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County Offices Newland Lincoln LN1 1YL

26 January 2018

Planning and Regulation Committee

A meeting of the Planning and Regulation Committee will be held on Monday, 5 February 2018 in the Council Chamber, County Offices, Newland, Lincoln LN1 1YL at 10.30 am for the transaction of business set out on the attached Agenda.

Yours sincerely

Tony McArdle Chief Executive

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

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, 5 FEBRUARY 2018

Item	Title	
1.	Apologies/replacement members	Reference
2.	Declarations of Members' Interests	
3.	Minutes of the previous meeting of the Planning and Regulation Committee held on 4 December 2017	(Pages 5 - 8)
4.	Traffic Items	- 0)
4.1	Wragby Road/Bunkers Hill, Lincoln - Proposed Traffic Regulation Orders and New Pedestrian Crossing Facilities	(Pages 9 - 24)
5.	County Matter Applications	,
		(Pages 25 - 40)
5.1	For the use of an existing building and land as an end of life vehicle and scrap processing facility at Westville Farm, Northlands Road, Westville - T Bennett - S/054/01864/17	(Pages 41 - 58)
5.2	To vary condition 7 of planning permission N75/0625/17 at Mushroom Farm, Boundary Lane, South Hykeham - GBM Waste Management - 17/1809/CCC	(Pages 59 - 76)
6.	County Council Applications	
6.1	Construction of a 60m diameter roundabout along with associated realignment and improvement works to the existing A46 Dunholme/ Welton junction including new landscaping, drainage and lighting proposals and the stopping up of part of Lincoln Road and diversion of a Public Right of Way - Land at the junction of the A46 and Lincoln Road, Dunholme - 137007	(Pages 77 - 100)

emocratic Services Officer Contact Details

Name: Steve Blagg
Direct Dial 01522 553788

E Mail Address <u>steve.blagg@lincolnshire.gov.uk</u>

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 DECEMBER 2017

PRESENT: COUNCILLOR I G FLEETWOOD (CHAIRMAN)

Councillors 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

Officers in attendance:-

Steve Blagg (Democratic Services Officer), Neil McBride (Planning Manager) and Mandy Wood (Solicitor)

34 APOLOGIES/REPLACEMENT MEMBERS

None received.

35 <u>DECLARATIONS OF MEMBERS' INTERESTS</u>

None received at this stage of the meeting.

36 MINUTES OF THE PREVIOUS MEETING HELD ON 2 OCTOBER 2017

RESOLVED

That the minutes of the previous meeting held on 2 October 2017, be agreed as a correct record and signed by the Chairman.

37 COUNTY COUNCIL APPLICATIONS

38 <u>TO ERECT A NEW HALL AND CLASSROOM EXTENSION AND REMODELLING OF EXISTING ACCOMMODATION - MARKET DEEPING COMMUNITY PRIMARY SCHOOL, WILLOUGHBY AVENUE, MARKET DEEPING - \$56/1927/17</u>

(Note: Councillor S Kirk arrived in the meeting at 10.35am as the officers were about to present the report to the Committee)

Comments made by the Committee and the responses of officers, where appropriate, included:-

 The main issues were associated with increased traffic and parking on the local highway network.

- It was noted that the school had an arrangement with Tesco to allow parents of children attending the school to park in their car park.
- It was noted that the local Division Member had not responded to consultation.
- The Tesco car park was large and car park spaces were always available even at the weekend.
- The contribution of £4,500 was welcomed to implement a traffic regulation order on Willoughby Avenue but local residents needed to be aware that this would prevent parking outside of their properties at certain times.
- Could a condition be imposed that access was provided from the Tesco car park for parents? Officers stated that the access from Tesco could not be conditioned.
- What service did the school receive for its £4,500 contribution? Officers stated that the £4,500 contribution would cover costs associated with the implementation of a traffic regulation order for example consultation but as there was no planning requirement a traffic regulation order could not be imposed.
- The offer of £4,500 was welcomed. It was noted that schools often sought planning permission for extensions with the likelihood that these could aggravate current traffic management and noise issues. It was suggested that the £4,500 could be used to install signage at Tesco to show the access to the school if a traffic regulation order was not sought. It was suggested that the local Member could also approach highways and request a traffic regulation order.
- The issue of litter raised by local residents should be addressed in the school's newsletter.
- It was noted that the school was currently a local authority run school but that in the future it could become an academy. It was suggested that a condition to retain the access to the school from the Tesco car park should be imposed. Officers suggested that a condition could be imposed to ensure the access from the Tesco car park was kept open at school starting and finishing times. Officers also agreed to write a letter to Children Services to inform them that the offer of £4,500 was welcomed by the Committee.

RESOLVED (unanimous)

(a) That planning permission be granted subject to the conditions detailed in the report and an additional condition as follows:-

Condition: The pedestrian access, located along the northern site boundary shall be kept open for pupils to ingress and egress the school at the start and end of the school day. This arrangement shall be secured from the date the permitted development is first brought into use.

Reason: To ensure safe access to and from areas available for off street parent parking in the interests of the amenity of local residents.

(b) That Children's Services be informed that the offer of £4,500 from the applicant is welcomed by the Committee.

PLANNING AND REGULATION COMMITTEE 4 DECEMBER 2017

The meeting closed at 10.55 am



Agenda Item 4.1



Regulatory and Other Committee

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

Report to: Planning and Regulation Committee

Date: **05 February 2018**

Wragby Road/Bunkers Hill, Lincoln - Proposed Traffic

Regulation Orders and New Pedestrian Crossing

Facilities

Summary:

Subject:

This report considers traffic regulation orders designed to enhance the outcome of the forthcoming highway improvement scheme programmed at the above location. For consideration are a number of objections received to a new waiting restriction proposed at Wragby Road, Lincoln (overview plan at Appendix A)

Recommendation(s):

That the Committee agrees that the objections be overruled and the order be confirmed as amended following the consultation stage.

1. Background

Outer Circle Road and Outer Circle Drive, particularly at peak times, where queue lengths can impact on the surrounding road network. Following the success of highway improvement schemes at Canwick Road and Newark Road in recent years funding is now available for a similar 'congestion busting' scheme at this location. The benefits of this scheme will include additional and wider running lanes to increase traffic flow and ease vehicle movement, and extensions to the available space for queuing traffic on the Wragby Road and Outer Circle Road approaches. The capacity of this junction will be increased and congestion will reduce. The extent of the highway improvement scheme is illustrated at Appendix C. In order to enable the full benefits of this scheme to be realised it will be necessary to introduce a restriction on parking at some locations in the area.

Existing Condition

1.2 Two contributory factors to the reduction in capacity at this junction are:

- Insufficient width on the westbound approach on Wragby Road which results in left turning traffic queuing back to a point where access to the dedicated ahead/right turn lane is blocked.
- The presence of a pedestrian refuge on Wragby Road and on-street parking on the north side reduces the stacking length of eastbound queues, and access to the ahead/left turn lane is regularly blocked by the queue of traffic waiting in the right turn lane.

Proposals

- 1.3 Firstly, to allow an extension to the westbound left turn lane on Wragby Road it is proposed to revoke the existing limited waiting bays sited within two laybys, which will be incorporated within a widened carriageway where a 24 hour waiting restriction is proposed.
- 1.4 Secondly, to enable the provision of two approach lanes on the eastbound leg of Wragby Road the pedestrian refuge will be removed and a restriction on parking to apply from 8am 6pm, Monday Friday is proposed on the north side adjacent to property numbers 235 277 (see Appendix B)

Objections

- 1.5 A number of objections have been received, specifically to the proposed restriction on parking outside numbers 235 277 Wragby Road. Concerns have been raised with regard to removing parking from outside residents' homes and the implications this might have for vehicle security and property value. Also there is a belief that the availability of on-street parking on the south side of Wragby Road as an alternative during the day is limited owing to the number of vehicles which park there to visit local businesses.
- 1.6 No objection has been received to the other restrictions proposed

Comments

- 1.7 The original 8am 6pm parking restriction proposed on the north side of Wragby Road was for it to apply every day. However, following the receipt of objections the proposal was re-evaluated and it was concluded that the restriction could be relaxed to apply Monday Friday only without detriment to the highway scheme. Although this was communicated to the objectors they wish for their objections to remain.
- 1.8 Should the revised proposal be approved on-street parking will remain at all times on the south side of Wragby Road and will be permitted on the north side at weekends and after 6pm/before 8am on week days. Analysis of parking in the area indicates that during weekday mornings and afternoons available space on the south side generally exceeds the number of vehicles parked on the north side, which suggests that these could be accommodated on the north side if necessary.

1.9 Wragby Road is designated as a principal road (A15) and will remain so following completion of the Lincoln Eastern Bypass, when it will be reclassified as the A1434. As such it will continue to be a strategic route within the highway network and improving its capacity is crucial to maintaining it as an effective transport link into and out of the city.

2. Conclusion

The parking restrictions proposed are required to secure the full benefit of the forthcoming £2 million investment in highway infrastructure at this location. The measures proposed to remove on-street parking for the purposes of increasing queuing capacity will ensure that the improvement scheme will operate to its full potential.

3. Consultation

The statutory consultation process for these proposals took place last October. Consultees included: the local Member and District Councillors; City of Lincoln Council; Police, EMAS and Lincolnshire Fire and Rescue; Road Haulage Association and Freight Transport Association; local bus companies; organisations representing the disabled and visually impaired; all businesses, residents and premises potentially affected by the proposals.

The Local Member has confirmed their support for the proposals, which were publicly advertised in the local press and via notices on site last November

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

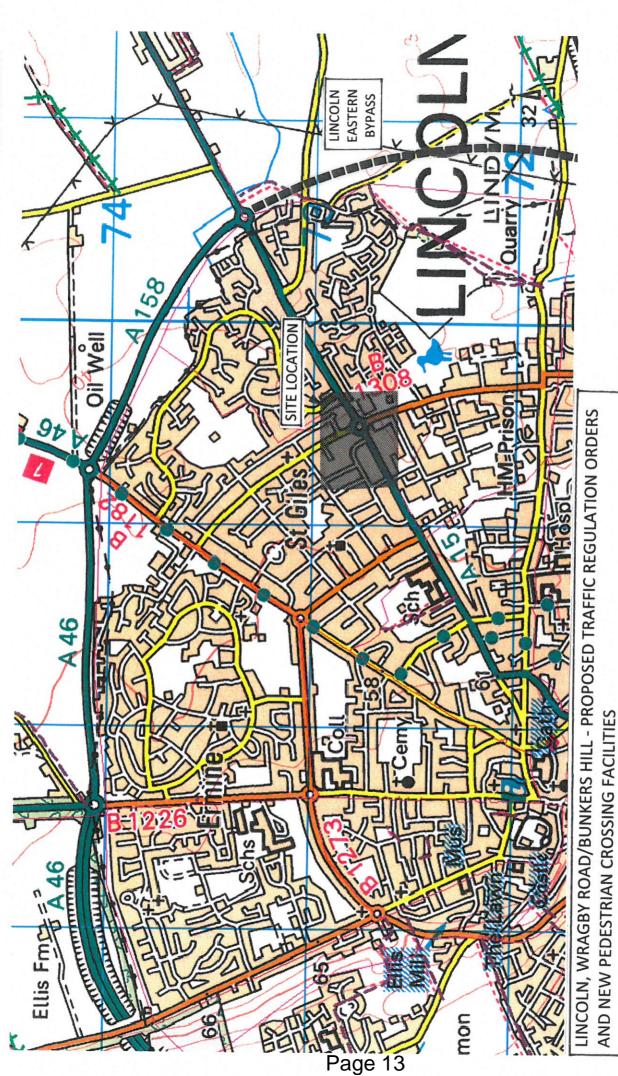
Appendices

These are listed below and attached at the back of the report			
Appendix A	Overview plan - Wragby Road, Lincoln		
Appendix B	Appendix B Approach lanes and restriction on parking – Wragby Road		
Appendix C	Extent of the highway improvement scheme		

