, materials and finishes to be submitted for consideration.

The **Council's Conservation Officer** makes the following comments:

- The applications are accompanied by a lot of well-considered information which sets out the historic assets on the site and their significance and the effect of the developments on that significance
- Potential for impact would be on Keele Hall, the Clockhouse complex and associated structures like the pleasure garden and walls and the Conservation Area and Historic Park and Garden - in general it is the setting of these assets which has the potential to be affected
- There is no meaningful relationship between the proposed development sites and Keele Hall. Lindsay Hall, which is probably closest to Keele Hall's ancillary pleasure gardens, has already broken the connection with the Hall and its gardens.

- Lindsay Hall is partly within the Historic Park and Garden and on the edge of Keele Hall Conservation Area and affects the setting of a number of Listed Buildings. The most significant features of Lindsay are the topography of the site which allows for special views of the open countryside and its rural setting. Lindsay Hall has a very different character to the other Halls which are much more contained visually with dense vegetation. Currently the university buildings often have a neutral effect on the overall significance of the heritage assets despite some of them being not particularly well built or being slightly outdated.
- A key point that is highlighted in the ES is that although there are remnants of key parts of the designated landscape, it is exceptionally fragmented, particularly by early development of the University. It is agreed that University buildings are already visible from within and into the designed landscape and that the existing hall and university development has already caused 'disruption' and any attempt to bring some order and better designed buildings and spaces would be beneficial. This situation is no worse with the proposed development and the physical separation remains the same especially in terms of the Lindsay development.
- The construction and design have interest with subtle tones of cladding creating light and shade and it is hoped that this is effectively lit. The viewpoint from the south in the DAS certainly shows the townhouses and smaller blocks in the context and they are well designed and politely recessive. L1 will be seen from the south but whilst there is some concern about the reflective quality of the central limb building given its massing, it is not a principal or designed view of the former estate/parkland. It will be glimpsed as one heads down the M6. Equally the current view of the yellow brick halls at Lindsay is not an attractive view or setting for the Park and Garden. These existing halls can also currently be seen above the historic walk past the kitchen garden wall and they mostly ignore the natural contours and block views down to the south. The new development does have a more pleasing and ordered site plan and takes advantage of the views. L1 will not be seen in association with any other historic structures within the historic landscape and the poor quality university buildings that already exist within this context.
- The unity of the materials for the residential accommodation and the crisp window details in the reveals and wrap around corner windows are supported. The sense of identity for each hall which will be subtly created through other basic design principles such as feature panels, entrances and coloured blinds.
- There is no doubt that this overall masterplan for each of the halls is extremely well considered and this will hopefully be its success if the concept is retained throughout the build. If one element is ignored then the success of the scheme could be compromised. There is a chance to create new and exciting places within the campus whilst not having a detrimental impact on the special character of the historic environment. The materials and details should be conditioned and sample panels of brickwork should be retained on site to ensure the consistency which is set out within the D&AS.

Keele Parish Council wishes to see a strategic parking plan included in the application that identifies how the current number of parking spaces is going to be maintained during the development. It is concerned that if the number of parking spaces provided by Keele University for staff and students is reduced, this will impact on surrounding local roads in the Parish. Irresponsible parking that endangers other motorists and pedestrians has already been seen, and should not be exacerbated.

With particular reference to Lindsay, the Parish Council makes the following comments:

- The development punches into the Conservation Area
- New car parking outside T block has historical consequences in respect of the Gilpin/Nesfield design of access to the gardens and the vista of the hybrid rhododendrons
- The creation of water attenuation in the Memorial Garden in the south-east section of the field is of concern as this area has recently been planted with memorial trees
- New tree planting adjacent Paddock Farm will take many years to become established and the softening effect on the south west façade will take a considerable length of time

The Gardens Trust (TGT) and **Staffordshire Gardens and Parks Trust (SGPT)** states that the site is readily visible across much of the Registered Parkland and Garden (RPG) both by virtue of its steep changes in level and direct and open frontage to the west. Hence although much of the application land is outside the RPG and Conservation Area the proposals will have a much greater impact on the heritage assets than the applications for Barnes and Horwood Halls. The site is

currently occupied by later 20th century three and four storey student accommodation and the principle of development of most of this site for University purposes has therefore already been conceded. TGT and SGPT have therefore no objection in principle to demolishing and replacing many of the existing buildings. The Trusts do however object very strongly to the detail of the current proposals for redevelopment. The existing buildings are of relatively narrow frontage, low height and respectively follow the slope of the hillside minimising their impact in views of the site from both the wider parkland to the south or looking westwards from the walled garden. The current proposals to replace them with a series of longer south-facing four storey blocks stepped down the hill and virtually lining the southern boundary will be grossly intrusive in views from the RPG and looking towards the Conservation Area. The Trusts have serious concerns too about the unimaginative, repetitive design of the blocks which have no sense of place and replicate identically the new accommodation blocks being proposed currently for Barnes and Horwood. The regular layout and uniform elevational treatment are more reminiscent of unimaginative totalitarian housing estates than development suitable for a historic parkland.

