

Application Number:	2017/1195/FUL
Site Address:	Land Adjoining Boutham Medical Practice, Boutham Park Road, Lincoln.
Target Date:	27th January 2018
Agent Name:	Studio-G Architecture
Applicant Name:	Mr Steff Wright
Proposal:	Erection of 10 retirement bungalows and associated car parking, together with a public car park for the users of Boutham Park, Lincoln.

Background - Site Location and Description

The application site is situated in the north-west corner of Boutham Park, between the Boutham Health Centre to the west and the Park Tennis Courts, Bowling Green and Pavilion to the east. To the north are the rear gardens of residential properties on Western Avenue, and to the south is the Park footpath. It is accessed by way of an existing access road which serves the adjacent Library and Health Centre, and runs parallel with the Park footpath.

Although the site falls within the boundary of the Park, it has no formal use and has not been cultivated or maintained for a number of years. Part of the site currently serves as an informal parking and storage area for construction works within and adjacent to the Park.

The site is being sold by City of Lincoln Council for development. The application has been submitted by Gusto Developments, the developers of the adjacent Home Grange retirement scheme by Longhurst and Havelock Homes.

Site History

No relevant site history.

Case Officer Site Visit

Undertaken on 27th July, 23rd August and 7th December 2017.

Policies Referred to

- Policy LP1: A Presumption in Favour of Sustainable Development
- Policy LP2: The Spatial Strategy and Settlement Hierarchy
- Policy LP10: Meeting Accommodation Needs
- Policy LP18: Climate Change and Low Carbon Living
- Policy LP22: Green Wedges
- Policy LP25: The Historic Environment
- Policy LP26: Design and Amenity
- Policy LP29: Protecting Lincoln's Setting and Character

Issues

- National and local planning policy
- Impact on visual amenity
- Impact on residential amenity

- Impact on designated and non-designated heritage assets
- Highway safety, access and parking
- Foul and surface water drainage
- Potential land contamination and other environmental impacts

Consultations

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

Statutory Consultation Responses

Consultee	Comment
Highways & Planning	Comments Received
Lincoln Civic Trust	Comments Received
Lincolnshire Police	Comments Received

Public Consultation Responses

Name	Address
Mr And Mrs M S Croft	57 Western Avenue Lincoln Lincolnshire LN6 7SR
Guy Hird	J1 The Point Weaver Road Lincoln LN6 3QN
Laura Scott	

Consideration

The application proposes the erection of 10 two-bed retirement bungalows situated either side of a gated, secure block-paved pedestrian street. A private parking area, incorporating a communal bin store, would be sited in the south east corner of the site; and a 12no. space public car parking area for visitors and users of Boultham Park would be sited in the south west corner of the site, next to the site entrance.

Each bungalow would include a front porch which would be used to store an electric mobility scooter with an electric charging point adjacent to the level access entrance door.

National and Local Planning Policy

Meeting Accommodation Needs

Paragraph 50 of the National Planning Policy Framework (NPPF) outlines the Government's aim "to deliver a wide choice of high quality homes, and create sustainable, inclusive and mixed communities" that meet the needs of different groups in the community, including older people and people with disabilities. Planning Practice Guidance states "the need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over accounts for over half of the new households (DCLG Household Projections 2013)... [Planners] will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce costs to health and social services, and providing more options for older people to move could also free up houses that are under occupied" (Paragraph: 021 Reference ID: 2a-021-20160401; Revision date: 01 04 2016).

The applicant has indicated the proposed development would be for over 55s and would, therefore, contribute towards meeting specific accommodation needs as identified within the Central Lincolnshire Strategic Housing Market Assessment (Adopted July 2015). The use of the proposed bungalows as retirement dwellings would be restricted via a condition on an approved application.