Background Papers

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



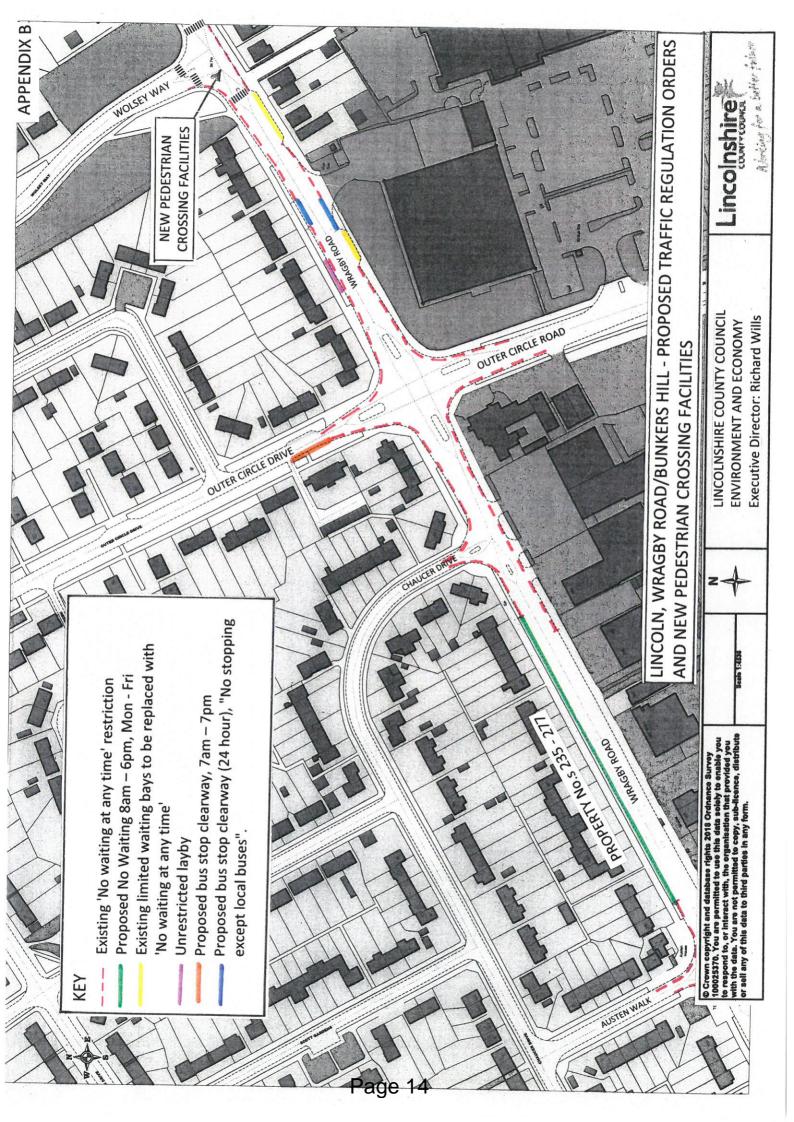


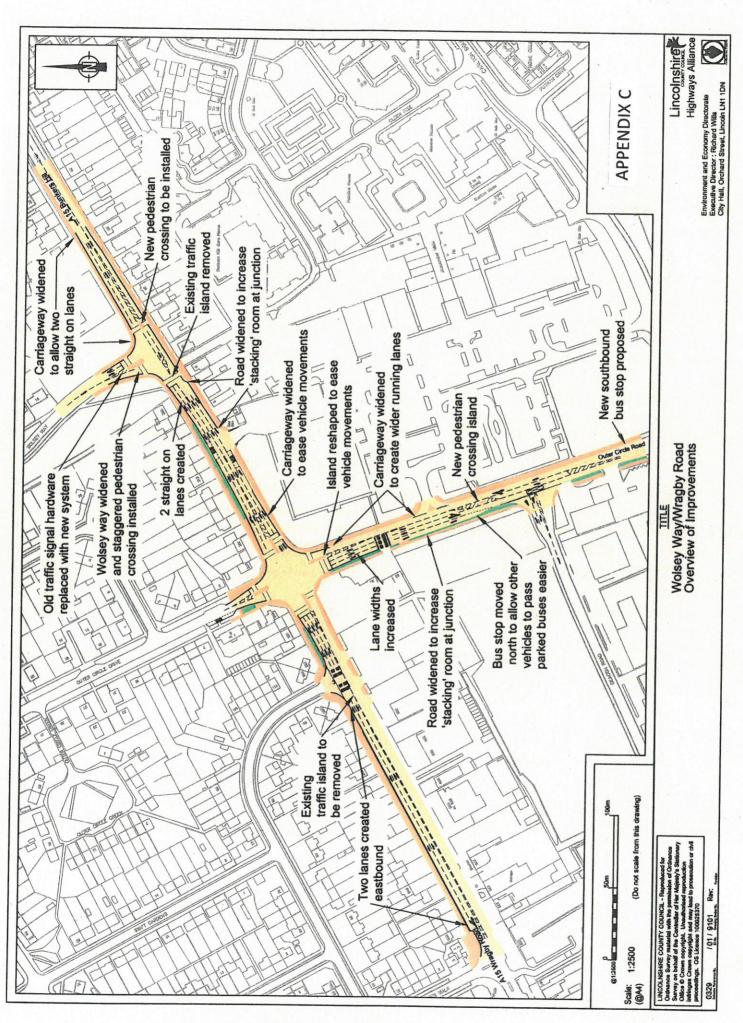
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LINCOLNSHIRE COUNTY COUNCIL
ENVIRONMENT AND ECONOMY
Executive Director: Richard Wills

Lincolnshire

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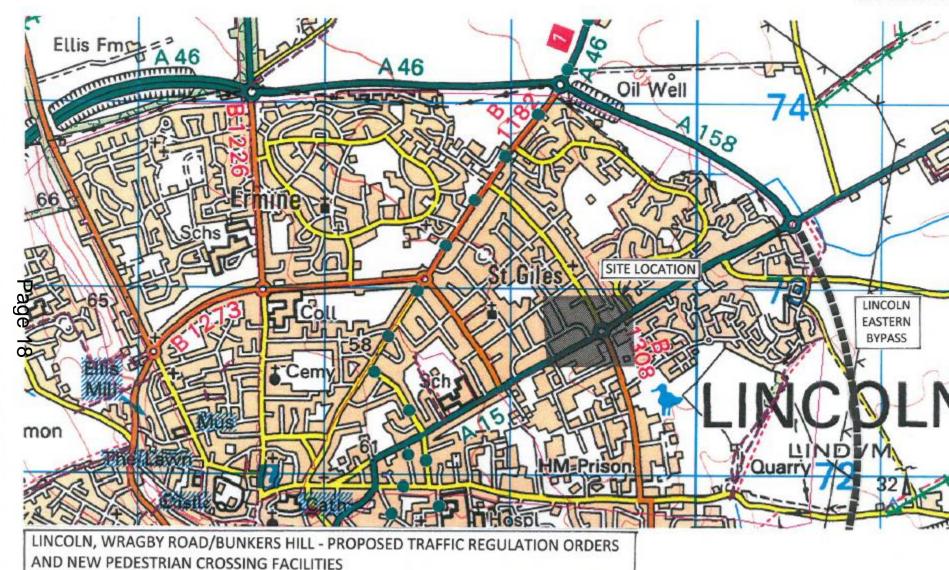






Planning and Regulation Committee – 5TH February 2018

LINCOLN, WRAGBY RD/BUNKERS HILL
PROPOSED TRAFFIC REGULATION ORDERS
AND NEW PEDESTRIAN CROSSING
FACILITIES

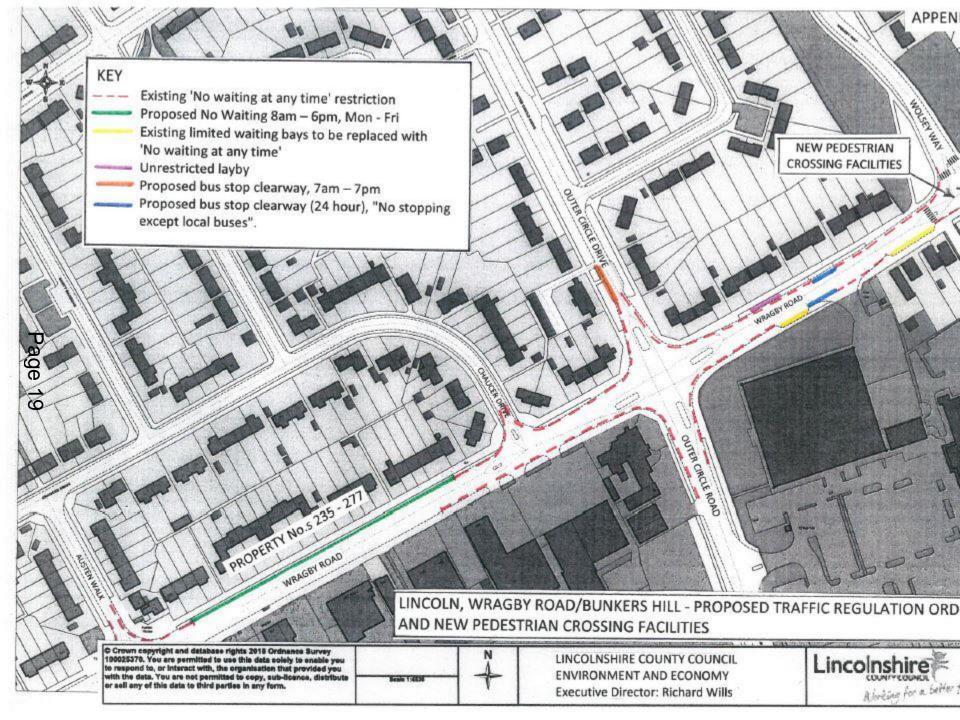


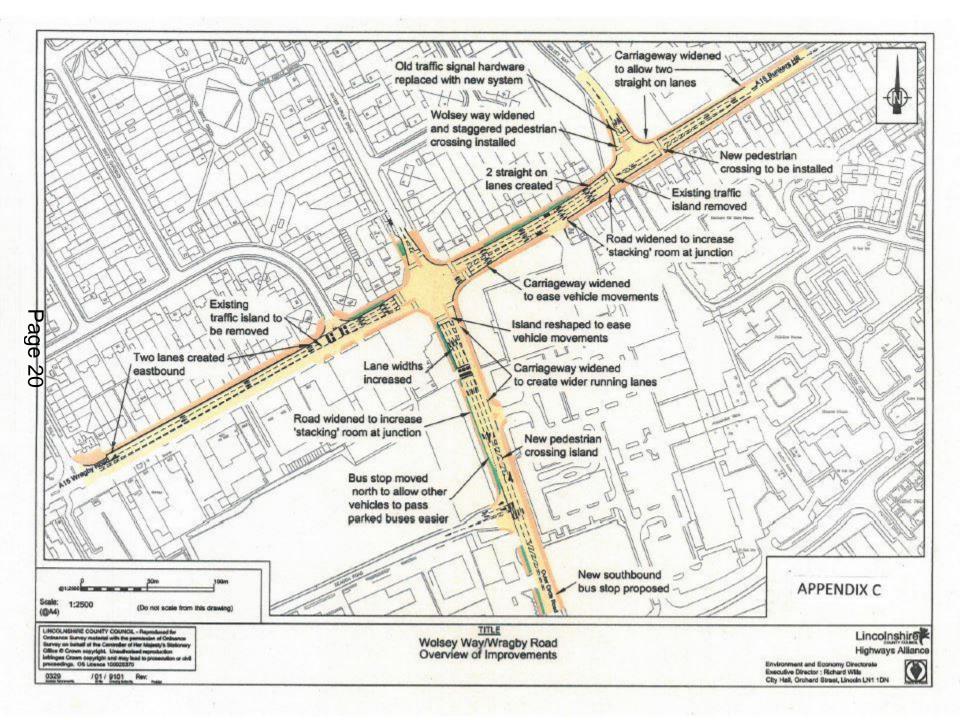
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LINCOLNSHIRE COUNTY COUNCIL ENVIRONMENT AND ECONOMY Executive Director: Richard Wills







VIEW WESTWARDS APPROACHING JUNCTION FROM BUNKERS HILL



VIEW EASTWARDS ON WRAGBY ROAD SHOWING EXISTING NEARSIDE LANE OCCUPIED BY PARKED VEHICLES



VIEW OF PINCH POINT ON EASTBOUND APPROACH

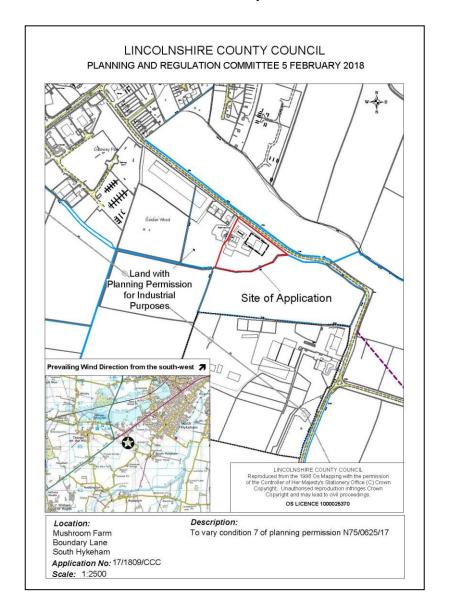


VIEW OF EXISTING PEDESTRIAN REFUGE TO BE REMOVED





5.2 South Hykeham



Agenda Item 5.



















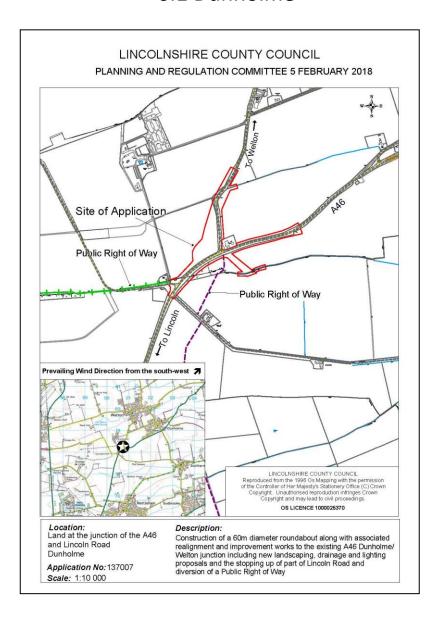








6.1 Dunholme



















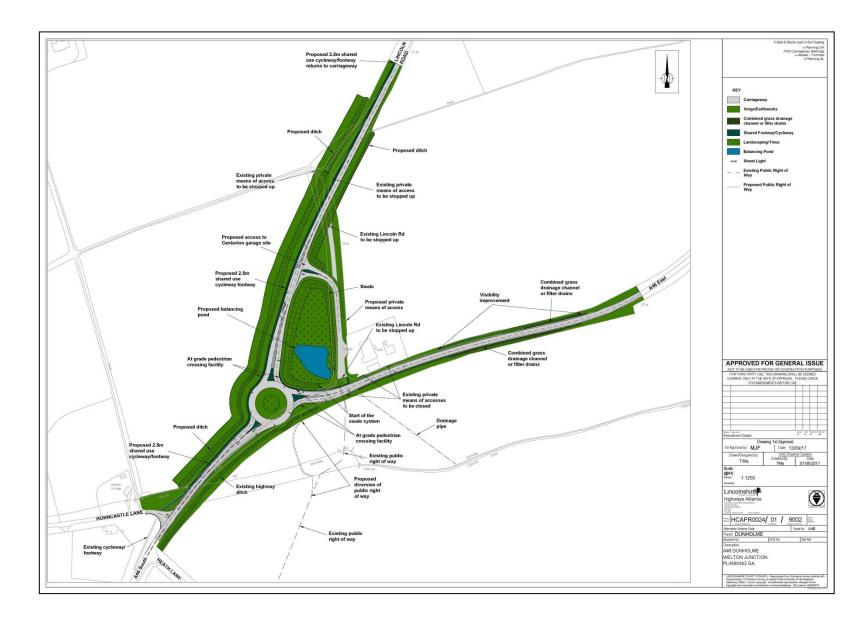












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Agenda Item 5.1



Regulatory and Other Committee

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

Report to: Planning and Regulation Committee

Date: 5 February 2018

Subject: County Matter Application – S/054/01864/17

Summary:

Planning permission is sought by Mr T Bennett (Agent: JHG Planning Consultancy Ltd) for the use of an existing building and land as an end of life vehicle and scrap processing facility at Westville Farm, Northlands Road, Westville, Boston, Lincolnshire, PE22 7HR.

The proposed development would establish a wholly new small-scale waste management facility in a rural location. Whilst potential impacts such as noise, dust, traffic etc would be unlikely to be significant or adverse to justify refusal of the proposal, the applicant has failed to demonstrate that there is a proven need to locate this facility outside of a main urban area and that it would be well located to the arisings of the waste that it would manage and consequently fails to meet the aims of Policy W7 of the Lincolnshire Minerals and Waste Core Strategy.

Recommendation:

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

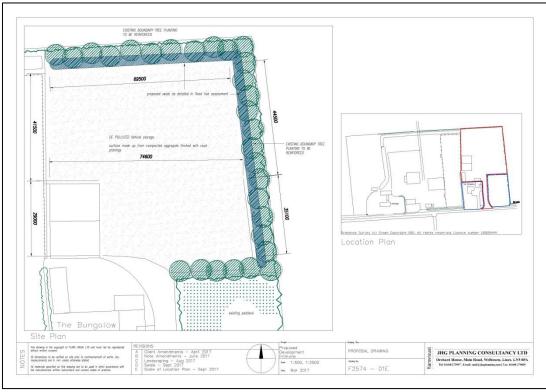
Background

- 1. There is an existing waste management facility known as Westville Farm located off Northlands Road, Westville near Boston. This existing waste management site was originally owned and operated by the applicant but is now in separate ownership.
- 2. The waste operations undertaken at the adjoining Westville Farm waste management complex have evolved since planning permission was first granted in 1992. Since then a number of subsequent planning permissions have been granted which have extended the waste uses at the site. The principal waste permissions granted include using the site as a waste processing/transfer and recycling centre for inert and semi-inert wastes as well as the use of a former agricultural building (which lies within the current application site) in association with scrap yard and vehicle dismantling

- activities that are also permitted to take place within the Westville Farm waste management site (granted in December 2011).
- 3. The land subject of this application lies immediately adjacent to the Westville Farm waste management site and comprises an area of redundant farmyard/ agricultural land which is fronted by a residential dwelling (within which the applicant resides) and includes the former agricultural barn that has previously been accessed and used in association with the permitted activities of the adjoining Westville Farm waste management site.
- 4. This application is seeking planning permission to now use this land, including the former barn, as an end of life vehicle and scrap yard facility. If granted this site would be accessed and operate independently to that of the adjoining Westville Farm waste management site.