The most serious concern is over the key monolithic spine block terminating with a seven storey elevation overlooking the RPG. The height and massing of this building is greater than any other single structure within Keele campus and it will be a dominating and alien feature when seen in westward views from the walled garden and Clock House in the Conservation Area and be totally incongruous when seen from Lymes Walk or the wider rural setting of the Keele parkland. This building is wholly urban in concept and utterly out of place within the context and setting of the RPG and Conservation Area. The Trusts regret that the concerns about over-ambition expressed by Urban Vision North Staffordshire at design review were not responded to more wholeheartedly and the concept scheme for the site reconsidered from first principles. The finding of the Environmental Impact assessment that this application will have slight or negligible impact on the RPG is strongly disputed. The Trusts object very strongly to the proposed redevelopment of Lindsay Hall on the grounds that the poor design, layout and disproportionate scale of the new buildings will cause substantial harm to the significance and setting of Keele Hall RPG and Conservation Area. It is strongly recommended that this application is refused.

Both Trusts are disappointed that they were not consulted earlier in the planning process and given the chance to comment on the emerging scheme as respectively the statutory national consultee on historic designed landscapes and the principal local expert body. In this respect they consider that the applicant's claim of wide engagement is inaccurate and flawed.

Staffordshire Wildlife Trust and the **Environment Agency** were consulted upon the application, the date by which their comments were requested has passed without comments being received from them and they must be assumed to have no observations to make.

Representations

One letter has been received recording support for the development which is said to be tasteful and well thought out but expressing concern regarding the height of the central building and impact on privacy and light pollution.

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Environmental Statement (ES)
- Design and Access Statement (D&AS)
- Planning Statement
- Access Statement
- Drainage Strategy
- Transport Statement
- Energy and Sustainability Statement
- Flood Risk Assessment
- Materials Schedule
- Phase 1 Detailed Desktop Study
- Resource Efficiency Management Plan

- Statement of Community Engagement
- Tree Survey

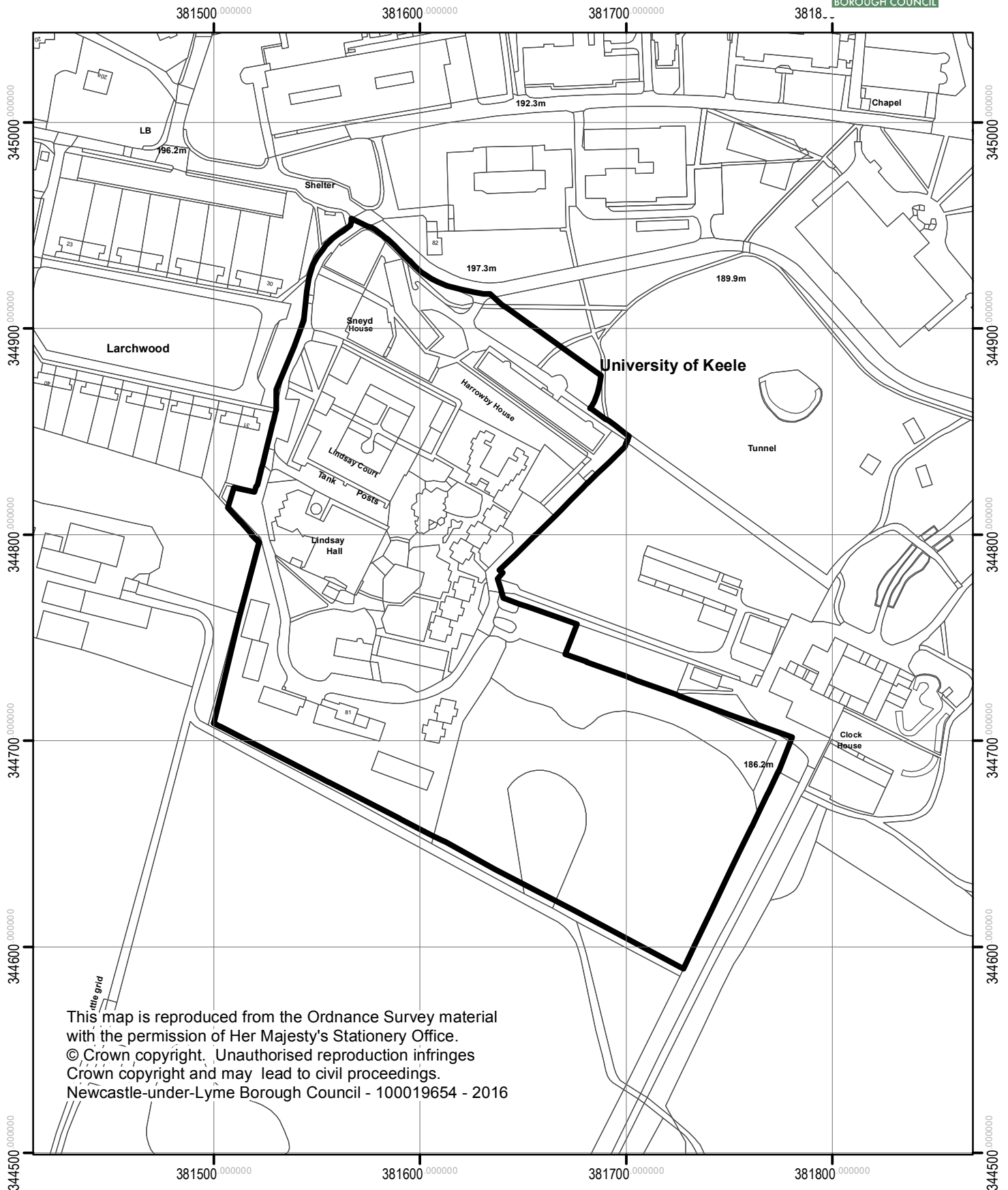
All of these documents are available for inspection at the Guildhall and as associated documents to the application in the Planning Section of the Council's website via the following link <http://publicaccess.newcastle-staffs.gov.uk/online-applications/PLAN/16/01015/FUL>

