

<b>Application Number:</b>	2017/0617/FUL
<b>Site Address:</b>	Warehouse, Mint Lane, Lincoln
<b>Target Date:</b>	2nd September 2017
<b>Agent Name:</b>	Brewster Bye Architects
<b>Applicant Name:</b>	Thomas Samuel Ltd
<b>Proposal:</b>	Demolition of single storey hall building and entrance link. Conversion of existing parish hall and school buildings, extension and conversion of existing warehouse and erection of two, 5 storey buildings to accommodate a total of 138 new residential studios with associated external alterations and central glazed atrium link.

## **Background - Site Location and Description**

### *Site Location*

The site extends from the corner of Park Street and Beaumont Fee, behind the existing Stokes Warehouse on Mint Lane. The site fronts Beaumont Fee to the west, Park Street to the North, and Mint Lane to the east. Home nightclub is located east of the site and Age UK to the north.

The existing building located on the corner of Park Street and Beaumont Fee is the former St. Martin's Parish Hall. The western section of this building (fronting Beaumont Fee) is a two-storey structure. The rear single storey section has a frontage to Park Street. There are no buildings or structures on the eastern section of the site, which is largely used as a surface car park.

The site is situated within the Cathedral and City Centre No.1 Conservation Area.

### *Description of Development*

The application proposes 133 managed self-contained studio rooms for use by students with a variety of communal managed facilities such as gym, dining hall, laundry, meeting rooms, cinema and lounge area.

The proposed development has been split between a number of separate detached blocks. The existing two-storey west wing of the hall building would be retained and converted into 8 studios. The existing hall at the east end of the site would be demolished and replaced with a five storey building, housing 34 studios. The existing Stokes Warehouse would be retained with an additional storey added to the roof. This would contain 23 studios. A new five storey building is proposed on the existing car park which would accommodate a further 47 studios. Finally the existing school building fronting Beaumont Fee would be retained and would accommodate 21 studios.



### *Planning History*

In 2016 (2016/0202/F) permission was granted for the conversion of the existing parish hall to 7 bedroom House in Multiple Occupation; partial demolition and erection of five storey building fronting park street and the erection of five storey building fronting Mint Street to accommodate a mixture of aparthotel, student accommodation and retail (see images below).





The previous scheme approved two new five storey blocks, as does the proposed application. The difference with the current application is the inclusion of the Stoke's Warehouse building and the former School on Beaumont Fee.

### **Case Officer Site Visit**

Undertaken on 24<sup>th</sup> August 2017.

### **Policies Referred to**

National and Local Planning Policy  
 Policy LP1: A Presumption in Favour of Sustainable Development  
 Policy LP25: The Historic Environment  
 Policy LP26: Design and Amenity

### **Issues**

National and Local Planning Policy  
 The Principle of the Development  
 Impact on the Character and Appearance of the Conservation Area  
 Residential Amenity  
 Highways  
 Archaeology  
 Loss of Trees

Refuse  
Contaminated Land

### **Consultations**

Consultations were carried out in accordance with the Statement of Community Involvement, adopted May 2014.

### **Statutory Consultation Responses**

Consultee	Comment
Historic England	Comments Received
Lincolnshire Police	Comments Received
Lincoln Civic Trust	Comments Received
Education Planning Manager, Lincolnshire County Council	Comments Received
Steep Hill Area Residents	No Response Received
Steep Hill Area Residents	No Response Received
Environment Agency	Comments Received
Anglian Water	Comments Received
Highways & Planning	No Response Received
West End Residents Association	Comments Received

### **Public Consultation Responses**

Name	Address
Mr Dave Andrew	9 St Andrews Close Lincoln LN5 7XT
Mrs Valerie Wilkinson	25 Lee Rd Lincoln LN2 4BJ

Two letters have been received making comments on the proposed application. The points raised principally relate to the following matters:

- Parking
- Too much student accommodation
- Ugly design
- Should be commercial at ground floor

These matters will be discussed within the main body of the report.

