



County Offices
Newland
Lincoln
LN1 1YL

22 September 2017

Planning and Regulation Committee

A meeting of the Planning and Regulation Committee will be held on **Monday, 2 October 2017 at 10.30 am in Council Chamber, County Offices, Newland, Lincoln LN1 1YL** for the transaction of business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Tony McArdle', written over a horizontal line.

Tony McArdle
Chief Executive

Membership of the Planning and Regulation Committee
(15 Members of the Council)

Councillors I G Fleetwood (Chairman), T R Ashton (Vice-Chairman), D Brailsford, L A Cawrey, Mrs J E Killey, S R Kirk, D McNally, Mrs A M Newton, Mrs M J Overton MBE, N H Pepper, R P H Reid, S P Roe, P A Skinner, H Spratt and M J Storer

**PLANNING AND REGULATION COMMITTEE AGENDA
MONDAY, 2 OCTOBER 2017**

Item	Title	Pages
1.	Apologies/replacement members	
2.	Declarations of Members' Interests	
3.	Minutes of the previous meeting of the Planning and Regulation Committee held on 4 September 2017	5 - 8
4.	Traffic Items	
4.1	Lincoln Transport Hub Various Locations - Proposed Permanent Traffic Regulation Orders	9 - 24
4.2	Traffic Regulation Orders – Progress Review	25 - 30
5.	County Matter Application	31 - 64
5.1	To change of use from agri-based anaerobic digestion facility to commercial anaerobic digestion facility - Holdingham Biogas, Holdingham, Sleaford - FKB Limited (Agent: The Greenspan Agency) - N57/0833/17	65 - 92
6.	County Council Application	
6.1	For the demolition of existing buildings and redevelopment of the site to create a Blue Light Campus comprising of combined offices and facilities for Lincolnshire Fire & Rescue, Lincolnshire Police and the East Midlands Ambulance Service - Lincoln HQ Fire Station, South Park Avenue, Lincoln - L/0832/17	93 - 122

Democratic Services Officer Contact Details

Name: **Steve Blagg**
Direct Dial **01522 553788**
E Mail Address steve.blagg@lincolnshire.gov.uk

Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

All papers for council meetings are available on:
www.lincolnshire.gov.uk/committeerecords



**PLANNING AND REGULATION
COMMITTEE
4 SEPTEMBER 2017**

PRESENT: COUNCILLOR I G FLEETWOOD (CHAIRMAN)

Councillors T R Ashton (Vice-Chairman), D Brailsford, L A Cawrey, S R Kirk, D McNally, Mrs A M Newton, Mrs M J Overton MBE, N H Pepper, R P H Reid, S P Roe, P A Skinner and M J Storer

Councillors: C L Strange attended the meeting in his capacity as the Chairman of the Definitive Map and Statement of Public Rights of Way Sub Committee.

Officers in attendance:-

Steve Blagg (Democratic Services Officer), Andy Gutherson (County Commissioner for Economy and Place), Neil McBride (Planning Manager) and Mandy Wood (Solicitor)

19 APOLOGIES/REPLACEMENT MEMBERS

An apology for absence was received from Councillor Mrs J E Killey.

20 DECLARATIONS OF MEMBERS' INTERESTS

No declarations were made at this stage of the meeting.

21 MINUTES OF THE PREVIOUS MEETING OF THE PLANNING AND REGULATION COMMITTEE HELD ON 31 JULY 2017

RESOLVED

That the minutes of the previous meeting of the Planning and Regulation Committee held on 31 July 2017, be confirmed as a correct record and signed by the Chairman, subject to "Councillor S R Kirk" to the list of apologies (minute 14), a full stop after "nature" and the deletion of the words "associated with" on page 7, first bullet point, second line (minute 18).

22 COUNTY COUNCIL APPLICATIONS23 TO DEMOLISH THREE TEMPORARY CLASSROOM UNITS AND REPLACE THEM WITH A PURPOSE-BUILT THREE CLASSROOM BLOCK AT DEEPING ST JAMES LINCHFIELD COMMUNITY PRIMARY SCHOOL, CROWSON WAY, DEEPING ST JAMES - S25/1382/17

Andy Fawkes, representing the applicant, commented as follows:-

- The current temporary classroom units were in a very poor structural condition with the presence of fungus, holes in walls, inadequate heating and their replacement was an urgent priority for the school.
- The school had worked closely with the County Council and it had taken three years to obtain funding for the project through a Section 106 Agreement which was time limited.
- The pupil population had grown significantly in recent years and the school had become more popular since improvements following an improvement in its OFSTED rating. Following the educational improvements it was now possible for the school to concentrate on other issues including car parking.

Questions by the Committee to Andy Fawkes and his responses, included:-

- Parking was an on-going problem for many schools. What was the effect of the OFSTED report on the school? Andy Fawkes stated that it had taken four years to improve the educational standards at the school and during the period the school was in special measures children's education had been a priority. He stated that the school now had a School Transport Plan in place, had requested the local PCSO to patrol the area in the vicinity of the school and added that the school was examining the use of the nearby Community Centre for parking.
- Andy Fawkes in response to a question explained the numbers of pre-school children feeding into the school's reception classes and added that as there was a bigger cohort of children leaving the school than arriving meant that the overall number of children on roll would not increase.
- In view of the limited number of parking places at the school was the solution for school staff to park at the Community Centre? Andy Fawkes stated that because of the need for staff to bring resources to school it was necessary for them to be able to park at the school. Some staff lived locally, some were able to park on a colleague's driveway and some were able to park at the Community Centre. He emphasised that parking had not been a priority until now but was now in the School Development Plan. The school was examining other options including a parking system, developed in the USA, where a member of staff would meet a child as soon as they were dropped off at the school. He added that while this would work in the morning it was more problematic in the afternoon. Another option being considered was walking the children to the Community Centre for them to be picked up there.

- A member stated that he had spoken to the local member about the application and the local member had stated that the overall increase in pupils at the school was only three pupils. Andy Fawkes agreed with this comment.

Officers confirmed that a School Transport Plan had been submitted as detailed in the planning conditions but were unaware of a report from the local Division Member.

The Committee noted that the local member now supported the application, noted that the local member had submitted his comments to the planning officer in the consultation process, that the local Parish and Town Councils had not objected to the application and supported the need for the school to improve its infrastructure.

On a motion by Councillor D Brailsford, seconded by Councillor P A Skinner, it was –

RESOLVED (unanimous)

That planning permission be granted subject to the conditions detailed in the report.

The meeting closed at 11.03 am

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Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to:	Planning & Regulation Committee
Date:	02 October 2017
Subject:	Lincoln Transport Hub Various Locations - Proposed Permanent Traffic Regulation Orders

Summary:

This report considers objections received to proposed traffic regulation orders to alter waiting and loading restrictions at various City Centre locations in support of infrastructure changes brought about by the construction of Lincoln's new Transport Hub.

Recommendation(s):

The Committee agrees that the objections be overruled and the orders be confirmed as proposed at consultation.

Background

- 1.1 The Lincoln Transport Hub scheme is a regeneration project in the City Centre which aims to promote a more accessible and attractive gateway to the City. It includes a new bus station, pedestrian plaza, multi-storey car park and improvements to Lincoln Central railway station. The resultant changes to highway infrastructure as well as the reduction in traffic flows on St Mary's Street following the re-routing of the A57 via the East/West link, has provided an opportunity to reassess traffic management and parking arrangements in this area and at two other locations.

Existing Conditions

- 1.2 Prior to the development of the Hub St Mary's Street supported three traffic lanes and parking was restricted throughout, except for bus drop off/pick up on the north side and a taxi rank on the south side adjacent to the railway station forecourt. A staggered pedestrian crossing facility operated at Mary's Street and the former Norman Street.

Proposals

- 1.3 The proposed traffic regulation orders aim to retain existing facilities where possible but also to introduce and enhance provision for cyclists, pedestrians and buses. A new pedestrian crossing point is proposed between the railway station and bus station to improve connection for

pedestrians. New mandatory with flow cycle lanes are proposed on both sides of St Mary's Street and half of the former taxi rank is to be replaced with a bus stand. The remainder of St Mary's Street, Oxford Street, new link to A15 northbound, Pelham Street and the pedestrian plaza will be subject to a no waiting and no loading restriction (Appendix B). Additional proposals include an extension to the existing limited waiting bay for buses on Wigford Way and a new bus stop clearway at St Swithin's Square (Appendix C).

Consultation

- 1.4 The statutory consultation process for these proposals took place in June this year. Consultees included: County Councillors and District Councillors; City of Lincoln Council; Police, EMAS and Lincolnshire Fire and Rescue; Road Haulage Association and Freight Transport Association; National Express, local bus companies and taxi operators; Sustrans and Cyclist Touring Club; Lincoln Central railway station; various organisations representing local businesses, the disabled and visually impaired; all businesses, residents and premises potentially affected by the proposals. The area affected is covered by two County Councillors, one of which has confirmed their support for the proposals and one who has yet to comment.

The proposals were publicly advertised in the local press and on site from 13 July to 10 August.

Objections

- 1.5 A number of objections have been received to the reduction in length of the taxi rank on St Mary's Street, in order to provide a 24 hour bus stand. There are concerns that the overall on street provision for Hackney Carriages in Lincoln is inadequate which impacts on their availability to the public as part of the public transport infrastructure of the City. Objectors agree that space on the highway network from which they may operate was inadequate prior to the development of the Transport Hub and that this will be exacerbated further by the proposed bus stand.

Comments

- 1.6 The aim of the regeneration of St Mary's Street as the route through the Transport Hub is to promote its use by all highway users and to ease transition between different modes of transport. As a consequence competition for space within the highway is high and a degree of compromise has been required in order to achieve this.
- 1.7 Changes to the access and layout arrangements in the railway station forecourt means that the buses which replace cancelled rail services can no longer collect passengers within this area. It has been necessary therefore to identify a location in the highway where this activity can be catered for via the installation of a bus stand. With the introduction of cycle lanes on St Mary's Street and the need to restrict parking elsewhere to maintain traffic flow, the only viable location for this facility is within the area currently occupied by the taxi rank.

Conclusion

1.8 The traffic regulation orders proposed will enhance the benefits brought by the development of the Transport Hub. Although it is proposed to replace half of the existing taxi rank with a bus stand, this will serve to bring about an overall improvement to facilities for all highway users, in particular for pedestrians and cyclists, encouraging modal shift and streamlining the interface between these modes of transport, bus and rail travel.

Consultation

a) Have Risks and Impact Analysis been carried out??

No

b) Risks and Impact Analysis

n/a

Appendices

These are listed below and attached at the back of the report	
Appendix A	Overview of areas affected
Appendix B	St Mary's Street
Appendix C	Other City Centre locations affected

Background Papers

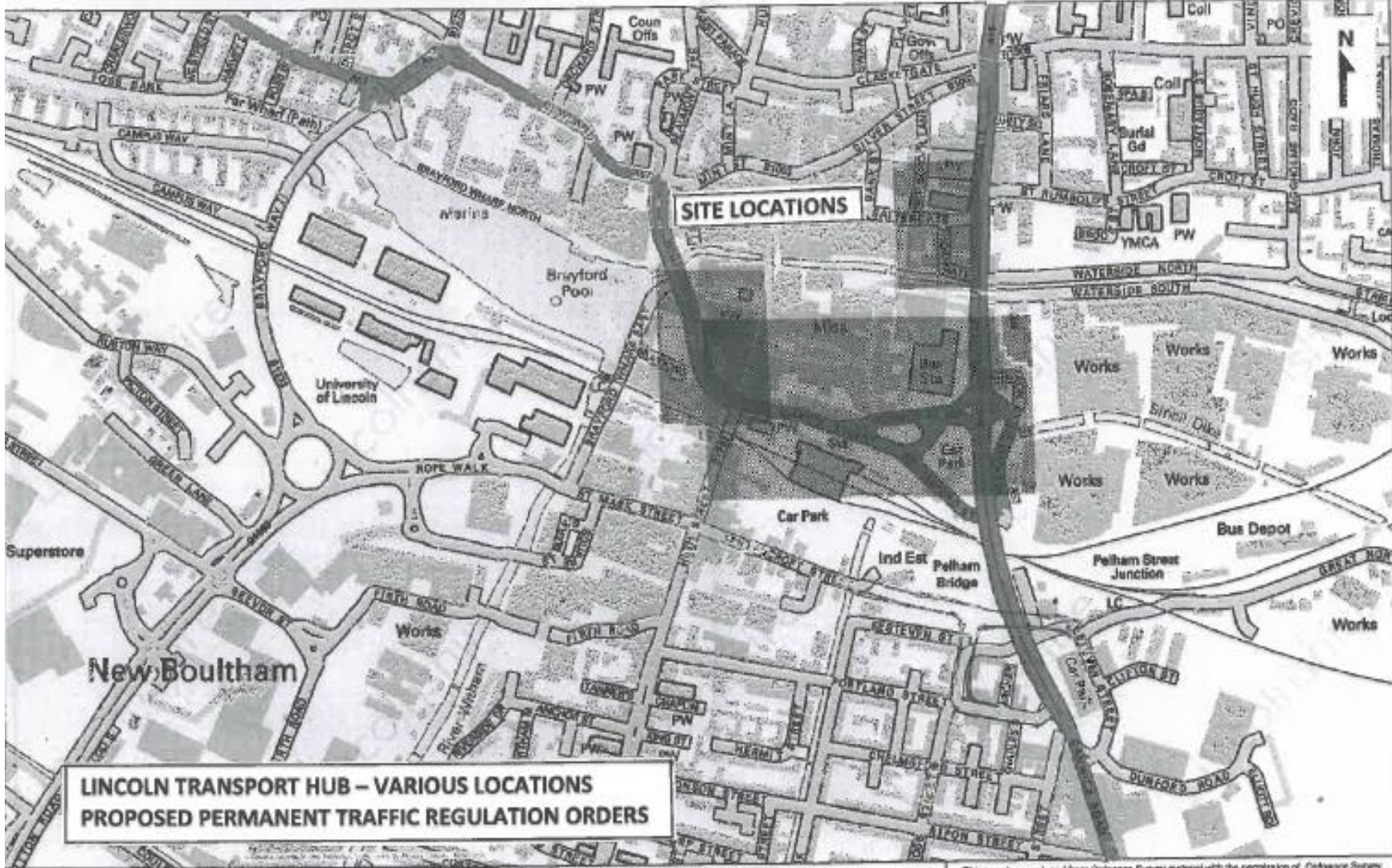
This report was written by Jeanne Gibson, who can be contacted on 01522 782070 or jeanne.gibson@lincolnshire.gov.uk.

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Planning and Regulation Committee – 2 October 2017

Lincoln Transport Hub

Various Locations – Proposed
Permanent Traffic Regulation Orders









**LINCOLN TRANSPORT HUB – VARIOUS LOCATIONS
PROPOSED PERMANENT TRAFFIC REGULATION ORDERS**

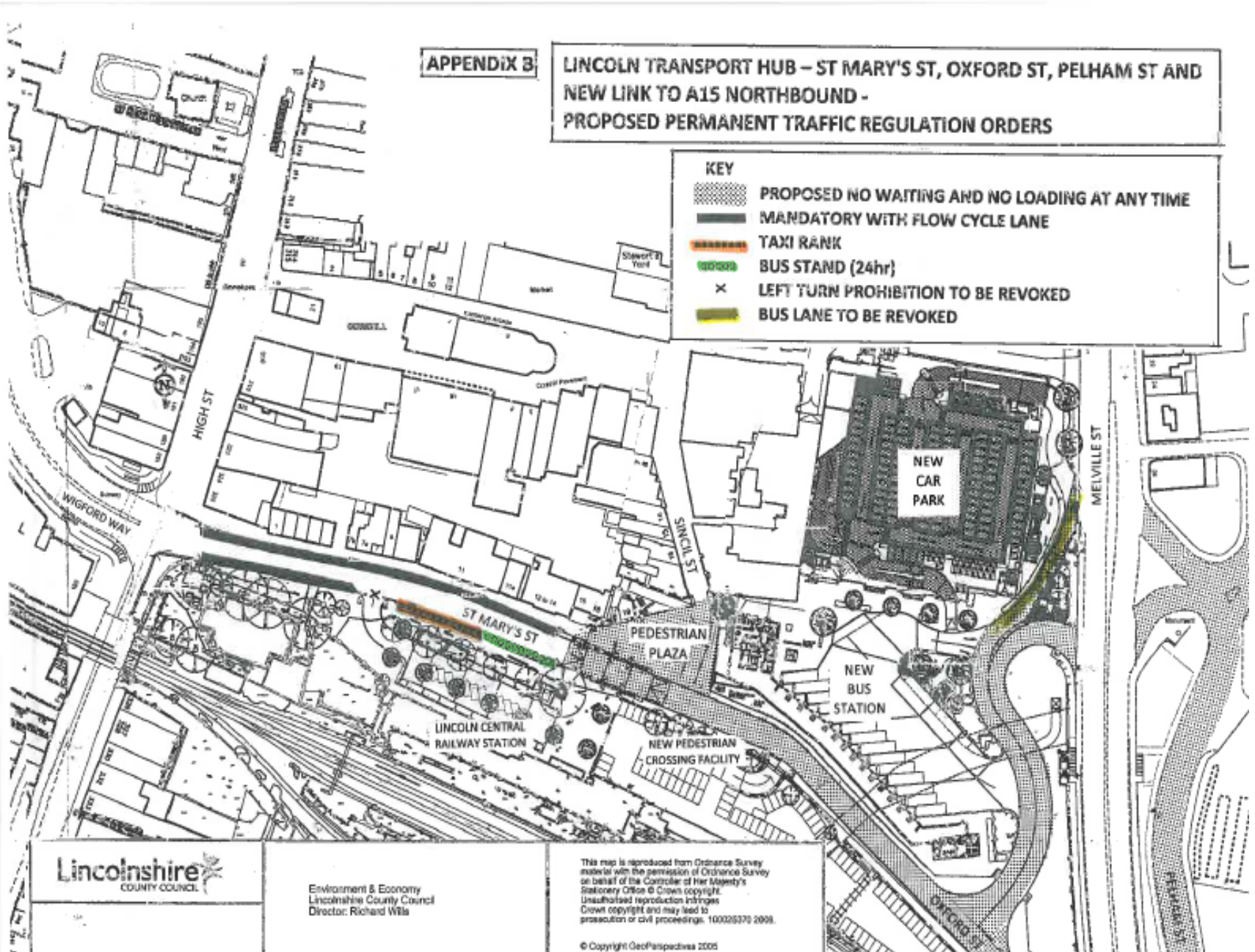
Page 14

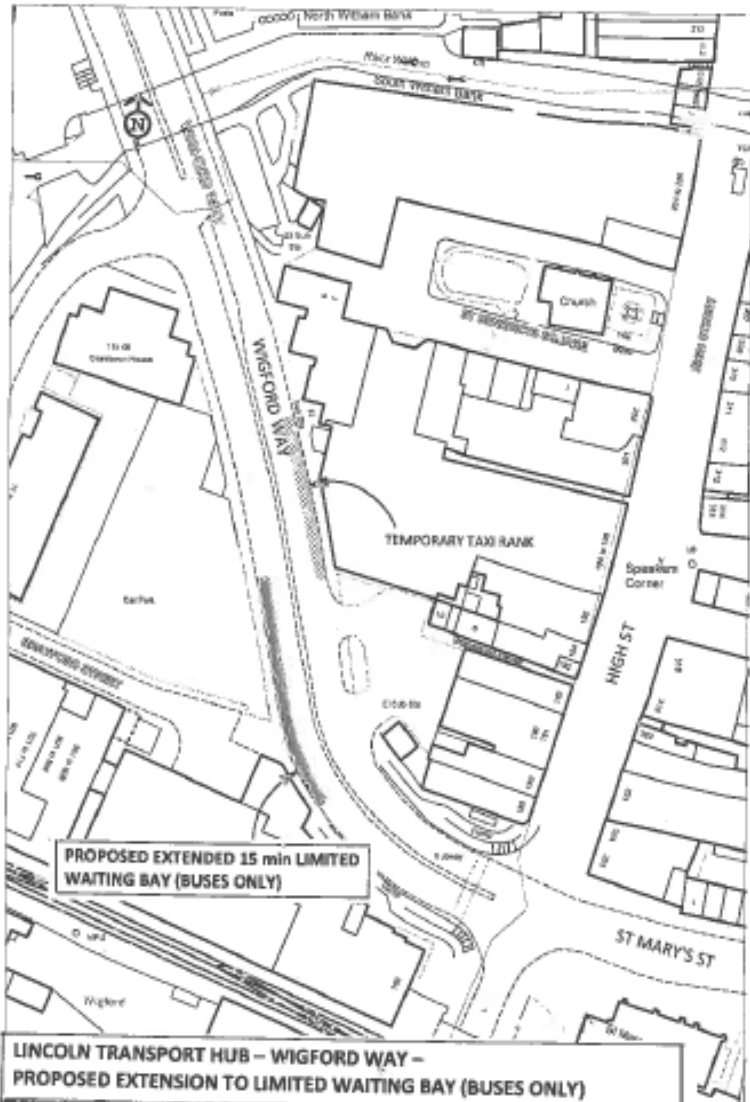
APPENDIX B

LINCOLN TRANSPORT HUB – ST MARY'S ST, OXFORD ST, PELHAM ST AND NEW LINK TO A15 NORTHBOUND - PROPOSED PERMANENT TRAFFIC REGULATION ORDERS

