

The application is for full planning permission for the construction of a new veterinary training school incorporating a specialist veterinary referral hospital, first opinion veterinary practice with associated access, parking, servicing and landscaping. The application site comprises approximately 1.5ha of land.

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

**The 13 week period for the determination of this application expired on the 22<sup>nd</sup> March 2019 but an extension of the statutory period to the 26<sup>th</sup> April 2019 has been agreed by the applicant.**

### **RECOMMENDATION**

**A) Subject to the applicant entering into a Section 106 obligation by 21<sup>st</sup> May 2019 to secure a financial contribution of £2,360 towards travel plan monitoring,**

**PERMIT subject to conditions relating to the following:-**

- 1. Time limit**
- 2. Approved drawings**
- 3. Materials**
- 4. Provision of access, parking and turning areas**
- 5. Provision of cycle parking**
- 6. Travel Plan**
- 7. Trips to count towards the trip envelope calculation with regard to 17/00934/OUT**
- 8. Landscaping scheme**
- 9. Electric vehicle charging infrastructure**
- 10. Implementation of security/crime prevention measures**

**B) Should the above Section 106 obligation 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, or, if he considers it appropriate, to extend the period of time within which the obligation can be secured.**

### **Reason for Recommendation**

The development is considered to be acceptable in principle. The design of the new building is considered to represent high quality attractive development which will be a focal point on the campus. An appropriate level of car parking is proposed and subject to planning conditions and a Travel Plan monitoring fee, it is concluded that there are no highway safety or capacity concerns arising from this development that would warrant the refusal of planning permission.

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

The proposal is considered to be a sustainable form of development in compliance with the provisions of the National Planning Policy Framework and no amendments were considered necessary.

## **Key Issues**

Full planning permission is sought for the construction of a new veterinary training school on a plot (known as Plot 3) forming part of a wider site (known as Phase 3) that was granted outline planning permission for buildings accommodating academic functions; staff and student residences; and employment uses directly related to or complementary to the University's core activities (05/01146/OUT and 17/00934/OUT). The original consent also granted full planning permission for various engineering works that include the creation by cut and fill of levelled plots, some hard and soft landscaping and the creation of the road network serving these plots. Those works were all undertaken.

The scheme proposes a combined practice and teaching building which comprises a veterinary clinic; referral hospital which will be a 24 hour operation; specialist imaging and diagnostics facilities; teaching facilities which include tutorial rooms, lecture theatre, and study spaces; wet and dry laboratories and academic and meeting spaces.

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

The main issues for consideration in the determination of this application are:-

- Is the principle of the development acceptable?
- Is the location and design of the proposed development acceptable, including in the wider landscape context?
- Is the proposal acceptable in terms of its impact on highway safety and capacity and the level of car parking proposed and what planning obligations, if any, are considered necessary and lawful?
- Are crime prevention/security considerations appropriately addressed within the development?

### Is the principle of the development on the site acceptable?

The application site lies within the University campus which is excluded from the Green Belt but is within the rural area in policy terms. Core Spatial Strategy (CSS) Policy ASP6 states that investment in Keele University and its 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. Saved Policy E8 of the Local Plan identifies the site as forming part of an area where development at Keele University and Keele Science Park will be permitted so long as it is limited to one or more of the following uses;

- i) Academic functions
- ii) Staff and student residences
- iii) Employment uses directly related to or complementary to the University's core activities.
- iv) Class B1 uses directly related to the university's functional activities (excluding manufacturing or storage of large tonnages or mass production of goods).

While the proposed development involves academic functions, the veterinary practice/hospital is not one of the uses referred to in saved Policy E8 or one of the uses approved under the most recent outline consent, 17/00934/OUT. However, there is a clear and strong functional relationship between the academic and veterinary practice elements of the proposal and it is considered that the principle of the development should be supported.

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

The building would be triangular in form with a frontage to University Avenue (the main road through Phase 3) and the site lies adjacent to the central landscaped spine that runs north south through the Phase 3 site. The building would be three storeys to the west with the remainder two storeys. The

internal layout proposes two distinct zones within the building - veterinary practice and student teaching - with each use to have a separate access. Vehicular access to the building would be from a new access road leading from the existing secondary access to the east of the site to a new client only car park and a drop off and pickup area. The car parking area includes significant areas of planting.

The outline planning permission, 17/00934/OUT, was supported by Design Guidance and a condition of the permission specified that any reserved matters coming forward for approval shall comply with that Design Guidance. Whilst this is a full planning application rather than an application for the approval of reserved matters, that guidance is considered entirely relevant.

