

<b>Application Number:</b>	2024/0687/FUL
<b>Site Address:</b>	Land Adjacent To Lindum And Minster Practice, Cabourne Court, Lincoln
<b>Target Date:</b>	30th December 2024
<b>Agent Name:</b>	Hay Associates Limited
<b>Applicant Name:</b>	Glenholme Healthcare Group
<b>Proposal:</b>	Erection of a three storey care home (Use Class C2) together with associated access, car and cycle parking, landscaping and amenity space provision plus the creation of additional car parking spaces for the existing adjacent medical practices.

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

The application proposes a 59 bed care home (Use Class C2) which would be located within a new building fronting Nettleham Road. The development would be accessed through the existing access, Cabourne Court and include parking for the care home as well as additional spaces for the existing medical practice.

The existing Lindum and Minster Medical Practices are located to the west whilst Cathedral View Court (retirement housing) is located to the north. Residential properties are located on the south east side of Nettleham Road. The site is currently an area of green space accessible to the public as there is currently unrestricted access via a footpath to the doctors' surgeries. Other uses on Cabourne Court include a pharmacy, sport injury clinic, a chiropractic clinic, a dental practice and hearing specialist.

The site is currently two areas of grassland bordered by a hedgerow and containing a single tree. There are more substantial trees on the Nettleham Road frontage outside of the site which would be unaffected by the proposal.

The principal of development of the site was previously established through a previous planning application for student accommodation on the site. Application 2016/0389/FUL granted planning permission for a 70 bedroomed student development within three buildings 2 and 3 storeys high.

The application before us proposes a building of three storeys, arranged in an L shape with its main elevation facing Nettleham Road. It is also proposed to provide an additional 30 parking spaces, cycle parking and new landscaping.

The agent has provided a detailed Design and Access Statement which can be viewed at the following link and there have been positive pre-application and post submission discussions with the architect in relation to the design which has resulted in changes being made which have improved the proposal significantly.

### **Site History**

Reference:	Description	Status	Decision Date:
2009/0476/F	Erection of a single storey rear extension and additional parking.	Granted Conditionally	15th September 2009
2016/0389/FUL	Erection of one three storey and two two storey buildings to	Granted conditionally	1 <sup>st</sup> October 2016

	accommodate 13 residential units (totalling 70 rooms) Formation of additional 48 parking spaces, associated landscaping and new pedestrian access.		
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### **Case Officer Site Visit**

Several visits most recently 14 February. The site is visible from public areas.

### **Policies Referred to**

- Policy S1 The Spatial Strategy and Settlement Hierarchy
- Policy S6 Design Principles for Efficient Buildings
- Policy S8 Reducing Energy Consumption – Non-Residential Development
- Policy S21 Flood Risk and Water Resources
- Policy S53 Design and Amenity
- Policy S56 Development on Land Affected by Contamination
- Policy S57 The Historic Environment
- Policy S60 Protecting Biodiversity and Geodiversity
- Policy S61 Biodiversity Opportunity and Delivering Measurable Net Gains
- Policy S66 Trees, Woodland and Hedgerows
- National Planning Policy Framework:
  - Para 10 – presumption in favour of sustainable development
  - Para 61 – promoting housing choice
  - Para 124 – “Good design is a key aspect of sustainable development”

### **Issues**

The application raises the following issues which are addressed in the report below:

1. Principle of Development and Compliance with National and Local Planning Policy
2. Impact on Amenity of Adjacent Residents
3. Impact on the Visual Amenity of this Part of the City
4. Highway Matters
5. Impact and Contribution to Biodiversity
6. Energy Efficiency and Sustainability
7. Site Specific Technical Matters
8. S106 Contributions to Local Health Provision

### **Consultations**

Consultations were carried out in accordance with the Statement of Community Involvement, adopted January 2023. All responses are copied in full with your agenda and we have endeavoured to ensure that the relevant planning issues raised are addressed throughout this report.

