

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 28<sup>th</sup> March 2017.**

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## **RECOMMENDATION**

- A) Subject to the applicant prior to the 28<sup>th</sup> March agreeing to extend the statutory period to 13<sup>th</sup> May 2017 and the applicant then entering into a Section 106 obligation by 6<sup>th</sup> 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 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 7<sup>th</sup> 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

5<sup>th</sup> March 2017