

**LAND ADJACENT TO KEELE UNIVERSITY, UNIVERSITY AVENUE, KEELE UNIVERSITY
KEELE HOTEL DEVELOPMENTS LTD AND KEELE UNIVERSITY SCIENCE AND BUSINESS
PARK LTD** **19/00203/REM**

The application is for the approval of reserved matters for the erection of a 150-bedroom hotel, car parking and associated infrastructure. Additional car parking is also proposed for the University. The hotel is to be a 'Courtyard by Marriott' brand.

The reserved matters submitted for approval are all the matters of detail comprising access, appearance, landscaping, layout and scale.

This application for approval of reserved matters follows the granting of an outline planning permission for buildings accommodating academic functions; staff and student residences; employment uses directly related to or complementary to the University's core activities; and Class B1 uses directly related to the University's functional activities but excluding manufacturing or storage of large tonnages or mass production of goods (Refs. 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 site is part of that allocated on the Local Development Framework Proposals Map for employment/higher education-led development (Proposal E8). 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 expires on the 21st June 2019.

RECOMMENDATION

PERMIT subject to conditions relating to the following:-

- 1. Link to outline planning permission and conditions**
- 2. Approved drawings**
- 3. Materials**
- 4. Provision of access, parking, turning and servicing areas**
- 5. Provision of staff cycle parking store**
- 6. Details of cycle parking for visitors**
- 7. Travel Plan**
- 8. Recommendations of the Wardell Armstrong Arboricultural Impact Assessment to be followed**
- 9. Submission of Arboricultural Method Statement**
- 10. Updated Tree protection Plan**
- 11. Approval of line of footpath link to Keele Road**
- 12. EV charging points and infrastructure**

Reason for Recommendation

The proposed hotel use is considered to comply with the terms of the outline consent. Subject to the imposition of conditions the details of access, appearance, landscaping, layout and scale are considered acceptable and the hotel would be a positive landmark development. The proposed development therefore accords with the development plan for the locality indicated below and there are no material considerations which would justify a refusal of this reserved matters submission.

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

The application is for the approval of reserved matters for the erection of a 150-bedroom hotel, car parking and associated infrastructure. Additional car parking is also proposed for the University. The reserved matters submitted for approval are all the matters of detail comprising access, appearance, landscaping, layout and scale.

This application follows the granting of an outline planning permission for buildings accommodating academic functions; staff and student residences; employment uses directly related to or complementary to the University's core activities; and Class B1 uses directly related to the University's functional activities but excluding manufacturing or storage of large tonnages or mass production of goods (Refs. 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 site is part of that allocated on the Local Development Framework Proposals Map for employment/higher education-led development (Proposal E8). 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:-

- Does the proposed hotel use comply with the terms of the outline consent?
- Are the siting and design of the hotel acceptable and would there be any significant adverse impact on the character and appearance of the area?
- Would there be any impact on the existing trees and is the submitted landscaping appropriate?
- Is the level of car parking proposed acceptable?

Does the proposed hotel use comply with the terms of the outline consent?

The outline planning permission for the wider development site gave consent for the following uses:

- a) Academic functions
- b) Staff and student residences
- c) Employment uses directly related to the core activities of Keele University as a University and uses complementary to such activities (including, without prejudice to the generality of the foregoing, conferences, 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 (for the avoidance of doubt the phrase "their visitors" to relate to all of the uses in this paragraph)
- d) Uses within Class B1 of the Town and Country Planning (Use Classes) Order 1987, as amended, (and for the avoidance of doubt this shall include research and development activities, experimental testing or assembly operations) with the exception of the manufacture or storage of large tonnages or mass production of goods.

This list of uses accords with the terms of Policy E8 of the Local Plan which 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 listed uses.

The proposed hotel use is stated by the applicant to be integral to the evolution and longevity of the University supporting existing university functions and visitors allowing it to continue to flourish as a destination of choice.

Although no conference facilities are proposed, the hotel would be for use, in part, by students, staff, conference delegates and their visitors and therefore is considered to be directly related to the activities of the University. As such, the proposed hotel use is considered to come within the scope of the terms of the outline consent.

Are the siting and design of the hotel acceptable and will there be any significant adverse impact on the character and appearance of the area?

Consent is sought for a six-storey hotel comprising a reception, restaurant/bar, meeting rooms and fitness suite on the ground floor with five floors above comprising 150 bedrooms.