The proposed building would be within Zone A in the Guidance. Zone A is the northern part of the wider site and the Guidance states that to respond to its more direct relationship with the Medical School, Innovation Centres and University Campus, Zone A's infrastructure has been implemented in a more overtly urban manner. It states that buildings within this zone will need to have regular, defined and active frontages, with hard and soft landscaping also reflecting the order and rhythm. Building forms will need to respond to urban opportunities and features such as junctions of routes, activity nodes and important visual axes. It states that it is important that building heights appear consistent as this formality is an essential part of Zone A's character.

The building has been positioned in such a way to formally address the roundabout, providing a dominant focal point. The university entrance to the building has been positioned on the feature corner to address both pedestrian routes from the wider campus. The car park has been sited at the rear of the building to directly serve the veterinary entrance. The layout and landscaping of the car park relates well to the central landscaped spine through the wider site.

A simple palette of three materials is proposed. A copper coloured aluminium rainscreen panel is proposed to the entrance area with a copper mesh to the lecture theatre box providing a feature focal point which will be illuminated at night. In addition, fibre cement cladding panels in natural tones are proposed along with powder coated aluminium curtain walling with translucent and opaque panels.

To the west of the site, the Mercia Centre of Innovation and Leadership (MCIL) buildings is currently under construction. The eastern part of that building is three storeys in height which relates well to the taller western section of the building now proposed. Further to the west are the IC3 and IC4 buildings which are at a higher ground level and are considerably higher than the proposed building. To the south-west of the site is the IC5 building which is also three storeys in height.

A Visual Impact Appraisal that accompanies the application considers the visual impact of the proposal from a number of viewpoints, from both short and long distances. Clearly the building would have an impact on views from a short distance but in the wider landscape, the document concludes that from the south the development would not be visible due to intervening woodland and topography and in views from the north, the impact would not be significant.

The height of the building as proposed is considered to be acceptable in this location and any objection to its height would be inconsistent with the Planning Inspector's decision to allow a six storey hotel building plot 1 adjacent to the A525. The Inspector was satisfied that that building would be no higher in profile than the Medical Research Facility Building or IC3 or 4. In this case the proposed building is considerably lower than those buildings.

With regard to the appearance of the building, the Urban Vision Design Review Panel admired the overall design intention, describing the building as being well ordered, coherent and calm. They considered the proposed palette of materials to be simple and successful promising a building of high quality. They felt that the triangular form of the building responding to the site context, the robust frontage onto University Avenue and the increased building height adjacent to the MCIL building were all successful elements of the design.

The contemporary design and materials are considered to be of high quality and appropriate in this location and it is considered that the building would provide a positive focal point in a prominent position at the main vehicular entrance to the University.

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

The application is accompanied by the Transport Statement for the development referred to in the outline planning permission on the wider site which took account of developments already undertaken and concluded that the wider proposal would not have any unacceptable impacts on prevailing transport conditions. The applicant asserts that as the quantum of floorspace proposed in this application represents only a modest proportion of that approved for the wider site, and that a generous level of car parking is proposed, it could not be reasonably argued that any adverse transport or parking impacts are likely to arise.

A total of 138 car parking spaces, cycle stands and covered bays for 40 cycles would be provided on the application site. Most of the parking being provided is for the staff and visitors to the veterinary practice. The NPPF, at paragraph 109, states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network are severe. 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.

The maximum car parking standards in the Local Plan do not specify a standard for a veterinary practice or hospital but for health centres/surgeries/consulting rooms 5 spaces per consulting room/cubicle are required. In relation to Universities, the Local Plan only refers to standards for residential uses, but for colleges, 1 space per 5 students is required. For 250 students and a development comprising 12 consulting rooms, this equates to 85 spaces. Although significantly more spaces are proposed (than this very qualified figure), given the scale and mix of the uses proposed the level of car parking is considered appropriate and should not undermine longer term efforts to achieve modal shift through Travel Planning..

Bearing in mind that the Highway Authority has no objections to the development subject to planning conditions and a Travel Plan monitoring fee it is concluded that there are no highway safety or capacity concerns arising from this development that would warrant the refusal of planning permission. Such a monitoring fee could be secured by a Section 106 obligation which is considered to be in compliance with Section 122 of the CIL Regulations as being 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.

In relation to the outline consent for the wider site, it was considered necessary to impose a condition that capped the quantum and mix of development so that if the quantum was to be exceeded or mix go beyond that proposed, a new application would be required. Given that this is an application for full planning permission, it is not covered by the conditions of the outline consent and therefore a condition is recommended that requires the trips associated with this development to count towards the trip envelope calculation required by the outline consent.