Policy LP10 'Meeting Accommodation Needs' states proposals for 6 or more dwellings must deliver housing which meets the higher access standards of Part M Building Regulations (Access to and use of buildings) by delivering 30% of dwellings to M4 (2) 'Accessible and Adaptable Dwellings' of the Building Regulations, unless the characteristics of the site provide exceptional reasons for delivery of such dwellings to be inappropriate or impractical. The proposed development includes higher quality access provision than the basic provision required by Category M4(1) 'Visitable Dwellings' of the Building Regulations and, therefore, meets the abovementioned requirement. Higher accessible homes should be located close to any existing or proposed centre and public transport connections. The site is appropriately located close to a range of local services and amenities and established sustainable transport links to and from the city centre.

Principle of Development and Potential Impact on Green Wedge

The application site is not allocated for housing development within the Central Lincolnshire Local Plan (2017), but is considered an appropriate location for housing development within the Lincoln urban area, in accordance with the terms of Policy LP2 'The Spatial Strategy and Settlement Hierarchy'. Notwithstanding this, the site falls within the boundary of the 'Witham Valley Green Wedge'. Policy LP22 'Green Wedges' is permissive of development within Green Wedges provided it can be demonstrated that the development is not contrary or detrimental to the function and aims of Green Wedges; and it is essential for it to be located within the Green Wedge, and the benefits of which override the potential impact on the Green Wedge.

Green Wedges prevent the physical merging of settlements, preserving their separate identity, local character and historic character; create a multifunctional 'green lung' to offer communities a direct and continuous link to the open countryside beyond the urban area; and provide an accessible recreational resource, with both formal and informal

opportunities, close to where people live. They also conserve and enhance local wildlife and protect links between wildlife sites to support wildlife corridors.

Boultham Park provides formal and informal recreational opportunities set within a wider green space. The proposed development would be sited on an unmanaged area of land in the north-west corner of Boultham Park, and would enhance public access to the Park and wider Witham Valley Green Wedge by providing 12no. car parking spaces for public use. Comments from residents of neighbouring properties on Western Avenue suggest the application site may have some ecological value, however, there is no evidence to support this view at present. Nevertheless, the applicant has agreed to undertake an ecological assessment of the site, and include mitigation such as bat and bird boxes within the proposed development, if needed. It is, therefore, considered appropriate to impose a condition on an approved application requiring an ecological assessment to be undertaken prior to the commencement of development.

Other relevant local planning policies, contained within the Central Lincolnshire Local Plan (2017), are referred to in subsequent sections of this report.

Impact on Visual Amenity

Policy LP26 'Design and Amenity' of the Central Lincolnshire Local Plan (2017) is permissive of new buildings provided the siting, height, scale, massing and form relate well to the site and surroundings, and duly reflect or improve on the original architectural style of the local surroundings; and use appropriate high quality materials, which reinforce or enhance local distinctiveness, with consideration given to texture, colour, pattern and durability.

The proposed development has been sympathetically designed taking account of its location within the park boundary close to the bowling green pavilion, and to the rear of residential properties on Western Avenue. Although the layout of the proposed development has been restricted in part by the requirement for a public parking area, it still relates well to the site and surroundings, and satisfies relevant design principles outlined in Policy LP26 'Design and Amenity'. Notwithstanding this, the proposed materials need further consideration, to ensure they sympathetically complement or contrast with the local architectural style. It is, therefore, considered appropriate to impose a condition on an approved application requiring details of materials to be agreed with officers prior to development.

Impact on Residential Amenity

In relation to both the construction and life of the development, 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 (Policy LP26 'Design and Amenity'). The closest residential properties are located on Western Avenue to the north of the application site. The proposed bungalows at Plots 5 and 6 are located closest to the boundary, which is shared with the rear gardens of the properties at 51, 53, 55 and 57 Western Avenue; with the bungalow at Plot 5 being sited approximately 2.0 metres from the boundary, and the bungalow at Plot 6 approximately 3.0 metres from the boundary. Despite this relatively close proximity, there would be a separation distance of approximately 21.0 metres between existing and proposed properties, due to the size of the gardens to the rear of the properties on Western Avenue. Furthermore, the ridge heights of the proposed bungalows at Plots 5 and 6 would not exceed 4.7 metres and the

properties would not include any windows to their north facing side elevations facing the properties on Western Avenue. It is, therefore, considered the proposed development would not cause undue harm to the amenities which all existing and future occupants of these neighbouring properties may reasonably expect to enjoy.