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.

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 orientated at 45 degrees to both the main road into the Campus from the A525 Keele Road and the spine road through the new Phase 3 site. The application states that it has been positioned in such a way to ensure the following:

- Access towards to the hotel from within the campus is on the oblique thus improving the dynamic and visual properties of the building form.
- The building mass responds positively with the junction at Keele Road and University Avenue and provides a balance with the Medical Research Building.
- The building mass is minimised towards the north-east, thus reducing visual impact from the adjacent Green Belt.
- The highly glazed ground floor accommodation is south facing assisting with energy efficient design whilst also breaking up what could be a standard hotel 'slab block' elevation.
- Deep overhangs provide solar shading to the highly glazed south facing façade at ground level.
- The public 'front of house' has been orientated to be highly visible when viewed upon approach to the building.

In consideration of the proposal at the pre-application stage, the Urban Vision Design Review Panel (UVDRP) expressed concerns regarding the location of the hotel set back from the spine road through Phase 3 creating a gap in the built frontage. The applicant has responded stating that the proposed siting would create a 'gateway' development ensuring maximum visibility of the hotel at the junction of Keele Road and University Avenue, and that the form and siting would create a balance with the Medical Research Building on the opposite side of University Avenue. Your Officer concurs with the applicant's response and considers that the siting is appropriate.

The proposed materials would comprise a combination of 2 shades of buff facing brickwork with large expanses of curtain walling (glazing) below aluminium rainscreen cladding with punched openings demonstrating a regular window pattern and rhythm. The cladding is proposed in three shades of green. The application states that these elements combined with changes in colours tied to the surrounding landscape provide significant visual interest to the hotel building. The Design and Access Statement states that the proposed hotel design creates an appropriately rich and diverse character within the wider site and facilitates the creation of a high-quality place with a strong identity that positively enhances the overall character and image of the University. It goes on to state that high quality materials subtly blend contemporary, innovative architecture into the context of the adjoining landscape character and ensure a robust, durable and easily maintained building.

In considering the pre-application proposal which included panels in 4 shades of green, 2 shades of yellow/gold and a red feature panel, UVDRP suggested that a more muted colour palette would allow the building to sit more restfully within its landscape context. The applicant has responded by reducing the variety of colours to 3 shades of green. Your officer remains concerned that the proposed colours are too vibrant and would be inappropriate within this landscape. The applicant has confirmed their agreement to a darker more recessive colour and subject to a condition requiring agreement of the panel and brick colours, your Officer is satisfied that the proposed materials are acceptable.

The site, as formed under the terms of the original outline consent, is relatively level with a very gradual slope up from north to south of approximately just a metre. The principal roadway into the University due west of the site is approximately 4m above that part of the site where the building would be whereas the site is at a similar level to the A525 Keele Road to the north. The main part of the building would be 19.7m in height with the central vertical element extending to 22m high.

A scheme for a hotel of a similar scale was allowed on appeal in 2011 (Ref. 10/00631/REM). In that case, the hotel was to be sited on an east-west axis with its long elevation parallel with the A525 Keele Road and the building was to be 22.8m in height. In allowing that appeal, the Inspector acknowledged that the site represents a unique gateway location and was satisfied that that building would be no higher in profile than the Medical Research Facility Building or IC3 or 4. In considering the impact of the building in the wider landscape, the Inspector stated that the tree belt provided by Rosemary Hill Wood would significantly screen the hotel from the town centre and Cemetery Road and the proposal would be no more prominent in the landscape than the existing IC3 and 4 buildings on the other side of the access road.

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 the previous proposal for a six storey hotel of a greater height than that now proposed.

A footpath/cycle link is proposed from the A525 Keele Road into and through the site. UVDRP were unconvinced as to the desirability, position and requirement for such a cycle and pedestrian route but your Officer considers that subject to there being no harm to the trees, such a link is both desirable and appropriate

The siting, design and materials are considered to be 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.

Would there be any impact on the existing trees and is the submitted landscaping appropriate?

There is a belt of existing trees to the north of the site and an avenue of protected lime trees to the west. The limes would not be impacted by the proposals but the Arboricultural Impact Assessment that accompanies the application states that a small number of early mature trees would need to be removed to accommodate the footpath/cycleway linking the site to Keele Road. The Landscape Development Section raises no objections but states that the line of the footpath should be adjusted to avoid trees and any trees lost should be replaced. Subject to conditions including a requirement for the line of the footpath link to be agreed, it is not considered that there would be any significant adverse impact on the existing trees on the site.