KEY

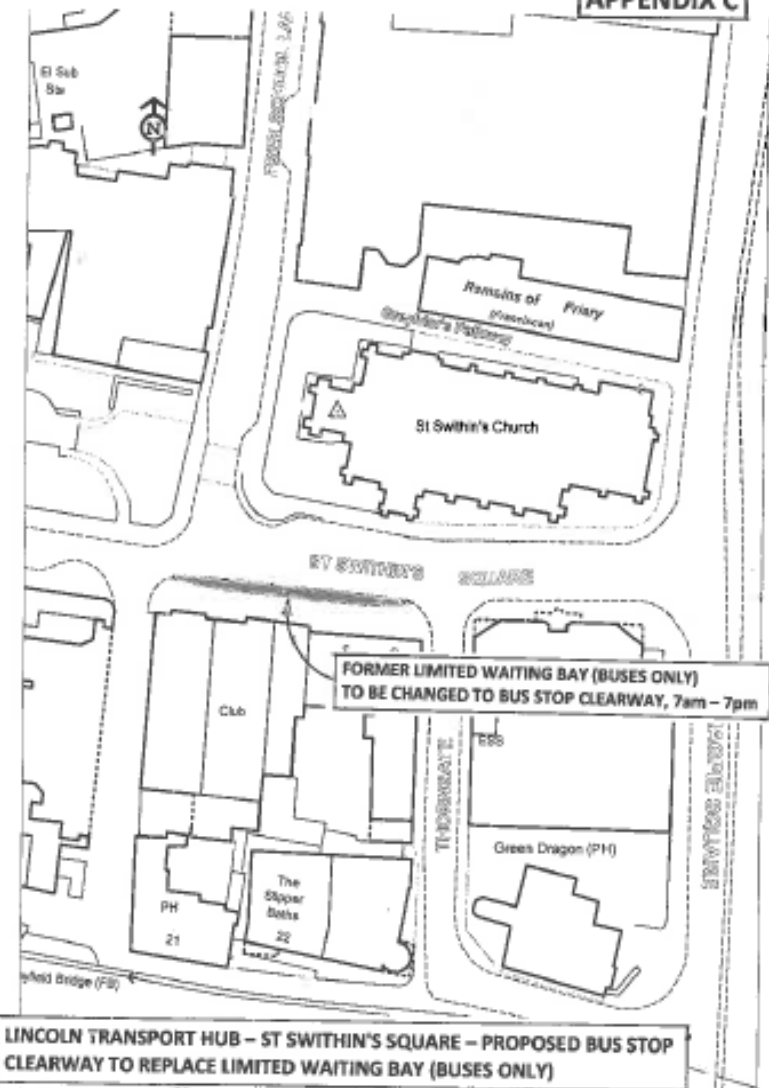
-  PROPOSED NO WAITING AND NO LOADING AT ANY TIME
-  MANDATORY WITH FLOW CYCLE LANE
-  TAXI RANK
-  BUS STAND (24hr)
-  LEFT TURN PROHIBITION TO BE REVOKED
-  BUS LANE TO BE REVOKED





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APPENDIX C

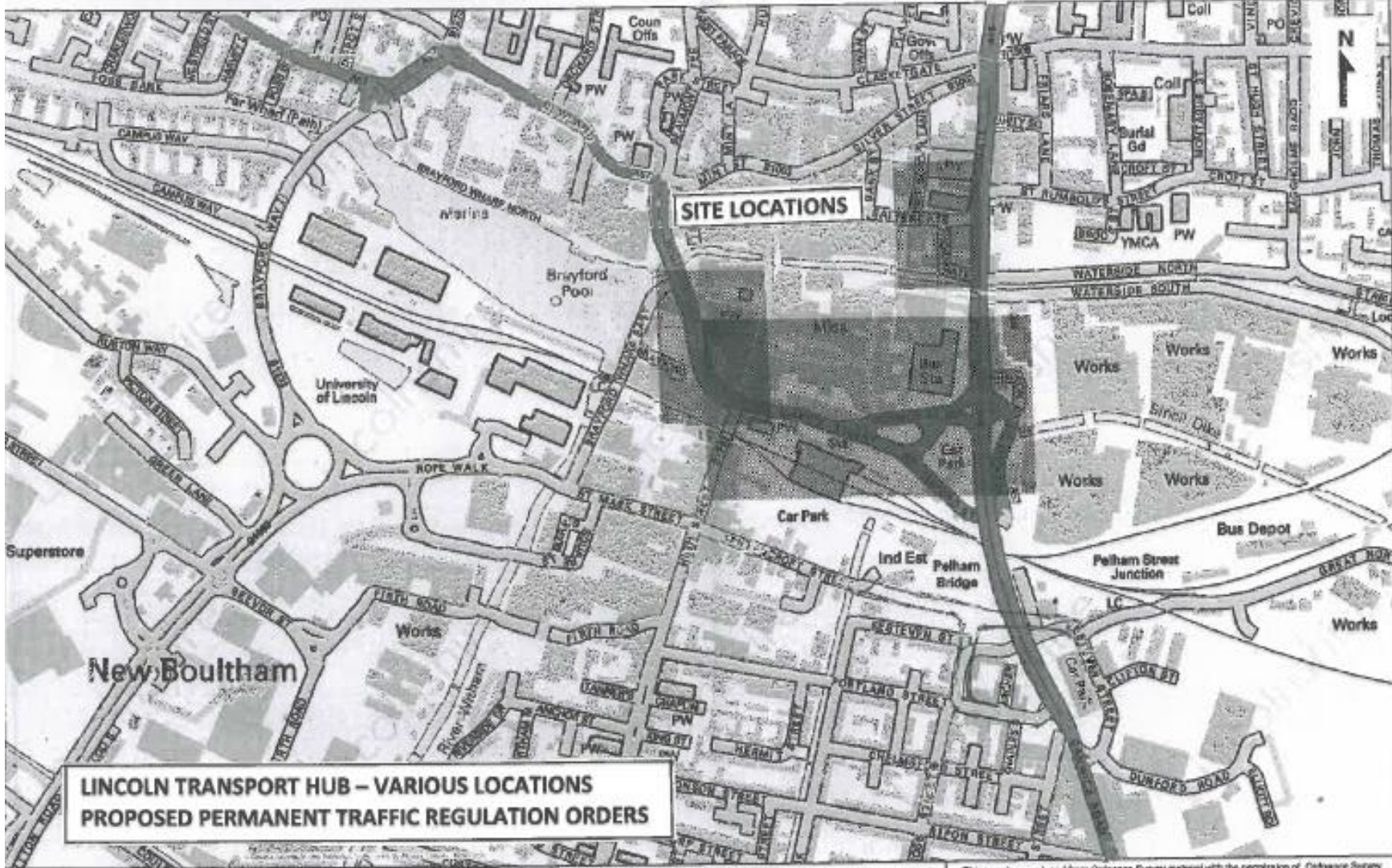


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Planning and Regulation Committee – 2 October 2017

Lincoln Transport Hub

Various Locations – Proposed
Permanent Traffic Regulation Orders









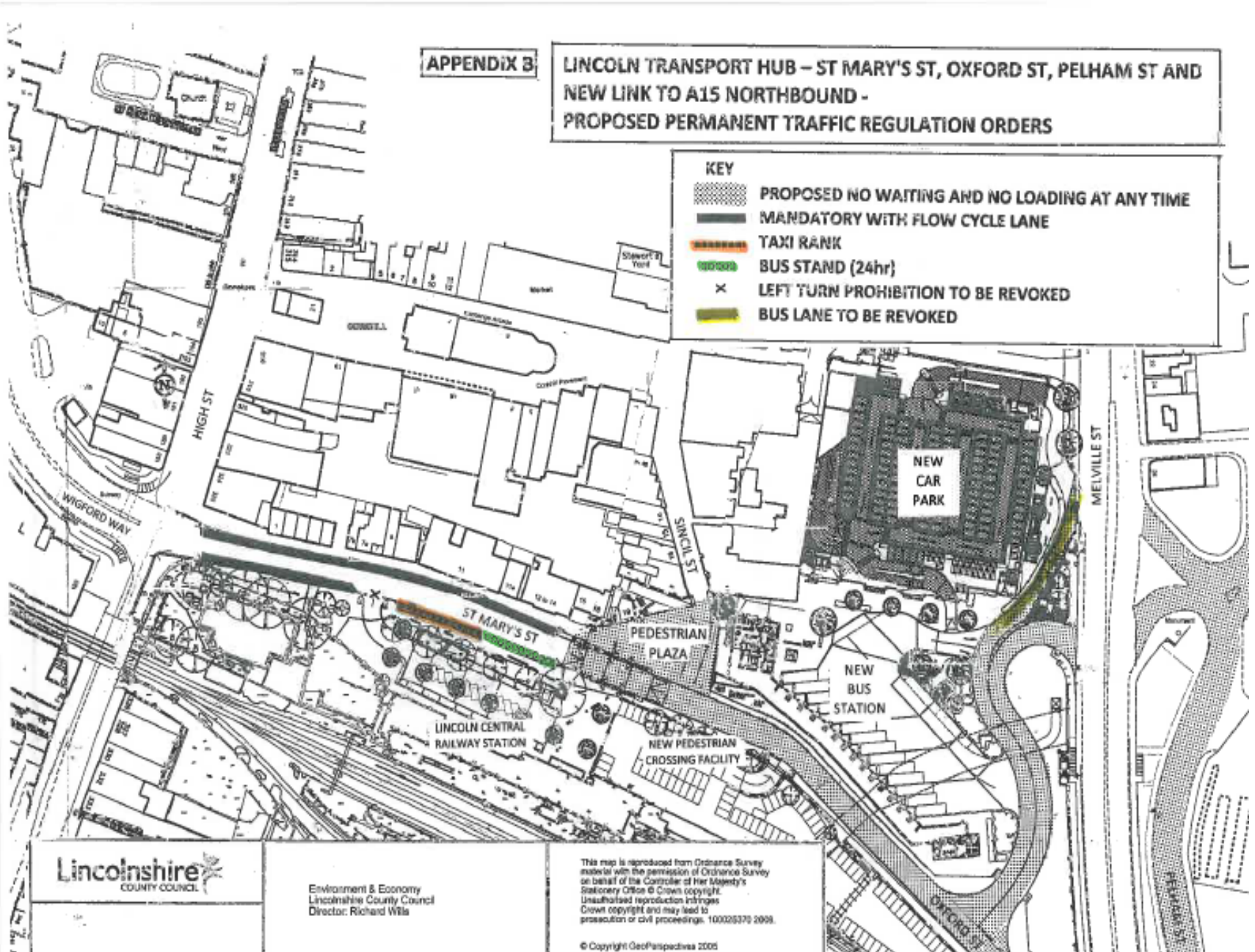
**LINCOLN TRANSPORT HUB – VARIOUS LOCATIONS
PROPOSED PERMANENT TRAFFIC REGULATION ORDERS**

APPENDIX B

LINCOLN TRANSPORT HUB – ST MARY'S ST, OXFORD ST, PELHAM ST AND NEW LINK TO A15 NORTHBOUND - PROPOSED PERMANENT TRAFFIC REGULATION ORDERS

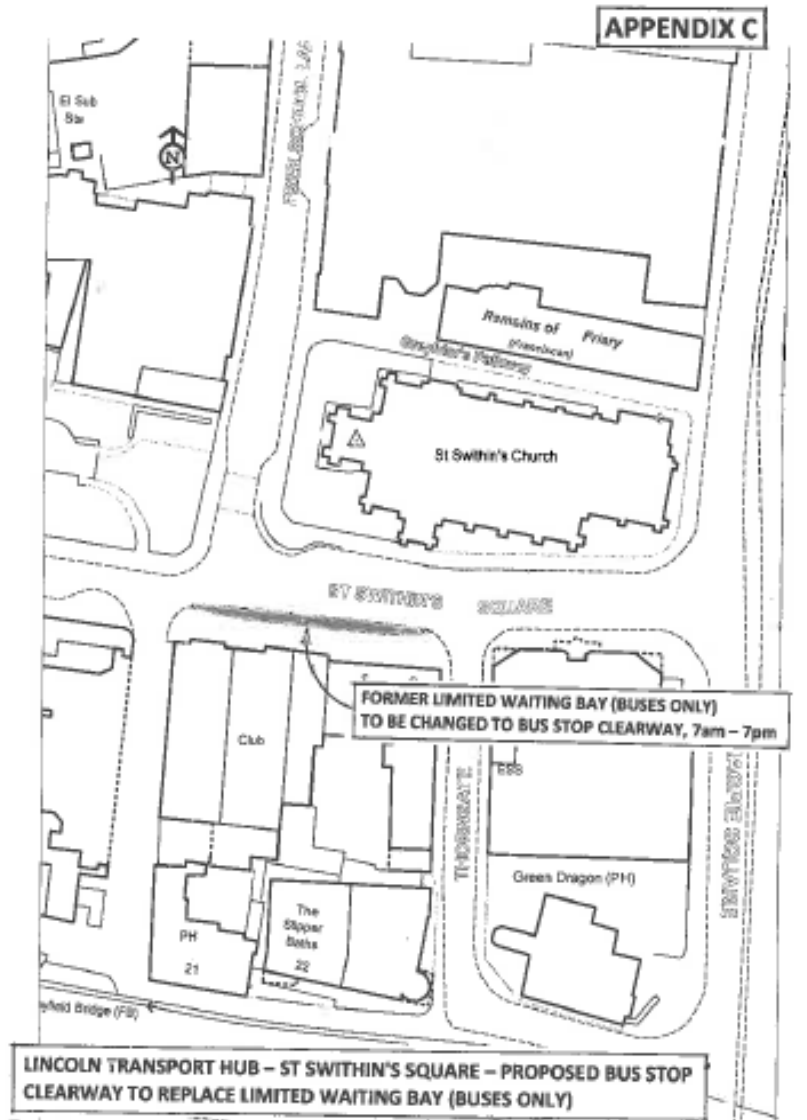
KEY

-  PROPOSED NO WAITING AND NO LOADING AT ANY TIME
-  MANDATORY WITH FLOW CYCLE LANE
-  TAXI RANK
-  BUS STAND (24hr)
-  LEFT TURN PROHIBITION TO BE REVOKED
-  BUS LANE TO BE REVOKED





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VIEW WESTWARDS ALONG ST MARY'S STREET WHERE NEW PEDESTRIAN AREA AND PEDESTRIAN CROSSING FACILITY ARE TO BE INSTALLED



VIEW EASTWARDS ALONG ST MARY'S STREET SHOWING FORMER TAXI RANK



VIEW OF PROPOSED EXTENSION TO LIMITED WAITING BAY (BUSES ONLY)
AT WIGFORD WAY



VIEW OF PROPOSED BUS STOP CLEARWAY AT ST SWITHIN'S SQUARE



Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to:	Planning & Regulation Committee
Date:	02 October 2017
Subject:	Traffic Regulation Orders - Progress Review

Summary:

This report informs the Committee of the position on all current Traffic Regulation Orders (Appendix A - B) and petitions received since the last meeting (Appendix C).

Recommendation(s):

That the report be received and the receipt of petitions be noted.

Background

Conclusion

Consultation

a) Have Risks and Impact Analysis been carried out??

No

b) Risks and Impact Analysis

n/a

Appendices

These are listed below and attached at the back of the report

Appendix A	List of Traffic Regulations Orders
Appendix B	Explanatory Note on the Temporary Suspension of Traffic Regulation Order Reviews.
Appendix C	Petitions that have been received since the last report.

Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Jeanne Gibson, who can be contacted on 01522 782070 or jeanne.gibson@lincolnshire.gov.uk.

APPENDIX A

PARISH	LOCATION	TYPE	PREVIOUS POSITION	PRESENT POSITION
Anwick	Chapel Lane	Revocation of Prohibition of Driving	Consulting	Operative 20/09/17
Boston	London Road	Toucan Crossing	Operative date to be arranged	As previous
Foston	Main Street	Stopping Up of Highway	Consulting	As previous
Gainsborough	Beaumont Street	Pedestrian Crossing	Operative date to be arranged	As previous
Grantham	Dysart Road	Waiting Restrictions	Consulting	Op date 25/10/17
Holton le Clay	A16 / Louth Road	40mph Speed Limit Extension / cycleway	Consulting	Operative 15/09/17
Horncastle	West Street / Bridge Street	Waiting/Loading Restrictions	Operative date to be arranged	As previous
Horncastle	West Street	Waiting Restriction	Operative date to be arranged	As previous
Lincoln	Transport Hub (St Marys Street, Wigford Way, etc)	Waiting and Loading Restrictions	Objection	See report to this meeting
Lincoln	Minster Yard	Stopping Up Order		As previous
Lincoln	Waterside South	Restricted Zone	Experimental Order	Advert 18/7/17-18/1/18
North Witham	Old Post Lane	40mph Speed Limit	Consulting	Op date to be arranged
Skegness	A52	40moph Speed Limit	Consulting	Op date to be arranged
Skegness	A52	Footway / Cycleway Conversion	Consulting	Op date to be arranged
Skegness	North Parade	Waiting Restrictions	Operative date to be arranged	As previous
Sleaford	Duke Street, Eastgate etc	Waiting Restrictions and Residents Parking		Advert 20/09/17 – 18/10/17
Trusthorpe	Sutton Road	Experimental Prohibition of Driving	Operative date to be arranged	As previous

Appendix B

Explanatory Note on the Temporary Suspension of Traffic Order Regulations Reviews

In November 2015 the Portfolio Holder agreed to a temporary suspension of Traffic Regulation Orders (TROs) progression.

Work on TROs is currently only initiated in the following circumstances:

- a. TROs that were in progress at the start of December 2015.
- b. TROs required as a result of collision investigation by Lincolnshire Road Safety Partnership.
- c. TROs required to facilitate and progress new developments

APPENDIX C

The following petitions have been received since the last report. They have been acknowledged and will be dealt with in the normal manner.

PARISH	LOCATION	PETITION FOR
Toynton St Peter	Fenside Road	Speed Limit and HGV investigation
All County	All County	Review of Grass Cutting Policy

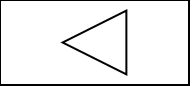
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Agenda Item 5.

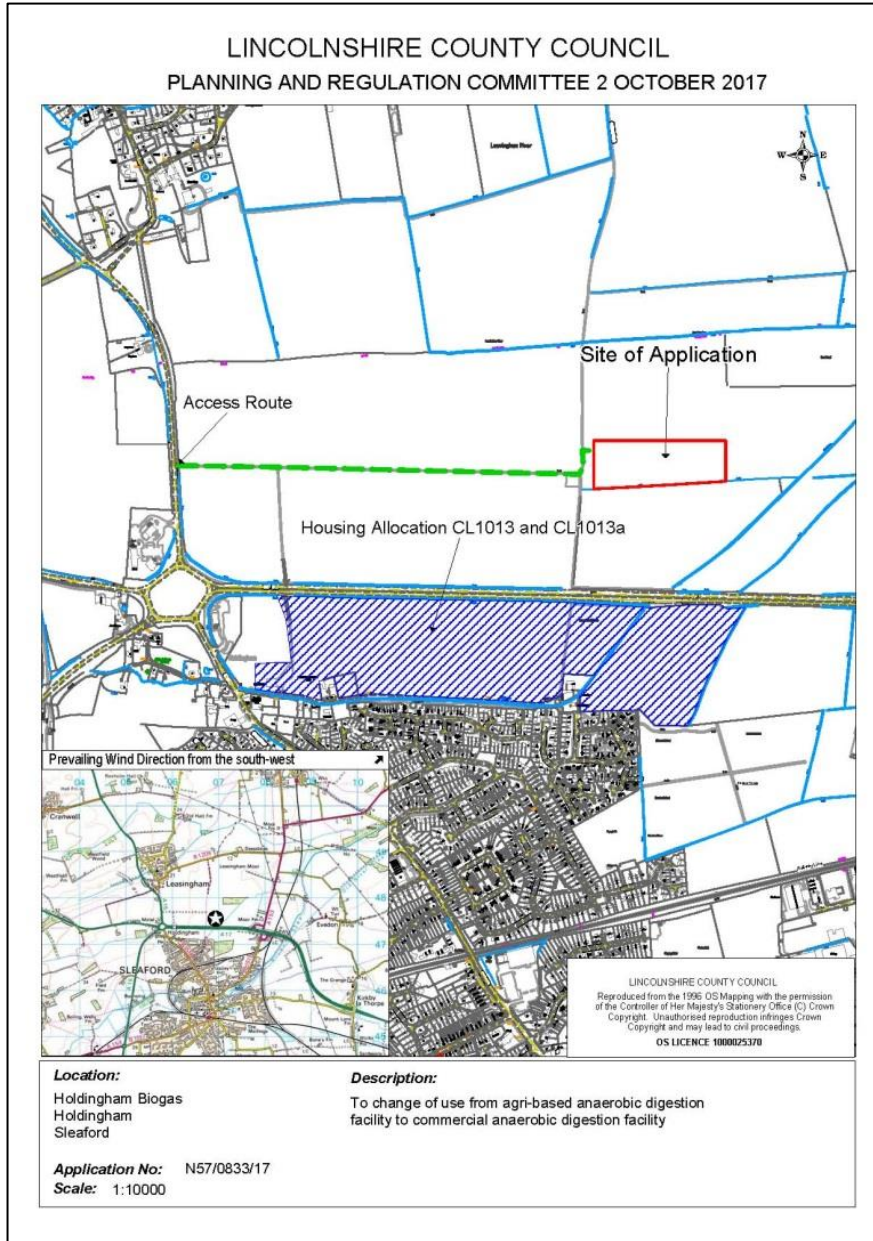
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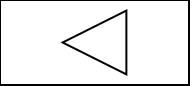


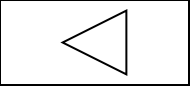
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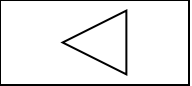
5.1 Holdingham