Impact on Designated and Non-Designated Heritage Assets

Boultham Park

The application site is located within Boultham Park, which is one of three Historic Park and Gardens within the built up area of Lincoln. Consequently, proposals within Boultham Park should preserve or enhance its special character, setting and appearance, and respect its special historic context (Policy LP25 'The Historic Environment' and LP29 'Protecting Lincoln's Setting and Character'). The proposed development would be sited on an area of unmanaged land, and has been sympathetically designed taking account of its location within the park boundary close to the bowling green pavilion.

The Arboricultural Survey and Report submitted with the application indicate approximately 70% of the trees on site would be removed as part of the proposed development. Whilst this is a large percentage the Survey and Report identify that the specimens marked for removal are of low amenity value and are will struggle to develop into decent specimens if left unmanaged. Removing the poor specimens and keeping the best will encourage those left to greatly improve. The City Council's Arboricultural Officer considered the proposals at pre-application stage, and advised the applicant on which trees should be retained.

Potential Archaeological Remains

An archaeological appraisal of the site indicates that it is located within an area which has potential to reveal archaeological remains associated with Roman Colonia Era Industrial Use and Boultham Medieval Village. It is, therefore, considered appropriate to impose a condition on an approved application requiring archaeological monitoring and recording to take place during construction.

Highway Safety, Access and Parking

The layout of the proposed development has been restricted by the requirement for a public parking area. Notwithstanding this, the application proposes the incorporation of an adoptable standard turning head facility as an extension of the existing adopted highway, i.e. the access road to the site. Lincolnshire County Council, as Highways Authority, has considered the proposals at both pre-application and application stage, and specified the level of detail required to enable the proposals to be adopted.

A contribution of £10,000 would be required towards the improvement of the existing pedestrian crossing on Boultham Park Road, which links to the access road to the site and the north entrance to Boultham Park. Discussions are ongoing with Lincolnshire County Council, as Highways Authority, regarding how this contribution can best be secured.

Foul and Surface Water Drainage

Foul Water

The application indicates the proposed development would connect to an existing foul

sewer, however, Anglian Water has indicated that this would lead to an unacceptable risk of flooding downstream. Consequently, a foul water drainage strategy would need to be prepared in consultation with Anglian Water to determine appropriate mitigation measures. It is, therefore, considered appropriate to impose a condition on an approved application requiring the applicant to prepare and submit a foul water strategy prior to development.

Surface Water

The application proposes a sustainable surface water drainage system, using permeable road and paving surfaces with attenuated run-off to soakaways and large underground crates providing additional holding capacity. Whilst this is considered acceptable in principle, Lincolnshire County Council (as Lead Local Flood Authority) has indicated that additional information is required, to determine whether the proposed method of surface water disposal is viable. It is, therefore, considered appropriate to impose a condition on an approved application requiring the applicant to prepare and submit a surface water strategy, including details of ground investigations and hydraulic calculations, prior to development.

Potential Land Contamination and other Environmental Impacts

The Phase 1 Desktop Report submitted with the application does not identify any potential contaminated that may affect the proposed development. Nevertheless, it is considered appropriate to impose a condition on an approved application requiring any unexpected contamination to be reported to City Council in the event that it is found.

The application suggests electric vehicle recharge points would be installed as part of the proposed development, but does not provide specific details of the number and types of points to be provided. The City Council's Pollution Control Officer has, therefore, requested that this information is required by a condition on an approved application. Midland Energy Services has produced an initial energy strategy for proposed development, which recommends several measures that would reduce energy consumption and associated CO² emissions from the proposed bungalows, in accordance with the hierarchy outlined in Policy LP18 'Climate Change and Low Carbon Living' of the Central Lincolnshire Local Plan (2017).