## **Consideration**

### **National and Local Planning Policy**

Paragraph 14 of the National Planning Policy Framework outlines that “at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

56. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

57. It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

58. Planning decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping.

61. Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

### **Policy LP1: A Presumption in Favour of Sustainable Development**

At the heart of the strategy for Central Lincolnshire is a desire to deliver sustainable growth;

growth that is not for its own sake, but growth that brings benefits for all sectors of the community for existing residents as much as for new ones.

When considering development proposals, the Central Lincolnshire districts of West Lindsey, Lincoln City and North Kesteven will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The districts will always work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in Central Lincolnshire.

Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, then the appropriate Council will grant permission unless material considerations indicate otherwise – taking into account whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or Specific policies in that Framework indicate that development should be restricted.

#### Policy LP25: The Historic Environment

Development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire.

In instances where a development proposal would affect the significance of a heritage asset (whether designated or non-designated), including any contribution made by its setting, the applicant will be required to undertake the following, in a manner proportionate to the asset's significance:

- a. describe and assess the significance of the asset, including its setting, to determine its architectural, historical or archaeological interest; and
- b. identify the impact of the proposed works on the significance and special character of the asset; and
- c. provide clear justification for the works, especially if these would harm the significance of the asset or its setting, so that the harm can be weighed against public benefits.

Unless it is explicitly demonstrated that the proposal meets the tests set out in the NPPF, permission will only be granted for development affecting designated or non-designated heritage assets where the impact of the proposal(s) does not harm the significance of the asset and/or its setting.

Development proposals will be supported where they:

- d. Protect the significance of designated heritage assets (including their setting) by protecting and enhancing architectural and historic character, historical associations, landscape and townscape features and through consideration of scale, design, materials, siting, layout, mass, use, and views and vistas both from and towards the asset;
- e. Promote opportunities to better reveal significance of heritage assets, where possible;

f. Take into account the desirability of sustaining and enhancing non-designated heritage assets and their setting.

The change of use of heritage assets will be supported provided:

g. the proposed use is considered to be the optimum viable use, and is compatible with the fabric, interior, character, appearance and setting of the heritage asset;

h. such a change of use will demonstrably assist in the maintenance or enhancement of the heritage asset; and

i. features essential to the special interest of the individual heritage asset are not lost or altered to facilitate the change of use.

### Listed Buildings

Permission to change the use of a Listed Building or to alter or extend such a building will be granted where the local planning authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.

Permission that results in substantial harm to or loss of a Listed Building will only be granted in exceptional or, for grade I and II\* Listed Buildings, wholly exceptional circumstances.

Development proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building.

### Conservation Areas

Development within, affecting the setting of, or affecting views into or out of, a Conservation Area should preserve (and enhance or reinforce it, as appropriate) features that contribute positively to the area's character, appearance and setting. Proposals should:

j. Retain buildings/groups of buildings, existing street patterns, historic building lines and ground surfaces;

k. Retain architectural details that contribute to the character and appearance of the area;

l. Where relevant and practical, remove features which are incompatible with the Conservation Area;

m. Retain and reinforce local distinctiveness with reference to height, massing, scale, form, materials and lot widths of the existing built environment;

n. Assess, and mitigate against, any negative impact the proposal might have on the townscape, roofscape, skyline and landscape;

o. Aim to protect trees, or where losses are proposed, demonstrate how such losses are appropriately mitigated against.

## Archaeology

Development affecting archaeological remains, whether known or potential, designated or undesignated, should take every practical and reasonable step to protect and, where possible, enhance their significance.

Planning applications for such development should be accompanied by an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.

If initial assessment does not provide sufficient information, developers will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site. Wherever possible and appropriate, mitigation strategies should ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted by the developer and approved by the planning authority.

Any work undertaken as part of the planning process must be appropriately archived in a way agreed with the local planning authority.

## Policy LP26: Design and Amenity

All development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.

Development proposals will be assessed against the following relevant design and amenity criteria.