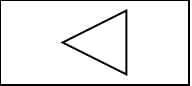


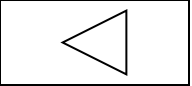


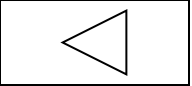


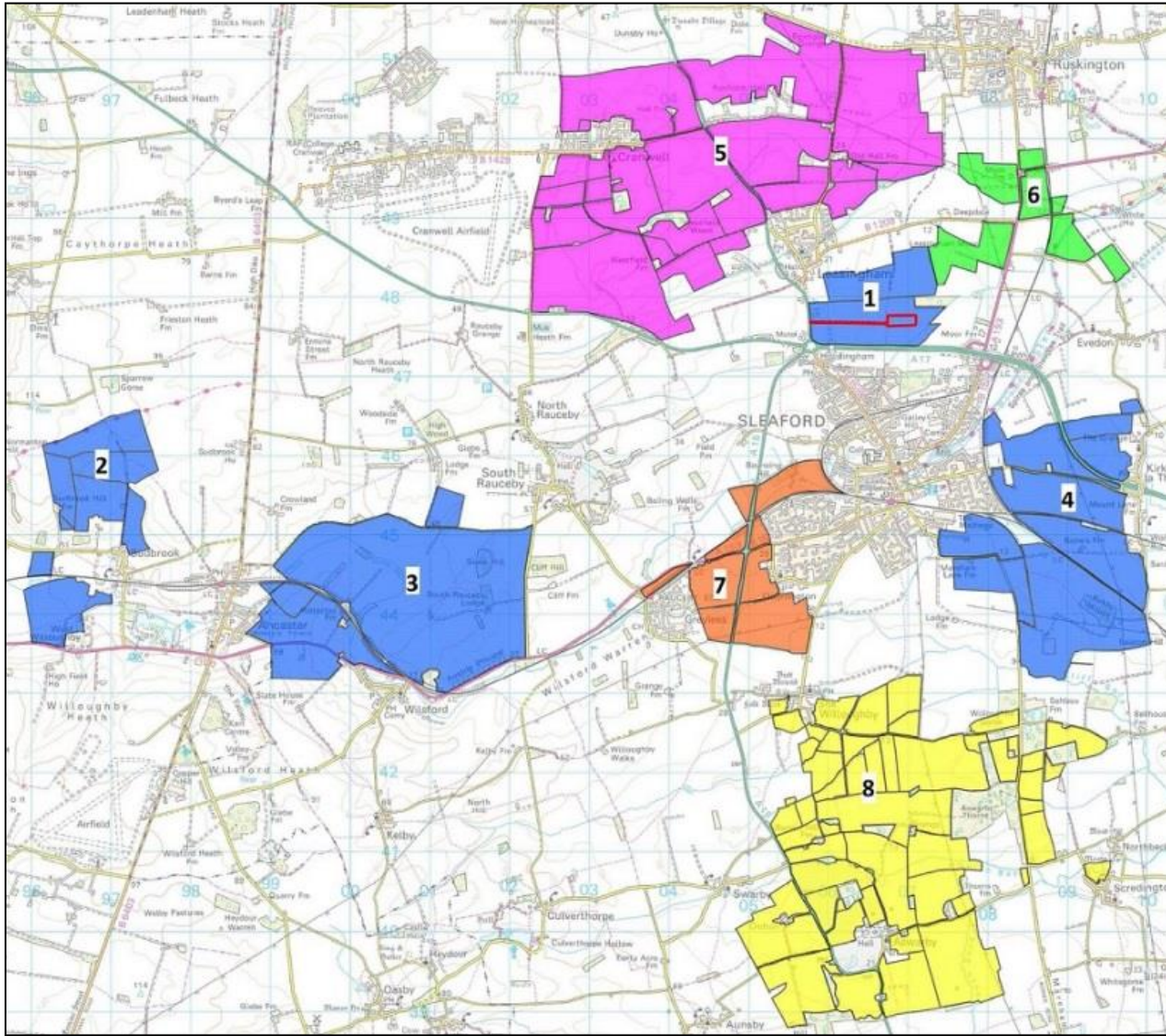


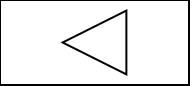






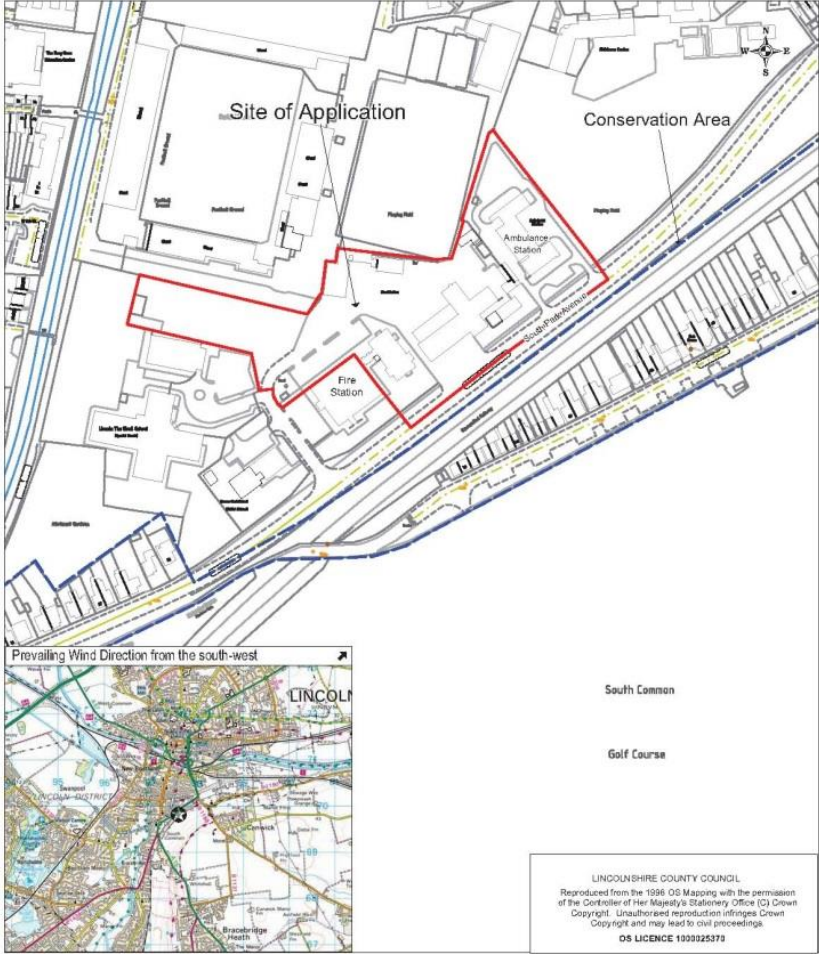






6.1 Lincoln

LINCOLNSHIRE COUNTY COUNCIL
PLANNING AND REGULATION COMMITTEE 2 OCTOBER 2017

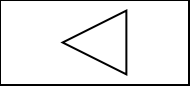


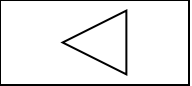
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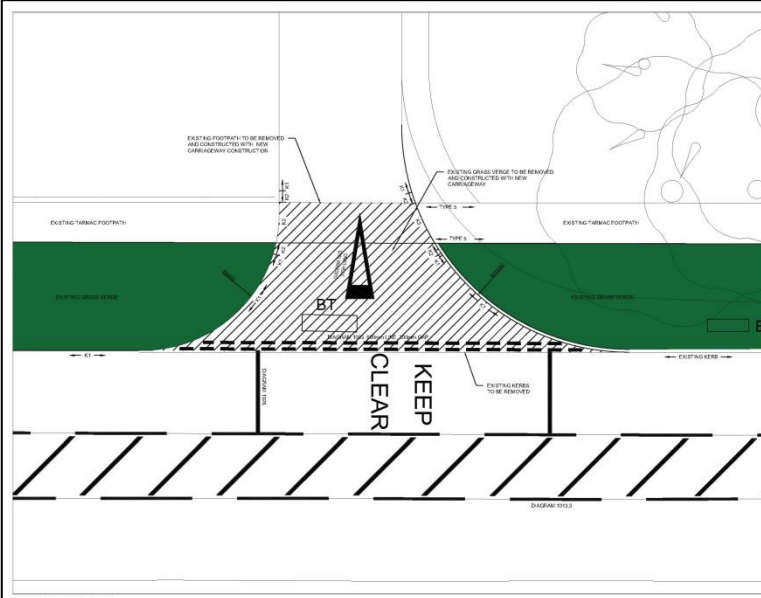
Location:
 Lincoln HQ Fire Station
 South Park Avenue
 Lincoln

Description:
 For the demolition of existing buildings and redevelopment
 of the site to create a Blue Light Campus comprising of
 combined offices and facilities for Lincolnshire Fire & Rescue,
 Lincolnshire Police and the East Midlands Ambulance Service

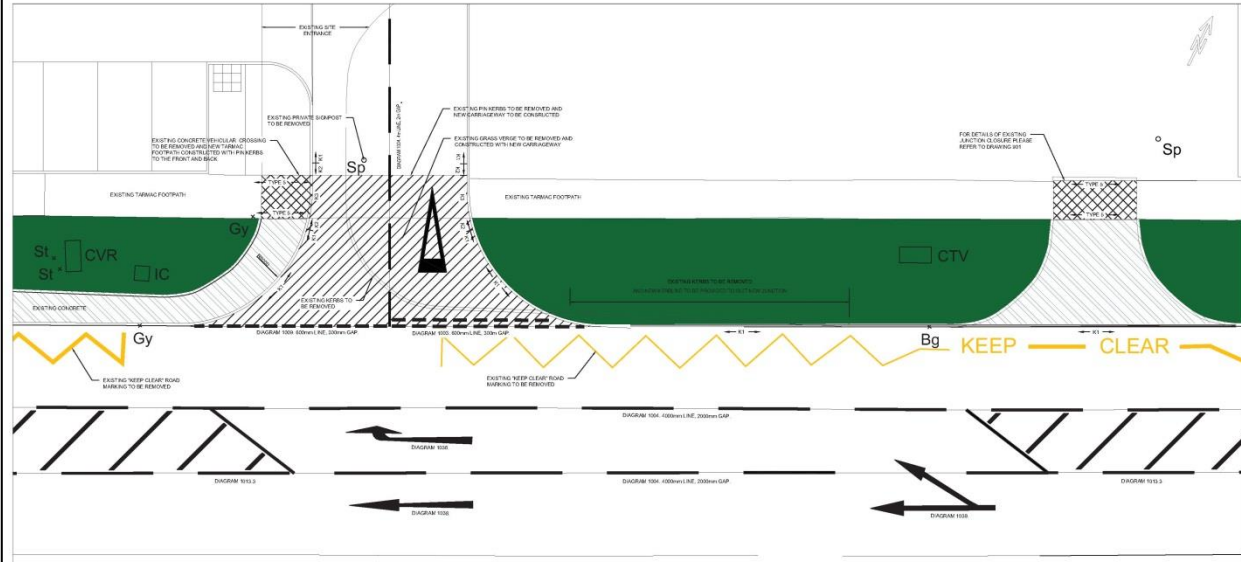
Application No: L/0832/17
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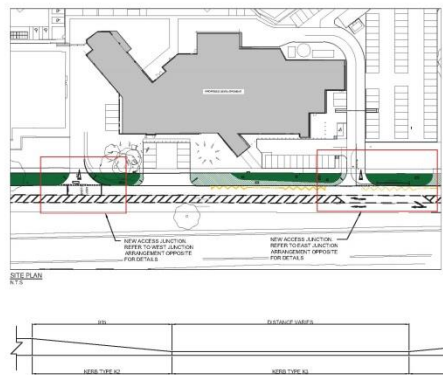


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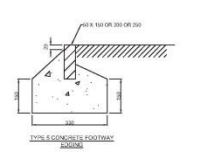
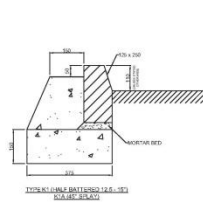
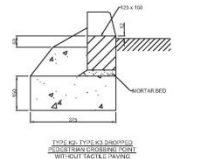


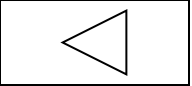
EAST JUNCTION ARRANGEMENT

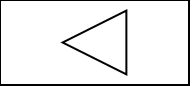
MATERIAL SPECIFICATIONS					
TYPE	DESCRIPTION	APPROXIMATE QUANTITY	UNIT	REMARKS	NOTES
CONCRETE	CLASS 40/45	1000m ³	m ³		
TARMAC	CLASS 10/15	1000m ²	m ²		
GRASS	CLASS 10/15	1000m ²	m ²		
BRICK	CLASS 10/15	1000m ³	m ³		
AGGREGATE	CLASS 10/15	1000m ³	m ³		

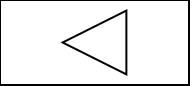


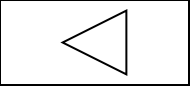
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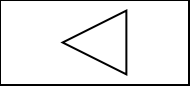


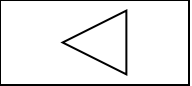




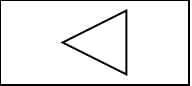


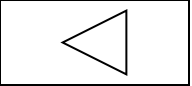


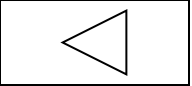


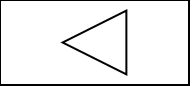


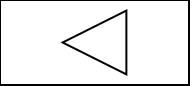
27/09/2017











Lincolnshire County Council

Planning and Regulation Committee 2 October 2017

Item 6.1

- (i). Paragraph 35 – the Committee should note that the finished floor level height of the Blue Light building has actually been set 300mm above the average flood level of the site and not the existing ground level as recommended by the Environment Agency. Whilst the floor level height therefore differs from that recommended by the Environment Agency, the development would not be at significant risk from flooding. This is because the closest water course, Sincil Dyke, is located 48m from the site and is already well defended. The likelihood of the existing defences overtopping or breaching have been assessed by the Flood Risk Assessment as being low. Furthermore, if flooding were to occur the general topography of the site falls to the north-west in the direction of Sincil Dyke, meaning the north-west of the site (proposed car parking) is approximately 600mm lower than the location of the proposed building itself. Consequently the risk of the building being breached by flooding is considered to be low.

Given the above it is no longer considered necessary to impose a condition setting the finished floor level height as this has been defined and shown on the drawings to be approved as part of the development. Accordingly the condition originally recommended (i.e. Condition 10) has been removed (see Appendix 1 – attached).

- (ii) Revised drawings have been submitted reflecting an agreed and revised layout for the retained firefighter parking spaces at the front of the building. Following discussions between the applicant and the Highways Officer revised conditions have also been agreed relating to the site access construction/improvements. Other minor changes to the conditions as contained within the Officers Report have also been proposed and agreed with the applicant since the report was published. Accordingly a comprehensive and revised schedule of conditions is attached in Appendix 1 and it is recommended that these be attached to any decision notice issued rather than those as contained within the Officers Report.

APPENDIX 1 – REVISED SCHEDULE OF CONDITIONS FOR ITEM 6.1

1. The development hereby permitted shall be commenced within three years of the date of this permission. Written notification of the date of commencement of development shall be sent to the County Planning Authority within seven days of commencement.
2. The development hereby permitted shall only be carried out in accordance with the following documents and plans unless otherwise modified by the conditions attached to this planning permission or details subsequently approved pursuant to those conditions. The approved documents and plans are as follows:

Documents - all date stamped received 5 July 2017

- Planning Application Form
- Design & Access Statement V.1 dated July 2017
- Planning Statement V.1 dated June 2017
- Travel Plan Statement Version 1.0 dated October 2016
- LZC and Sustainability Report (Document No. 4039_CAD_XX_XX_DC_ME_004 Rev P2 dated July 2017
- Phase I Environmental Desktop Study (Report ref: 2294-DS01) dated May 2017
- Phase II Geo-Environmental Assessment Report – April 2017
- Flood Risk Assessment including Surface Water Management Strategy (Report ref: 2294-FRA01) dated May 2017.
- Email from Wilmott Dixon Construction Ltd regarding further contaminated land site investigation works dated 21 September 2017.

Drawings/Plans

- LNC-NOR-XX-XX-SP-A-1900 Rev.P03 – Location Plan
- LNC-NOR-XX-XX-SP-A-1901 Rev.P01 – Existing Site Plan
- LNC-NOR-XX-XX-SP-A-1903 Rev.P03 – Demolitions Site Plan
- LNC-NOR-XX-XX-SP-A-1904 Rev.P05 – Proposed Site Plan
- LNC-NOR-XX-XX-SP-A-1905 Rev.P03 – Landscape Masterplan and External Surfacing Locations Plan
- LNC-NOR-XX-XX-SP-A-1906 Rev.P02 – External Fence Locations Plan
- LNC-NOR-XX-GF-GA-A-3900 Rev.P02 – Proposed Ground Floor
- LNC-NOR-XX-01-GA-A-3901 Rev.P02 – Proposed First Floor GA Plan
- LNC-NOR-XX-02-GA-A-3902 Rev.P02 – Proposed Second Floor GA Plan
- LNC-NOR-XX-02-GA-A-3903 Rev.P02 – Proposed Roof GA Plan
- LNC-NOR-XX-ZZ-SE-A-4900 Rev.P02 – Planning GA Sections
- LNC-NOR-ZZ-01-GA-A-4901 – Site Cross Section
- LNC-NOR-XX-XX-EL-A-5910 Rev.P01 – Proposed GA Elevations
- 4039_CAD_XX_00_DR_E-103 Rev.P2 - External Lighting Layout
- 2294-BJB-XX-XX-DR-S-901-C – Enabling Works for New Junctions
- 2294-BJB-XX-XX-DR-S-902-C – New Junction Arrangement
- 2294-BJB-XX-XX-DR-S-602 – Drainage Works GA.

3. No building operations associated with the construction of the 'Blue Light' building hereby permitted shall take place until samples of the external building materials have been submitted to and approved in writing by the County Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

4.
 - (a) No demolition operations shall take place until a revised Construction Traffic Management Plan has first been submitted and approved by the County Planning Authority.

 - (b) Prior to the occupation of the 'Blue Light' building hereby permitted the new access to be constructed as part of the development shall be constructed and be available for use in accordance with the details as shown on Drawing Nos. 2294-BJB-XX-XX-DR-S-901-C and 2294-BJB-XX-XX-DR-S-902-C.*

 - (c) Prior to the demolition of the existing East Midlands Ambulance Service building the improvements to the existing site access shall first be completed in accordance with the details as shown on Drawing Nos. 2294-BJB-XX-XX-DR-S-901-C and 2294-BJB-XX-XX-DR-S-902-C.*

 - (d) Within seven days of the demolition of the existing East Midlands Ambulance Service building, the existing furthestmost eastern access onto South Park Avenue (as shown on Drawing No. 2294-BJB-XX-XX-DR-S-902-C) shall be permanently closed in accordance with a scheme to be agreed in writing by the County Planning Authority.

 - (e) Notwithstanding the details shown on Drawing No. 2294-BJB-XX-XX-DR-S-902-C, prior to the occupation of the 'Blue Light' building hereby permitted the retained firefighter parking spaces located at the front of the 'Blue Light' building shall be constructed to reflect the arrangement as shown on Drawing No. LNC-NOR-XX-XX-SP-A-1904 PO5.

*See Informative for further information

5. Unless minor variations are otherwise agreed in writing with the County Planning Authority, construction works shall only be carried out between the following times:

07:30 and 18:00 hours Monday to Fridays
08:00 to 17:00 hours Saturdays

No such operations or activities shall take place on Sunday, Bank or Public Holidays.

6. During the demolition and construction phases of development the surfacing of the access and internal site roads shall be maintained in a good state of repair and kept clean and free of mud and other debris at all times for the duration of the development so as to prevent such materials being deposited on the public highway. Any accidental deposition of mud, debris or other deleterious materials onto the public highway shall be removed immediately.
7. Prior to the 'Blue Light' building hereby permitted being brought into use a detailed landscaping scheme shall be submitted to and approved in writing by the County Planning Authority. The landscaping scheme shall include information on the species, numbers, spacing and positions of all grasses, trees, shrubs, hedgerows and bushes to be planted as part of the development and include details of the long term maintenance and aftercare proposals to ensure their success for a period of 10 years commencing from the date of completion of the development. Any plants which at any time during the development and/or 10 year aftercare period die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species.
8. Prior to the occupation of the 'Blue Light' building hereby permitted a Travel Plan shall be submitted for the written approval of the County Planning Authority. The approved Travel Plan shall be implemented and updated as required for the duration of the development.
9. Site clearance operations that involve the destruction and removal of vegetation shall not be undertaken during the months of March to August inclusive, except where approved by the County Planning Authority.
10.
 - (a) No demolition operations required in association with the development hereby permitted shall take place until the further contaminated land site investigation works (as referred to in the email dated 21 September 2017) have been undertaken. Following the completion of these works the results shall be used to inform and identify if any further remediation works are required to be incorporated into the development.
 - (b) No building operations associated with the construction of the 'Blue Light' building shall take place until details of the gas protection measures along with details of any further remediation works that have been identified following the site investigation works (referred to in (a)) have been submitted and approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council). The approved details and scheme(s) must be carried out and implemented as part of the development and the

County Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

- (c) Following completion of measures identified in the approved remediation scheme (referred to in (b)), a verification report that demonstrates the effectiveness of the remediation carried out must be produced, submitted and approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council).
 - (d) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the County Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared and submitted to and be approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council).
11. Prior to the occupation of the 'Blue Light' building hereby permitted details of a scheme for the provision of electric vehicle recharge points for the development shall be submitted to the County Planning Authority for approval. The approved scheme shall be implemented and maintained thereafter.
12. A Construction Environmental Management Plan shall be prepared and adopted as part of this development. The Construction Environmental Management Plan shall include details of control measures that will be employed to control the impact of noise, vibration and dust from the construction phase on offsite receptors. The Construction Environmental Management Plan and the control measures it contains shall be implemented throughout the demolition/construction phase associated with this development.*

*See Informative for further information.

Informative(s)

- (i). Condition 4 - Prior to any access works taking place within the public highway you must contact the Divisional Highways Manager on 01522 782070.
- (ii) Condition 12 - In complying with this condition regard shall be had to all relevant standards, including British Standard BS5228: 2009 - Code of practice for noise and vibration control on construction and open sites – Part 1: Noise and Part 2: Vibration; and the Institute of Air Quality Management's

'Guidance on the assessment of dust from demolition and construction (2014)'.
'

**Open Report on behalf of Richard Wills
Executive Director, Environment & Economy**

Report to:	Planning and Regulation Committee
Date:	2 October 2017
Subject:	County Matter Application - N57/0833/17

Summary:

Planning permission is sought by FKB Limited (Agent: The Greenspan Agency) for the change of use from an agri-based anaerobic digestion facility to a commercial anaerobic digestion facility at Holdingham Biogas, Holdingham. The proposed change of use being the introduction of waste as a feedstock in the form of wheat syrup, glycerol, poultry litter and waste vegetables.

The key considerations in this case are whether this development would be appropriate in terms of location and whether the introduction of waste streams would result in harm to the amenity of the local community or the environment and have any impact on the highway network and highway safety.

Having taken into account the location and the nature of the changes proposed and the details submitted in support of this application, the proposed introduction of waste as a feedstock would not give rise to any new significant environmental, amenity or highway network or highway safety impacts over and above those which have already been deemed acceptable or which could not be reasonably controlled through the imposition of planning conditions. Therefore the proposed change of use from agri-based to commercial anaerobic digestion is considered acceptable and can be supported as the development would still accord with the objectives and principles of the cited policies of the National Planning Policy Framework, Lincolnshire Minerals & Waste Local Plan: Core Strategy & Development Management Policies and the Central Lincolnshire Local Plan.