Background papers

Planning files referred to
Planning Documents referred to

Date report prepared

7th March 2017



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**PLOT 7, HOME FARM, KEELE UNIVERSITY, KEELE
KEELE UNIVERSITY AND UPP PROJECTS LIMITED**

17/00012/FUL

The application is for the creation of a temporary car park for up to 400 vehicles related to the wider accommodation and improvement project that is the subject of the three applications earlier on this agenda relating to Barnes, Horwood and Lindsay Halls (16/01014/FUL, 16/01016/FUL and 16/01015/FUL).

The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt but lies within an Area of Landscape Maintenance. The site is covered by Policy area E8 (on development at Keele University and Keele Science Park).

The 13 week period for the determination of this application expires on the 13th April 2017.

RECOMMENDATION

Subject to clarification being received as to the specific proposal to be considered PERMIT, subject to conditions relating to the following matters

- **Approved plans**
- **Five year temporary period linked to construction programme for Horwood, Barnes and Lindsay Hall schemes**
- **Lighting scheme to be in accordance with submitted details.**
- **Provision of access, parking, and turning areas, with parking spaces delineated, prior to car park being brought into use.**
- **Prior approval and implementation of a planting scheme**
- **Measures to protect the existing shrub planting on the eastern side of the site during construction in accordance with details to be agreed.**
- **Implementation of the ecological measures as recommended in the Ecological Statement**

Reason for Recommendation

Whilst the proposal will result in the loss of land that has been identified for the Science Park development, its use is associated with the University and as such there is broad policy support for the granting of planning permission on a temporary basis. No adverse impacts of the development have been identified.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with the planning application

The development is considered to be a sustainable form of development and complies with the provisions of the National Planning Policy Framework (NPPF).

Key Issues

- 1.1 Full planning permission is sought for the formation of a temporary car park for up to 400 vehicles – three different parking arrangements having been shown on the submitted plans with the lowest number being 330) on a plot forming part of the site that was granted outline planning permission for buildings academic functions; staff and student residences; and employment uses directly related to or complementary to the University's core activities (05/01146/OUT). That same permission granted full planning permission for various engineering works that include the creation by cut and fill of levelled plots, some hard and soft landscaping and the creation of the road network serving these plots. Those works were all undertaken, although the outline planning permission is no longer capable of being enjoyed, the period of time within which applications for the approval of the reserved matters of the outline planning permission having now expired.

- 1.2 The site lies within an area which on the Local Development Framework Proposals Map is excluded from the Green Belt, and lies within an Area of Landscape Maintenance. The site is covered by Policy E8 (on development at Keele University and Keele Science Park).
- 1.3 Whilst the site lies close to a number of ponds the site has been assessed as providing very limited foraging/terrestrial habitat for Great Crested Newts with far richer and more suitable habitats present around the ponds and in the immediate local area. Additionally no Great Crested Newts were recorded in any of the ponds over the course of the surveys that were undertaken. In the absence of any other identified and notable flora and fauna, and subject to the implementation of the mitigation measures identified in the submitted Ecological Statement, including measures to prevent pollution from affecting the ponds during construction and the removal of suitable nesting habitat being completed outside of the nesting period (March to July inclusive), the proposal does not give rise to any ecological concerns.
- 1.4 The main issues for consideration in the determination of this application are therefore:-
- Is the principle of the development acceptable?
 - Is the location and appearance of the proposed development acceptable, including in the wider landscape context?
 - Is the proposal acceptable in terms of its impact on highway safety and the level of car parking proposed?