Are crime prevention/security considerations appropriately addressed within the development?

Since the comments of the Crime Prevention Design Advisor were received the applicant has provided additional information setting out how the building will be secured. Security measures include access control systems, a video entry system, CCTV and various vehicle mitigation measures such as bollards and the introduction of modular seating to access points in order to defuse the approaches to the building. It is considered that the building will be suitably secured and appropriate crime prevention measures adopted. A condition could be imposed to ensure such measures are provided.

## 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 CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets
Policy CSP10	Planning Obligations

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

Policy E8	Keele University and Keele Science Park
Policy N17	Landscape Character – General Considerations
Policy N19	Landscape Maintenance Areas
Policy T16	Development – General Parking Requirements
Policy IM1	Provision of Essential Supporting Infrastructure and Community Facilities

### **Other Material Considerations include:**

[National Planning Policy](#)

[National Planning Policy Framework \(NPPF\) \(2019\)](#)

[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](#)

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

- 10/00631/REM The siting, design and external appearance of a conference, training, and leisure hotel (outline permission for which was granted under reference 05/01146/OUT), the means of access to its site from the road network and the internal landscaping of its site - Refused and subsequently allowed on appeal
- 11/00058/FUL Construction of Three Storey Business Accommodation to be known as Innovation Centre 5 (IC5), with provision of workshops on ground level and offices on the first and second floors, with associated parking and landscaping - Approved
- 17/00012/FUL Creation of temporary car park and associated works - Approved
- 17/00934/OUT Proposed development for (a) academic functions; (b) staff and student residences; (c) employment uses directly related to or complementary to the University's core activities including conference, training, retail and leisure - for the use of students, staffs, conference delegates and their visitors and in the case of leisure facilities for the wider community; (d) Class B1 uses directly related to the University's functional activities but excluding manufacturing or storage of large tonnages or mass production of goods - Approved

#### Views of Consultees

The **Environmental Health Division** has no objections subject to a condition regarding electric vehicle charging infrastructure.

The **Highway Authority** has no objections subject to the imposition of conditions requiring the provision of the access, parking and turning areas in accordance with the approved plans, full details of the cycle parking storage, and submission of a travel plan. A Section 106 contribution is required towards travel plan monitoring.

The **Landscape Development Section** raises no objections subject to a condition requiring full landscaping proposals.

The Council's **Economic Regeneration Section** strongly supports the development which is clearly in line with the development strategy for Keele Science Park to grow the core role of the University (teaching and research) and its science park (to attract new high skill and high technology employment to the area). The proposal builds on the University's partnership with Harper Adams Agricultural College, brings 75 new jobs to Keele and expands the University's strength in Health Sciences and Teaching. It is also an attractive building which will add to the appeal and prestige of the science park.

The **Local Lead Flood Authority** has no objections to the proposal.

The **Environment Agency** has assessed the development as having low environmental risk and therefore has no comments to make.

The **Police Crime Prevention Design Advisor** has no objections and considers that the site layout appears legible, attractive and functional. However the following comments are made:

- The three main building entrances and the atrium/café curtain walling warrants modification. There are currently no hostile vehicle mitigation measures in place and it would be prudent to deny vehicles the ability to approach these with the intention of causing damage.
- No provision appears to have been made for scooters/mopeds/motorbikes. Robust ground anchors located in a visible dedicated parking area should be provided.
- A clear and robust access control strategy is imperative to ensure that the various building users only have legitimate access to the parts of the building to which they are entitled and at relevant times.
- Security arrangements should include a comprehensive CCTV system and effective staff safety measures.

The **Waste Management Section** has no comments other than that some waste generated on site will require specialist disposal and that provision must be made for this and standard business waste.

**Cadent** have identified operational gas apparatus within the application site boundary and developers are required to contact the Plant Protection Team before carrying out any works on site.

The views of **Keele Parish Council** have been sought, however as they have not responded by the due date it is assumed that they have no comments.

#### Representations

None received

#### Applicant's/Agent's submission

The application is accompanied by the following documents:

- Flood Risk Assessment
- Ecology Appraisal
- Visual Impact Appraisal
- Design and Access Statement
- Geoenvironmental Desk Study Report
- Transport Statement

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/18/01011/FUL>

#### Background papers

Planning files referred to  
Planning Documents referred to

#### Date report prepared

4<sup>th</sup> April 2019