Details of external lighting to parking and access areas have not been provided as part of the application, therefore, it is considered appropriate to impose a condition on an approved application to ensure sympathetically designed lighting is used within the development.

Lincoln Townscape Assessment

The application site is situated within the Boultham Park Character Area which comprises a public park, civic and commercial buildings and leisure facilities in the grounds of the former 19th century Boultham Hall Estate. The Character Area lies on an area of former scrub woodland and drained wetland in the Witham valley. St. Helen's Church is the only survival of the former medieval settlement around Boultham. Although extensively remodelled in the 19th century it retains some 13th-century elements and the foundation may date from as early as the 10th or 11th century.

Elements surviving from the 19th-century Boultham Hall estate include the lake of 1851, the site of Boultham Hall itself, gates, a fountain, footpaths and Home Farm. Boultham

Park is now a public park with large grassed areas, ornamental woodland, a yew walk, bowling green, tennis court, children's playground and a bandstand.

From the late Inter-War Period [1919-1945] to the Modern Period [1967-2009] a number of civic and commercial buildings were built along Boultham Park Road including Parklands Hotel, Boultham Library and Boultham Medical Practice. These form part of a small commercial centre around Boultham Park Road roundabout. However, there is no urban public space near the civic and commercial buildings. There are good pedestrian connections between the park and surrounding areas in all directions.

Application Negotiated either at Pre-Application or During Process of Application

Yes, at pre-application and during process of application, details in report.

Financial Implications

Legal agreement needed for financial contribution towards improvement of Boultham Park Road pedestrian crossing (details in report).

Legal Implications

None.

Equality Implications

None.

Conclusion

The proposed development would provide much needed accommodation for older people within the city, has been sympathetically designed taking account of its location within the park boundary close to the bowling green pavilion, and neighbouring residential properties; and would not cause undue harm to the amenities of adjoining residents, the wider residential area, or the environment in accordance with relevant policies and guidance contained within the Central Lincolnshire Local Plan (2017) and National Planning Policy Framework (2012).

Application Determined within Target Date

Yes.

Recommendation

That the application is Granted Conditionally

Standard Conditions

01) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: As required by Section 91 of the Town and Country Planning Act 1990.

- 02) With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the drawings listed within Table A below.
The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans.

Conditions to be Discharged before Commencement of Works

- 03) Ecological assessment
- 04) Details of materials
- 05) Foul water strategy
- 06) Surface water strategy

Conditions to be Discharged before Use is Implemented

- 07) Details of numbers and types of electric vehicle recharge points
- 08) External lighting scheme and assessment of off-site impact

Conditions to be Adhered to at all Times

- 09) Restriction on use of bungalows as retirement dwellings
- 10) Archaeology
- 11) Reporting of unexpected contamination

Table A

The above recommendation has been made in accordance with the submitted drawings identified below:

Drawing No.	Version	Drawing Type	Date Received
Design and Access Statement		Other	27th October 2017
427-A-003		Other	27th October 2017
427-A-004		Elevations	27th October 2017
427-A-005		Elevations	27th October 2017
427-A-006		Elevations	27th October 2017
427-A-007		Elevations	27th October 2017
427-A-008		Elevations	27th October 2017
427-A-009		Elevations	27th October 2017
427-A-010		Other	27th October 2017
427-A-011		Streetscape	27th October 2017
427-A-012		Other	27th October 2017

427-A-014		Other	27th October 2017
427-A-015		Other	27th October 2017
Site Aerial Views		Other	27th October 2017
Tree report		Other	27th October 2017
427-A-001C		Site plans	14th December 2017
427-A-17		Site plans	15th November 2017
427-A-002B		Site plans	15th November 2017
Midlands Energy Services Report		Other	15th December 2017
Supporting information		Email	14th December 2017