Development Management Delegated Decision Report

B/20/0124



SUMMARY OF APPLICATION						
Application Reference	B/20/0124					
Application Type	Major - Full	Major - Full Planning Permission				
Proposal	Change of use, erection of a first and second floor extensions and buildings alterations to create twelve self-contained flats					
Location	The Studio Nightclub, Craythorne Lane, Boston, PE21 6HA					
Applicant	Mr H Ramo, Zeen Construction Ltd					
Agent	Mr Neil Dowlman, Neil Dowlman Architecture Ltd					
Received Date:	31-Mar-2020		Consultation Expiry Date:		05-Nov-2020	
Valid Date:	07-May-2020		Statutory Expiry Date:		06-Aug-2020	
Date of Site Visit:			Extension of Time Date:		31-Mar-2021	
Objections received?	YES					
5 day notification record:						
Councillors notified	Date	Response received – date		Ok to continue		
Councillor M Griggs	12-Mar-21	NR	NR OF		OK to Delegate	
Councillor Y Stevens	12-Mar-21	12-Mar-2021 Ok		OK to	K to Delegate	
Recommendation	Approve	Approve				
Report by:	Richard Byrne					
Date:	19 March 2021					

OFFICER REPORT

SITE AND SURROUNDINGS:

The site is occupied by a part two and three storey building which was previously used as a nightclub. The building is currently vacant. The site measures an area of 635 square metres and is located in within the town centre boundary and Boston Town Centre Conservation Area.

The site is flanked to the south by 2 and 4 Shodfriars Hall which is a Grade II* Listed Building and to the north 6 and 8 Sibsey Lane which is a Grade II Listed Building. Although 27-29 Market Place which are also Grade II Listed Buildings principally face the main thoroughfare, the buildings are in close proximity to the northwest of the site.

The area generally comprises a mix of housing and commercial uses on the fringe of the retail hub of the town centre. The immediate surrounding area has restricted parking throughout.

DETAILS OF PROPOSAL:



Planning permission is sought for the change of use of the building, the erection of a first and second floor extension and building alterations to create twelve self-contained flats.

During the course of the application the scheme has been amended. The original proposal occupied the majority of the application site where access to the apartments were taken off a central stairwell that was wrapped by the envelope of the building. The bin storage area was on the north side of the building with access also taken from the north to the apartments.

The amended scheme now is a horseshoe arrangement with a central courtyard. Access to seven flats is gained on the south side of the building and the remaining apartments through a gated access on the north side of the courtyard.

The apartments range between one and three bedrooms with open plan living spaces and separate bathrooms. Outlook for the apartments are on the three sides of the building with inwardly facing windows over the central courtyard on all three levels.

The building would be generally raised to a general ridge height of circa 10 metres from ground level where it is constructed with gable pitched roofs following the horseshoe footprint. There is a flat roofed section between the east and west wing which is identified with a contrasting zinc façade. The remaining exterior of the extension is proposed to be finished with facing brick to match the existing and clay pantiles. Window openings will be treated with a black powder coated aluminium frame. The inwardly facing courtyard windows will be finished with treated privacy glazing.

The bin store serving the proposed development is within the envelope of the building and is accessed externally from Sibsey Lane. The courtyard on the northern side is bound by a wall and access gate. The plans indicate the area will be occupied by a cycle storage shed, although details have not been submitted to accompany the application.

The application has been duly considered against the following plans and documents:

- Site Location Plan:
- Drawing No. B/3339-2001D Proposed Elevations and Sections
- Drawing No. B/3339-2002D Proposed Plans
- Drawing No. B/3339 2003C Proposed 3D Views
- Protected Species Survey, dated November 2019 Author: Helen Scarborough
- Engineering Report Reference C14909 Author: Ground Engineering
- Heritage Statement dated Arpil 2020 Author: Elizabeth Mayle
- Acoustic Design Statement, Ref 33516-R2 Author: Sound Solution Consultants
- Transport Assessment dated April 2020 Author: Turvey Consultancy Ltd

Author - Neil Dowlman Architecture Ltd:

- Air Quality Assessment
- Affordable Housing Statement superseded by the submission of a viability appraisal
- Design and Access Statement
- Flood Risk Assessment
- Sustainability Statement
- Sustainable Drainage Assessment
- Utilities Statement

RELEVANT HISTORY:

B/16/0175/FULL - Proposed change of use from drinking establishment (Class A4) to a mixed use of drinking establishment (A4) and lap dancing venue (sui generis). Granted 14 July 2016.

