

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

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

Summary:

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

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

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

Recommendation:

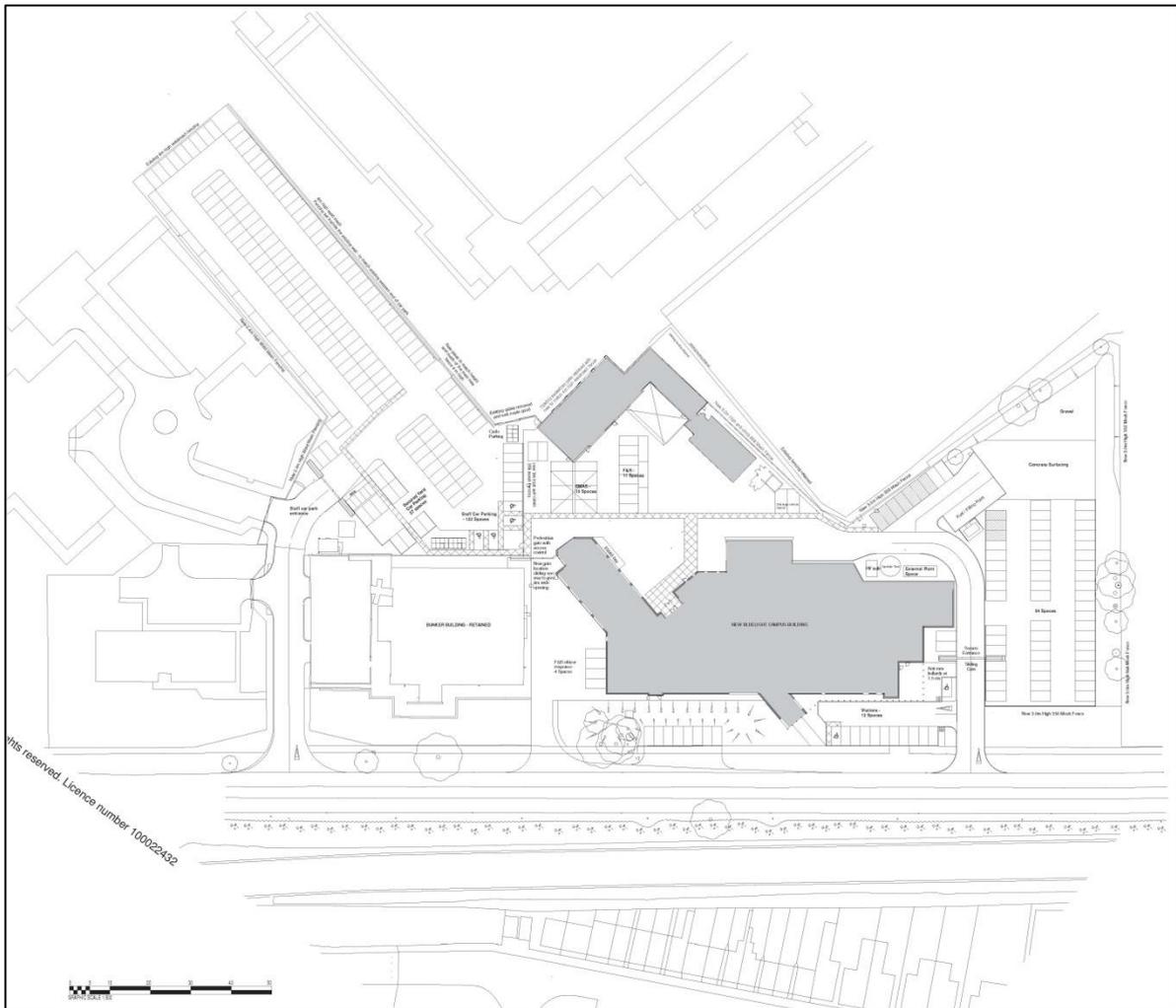
Following consideration of the relevant development plan policies and the comments received through consultation and publicity it is recommended that conditional planning permission be granted.

The Application

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

'Blue Light' building

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



Norr Proposed Site Plan

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

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

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



Cycle & Parking Provision

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

Highway & Site Access Works

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Site and Surroundings

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

Main Planning Considerations

National Guidance

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Local Plan Context

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Results of Consultation and Publicity

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

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

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

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

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

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

District Council's Observations

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

Location and relationship to surrounding area

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

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

Design

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

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

Conclusion

Site Selection and Location

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

Size, Scale and Design Considerations

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

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

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

Highways and Traffic

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

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

Contamination & Pollution Control

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

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

Flood Risk & Drainage

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

Nature Conservation

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

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

Sustainability

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

Miscellaneous

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

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

Human Rights Considerations

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

Overall Conclusions

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

RECOMMENDATIONS

That planning permission be granted subject to the following conditions:

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

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

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

Documents - all date stamped received 5 July 2017

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

Drawings/Plans

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

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

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

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

07:30 and 18:00 hours Monday to Fridays

08:00 to 17:00 hours Saturdays

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

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

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

*See Informative for further information.