2. Is the principle of the development on the site acceptable?

- 2.1 The proposal involves the formation of a temporary car park for use by both staff and students for a period of five years. The parking proposed will replace the existing parking that will be lost or become unavailable during the period of time that the developments at Barnes, Horwood and Lindsay Halls are being carried out. Reference to the provision of this car park is set out in the Parking Plan that has been submitted in support of the planning applications relating to those developments.
- 2.2 The application site lies within the University campus which is excluded from the Green Belt within the rural area. Core Spatial Strategy (CSS) Policy ASP6 states that investment in Keele University and Science Park will be fostered to help strengthen the local knowledge and skills base and facilitate the growth and competitiveness of high value business development, thereby increasing local job opportunities in these sectors. Policy E8 of the Local Plan identifies the site as forming part of an area where development at Keele University and Keele Science Park will be permitted so long as it is limited to one or more of the following uses;
- i) Academic functions
 - ii) Staff and student residences
 - iii) Employment uses directly related to or complementary to the University's core activities.
 - iv) Class B1 uses directly related to the university's functional activities (excluding manufacturing or storage of large tonnages or mass production of goods).
- 2.4 The proposed car park is not, in itself, development relating to any of the uses identified within Policy E8. In addition it can't be said that it will help to strengthen the local knowledge and skills base and facilitate the growth and competitiveness of high value business development at Keele University and Science Park that is supported by policy ASP6. The proposed car parking is however, as indicated above, associated with the developments at Barnes, Horwood, and Lindsay Halls primarily involving the provision of modern student accommodation to replace the existing, and increase the supply of, accommodation on these sites. It is therefore considered that the proposal is broadly supported by the Development Plan.
- 2.5 The plot was identified for development as part of the Science Park in the outline planning permission granted under reference 05/01146/OUT and whilst that development is no longer capable of being implemented such a development remains acceptable in principle and in accordance with the current Development Plan. Whilst it has to be acknowledged that the proposal would prevent such development taking place on this plot it also needs to be recognised that the application seeks only a temporary, five year, permission and as such the

site would become available at a later date. In addition it should be noted that there remains a number of undeveloped plots on the Home Farm site that could accommodate development and as such would not give rise to any shortfall in such land in the short to medium term. Overall it is considered that the loss of an employment site as would arise from this development would not be unacceptable for the temporary period proposed and as indicated above benefits from some policy support in the Development Plan as it is associated with Keele University.

- 2.6 On the basis of all of the above, it is considered that the principle of the development should be supported, although the issue of the amount of parking on the University campus also needs to be addressed and is below.

3. Is the location and design of the proposed development acceptable, including in the wider landscape context?

- 3.1 The site is within an Area of Landscape Maintenance as designated on the Local Development Framework Proposals Map and Policy N19 of the Local Plan states that within these areas it will be necessary to demonstrate that development will not erode the character or harm the quality of the landscape. This policy is considered to be consistent with the NPPF which states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.
- 3.2 The application site is an already formed plot associated with the Home Farm development. It does not contain any landscape features that would be lost as a result of the development and the proposed car park would be seen in the context of the development that has/is taking place on the Home Farm wider site and amongst other undeveloped plots. In this context the introduction of a car park is not considered to be visually unacceptable.
- 3.3 Given the intention that the car park will be on site for a five year period it is appropriate that suitable landscaping is undertaken around its periphery to soften its appearance particularly as towards the southern end it is somewhat elevated above the level of the adjoining roads. The submitted plans do show the intention to undertake shrub planting around all sides and subject to the approval of a suitable detailed planting proposals it is considered that such landscaping as proposed is acceptable. Maintaining as much as possible of the area available for landscaping will mean that the total number of spaces is unlikely to exceed 387.
- 3.4 There is existing shrub planting on the eastern boundary of the plot shown to be retained. This should be protected during construction and this can be secured through a condition of planning permission.
- 3.5 Overall it is not considered that there would be any significant adverse impact on the character and appearance of the wider campus, or on the even wider landscape impact of the University.

4. Is the proposal acceptable in terms of its impact on highway safety and the level of car parking proposed?

- 4.1 As indicated above the site forms part of the Home Farm development and the highway infrastructure has already been implemented following the consideration and conclusion that it is acceptable in highway safety terms for the permitted development on the Home Farm site. The proposed use of the plot as car park is unlikely to result in additional vehicular movements, taken into consideration with those expected to arise from the permitted Home Farm development, and as such it can be concluded that the existing highway network to and from the site is acceptable.
- 4.2 The total number of existing number of car parking spaces within application sites for the three student accommodation proposals is 567. The phased car parking strategy that has been submitted in support of the applications for the student accommodation sets out, during the entire construction phase, the number of car parking spaces that would be lost and those that would be re-provided during the course of those developments. Members' attention is drawn to your Officer's conclusion (in paragraph 5.9 of the Barnes report (16/01014/FUL) that a temporary car park of 387 spaces would provide sufficient car parking provision during this construction period.