Recommendation:

Following consideration of the relevant development plan policies and the comments received through consultation and publicity it is recommended that conditional planning permission be granted.

Background

1. The Holdingham Anaerobic Digester (AD) development was granted planning permission (reference: 14/0080/FUL) by North Kesteven District Council on

4 November 2014. The AD plant was designed to process approximately 70,000 tonnes of feedstock per annum. The application was submitted with a concurrent application (reference: 14/0078/FUL) for the construction of a large poultry farm immediately to the north of the AD plant site. At that time, it was proposed that the AD plant would receive annually approximately 6,840 tonnes of litter waste arising from the poultry farm as feedstock with the greater proportion of the feedstock being from energy crops grown within a 10 mile radius of the site. The poultry farm application was however subsequently refused planning permission and so the AD plant was amended to source all feedstock materials from energy crops. The various schemes and details required by planning conditions attached to the NKDC planning permission have all been approved and a number of non-material amendments have also been approved.

The Application

2. Planning permission is sought by FBK Limited to change the use from an agri-based anaerobic digestion facility to commercial anaerobic digestion facility at Holdingham Biogas, Holdingham.
3. The applicant is seeking to introduce 34,000 tonnes of waste feedstock in the form of wheat syrup (derived from the production of bioethanol from wheat), glycerol (the residue from the production of biodiesel), poultry litter and waste vegetables rejected as unfit for consumption. Table 1 (below) provides further information of the waste types and their origins. This volume of waste would represent less than 50% of the total throughput of feedstock into the AD plant as the remainder of the feedstock would continue to be the energy crops.

Table 1 – Proposed Feedstocks*

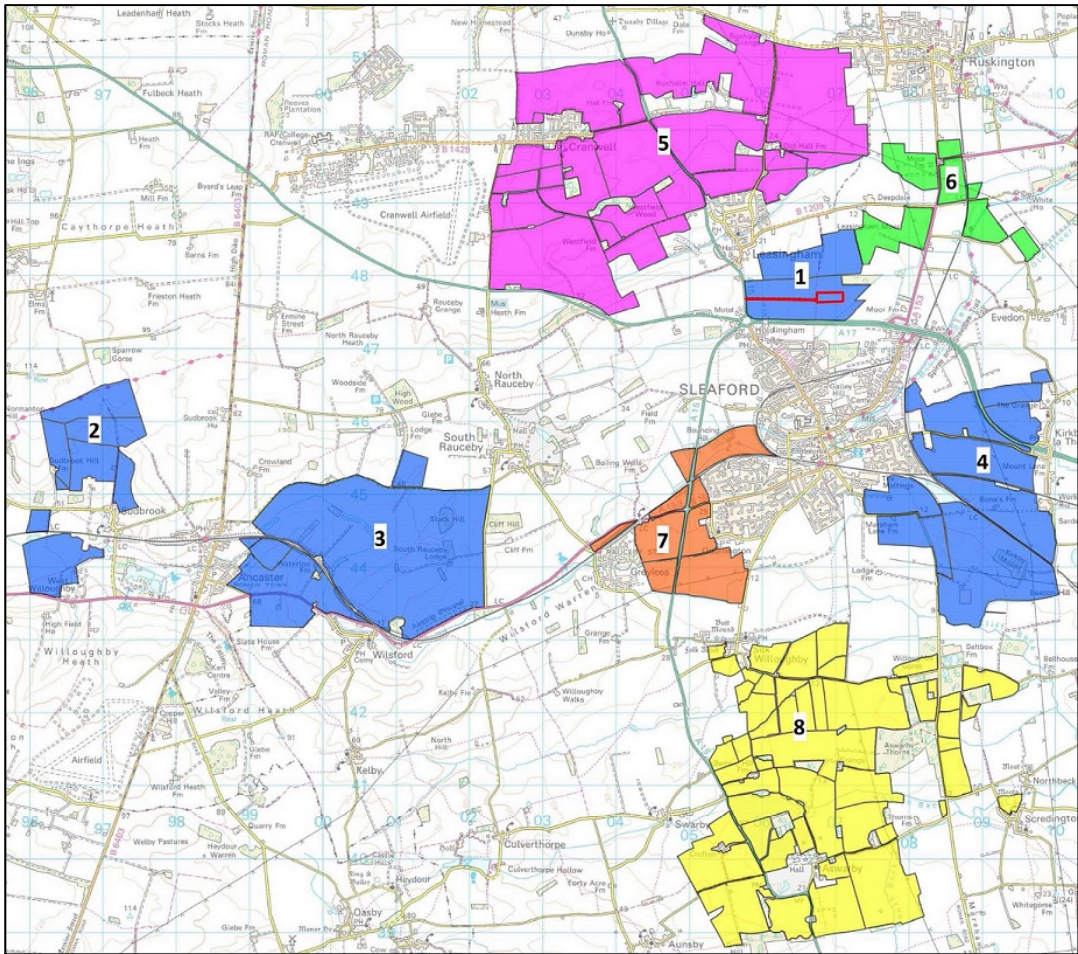
<i>Material</i>	<i>Description</i>	<i>Origins</i>
Wheat Syrup	Thick syrup	This is a waste material derived from the production of bioethanol from wheat. Wheat is brewed to create alcohol, a protein rich mixture remains after the distillation process. This mixture is a 'wheat syrup' which is suitable for digestion in an anaerobic digester. The material taken to the anaerobic digestion site will be accompanied by a waste transfer note and there is an intention to dispose of this material to land if it were not sent to the anaerobic digester.
Glycerol	Colourless liquid	A waste material from the production of biodiesel. In this case the biodiesel will be produced from recycled used vegetable oil (for example, oil that has been used for cooking). For every 10 units of biodiesel produced, around 1 unit of crude glycerol is produced. Therefore a significant quantity of this material is being generated within the biodiesel industry. Not all of this glycerol is refined into a pure glycerol form for use in food, cosmetics etc. The result is a waste stream from which energy can be recovered through anaerobic digestion.
Poultry Litter	A mixture of manure and soiled poultry bedding.	Poultry Litter (manure). Soiled poultry bedding, from farms.
Waste Vegetables	Waste Vegetables	Vegetables which are unfit for consumption and would otherwise be disposed of on farmland.

* A waste stream that had originally been proposed to be used as a feedstock material, namely bleaching clay, was subsequently withdrawn from this list by the applicant and therefore no longer forms part of the waste streams for which permission to import/use is being sought.

4. Liquid wastes would be discharged directly into the AD vessels via the existing coupling infrastructure and transferred using sealed vacuum pumps. Solid wastes would be delivered using tipper trucks and transferred using existing feed hoppers (used to incorporate the ensiled agricultural crops) directly into the AD vessels. Other than the existing consented silage, there are no proposals to store either liquid or solid wastes on site and so no new infrastructure or storage areas are to be constructed as part of this proposal. Given the overall capacity of each digester tank, each liquid waste delivery would represent only 0.16% of the digesters capacity and waste deliveries would only be made when the required void capacity to accommodate the imported waste is available.
5. The application is supported by an Odour Management Plan which includes a contingency plan to avoid a situation arising where delivered waste could not be immediately added to the digester tanks. The Odour Management Plan also includes a complaints system that would be managed by the Waste Planning Authority and the Environment Agency.

Highways, Transportation and Location

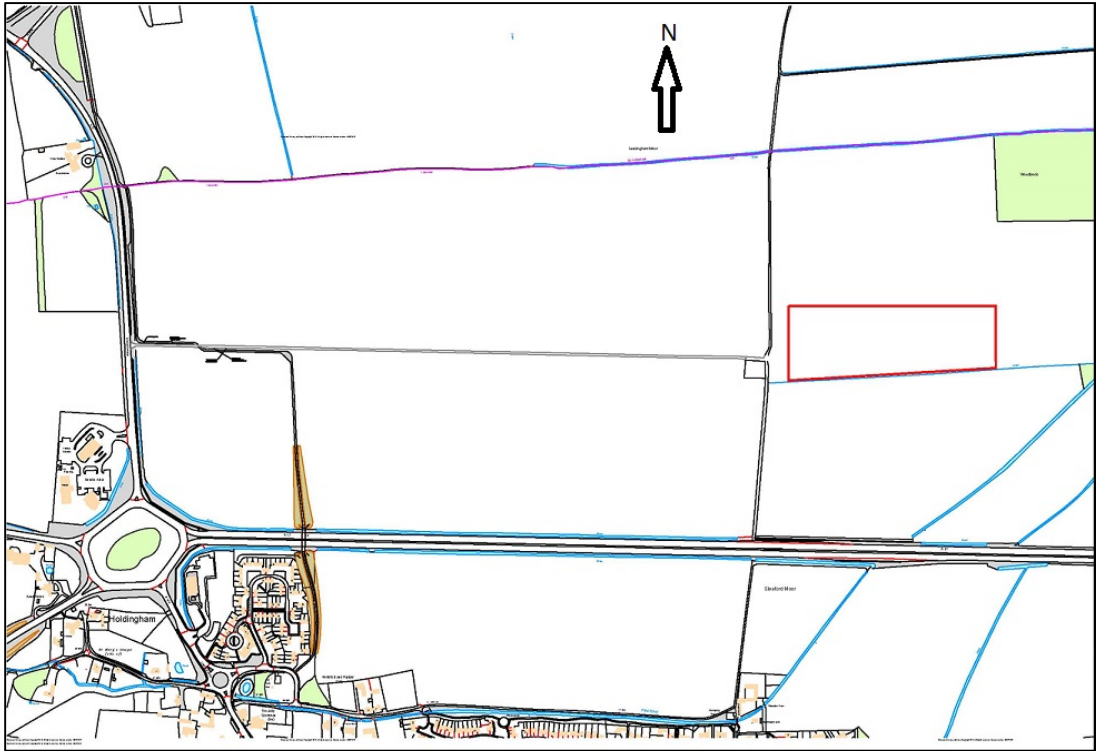
6. There are no proposals to increase the total annual throughput of the Anaerobic Digester Plant, being less than 70,000 tonnes of feedstock (crops and waste combined). The liquid wastes would be transported to the site in tankers and the solid wastes would be delivered using tipper trucks and would be transferred within 24 hours. The agent for the applicant has indicated that whilst the proposed importation of waste material would involve transportation by road, given that a proportion of the existing crop feedstock is already transported to the site by road (which would be substantially replaced by the imported wastes) there would be no additional impacts on capacity to the highway network or road safety.
7. The source of the arable crops would continue to be within a 10 mile radius of the site (Plan 1), where the land is being leased and farmed by the applicant as detailed in the original planning application determined by North Kesteven District Council. The area marked 1 and part of the area marked 6 are accessed via internal farm tracks. The arable crops would represent the greater proportion of the feedstock to the AD plant. Given the seasonal nature of arable crops there would continue to be intense periods of vehicular activity but a fewer number of seasonal vehicle movements should the introduction of waste streams be approved. The vehicle movements of the waste streams would be spread over a 12 month period. The digestate, liquid and solid, would be distributed back to the same agricultural holdings where the energy crops are grown.



Plan 1 – Sources of arable feedstocks

Site and Surroundings

8. The AD plant site is approximately 1 kilometre east of the A15 and 300 metres north of the A17. The site (Plan 2) lies approximately 750 metres to the north east of an area currently under development as the residential urban extension of Sleaford town that could, in time, extend in an easterly direction for approximately 600 metres towards the AD site. This urban extension would however still be separated from the AD plant by the A17 and an agricultural field and so at its nearest point the proposed urban extension, when constructed, would be 350 metres distant.



Plan 2 – Location Plan

9. The nearest residential building on the A15 is The Grange and is approximately 250 metres north of the entrance to the site and there are commercial businesses approximately 100 metres to the south of the entrance. The curtilage of the village of Leasingham is approximately 1 kilometre to the northwest at its nearest point to the plant site. The nearest residential property in the town of Sleaford is approximately 500 metres to the south. Finally, the nearest residential property to the east is off the A153 and approximately 1 kilometre distant.



Photograph 1

10. The AD plant is surrounded by a 3 metre high grassed bund, planted with trees (Photograph 1) and has a single gated vehicular entrance. The site lies within level agricultural land divided by low planted hedgerows and internal tracks. Field Beck lies approximately 100 metres to the east of the site boundary and a small woodland is located 200 metres to the north east. The site is approximately 5 kilometres from The Wilsford Warren Site of Special Scientific Interest to the south west of Sleaford town. It should be noted that the prevailing winds in relation to the AD Plant site are from the southwest. The existing layout of the site and access including footways and crossing point for the Sustrans route and footpath which cross the site haul road (Photograph 2), would remain unchanged by this proposal and remain as per that which was proposed and approved by the NKDC as part of the original development.



Photograph 2

Main Planning Considerations

National Guidance

11. National Planning Policy Framework (NPPF) (March 2012) sets out the Government's planning policies for England and is a material planning consideration in the determination of planning applications. In assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development. The main policies/statements set out in the NPPF which are relevant to this proposal are as follows (summarised):

Paragraph 14 states that there is a presumption in favour of sustainable development and therefore proposals that accord with the development plan should be approved (unless material considerations indicate otherwise);

Paragraph 17 seeks to secure a good standard of amenity for all existing and future occupants of land and buildings and reducing pollution;

Paragraph 98 states that when determining planning applications, local planning authorities should: approve the application if its impacts are (or can be made) acceptable. Once suitable areas for renewable and low carbon energy have been identified in plans, local planning authorities should also expect subsequent applications for commercial scale projects outside these

areas to demonstrate that the proposed location meets the criteria used in identifying suitable areas

Paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by: preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability

Paragraph 120 states that to prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account

Paragraph 122 states that land use planning should focus on whether a development is an acceptable use of land and the impact of the proposed use, rather than the control of processes or emissions themselves where they are subject to approval under pollution control regimes;

Paragraph 123 seeks development that should not give rise to significant adverse impacts on health and quality of life and mitigate and reduce to a minimum other adverse impacts such as odour, including through the use of conditions;

Paragraph 176 states that where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation) the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily;

Paragraphs 186 and 187 states that decision-taking should be approached in a positive way to foster the delivery of sustainable development and where possible planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions in the area;

Paragraph 206 states that planning conditions should only be imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.

Paragraph 215 state that due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework. This is of relevance to the Lincolnshire County Council Core Strategy and Development Management Plan (2016) and Central Lincolnshire Local Plan (2017).

National Planning Policy for Waste (NPPW) (October 2014) is a material consideration in the determination of planning applications and should be read in conjunction with the NPPF. Appendix B sets out specific locational and environmental and amenity criteria to consider when assessing waste management proposals including protection of water quality and flood risk management, landscape and visual impacts, nature conservation, conserving the historic environment, traffic and access, odour and noise.

Local Plan Context

12. Lincolnshire Minerals and Waste Local Plan: Core Strategy and Development Management Policies (CSDMP) (2016) - the key policies of relevance in this case are as follows (summarised):

Policy W1 (Future requirements for New Waste Facilities) predicts the capacity gaps for waste arisings in the County;

Policy W3 (Spatial Strategy for New Waste Facilities) identifies that there is a preference for sites in and around main urban areas such as Sleaford although certain waste facilities may be located in open countryside as identified in Policy W4;

Policy W4 (Locational Criteria for New Waste Facilities) identifies exceptions where location outside of the main urban areas would be acceptable, in this instance the biological treatment of waste;

Policy W5 (Biological Treatment of Waste Including Anaerobic Digestion and Open-Air Composting) states that planning permission will be granted where they would be located at a suitable 'stand-off' distance from any sensitive receptors; and where they would be located on land associated with an existing agricultural, livestock, food processing or waste management use where it has been demonstrated that there are close links with that use;

Policy DM1 (Presumption in favour of sustainable development) states that when considering development proposal, the County Council will take a positive approach. Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.

Policy DM2 (Climate Change) requires proposal for waste management developments should address the reduction of distance travelled by HGVs and implement the Waste Hierarchy and in particular reduce waste to landfill; identify locations suitable for renewable energy generation and encourage carbon reduction/capture measure to be implemented where appropriate.

Policy DM3 (Quality of Life and Amenity) states that planning permission will be granted for minerals and waste development provided that it does not generate unacceptable adverse impacts arising from odour, noise,

emissions, dust, contamination, illumination, visual intrusion, surface water run-off, traffic etc;

Policy DM6 (Impact on Landscape and Townscape) states that planning permission will be granted for waste development provided due regard has been given to the likely impact of the proposed development on landscape and townscape.

Policy DM14 (Transport by Road) states that planning permission will be granted for waste development involving transport by road where:

- The highway network is of an appropriate standard for use by the traffic generated by the development; and
- Arrangements for site access and the traffic generated by the development would not have an unacceptable impact on highway safety, free flow of traffic, residential amenity or the environment.

Policy DM16 (Water Resources) states that planning permission will be granted for waste developments where they would not have an unacceptable impact on surface or ground waters.

Policy DM17 (Cumulative Impacts) states that planning permission will be granted for minerals and waste developments where the cumulative impact would not result in significant adverse impacts on the environment of an area or on the amenity of a local community, either in relation to the collective effect of different impacts of an individual proposal, or in relation to the effects of a number of developments occurring either concurrently or successively.

Central Lincolnshire Local Plan (CLLP) 2017 - the key policies of relevance in this case are as follows (summarised):

Policy LP2 (Spatial Strategy & Settlement Hierarchy) sets out the strategy and hierarchy to be applied when considering applications for siting new development. In this case, the proposal site lies outside the settlement of Leasingham and so is in the countryside. This policy states that development in the countryside should be restricted and therefore only permitted where it meets the criteria listed which includes that which is demonstrably essential to the effective operation of agriculture; renewable energy generation and proposals which fall under Policy LP55 and to minerals or waste development as required in accordance with the Minerals and Waste Local Development Documents (CSDMP 2016).

Policy LP13 (Accessibility and Transport) states that all development should demonstrate that they have had regard to the following criteria:

- c) Should provide well designed, safe and convenient access for all, giving priority to the needs of pedestrians, cyclists, people with impaired mobility and users of public transport by providing a network

of pedestrian and cycle routes and green corridors, linking to existing routes where opportunities exist, that give easy access and permeability to adjacent areas;

- j) Assist in the implementation of infrastructure which will help all communities in Central Lincolnshire, including people living in the villages and small settlements, to have opportunities to travel without a car for essential journeys;
- n) Deliver schemes that complement the aims of the Public Rights of Way Improvement Plan and the Green Infrastructure Study for Central Lincolnshire, where possible enhance linkages between settlements and to areas of natural greenspace and to the surrounding countryside.

Any development that has severe transport implications will not be granted planning permission unless deliverable mitigation measures have been identified, and arrangements secured for their implementation, which will make the development acceptable in transport terms.

Policy LP14 (Managing Water Resources and Flood Risk) states that development proposals that are likely to impact on surface or ground water should consider the requirements of the Water Framework Directive and development proposals should demonstrate that (relevant criteria cited):

- l. that relevant site investigations, risk assessments and necessary mitigation measures for source protection zones around boreholes, wells, springs and water courses have been agreed with the relevant bodies (e.g. the Environment Agency and relevant water companies);
- m. that adequate foul water treatment and disposal already exists or can be provided in time to serve the development; and
- q. that suitable access is safeguarded for the maintenance of water resources, flood defences and drainage infrastructure;

Policy LP17 (Landscape, Townscape and Views) states that proposal should protect and enhance the intrinsic value of our landscape, including the setting of settlements.

Policy LP19 (Renewable Energy Proposals) states that proposals for non-wind renewable energy development will be assessed on their merits with the impacts, both individual and cumulative, considered against the benefits of the scheme and take into account a range of criteria including surrounding landscape and townscape, residential and visual amenity, safety and highways. It is stated that proposals will be supported where the benefit of the development outweighs the harm caused and it is demonstrated that that any harm will be mitigated as far as reasonably possible. It is also added that renewable energy proposals which will

directly benefit a local community, have the support of the local community, will be particularly supported.

Policy LP20 (Green Infrastructure Network) states that development proposals must protect the linear features of the green infrastructure network that provide connectivity between green infrastructure assets, including public rights of way, bridleways, cycleways and waterways, and take opportunities to improve such features;

Policy LP26 (Design and Amenity) states that 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 and directs applicants that proposals should demonstrate that adverse impact upon air quality from odour, fumes, smoke, dust and other sources have been considered;

Policy LP55 (Development in the Countryside) sets out the criteria and issues that need to be taken into account when considering different types of development within the open countryside. In this case Part E (Non-residential development in the countryside) is of relevance and states that proposals will be supported provided that:

- a. The rural location of the enterprise is justifiable to maintain or enhance the rural economy;
- b. The location of the enterprise is suitable in terms of accessibility;
- c. The location of the enterprise would not result in conflict with neighbouring uses; and
- d. The development is of a size and scale commensurate with the proposed use and with the rural character of the location; and

Part F (Agricultural diversification) is also of relevance and states that proposals involving farm based diversification will be permitted, provided that the proposal will support farm enterprises and providing that the development is:

- a. In an appropriate location for the proposed use;
- b. Of a scale appropriate to its location; and
- c. Of a scale appropriate to the business need.

Site Locations Document (Pre-submission Draft) of the Lincolnshire Minerals and Waste Local Plan (November 2016)

This document sets out the preferred sites and areas for future minerals and waste development and was formally examined by a Planning Inspector in July 2017. A decision on the 'soundness' of this document has been received 19 September 2017 and will form part of the Lincolnshire Minerals and Waste Local Plan.

The proposal site has not been promoted as a preferred site however although the site may not be allocated this does not necessarily mean that

the proposal is unacceptable as the proposal needs to be considered in terms of its compliance with the locational criteria and policies as contained within the CSDMP (June 2016).

Results of Consultation and Publicity

13. (a) Local County Council Member, Councillor M Storer - (who is a member of the Planning and Regulations Committee) has indicated that he will speak on this item at the meeting.
- (b) Sleaford Town Council – made the following comments/observations (summarised):
- Vehicle movements – general lack of information in relation to vehicle movements and traffic generation, timings and frequency of vehicle movements and therefore request that a Transport Assessment be provided by the applicant;
 - Odour Management – strongly contest the proposed removal of any condition which would limit and restrict the feedstock materials permitted to be used by the AD plant. Concerns are also expressed about the short term nature of the Odour Management Plan.