Reasons

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

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

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

4 & 6

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

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

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

8 & 12

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

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

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

11.

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

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

Informative

Attention is drawn to:

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

Appendix

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

Background Papers

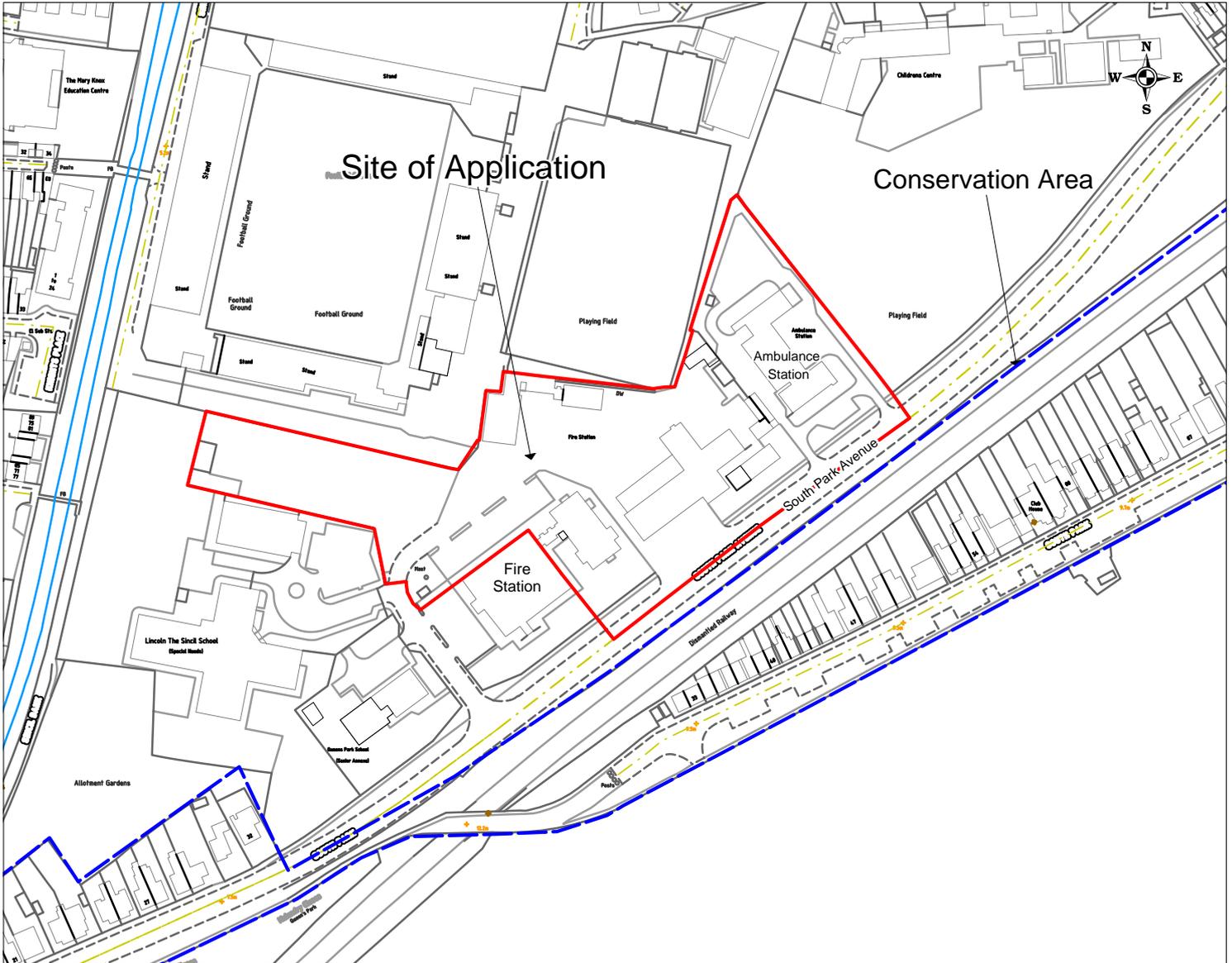
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

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

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

LINCOLNSHIRE COUNTY COUNCIL Appendix A

PLANNING AND REGULATION COMMITTEE 2 OCTOBER 2017



Prevailing Wind Direction from the south-west ↗



South Common

Golf Course

LINCOLNSHIRE COUNTY COUNCIL
 Reproduced from the 1996 OS Mapping with the permission
 of the Controller of Her Majesty's Stationery Office (C) Crown
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OS LICENCE 1000025370

Location:

Lincoln HQ Fire Station
 South Park Avenue
 Lincoln

Description:

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

Application No: L/0832/17

Scale: 1:2500

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