The Application

5. Planning permission is sought by Mr T Bennett (Agent: JHG Planning Consultancy Ltd) for an end of life vehicle and scrap processing facility at a site referred to by the applicant as Westville Farm, Northlands Road, Westville, Boston. It should be noted that this proposal is part retrospective, as there are a number of HGV cabs and carcasses already being stored within the site.



Site location and site layout

6. The proposal site sits immediately adjacent to the existing waste management facility (also referred to as Westville Farm) and is made up of an area of redundant farmyard/agricultural land which is fronted by a residential dwelling and includes a barn that has previously been accessed and used in

association with the adjoining waste management complex. Under this proposal the site (including the barn) and the proposed site operations and activities, would operate independently to the adjoining waste management complex and have its own dedicated access. As such this proposal would create an entirely separate planning unit.

The Process

- 7. The operation would receive up to 100 vehicles per annum, which would equate to a maximum of 500 tonnes per annum. The applicant has stated that the majority of the vehicles coming to the site would be agricultural vehicles from the surrounding area. The treatment/recovery process would include the de-pollution, sorting, separation, grading and cutting of vehicles. On arrival the vehicles would be moved into the existing building where they would be depolluted which includes the removal of various fluids including engine oil, brake fluid, power steering fluid and shock absorber oil and the neutralising of airbags. Once this has been completed the depolluted vehicles and their components would be stored outside in the yard area before being sold.
- 8. The development of the site would result in most of the area being covered in hardstanding, constructed of 75mm of recycled road planings on top of 250mm of recycled hardcore. This area of hardstanding would provide an area of open storage for the depolluted vehicles/scrap components. The existing building on the site would be used to depollute the vehicles and has two sets of double doors, one of which (eastern elevation) opens onto the site with a further set (western elevation) that opens onto the existing adjoining waste site. The building is approximately 29m long and 19m wide to give an overall area of approximately 550m² and has a pitched roof. There is currently an established, mature band of tree planting on the northern and eastern boundaries of the site which would be reinforced. Immediately to the front of the belt of trees there would be a swale which would deal with surface water attenuation.







9. In accordance with Environment Agency Regulations, prior to being transported off site for disposal at other dedicated facilities, all waste fluids would be stored in bunded tanks. The proposed open storage area would accommodate a 10m³ enclosed skip for the storage of asbestos bearing products and this would be emptied once it was 90% full at a licensed facility. Catalytic converters would also be stored in a designated skip and scrap metals, which have residual contamination such as engines, gear boxes and axels, would be stored within a sealed container. Batteries would be stored in containers upon an impermeable, acid resistant base. Residual wastes comprising uncontaminated plastic, glass and ferrous/non-ferrous metal wastes would be stored externally. No more than 20 tonnes of intact waste tyres would be stored at the site and these would be recovered within three months or disposed of in less than a year.

Site Operations

10. The applicant states that the operation would employ three full time members of staff (including administrative staff). It is proposed that operations would be carried out between 07:00 hours and 18:00 hours Monday to Friday and between 07:00 hours and 12:00 hours on Saturday. There would be no operations on Sundays and Bank Holidays. Administrative work and maintenance on buildings, plant and machinery may occur outside of these times.

Flood Risk

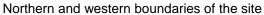
- 11. The site is located in Flood Risk Zone 3 and therefore a Flood Risk Assessment has been submitted in support of the application. The main findings of this report are summarised below:
 - the site is approximately 250m west of the Twenty Foot Drain, 5.5km from the River Witham at Langrick and 14.5km from the coast;
 - the development would be classed as less vulnerable, in accordance with Table 2 of the Technical Guidance Document of the NPPF;
 - information provided by the Environment Agency confirms the site is not at risk of flooding from a breach of the defences for the 1 in 200 year event, part of the site may flood up to 250mm for a 1 in1000 year event;
 - the site has one of the lowest flood hazard ratings in the Boston Area and can be considered to have passed the sequential test;
 - higher peak rainfall may increase the risk of surface water flooding from the surface water drainage systems in the vicinity of the site and although the frequency of flooding may increase, provided flow paths are provided at the site, there should be a minimal effect on surface water flooding;
 - the surface water drainage system serving the site will need to be designed such that potential additional flows do not cause flooding on this development and do not contribute to an increased risk of flooding elsewhere in the catchment;
 - floodwaters are kept in Stonebridge Drain by raised defences either side, both of which carry Class C Roads. As the defences are relatively wide and carry a sealed surface road, the risk of defence failure is minimal;

- the report concludes that the risk of flooding from breaches of the 'main river' defences and from the Witham Fourth Internal Drainage Board System would be minimal;
- it is proposed to provide drainage with a combination of filter drains and swales, with the hardstanding surface falling towards these; and
- the filter drains and swales would provide two levels of SUDS treatment which should provide adequate treatment for medium pollution hazards.

Site and Surroundings

- 12. The proposal site is situated on Northlands Road, Westville which is approximately 9.5km north-west of Boston. Northlands Road is accessed off the B1183 and is a single carriageway road along which there are passing places. The surrounding landscape is flat and dominated by open agricultural land, with the exception of the existing Westville Farm waste management complex which abuts the site. There are also residential properties interspersed along the length of the road including one which fronts the application site.
- 13. The application site is an irregular rectangular shape, with maximum dimensions of 90m x 85m and covers a total area of approximately 0.75ha. The site is set back from Northlands Road and would be accessed from an existing gated entrance onto the highway. The track leading from the highway to the main part of the site is approximately 65m and would be significantly screened by the presence of trees. There is a bungalow to the west of the track, which is owned and occupied by the applicant, and a grassed paddock to the east. The proposal site adjoins the existing waste management site on its western boundary and to the north and east it is surrounded by a thick band of mature trees, which offers substantial screening, beyond which are agricultural fields. Currently there are a considerable number of disused lorry cabs tightly lined together along the northern and eastern boundaries of the site.







Main Planning Considerations

National Guidance

- 14. 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 5 states that the NPPF does not contain specific waste policies, since national waste planning policy will be published as part of the National Waste Management Plan for England;
 - Paragraph 28 promotes a positive approach to supporting the rural economy;
 - Paragraph 94 states that planning authorities should adopt proactive strategies to mitigate and adapt to climate change including taking account of flood risk;
 - Paragraph 100 states that inappropriate development in areas at high risk
 of flooding should be avoided by directing development away from areas
 at highest risk, but where development is necessary, making it safe
 without increasing flood risk elsewhere;
 - Paragraph 103 states that when determining planning applications, local
 planning authorities should ensure flood risk is not increased elsewhere
 and only consider development appropriate in areas at risk of flooding
 where; following a site specific flood risk assessment and sequential test,
 and if required the exception test, it can be demonstrated that: within the
 site, the most must vulnerable development is located in areas of lowest
 risk, and development is appropriately flood resilient and resistant,
 including safe access and escape routes:
 - Paragraph 120 seeks to ensure that consideration is given to the potential impacts on the amenities of local residents and other land users as a result of pollution;
 - Paragraph 122 seeks to ensure the land use control system has a separate function to other pollution control regimes;
 - Paragraph 123 seeks to prevent adverse impacts as a result of noise pollution;
 - Paragraph 186 indicates that local planning authorities should approach decision taking in a positive way to foster the delivery of sustainable development. Paragraph 187 requires planning authorities to look for

solutions rather than problems and decision takers at every level should seek to approve applications for sustainable development where possible;

- Paragraph 206 gives advice in respect of the use of planning conditions;
- Paragraph 215 states that following 12 months since the publication of the Framework, due weight should be given to relevant policies in existing plans according to their degree of consistency with the Framework (the closer the policies in the Framework the greater the weight that can be given). This is of relevance to and the East Lindsey Local Plan Alteration (1999) and the emerging East Lindsey Core Strategy.
- 15. National Planning Policy for Waste (October 2014) states that the Government is seeking a more sustainable and efficient approach to resource use and management and identifies positive planning as playing a pivotal role in achieving this. Waste Planning Authorities should consider the likely impact on the local environment and on amenity against the criteria set out in Appendix B Locational Criteria. Of relevance to this application are considerations relating to landscape and visual impact, traffic and access.

Local Plan Context

16. Lincolnshire Minerals and Waste Local Plan: Core Strategy and Development Management Policies (CSDMP) (2016) - the following policies are relevant to this proposal:

Policy W1 (Future Requirements for New Waste Facilities) states that the County Council will through the Site Locations document, identify locations for a range of new or extended waste management facilities where these are necessary to meet the predicted capacity gaps.

Policy W3 (Spatial Strategy for New Waste Facilities) states proposals for new waste facilities, including extensions to existing waste facilities, will be permitted in and around the main urban areas and include Lincoln, Boston, Gainsborough and Skegness, amongst other towns.

Proposals for new waste facilities, outside of the above areas will only be permitted where they are for the biological treatment of waste, including anaerobic digestion and windrow composting, treatment of waste water and sewage, landfilling and small scale waste facilities.

Policy W7 (Small Scale Waste Facilities) states that planning permission will be granted for small scale waste facilities, including small extensions to existing waste facilities, outside of those areas specified in Policy W3 provided that:

- there is a proven need to locate such a facility outside of the main urban areas; and
- the proposals accord with all relevant Development Management policies set out in the Plan; and

- the facility would be well located to the arisings of the waste it would manage; and
- they would be located on land which constitutes previously developed and/or contaminated land, existing or planned industrial/employment land, or redundant agricultural and forestry buildings and their curtilages.

Policy DM1 (Presumption in Favour of Sustainable Development) states that the County Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area.

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

Policy DM2 (Climate Change) proposals for waste management developments should address the following matters where applicable:

- implement the Waste Hierarchy, and in particular reduce waste to landfill;
- identify locations suitable for renewable energy production and encourage carbon reduction/capture measures to be implemented.

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

- noise
- dust
- vibration
- odour
- litter
- visual intrusion
- run off to protected waters
- traffic

to occupants of nearby dwellings and other sensitive receptors.

In respect of waste development it should be well designed and contribute positively to the character and quality of the area in which it is to be located. Where unacceptable impacts are identified, which cannot be mitigated, planning permission will be refused.

Policy DM6 (Impact on Landscape and Townscape) states that planning permission will be granted for minerals and waste development provided that due regard has been given to the likely impact of the proposed development on landscape and townscape, including landscape character, valued or distinctive landscape features and elements and important views. If considered necessary, additional design, landscaping, planting and screening

will be required. Where planting is required it will be subject to a minimum 10 year maintenance period.

Development that would result in residual, adverse landscape and visual impacts will only be approved if the impacts are acceptable when weighed against the benefits of the scheme.

Policy DM13 (Sustainable Transport Movements) states that proposals should seek to minimise road based transport and seek to maximise where possible the use of the most sustainable transport option.

Policy DM14 (Transport by Road) states that planning permission will be granted for minerals and waste development involving transport by road where the highway network is of, or will be made up to, 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 or residential amenity or the environment.

- 17. East Lindsey Local Plan Alteration (1999) the following policies are relevant in the consideration of this application:
 - A4 Protection of General Amenities states that development which unacceptably harms the general amenities of people living or working nearby will not be permitted.
 - A5 Quality and Design of Development states that development, by it design, improves the quality of the environment will be permitted provided it does not conflict with other Policies of the Plan.
 - DC6 Re-use of Buildings in the Countryside states that the re-use of farm and other buildings in the countryside for commercial or community uses will be permitted provided:
 - the form, bulk, materials and general design of the existing buildings are in keeping with the surroundings;
 - the existing building is structurally capable of conversion:
 - it does not harm the character, amenities or appearance of the area or the amenities of nearby residents;
 - would not cause traffic or access problem;
 - does not substantially alter the form, setting, or design of the existing building;
 - it does not result in the loss of habitat for protected species of wildlife;
 - would not result in the dominance of non-agricultural uses in the countryside
 - any outside storage forms a minor or ancillary part of the use.
- 18. East Lindsey Core Strategy Submissions Modifications Draft, this document forms part of the emerging East Lindsey Local Plan. In line with paragraph 216 of the NPPF, given its stage of preparation, limited weight may be given

to this document in the determination of this application however the following policies are of relevance to this proposal:

SP1 - A Sustainable Pattern of Places - this Policy seeks to guide development according to the settlement hierarchy, whereby towns are identified at the top of the hierarchy, followed by large, medium and small villages. The open countryside, which includes small hamlets and groups of houses, are defined as the last tier of the hierarchy.

SP13 - Inland Employment - the Council will support the growth and diversification of the local economy by building on the role of the inland towns as the focus for business development, this includes Louth and Horncastle; supporting proposals which bring forward employment land in or adjoining the large villages across the District; supporting new employment land elsewhere where it is in or adjoining a settlement or is an extension to an existing employment use and can be easily connected to the road network and is integrated into its setting in terms of layout and landscaping; strengthening the rural economy by supporting in the large, medium and small villages-development where it can provide local employment and re-use of buildings for rural businesses.

SP16 - Inland Flood Risk - the Council will support development for business, leisure and commercial uses in areas of inland flood risk providing it incorporates flood mitigation in its design.

Results of Consultation and Publicity

- 19. (a) Environment Agency (EA) has no objection to the application but advises that the applicant would need to apply for an Environmental Permit to allow the proposed activities and that this would include the submission of a fire prevention plan as part of the determination process. This advice could be drawn to the attention of the applicant by way of an Informative should planning permission be granted.
 - (b) Highway and Lead Local Flood Authority has confirmed that having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework) consider the proposed development to be acceptable and so does not wish to object to this planning application.
 - (c) <u>County Councillor T Ashton</u> who is a member of the Planning Committee reserves his position until the date of the meeting.
- 20. The following persons/bodies were consulted on 11 October 2017, but had not responded within the statutory timescale or at the time this report was prepared:

Frithville and Westville Parish Council Carrington Parish Council (adjoining Parish) Public Health (Lincolnshire County Council) Historic Environment (Lincolnshire County Council)
Lincolnshire Fire and Rescue

21. The application has been publicised by notices posted at the site, outside the Memorial Hall in Frithville and in the local press (Lincolnshire Echo on 19 October 2017). Letters of notification were sent to the nearest neighbouring residents. No representations have been received as a result of this publicity and notification.