## **Statutory Consultation Responses**

Consultee	Comment
John Lincolnshire Police	Comments received in respect of crime prevention advice
Lincoln Civic Trust	Comments Received
Upper Witham, Witham First District & Witham Third District	No objections
Environment Agency	No objections
NHS - ICB	Comments Received – s106 contribution requested
Education Planning Manager, Lincolnshire County Council	Comments Received – no objections
Highways & Planning	Comments Received – travel plan details to be modified

## **Public Consultation Responses**

Name	Address
Mrs Susan O'Shea	40 Cathedral View Court Cabourne Avenue Lincoln LN2 2GF
Mr Michael O'Shea	40 Cathedral View Court Cabourne Avenue Lincoln LN2 2GF
Mr F And Mrs M Drewery	Flat 38 Cathedral View Court Cabourne Avenue Lincoln Lincolnshire LN2 2GF
Mr Dave Burrough	Our Lady of Lincoln Catholic Primary School Laughton Way LINCOLN LN2 2HE
Mrs Anne Childs	16 Cathedral View Court Cabourne Avenue Lincoln LN2 2GF
	Flat 12 Cathedral View Court Cabourne Avenue Lincoln Lincolnshire LN2 2GF
Miss Jasmine Kent	75 Longdales Road Lincoln Lincolnshire LN2 2JS
Mrs Joanne Williamson	37 Cathedral View Court Cabourne Avenue Lincoln LN2 2GF

## **Consideration**

### **The Principle of this Development in this Location**

The application for a care home follows from an application granted planning permission in 2016 for what was intended to be student accommodation. This application proposed a three storey building and two smaller two storey buildings.

The application now before us is a three storey building which faces Nettleham Road with a return leg that will face towards the adjacent Ravendale playing fields. The principle of the development of this land for a building with a use such as this was established by the 2016 planning permission and whilst this was ultimately not built out, it is material to the consideration now before us and should be afforded considerable weight.

The proposal is in conformity with national and local planning policy and there is a clear need, evidenced by the applicant and through the Local Plan and the housing needs assessment which underpins it for additional care home provision within the City to accommodate our ageing population. The adjacent uses are well located to serve a care home use.

#### Impact on Amenity of Adjacent Residents

The impact on the adjacent building to the east of the site, Cathedral View Court has been carefully considered and members will see that several objections have been received by residents of that building in relation to the impact of the proposal on their amenity and on views of the Cathedral from their dwellings. The new building will have a gable that faces towards Cathedral View Court and this sits forward of the gable at that building. It is at a distance of approximately 12 metres, corner to corner and there will be an impact on the existing windows in the gable. However, this impact is not likely to be significant given the offset in the siting between the two buildings. It is not considered therefore that there will be an unacceptable effect in terms of loss of light or in terms of an overbearing effect. It is appreciated that residents are concerned that they may lose a view towards the Cathedral but as members will understand, the loss of a view such as this is not something that the planning process can reasonably protect.

#### Impact on the Visual Amenity of the Area

Cathedral View Court is a three storey building and the application proposal is also a three storey building. There is therefore an established context for a building of the scale proposed and the architects have worked hard to design a building that will fit well into the existing context without appearing overly large in terms of its height but importantly in terms of its mass. There can be a tendency for building with consistent floor levels to be unduly horizontal in appearance and this can also lead to a repetitive window pattern; this is particularly common with care homes which need a level floorplate for each storey. The architects have worked hard to deal with this issue and the elevations that are proposed have been cleverly modelled to break up the horizontal emphasis of the building and give the façade a more vertical proportion which is characteristic of the prevailing style of development in the local area. The window proportions and the glazing pattern contribute to this vertical emphasis and the framing of the windows, either in reveal or with a small projection, adds variety and interest to avoid the elevations appearing overly flat. The overall composition is well considered and appropriate to this part of the City.

#### Highway Matters

The parking proposed for the new development would be provided to the north of the existing surgeries – an additional 30 spaces would be provided adjacent to the existing parking for the wider site. Lincolnshire County Council, as Highway authority, is largely satisfied with the proposal in terms of highway safety and parking and is considering further information in relation to a travel plan for staff of the proposed care home. The aim will be to reduce the

need for car travel to and from the site. No objections are raised to the potential traffic generation by the site – care homes do not tend to generate high volumes of traffic. There is currently a footpath which runs diagonally across the site to Nettleham Road – this is proposed to be diverted around the eastern side of the new building.