Following the submission of further information by the applicant the following additional observations were made:

- Concerns remain over the impact of the development on the residential areas of Leasingham and Holdingham;
 - Odour management issues still need addressing;
 - Concerns remain over vehicle movements;
 - Concerns over the possible increase of housing around the area, it is suggested that an evacuation plan is required to reflect this.
- (c) Leasingham Parish Council – raised the following issues and objections (summarised):
- Site Plan – commented that the base plan submitted fails to identify the current and ongoing housing developments on the outskirts of Sleaford which are in close proximity to the Holdingham roundabout;
 - Odour Management Plan – questioned the ability of the Environment Agency to enforce this and contest the claim that wheat syrup is odourless. Concerns also expressed regarding the movement, delivery and handling of poultry litter and bleaching clay and questions over the reliability of overall plant control in respect of odour incidents;
 - Multi-agency regulation – not convinced that sufficient evidence exists that the various consents can provide control over feedstocks; and

- Vehicle movements – identified ongoing problems with the approach and entrance from the A15 and the crossing of the Sustrans Cycle path.
- (d) Environment Agency (EA) – does not object to the planning application but advises that the operator would be required to apply for an Environmental Permit to receive waste at the site. The Agency has confirmed that the Permit application would need to be supported by information relating to operating techniques and a more detailed Odour Management Plan than that required for land-use planning purposes. An approved Odour Management Plan would form part of the management system documents required by the Permit.

Following the submission of further information by the applicant (i.e. confirming the removal of bleaching clay as a potential feedstock material) the following additional comments/observations were made (summarised):

Without the bleaching clay and based on the waste streams cited in the application (i.e. those cited in Table 1 above) the revised development would appear to be able to comply with the requirements of an Environmental Permit. The removal of bleaching clay also means that potential additional infrastructure/buildings to store those wastes are not required. The Agency does state that a waste management plan in respect of the Environmental Permit would require a strategy to identify how liquid wastes would be managed in the event that direct injection on the day of delivery is unavailable.

- (e) Environmental Health Officer (North Kesteven District Council) – comments from the Environmental Health Officer have been included within the representation received from North Kesteven District Council (see below).
- (f) Highway & Lead Flood Authority (Lincolnshire County Council) – does not wish to restrict the grant of permission.
- (g) MOD (Safeguarding) RAF Cranwell - has no safeguarding objections to this proposal.
- (h) Public Health (Lincolnshire County Council) – has stated that LCC does not have specialist environmental public health scientists with detailed knowledge of operations such as anaerobic digestion. However, the operations will require an Environmental Permit and the Environment Agency permitting team will consult the local Director of Public Health on that application.

It is added that following research the Public Health team consider anaerobic digestion in a positive light but would expect that there are sufficient and robust conditions in place to control both the waste streams used in the plant and the operations of the plant itself. Overall

the LCC Public Health team consider no significant risks to the health of the population can be foreseen but suggest that if permission is granted there should be no increase in traffic over the currently permitted operation. This is because the Public Health team would be concerned that should this occur this could lead to the pedestrian and cycle route between Leasingham and Sleaford being used less with a detrimental impact on health and well-being gain.

14. The application has been publicised by notices posted at the site and in the Lincolnshire Echo on 13 June 2017 and 140 letters of notification were sent to addresses in the locality. 59 objections have been received in response to this publicity/notification. A summary and outline of the issues/comments and objections received is set out below:
- Objections on the grounds that the introduction of waste undermines the original justification for the grant of the original planning permission.
 - Inappropriate location in close proximity to new housing and should be located away from towns and villages.
 - Objections on the grounds of odour (particularly poultry manure) and that fumes would be harmful.
 - Concerns regarding the potential burning of waste on site.
 - Concerns regarding traffic and potential increases causing congestion and impacts on air quality.
 - Poor transport infrastructure and road network capacity.
 - Concerns regarding vehicles carrying waste and the spilling of loads on the road.
 - Impacts on the Sustrans path (including mud and speed of vehicles) and public rights of way.
 - Comments that this is an industrial development in the countryside.
 - Concerns that this may lead to potential further development of a large scale chicken farm or other industrial uses on the site.
 - Objections on the ground of visual and noise impacts.
 - Impacts on the environment, including groundwater and watercourse contamination.
 - The waste feedstocks will attract vermin, flies, rats etc.
 - The use of waste is a less efficient feedstock than arable crops.
 - Blight on property values.
 - AD Plants have a track record of leakages and explosions and there is no evidence of a safe evacuation plan being in place for nearby residents.
 - No evidence of operator competence to run the site safely.
 - Objections on the grounds of alleged non-compliance with previous planning application.
 - Objections on the grounds of the loss of agricultural land.
 - Concerns that the applicant is seeking permission which would remove any condition or restriction on the type of waste materials permitted to be used as a feedstock.
 - Detrimental impacts on the health of residents, school and nursery.
 - The proposal offers no benefit to the town or residents.

- Comments received stating that this facility should remain as an agri-based AD facility only.

Finally, in addition to the above four comments have been received confirming that they have experienced no problems from the current operations at the site.

District Council's Recommendations

15. North Kesteven District Council (NKDC) initially responded objecting to the proposal on the following grounds/reasons (summarised):
 1. The AD plant was originally granted planning permission by NKDC as it was accepted that there were locational requirements for the site needing to be close to the source of feedstocks which were (at the time) to be limited to waste agricultural products sourced locally. This specific locational justification mitigated, to an extent, the landscape and visual impacts associated with the developments countryside location and also minimised vehicle movements associated with the delivery of those feedstocks. Without this it would have been unlikely that NKDC would have supported the development. The proposed change of use and inclusion of waste feedstocks makes this a commercial facility and NKDC are of the view that in terms of the principle of development and its location, such a facility would now be considered contrary to Policy W5 of the Lincolnshire Minerals and Waste Core Strategy & Development Management Policies (CSDMP) which requires such facilities to be preferentially directed towards previously developed land, existing or planning industrial/employment land or redundant agricultural and forestry buildings and their curtilages. This site does not satisfy any of these criteria or those cited in Policy W4 of the CSDMP.
 2. Object to the applicants proposal to have no restriction/condition on the range of feedstocks permitted to be used by the plant.
 3. Concerns expressed regarding the Odour Management Plan and in particular clarification sought as to whether or not new buildings/infrastructure would be required to accommodate the new feedstocks prior to their use. In the absence of further information and clarification it is therefore considered that the applicant has failed to demonstrate that the developmet would not significantly adversely impact upon the amenities of the closest occupiers at Leasingham and Holdingham Grange (CLLP site allocation CL1013a).

Following the submission of further information by the applicant, NKDC have stated that concerns remain as to whether or not the necessary Environmental Permit issued by the Environment Agency would be granted. This is because NKDC are still not clear whether or not a new building would be required to store the additional feedstocks on-site. It is noted that the applicant has indicated that if the Environmental Permit did require this then

if necessary existing on-site buildings could be used for the covered storage/sorting of wastes. No details have been provided to assess the impact of this on site operations, including the need for replacement buildings to be provided elsewhere, and therefore any potential associated visual impact considerations. Although it is accepted that the issuing of an Environmental Permit is not a pre-requisite for the grant of planning permission clarification should therefore be sought so the full impacts of the development can be understood and in the absence of this NKDC uphold its objection as the impacts of the proposed development cannot be properly considered in terms of amenity both odour or visual.

Conclusion

16. This proposal seeks to change the use of the existing AD plant so that it would operate on a more commercial/waste management basis rather than its current function as a wholly agri-based operation. The existing AD plant and its associated infrastructure, including access, has been constructed in accordance with the NKDC planning permission (ref: 14/0080/FUL) and all conditional requirements and subsequent schemes required by that permission have been approved and implemented.
17. The various tanks and plant and equipment which form the AD plant would not require modification or any additional equipment to be installed in order to enable the site to accept and process the wastes proposed as part of this application. Consequently, no changes are proposed to the AD plant in terms of its physical size, layout or the plant and equipment already on site. Notwithstanding this objections and questions have been raised as to whether such a commercial facility would be considered appropriate in this location had it not already been in existence. Although it is arguable whether or not these concerns are material to the determination of this application, given the strength of objection on this point, it is considered beneficial to give due consideration to this in the assessment of the application. Other issues that are considered material and need to be considered in the determination of this application are those which may arise as a consequence of the change of use and introduction of the additional waste feedstocks including those on the local highway network and the environment and amenity of nearby residents.
18. The key issues to be considered in relation to this application are therefore the principle of a waste development in this location and any potential impacts arising from the introduction and use of the identified waste feedstocks on factors such as the local highway and the environment and amenity of nearby residents.

Need and Location

19. Policy W1 of the Core Strategy and Development Management Policies (CSDMP 2016) directs the Waste Planning Authority to identify locations for a range of new or extended waste management facilities within Lincolnshire where these are necessary to meet the predicted capacity gaps for waste

arising in the County. The proposed development would use a mixture of feedstocks including arable crops as well as imported wastes which would include poultry litter along with wastes from bio-fuel production and vegetable processing. The anaerobic digestion plant is, in part, an energy recovery facility as it would utilise and treat these wastes to produce digestate as well as gas and electricity. Tables 9 and 10 which support Policy W1 confirm that there is a need to secure such additional facilities in order to manage commercial waste streams and so this proposal would help to contribute towards meeting this capacity gap and help to deliver the overall objective of pushing waste streams up the waste hierarchy.

20. In terms of location, had this facility not already been in existence, then it would have been necessary to consider the suitability of this site in terms of its compliance with the locational and environmental criteria set out in the Development Plan - which includes the adopted CSDMP and emerging Site Locations document. Consequently, for completeness consideration to this has been given.
21. The emerging Site Locations does identify potential areas considered suitable for anaerobic digestion plants however this site is not within one of those identified preferred areas. Although this site may not be allocated however does not necessarily mean that the construction of an AD plant in this location is unacceptable and instead consideration should be given to the locational criteria and policies as contained within CSDMP Policies W3 and W5.
22. Policy W3 of the CSDMP recognises that it may not be possible to locate anaerobic digestion facilities in and around main urban areas and so consequently advises that such facilities should be considered against the criteria in Policy W5. Policy W5 identifies the locational criteria that would need to be met in assessing new proposals for anaerobic digestion plants and states that facilities should be located:
 - at a suitable stand-off distance from any sensitive receptors; and
 - be located on land which constitutes previously developed land and/or contaminated land, existing planned industrial/employment land or redundant agricultural and forestry buildings and their curtilages; or
 - land associated with an existing agricultural, livestock, food processing or waste management use where it has been demonstrated that there are close links with that use.
23. In this case, the AD plant is located outside the settlement boundary of the nearest village (i.e. Leasingham) and therefore is classed as being within the open countryside. The AD plant itself is not located close to any sensitive receptors or residential properties with the nearest residential property being approximately 1 kilometre to the east of the site. Although the construction of new housing associated with the extension of Sleaford would bring residential properties within 350 metres of the AD plant site, this residential development would be separated from the site by the A17 dual carriageway. As a consequence the AD plant is considered a suitable

standoff distance from potential sensitive receptors. The AD plant itself has been constructed on an existing agricultural field which lies in close proximity to where the main feedstock materials (e.g. arable crops) have previously been grown and sourced. Although this proposal is seeking to introduce imported wastes including poultry litter and wastes derived from bio-fuel production and vegetable processing, the applicant has confirmed that over 50% of the feedstocks would continue to remain as arable crops grown on land adjacent to the site and/or sourced from within a 10 mile radius of the site and that similarly the final digestate produced would be spread back on the same land and within local area, which is largely arable in nature.

24. Taking in to account the above, even if the AD plant had not already been in existence I am satisfied that from a locational perspective, in principle, the siting of such a plant in this location would be considered acceptable and would not conflict with the locational criteria set out in Policy W5 and also, as the AD plant would continue to be associated with an agricultural activity and is, in part an renewable energy facility, would be an acceptable form of development in the open countryside and therefore not conflict with the CLLP Policy LP55.

Sustainable Development

25. Policies DM1 and DM2 of the CSDMP 2016 promote sustainable development that contributes to moving waste up the waste hierarchy and development that reduces distances travelled by HGVs whilst encouraging schemes that promote renewable energy generation. In this instance, the source of the feedstocks and end-use application of final digestate would take place within a relatively small radius of the site and the use of waste streams arising from the production of bio-fuel, vegetable processing and food production to produce energy and heat would help to reduce the demands and need for energy from other no-renewable sources. The use of the final digestate produced by the plant (both liquid and solid) would continue to be used as a fertiliser/soil improver which can enhance the arable land in the vicinity of the site and reduce reliance on the use of artificial fertilisers. The replacement of a proportion of arable crops would also lessen the reliance of a feedstock grown on land that would otherwise produce food for consumption. Taking into account all of the above it is considered that the revised operations of the AD plant would still represent a sustainable operation and make a positive contribution in terms of minimising the impacts of climate change and therefore would not conflict with nor compromise CLLP Policy LP19 and comply with the objectives of CSDMP Policies DM1 and DM2.

Landscape & Visual Considerations

26. The landscape and visual impacts of the AD plant were assessed and confirmed as acceptable by NKDC at the time the original planning application was determined. This proposal does not propose any changes to the physical size, scale or appearance of the site and therefore the site

would remain unchanged from an external perspective. The structures within the plant site have been constructed using materials and colouring to minimise their visual impact which includes the domes of the digesters which are coloured grey to recede into the skyline. The site is also surrounded by a substantial vegetated and planted bund which would continue to be retained and this helps to largely screen views into the site. Given the 'stand-off' distances already described the overall visual impact of the plant site is not considered to be intrusive or harm residential amenity and given that no physical changes or additional buildings, plant or infrastructure are required in association with this proposal it is considered that, as is currently the case, the 'as built' AD plant would not compromise or conflict with CLLP Policies LP2, LP17 and LP55 or CSDMP Policy DM6 which requires that due regard should be given to the likely impact of the proposed development on landscape and townscape.

Highways and Highway Safety

27. Access to the AD plant was constructed prior to the site becoming operational and to the standards required by the Highways Authority. In addition a dedicated path and crossing to accommodate both pedestrians and users of the Sustrans route was constructed to give access to the bridge over the A17 to Sleaford town from Leasingham. Set back from the sites junction onto the A15 the crossing is raised, illuminated and fenced to protect users and warning signs are erected to slow vehicles approaching the crossing. There are no proposals to make any modifications to the haul route infrastructure and therefore the users of the pedestrian/cycle route to Sleaford would continue to benefit from this dedicated crossing.
28. The proposed development does not seek to increase the overall throughput of the AD plant but the nature and frequency of movement of vehicles would change with the introduction of waste to the site. Given the reduction in arable crops, the intensity of movement and hours of delivery associated with seasonal agricultural work would be reduced and the delivery of feedstock by the introduction of waste would be carried out over a 12 month period giving the operator the opportunity to optimise the functionality of the AD plant. As a consequence, it is likely that the introduction of waste will result in a reduction of impacts on neighbouring land users insofar as the site would have fewer periods of intense vehicle movements and associated noise. The Highways Officer has confirmed that the proposal is acceptable in terms of the local highway network capacity and safety. As a consequence the proposal meets the aims and objectives of the NPPF, NPPW and Policies DM3 and DM14 of the CSDMP and would not conflict with or compromise CLLP Policy LP13 and LP20 that seeks to protect routes for pedestrians and cyclists providing links between settlements and the surrounding countryside.

Environmental and Local Amenity

29. The AD plant was constructed to incorporate surface water management and the existing arrangements would not be compromised or require

amendment as a consequence of the introduction of wastes as a feedstock. As a result, the proposal meets the aims and objectives of the NPPF, NPPW and Policy DM3 and DM16 of the CSDMP and does not conflict with nor compromise Policies LP15 of the CLLP that seeks to protect water courses and ground water from pollution.

30. Reference has been made in the section above in respect of Highways with regard to vehicular movements and this in turn would have the potential to reduce other amenity impacts such as noise and lighting, as a consequence of fewer seasonal episodes of intense operations, including late night working, at the AD plant site to ensile the arable crops. It is therefore considered, that in terms of the operations impacts on amenity through the introduction of waste, would not exceed that currently experienced and would be in line with the aims and objectives of the NPPF, NPPW and Policy DM3 of the CSDMP and would not conflict with nor compromise Policy LP26 and LP55 of the CLLP which seek to protect the amenity of local residents and land users.
31. The application has been supported with a modified Odour Management Plan which updates that which was originally submitted and approved pursuant to a condition imposed on the NKDC planning permission (reference.14/0080/FUL). Following comments received from the NKDC Environmental Health Officer and the Environment Agency, the applicant has confirmed that bleaching clay would no longer be used as a potential feedstock and that all the imported wastes would be incorporated into the AD vessels upon delivery and so there is no intention to store these wastes on site. Given this situation it is considered that any odour impacts arising from the handling and inputting of the poultry litter and vegetable waste would be temporary, and in respect of the liquid wastes, there would be no odour impacts, as these wastes would be directly transferred and pumped into the tanks via the plant sites existing sealed coupling system. A condition could be imposed requiring the operator to implement the Odour Management Plan and maintain reporting procedures in respect of any potential complaints. A condition could also be attached to limit the waste types to only those identified in the application, as this would ensure that no additional impacts could arise which haven't already been considered and assessed (e.g. such as potential odours arising from waste types that have not been previously been identified).
32. During the progression of this application there has been some confusion as to whether or not any additional buildings or infrastructure would be required to enable the site to accept the waste types proposed. Since NKDC submitted their final comments the Environment Agency has confirmed that given the range of wastes now proposed and excluding the Bleaching Clay, no new building would be required for the transfer of wastes. There is no proposal to store waste on site and that sufficient void capacity within the digester vessels would be available prior to each waste delivery. As a consequence the built environment of the AD plant would remain as constructed. The EA has however confirmed that the applicant would need to apply for an Environmental Permit before importing waste to the site and

it is recommended that this be included as an Informative on any permission granted. Subject to the imposition of conditions, it is considered that the proposed introduction of waste to the site meets the aims and objectives of the NPPF, NPPW and Policy DM3 of the CSDMP 2016 and would not compromise nor conflict with Policies LP26 and LP55 of the CLLP 2017 which seeks to protect the amenity of local residents and land users in respect of odour emissions.

Miscellaneous

33. A number of representations have been received making reference to the development of a poultry farm on adjacent land, the need for an evacuation plan for local residents and concerns of the waste attracting vermin. This application does not seek to promote the introduction of a poultry unit on adjacent land. With regard to an evacuation plan it was not considered necessary in respect of the original NKDC planning permission and as the use of the AD plant is now established it is not considered necessary to seek an evacuation plan in respect of this application. There are no proposals to store waste on site prior to incorporation into the digester vessels and as a consequence there is no requirement to manage vermin over and above that deemed necessary as part of the existing site management regime.

Cumulative Impacts

34. Finally, consideration has been given as to whether there would be cumulative adverse impacts associated with the introduction of waste streams to the feedstock of the AD Plant. Given that the proposal does not seek to increase the overall throughput of the AD Plant and that the frequency and number of vehicles accessing the site are unlikely to increase it is considered that there would be no impacts over and above those currently experienced. As a consequence the proposed development would meet the aims and objectives of Policy DM17 of the CSDMP.
35. The proposed development has been considered against Human Rights implications especially with regard to Article 8 – right to respect for private and family life and Protocol 1, Article 1 – protection of property and balancing the public interest and well – being of the community within these rights and the Council has had due regard to its public sector equality duty under Section 149 of the Equality Act 2010.

RECOMMENDATIONS

That planning permission be granted subject to the following conditions:

1. The change of use hereby permitted shall be begun before the expiration of three years from the date of this permission. Written notification of the date of the first importation of waste shall be sent to the Waste Planning Authority within seven days of such commencement.

2. The development hereby permitted shall be retained and operated in accordance with the following documents and plans unless otherwise modified by the conditions attached to this planning permission. The approved are as follows:

Documents

- Application Form date stamped received 10 May 2017;
- Report No: 13-003/R020 v1 – 'Planning Application Supporting Information' date stamped received 10 May 2017; and as amended by
- 'Further information supplemental to Report No: 13/003/R020 v1' date stamped received 6 July 2017;
- Report No: 13-003/R021 – 'Odour Management Plan' date stamped received 6 July 2017;
- Report No: 13-003/R022 – 'Summary of Planning Information by Email' date stamped received 30 August 2017;
- Report No: 13-003/R012 – 'Pest Management Plan' date stamped received 8 June 2017;
- Project No: 009502 – 'Outdoor Lighting Report' date stamped received 8 June 2017;
- Job No: 5355 Issue 03 – 'Drainage Strategy Proposed Biogas Plant' date stamped received 8 June 2017;
- Application 14/0080/FUL – 'Condition 16 (Bat and Bird Boxes)' date stamped received 8 June 2017;
- Application 14/0080/FUL – 'Condition 17 (Landscape Planting)' date stamped received 8 June 2017;
- Application 14/0080/FUL – 'Condition 19 (Perimeter Security Fencing)'; and
- Report No: 13-003/R002 – 'Anaerobic Digestion Facility Noise Impact Assessment' date stamped received 19 September 2017.

Drawings

- No: 13-003-P-020 – 'Location Plan' date stamped received 10 May 2017;
- No: 1.1 – 'Site Plan' date stamped received 10 May 2017;
- No: JN1808-LDS-SK007-A – 'Sustrans Crossing General Details' date stamp received 8 June 2017;
- No: JN1808-LDS-SK008-B – 'Sustrans Crossing Signs and Road Markings' date stamp received 8 June 2017;
- No: JN1808-LDS-SK007-A – 'Sustrans Crossing General Details' date stamp received 8 June 2017;
- No: 14/0080/FUL – 'Lighting column layout drawing' date stamped received 8 June 2017; and
- No: 2054-D-01 RevD – 'Proposed lighting and luminance layout' date stamped received 8 June 2017.

3. The site is permitted to receive the following feedstocks only:

Waste

- Wheat Syrup;
- Glycerol;
- Poultry Litter;
- Waste Vegetables; and

Crops

- Maize silage;
- Grass silage; and
- Sugar Beet.