District Council's Recommendations

22. East Lindsey District Council do not object to the application but request that if planning permission is granted appropriate conditions be imposed to protect the residential amenities of nearby occupants by limiting the noise emissions from the site, its hours of operation and to mitigate the landscape impact of the proposed use by securing a scheme of landscaping and planting.

Conclusion

- 23. Section 38(6) of the Planning & Compulsory Purchase Act 2004 and the NPPF (paragraphs 11 and 196) both confirm that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The starting point when considering any proposed development is how that development accords with the strategic objectives and policies that form part of the development plan.
- 24. Planning permission is sought for an End of Life Vehicle (ELV) depollution operation at the proposal site. The key issues to be considered in the determination of this application are:
 - i. whether the proposal should be considered a new facility taking into account the former permitted use of the barn which forms part of the application site;
 - ii. whether the proposal accords with the spatial and locational criteria for the siting of this type of waste management facility;
 - iii. whether the development would give rise to any adverse environmental or amenity impacts that would warrant refusal of the development.

New site and existing permitted use

25. The building proposed to be used as part of this proposal is covered by an extant planning permission (ref: (E)S206/1966/11) which was granted in 2011 and allowed the building, along with land lying within the footprint of the adjacent Westville Farm waste management site, to be used as a scrapyard with ELV use. Given the existence of this permission the applicant submits that this proposal would simply extend the ELV/scrap processing use to the former farmyard area (subject of this proposal) and intensify the currently residual ELV operations permitted to take place within the existing building. As such, it is argued that this application would therefore only entail a partial change of use and not create a wholly new site or facility. Put more simply,

- the applicant argues that this proposal would enable the original ELV facility operated on the adjoining Westville Farm waste management site to move to the other side of the boundary fence.
- 26. Whilst the applicant's view is noted, your Officers are of the opinion that this application should be considered as seeking permission to establish an entirely new waste management facility/site and as such should be assessed on this basis. This is because whilst the permission governing the buildings' use does allow it to be used for ELV operations, this is only capable of being carried out if it is in compliance with the terms and conditions upon which that permission was granted. The use of the building was granted on the basis that it was supporting and ancillary to the operations of the adjoining Westville Farm waste management site; that access to it was gained through that site and by no other means, and; that the doors on the eastern elevation of the building are closed at all times.
- 27. In contrast, this proposal seeks to create a site that would have its own means of access and which would utilise and open up the doors on the eastern elevation of the building. It would also create an entirely separate storage area for scrap vehicles and parts, and operate independently to the adjoining Westville Farm waste management site. The extant permission governing the permitted scrapyard and ELV operations within the Westville Farm waste management site remains in place and therefore, whilst the building may now no longer be used in association with that use, there is no reason why the ELV activity cannot continue on the Westville Farm site. As a result, this proposal would create a new facility and should be considered a separate planning unit. As such it needs to demonstrate how it meets with the criteria of policies WLP3 and WLP7 of the CSDMP and the policies of the East Lindsey Local Plan.

Spatial and Locational Considerations

- 28. Policy W3 of the CSDMP supports the establishment of waste management facilities in and around the main urban areas and states that only certain types of facility will be granted outside of these areas, which includes small-scale facilities and composting and anaerobic digestion plants. The purpose of this policy is to support the establishment of facilities that are in the populated areas and consequently close to the sources of waste and therefore includes urban areas such as Lincoln, Boston, Gainsborough and Stamford.
- 29. The criteria applicable to small-scale facilities is set out under Policy W7 and the supporting text to this policy categorises small-scale ELV facilities as those which process less than 500 tonnes per annum. The proposed development is therefore a small-scale facility and so in order to be considered acceptable it must be demonstrated that this proposal meets the criteria set out in this policy. The relevant criteria are:
 - (i) that there is a proven need to locate the facility outside of the main urban areas; and

- (ii) the facility would be well located to the arisings of the waste it would manage; and
- (iii) it would be located on land which constitutes previously developed and/ or contaminated land or redundant agricultural and forestry buildings and their curtilages; and
- (iv) the proposal accords with all relevant Development Management policies set out in the Plan.
- 30. Consideration is given to each of the criteria set out in Policy W7 below:
 - (i) Proven Need Policy W1 of the CSDMP supports the development of waste management facilities where these are necessary to meet an identified capacity gap for wastes arisings in the County (as identified in Table 9 of the Core Strategy). Scrapyard and ELV operations are not listed as a specific waste management type/facility and therefore a need or capacity gap has not been identified at a strategic level. The absence of any strategic requirement does not however mean that proposals which seek to establish such facilities cannot be acceptable so long as they meet the spatial and locational policies of the CSDMP; meet any other specific criteria as set out within relevant policies, and; where they are capable of being operated without giving rise to any unacceptable adverse environmental or amenity impacts.

In this case, Policy W7 of the CSDMP requires applicants to demonstrate a proven need for their facilities and given this site is in a rural location greater scrutiny and evidence needs to be presented before the establishment of such a facility can be supported. In response to this, the applicant has simply stated that there is a need for this facility because, like the operations once carried out on the adjacent Westville Farm waste management site, the majority of the HGVs that would be taken to the site would be likely to come from agricultural and rurally based haulage firms in the surrounding area. No further information has been submitted which demonstrably supports the applicant's position. Instead the applicant appears to rely upon the fact that as the ELV use on the adjoining Westville Farm waste management site is no longer operating, this shows that there is now a market and a demand for such a facility. Although this is noted, this has not been sufficiently proven or demonstrated and conversely it could be argued that the cessation of the ELV use on the adjoining Westville Farm waste management site demonstrates that there is in fact a lack of demand and need for such a facility. This could be because any market is actually already well served by facilities elsewhere, including those based in Boston.

Taking into account the above, your Officers are not satisfied that a sufficiently robust and proven need for the establishment of a new ELV waste management facility in this rural location has been proven. Consequently the applicant has failed to meet this criterion requirement.

(ii) Proximity to arisings - The nearest urban location, where a supply of vehicles is more likely to arise from, is Boston which is approximately 9.5 km distance. The applicant maintains that most of the vehicles would be sourced from the surrounding agricultural areas and therefore the site would be well

positioned to serve this market. However, it is unlikely that there would be a sufficient number of vehicles from a reasonable radius of the agricultural hinterland to maintain the activity and furthermore the applicant has not put forward any evidence to support their case that there is a market need or demand. Consequently, and for the same reasons as cited in (i) the applicant has failed to meet this criterion requirement.

(iii) Suitable land-use - The proposal site is primarily made up of a former agricultural yard and a former agricultural building that is subject of the ELV consent associated with the adjoining waste management site. The applicant therefore argues that the building and the disused agricultural yard (which was once linked to this former agricultural building) complies with the identified land use types within Policy W7.

Policy W7 does identify former agricultural and forestry buildings and their curtilages as potentially suitable sites. An explanatory paragraph to the policy adds that there is an emphasis for these small scale sites not to be upon greenfield land but on land that there has previously been development, including the conversion of redundant agricultural buildings. Although the building on the site is no longer an agricultural building (given its change of use), the aim of the policy in this respect, is to ensure that existing buildings in countryside locations are re-used in preference to the construction of new buildings, or acceptable uses and greenfield land is not used for these small scale waste facilities. In terms of this specific criterion of the policy and the aim to re-use redundant buildings in relation to waste uses, rather than to construct new buildings, the proposal is not considered to be in conflict with this requirement of Policy W7.

(iv) Compliance with other Development Management Policies - Given the size, proposed throughput and nature of the site operations, it is likely that any potential environmental and amenity impacts such as noise, landscape, traffic etc could have been satisfactorily mitigated, minimised or reduced through the imposition of planning conditions.

However, Policy DC6 of the East Lindsey Local Plan allows for the re-use of buildings in the Countryside provided, amongst other criterion, it would not result in the dominance of non-agricultural uses in the countryside and that any outside storage would form only a minor and ancillary part of the use. It is considered that the application would be contrary to this criterion of Policy DC6 since the outside storage element would dominate the site and would be more than a minor element of the proposal.

31. Overall, the proposed development would establish an entirely new small-scale waste management facility in a rural location. Whilst potential impacts such as noise, dust, traffic etc would be unlikely to be significant or adverse to justify refusal of the proposal, the applicant has failed to demonstrate that there is a proven need to locate this facility outside of a main town/settlement and that it would be well located to the arisings of the waste that it would manage. The facility would be accessed separately and operate independently to the adjoining and established waste management complex.

In addition East Lindsey Local Plan policy DC6 whilst allowing the re-use of redundant buildings in the countryside this is subject to the criterion that outside storage is only a small proportion of that development. In this case outside storage represents a large proportion of the proposed development and consequently is in conflict with this criterion of Policy DC6.

Human Rights Implications

32. 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 refused for the following reason:

The proposed development would establish a wholly new small-scale waste management facility in a rural location, which would be accessed separately and operate independently to the adjoining and established waste management complex. Whilst potential impacts such as noise, dust, traffic etc would be unlikely to be significant or adverse to justify refusal of the proposal, the applicant has failed to demonstrate that there is a proven need to locate this facility outside of a main urban area and that it would be well located to the arisings of the waste that it would manage, as set out under Policy W7. Furthermore, it is considered that the proposal would not meet the aims and objectives of Policy DC6 of the East Lindsey Local Plan, which only permits the re-use of redundant buildings in the countryside when outside storage represents a small proportion of that development. In this case a large proportion of the application site would be used for outside storage and consequently conflicts with the requirement of Policy DC6.

The proposed development is therefore contrary to Policy W7 of the Core Strategy and Development Management Policies document of the Lincolnshire Minerals and Waste Local Plan (June 2016) and Policy DC6 of the East Lindsey Local Plan Alteration (1999).

Appendix

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

Background Papers

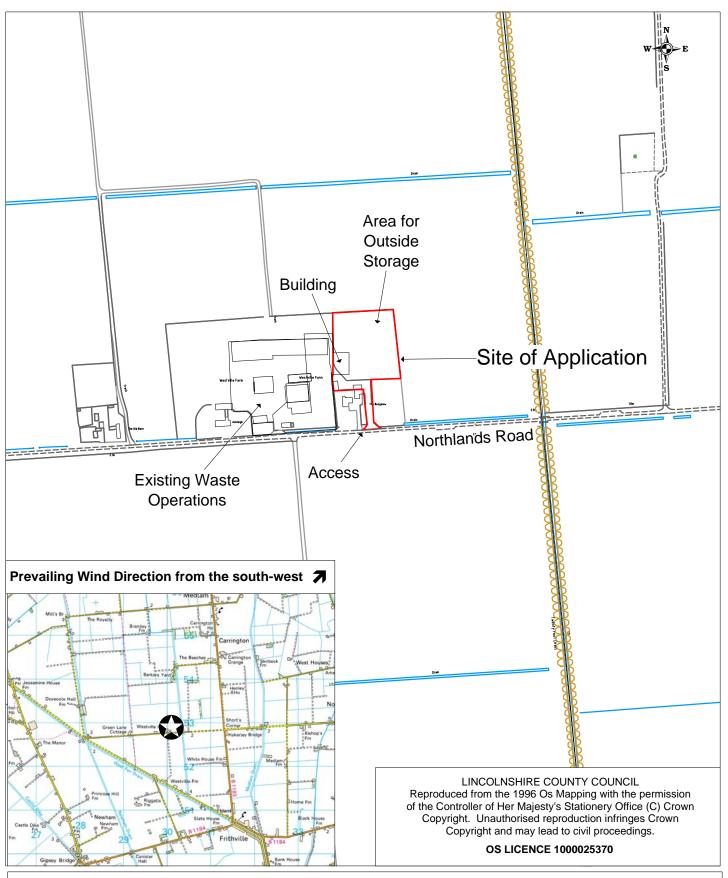
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Planning Application File S/054/01864/17	Lincolnshire County Council, Lancaster House, 36 Orchard Street, Lincoln
National Planning Policy Framework (2012)	The Government's website www.gov.uk
Local Plan	

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LINCOLNSHIRE COUNTY COUNCIL

PLANNING AND REGULATION COMMITTEE 5 FEBRUARY 2018



Location:

Westville Farm Northlands Road Westville

Application No: S/054/01864/17

Scale: 1:5000

Description:

For the use of an existing building and land as an end of life vehicle and scrap processing facility

Page 57



Agenda Item 5.2



Regulatory and Other Committee

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

Report to: Planning and Regulation Committee

Date: 5 February 2018

Subject: County Matter Application – 17/1809/CCC

Summary:

Planning permission is sought by GBM Waste Management Limited (Agent: Steven Dunn Architects Limited) to vary Condition 7 of Planning Permission Ref: N75/0625/17 to permit external lighting at Mushroom Farm, Boundary Lane, South Hykeham, Lincolnshire LN6 9NQ. The proposed variation to the condition is sought in order to enable the operational site to operate safely in periods of poor light but within the approved hours of operation, to provide a safe walking route for employees between the staff car park and the site entrance and to provide security lighting operated using sensors out of hours and in non-operational areas.

The key consideration in this case is whether the introduction of external lighting would result in harm to the amenity of the local community and adjacent land users.

Having taken into account the nature of the change proposed and the details submitted in support of this application, the proposed introduction of external lighting would not give rise to any significant amenity impact which could not be reasonably controlled through the imposition of a revised planning condition. The proposed revision to the development can therefore be supported and would still accord with the objections 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 Mushroom Farm site has a long history of being used to carry out waste management operations with permissions dating back to as early as 1993 (when the site was known and operated as Woods Skip Hire). More recently a further planning permission was granted Ref: N75/0353/15

(granted 30 July 2015) which also allowed for the construction of a new building along with associated changes to the site's layout although this permission focused those operations and uses to the eastern half of the site only.

- 2. Planning permission (Ref: N75/0625/17) was granted 3 July 2017 to vary conditions of planning permission N/75/0353/15 which relate to the existing waste management facility known as Mushroom Farm on Boundary Lane, South Hykeham. The proposed variations to the conditions are sought in order to enable the site to accept two specific types of hazardous waste, to increase the daily number of vehicle movements and to amend elements of the site's approved layout including increasing the stockpile heights for externally stored materials. The associated construction work for this planning permission is now well advanced.
- 3. The applicant is seeking to vary conditions attached to the planning permission covering the waste management operations (i.e. N75/0625/17) so as to enable the site to install external lighting. This would require amendments to be made to the following condition:

Condition 7

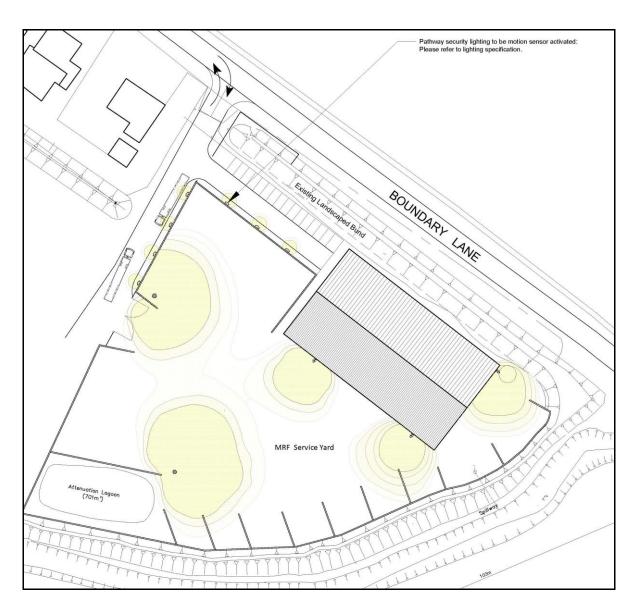
No external lighting shall be fixed to the building or erected within the site.

