

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