### Design Principles

All development proposals must take into consideration the character and local distinctiveness of the area (and enhance or reinforce it, as appropriate) and create a sense of place. As such, and where applicable, proposals will be required to demonstrate, to a degree proportionate to the proposal, that they:

- a. Make effective and efficient use of land;
- b. Maximise pedestrian permeability and avoid barriers to movement through careful consideration of street layouts and access routes;
- c. Respect the existing topography, landscape character and identity, and relate well to the site and surroundings, particularly in relation to siting, height, scale, massing, form and plot widths;
- d. Not result in the visual or physical coalescence with any neighbouring settlement;
- e. Not result in ribbon development, nor extend existing linear features of the settlement, and instead retain, where appropriate, a tight village nucleus;

- f. Incorporate and retain as far as possible existing natural and historic features such as hedgerows, trees, ponds, boundary walls, field patterns, buildings or structures;
- g. Incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding area;
- h. Provide well designed boundary treatments, and hard and soft landscaping that reflect the function and character of the development and its surroundings;
- i. Protect any important local views into, out of or through the site;
- j. Duly reflect or improve on the original architectural style of the local surroundings, or embrace opportunities for innovative design and new technologies which sympathetically complement or contrast with the local architectural style;
- k. Use appropriate, high quality materials which reinforce or enhance local distinctiveness, with consideration given to texture, colour, pattern and durability;
- l. Ensure public places and buildings are accessible to all: this should not be limited to physical accessibility, but should also include accessibility for people with conditions such as dementia or sight impairment for example.

#### Amenity Considerations

The amenities which all existing and future occupants of neighbouring land and buildings may reasonably expect to enjoy must not be unduly harmed by or as a result of development.

Proposals should demonstrate, where applicable and to a degree proportionate to the proposal, how the following matters have been considered, in relation to both the construction and life of the development:

- m. Compatibility with neighbouring land uses;
- n. Overlooking;
- o. Overshadowing;
- p. Loss of light;
- q. Increase in artificial light or glare;
- r. Adverse noise and vibration;
- s. Adverse impact upon air quality from odour, fumes, smoke, dust and other sources;
- t. Adequate storage, sorting and collection of household and commercial waste, including provision for increasing recyclable waste;
- u. Creation of safe environments.

Similarly, proposals for development adjacent to, or in the vicinity of, existing 'bad neighbour' uses will need to demonstrate that both the ongoing use of the neighbouring site is not compromised, and that the amenity of occupiers of the new development will be satisfactory with the ongoing normal use of the neighbouring site, taking account of criteria m to u above.

### Impact of the Proposed New Development on the Character and Appearance of the Conservation Area

Historic England have commented on the proposals and have the following view:

“Having reviewed the information provided, in the context of the previously approved scheme, we believe that the current proposals would have a greater adverse impact on the character and appearance of the conservation area. In particular we believe that the proposed alterations to Stokes Warehouse which involves the demolition of the roof structure and raises the height of the building above the proposed five storey blocks, along with the partial loss of parish hall, the proposed alterations to the former school building and the proposed new five storey blocks would result in a high level of less than substantial harm to the overall significance and character and appearance of the conservation area, as outlined below.

We believe that the scheme would be significantly improved by the removal of the proposed two storey roof extension to Stokes Warehouse and recommend that the application is amended accordingly. If the application remains unchanged, Historic England objects to the application on heritage grounds”.

These issues will now be dealt with in turn.

#### *Partial Demolition of the Parish Hall*

Pre application discussions have been entered into with the applicants. The LPA have sought to resist the demolition of St Martins Hall, an undesignated heritage asset in the arts and crafts style which is considered to make a positive contribution to the character and appearance of the City and Cathedral conservation area. The simpler detailed rear section of the building is not considered as architecturally significant. Therefore the partial retention and incorporation of the front part of the hall into the scheme is welcomed.

#### *Alterations to Stokes Warehouse*

Stokes Warehouse sits in a prominent position on the corner of Park Street and Mint Lane. It is a building of considerable townscape merit as highlighted above and makes a strong positive contribution to the character and appearance of the conservation area.

It is proposed to convert and extend the existing warehouse. In order to achieve this a new structural frame and foundations are proposed. The existing façade is to be retained with minor alterations to the narrow openings at west end to the north elevation are proposed. The openings at this end of the elevation are proposed to be altered to reflect the form and size of the remainder of the openings and their position would also be altered. On the east elevation a ground floor doorway is proposed to be blocked.