RELEVANT DEVELOPMENT PLAN POLICIES AND DOCUMENTS:

South East Lincolnshire Local Plan (2011-2036)

The following policies contained within the South East Lincolnshire Local Plan (2011-2036) (i.e. SELLP) are relevant to this application:

- Policy 1 Spatial Strategy
- Policy 2 Development Management
- Policy 3 Design of New Development
- Policy 4 Approach to Flood Risk
- Policy 5 Meeting Physical Infrastructure and Service Needs;
- Policy 6 Developer Contributions
- Policy 10 Meeting Objectively Assessed Housing Requirements
- Policy 11 Distribution of New Housing
- Policy 17 Providing a mix of housing
- Policy 18 Affordable Housing
- Policy 25 Supporting the Viability and Vitality of Boston Town Centre
- Policy 28 The Natural Environment
- Policy 29 The Historic Environment
- Policy 30 Pollution
- Policy 31 Climate Change and Renewable and Low Carbon Energy
- Policy 32 Community Health and Well-Being
- Policy 33 Delivering a More Sustainable Transport Network
- Policy 34 Delivering the Boston Distributor Road
- Policy 36 Vehicle and Cycle Parking

OTHER RELEVANT DOCUMENTS / LEGISLATION / GUIDANCE:

At the heart of the **National Planning Policy Framework (2019)** is a presumption in favour of sustainable development. The following sections are relevant to this scheme:

- Chapter 1. Introduction
- Chapter 2. Achieving sustainable development
- Chapter 4. Decision-making
- Chapter 5. Delivering a sufficient supply of homes
- Chapter 6. Building a strong, competitive economy
- Chapter 7. Ensuring the vitality of town centres
- Chapter 8. Promoting healthy and safe communities
- Chapter 9. Promoting sustainable transport
- Chapter 11. Making effective use of land
- Chapter 12. Achieving well-designed places
- Chapter 14. Meeting the challenge of climate change, flooding and coastal change
- Chapter 15. Conserving and enhancing the natural environment

Chapter 16. Conserving and enhancing the historic environment

National Planning Practice Guidance (PPG)

CONSULTATION RESPONSES:

Witham Fourth IDB – received 14 May 2020

• If there is any change to the surface water or treated water disposal arrangements stated in the application, please contact the Board.

Environmental Health – revised comments received 29 October 2020

- Environmental Health originally commented on this application on the 14th May 2020 at which time we highlighted our major concerns regarding external noise affecting the health and residential amenity of future occupiers of the proposed flats. The applicants own submitted noise assessment recommended that kitchens and bathrooms should be located on the facade overlooking the nightclub and specifically recommends 'that bedrooms are oriented away from the worst affected facades'; however these recommendations were not incorporated into the design. The report also made recommendations with regard to glazing specifications and sound insulation of walls/roofs which may help reduce noise levels within the flats but concluded that even where mitigation measures are implemented 'complete inaudibility from entertainment noise may be unpractical and unlikely to be guaranteed'. In addition, the layout of the flats was such that in some instances bedrooms were abutting living spaces in neighbouring flats, which is not good practice in terms of amenity/noise. In light of this, we indicated we could not support this application as submitted.
- In light of our initial observations, the applicant has now submitted further revised plans. However whilst the most sensitive rooms ie bedrooms are now located away from the most sensitive southern façade of the building general living room accommodation remains rather than the acoustic consultants' recommended kitchens and bathrooms (non-habitable rooms). In addition, whilst not such a major issues as the aforementioned external noise issue, the re-design has not considered the layout of the flats in relation to each other with bedroom accommodation in three flats abutting living rooms in others.
- Whilst I appreciate it is for the neighbouring nightclub to keep noise from spilling out externally issues around people in particular outside in the street coming and going to the nightclub venue with associated raised voices, shouting etc in the street is not controllable and at the hours the nightclub operates remains a major concern in terms of residential amenity.
- For reasons given Environmental Health remain of the opinion that the residential use as proposed and the existing nightclub are not compatible neighbours.
- Despite our concerns should planning be minded to permit the application I would request that the following design criteria as specified in the acoustic report (Sound Solutions Consultants Limited ref 33516-R2 23/04/2020) be conditioned. Namely,
 - 1. Acoustically protected windows (with secondary glazing on the worst affected facades).
 - 2. Sealed façade (non-openable windows) on southern side with acoustically protected mechanical ventilation systems
 - 3. Additional acoustic protection to external walls and roof
- The applicant has also provided a phase 1 environmental assessment of the site (Ground Engineering report ref: C14909 Nov 2019). Whilst this report does not highlight any major contamination issues, it does recommend that 'chemical testing of the near surface made ground would determine whether the soils are contaminated in relation to the proposed development. The testing should include a suite of tests, which encompasses a wide range

- of potential contaminants. Soil gas and ground water monitoring within installations would determine if gas precautions measures are necessary.' It is therefore requested that the conditions relating to contaminated land (save for a phase 1 assessment which has been carried out) are attached to the consent should the application be approved.
- The applicant also states in terms of air quality 'Please be advised that we have considered Air Quality as part of this development and do not consider there is mitigation that can be implemented as part of this development'. I do not agree and would recommend that all gas-fired boilers meet a minimum standard of 40mgNOx/kWh or consideration be given to alternative heat sources. Boston Borough Council has declared two Air Quality Management Areas because of breaches in the national air quality standards for NO2. Whilst not within an AQMA the site is close to one of the AQMA's and therefore should look to mitigate any contribution to poor air quality.