- 4.3 The Highway Authority in its response to this application has requested the imposition of a condition requiring that this car park should be brought into use prior to the commencement of the student accommodation developments. Given that the car park proposal is to provide parking temporarily lost during the construction of such developments it is considered that such a requirement is justified, however it would be more appropriate that such a condition is imposed on any planning permission for the student accommodation.
- 4.4 Given the lack of any substantive evidence that there is significant underprovision of spaces at the University, there is a risk that provision of these additional spaces other than as temporary spaces during the construction project could undermine the positive approach of the University towards the encouragement of other more sustainable modes of travel than the private motor car, which has significant implications not only in terms of parking provision but also in terms of traffic generation affecting the local highway network as members will no doubt themselves have noted during term time. On this basis, and taking into account that in the long term there could be an issue of a loss of land that would otherwise be available for employment development, it is considered that, at this stage, any permission for the car park should only be on a temporary basis.

APPENDIX

Policies and proposals in the approved development plan relevant to this decision:-

[Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy \(CSS\) 2006-2026](#)

Policy ASP6	Rural Area Spatial Policy
Policy CSP1	Design Quality
Policy CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets

[Newcastle-under-Lyme Local Plan \(NLP\) 2011](#)

Policy E8	Keele University and Keele Science Park
Policy N3	Development and Nature Conservation – Protection and Enhancement Measures
Policy N4	Development and Nature Conservation – Use of Local Species
Policy N17	Landscape Character – General Considerations
Policy N19	Landscape Maintenance Areas
Policy T16	Development – General Parking Requirements

Other Material Considerations include:

National Planning Policy

[National Planning Policy Framework \(NPPF\) \(2012\)](#)

[Planning Practice Guidance \(March 2014\)](#)

Relevant Planning History

05/01146/OUT (A) Full planning permission for engineering operations including plateau formation, earthworks, layout of road network, cyclepaths and footpaths, drainage works and other ancillary works
(B) Outline planning permission for development for (a) academic function's; (b) staff and student residences; (c) employment uses directly related to or complementary to the University's core activities including conference, training, retail and leisure – for use of students, staff conference delegates and their visitors and in the case of leisure facilities for the wider community; (d) Class B1 uses directly related to the University's functional activities but excluding manufacturing or storage of large tonnages or mass production of goods - Approved

Views of Consultees

The **Environmental Health Division** has no objections subject to the lighting scheme being in accordance with the submitted details.

The **Landscape Development Section** has no objections subject to the existing planting on the eastern boundary being protected for the duration of the construction works and submission of detailed planting proposals due to concerns that the proposed planting appears to be insufficient to adequately fill the planting beds.

The **Local Lead Flood Authority** has no objections.

The **Highway Authority** has no objections to the proposal subject to the imposition of conditions requiring that the car park is not brought into use until the access, parking and turning areas have been provided, with car parking spaces clearly delineated, and that the car park is fully completed prior to the commencement of the redevelopment of the Barnes, Horwood and Lindsay Hall redevelopment proposals.

Keele Parish Council supports the proposal.

Representations

None received

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Ecological Statement
- SuDS Drainage Operations and Maintenance Manual
- Details of Porous Paving and Timber Sleepers
- External Lighting Report
- Flood Risk Assessment and Drainage Strategy

All of these documents are available for inspection at the Guildhall and as associated documents to the application in the Planning Section of the Council's website via the following link <http://publicaccess.newcastle-staffs.gov.uk/online-applications/PLAN/17/00012/FUL>