Reason

To minimise the visual impacts of the development on nearby residents and the wider area.

The Application

- 4. Planning permission is sought by GBM Waste Management Limited to vary Condition 7 of Planning Permission Ref: N75/0625/17 to permit external lighting at Mushroom Farm, Boundary Lane, South Hykeham, Lincolnshire LN6 9NQ.
- 5. The applicant is seeking to install external lighting. Whilst the majority of the waste management at the site will be carried out within the building there are a number of storage areas for segregated waste outside of the building. Following separation of the waste streams within the building employees transfer the segregated waste to specified areas of the site where they remain until sufficient has been accumulated for outward transportation for further processing or final disposal. The applicant has a legal obligation to ensure that employees can carry out their duties in accordance with the requirements of the Health and Safety Executive (HSE). This would include ensuring sufficient lighting is available during operational hours so as not to endanger employees during periods of poor light. It is not proposed to change the current hours of work being 07:00 and 18:00 hours Monday to Saturday (inclusive). With no operations or activities carried out on Sunday, Public or Bank Holidays.



Plan 1

- 6. The proposed lighting locations and extent of luminance is illustrated in Plan 1 with further illustrations of night time appearance of the proposed lighting in Illustrations 1 and 2 and described as follows:
 - motion sensor (PIR) operated down lights would be mounted on the 3.0
 metre high external walls (Photograph 1) of the site providing illumination
 for employees from the staff car park (Photograph 2) located to the
 northwest corner of the waste management facility to the site's main
 entrance;
 - 8.0 metre high, column mounted, downward and inward facing flood lighting adjacent to the site entrance (Photograph 3) to provide lighting to the external operational areas of the site. This light would be switched to PIR for the purposes of site security at the end of the working day;



Photograph 1 Employee walking route from car park



Photograph 2 Wall adjacent to staff carpark

 8.0 metre high, column mounted, downward and inward facing flood lighting adjacent to the attenuation lagoon (Photograph 4) to provide further lighting to the external areas of the operational site and the attenuation pond to the south west of the site. This light would be switched to PIR for the purposes of site security at the end of the working day; and



Photograph 3 Site Entrance



Photograph 4 Attenuation lagoon

 two wall-mounted, downward facing flood lights, to the south west elevation (Photograph 5) and one wall-mounted, downward facing flood light, the south east elevation (Photograph 6) of the approved building would be installed to provide lighting to external areas of the operational areas of the site. These lights would be switched to PIR for the purposes of site security at the end of the working day.



Photograph 5 South West Elevation of building



Photograph 6 South East Elevation

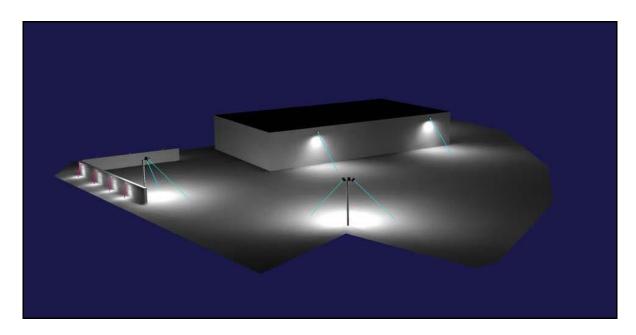


Illustration 1 View from the south west

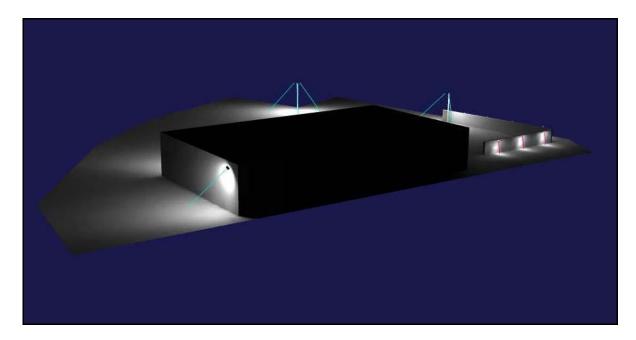


Illustration 2 View from the north east

Site and Surroundings

7. The site is located to the south of Boundary Lane, the entrance is 500 metres south east of the A1434 Newark Road at South Hykeham and in total less than 1km from the A46. To the south and east of the site lies predominantly open agricultural land. To the north of Boundary Lane is a large area of open pasture, separating the site from the densely residential areas of South Hykeham the nearest housing estate being approximately 100m distant. There are three residential bungalows immediately to the west of the site entrance separating the site from a group of small industrial units and an area of waste ground, this area is adjacent to Danker Wood

that is covered by a Tree Preservation Order, which is approximately 100m to the west of the application site. The areas to the north and south of Boundary Lane have been allocated as part of the Sustainable Urban Extension (SUE) South West Quadrant – land at Grange Farm, Hykeham, the area to the north being allocated for residential and the area to the south as mixed use employment land expanding the Boundary Lane Enterprise Park.

- 8. The site being roughly triangular is bounded on two sides by a substantial bund standing to a minimum height of 3m. External to the northern bund and running along Boundary Lane is a mature planted hedge, standing to a height of 2.7m this hedge is interspersed with trees grown to heights in excess of 5m.
- 9. The southern boundary bund, running in a westerly direction from the road, follows the route of the Internal Drainage Board maintained South Hykeham Catchwater/Danker Drain, with a spillway defining the extent of the site. The external bank of the southern bund is heavily vegetated with native species of shrubs and trees.
- 10. The southern portion of the site is within Flood Zones 2 and 3. The western boundary of the site is demarked by the access road and an area of open ground covered by planning permission Reference N/75/0892/13 and having a 3.0 metre bund to south, west and north. This latter area is now subject to a planning permission (not yet implemented) granted by North Kesteven District Council Ref 15/0133/FUL for the 'Erection of 3 industrial buildings'.

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

Paragraph 120 – new development should be appropriate for its location and not have adverse effects on the natural environment or general amenity;

Paragraph 122 – 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 – development 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 noise;

Paragraphs 186 and 187 - 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 – use of planning conditions where necessary and relevant;

Paragraph 215— 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).

Local Plan Context

- 12. Lincolnshire Minerals and Waste Local Plan: Core Strategy and Development Management Policies (CSDMP) (2016) the key policy of relevance in this case are as follows (summarised):
 - 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.
- 13. Central Lincolnshire Local Plan (2017) the key policies of relevance in this case are as follows (summarised):

Policy LP26 (Design and Amenity) states that consideration should be given to the design of the development that must not unduly harm the amenity of neighbouring residents by virtue of increase in artificial light or glare but create safe environments;

Policy LP30 (Lincoln Sustainable Urban Extensions) identifies the relevant SUE relating to Lincoln area namely South West Quadrant SUW (SWQ) – Land at Grange Farm, Hykeham – Approximately 5ha of land for employment (B Use Classes) expanding the Boundary Lane Enterprise Park linking with Roman Way.

Results of Consultation and Publicity

14. (a) South Hykeham Parish Council - in principal they would have no objection to inward facing lighting but would strongly object to lighting facing towards the road or neighbouring residential properties. A query was also raised as to why it has now been considered necessary to vary condition 7 when it was originally restricted under this planning condition. Council would also like to stress that if an amended scheme

- should be approved the council would be against permanent lighting and would ask for it to be agreed PIR controlled lighting.
- (b) North Hykeham Town Council in principal would have no objection to inward facing lighting but would strongly object to lighting facing towards the road or neighbouring residential properties. They did question why lighting has now been considered appropriate when originally it was restricted under this planning condition. They would like to stress that if an amended scheme is approved they would be against permanent lighting and would ask for it to be agreed PIR controlled lighting.
- (c) Environment Agency (EA) does not wish to comment on condition 7.
- (d) <u>Highways Officer (Lincolnshire County Council)</u> does not wish to restrict the grant of permission.
- 15. The following persons/bodies were consulted on 7 December 2017 but no response had been received within the statutory consultation period or by the time this report was prepared:
 - Local County Council Member, Councillor S Roe who is a member of the Planning Committee
 Environmental Health Officer (North Kesteven District Council)
 Lincolnshire Fire and Rescue
- 16. The application has been publicised by two notices, one posted at the site and the one at the entrance to South Hykeham Parish Council offices and in the local press (Lincolnshire Echo on Thursday 14 December 2017). 93 letters of notification were sent to residents who commented on previous applications and five nearest neighbouring properties on 8 December 2017. Eight representations have been received from local residents during the consultation period the following being a summary of the issues identified:
 - OPPOSE the amendment on chapter 7 of this planning application. For obvious futile and almost non-existent reasons, as any other good reasons would be considered in the same manner;
 - request on behalf of the resident Committee the official monitoring of traffic on the Lane starting ASAP to prove the amount of movements on this Lane exceed 500;
 - object to more light pollution, the associated site and HGV pollution, ASBESTOS pollution;
 - can LCC confirm its rationale for this 'Condition' about-turn and clarify what positive, material change in relation to the waste site has taken place in recent months to support the relaxation of this condition.

District Council's Recommendations

17. North Kesteven District Council (NKDC) does not object to the use of motion activated security uplighters around the boundary of the site and the proposed installation of the security floodlight adjacent to the attenuation lagoon towards the south western boundary (which is to be extinguished during non-operational hours), but initially objected to permanent external lighting during non-operational hours. GBM Waste Management Limited confirmed that all the proposed lighting would be operated by PIR (motion activation), outside of operational hours, rather than being permanently illuminated. On the basis that this will be a condition of any planning permission the District Planning Authority have no objections to the proposal.

Conclusions

- 18. This application is made under Section 73A of the Town and Country Planning Act 1990 (as amended) which allows for applications for planning permission without complying with the conditions to which a previous permission was granted. It creates a new permission, with a varied wording of condition, which the applicant can implement or ignore and does not amend any existing planning permission.
- 19. The key consideration in this case is whether the proposal would have adverse impacts upon neighbouring residents, land users and the Grange Farm SWQ SUE development.
- 20. North Kesteven District Council initially responded that the principle of external lighting for the site was acceptable, particularly the use of motion activated (PIR) around the boundary of the site and in relation to the attenuation lagoon. However, it was considered that the use of permanent night time lighting for the purpose of security, when there was no evidence of security breaches, was not acceptable. In particular citing the proximity of the wall mounted light to the south east elevation of the building to Boundary Lane and the column mounted floodlight adjacent to the entrance in close proximity to residential properties. The applicant GBM Waste Management Limited has as a consequence agreed that during non-operational hours all lighting would be motion activated (PIR). I therefore consider that, with the inclusion of a suitably worded condition, the introduction of external lighting to the site would meet the aims and objectives of the NPPF and Policy DM3 of the CSDMP and would not conflict with nor compromise Policies LP26 and Policy LP30 which seeks design that would not unduly harm the amenity of neighbouring residents or future residents by virtue of increase in artificial light or glare but would create safe environments.
- 21. Several representations questioned why, if the reason for imposing the condition 'To minimise the visual impacts of the development on nearby residents and the wider area' was considered necessary when determining the original and subsequent planning permissions, is the introduction of external lighting considered acceptable now. In response your officer would

indicate that the original application was made in 1993 and at that time the applicant did not include provision for external lighting. To ensure that, should at some future date this would be sought, there would be an opportunity to consider the appropriateness of lighting in relation to the operation of the waste management site.

- 22. Reassurance was also sought with regard to the oversight of all the operations at Mushroom Farm. The Planning Enforcement team have indicated that for the next six months they will be carrying out unannounced monthly visits to the site and thereafter as considered necessary. All monitoring visits will be recorded and the details retained by the Waste Planning Authority.
- 23. It is therefore concluded that the proposed lighting at Mushroom Farm, Boundary Lane, South Hykeham is acceptable and can be controlled by the inclusion of a condition to ensure that lighting is only on during the approved working hours and operates by motion activation only during non-operational periods.
- 24. 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. This permission (being granted under Section 73A of the Town and Country Planning Act 1990, as amended) has effect from the date of this decision notice as the development subject of planning permission N75/1809/17 has been implemented and therefore commenced.
- 2. This permission related to the site edged red on Drawing No. 2296-A2- 05d (received 2 March 2015) for the construction of a building for the purposes of waste recycling in association with the current use of the site as a waste transfer station and the development works as detailed within the approved documents and drawings set out below unless modified by the conditions attached to this planning permission or details subsequently approved pursuant to those conditions. The approved documents and drawings are as follows and the development shall be carried out strictly in accordance with these documents and drawings:

Documents

- Planning Application Form (date stamped received 17 March 2015) as amended by Section 73 Application Form (dated stamped received 10 April 2017)
- Design and Access Statement and Supporting Statement (date stamped received 23 February 2015)
- Flood Risk Assessment 'Proposed Materials Recycling Facility, Boundary Lane, South Hykeham, LINCOLN LN6 9NQ' (date stamp received 10 April 2017)
- E-mail 'Further Details' (received 6 May 2015)
- E-mail PL/0034/15 Mushroom Farm (date stamped received 27 May 2015)
- E-mail PL/0158/16 Supporting Statement (date stamped received 10 April 2017)
- Report GBM1013/MP (v1.1) 'Management Plan' (date stamped received 10 April 2017)

Drawings

- Drawing No. GBM1031/05/03 Rev 1 'Plan 2 Indicative Operational Layout' (date stamped received 10 April 2017)
- Drawing No. GBM1013/05/04 Rev 1 'Indicative Drainage Layout' (date stamped received 10 April 2017)
- 3. Notwithstanding the details contained in Report GBM1013/MP (v1.1) 'Management Plan' (date stamped received 10 April 2017), the waste types permitted at the site shall only be those as listed in 'Table 1: Maximum site storage capacities'.
- 4. The site shall not accept waste until written notification has been sent to the Waste Planning Authority of the date that the building and associated ancillary infrastructure hereby permitted, have been constructed and the Waste Planning Authority acknowledges receipt of that notification.
- 5. All site operations and activities authorised or required in association with this development, including the access and egress of vehicular traffic, shall only be carried out between 07:00 and 18:00 hours Monday to Saturday (inclusive). No operations or activities shall be carried out on Sunday, Public or Bank Holidays.
- 6. No wastes or materials shall be stored or stockpiled externally other than upon the impermeable yard/area as defined on Drawing No. GBM1031/05/03 Rev 1 'Plan2 Indicative Operational Layout' (date stamped received 10 April 2017) and the height of such stockpiles or stores shall be no greater than 3.6m above the finished surface level of that part of the site upon which they are stored.
- 7. Notwithstanding the documents and drawings approved in condition 2 above all external lighting shall be fixed to the building or erected within the site

strictly in accordance with Drawing No. 2296-A2-10d 'Proposed External Lighting' and as amended by e-mail dated 12 January 2018 restricting all external lighting in non-working hours to motion sensor operation and e-mail dated 16 January 2018 identifying the height of lighting columns to 8.0 metres. The external lighting shall be installed, maintained and operated strictly in accordance with these documents and drawings.