4. All waste listed in condition 3 shall be incorporated into the Anaerobic Digester Vessel on the day of delivery and no waste shall be stored on site.
5. The total tonnage of feedstock processed at the application site shall not exceed 70,000 tonnes per annum. The waste feedstock shall not exceed 34,300 tonnes per annum. All feedstock brought to the site shall be weighed at the site's weighbridge. The weighbridge records shall be retained for at least two years and be available for inspection by the Waste Planning Authority upon request.
6. All crops stored in the silage clamps shall not exceed 4 metres in height.
7. No crops shall be stored outside at any time other than within the silage clamps.
8. Notwithstanding the detail contained in the approved Report No: 13-003/R021 – 'Odour Management Plan' date stamped received 6 July 2017. The Odour Management Plan shall be implemented in full and maintained for the duration of the development. The Odour Monitoring Reports and Odour Complaints Reports shall be retained for two years and shall be available for inspection at the request of the Waste Planning Authority.
9. The digestate lagoon cover shall be retained and maintained for the duration of the development.
10. Any trees, plants or grassed areas planted in accordance with the approved scheme Application 14/0080/FUL – 'Condition 17 (Landscape Planting)' date stamped received 8 June 2017, which within a period of seven years from the date of planting die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size, and species and quality, unless the local planning authority gives written consent to any variation.
11. The development hereby permitted shall be retained in accordance with the following construction materials details which are shown on the approved plans, which in the case of the primary and secondary digester tanks shall

be RAL 9006 (white aluminium) for the tank sides and RAL 7005 (mouse grey) for the roof.

12. The means of connection from the AD plant to the National Grid shall be by underground cable.
13. Notwithstanding the detail contained in the approved Report No: 13-003/R002 'Anaerobic Digestion Facility Noise Impact Assessment' date stamp received 19 September 2017, the level of noise arising from the operations on the site at the locations identified in Table 21 shall not exceed a rating level of Average Background Noise Level (dB L_{A90}) +5 dB as identified in Table 21.

Location	Average Background Noise Level (dB L _{A90})
1: Grey Gables	40
2: Holdingham Housing Development	46
3: Moor Farm	43
4: Moor Lane	40

Reasons

1. To comply with Section 91 of the Town and Country Planning Act 1990.
 2. To ensure that the development is carried out in an acceptable manner and for avoidance of doubt as to the development that is permitted.
- 3 – 5
To correspond with the source and volume of waste feedstock materials for which planning permission was applied and to limit the scale of the operations in the interest of the amenity of the area.
- 6 – 13
In the interests of general and visual amenity.

Informatives

Attention is drawn to:

- (i) Environment Agency - Environmental Permitting – Letter Reference AN/2017/125777/02-L01 dated 24 July 2017, attached to the Decision Notice; and

- (ii) In dealing with this application the Waste Planning Authority has worked with the applicant in a positive and proactive manner by processing the application efficiently so as to prevent any unnecessary delay. This approach ensures the application is handled in a positive way to foster the delivery of sustainable development and is consistent with the requirements of paragraphs 186 and 187 of the National Planning Policy Framework.

Appendix

These are listed below and attached at the back of the report	
Appendix A	Committee Plan

Background Papers

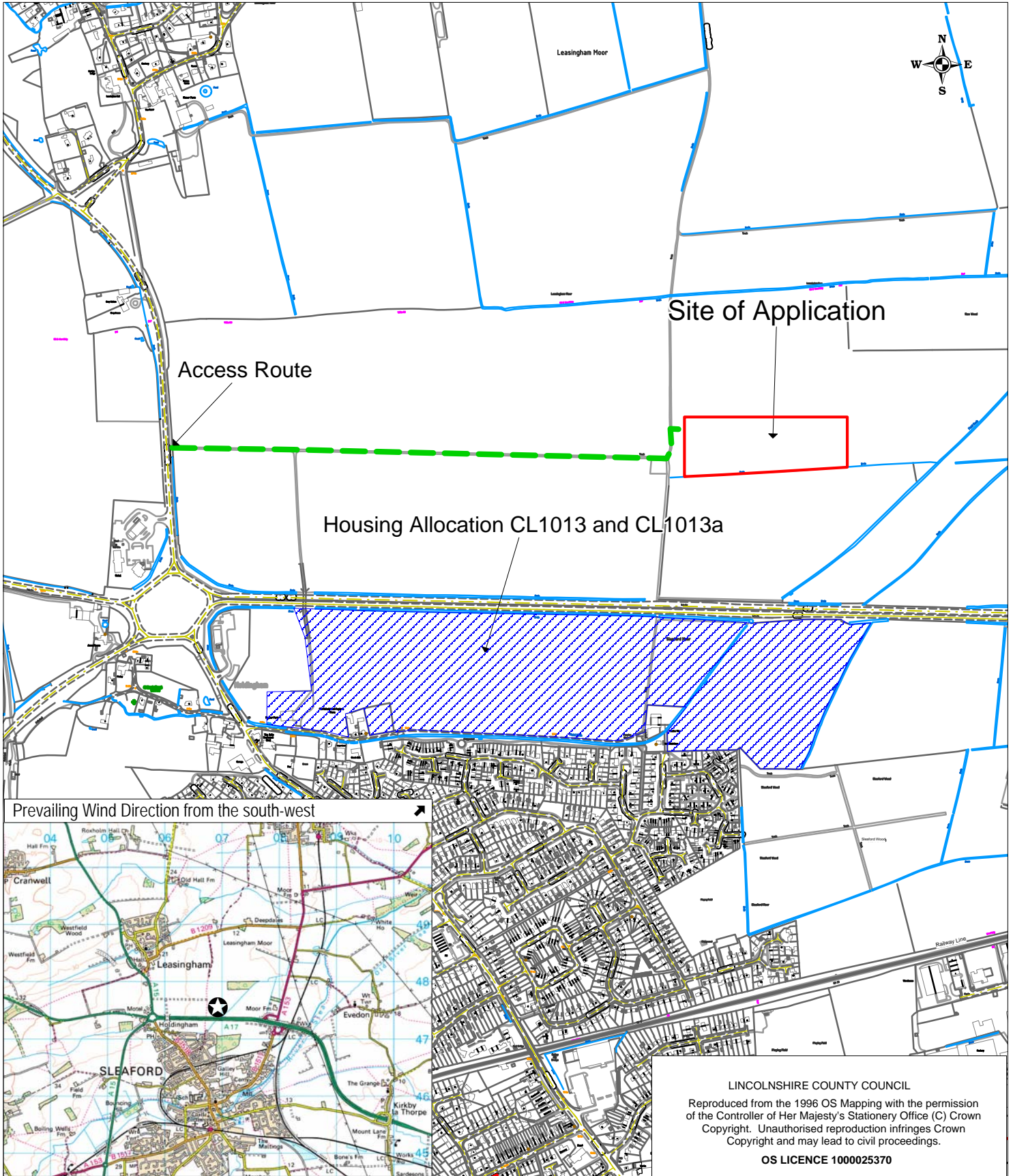
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Planning Application File N57/0833/17	Lincolnshire County Council, Planning, Witham Park House, Waterside South, Lincoln
National Planning Policy Framework (2012)	The Government's website www.gov.uk
Lincolnshire Minerals & Waste Local Plan: Core Strategy & Development Management Policies (CSDMP) (June 2016)	Lincolnshire County Council website http://www.lincolnshire.gov.uk/
Central Lincolnshire Local Plan (CLLP) July 2017	Central Lincolnshire Local Plan http://www.n-kesteven.gov.uk/central-lincolnshire/

This report was written by Felicity Webber, who can be contacted on 01522 782070 or dev_planningsupport@lincolnshire.gov.uk

LINCOLNSHIRE COUNTY COUNCIL Appendix A

PLANNING AND REGULATION COMMITTEE 2 OCTOBER 2017



Location:

Holdingham Biogas
 Holdingham
 Sleaford

Description:

To change of use from agri-based anaerobic digestion
 facility to commercial anaerobic digestion facility

Application No: N57/0833/17

Scale: 1:10000

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**Open Report on behalf of Richard Wills
Executive Director, Environment & Economy**

Report to:	Planning and Regulation Committee
Date:	2 October 2017
Subject:	County Council Development - L/0832/17

Summary:

Planning permission is sought for the demolition of existing buildings and redevelopment of the Lincolnshire Fire and Rescue Headquarters, South Park Avenue, Lincoln. The proposed development would involve the phased demolition of the majority of the existing buildings on the site and the erection of a new 'Blue Light' campus building comprising of combined offices and facilities for use by Lincolnshire Fire & Rescue, Lincolnshire Police and the East Midlands Ambulance Service.

The 'Blue Light' project is intended to set a precedent as an exemplar facility replacing the existing facilities used by Lincolnshire Fire & Rescue and East Midlands Ambulance Service as well as providing new accommodation for use by Lincolnshire Police. The co-location of the Police to this site would also allow the closure of their existing facility on West Parade in the centre of Lincoln which is old, no longer fit for purpose and has high running costs.

Having assessed all of the planning considerations and representations made by both statutory and non-statutory consultees, it is concluded that the building is appropriately designed and would contribute positively to the local area. The building would not be detrimental to the amenities of nearby residential properties and that the impacts of the development on factors including traffic, flood risk and the natural and historic environment have or could be appropriately managed, mitigated or addressed. Overall the proposal represents a sustainable development in central Lincoln and, subject to the imposition of a number of conditions, accords with the policies contained within the Development Plan.

Recommendation:

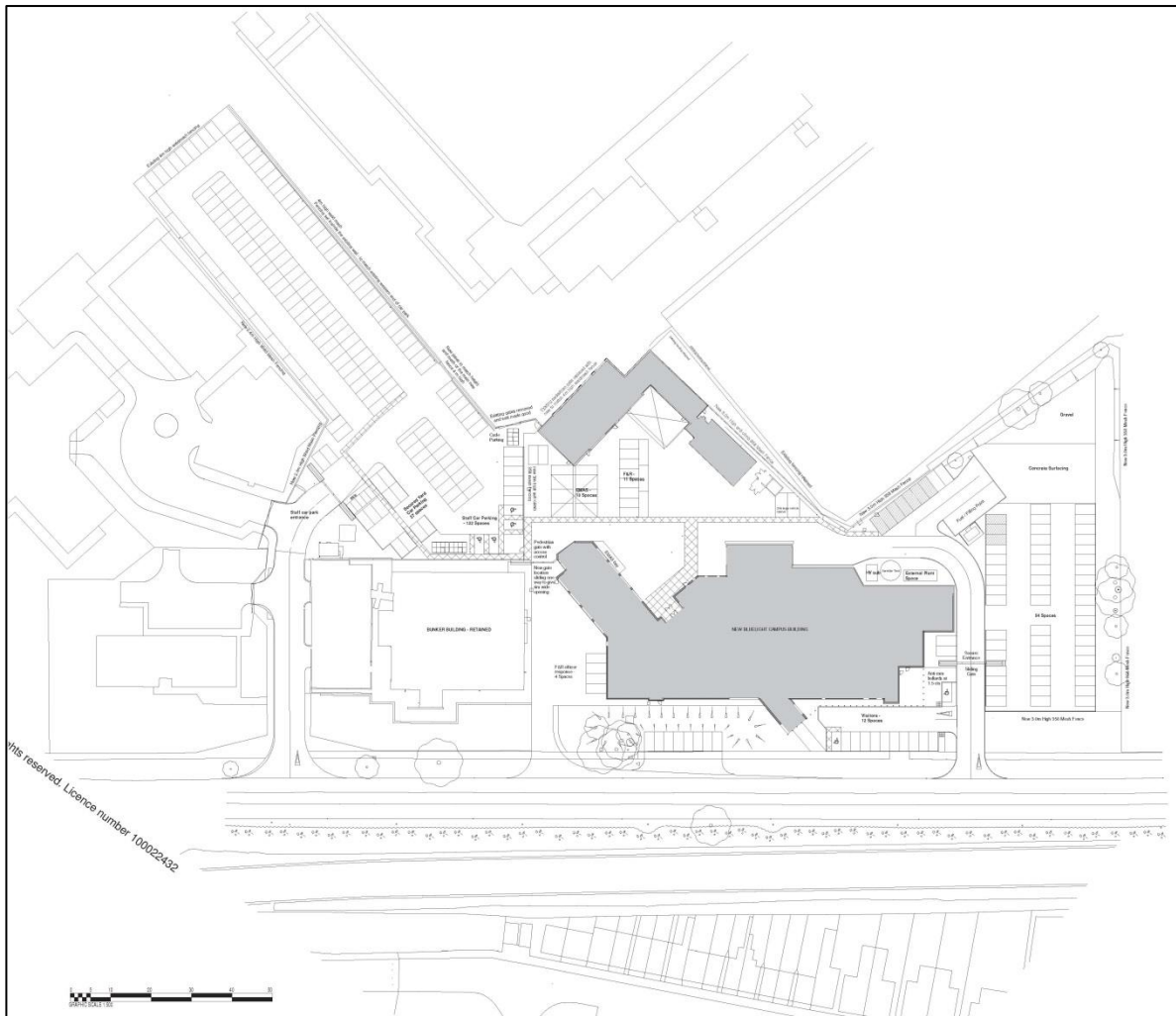
Following consideration of the relevant development plan policies and the comments received through consultation and publicity it is recommended that conditional planning permission be granted.

The Application

1. Planning permission is sought for the demolition of existing buildings and redevelopment of the Lincolnshire Fire and Rescue Headquarters, South Park Avenue, Lincoln. The proposed development would involve the phased demolition of the majority of the existing buildings on the site and the erection of a new 'Blue Light' campus building comprising of combined offices and facilities for use by Lincolnshire Fire & Rescue, Lincolnshire Police and the East Midlands Ambulance Service.
2. The new development is intended to set a precedent as an exemplar facility for tri-service collaboration between Lincolnshire Police (LP), Lincolnshire Fire & Rescue (LFR) and the East Midlands Ambulance Service (EMAS). The building would provide new facilities for LFR and EMAS replacing their existing outdated and inefficient buildings as well new facilities for LP which would replace their existing facility on West Parade in the centre of Lincoln. The South Park site has been selected as the home for a new combined base as it is the best placed to access the City's arterial routes quickly and easily, meaning reduced or quicker response times to incidents and better service to residents. The co-location and integration of the three organisations onto one site would also help to save valuable money which can then be reinvested in front line services and resources as well as offering other potential opportunities and benefits such as shared accommodation which would remove the need for duplication as well as shared training facilities which could be used by firefighters, police officers and ambulance crews to train together and try new ways of working. The proposed development is expected to be operational by March 2019.
3. A summary of development is given below and is taken from the applications supporting Design & Access Statement and supporting documentation. This includes a description and justification behind the proposed layout, massing, scale, appearance and choice of materials used in the building and associated works.

'Blue Light' building

4. The three storey, largely rectangular, flat roofed building (maximum dimensions approx. 99m long x 48m wide 13.1m high) would provide accommodation for each of the emergency services along with a degree of shared accommodation (e.g. dining, gym, break-out and meeting rooms) enabling the three services to interact with each other and save on the duplication of facilities. The building would create 5,136.sq.m of gross internal floorspace (ground floor = 2,284.sq.m; first floor = 1,712.sq.m; third floor = 1,140.sq.m) with the amount of accommodation occupied by the Police being greater than that to be used by EMAS and LFR. The site itself has one main frontage to South Park Avenue and as such the building has been developed to show a strong presence and image to this elevation with the more utilitarian operations (e.g. Fire & Rescue training areas, custody suite and car parking areas) being kept to the rear of the site so that they are screened by the bulk of the building.



Norr Proposed Site Plan

5. By virtue of the function of the building, and in order to ensure that the security requirements from the Home Office are met, the ground floor of the proposed building largely comprises of accommodation that needs to be very secure or discreet (i.e. custody cells, voluntary interview suites and operational areas requiring some separation from the public gaze). As a result, the ground floor storey is largely facing brickwork masonry punctuated by a projecting main entrance to the south and by the staff entrance to the north-west. Although the lower floor therefore has a very introverted and defensive appearance this is necessary given its use and needed to achieve a strong and secure facility.

6. The first and second floors of the building would largely comprise of office accommodation and supporting/ancillary facilities. The shared atrium space is at the heart of the layout and would provide a staff focal point and a staff entrance from the secure and semi-secure staff parking areas to the rear. The entrance and atrium is arranged at an angle that responds to the extended leg of staff parking which lies in the north-western corner of the site. The atrium fulfils an important function as an informal dining and causal meeting space. Other elements of shared accommodation including gym, meeting and break-out spaces, are provided around the atrium.

- The roof of the building would be flat and largely occupied by the photovoltaic panels (180.sq.m) as well as apertures for the sunlight tubes, roof lights and mounted external plant and equipment. A guardrail fence would extend around the perimeter of the highest section of the building which is a health and safety requirement.

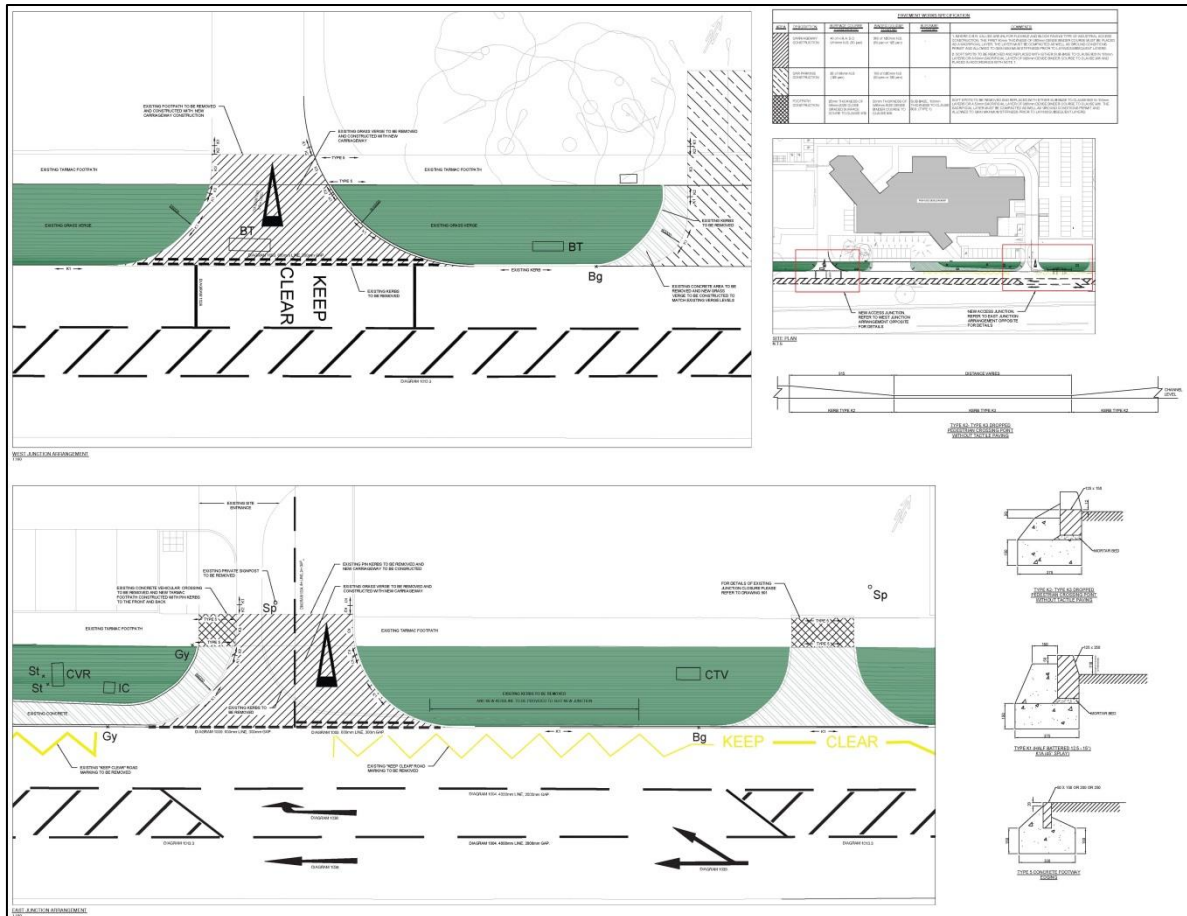


Cycle & Parking Provision

10. The site already has a substantial number of parking spaces available for use by staff and operational vehicles associated with LFR and EMAS (approx. 180 spaces). The existing area of parking located towards the rear of the site would be retained as part of this proposal and new and additional areas would be created to support the extra staff and operational vehicles that would be on site. This would include the construction of a new 54 space car park towards the eastern side of the site (currently occupied by the EMAS building) and dedicated areas within the site for use by EMAS and LFR vehicles as well as spaces at the front of building for use by retained fire-fighters and members of the public/visitors. The total number of parking spaces available within the site would therefore increase from 180 to 279 spaces (inc. disabled and motorcycle). New cycle storage facilities would also be installed within the site which would provide a total of 34 spaces (30no. for staff and 4no. for visitors).

Highway & Site Access Works

11. As part of the proposals alterations and improvements to the existing vehicle access points serving the site would be undertaken. These include the construction of a wholly new access within the central part of the redeveloped site (i.e. between the proposed 'Blue Light' building and the existing retained Emergency Response building) and the carrying out of improvements/widening of the existing eastern access (i.e. located between the existing LFR and EMAS buildings). The existing eastern access (i.e. which serves the EMAS building) would be closed and the area landscaped/grassed as part of the wider site landscaping works. The concrete apron which currently fronts the Fire appliance bays would also be closed and converted to provide a dedicated parking area for use by retained firefighters. The associated layby/filter lane would also be closed and landscaped/grassed as part of the wider landscape works.
12. In addition to the site access works, revised kerb lines and new road markings would be carried out along South Park Avenue to reflect the positioning of the new entrances. These works include the removal of existing marking and provision of new marking to create a right turn filter lane, provision of 'Keep Clear' boxes and zig zag markings and improved signage.
13. The access improvement works would be undertaken as part of the first phase of development and these would be utilised during the construction phase so as to separate operational and staff traffic from that associated with the construction traffic.



BJB Consulting New Junction Arrangement Plan

Employment

14. The application states that, at present, there are around 45 full-time employees based at the site and that this would increase to around 177 full-time employees when the development is operational. Given the nature of the emergency services the building would be operational/occupied on a 24 hour basis with staff for each service working on a shift basis. The shift patterns would overlap one another and therefore the number of staff on site at any one time would vary as to would traffic movements to and from the site.
15. The following documents have been submitted in support of this application and a summary of their content and main findings/recommendations (where relevant) is given.

Design & Access Statement – this document gives an overview of the design strategy and how the scheme has developed. This includes sections covering topics such as an analysis of the site and constraints faced, design rationale, building layout, scale and appearance and landscape and parking.