### Biodiversity Net Gain

Members will appreciate that a development such as this has a mandatory duty to provide a net gain to biodiversity of at least 10% over and above what is present on the existing site. The applicant has provided detailed ecological assessments of the baseline condition of the existing site and has then also provided a similarly detailed assessment of the new planting and landscaping proposed with the development. This new landscaping goes some way to achieving the 10% net gain and the remainder of that net gain will be provided through the purchase of credits offsite. This is a standard approach with which the Council's ecological advisor is happy. The detailed analysis is being concluded at the time of writing and we will be able to report further at your meeting.

### Energy Efficiency

Local Plan policy requires the applicants to demonstrate that their development will achieve high standards of energy efficiency and on site energy generation with the aim of minimising the need to import energy to the site. The applicant has submitted a Sustainability Appraisal which sets out in detail the energy demands for both space heating and water heating. The particular characteristics of a care home means that the energy demand is higher than a typical domestic house and whilst the applicant is incorporating air source heat pumps for the hot water and photovoltaic panels on the roof there will still be a need for some additional energy input. This is not an appropriate location for a wind turbine and the site is too small to accommodate ground source heat pumps and so some of the space heating needs is proposed to be met by gas boilers. The design of the building, its orientation and the higher than Building Regulations levels of insulation mean that the use of the boilers will be as low as possible, taking into account the particular vulnerabilities of the residents.

### Site Specific Issues:

Archaeology – the City Archaeologist has assessed the applicants Archaeological Report and advised that the application is supported by an appropriate desk-based assessment (DBA) and is therefore compliant with the relevant national and local planning policies. The DBA found a moderate potential for archaeology of the Roman period to be present and to be impacted by the proposed development. It found a negligible potential for archaeological remains from all other periods. I agree with the findings of the DBA and would therefore advise you that the standard archaeological conditions should be applied in order to ensure that any Roman remains that might be present can be effectively recorded. I envisage that a scheme of works for monitoring and recording during the construction of the proposed development will be sufficient to mitigate against the potential impact, but the applicant should be aware that more extensive mitigation works may be required in the event of significant archaeological remains being identified during building works.

Contaminated Land – the Council's Scientific Officer has assessed the applicants site examination in relation to the potential for contamination and advises that a Geo-Environmental Report has been submitted which confirms that the site represents a low risk with respect to potential contamination and that specific remedial or mitigation measures are

not required. It would however be prudent to attach a condition to a planning permission to cover unexpected contamination and validation of the completed development.

### **Section 106 and other Developer Contributions to Local Infrastructure**

The NHS has responded to their consultation and advised that the development will be expected to have an impact on local health services. This has also been mentioned by local residents who have commented on the application. The NHS has therefore requested a contribution of £21 201 which would be spent at the adjacent medical practices to increase capacity and align the services there to the care home need. This request meets the tests for s106 as set out in legislation and the applicant has agreed to make the contribution. A s106 legal agreement is currently being drafted and we hope to have that signed and sealed by the time of your meeting.

There are a number of detailed technical reports which accompany this application and members will be able to read them by accessing the Councils website and searching with the application reference number - 2024/0687/FUL - [Simple Search](#)

### **Conclusion**

This application is carefully considered and proposes a development that accords with national and local planning policy. The site has previously had planning permission for a three and two storey building and the design of the current proposal is of sufficient merit to be acceptable on this main approach to the City. The technical details are well developed and deal with any issues. The application will also make an appropriate contribution to local NHS provision.

### **Application Determined within Target Date**

No – extension of time agreed.

### **Recommendation**

That authority to grant planning permission is delegated to the Assistant Director (Planning and City Services) to grant subject to the satisfactory conclusion of the s106 agreement and in accordance with the conditions listed below.

### **Planning Conditions**

1. Development to commence within three years
2. Development to be undertaken in accordance with the approved plans and associated technical documents
3. Landscaping to be completed before development is first occupied
4. Car parking to be completed and available before development is first occupied
5. Unexpected contamination and verification of final development to be dealt with in accordance with details to be approved
6. Standard archaeological conditions
7. Sample of all facing materials before development above ground is commenced
8. Development carried out in accordance with Arboricultural Report – protection of existing trees adjacent to the site.