It was originally proposed to remove the dual pitched roof and replace with a two storey glazed element that would be framed by metal panels. Following the comments made by

Historic England, officers have negotiated with the applicants to reduce the height of the building, with a single glazed storey now being added rather than the original two. In urban design terms this still sits comfortably within the surrounding context, with the glazed extension sitting slightly higher than the two adjacent new blocks, as is typical of a corner building, such as the existing Stokes Warehouse.

Whilst this alteration does not entirely overcome the concerns raised by Historic England, Officers do consider that the reduction in height lessens the impact when looking at long range views of the development.

### *The Former School*

The former school building is an attractive and distinctive 19th century building which architecturally makes a positive contribution to the townscape context. However, unfortunately this valuable building has suffered vacancy despite being marketed and has fallen into a state of dilapidation which detracts from the character and appearance of the conservation area. Therefore, its inclusion in this development scheme is welcomed in order to secure its long term future. In order to facilitate the conversion the building into accommodation alterations to the windows are proposed.

There is no disputing that the alterations to the principal façade would alter the architectural composition of the building. However it is considered that the quality of the overall composition, distinctive detailing and ornamentation and overall architectural character is retained. Furthermore, the modest dormer windows are such that they are appropriately assimilated into the generous roofscape and are a feature which is congruous with this period of building.

When looking at the planning balance it is considered that the inclusion of the school building within the overall scheme investing in the upkeep of the building which would also achieve the preservation and enhancement of the Conservation Area. It is considered by the planning authority that the alteration is acceptable in terms of the public benefit in securing the building's future.

### *New Buildings and Impact on Views*

Historic England have made the following comments "Overall the proposed blocks make limited reference to the prevailing character and appearance of the conservation area, particularly in terms of their scale/storey height, or their architectural design and form, and in our view, do not respond appropriately to their context or sit harmoniously within the street scene.

In particular, when viewed from Beaumont Fee, the proposed blocks would form an uncharacteristic and stark backdrop to the former parish hall and school building, appearing out of scale, dominating and competing with its neighbours".

#### *View from Beaumont Fee*

Block A, which would replace the rear section of the former parish hall, would be a five storey structure fronting Park Street. The upper floor of the block would be set back on all four sides and the Park Street elevation would comprise horizontal and vertical brick elements with chamfered bricks to create deep reveals and the brickwork would be a similar colour to the surrounding buildings.

The relationship between the new development and the parish hall would be very similar to the existing townscape, with the taller stokes warehouse located behind the parish hall. It is considered that whilst the new developments pulls a taller element of the building closer to Beaumont Fee some of the impact would be mitigated by the use of glazing to break up the visual impact. Minimal work is proposed on the existing building to enable its change of use to studio apartments.

A light weight glazed structure would link the buildings fronting Beaumont Fee to create an entrance to the site and to tie the individual buildings together in one shared space. It is also considered that the inclusion of Blocks A and B, built from the same materials and viewed at the rear of this elevation means that the site reads as one development and brings this whole corner site into a viable use.

#### *View from Park Street*

Whilst St Martins Parish Hall's modest scale is consistent with the more intimate grain which characterises Beaumont Fee, to the rear, Park Street has a more transitional character. Park Street sees a rising in height with a number of multi storey buildings. In terms of the scale of Block A, referencing the warehouse and other 3 and 4 storey buildings along Park Street is considered acceptable as, in both location, form and massing, the new development visually relates to these precedents rather than Beaumont Fee.

#### *View from Mint Lane*

In views along Mint Lane, the new development is a convincing extension to the warehouse building. It is particularly successful at ground floor where it engages more successfully with the pedestrian. The roof detail is unusual, however, in reality this will have a limited impact as views towards it will be limited by the constraints of the townscape.

The elevation to the south of the development facing into the existing car park would remain largely blank. This is considered beneficial as it does not stifle any future development to the south of the site.