Planning Supporting Statement – gives further details of the development and a consideration of how the development is considered to comply and accord with the objectives and principles of the National Planning Policy

Framework and relevant policies contained within the Central Lincolnshire Local Plan.

Flood Risk Assessment – the Flood Risk Assessment (FRA) confirms that the majority of the site lies within Flood Zone 2 although the north-western corner of the site does lie within Flood Zone 3. The main potential sources of flooding are identified as being from Sincil Dyke (which is located 48m from the site) and from potential localised surface water flooding due to presence of low lying areas of land within the site.

The FRA contains an assessment of the acceptability of this proposal within the identified flood zone(s) and a consideration of the potential risks of flooding and measures to be adopted to minimise and reduce such risks. The FRA also gives an outline of the drainage strategy to be adopted at the site so as to ensure that waters from the development are appropriately managed.

In terms of acceptability, the FRA confirms that the 'Blue Light' building lies within Flood Zone 2 and given its proposed use (i.e. to house three emergency services) it is classified as being a 'highly vulnerable' form of development and is only considered suitable within Flood Zone 2 where the Exception Test is applied and met. That part of the site lying within Flood Zone 3 is currently (and would continue to be) used for parking which is classified as being a 'less vulnerable' form of development which is acceptable within this zone. The FRA sets out why the development is considered to meet the Exception Test which includes why alternative sites were not considered suitable and that measures would be undertaken to ensure that the development would be safe for its lifetime and would not increase flood risk elsewhere. This includes improvements to the surface water drainage so as to reduce the risk of flooding and ensuring that measures are adopted within the design of the building to reduce the impacts of flooding (e.g. finished floor level heights being 300mm above the ground level).

In terms of drainage, as confirmed by the applications supporting Phase II Geo-Environmental Assessment (above), the site has poor natural infiltration properties and therefore the use of soakaways as a drainage option and technique is not feasible. The site is currently drained by discharging some of the surface waters into the nearby Sincil Dyke and into the existing surface water sewer system. These existing arrangements would continue to be applied for the redeveloped site however as part of the proposals below ground attenuation tanks would be installed and surface waters would be directed to these tanks where they would be temporarily stored before their final outfall into the sewer system. The new attenuation tanks would represent an enhancement over the existing arrangements and as well as these water butts and rainwater harvesting would be undertaken so that waters can be used for LFR training exercises and for the washing of appliances.

Travel Plan Statement – this document is not a full or complete Travel Plan but does give an overview of what a Travel Plan should be and description of the types of measures that are already promoted and adopted by Lincolnshire County Council (LCC) to try and reduce the reliance on private car use. The document confirms that a Travel Plan would be adopted for the site and that this would seek to reflect the measures adopted corporately by LCC as well as identify and promote site specific measures. It confirms that staff surveys and monitoring of a Travel Plan would be undertaken and that a full Travel Plan would be created before the building becomes operational or occupied.

Construction Management Outline Strategy - this document gives an overview of the construction/demolition strategy for the site and indicates that the works would be carried out over three broad phases.

Phase 1 – a small site compound would be formed in the existing car park located towards the rear of the site and a number of services would be diverted to allow retained buildings to remain operational. An existing workshop building would also be remodelled so that it could operate as a temporary Fire Station. The new permanent bellmouths/access points would be constructed (at the central and eastern end of the site) which allow separate entrances to be used by heavy construction traffic and all other traffic accessing the site. Once these enabling works have been completed the main demolition works would be undertaken with all noisy works taking place during 'normal' working hours and dust suppression measures would be adopted so as to minimise potential impacts off-site.

Phase 2 – this would be the main construction phase and includes works such as the formation of parking spaces along the road boundary, installation of underground services, piling and erection of the buildings steel framework, roofing, brickwork and façade installation, internal fit-out and external landscaping, etc. All works would again take place during 'normal' hours and dust suppression measures adopted. The site compound would be extended across the site during this phase with areas being used to store construction materials and welfare facilities. The compound would be secured with hoarding and construction traffic would continue to use the central entrance with access to the school, football ground and smaller vehicles using the western entrance and LFR and EMAS vehicles using the eastern entrance.

Phase 3 – this phase would see the completion of the new build and the decommissioning and vacation of LFR from the converted workshop and EMAS from their building. The temporary Fire Station would then be converted back to a workshop for use by EMAS and LFR and the EMAS building would be demolished with the land then being levelled to form a new car park. During this phase construction traffic would shift towards using the campus's eastern entrance with all other traffic using the western and central entrances. Again all works would be carried out during 'normal' hours and dust suppression measures taken to minimise emissions off-site.

Phase I Environmental Desktop Study & Phase II Geo-environmental Assessment – the Phase 1 document contains an assessment of the potential environmental impact of historical, current and future factors on the development and provides a qualitative risk assessment assess potential risk and hazards (if any) associated with potential existing contamination of the ground. This assessment concluded that the site has a moderate potential for contamination in relation to historic use, however, the risk to end users is considered to be low. Further ground investigation works are however recommended and it is advised that due to the age of the existing buildings, there is a high risk of asbestos being present and so appropriate measures should be adopted to minimise risk to site operatives during the demolition/construction phase.

The Phase II document contains details of further ground investigation works that were undertaken of the site (as recommended by the Phase I report). These works included the drilling of boreholes and trial pits across the site and subsequent analysis of recovered soils samples in order to identify levels of contamination. Information was also gathered to identify potential stability risks and to help inform drainage design options for the site. This report concludes that that a reinforced raft foundation would not be required and that elevated concentrations of contaminants were not identified and as such mitigation measures are not required. In terms of drainage, the infiltration test undertaken showed that water levels did not drop significantly during the test period and therefore a soakaway drainage option would not be suitable for this site.

Low/Zero Carbon and Sustainability Report – this report includes an assessment of the thermal performance of the building and makes recommendations in terms of the use of materials and low/zero carbon technologies that could be incorporated into the building. The report concludes that the greatest carbon savings could be achieved through a 'fabric first' approach with the use of building materials that achieve efficiency performance values greater than that required by Building Regulations. Other low/zero carbon technologies and sustainability measures such as the use of rainwater harvesting, air source heat pumps and solar thermal systems have also been considered but when applied to the overall building energy consumption, the gains achievable by these means are considered as being marginal and would provide sufficient betterment or payback to warrant their use. However, as part of the development photovoltaic panels are proposed to be installed on the roof of the building which would cover an area extending 180.sq.m and achieve an approximate 25,985.5 kWh/annum yield.

Plans & Drawings – these include plans showing the existing and proposed site layout, demolition plan, elevations, floor and roof plans, lighting plan, access improvements and cross-sections of the building and the site.

Site and Surroundings

16. The site is located approximately 1 mile due south of Lincoln City centre and is on the north side of South Park Avenue one of the main routes into/out of the south of the city of Lincoln. The proposal site measures approximately 4.5 acres (1.83 hectares) in total and largely comprises of a mixture of buildings and associated car parking areas that are currently used and occupied by Lincolnshire Fire and Rescue and the East Midlands Ambulance Service. To the south west of the site there are two educational sites occupied by St Christopher's School and The Sincil Sports College. To the north is the Lincoln City Football Club ground (Sincil Bank). To the north east of the site is Bishop King C of E Primary School. To the northwest is an area identified as Important Open Space and the St. Catherine's Conservation Area is located to the south and south west of the site on the opposite side of South Park Avenue.
17. There are currently multiple access points into and out of the site from South Park Avenue. Vehicular access is provided from the EMAS site to the east at two points. Fire Service Blue Light egress is directly onto South Park Avenue at the midpoint of the frontage and general Fire Service access is provided to the south western boundary. The latter access road is shared by St Christopher's School and The Sincil Sports College and this shared arrangement is to remain in the new proposals. There is an informal agreement in place with Lincoln City Football Club to allow a limited number of coaches and larger vehicles to utilise the westernmost site access road on match days/evenings.

Main Planning Considerations

National Guidance

18. National Planning Policy Framework (NPPF) (March 2012) sets out the Government's planning policies for England and is a material planning consideration in the determination of planning applications. In assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development. The main policies/statements set out in the NPPF which are relevant to this proposal are as follows (summarised):

Paragraph 14 (Sustainable Development) states that there is a presumption in favour of sustainable development and therefore proposals that accord with the development plan should be approved (unless material considerations indicate otherwise).

Paragraph 17 (Core Planning Principles) sets out the core planning principles that underpin both plan-making and decision-taking. These include (amongst others) that planning should be genuinely plan-led; that decisions should enhance and improve the places in which people live and proactively drive and support sustainable economic development; that high standards of design and a good standard of amenity for all should be

secured; that areas of special character and beauty are conserved and protected, etc.

Paragraphs 30 to 36 (Sustainable Transport) gives support to patterns of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. It is also stated that developments which generate significant movement should be located where the need for travel will be minimised and the use of sustainable transport modes can be maximised and that Travel Plans are a key tool to facilitate and encourage this.

Paragraphs 56 to 68 (Design) states that great importance should be given to the design of the built environment and encourages good design and high quality buildings. Buildings should function well and add to the overall quality of the area and establish a strong sense of place and be visually attractive as a result of good architecture and appropriate landscaping. Planning decisions should also not seek to impose architectural styles or particular states and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. However, permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of the area and the way it functions.

Paragraphs 93 to 104 (Climate Change and Flood Risk) encourage new developments to take into account the effects of climate change and flood risk and requires proposals to incorporate measures to reduce greenhouse gas emissions, support energy efficiency improvements and ensure that flood risk is not increased on or offsite as a result of development. Inappropriate development in areas at risk of flooding should be avoided by directing development away from area of high risk and Flood Risk Assessments should accompany planning applications which demonstrate that a development meets the Sequential Test and, if required, Exception Test.

Paragraphs 109 to 111 (Brownfield Land) seek to conserve, enhance and minimise pollution and other adverse effects on the local and natural environment. The effective use of previously developed (brownfield land) is also encouraged.

Paragraph 120 to 123 (Pollution and Land Stability) seeks to prevent unacceptable risks from pollution, contamination and land stability and where a site has the potential to be contaminated from previous uses appropriate site investigations should be undertaken and mitigation secured including land remediation. Potential impacts upon the health and quality of life such as those associated with noise should also be mitigated and reduced.

Paragraph 125 (Artificial Lighting) states that by encouraging good design the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature consideration should be limited.

Paragraphs 128 to 135 (Heritage Considerations) require that the significance of heritage assets (including non-designated assets) be taken into consideration, including any impacts on their setting.

Paragraphs 186 & 187 (Decision Making) state that local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development and should look for solutions rather than problems and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicant to secure developments that improve the economic, social and environmental conditions in the area.

Paragraph 206 (Planning Conditions) states that planning conditions should only be imposed where they are necessary, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects.

Paragraphs 215 and 216 (Local Plans and Policies) state that 12 months after the publication of the NPPF (2012) due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF, with the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given. Weight may also be given to relevant policies contained within emerging plans with greater weight being afforded to taking into account their stage of preparation and/or the extent to which there are unresolved objections to relevant policies.

Local Plan Context

19. Central Lincolnshire Local Plan (CLLP) (April 2017) - the key policies of relevance in this case are as follows (summarised):

Policy LP1 (Presumption in Favour of Sustainable Development) emphasises the need to take a positive approach in the presumption in favour of sustainable development contained in the NPPF where there are no identifiable adverse impacts.

Policy LP2 (Spatial Strategy & Settlement Hierarchy) sets out the strategy and hierarchy to be applied when considering applications for siting new development. In this case the proposal site lies within the Lincoln Urban Area which is identified as being the principal focus for development in Central Lincolnshire, including housing, retail, leisure, cultural, office and other employment development. It is stated that additional growth on non-allocated sites in appropriate locations within the developed footprint of the Lincoln urban area will also be considered favourably.

Policy LP3 (Level and Distribution of Growth) confirms that the largest proportion of new homes and employment land will be provided within the Lincoln Strategy Area and that these will be delivered through a combined strategy of (in priority order) urban regeneration, sustainable urban extensions and growth of settlements which serve and service Lincoln. In

this case the proposal comprises of the redevelopment of an existing site lying within the urban area.

Policy LP13 (Accessibility and Transport) supports development proposals which contribute towards an efficient and safe transport network that offer a range of transport choices for the movement of people and goods.

Policy LP14 (Managing water Resources and Flood Risk) requires that all development proposals have regard to, and where appropriate, include measures to reduce and minimise flood risk and impacts upon the water environment.

Policy LP15 (Community Facilities) states that community facilities such as leisure facilities, places of worship, public houses or libraries are an integral component in achieving and maintaining sustainable, well integrated and inclusive development. It is stated that the redevelopment or expansion of an existing facility to extend or diversify the level of service provided will be supported. In this case, although this development is not a facility that would be directly used by the community it does provide important services which support and serve the wider community and includes a Town Enquiry Office which would be accessible and used by the general public.

Policy LP16 (Development on Land Affected by Contamination) states that proposals will only be permitted if it can be demonstrated that the site is suitable for its proposed use, with layout and drainage taking account of ground conditions, contamination and gas risks arising from previous uses and any proposals for land remediation, with no significant impacts on future users, neighbouring users, groundwater or surface waters.

Policy LP17 (Landscape, Townscape and Views) seeks to protect and enhance the intrinsic value of our landscape.

Policy LP18 (Climate Change of Low Carbon Living) encourages development proposals to make a positive contribution to: reducing demand, resource efficiency, energy production, carbon off-setting.

Policy LP23 (Local Green Space and other Important Open Space) seeks to protect areas that are identified as with the Local Plan and states that these will be assets safeguarded from development unless, in the case of all Important Open Spaces, there are no significant detrimental impacts on the character and appearance of the surrounding area, ecology and any heritage.

Policy LP26 (Design and Amenity) requires developments to demonstrate how amenity of neighbouring residents and land users have been considered.

Policy LP29 (Protecting Lincoln's Setting and Character) requires that proposals should respect the important built and natural heritage assets of Lincoln and seek to enhance the public environment.

Results of Consultation and Publicity

20. (a) Local County Council Member, Councillor J Killey – who is also a member of the Planning and Regulation Committee will reserve her position until the application is heard by the Committee.
- (b) Historic Environment (Lincolnshire County Council) – has commented that there are no known archaeological implications for this proposal. No comments have been provided in respect of impacts on the built environment.
- (c) Environment Agency – has reviewed the Flood Risk Assessment and has commented that they consider it to be appropriate to the scale, nature and location of the proposed development. The Agency therefore confirm that they have no objection to the development subject to a condition which, in line with the recommendations of the Flood Risk Assessment, ensure that the finished floor levels be set 300mm above the existing ground level.
- (d) Highway & Lead Local Flood Authority (Lincolnshire County Council) – has provided an interim response confirming that in principle they have no objection to the proposed scheme. The proposed alterations to the existing accesses shown on the submitted plans are acceptable apart from the arrangement for the parking of the retained firefighters as this arrangement doesn't allow for access and egress in a forward gear. Options for a redesign of this area have been discussed between the applicant and the Highways Officer and amended drawings reflecting the revised arrangements are have yet to be received.
- (e) Witham First Internal Drainage Board (IDB) – has commented that the site is located in Flood Zones 2 & 3 and so appropriate mitigation should be incorporated into the development. It is added that where surface water is to be directed into a mains sewer system the relevant bodies must be contacted to ensure the system has sufficient capacity to accept any additional surface water.
- (f) Accessibility Team (Lincolnshire County Council) – have reviewed the draft Travel Plan Statement submitted and have made a number of recommendations with regard its content. It is advised that these be taken into account and that a Travel Plan be secured by way of a planning condition before the development is brought into use.
- (g) Environmental Health Officer (City of Lincoln Council) – has reviewed the submitted ground investigation reports (e.g. Phase I Environmental Desktop Study & Phase II Geo-environmental Assessment) and has raised a number of points and advised that a remediation strategy, which would include the provision of gas protection measures, would be required as part of the development. A remediation strategy is requested as gas monitoring carried out from two of the wells drilled across the site revealed significantly depleted oxygen levels and

therefore gas membranes would be required to be installed as part of the development in order to protect groundworkers and users of the building.

In addition to the above it is also recommended that consideration be given to the inclusion of conditions to secure the provision of a Construction Management Plan, to control and minimise the impacts of external lighting and the provision the electric vehicle charging points as part of the development.

The following bodies/persons were consulted on the application on 25 July 2017 but no response/comments had been received within the statutory consultation period of by the time this report was prepared.

Conservation Officer (City of Lincoln Council)
Lincolnshire Wildlife Trust
Anglian Water Services.

21. The application has been publicised by notices posted at the site and in the local press (Lincolnshire Echo on 3 August 2017) and letters of notification were sent to the nearest neighbouring residents to the site.
22. A letter of support has been received from a resident of South Park which states that they consider this to be an excellent plot of land to be used as it is central and combined with an excellent wide road for speedy exit. Support is also given to the design of the building which it is stated would blend into the wooded area.

District Council's Observations

23. Lincoln City Council has made the following comments in relation to the proposal (summarised):

Location and relationship to surrounding area

- (i) The rationale for the consolidation of the services is understood and will provide opportunities to achieve the necessary operational efficiencies whilst the central location offers a good opportunity for the building to meet the community focussed aspirations which formed part of the development brief.
- (ii) The location of the building allows good, sustainable travel opportunities for staff although it is unfortunate that the building turns its back on the Sincil area and does not provide any form of access to the north. A regeneration scheme is being planned for the Sincil Area and such a busy and prominent civic building should play a significant role in this community. The building does not appear to have a sufficiently prominent front door to encourage public access to the Police Service and whilst there is an area of parking to the front, the

building does not currently feel particularly accessible to the public, particularly those who are not in a car.

Design

- (iii) The prominent nature of the site serves to give emphasis to the civic importance of the building and the services within it but in doing so presents design challenges. The mass of the main building has been addressed to some extent through the differing elevational treatment to the west and east sides of the south elevation but the result is still a rather forbidding feel to the eastern half of the building. The east and west elevations are less significant when the building is viewed from the south and particularly from South Common but nonetheless they are significant for the vehicular traffic that uses South Park Avenue. The east elevation in particular would therefore benefit from some further animation.
- (iv) The design of the building is a function of its proposed use and clearly security considerations are essential but the City Council considers that the design could provide a more open and welcoming expression of the use. The absence of any significant animation of the ground floor adds to the austere nature of the design and the extensive horizontal lines of the eaves and the safety barrier above serve to emphasise the massing of the building to an unfortunate extent.
- (v) The choice of facing materials will be critical to the success of this building and the brickwork, cladding and curtain walling system should all be selected with regard to the context, particularly the views from the south towards the hillside City within which this building will sit in the foreground.
- (vi) Although one of the quoted aspirations for the project is that "Any design solution cannot be seen to represent a very expensive end result whilst public services are under intense pressure" the City Council does not consider that this necessarily means that the building should look inexpensive.
- (vii) Traffic and flood risk have been appropriately dealt with and the public engagement undertaken at pre-application stage is welcomed.

Overall the City Council states that it recognises that this will be an important building for the City on a prominent site and therefore considers that it deserves a high quality design solution. Consequently is requested that appropriate design revisions be sought to the development before making a decision on the application.

Conclusion

Site Selection and Location

24. The documents submitted with this application indicate that prior to the conceptual design of this development a number of alternative sites were also identified and considered as potential locations for the 'Blue Light' campus. These sites included land at Teal Park and on Crusader Road and Beevor Street, Lincoln. The suitability of these sites was considered by each of the three emergency services looking at a range of factors including the location of previous incidents/call-outs, traffic conditions and potential impacts on response times and proximity to catchment and coverage area. These factors were then used to identify if the siting of the services in any of these locations would result in a potential shift in risk to the public or level of service when compared to the existing site(s).
25. In summary, the assessment concluded that the alternative sites would be less accessible than the South Park site and would increase travel and response times over and above the existing site. The South Park site provides good access and coverage for the entire Lincoln urban area as well as outlying villages such as Welton, Cherry Willingham, Dunholme and Scothern as well as villages to the south including Waddington and Bracebridge Heath. A move to a site further into the City Centre could increase response times due to traffic congestion issues whereas the South Park site has good access and transport links. The Police also felt the South Park site offered benefits over their West Parade site as this would allow greater mobility in the deployment to incidents including the close proximity to the main City Centre, High Street and football. Finally, the site also offered greater opportunities for parking for both staff and members of the public.
26. In conclusion, the proposal comprises the redevelopment of an existing site lying within the urban area and offers good access and transport links meaning that the emergency services can respond and attend incidents over a large catchment area quickly and efficiently. Although it is acknowledged that the proposal site is not without issues, for example the site does lie within Flood Zone 2 (and in part Flood Zone 3) and there maybe issues of potential contamination, on balance, the site is considered a suitable location for this development and the redevelopment of this site is represents a sustainable use of brownfield land and so accords with the objectives of CLLP Policies LP1, LP2 and LP3.

Size, Scale and Design Considerations

27. The plans for the project have been developed by NOOR Architects in collaboration with the County Council, Lincolnshire Police, Lincolnshire Fire & Rescue, East Midlands Ambulance Service and the Police and Crime Commissioner. The design of the building has been an iterative process and the architects leading the project have had meetings with all of the key stakeholders in order to understand their individual privacy, security and

operational needs so that these could be taken into account. A series of consultation meetings were also held in January, February and March 2017 where comments from the City Council, as well as local councillors and members of the public including residents were invited to view and comment upon the scheme.

28. The final design and layout of the building, as well as the external spaces around it, consequently reflect not only the aspirational objectives and aims for the project but also the practical and functional requirements of each of the stakeholders. The security issues associated with the Police's use has presented challenges and this has influenced the internal layout and uses of the building which in turn has affected the external design and appearance - especially the lower ground floor. Although the height and largely rectangular design of the building could have potentially resulted in a building that might be considered bland and overbearing, the architects have sought to address this by introducing differing elevational treatments to the rear of the building and through the use of large expanses of glazing and the use of high quality cladding materials. This helps to create variation and architectural interest with the result being a building that would sit well within its setting and would not have an adverse impact on the amenity of the nearby residents. Although the site is located close the St. Catherines Conservation Area it is not visually connected with it as the dismantled railway to the south and mature trees create a visual barrier and therefore the building would also not have a negative impact upon the setting or character of this area. Finally, whilst the City of Lincoln's comments and suggestion that changes to the design of the building should be sought are duly noted, I am satisfied that overall the building is of an acceptable and appropriate design, size and scale and would contribute positively to the local area. However, planning conditions are recommended to be imposed to ensure that further details of the type and specification of materials to be used along with details of the soft-landscaping scheme secured. Subject to such conditions it is considered that the development would accord with the objectives of the NPPF and CLLP Policies LP15, LP17, LP26 and LP29.

