

Application Number:	2021/0088/FUL
Site Address:	Todson House, Beaumont Fee, Lincoln
Target Date:	10th September 2021
Agent Name:	Studio Map Limited
Applicant Name:	Killingbeck PLG
Proposal:	Partial demolition of existing building including retention of front facade and extension to form 41 self-contained residential apartments with shared kitchen and lounge facilities (Revised Description).

Background - Site Location and Description

Site Location

The site is located on the eastern side of Beaumont Fee and occupied by Todson House and associated outbuildings to the rear.

To the south of the existing building is the Pathway Centre, a three-storey building providing accommodation and support for homeless and vulnerable adults. To the rear is a car park with access from Mint Lane. To the north is the recently completed Iconinc Student Accommodation consisting of 3-5 storey development and refurbishment of a former school building (2017/0617/FUL). The current application has been submitted by Park Lane Group, the same applicant as the previous development to the north. As with the previous development, the proposal will be student accommodation managed by Iconinc.

The site is situated within the Cathedral and City Centre No.1 Conservation Area. The existing building is not listed although on the opposite side of Beaumont Fee is Friend's Meeting House, a Grade II listed building.

Description of Development

The application proposes 41 en-suite rooms with shared kitchen and lounge facilities. The main building would be demolished with the exemption of the front façade which would be retained. 5 dormers would be added to the roof of the building with a four-storey extension positioned behind.

The main entrance to the building would be from the existing archway to Beaumont Fee. The building would be laid out with 11 en-suite rooms located on the ground, first and second floors with 7 located on the third floor. Each floor has a shared lounge and kitchen and would be accessible by a stair-case and lift.

Pre-application discussions have taken place with the applicant and their architect. Other design options were considered for the site including full demolition although a development which incorporated retention of the front façade was considered the most appropriate.

Site History

A previous application granted consent for the change of use Cafe and Children's Play Space (A3) to Residential (C3) comprising two sets of cluster apartments (16 apartments within Block A and 6 apartments within Block B). Demolition of infill extension to create external courtyard with new external staircase and walkway, new windows and doors to internal elevations and new window, 3 dormers and rooflight to front, west elevation.

Case Officer Site Visit

Undertaken on 1st July 2021

Policies Referred to

- Policy LP2 The Spatial Strategy and Settlement Hierarchy
- Policy LP6 Retail and Town Centres in Central Lincolnshire
- Policy LP7 A Sustainable Visitor Economy
- Policy LP13 Accessibility and Transport
- Policy LP25 The Historic Environment
- Policy LP26 Design and Amenity
- Policy LP29 Protecting Lincoln's Setting and Character
- Policy LP31 Lincoln's Economy
- Policy LP33 Lincoln's City Centre Primary Shopping Area and Central Mixed-Use Area
- National Planning Policy Framework

Issues

- National and Local Planning Policy- The Principle of the Proposed Mixed-Use Development
- Assessment of Harm to the Character and Appearance of the Conservation Area
- Residential Amenity
- Archaeology
- Highways and Drainage
- Contamination

Consultations

Consultations were carried out in accordance with the Statement of Community Involvement, adopted January 2018.

Statutory Consultation Responses

Consultee	Comment
Highways & Planning	Comments Received
Lincolnshire Police	Comments Received
Lincoln Civic Trust	Comments Received
Education Planning Manager, Lincolnshire County Council	Comments Received

Public Consultation Responses

No responses received.

Consideration

The National Planning Policy Framework (NPPF) sets out three overarching objectives (social, economic, and environmental) to be pursued in mutually supportive ways. The overall planning balance must look across all three strands (paragraph 8), it states that development should be pursued in a positive way therefore at the heart of the framework is a presumption in favour of sustainable development.

Chapter 12 states that "The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve."