- 8. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking or re-enacting that Order with or without modification) no building, structure, fixed plant or machinery shall be erected, extended or installed on the site.
- 9. The total number of vehicle movements associated with the importation and exportation of wastes and materials shall not exceed 150 movements (75 in and 75 out) per day Monday to Saturday. All vehicles carrying wastes shall not leave the site unless its wheels and underside chassis are clean so as to prevent materials, including mud and debris, being deposited on the public highway.
- 10. The surfacing of the access and internal yard areas 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.
- 11. The rating level of noise emitted from any plant or equipment on site shall not exceed the background level by more than +5dB(A) at any time. The noise levels shall be taken at the nearest noise sensitive premises. The measurements and assessment shall be made in accordance with the BS4142:2014 (or an equivalent successor standard or other noise measurement methodology).
- 12. The details of the approved scheme shall be maintained for the duration of the development to ensure a Greenfield run-off rate as identified on page 17 of the Flood Risk Assessment 'Proposed Materials Recycling Facility, Boundary Lane, South Hykeham, LINCOLN LN6 9NQ' (date stamped received 10 April 2017).
- 13. Notwithstanding details of firefighting water provision, shown on Drawing No. GBM1031/05/03 Rev 1 'Plan2 Indicative Operational Layout' (received 10 April 2017) the site shall not accept waste until further details of the above ground vessel to include capacity and design have been submitted to and approved in writing by the Waste Planning Authority. The approved scheme shall be implemented in full and maintained for the duration of the development.
- 14. A total of no more than 49,500 tonnes of material shall be brought to the site as shown within the red line boundary on Drawing No. GBM1031/05/03 Rev 1 'Plan2 Indicative Operational Layout' (received 10 April 2017) per calendar

year, for the purposes of the development hereby permitted. The operator shall maintain records of their quarterly waste imports to the site which shall be retained for at least two years and be made available to the Waste Planning Authority within 28 days of request.

Reasons

1. To comply with Section 73A of The Town and Country Planning Act 1990 (as amended).

2, 3, 4 & 14

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

- 5. To define the hours of operation in the interests of limiting the effects of the development on local amenity.
- 6 8 To minimise the visual impacts of the development on nearby residents and the wider area.

9 & 10

For the avoidance of doubt and to ensure impacts on highway capacity and safety have been fully considered.

- 11. To minimise the potential nuisances and impacts of noise on nearby residents and the wider area.
- 12. To prevent the increased risk of flooding, both on and off site.
- 13. To ensure an adequate supply of firefighting water.

Informatives

Attention is drawn to:

(i) Upper Witham Internal Drainage Board:

'Under the terms of the Land Drainage Act 1991 and the Board's Byelaws, the prior written consent of the Board is required for any proposed works or structures in, under, over or within 6m of the top of the bank of any watercourse. There is an earth bank within the 6m, this has been consented by the Board. Any additional works within this distance will required an additional consent. The Board will not accept any liability for the stability of the banks of South Hykeham Catchwater. Any new outfall to a watercourse requires the prior written consent of the Board under the terms of the Land Drainage Act. 1991 and should be constructed to the satisfaction of the Board. Guidance notes and an application form are attached for the use of the agent.'

(ii) In dealing with this application the Waste Planning Authority has worked with the applicant in a positive and proactive manner by seeking amendments to the application in order to ensure that the development is capable of being supported and accords with the objectives and policies of the Development Plan. 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

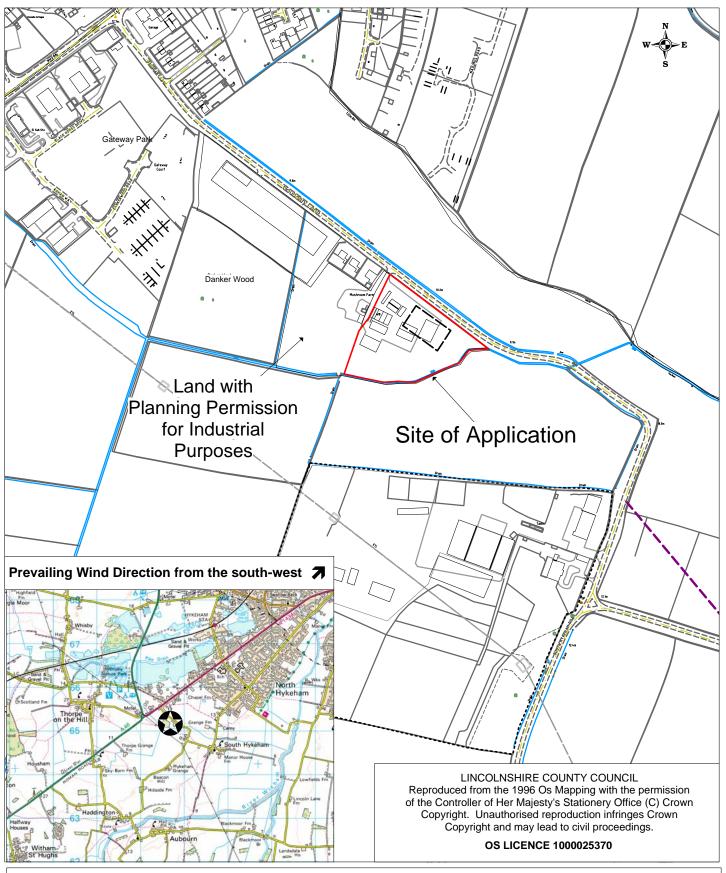
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Planning Application File: 17/1809/CCC and N75/0625/17	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 and Development Management Plan (CSDMP) (2016) and Site Location Document (SLD) (2017)	Lincolnshire County Council website www.lincolnshire.gov.uk
Central Lincolnshire Local Plan (2017)	North Kesteven District Council website www.n-kesteven.gov.uk

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

LINCOLNSHIRE COUNTY COUNCIL

PLANNING AND REGULATION COMMITTEE 5 FEBRUARY 2018



Location:

Mushroom Farm Boundary Lane South Hykeham

Application No: 17/1809/CCC

Scale: 1:2500

Description:

To vary condition 7 of planning permission N75/0625/17

Page 75



Agenda Item 6.1



Regulatory and Other Committee

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

Report to: Planning and Regulation Committee

Date: 5 February 2018

Subject: County Council Development – 137007

Summary:

Planning permission is sought for the construction of a 60m diameter roundabout along with associated realignment and improvement works to the existing A46 Dunholme/Welton junction including new landscaping, drainage and lighting proposals and the stopping up of part of Lincoln Road and diversion of a Public Right of Way at Dunholme, Lincoln.

Recommendation:

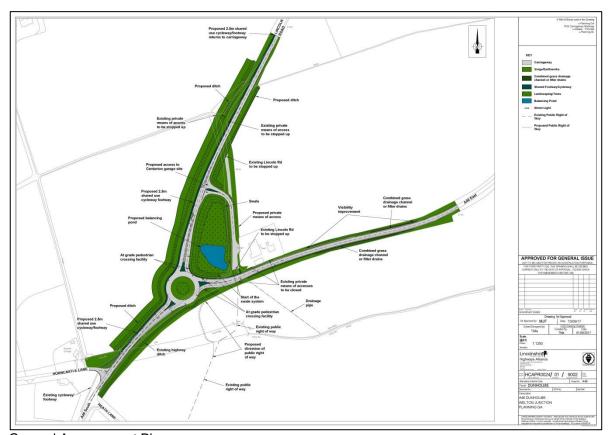
Following consideration of the relevant development plan policies and the comments received through consultation and publicity it is recommended that conditional planning permission be granted.

The Application

- 1. Planning permission is sought for the construction of a 60m diameter roundabout along with associated realignment and improvement works to the existing A46 Dunholme/Welton junction including new landscaping, drainage and lighting proposals and the stopping up of part of Lincoln Road and diversion of a Public Right of Way at Dunholme, Lincoln.
- 2. The development is primarily being proposed in order to address existing highway capacity and safety issues at the A46/Lincoln Road junction, however, has also been designed for 15 years growth in accordance with the Design Manual for Roads and Bridges guidance. The principal objectives of the scheme are therefore to:
 - enhance safety at the junction and improve visibility so as to reduce accidents;
 - reduce congestion on the A46 which is a principal road into Lincoln. The current junction operates beyond capacity during peak times and as such can lead to significant queuing on Lincoln Road, and;
 - manage existing and future traffic growth which is expected to arise as a consequence of planned residential development in and around the villages of Welton and Dunholme. For example, it is anticipated that 848

residential units will be built in the two villages over the course of the current Plan period.

- 3. The key elements of the proposed scheme are as follows:
 - construction of a 60m diameter, 3 spur roundabout to replace the existing T junction where the A46 and Lincoln Road converge;
 - construction of a new section of highway which would realign and replace part of Lincoln Road into and out of Welton village;
 - changes to the vertical alignment of the A46 to the east of the junction so as to improve visibility on the approach to the new roundabout junction;
 - provision of a 2.5m wide shared use cycleway/footpath within the extent
 of the development footprint. This path would run alongside the route of
 the new highway and roundabout junction and would connect to the
 existing footway close to Horncastle Lane and terminate opposite the
 existing footway on Lincoln Road;
 - permanent stopping up of three private means of access onto the A46 and the construction of a new dedicated access to/from Lincoln Road to serve the existing local businesses which are close to the site;
 - permanent diversion of a Public Right of Way which lies to the south of the junction and creation of a new route along with at grade pedestrian crossing points across the scheme;
 - proposals for new and replacement landscaping as well as drainage infrastructure including a balancing pond, swales and ditches in order to ensure surface waters are appropriately managed and disposed of.



General Arrangement Plan

- 4. It is anticipated that construction of the scheme would take approximately 912 months to complete and so would be expected to be open for use by
 2020. However, whilst there is a clear and urgent intention to carry out the
 development as soon as possible, the applicant has requested that a
 condition be imposed on any permission granted which would require the
 commencement of the development within seven years rather than the
 standard three years. This extended period of time is sought so as to allow
 sufficient time to complete the land assembly process, which can be a
 lengthy process, and to ensure all funding is secured before the
 development can begin. Such an extended period of time is able to be
 granted by a Local Planning Authority where this is considered appropriate.
- 5. In accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 a screening opinion has been carried out which concluded that the proposed development is not EIA development and therefore need not be supported by an Environmental Statement. However, given the nature of the proposed development a series of detailed technical assessments and reports have been carried out in support of the application which include the following:
 - Design & Access Statement
 - Planning Statement
 - Flood Risk Assessment
 - Drainage Strategy
 - Transport Assessment
 - Minerals Assessment
 - Cultural Heritage Desk-based Assessment inc. archaeological assessments
 - Preliminary Ecological Assessment inc. Bat Survey
 - Arboricultural Impact Assessment,
 - Tree Survey & Landscaping Proposals.
- 6. An outline and summary of keys elements of the above documents and details of the proposed development are set out below:

Environmental & Amenity Considerations

7. Landscaping: The realignment of Lincoln Road would result in the loss of two small sections of hedgerow although the works have been designed to keep this loss to a minimum. Replacement hedgerow would be planted along the western extent of the new alignment. Further landscape planting would be carried out to replace lost highway trees and hedgerows, as well as retain and reinforce wooded sections associated with the road corridor. A key feature of the proposed landscaping scheme is located to the north east of the proposed roundabout which would incorporate a balancing pond that would incorporate ecological features, together with a mix of wet woodland, scattered trees and species-rich grassland. This feature would not only benefit wildlife with potential to increase biodiversity but also accommodate sustainable drainage requirements.

The landscape proposals overall seek to integrate the proposed scheme within the surrounding landscape and reduce the visual effects of the development through screening and softening the setting, particularly for road users, but also for nearby existing and future receptors.

8. Flood Risk & Drainage: The proposal site lies within Flood Zone 1 which is a zone that is categorised as being at the lowest probability of flooding from main rivers or sea. As a highway project, the scheme is classified as being 'Essential Transport Infrastructure' that is a compatible for development in this zone. The Flood Risk Assessment submitted in support of the application indicates that around 24% of the total area of land subject of the application would be composed of impermeable surfacing. This is an increase of 10% when compared with the existing layout. In order to ensure that all surface waters associated with the scheme are appropriately managed and would not give rise to increased risk of flooding either on or off-site, a comprehensive drainage strategy has be deigned and proposed.

The drainage proposals entail the collection of the highway surface water run-off by the use of sustainable drainage features such as cut-off drains, highway drains, swales and grass channels. All these sustainable drainage features would act as a pre-treatment pollution control stage, attenuating and treating any pollutants washed away from the highway.

At the northern side of Lincoln Road the sustainable drainage features are proposed to discharge into and exit a riparian drain located at the northern-eastern side of the site. The remaining sustainable drainage features are proposed to discharge into a proposed balancing pond located to the north east of the roundabout. The balancing pond would discharge into an existing riparian open drain, at a reduced flow rate, located at the southern-eastern side of the site via a piped network. Both riparian open drains run to the east to discharge into the Internal Drainage Board Southern North - Fen Drain which is located approximately 2 km to the east of the site.

9. Nature Conservation: A survey of the proposal site, the land immediately adjacent to it, and a single pond located 500m within the boundary of the site has been carried out. Habitats present within the site were identified and recorded along with an assessment as to whether these would support (or there were signs that they) support legally protected and notable or rare species.

The survey confirms that the proposal site largely comprises of arable farmland and contains species poor hedgerows, small areas of semi-improved grassland, water/drainage ditches and a small area of broadleaved woodland. The surveys did not identify the presence of any important or statutorily designated habitats such as SSSIs and although bats have been recorded in the area they were not found to be present within the site. The pond located within 500m of the site was assessed as being of low suitability to support great crested newts and whilst badgers have been recorded in the area and an annex sett lies within the footprint of the site, this appears to have been partially used. Although works are anticipated to

result in some disturbance to badgers, these would be limited by setting up exclusion zones prior to works taking place and, if necessary, all works would be carried out under the terms of Licence obtained from Natural England.