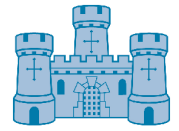
Background papers

Planning files referred to
Planning Documents referred to

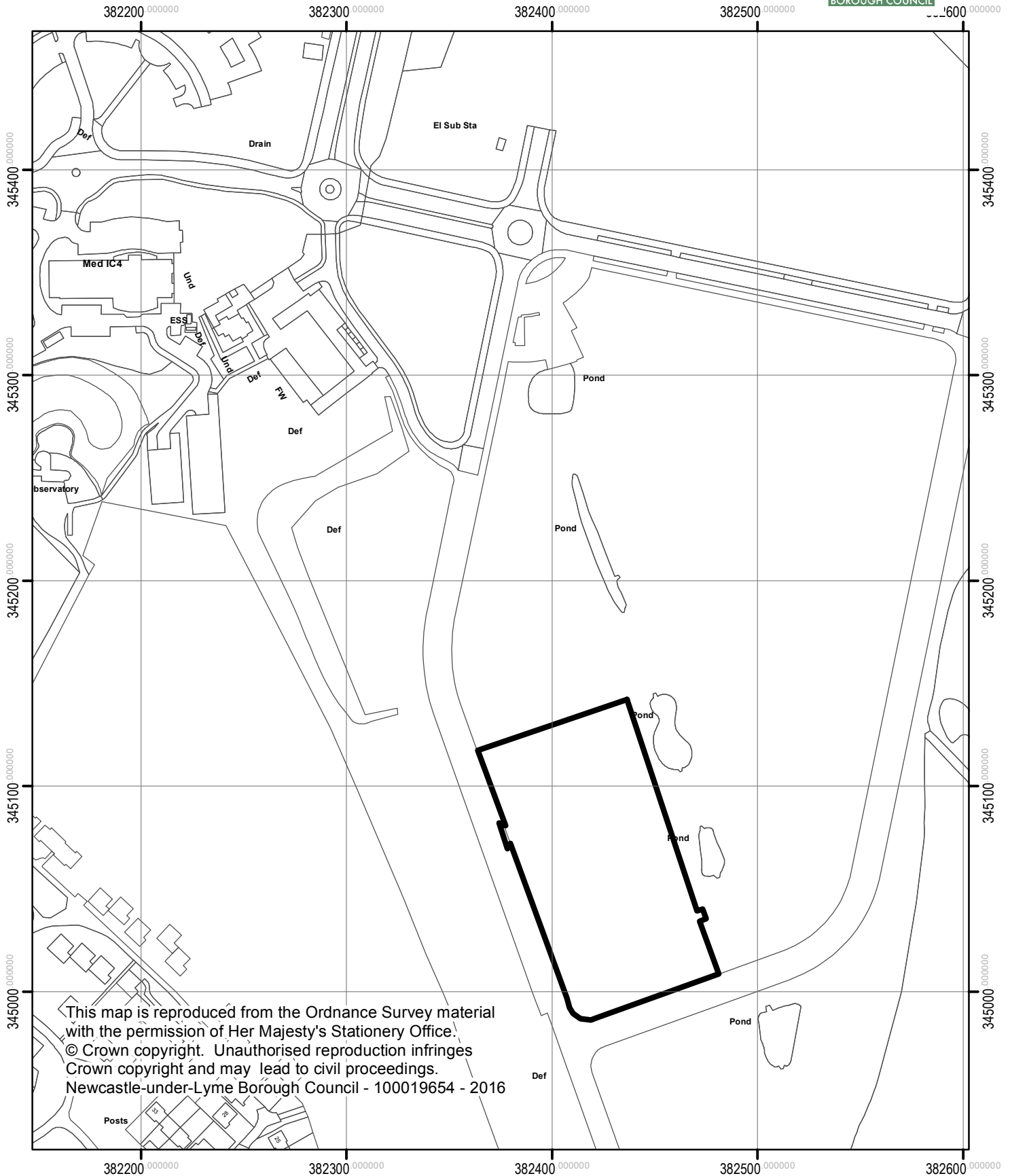
Date report prepared

7th March 2017

**Home Farm site, Keele University –
creation of temporary car park
17/00012/FUL**



**NEWCASTLE
UNDER LYME
BOROUGH COUNCIL**



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**KEELE HALL, KEELE UNIVERSITY
KEELE UNIVERSITY**

17/00030/LBC

The application seeks listed building consent for modifications to the existing balustrade of the South East and North West Galleries to the Great Hall at Keele Hall.

Keele Hall is a Grade II* Listed Building which is situated within the Keele Hall Conservation Area as defined on the Local Development Framework Proposals Map. The application site is within the Grade II Historic Park and Gardens at Keele Hall.

The decision on this application was deferred at Planning Committee on the 28 February for a site visit.

The statutory 8 week determination period for the application expired on 15 March 2017

RECOMMENDATION

PERMIT subject to the following conditions;

- 1. Time limit**
- 2. Materials as stated on application form / drawings**
- 3. In accordance with the approved plans**

Reason for recommendation

The proposal would preserve the special character and appearance of the Grade II* Listed Building and there are no factors which weigh against it.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with this application

Discussions have taken place between the Councils Conservation Officer and the applicant prior to the submission of the application. This is considered to be a sustainable form of development and so complies with the provisions of the National Planning Policy Framework.

KEY ISSUES

The application seeks listed building consent (LBC) for modifications to the existing balustrade of the South East and North West Galleries to the Great Hall at Keele Hall involving the introduction of a new, higher handrail. The application is a resubmission following the refusal, by Planning Committee, for application reference 16/00207/LBC which also involved modification of the existing balustrade of the galleries above the Great Hall but also included modifications to the balustrade to the landings to the four storey stairway situated in the North East wing. The previous proposal was refused because the proposed alteration would be harmful to the special interest of the Grade II* Listed Building without sufficient justification for such alterations.