Furthermore, planning policies and decisions should ensure that developments:

- a. 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;
- b. are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c. are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d. establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e. optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f. create places that are safe, inclusive, and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Where proposals affect heritage assets the NPPF states that "*great weight should be given to asset's conservation*" and that this is regardless of the level of harm. Where harm is established, paragraphs 201 and 202 are relevant which require a balancing exercise to be undertaken as to whether the public benefits of a scheme would outweigh the harm, in this case to the Conservation Area.

In addition to Planning Policy, there is a duty within the Planning (Listed Buildings and Conservation Areas) Act 1990 that "*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*"

Local Policy

The site is within the City of Lincoln Central Mixed Area as outlined in the Central Lincolnshire Local Plan (LP33). Policy LP33 sets out uses which will be supported in principle within the Central Mixed-Use Area which contains a variety of uses including residential and student halls of residences. Officers consider the proposal would

complement the adjacent previously constructed Iconinc student complex.

The principle of the development is wholly appropriate within the Central Mixed Use Area and supported LP33 of the CLLP.

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

The site is occupied by Todson House a single storey building fronting Beaumont Fee built in 1912. The site is occupied by three buildings all connected internally. On Beaumont Fee (the western boundary) stands a one and a half storey, pitched roof building covering half of the site. On the eastern boundary stands a single storey, pitched roof building with basement, and in the middle is a single storey with basement, flat roof structure linking the two other buildings.

The elevation facing Beaumont Fee comprises of red brick with stone dressings and a slate roof. Its primary elevation stands on the street, composed of six bays. The roof has deep, overhanging eaves with modillioned cornicing. The third bay from the left of the building comprises the main pedestrian entrance under a half round brick arch with a stone keystone. Paired windows at mezzanine level, either side of the main door are painted timber multi-pane casements, set within stone pilaster reveals, a stone eaves band, and stone cills. Boarded timber panels stand below windows to bays two and four, with an inserted multi-pane window in bay 5. Within bay 6 is a boarded up former cart opening, with a rubbed brick archway with keystone. Whilst Todson House is of a small scale when compared to the neighbouring buildings either side, it positively contributes to the character and appearance of the street and the wider Conservation Area.

Negotiations have taken place with Planning Officers, the Principal Conservation Officer, and the applicants and whilst the application was originally submitted with a proposal for total demolition of the buildings on the site, this has been revised to include the retention of the façade fronting Beaumont Fee.

The proposal is therefore for the retention of the existing façade with 5 dormer windows added to the roof slope. The existing angle of the roof would be retained and behind this would be a larger scale extension ensuring that the main mass of the building would be stepped back from Beaumont Fee. The extension would have 4 storeys, as extended, although would still remain smaller in scale than that of the previously developed sites either side. The extension would consist of brick at ground level with Zinc Cladding within the new extension and for the dormer windows. On the elevation facing east (Mint Lane) there would be projecting fins at first, second and third floor level which will in break up the mass of the building, provide verticality and maximise light into each unit. The rear elevation would be visible from Mint Lane although given the significant setback from the road (over 30 metres) and the adjacent 5 storey building, it is not considered this would be a prominent view. In any case, officers consider the extension is appropriately designed and responds well to its context.

The proposal will therefore be a blend of contemporary architecture with retained historic townscape to the front facing elevation at Beaumont Fee. The final material palette and shade of the zinc cladding to the dormers and the new extension will be subject of a materials condition to be agreed before the development commences. It is considered that the new dormer windows will provide a visual connection from the retained frontage to the contemporary rear extension to the building. The proposal responds positively in form and

scale to the context. The architectural rationale for the elevations and the materials palette chosen are well informed and are appropriate to the form of the existing building and locality. The proposal would retain important townscape and secure positive contributions to the wider area, whilst bringing a building back into use which has been unoccupied for a number of years in accordance with Policies LP25 and LP26 of the Central Lincolnshire Local Plan and paragraph 199 of the NPPF.