A formal avenue of lime trees is proposed along the access to lead visitors into the site and to mirror the existing avenue of lime trees into the Campus. Ornamental trees are proposed within the car park, formal hedges will frame spaces and separate pedestrian and vehicular areas and ornamental shrub planting will add interest all year round. The planting has been designed to integrate into the current structural landscaping approved in relation to the outline permission.

The Landscape Development Section has no objections to the planting proposals and overall the landscaping is considered appropriate to the development.

Is the level of car parking proposed acceptable?

A total of 180 car parking spaces are proposed along with 11 electric vehicle charging points and cycle spaces for 14 staff and 40 visitors. 160 of the parking spaces being provided are for the staff and visitors to the hotel with 20 additional spaces provided for non-overnight guests visiting the University and using the hotel's restaurant.

In relation to this application for approval of reserved matters including access, it is relevant to note that paragraph 108 of the NPPF states, inter alia, that development should ensure that safe and suitable access to the site can be achieved for all users and paragraph 109 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety. Paragraph 110, inter alia, states that applications for development should create places that minimise the scope for conflicts between pedestrians, cyclists and vehicles.

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. The maximum car parking standards in the Local Plan recommend 1 space per bedroom for hotels which in this case would equate to 150 spaces. As stated above, 180 spaces are proposed but given the scale of the use proposed and the relatively small number of additional spaces proposed, the level of car parking is considered appropriate and should not undermine longer term efforts to achieve modal shift through Travel Planning.

Although the Highway Authority has requested a Section 106 contribution towards travel plan monitoring, this is an application for the approval of reserved matters following the granting of the outline consent and it is not appropriate to request such a contribution at this stage. In any event, a contribution towards travel plan monitoring was secured at the outline stage.

APPENDIX

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

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

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

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

Policy E8: Keele University and Keele Science Park
Policy N17: Landscape Character – General Considerations
Policy N19: Landscape Maintenance Areas
Policy T16: Development – General Parking Requirements

Other Material Considerations include:

[National Planning Policy](#)

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

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

[Supplementary Planning Guidance/Documents](#)

[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
- 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.

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

The **Landscape Development Section** has no objections to the planting proposals. All recommendations of the Wardell Armstrong Arboricultural Impact Assessment should be followed and permission should be subject to submission of an Arboricultural Method Statement and updated Tree Protection Plan. These should take account of the proposals to increase ground levels outside of the application site and any amendments necessary to the balancing pond. Adjustments should be made to ensure that no existing trees are compromised. The submission should also provide details in relation to the footpath link to Keele Road. Some changes in level will be necessary to minimise the path gradient at the northern end however the remainder should be of 'no-dig' construction. The exact line should be adjusted to avoid trees and any trees lost should be replaced.

The **Waste Management Section** is concerned that the service access does not include any turning area for the collection vehicle. The length of reverse required is significant and will be through a parking area frequented by pedestrians. The hotel would need a trade refuse contract on place adequate to acceptably manage the waste generated on site.

The **Police Crime Prevention Design Advisor** states that it is apparent from the Design and Access Statement that crime prevention and security have been seriously considered. The design suggests there should be very good levels of natural surveillance from the hotel over the external public space and the cycle parking. Public access to the hotel appears to be limited to the main hotel entrance and the restaurant entrance and informal policing and natural surveillance will be supplemented by CCTV. It is suggested that the applicant considers the following:

- The emergency exit doors should be restricted for that use only
- There should be the ability for management to lock the building down should the need arise
- Subtle yet effective hostile vehicle mitigation measures should be used to prevent vehicles approaching and striking the building

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

One letter of representation has been received stating that the proposal is a dramatic improvement on the original proposal. The site is an important one for the Borough and the University and for a motorist approaching Newcastle from the west the hotel will be the first major indication of the presence of both. It is important that the avenue of lime trees is retained.

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Planning Statement
- Design and Access Statement
- Drainage Strategy

- Vehicle Tracking Statement
- Reptile Survey Report
- Great Crested Newts Survey Report
- Arboricultural Impact Assessment
- Photo views

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/19/00203/REM>

Background papers

Planning files referred to
Planning Documents referred to

Date report prepared

8 May 2019