As with the previous application, the only issue to address in the determination of the application is whether the proposal preserves the special character and appearance of the building.

In assessing applications for LBC the Planning Authority is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Paragraph 132 of the NPPF indicates that when considering the impact of a proposed development on the significance of a designated heritage asset great weight should be given to the assets conservation. The more important the asset the greater the weight should be and any harm or loss should require clear and convincing justification.

Policy CSP2 of the Core Spatial Strategy seeks to ensure that buildings of particular heritage value are safeguarded. Policy B6 of the Local Plan states that the Council will resist alterations or additions to a listed building that would adversely affect its character or its architectural or historic features.

The current application, as indicated above, no longer seeks LBC for the modification of the North East Wing stairway and relates only to the modifications to the South East and North West galleries of the Great Hall. The Great Hall has three bays with ionic columns set across the gallery with a brass balustrade attached to the stone columns with brackets. The modifications proposed within the current proposal, as in the previous scheme, is the introduction of a new handrail in 40mm tubular brass, ammonia aged to match the existing attached by brackets to the stone columns as closely reflecting the existing balustrade appearance.

The University have carried out an audit that has demonstrated that the safety of users of the hall is compromised. The existing handrail is currently at a height of 0.87m (below waist height for many people) which is in excess of 200mm below the current Building Regulations recommended height. There is a falling distance in excess of 6m from the galleries. As the galleries to the Great Hall are freely accessible for users of the Hall this is an unacceptable safety risk.

The University have submitted a scheme for what they believe is the option that would result in the least interference to the existing structure - the introduction of the additional handrail that will increase the overall height of the balustrade to each gallery to 1.1m. In establishing this as the preferred option two other options have been discounted by the University as follows:

- Closing of the gallery areas to members of the public. The indication provided is that this may be feasible for the North West gallery, but is not feasible for the South East gallery as this forms part of the main circulation and fire escape route.
- Replacement of the existing balustrades is considered a last resort as the balustrades are original features of the Hall.

The overall significance of this part of the building is high and its appearance is important and in accordance with paragraph 132 of the NPPF consideration has to be given as to whether the special character and significance of Keele Hall will be harmed by this alteration. It is your Officer's view that as the new rail will match the existing top rail and will be fixed in the same manner as the existing handrail, using brackets of the same design as the original, the overall significance of this part of the hall will be retained and not harmed by this addition. This view is shared by the Council's Conservation Officer and Historic England.

In conclusion it is considered that the proposal would preserve the special character and appearance of the Grade II* Listed Building and there are no factors which weigh against it and therefore listed building consent should be granted.

APPENDIX

Policies and Proposals in the approved Development Plan relevant to this decision:-

[Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy \(CSS\) 2006-2026](#)

Policy CSP1: Design Quality
Policy CSP2: Historic Environment

[Newcastle-under-Lyme Local Plan \(NLP\) 2011](#)

Policy B5: Control of development affecting the setting of a Listed Building
Policy B6: Extension or Alteration of Listed Buildings
Policy B9: Prevention of harm to Conservation Areas
Policy B10: The requirement to preserve or enhance the character or appearance of a Conservation Area
Policy B13: Design and Development in Conservation Areas
Policy B14: Development in or adjoining the boundary of Conservation Areas

Other material considerations include:

[National Planning Policy Framework \(NPPF\) \(2012\)](#)

[Planning Practice Guidance \(PPG\) \(2014\)](#)

Relevant Planning History

16/00207/LBC – Modifications to balustrade – Refused 2016

Views of Consultees

Historic England advises that despite some changes and alterations, the Great Hall retains much of its original character and as such any alterations must be carefully considered. Attention is drawn to the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, regarding the preservation of listed buildings and any features of special architectural or historic interest which it possesses, and section 12 of the NPPF.

They are aware of the University's concerns regarding the safety of students, staff and visitors, and the need to augment the existing balustrade. Having discussed the scheme in detail with your conservation adviser last year, they are satisfied that the currently proposed solution will have limited visual impact and will not harm the special significance of this important building.

The **Conservation Officer** states the proposal affects the interior of the Great Hall – described in the listing as a 'late medieval/early Renaissance style with a 3 bay arcade at each end with gallery above'. The gallery above at each end has 3 bays with ionic columns and set across the gallery is a brass balustrade applied to the stone columns with brackets.

An audit has been undertaken by the applicant to identify issues of safety to the hall and considered that the main risk is the low height of the rail in the gallery area of the Great Hall, which has unrestricted access, results in a low tipping point that is unsafe.

The proposal is to add a rail above the existing balustrade on each side which will be matched to the existing top rail in terms of material, colour, profile and fixing and will be fixed on the same plane directly above the existing top rail. In line with paragraph 132 of the National Planning Policy Framework consideration has been given to the special character and significance of Keele Hall will be harmed by this alteration and it is considered that that overall significance of the Hall will be retained and not harmed by this addition and is justified as it addresses an existing risk.