Highways and Traffic

29. The redevelopment of the site would create an expanded and redesigned car park that would increase the number of car parking spaces currently available within the site. The additional spaces take into account the proposed additional staff numbers that would result from this development and the level of provision strikes a reasonable balance between ensuring that there are sufficient spaces to support the development whilst not undermining the objective of seeking to encourage staff to the use more sustainable modes of transport when travelling to and from the site. A Travel Plan is to be adopted in order help deliver this objective and the Accessibility Officer has made a number of recommendations on the content of such a plan/document. It is therefore recommended that a planning condition be imposed in order to ensure that a Travel Plan is adopted before the development is brought into use as this would ensure that steps are taken to promote sustainable travel options.

30. As part of the redevelopment proposals it is also proposed to alter and improve the existing accesses to the site. The Highways Officer has confirmed that in principle the location, design and arrangements associated with these accesses are acceptable however concerns have been expressed regarding the proposed arrangement for the retained firefighter parking spaces which are located at the front of the new 'Blue Light' building. These concerns are that given the current arrangement (as shown on the plans submitted as part of the application) there would not be sufficient space to allow vehicles to exit the site in a forward gear and consequently vehicles using this area would be forced to reverse into the site or reverse back onto South Park. Such a scenario would not be acceptable to the Highways Authority and therefore discussions have taken place with the applicant about revisions to the layout and arrangement of this aspect of the scheme.
31. It is understood that the applicant is currently preparing revised drawings showing how revisions could be made to this area based on the advice and discussions that they have already had from the Highways. Such revisions may result in an amendment to the layout of the parking spaces themselves and/or setting back the area further from the edge of the highway so as to give sufficient space (which may in turn impact upon the layout of the site between the building and the parking area). At the time of writing this report the revised drawings have not been received however it is expected that these will be submitted before the Committee considers this report. The Highways Officer has already indicated that should the revised drawings reflect the amendments as previously discussed and agreed with them then they are satisfied that the development would be acceptable from a highway function and safety perspective. Therefore if the revised details are submitted before this item is debated then this will be confirmed along with advice on the need for any amended or additional conditions to ensure that the development is constructed in accordance with the submitted details.
32. Subject to the imposition of suitably worded conditions including those which ensure that the accesses are upgraded and constructed as agreed and that a Travel Plan is adopted, it is concluded that the proposed development would not have a detrimental impact on highway safety or the surrounding highway network and therefore would not conflict with CLLP Policy LP16.

Contamination & Pollution Control

33. The site has been assessed in terms of potential contaminated land issues and the ground investigations undertaken as part of the application have shown that gas levels from the site are of such a degree that gas protection measures would be required in order to protect users of the site. The EHO has highlighted this potential risk and recommended that measures such as the use of gas membranes within the development therefore be adopted and it is recommended that a remediation strategy, which includes details of these, be secured. It is therefore recommended that planning conditions be imposed which would address this. Such conditions would ensure that the risks of contaminated land and any necessary remediation or mitigation are

secured and carried out to ensure that the future users of the site are protected and this would ensure that the development accord within the principles of the NPPF and CLLP Policy LP16.

Flood Risk & Drainage

34. The NPPF states that the Sequential Test aims to steer new development to areas with the lowest probability of flooding but also recognises that certain forms/types of development can be acceptable and compatible within identified flood zones depending on their flood risk vulnerability.
35. In this case, firstly consideration was given to potential alternative sites to that proposed and whilst these may be in areas of lower risk of flooding, for other operational reasons those sites have not been considered suitable (see earlier in the report for more details). Therefore rather than relocate the facility it was decided to redevelop the site and in doing so incorporate measures to address potential flood risk issues. The proposed use of the building and site would remain unchanged being that it would be used by the emergency services. This type of development/use is considered to be a 'highly vulnerable' form of development and only considered suitable within Flood Zone 2 where the Exception Test is applied and met. The Flood Risk Assessment submitted in support of the application sets out why the development is considered to meet the Exception Test which includes why alternative sites were not considered suitable and that measures would be undertaken to ensure that the development would be safe for its lifetime and would not increase flood risk elsewhere. The Environment Agency have reviewed the Flood Risk Assessment and have confirmed that they have no objection to the proposal subject to a condition requiring that the finished floor levels are set 300mm above the existing ground level. This recommendation has already been incorporated into the design of the building and therefore would ensure that the development is not a significant risk of flooding.
36. In terms of drainage, a large proportion of the site is comprised of impermeable surfacing and the ground investigations undertaken have demonstrated that the use of sustainable drainage techniques such as soakaways have limited application at this site. As a result the site would continue to be drained by discharging surface waters to the nearby Sincil Dyke and an existing sewer system however in order to provide an element of betterment, subsurface attenuation tanks would be installed as part of the development. These tanks would mean that waters could be discharged at a slower rate and therefore reduce the pressure on the existing systems. Subject to the adoption of these proposed drainage arrangements it is concluded that the development would comply with the objectives of the NPPF and CLLP Policy LP14.

Nature Conservation

37. There are no statutory or non-statutory designated nature conservation sites within the site or identified within the surrounding area as being potentially

affected by the development. The only habitats present on the site comprise of amenity grassland and a small number of trees and shrubs and given the intensive and active nature of the use of the site it is considered unlikely to support protected, rare or notable species of flora or fauna. The development does however require the removal of a number of trees in order to form the new site entrance and therefore measures need to be taken to ensure those works do not take place during the bird nesting season. A condition is therefore recommended to ensure that this is secured and subject to this the proposal is considered to accord with the objectives and requirements of CLLP Policy LP21 in that the development minimises the impacts on biodiversity and geodiversity.

Sustainability

38. A Low and Zero Carbon Assessment has been undertaken to explore low and zero carbon technologies that are suitable for the proposed development, in order to reduce carbon dioxide emissions and make a contributions towards tackling climate change. The main focus in this case has been to adopt a 'fabric first' approach and therefore proposes the use of building materials that achieve high efficiency performance values. The use of energy efficient materials would help to reduce the amount of energy required by the building and improve its overall thermal performance. Measures have also been designed into the building to maximise the use of natural light which would be achieved through the use of large areas of glazing and roof lights and sunlight tubes. Photovoltaic panels are also proposed to be installed in order to contribute towards the energy needs of the building. When considered together I am satisfied that the proposal aims to minimise carbon dioxide emissions by including energy saving measures and as such the development is in accordance with the objectives of CLLP Policy LP18.

Miscellaneous

39. The EHO has recommended that a series of additional conditions be considered if permission is granted in order to ensure that impacts associated with the construction phase and lighting associated with the development do not have an adverse impact on neighbouring uses.
40. In terms of lighting, an external lighting plan has been submitted which contains details of the types of lighting to be used within the development. The details contained on this plan confirm that the lighting scheme has been designed to minimise light spill outside of the site and ensure that the luminance and intensity of each light is limited to only that required for its intended purpose/use. If permission is granted this plan would form part of the approved documents and therefore ensure that sufficient measures are adopted to minimise potential adverse impacts associated with the use of external lighting.
41. A condition is also recommended to ensure that a Construction Management Plan is adopted by the site contractors in order to minimise

issues such as dust, noise, etc that can arise during the demolition/construction phase. A condition is also recommended to restrict the hours of operation for the construction phase so as to also reduce impacts on nearby residents living close to the site. Finally, a condition is also recommended which would require the provision of electric vehicle charging points as part of the development which is in line with the advice of the EHO and would help to support the use of more sustainable forms of transport in line with the objectives of the NPPF.

Human Rights Considerations

42. The proposed development has been considered against Human Rights implications especially with regard to Article 8 – right to respect for private and family life and Protocol 1, Article 1 – protection of property and balancing the public interest and well – being of the community within these rights and the Council has had due regard to its public sector equality duty under Section 149 of the Equality Act 2010.

Overall Conclusions

43. The 'Blue Light' project is intended to set a precedent as an exemplar facility replacing the existing facilities used by Lincolnshire Fire & Rescue and East Midlands Ambulance Service as well as providing new accommodation for use by Lincolnshire Police. The proposal involves the demolition of the existing buildings and redevelopment of the site with the construction of a modern, vibrant three storey building. The design of the building takes into account the functional needs and requirements of each of the emergency services whilst also providing a degree of shared accommodation and facilities which would facilitate integration and collaboration between firefighters, police officers and ambulance crews.
44. Having assessed all of the planning considerations and representations made by both statutory and non-statutory consultees, it is concluded that the building is appropriately designed and would contribute positively to the local area. The building would not be detrimental to the amenities of nearby residential properties and that the impacts of the development on factors including traffic, flood risk and the natural and historic environment have or could be appropriately managed, mitigated or addressed. Overall the proposal represents a sustainable development in central Lincoln and, subject to the imposition of a number of conditions, accords with the policies contained within the Development Plan.

RECOMMENDATIONS

That planning permission be granted subject to the following conditions:

1. The development hereby permitted shall be commenced within three years of the date of this permission. Written notification of the date of

commencement of development shall be sent to the County Planning Authority within seven days of commencement.

2. The development hereby permitted shall only be carried out in accordance with the following documents and plans unless otherwise modified by the conditions attached to this planning permission or details subsequently approved pursuant to those conditions. The approved documents and plans are as follows:

Documents - all date stamped received 5 July 2017

- Planning Application Form
- Design & Access Statement V.1 dated July 2017
- Planning Statement V.1 dated June 2017
- Travel Plan Statement Version1.0 dated October 2016
- Construction Management Outline Strategy
- LZC and Sustainability Report (Document No. 4039_CAD_XX_XX_DC_ME_004 Rev P2 dated July 2017
- Phase I Environmental Desktop Study (Report ref: 2294-DS01) dated May 2017
- Phase II Geo-Environmental Assessment Report – April 2017
- Flood Risk Assessment including Surface Water Management Strategy (Report ref: 2294-FRA01) dated May 2017.

Drawings/Plans

- LNC-NOR-XX-XX-SP-A-1900 Rev.P03 – Location Plan
 - LNC-NOR-XX-XX-SP-A-1901 Rev.P01 – Existing Site Plan
 - LNC-NOR-XX-XX-SP-A-1903 Rev.P02 – Demolitions Site Plan
 - LNC-NOR-XX-XX-SP-A-1904 Rev.P04 – Proposed Site Plan
 - LNC-NOR-XX-XX-SP-A-1905 Rev.P02 – Landscape Masterplan and External Surfacing Locations Plan
 - LNC-NOR-XX-XX-SP-A-1906 Rev.P02 – External Fence Locations Plan
 - LNC-NOR-XX-GF-GA-A-3900 Rev.P02 – Proposed Ground Floor
 - LNC-NOR-XX-01-GA-A-3901 Rev.P02 – Proposed First Floor GA Plan
 - LNC-NOR-XX-02-GA-A-3902 Rev.P02 – Proposed Second Floor GA Plan
 - LNC-NOR-XX-02-GA-A-3903 Rev.P02 – Proposed Roof GA Plan
 - LNC-NOR-XX-ZZ-SE-A-4900 Rev.P02 – Planning GA Sections
 - LNC-NOR-ZZ-01-GA-A-4901 – Site Cross Section
 - LNC-NOR-XX-XX-EL-A-5910 Rev.P01 – Proposed GA Elevations
 - 4039_CAD_XX_00_DR_E-103 Rev.P2 - External Lighting Layout
 - SK901 Rev.B – Enabling Works for New Junctions
 - SK902 Rev.B – New Junction Arrangement
 - SK602 – Drainage Works GA.
3. No building operations associated with the construction of the 'Blue Light' building hereby permitted shall take place until samples of the external building materials have been submitted to and approved in writing by the

County Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

4. No demolition or building operations required in association with the construction of the 'Blue Light' building hereby permitted shall take place until the improvements and new site accesses as shown on Drawings SK901 Rev.B and SK902 Rev.B have first been undertaken and completed and are available for use. Thereafter the accesses shall be used throughout the construction phase in accordance with approach set out within the approved Construction Management Outline Strategy (referred to in Condition 2).

5. Unless minor variations are otherwise agreed in writing with the County Planning Authority, construction works shall only be carried out between the following times:

07:30 and 18:00 hours Monday to Fridays

08:00 to 17:00 hours Saturdays

No such operations or activities shall take place on Sunday, Bank or Public Holidays.

6. During the demolition and construction phases of development the surfacing of the access and internal site roads shall be maintained in a good state of repair and kept clean and free of mud and other debris at all times for the duration of the development so as to prevent such materials being deposited on the public highway. Any accidental deposition of mud, debris or other deleterious materials onto the public highway shall be removed immediately.
7. Before the 'Blue Light' building hereby permitted is brought into use a detailed landscaping scheme shall be submitted to and approved in writing by the County Planning Authority. The landscaping scheme shall include information on the species, numbers, spacing and positions of all grasses, trees, shrubs, hedgerows and bushes to be planted as part of the development and include details of the long term maintenance and aftercare proposals to ensure their success for a period of 10 years commencing from the date of completion of the development. Any plants which at any time during the development and/or 10 year aftercare period die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species.
8. Before the 'Blue Light' building hereby permitted is occupied and brought into use a Travel Plan shall be submitted for the written approval of the County Planning Authority. The approved Travel Plan shall be implemented and updated as required for the duration of the development.
9. Site clearance operations that involve the destruction and removal of vegetation shall not be undertaken during the months of March to August inclusive, except where approved by the County Planning Authority.

10. The finished floor level of the ground floor shall be set a minimum of 300mm above the existing ground level.
11.
 - (a) The construction of the 'Blue Light' building hereby permitted shall not take place until a detailed remediation scheme, which includes details of a gas membrane to be installed as part of the development, has first been prepared, submitted to and been approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council).
 - (b) The approved remediation scheme must be carried out and implemented as part of the development and the County Planning Authority must be given two weeks written notification of commencement of the remediation scheme works. Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, submitted and approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council).
 - (c) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the County Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared and submitted to and be approved in writing by the County Planning Authority (in association with the Environmental Health Officer at City of Lincoln Council).
12. Before the 'Blue Light' building hereby permitted is occupied and brought into use details of a scheme for the provision of electric vehicle recharge points for the development shall be submitted to the County Planning Authority for approval. The approved scheme shall be maintained thereafter.
13. A Construction Environmental Management Plan shall be prepared and adopted as part of this development. The Construction Environmental Management Plan shall include details of control measures that will be employed to control the impact of noise, vibration and dust from the construction phase on offsite receptors. The Construction Environmental Management Plan and the control measures it contains shall be implemented throughout the demolition/construction phase associated with this development.*

*See Informative for further information.

Reasons

1. To comply with Section 91 of the Town and Country Planning Act 1990.

2. To define the permission and to ensure the development is implemented in all respects in accordance with the approved details.

3. In the interests of the visual amenity of the area.

4 & 6

To ensure that construction traffic and that normally associated with the site are separated during the construction phase and to ensure the safe access and egress of vehicles from the site in the interests of highway safety.

5. To protect the amenities of local residents and in the interests of highway safety and to safeguard the surrounding environment.

7. To minimise the impact of the development on the local landscape in the interests of visual amenity.

8 & 12

A Travel Plan has been conditioned to ensure that measures are adopted in order to encourage and facilitate the use of more sustainable modes of transport by staff and visitors using the building and to reduce the dependency on the car.

9. To avoid disturbance to birds during the breeding season.

10. To reduce the risk and impact of flooding on the proposed development and future occupants.

11.

To ensure that risks from land contamination to the future users of the land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

13. To ensure that the development does not give rise to adverse impacts by virtue of noise, dust and to protect the interests of the amenity of the area.

Informative

Attention is drawn to:

- (i). Condition 13 - In complying with this condition regard shall be had to all relevant standards, including British Standard BS5228: 2009 - Code of practice for noise and vibration control on construction and open sites – Part 1: Noise and Part 2: Vibration; and the Institute of Air Quality Management's 'Guidance on the assessment of dust from demolition and construction (2014)'.

Appendix

These are listed below and attached at the back of the report	
Appendix A	Committee Plan

Background Papers

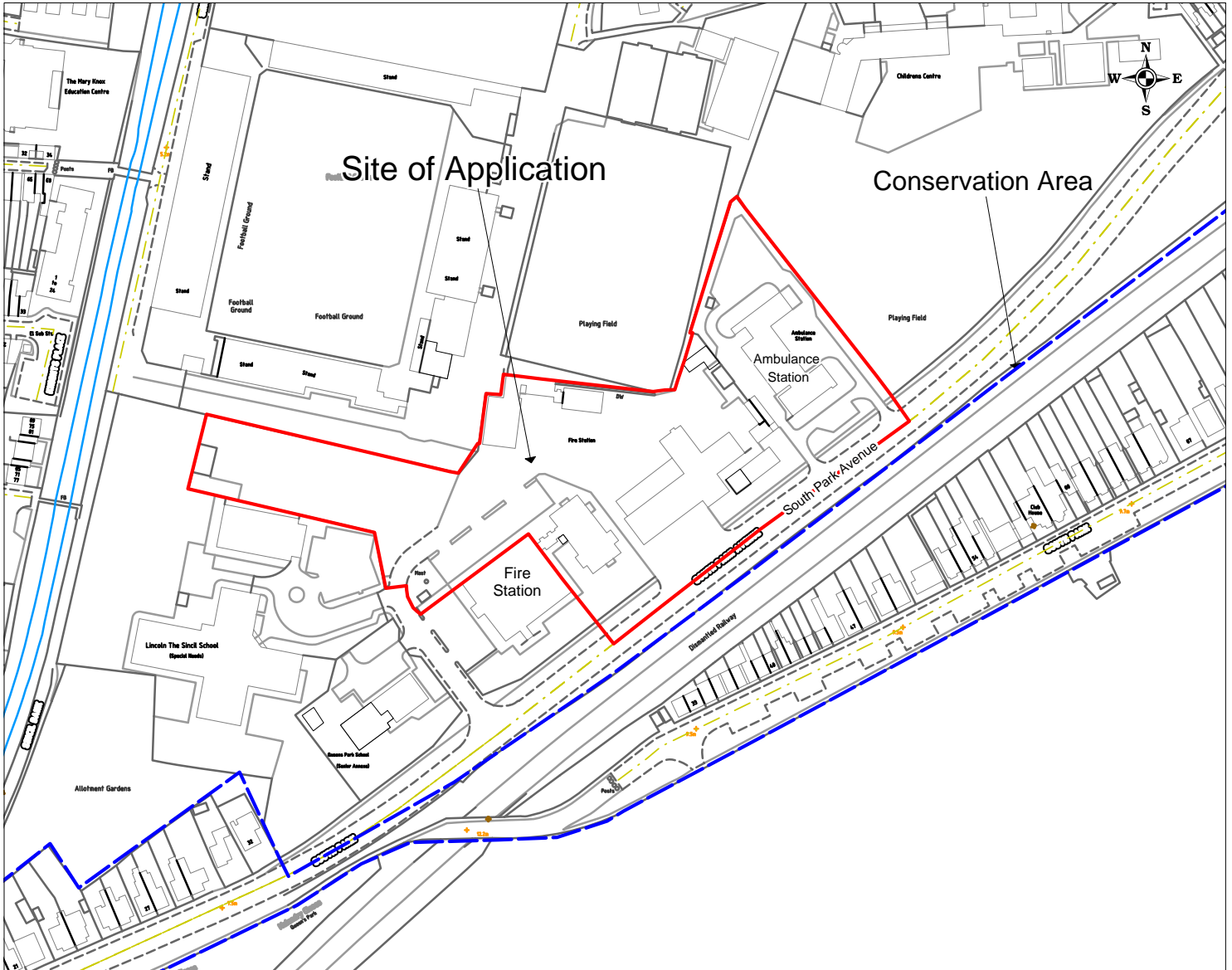
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Planning Application File L/0832/17	Lincolnshire County Council, Planning, Witham Park House, Waterside South, Lincoln
National Planning Policy Framework (2012)	The Government's website www.gov.uk
Central Lincolnshire Local Plan (CLLP) (April 2017)	North Kesteven District Council website www.n-kesteven.gov.uk

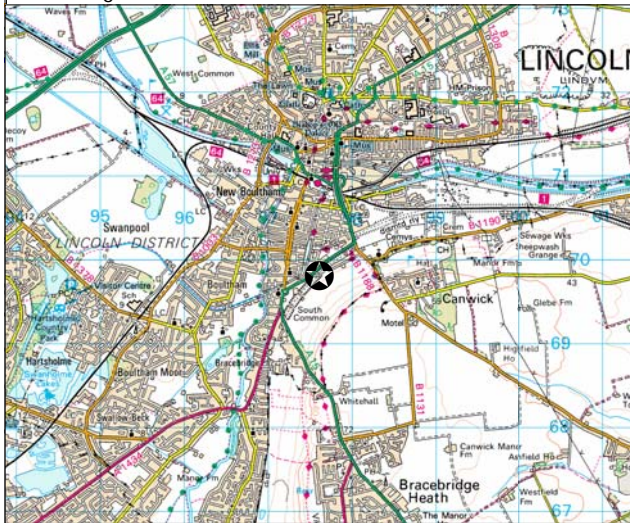
This report was written by Marc Willis, who can be contacted on 01522 782070 or dev_planningsupport@lincolnshire.gov.uk

LINCOLNSHIRE COUNTY COUNCIL Appendix A

PLANNING AND REGULATION COMMITTEE 2 OCTOBER 2017



Prevailing Wind Direction from the south-west



South Common

Golf Course

LINCOLNSHIRE COUNTY COUNCIL
 Reproduced from the 1996 OS Mapping with the permission
 of the Controller of Her Majesty's Stationery Office (C) Crown
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 Copyright and may lead to civil proceedings.
OS LICENCE 1000025370

Location:

Lincoln HQ Fire Station
 South Park Avenue
 Lincoln

Description:

For the demolition of existing buildings and redevelopment of the site to create a Blue Light Campus comprising of combined offices and facilities for Lincolnshire Fire & Rescue, Lincolnshire Police and the East Midlands Ambulance Service

Application No: L/0832/17

Scale: 1:2500

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