In addition to the NPPF, the City Council are also duty bound by Section 72 (1) of the Planning (Listed Buildings and Conservation Areas Act) 1990. However, despite the part demolition of buildings on the site, officers consider that in this instance the design of the development as well as the retention of historic townscape to Beaumont Fee would ensure a positive contribution to the character and appearance of the Conservation Area. The re-development of a high quality building both preserves and enhances the character and appearance of the Conservation Area in accordance with Section 72 (1). Similarly, it is not considered that the development would have a negative impact on the listed building on the opposite side of Beaumont Fee.

Residential Amenity

The immediate area is predominantly commercial properties and other student accommodation. It is therefore not considered that there would be any likely impact from the development to residential amenity in this area.

However, given the possible impact to future occupants of the development the City Council's Pollution Control Officer has recommended a condition that the applicant submit a noise impact assessment 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. A condition restricting the construction and delivery hours should be applied to any grant of permission to help limit any potential impact to adjacent premises during construction.

Subject to the above conditions it is considered that amenity would not be harmed as a result of this development in line with Policy LP26 of the Central Lincolnshire Local Plan.

Archaeology

The site lies within an area of archaeological interest. The applicant commissioned PCAS Archaeology Ltd to excavate a test pit within the existing building and an evaluation report has been submitted with the application showing the results. The test pit discovered demolition rubble deriving from Roman building and mainly roman artefactual remains. The report has been assessed by the City Archaeologist who has been liaising with the applicant to develop an appropriate foundation piling plan with a view to reducing the numbers of piles and size of piles around the site as much as possible in order to protect potential remains. It is considered that the impact of development on the archaeology of the site can be appropriately mitigated, subject to the provision of an approved foundation design, and further archaeological monitoring during construction as detailed in the Archaeological Heritage Assessment.

Overall, it is considered that the public benefits presented by the scheme outweigh the potential harm to archaeology. Notwithstanding that, a detailed condition will ensure limitation of harm to archaeological remains where possible. Officers therefore consider the proposal accords with LP25 of the CLLP and paragraphs 200 of the NPPF.

Highways and Drainage

The application has been considered by the County Council as Highway Authority and Lead Local Flood Authority (LLFA). Options to achieve SUDs are limited on the site given the potential archaeology and the limited space for attenuation although the applicant has proposed a 'Blue Roof' which will provide some attenuation and a possible reduced run-off rate into the drainage system. The applicant also proposes to separate the surface and foul drainage which currently runs into a combined system. Both of these proposals aim to provide betterment from the current situation. Discussions are on-going with the LLFA although officers are confident these are minor issues which can be resolved and suitably controlled via condition.

The Highway Authority do not raise any objections to the application in respect of, highway safety or traffic capacity subject to recommended conditions regarding the submission of a construction management plan and the existing access to be stopped up on completion of the development.

Subject to the recommended conditions, officers consider the development would promote the use of sustainable modes of transport for users of the site and would not have a severe impact on the transport network in accordance with paragraph 111 of the NPPF and LP13 of the CLLP.

Contaminated Land

The City Council's Pollution Control Officer has advised that, due to past uses on the site, there is the potential for contamination to be present. Conditions have been requested which will be attached to the grant of any permission.

Conclusion

The development would relate well to the site and surroundings, particularly in relation to siting, height, scale, massing and design. The proposals would bring a vacant site back into use and with the retention of the front façade of the building, would ensure the character and appearance of the Conservation Area is preserved. Technical matters relating to noise, highways, contamination, archaeology, and drainage are to the satisfaction of the relevant consultees and can be dealt with as necessary by condition. The proposals would therefore be in accordance with the requirements of CLLP Policies and the NPPF.

Application Determined within Target Date

Yes – agreed extension of time.

Recommendation

That the application is granted conditionally

Conditions:

- Time limit of the permission
- Development in accordance with approved plans
- Materials to be submitted including shade of zinc cladding

- Noise Assessment to be submitted
- Contaminated land
- Archaeological WSI and foundation design
- Surface water drainage (as required once LLFA has submitted final comments)
- Construction of the development (delivery times and working hours)
- Highway construction management plan
- Existing dropped kerb to be reinstated