Whilst some reservations about the proposal was raised and it was suggested that the whole balustrade could be lifted up and sat on a stone plinth, the **Conservation Area Working Party** raised no objections and felt that the change to the character of the balustrade whilst material, was acceptable.

The views of **Keele Parish Council** are that they have no comments to make on the application.

Representations

None received to date

Applicant/agent's submission

The application is supported by a Heritage & Design Statement. All of the application documents can be viewed at the Guildhall and on <http://publicaccess.newcastle-staffs.gov.uk/online-applications/PLAN/17/00030/LBC>

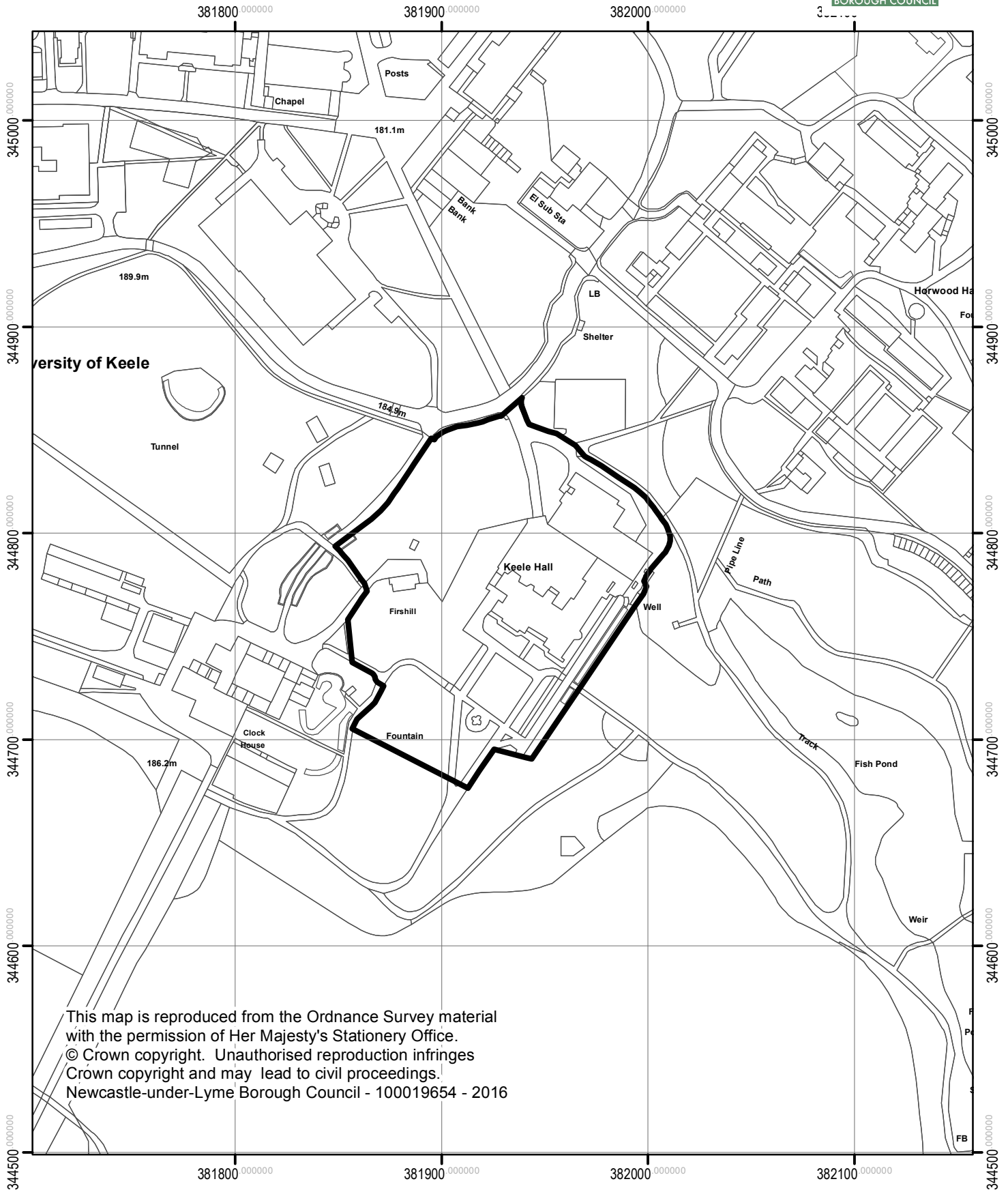
Background Papers

Planning File
Development Plan

Date report prepared

8th March 2017

**Keele Hall – modifications to balustrades
to balconies within the Great Hall at Keele
17/00030/LBC**



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