- 10. Pedestrians and Cyclists: As part of the proposals existing footpaths alongside the road would be maintained and reinstated with hard surface to match current standards. A combined 2.5m footpath/cycleway is also proposed to run parallel with the A46 between Horncastle Lane and the proposed roundabout on the north side. The footpath/cycleway would then continue on the west side of Lincoln Road for the extent of the proposed scheme
- 11. <u>Public Right of Way Diversion</u>: The scheme affects a PRoW which would be diverted. The applicant considers that the diversion of the PRoW would be in the interests of the public and landowner.
- 12. <u>Lighting</u>: Improved street lighting is proposed as part of the development which would be LED lit with passively safe columns on all arms of the roundabout.

Site and Surroundings

13. The application site is located 4.5 miles to the north east of Lincoln near to the villages of Welton and Dunholme. Apart from the land in use as public highway, the surrounding area is mainly in agricultural use. There is a former service station that is located to the east of the junction of the A46 with Lincoln Road which is now accommodates a number of small businesses including AMS Hand Car Wash, Motor Wise (a used car dealer) and Centurion Garage. Access to AMS Hand Car Wash and Motor Wise is direct from the A46 and access to the Centurion Garage is from Lincoln Road.



View east along A46



View of existing A46/Lincoln Road Junction



View west along A46

- 14. There is no other development within the vicinity of the junction. The closest residential properties are to the west of the application site at Horncastle Lane and Heath Lane. The property on Heath Lane is a Grade II listed building and comprises of a detached 18th century barn and stable on the site of Scothern Cliff Farmhouse (approx. 180m from the nearest point of the application boundary). There is also a farm and outbuildings to the north of the application site, known as Dunholme Lodge.
- 15. A footpath is located on the south side of the A46 (from the west), which crosses to the north side at Horncastle Road. This footpath then continues to Lincoln Road for a distance of 70m where it terminates. A Public Right of Way (PRoW) starts opposite the junction and extends to the south west. There is also a bridleway to the west of the proposed scheme running north/south.



Main Planning Considerations

National Guidance

16. 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

Paragraph 17 – Core planning principles

Paragraphs 29 to 41 – Promoting sustainable transport

Paragraph 103 – Flood risk considerations

Paragraph 120 – Protection of the natural environment and general amenity

Paragraph 123 – Quality of life and noise

Paragraph 125 – Impacts of light pollution

Paragraphs 128 to 136 – Assessing the impacts of development on heritage assets

Paragraphs 186 & 187 – Proactive, positive decision making

Paragraph 206 – Use of planning conditions

Paragraphs 215 & 216 – Status of Local Plans, policies and their consistency with the national policy.

Local Plan Context

17. Central Lincolnshire Local Plan (CLLP) (April 2017) – the following policies are of relevance to this planning application:

Policy LP1 (Presumption in favour of sustainable development) confirms that the plan will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It also states that planning applications that accord with the policies in the CLLP will be approved without delay, unless material considerations indicate otherwise.

Policy LP12 (Infrastructure to support growth) recognises that growth needs to be supported by necessary infrastructure be that roads to support and aid travel, new schools for education and health facilities to support good health. This policy sets out the overarching framework for delivering infrastructure to support growth and states that all development should be supported by, and have good access to, all necessary infrastructure.

Policy LP13 (Accessibility and transport) states that development proposals which contribute towards an efficient and safe transport network that offers a range of transport choices for the movement of people and goods will be supported. The policy lends support to proposals that would improve and manage the strategic and wider highway infrastructure to benefit local

communities and also which would improve and enhance linkages or networks for cyclists and pedestrians.

Policy LP14 (Managing water resources and flood risk) requires all development proposals to demonstrate that there is no unacceptable increased risk of flooding to the development or to existing properties as a result of it and that any impacts on surface and ground water are appropriately considered and managed.

Policy LP17 (Landscape, townscape and views) seeks to protect and enhance the value of our landscapes and townscapes by ensuring that all development proposals take account of views in to, out of and within development areas and requires development to be designed to preserve or enhance key local views and vistas, and create new public views where possible.

Policy LP25 (Historic environment) seeks to protect, conserve and seek opportunities to enhance the historic environment and requires development proposals to demonstrate that their impact on heritage and non-designated heritage assets have been appropriately assessed and taken into consideration in the determination of proposals.

Policy LP26 (Design and amenity) states that all development proposals must take into consideration the character and local distinctiveness of the area (and enhance or reinforce it, as appropriate) and create a sense of place. They must also ensure that the amenity of persons affected by a development is not unduly harmed as a result of a development. A range of different criteria and issues are identified which, where applicable, should be taken into consideration when determining applications.

18. Lincolnshire Minerals & Waste Local Plan: Core Strategy and Development Management Policies (2016) – the following policy is of relevance to this proposal:

Policy M11 – Mineral Safeguarding Areas

Results of Consultation and Publicity

19. (a) <u>Dunholme Parish Council</u> – welcomes the proposal which it is recognised seeks to improve the current dangerous junction in order to reduce the number of serious personal injury and damage-only accidents which frequently occur there.

The Council however feels that insufficient attention has been given to the junction of the A46 with Horncastle Lane which, especially at busy times, often causes a sudden braking of traffic behind a vehicle intending to turn right from the main road into Horncastle Lane. At present there is a reasonable distance between the current junction of the A46 with Lincoln Road, Welton and the Horncastle Lane junction, but sudden braking is nevertheless sometimes needed in order to avoid

queuing traffic. The proposed new roundabout is closer to the Horncastle Lane junction and Lincoln-bound traffic may well be accelerating away from the roundabout and so could be suddenly faced with a tailback behind a stationary vehicle awaiting the opportunity to turn right into Horncastle Lane. The council feels that a reasonable solution to this problem would be the creation of a right-hand turn refuge lane on the main road, thus allowing Lincoln-bound traffic to continue on its journey while the right-turning vehicle awaits a suitable gap in on-coming traffic in order to complete its turn.

As a further point, it is also commented that the opportunity should be taken during construction work to ensure that the sight lines for vehicles turning out of Heath Lane are considerably improved over those currently available.

- (b) Welton Parish Council (adjoining) has commented that they would like to see priority given to the delivery of a cycleway in tandem with this scheme and for clear signs for cyclists on the roundabout. It is stated that back in 2015 the County Council indicated that such a cycleway would be incorporated into this scheme.
- (c) <u>Scothern Parish Council (adjoining)</u> support the proposal.
- (d) Environment Agency has reviewed the application's supporting Environmental Desk Study Report and notes that this confirms the presence of a historic landfill site underlying part of the proposed development site. The presence of this site presents a potential contamination risk to controlled waters if this is not appropriately managed and controlled waters are particularly sensitive in this location because the proposed development site is located upon a principal aquifer. The Agency has however stated that they are satisfied that it will be possible to suitably manage any potential risks but recommend that a planning condition be imposed which would require the submission of a remediation strategy for approval. Such a strategy should include details of further site investigation works and based on these details of any mitigation or remediation measures that need to be undertaken.
- (e) Natural England no comments.
- (f) <u>Lincolnshire Wildlife Trust (LWT)</u> has confirmed that having read the information included with the application they would not expect any significant impacts on statutory or non-statutory designated sites in the vicinity, or on any protected or priority habitats or species, provided that the consultants recommendations are implemented.

LWT has also commented that they would strongly support the proposals for a balancing pond, swales, wet woodland and species rich grassland to be created under the landscaping scheme and these should all contribute towards a net gain in biodiversity from the project

and will assist in the achievement of Lincolnshire Biodiversity Action Plan targets through the creation of priority habitats.

Recommendations are also given in respect of the species mix for proposed landscaping, slope profiles around the balancing pond and that consideration is given to the provision of hibernacula within areas of terrestrial habitat adjacent to the pond. These additional and advisory comments could be appropriately drawn to the attention of the applicant by way of an Informative.

- (g) <u>Historic England</u> does not wish to offer any comments and has suggested that the views of the Council's own specialist conservation and archaeological advisors be taken into account.
- (h) Historic Environment (Lincolnshire County Council) in respect of the built environment, it is acknowledged that there is a Grade II listed building that will be affected by the proposed works in terms of the potential visual impact on the buildings and their setting. However, there will be some mitigation for this as the existing trees shown on the Landscaping Plan between the development and the buildings will screen views. Therefore no objections are raised in this regard.

In terms of potential archaeological impacts, having considered the information contained within the application and the results of further trial trenching, they have confirmed that the results are such that it would not be reasonable to ask for further archaeological fieldwork either for evaluation or subsequent mitigation of the proposed groundworks. However it is recommended that an archaeological condition be imposed which would require the applicant to submit a copy of the report on the evaluation fieldwork undertaken to be deposited in the archive.

- (i) Public Rights of Way (Lincolnshire County Council) having taken into account the information and justification put forward by the applicant regarding the need to divert the Public Right of Way, the PRoW Team has confirmed that the proposal is acceptable. It is advised that any diversion should be carried out under the Highways Act 1980 s.119 and would enable safe passage of pedestrians once the roundabout project has been completed.
- (j) Minerals & Waste Planning Policy Team has advised that given the particulars of this proposed development, they are satisfied that the assessment is proportionate and sufficient to qualify as a "Minerals Assessment" for the purposes of Policy M11 of the Minerals and Waste Local Plan: Core Strategy and Development Management Policies (2016) document. It is stated that having regard to the scale, nature and location of the proposed development, and the history of the site and adjacent land, the Minerals Assessment has demonstrated that in accordance with the criteria set out in Policy M11, prior extraction of the remaining mineral would be impractical, and the development could not

reasonably be sited elsewhere. Accordingly, no safeguarding objections are raised.

20. The following bodies/persons were consulted on the application on 11 October 2017 but no comments or response had been received within the statutory consultation period or by the time this report was prepared.

Local County Council Member, Councillor Rawlins
Public Health (Lincolnshire County Council)
Arboricultural Officer (Lincolnshire County Council)
Ramblers Association
British Horse Society
Lincolnshire Field Paths
Anglian Water

- 21. The application has been publicised by way of notices posted a various locations around the site and in the local press (Lincolnshire Echo dated 19 October 2017). Letters of notification were also sent to 145 properties which lie in the vicinity of the development site and which were considered likely to potentially be affected by the proposal.
- 22. Four representations have been received which, whilst not directly objecting to the scheme, do contain more general comments/suggestions in relation to the proposal and possible alternatives to that being promoted. A summary of these is given below:
 - General support development as this would reduce accidents on the A46/Welton junction. The construction of a huge roundabout however is not the answer and would be costly.
 - Rather than a roundabout it is suggested that a cheaper option would be
 to install traffic lights at the junction or alternatively the speed limit on the
 A46 could be reduced to 30mph and average speed cameras installed
 on this part of the road. The right-hand turn into Welton and access to
 and from the garage/car wash onto the A46 should also be prohibited.
 - A footpath/cyclepath from Welton village to the A46 should be provided at the same time as this project. This would reduce the relative cost of separate construction and improve safety for all road users including pedestrians and cyclists and not just motorists.
 - Concerns raised about potential impacts of light pollution and noise on properties and residents living closest to the scheme.
- 23. A local business (Motorwise) which operates from the former service station adjacent to the A46/Lincoln Road junction has also sent a representation directly to the applicant about the proposed development and in this has raised a series of concerns about the project. These concerns are summarised below and whilst the letter has not been made directly to the planning section, for completeness, it is considered appropriate to take these into account:

- lack of consultation or contact with the business about the project either prior to, or following its submission;
- major disruption to the operations of the business during its construction which could detract potential customers and sales which could put the business at financial risk. Around 30% of sales are from passing trade and a local customer base and around 50% from internet sales. Concerns that the disruption during the construction phases could make it difficult for potential customers to access the site and result in the loss of trade;
- concerns about potential impacts of increased dust, debris, noise and disruption which could affect the sales environment and presentation of vehicles:
- concerns regarding the impact on bus service routes during the construction phase and impacts this may have on staff who rely on them;
- concerns about reduced access to the site following completion of the
 project in particular as a result of the removal of the existing direct
 access onto/off the A46. Also concerns that the shared access with the
 other businesses, notably AMS Car Wash, would not be practical due to
 customer safety and an infringement on the activities of both businesses.

District Council's Observations

24. West Lindsey District Council has confirmed that they have no comments to make on the proposal.

Conclusion

Need & Benefits

25. The proposed roundabout and associated improvements works would replace the current A46/Lincoln Road T junction and help to improve traffic flow and address known highway safety and congestion problems that arise due to its current design. A number of representations received during the consultation process have suggested that alternatives to the roundabout scheme could be implemented in order to achieve the same overall objectives. These include reducing traffic speeds to 30 mph along a section of the A46, restrictions on the turning arrangements into and out of Lincoln Road and also changes to the turn right facility onto Horncastle Lane. The applicant has considered these alternative options but advised that the development of this proposal has been done to current national standards taking account constraints such as safety the future capacity requirements of the junction given the proposed and planned future developments in and around the area. The introduction of a speed limit and cameras on this section of the A46 was not considered appropriate in this particular case and instead an engineering solution was identified as necessary to best meet the scheme objectives. With regard the suggested changes to the right turning into Horncastle Lane, these are noted however traffic flows and accident records at this junction have been reviewed and it is considered that the current junction layout is satisfactory. Whilst this junction lies outside the footprint of this development, the roundabout will reduce vehicle speeds and

as part of the new scheme the visibility splays will be improved by cutting back vegetation that has encroached into the verge. The scheme will therefore provide benefits which extend beyond the immediate footprint of the site.

- 26. As part of this development, existing means of access serving three local businesses would be closed and a new single shared access created off Lincoln Road. The concerns of a local business about the impacts of the construction phase of the development and potential issues regarding the alternative means of access are noted and whilst it is accepted this project could have some negative impacts on private interests, overall I am satisfied that these are outweighed by the wider public benefits that this scheme offers in terms of improved traffic flow, reduced congestion and a safer junction design which would help to reduce traffic accident rates.
- 27. The proposed scheme and associated improvements would help to improve the safety and function of the highway network and also facilitate in the future growth and delivery of wider economic and social benefits in and around the area. Although the improvements proposed as part of this development are not identified as a specific project or scheme within the 4th Lincolnshire Local Transport Plan (LTP4) works such as these are recognised as being a key in helping to tackle growing levels of congestion and to support the planned growth in and around Lincoln. As a result, such a scheme would support the objectives and principles promoted by the NPPF and CLLP Policy LP13.

Landscape & Visual Impacts

28. The roundabout and new section of highway would result in the permanent loss of an area of arable farmland and so would have an inevitable impact on the visual appearance of the existing landscape. These impacts would be permanent however over time soft landscaping carried out would mature and help to soften the impacts of the scheme on the local area. Other impacts, such as those from street lighting, would also be minimised by using LED and energy efficient lighting that directional lighting and so reduces light spill. Conditions have been recommended to secure the specific details of these matters and when considered on balance, I am satisfied that any adverse impacts on the local landscape are outweighed by the benefits of the proposal and therefore is acceptable and accords with CLLP Policy LP17 and LP26.