#### Residential Amenity

The proposed development is located within a mixed use area between the High Street and the West End of Lincoln. The immediate area is predominantly commercial properties of bars and nightclub and office uses. It is not considered that there would be any impact on residential amenity in this area due to these other uses already being in situ, however there could be an impact on the amenity of future residents of the student accommodation

Due to the location of the development the applicant is required to consider the likely night-time maximum noise events to ensure that the proposed noise mitigation methods are sufficient to protect the future occupants from sleep disturbance.

#### Archaeology

The Lincoln Archaeological Resource Assessment indicates that there is potential for remains to be recovered in this area relating to several Research Agenda Zones. Some of the most significant of these are;

- 7.11.4 – Roman houses within the walled lower city,
- 7.20 – Temple complexes in the Roman lower city
- 9.37 – The High medieval mint and jewellery quarter
- 

There have been no large-scale archaeological investigations undertaken either on the site itself or within a radius of 100m. The nature extent and significance of the remains present on the site is therefore difficult to estimate without further evaluation. However, the Heritage Impact Assessment supplied with the previous application (2016/0202/F) clearly indicates that there is a high potential for archaeological remains to be encountered during groundworks. The HIA states that there is a particularly high potential for Roman remains to be present, with a lesser but still significant chance that remains from the Saxon and Medieval periods may be encountered.

It will be necessary for the applicant to prepare a WSI for archaeological evaluation at the earliest opportunity should permission for the development be granted. This can then be used to inform an appropriate foundation design.

Although the site is not scheduled, it lies within the Ancient Monument 115A area of archaeological interest. This local designation defines areas that, although not scheduled, are likely to include archaeological remains of equal significance to those identified as Scheduled Ancient Monument 115. It is therefore considered that the undesignated archaeology of the site is subject to those policies in NPPF that apply to designated heritage assets, as indicated by paragraph 139 of that document, which states that *“on-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.”*

It is considered that the impact of development on the archaeology of the site can be appropriately mitigated, subject to further archaeological evaluation, the provision of an approved foundation design, and the preparation of an appropriate WSI.

### Loss of Trees

The proposed works would not impact on any protected trees or require the removal of any trees.

### Highways

The Highways Authority originally raised concerns with the design of the development as there were a number of doors opening out onto the public highway. This has now been amended so all doors are inward opening, therefore eliminating the risk to pedestrians on the adjacent footpaths.

No other issues have been raised with regards to highway safety or capacity.

### Surface Water Flooding

The preferred method of surface water disposal would be to a sustainable drainage system with connection to the sewer as the last option. Whilst a flood risk assessment has been submitted with the application this is considered insufficient for Anglian Water take make an assessment on the method of surface water disposal. Therefore a condition could

be attached to any permission, as suggested by Anglian Water, to ensure that a surface water management strategy is submitted prior to works commencing on site.

### Refuse

Provision has been made within the scheme for 12no. bins. These would be located to the south east corner of the site within a dedicated internal bin store. Bins would be presented to Mint Lane.

### Contaminated Land

A site investigation has been undertaken for the majority of the site however this excludes consideration of the former Stokes warehouse. It is therefore recommended that conditions are applied to any consent granted to ensure that investigation of the warehouse is undertaken as well as further site investigation after demolition of the buildings.

### Conclusion

The principle of the development of much of this site was established with the approval of permission in 2016. It is considered that the proposed scheme offers further benefit to that previously approved as it now plans for the inclusion of the former school building and the Stokes Warehouse. This scheme would deliver development of this whole corner of Beaumont Fee and Park Street and would sympathetically reuse existing buildings within the Conservation Area to one inclusive use.

The applicants have worked with the planning authority during the application process to take on board comments received from consultees and have subsequently reduced the height of the extension to the Stokes Warehouse and made amendments to the ground floor layout. With these changes and with the conditions referred to throughout this report it is considered that the proposed development would be acceptable and in accordance with national and local planning policy.

### Application Determined within Target Date

Yes with an agreed extension of time.

### Recommendation

That the application is Granted Conditionally.

### Conditions

Work to commence within 3 years

Work in accordance with the plans

Contaminated Land

Noise Assessment

Surface Water Drainage Assessment

Materials including window frames and brick sample panels

Archaeology

Window details – profiles and materials for all buildings – new and replacement

Brick cleaning specification and sample area to be approved before this work is undertaken