Noise

29. Potential noise impacts associated with the construction of the scheme are largely associated with the movement of plant and machinery and general construction activities (e.g. excavation, drilling, engine noise, etc). Given the location of the development there are very few residential properties in close proximity to the proposed works and those that are present are at some distance. Any noise associated with the construction phase would be temporary in duration and given their distance are unlikely to be of such a

magnitude that they would have an unacceptable adverse impact on the amenity of nearby residents. I am satisfied that any impacts associated with these activities could be satisfactorily addressed through the adoption of good site management practices including regular maintenance of plant and machinery, programming of works so as to limit working to normal hours of working, etc.

- 30. In terms of noise following the completion of the works, as the proposed changes to the junction are primarily for safety improvements it is not anticipated that total flow rate, speed and composition (i.e. percentage of heavy goods vehicles) on the A46 and Lincoln Road would be significantly altered as a consequence of the development itself. As such it is not expected there would be any changes in road traffic noise levels and/or air quality at the nearest receptors.
- 31. Therefore, on balance, the development is considered to accord with the objectives of the relevant policies in relation to noise as contained within the NPPF and CLLP Policy LP26.

Nature Conservation and Landscaping Proposals

- 32. The proposal site largely comprises of arable land that has been intensively farmed and therefore is of limited ecological value. The surveys conducted have not identified the presence of protected species such as bats or great crested newts within the site and whilst there is evidence of badgers within the area best practice measures and exclusion zones would be adopted to minimise disturbance to them during work. If necessary, all works would also be carried out under licence obtainable from Natural England. Lincolnshire Wildlife Trust has been consulted on the application and have raised no objection and therefore subject to the development being carried out in accordance with the recommendations set out in the supporting information, I am satisfied that any impacts could be minimised or mitigated to an acceptable degree.
- 33. In respect of landscaping, new planting is to be carried out as part of the scheme and this would help to replace that which is lost as a consequence of the development but also includes areas of new planting. Subject to its implementation the planting would help to soften and mitigate the visual impact of the scheme on the surrounding area as well as provide potential habitats and features that could help to support wildlife and improve biodiversity interest. The landscaping proposals are therefore considered to accord with the objectives and principles promoted by the NPPF and CLLP Policy LP17 and LP26.

Flood Risk & Drainage

34. The development has been designed to include measures to ensure that surface waters from the highway are appropriately managed and therefore would not give rise to increased risk of uncontrolled surface water run-off and consequential flooding either on or off-site. Surface waters from the

improved road network would be managed through a series of measures including those which adopt sustainable drainage techniques as well as pipes and eventual controlled out-falls into existing IDB maintained drainage systems. No objections have been raised from a flood risk perspective from the Environment Agency and as the scheme has been designed by the Highway Authority, no objection has been raised from the Highway & Lead Local Flood Authority.

35. Taking into account the above, I am satisfied that the development would accord with the policies in relation to flood risk and drainage as contained within the NPPF and CLLP Policy LP14.

<u>Cultural Heritage and Archaeology</u>

- 36. The application is supported by a Cultural Heritage Desk-based Assessment which contains a detailed evaluation and assessment of the potential impacts of the proposed development on designated and non-designated (e.g. archaeological) assets.
- 37. The assessment confirms that there are no Scheduled Monuments, World Heritage Sites, Registered Battlefields, Conservation Areas or Registered Parks or Gardens within the proposed development footprint of wider study area. There is however one Grade II listed building which is located to the south of the proposed new roundabout. Potential impacts upon this property are considered to be the visual impact of the scheme upon the wider setting of this property.
- 38. The works associated with this project are largely restricted to the land immediately adjoining the existing carriageway and/or affect land that is some distance from the property. The Historic Environment Team has considered the proposal and raised no objection to the scheme from a built environment perspective. The development would not directly affect land falling within the curtilage of this property and any visual impact would be softened by the existing intervening soft-landscaping and new planting proposed as part of the scheme. I am therefore satisfied that the impact of this development upon the setting of this property would be limited and acceptable.
- 39. In terms of archaeology, following discussions with the Historic Environment Team further field evaluations/investigations including trial trenching of the land affected by the development have been carried out. Having completed these further works the Historic Environment Officer has confirmed that they are content that the trenching undertaken has identified quite conclusively that the archaeological potential is limited. However, it is recommended that planning condition be imposed on any permission granted which would ensure that the reports and findings of the further investigations and evaluations conducted are deposited within the archive.
- 40. Overall it is concluded that the proposals would not have a significant adverse impact upon the character or setting of the listed building or

features of archaeological interest and therefore accords with the objectives of the NPPF and CLLP Policy LP25.

<u>Landscaping & Nature Conservation</u>

41. New landscape planting would be carried out as part of the scheme to replace that which would be lost as a consequence of the works but also to help soften and mitigate the visual impact of the scheme on the surrounding area. Further details of proposed landscaping works can be secured by way of a condition and subject to this and their implementation I am satisfied that the proposal would be in accordance with the principles promoted by the NPPF CLLP Policy LP17 and LP26.

Impact on underlying Minerals Reserves

- 42. The proposal site lies within a Mineral Safeguarding area and therefore the applicant has undertaken and submitted a Minerals Assessment in support of the application. The Mineral Assessment contains a high level assessment of the underlying geological deposit and sets out the reason why the applicant feels the proposal should be allowed and complies with the requirements of Policy M11.
- 43. Whilst the proposal would sterilise potential underlying mineral reserves, having had regard to the scale, nature and location of the proposed development and the history of the site and adjacent land, Officers are satisfied that prior extraction of any remaining mineral within the footprint of the development would be impractical and the development could not reasonably be sited elsewhere. The Minerals and Waste Planning Policy Team have reviewed the Minerals Assessment report and confirmed that there are no safeguarding objections to the development and therefore the development would be in compliance with Policy M11.

Impact on Public Right of Way

- 44. The scheme affects a Public Right of Way (PRoW) which the applicant proposes to permanently divert to a new route within the footprint of the development. Currently the existing footpath leads onto the A46 with no suitable places to cross the road safely. The proposed new route would create pedestrian dropped crossing points adjacent to the roundabout and allow pedestrians to cross in two separate movements where traffic speeds are slower. The proposed diverted route would be more convenient as it would be a field edge footpath and not a cross field path route and therefore be in the interests of both the public and landowner. During the construction of the scheme, the applicant states that the PRoW would be temporarily closed to allow for the construction works to take place but the new route would then be used so as to maintain access in the longer-term.
- 45. The Public Rights of Way Officer has been consulted on the proposals and confirmed that the proposed diversion is acceptable and advised that this should be carried out under the Highways Act 1980 s.119 to enable safe

- passage of pedestrians once the roundabout project has been completed. No comments or responses have been received from any of the other non-statutory bodies/organisations that have an interest in footpaths and public rights of way.
- 46. Having taken into account the above, I am satisfied that the alternative route proposed for the PRoW, and the improved crossing arrangements secured as part of the scheme, would lead to an improved and safer route for users and thus enhance their experience when compared to the existing. These benefits therefore outweigh any impacts that would be incurred as a result of the diversion and consequently the scheme is supported.

Human Rights Implications

47. 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.

Final Conclusions

48. The proposed works would help to improve the safety and function of the highway network by improving traffic flow, reducing congestion and help to reduce traffic accident rates and known highway safety issues. Subject to the implementation of the mitigation measures identified within the application and suitable planning conditions, I am satisfied that the development could be undertaken in a manner where the level of impact would be acceptable and would not significantly conflict with the wider objectives or development control policies contained within the Development Plan.

RECOMMENDATIONS

That planning permission be granted subject to the following conditions:

Commencement

1. The development hereby permitted shall be commenced within seven years of the date of this permission. Written notification of the date of commencement of development shall be sent to the County Planning Authority (CPA) within seven days of commencement.

Reason: Due to the importance of this scheme and given the complexities of funding and land assembly, an extended period of time to implement the planning permission is considered acceptable.

Approved Documents

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 by details subsequently approved pursuant to those conditions. The approved plans and documents are as follows:

<u>Documents & Drawings</u> (date stamped 19 & 20 September 2017)

Planning Application Form, Planning Statement, Design & Access Statement, Flood Risk Assessment, Drainage Strategy, Transport Assessment, Preliminary Ecological Assessment, Arboricultural Impact Assessment and Environmental Desk Study and the following drawings:

HCAPR0024/01/9002 – Welton Junction Planning GA HCAPR0024/01/9003 – Welton Junction Planning X-Section HCAPR0024/01/6500 – Welton Junction Landscaping

Reason: To ensure that the development is carried out in accordance with the details as contained in the application.

Environmental Controls

- 3. No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved in writing by the County Planning Authority. The CMP shall include details of measures to be adopted during all works to minimise noise and dust emissions and the impacts of vibration arising from the construction works on the nearest dwellings to the development. The approved plan shall thereafter be implemented and carried out in full accordance with the approved details.
- 4. All vehicles, plant and machinery shall be maintained in accordance with the manufacturer's specification at all times, and shall be fitted with and use effective silencers. Any breakdown or malfunction of silencing equipment or screening shall be treated as an emergency and should be dealt with immediately. Where a repair cannot be undertaken within a reasonable period, the equipment affected should be taken out of service.
- 5. All floodlighting and external site lighting associated with the construction of the development hereby permitted shall be positioned and operated to minimise the potential nuisance of light spillage from the site.

Reason: To minimise the impacts of the construction operations and impacts such a noise, dust and light pollution on the local landscape and nearby dwellings.

Nature Conservation

6. No earthworks, site clearance or ground disturbance works shall take place between March and September, inclusive unless otherwise agreed in writing

with the County Planning Authority. If these works cannot be undertaken outside this time, they should be evaluated and checked for breeding birds by an appropriately qualified ecologist and if appropriate, an exclusion zone set up. No work shall be undertaken within the exclusion zone until birds and any dependent young have vacated the area.

7. No development shall take place until an updated survey for badgers has be undertaken to ensure that no new setts are present and the findings of the survey and any additional mitigation measures proposed shall be submitted to and approved in writing by the County Planning Authority.

Reason: To reflect the recommendations contained within the Ecological Assessment supporting the application and to identify and ensure the survival and protection of important species and those protected by legislation that could be adversely affected by the development.

Archaeology

8. A copy of the final report will be submitted within three months of the work to the County Planning Authority for approval (or according to an agreed programme). The material and paper archive required as part of the written scheme of investigation shall be deposited with an appropriate archive in accordance with guidelines published in The Lincolnshire Archaeological Handbook

Reason: To ensure that satisfactory arrangements are made for the investigation, retrieval and recording of archaeological deposits within the site.

Landscaping

- 9. All trees and shrubs to be retained as part of the development (as identified within Section 7 of the approved Arboricultural Impact Assessment) shall be protected during the construction phase of the development. Tree and ground protection fencing, barriers and measures should reflect the practices and measures as contained within BS5837:2012. All protection fencing, barriers and measures implemented shall be maintained during the course of the construction works on site and removed following their completion.
 - In the event that any trees or shrubs not identified to be removed become damaged or otherwise defective during the construction works, the County Planning Authority shall be notified as soon as reasonably practicable and remedial action agreed and implemented.
- 10. In the first available planting season following the completion of the construction of the development hereby permitted, soft landscape planting shall be carried out within the development footprint in accordance with a scheme and details that have first been submitted to and approved in writing by the County Planning Authority. The soft landscape planting scheme shall contain details including the species, size, number, spacing and positions of

any plants and trees and include details of the measures to be adopted for their future maintenance and five year aftercare. Once implemented all soft landscaping shall be managed in accordance with the approved scheme.

Reason: To ensure that trees and shrubs to be retained are adequately protected from damage throughout the construction period and to secure compensatory soft landscape planting to replace that which would be lost as a consequence of the development.

Contaminated Land

11. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the County Planning Authority) shall be carried out until the developer has submitted a remediation strategy to the County Planning Authority detailing how this unsuspected contamination will be dealt with and obtained written approval from the County Planning Authority. The remediation strategy shall be implemented as approved.

Reason: To ensure that appropriate remediation measures can be secured to protect controlled waters for any contaminated land which may be present within the site.

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.

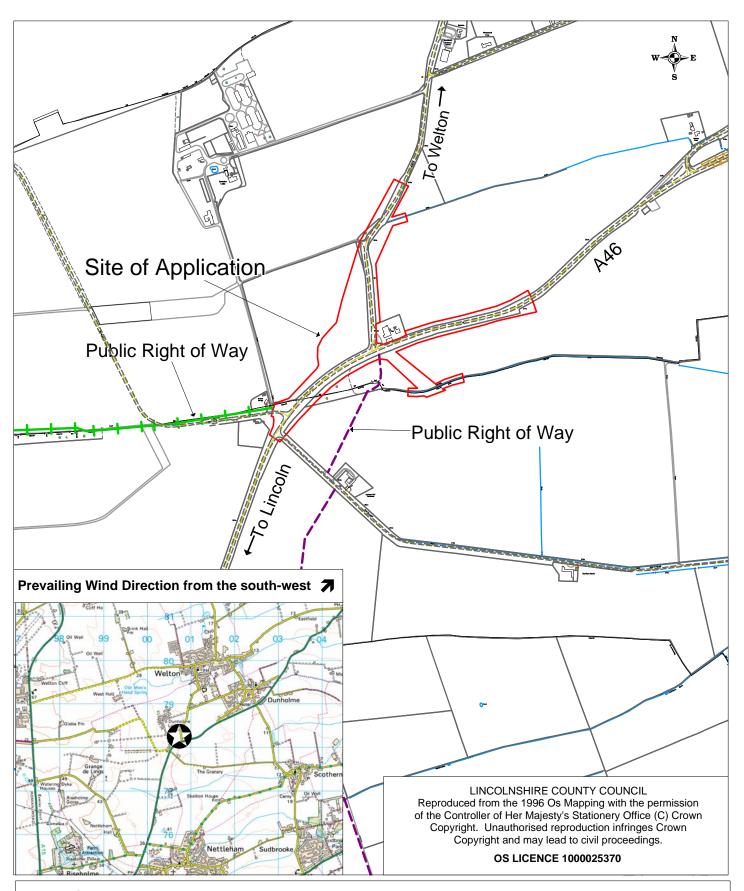
Document title	Where the document can be viewed	
Planning Application File 137007	Lincolnshire County Council, Lancaster House, 36 Orchard Street, Lincoln	
National Planning Policy Framework (2012)	The Government's website www.gov.uk	
Central Lincolnshire Local Plan (2017)	Lincolnshire County Council website www.lincolnshire.gov.uk	
Lincolnshire Minerals & Waste Local Plan: Core Strategy Development Policies (2016)	Lincolnshire County Council website www.lincolnshire.gov.uk	

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

Page 9	98
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LINCOLNSHIRE COUNTY COUNCIL

PLANNING AND REGULATION COMMITTEE 5 FEBRUARY 2018



Location:

Land at the junction of the A46 and Lincoln Road Dunholme

Application No:137007

Scale: 1:10 000

Description:

Construction of a 60m diameter roundabout along with associated realignment and improvement works to the existing A46 Dunholme/ Welton junction including new landscaping, drainage and lighting proposals and the stopping up of part of Lincoln Road and diversion of APublic Right of Way