Anglian Water – received 29 October 2020

- The foul drainage from this development is in the catchment of Boston Water Recycling Centre that will have available capacity for these flows;
- The sewerage system at present has available capacity for these flows via a gravity connection the existing combined sewer;
- The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option. The surface water strategy/flood risk assessment submitted with the planning application relevant to Anglian Water is unacceptable. In order to perform an accurate network capacity assessment, we require the submission of a strategy outlining the proposed connection point and discharge rate. We would therefore recommend that the applicant needs to consult with Anglian Water and the Lead Local Flood Authority (LLFA). We request a condition requiring a drainage strategy covering the issue(s) to be agreed.
- Anglian Water would therefore recommend condition for the submission of a surface water management be submitted for approval prior to the commencement of any drainage works.

Conservation Advice – revised comments received 27 May 2020

- The site in question is located within the Boston Conservation Area and is the setting of a number of grade II listed buildings, particularly the grade II* Shodfriar's Hall, as such any proposals need to preserve or enhance the character of the conservation area and not adversely affect the special interest of the listed buildings.
- The application is accompanied by a detailed and thorough heritage assessment which looks at both the harm and the enhancement that this application can bring to the conservation area and the setting of a number of listed buildings. Whilst there would be an impact through some of the proposals, the development of the scheme, and the high quality of the proposals, would have a positive impact on the historic environment. The building at present is redundant, in severe disrepair and at risk from further dilapidation, its proactive reuse would save a significant structure, and provide a significant step towards the regeneration of this part of Boston Town Centre.
- I have no additional comments to make after looking at the revised drawings. The following conditions should still be applied;
 - Cleaning The removal of the paintwork would be an improvement but a method statement and sample panel should be approved prior to wholesale paint removal.
 - Mortar repairs repairs and repointing should be conditioned for approval to ensure the historic brickwork is protected.
 - Brickwork and roofing materials Samples panels of additional materials should be approved prior to construction.

- Windows and doors Details of the doors and windows, including cross-section to indicate the amount of proposed recess, should be approved prior to construction.
- Building recording These buildings represent a significant part of Boston industrial past and should be subject to a detailed building record prior to the work being undertaken. A Written Scheme of Investigation should be approved and implemented prior to on site development work.
- In summary I feel the proposals demonstrate a significant improvement to the building and will enhance the conservation area and setting of a number of listed buildings, however a number of condition are required to ensure the quality of the proposals is followed through at development stage.

Environment Agency – received 4 November 2020

- The site lies in a Hazard rating 'Danger to All' with possible flood depths of 0.5-1.0m at the 1:1000 + climate change tidal breach scenario.
- The proposed development will meet the requirements of the National Planning Policy Framework if the following measures, as detailed in the Flood Risk Assessment submitted with the application, are implemented and secured by way of a planning condition on any planning permission.

Natural England – received 27 October 2020

No comment to make on the application.

Highway Authority – 26th October 2020

- Having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework), Lincolnshire County Council (as Highway Authority and Lead Local Flood Authority) has concluded that, given the type of development, its location and the physical constraints of the site, appropriate opportunities to promote sustainable transport modes have been taken up and that the proposed development would not be expected to have an unacceptable impact upon highway safety.
- The Authority does not therefore wish to object to this planning application.

Historic England – received 26th October 2020

- On the basis of the information available to date, we do not wish to offer any comments.
- We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

Housing Strategy – received 3 November 2020

- Our comments from 8th June 2020 are still applicable.
- However it is noted that the mix of properties appears to have changed to 6x 1bedroom, 4x 2bedroom and 2x 3bedroom flats. We would still be looking for an affordable housing contribution of 2 properties, with a mix of 1x 1 bedroom/2 person and 1x 2 bedroom/3 person, both rented affordable properties to take into account that this would only equate to a 16.7% contribution.
- Consideration still needs to be given to minimising any service charges especially for communal areas as the units will need to be deliverable at affordable rents. A commuted sum calculation should also be included in any S106 agreement for the alternative provision of affordable housing if no willing Registered Provider can be found to acquire and manage the units due to the potential service charge and management difficulties.
- As previously noted to comply with the nationally described space standards, in order to provide one bed-space, a single bedroom should have a floor area of at least 7.5m2 and be at least 2.15m wide.

Details of the agreed affordable housing contribution should be set out with a S106 agreement which include the Councils normal terms for affordable housing provision. Once the affordable housing provision has been agreed the applicant should also engage at an early stage with a Registered Housing Provider with housing stock in the Borough, who would need to acquire and manage the affordable housing, to ensure that affordable housing design and quality standards are complied with and that the development is included in their pipeline of developments/ acquisitions. Contact details of these Registered Housing Providers can be supplied on request.

THIRD PARTY REPRESENTATIONS RECEIVED:

As a result of the publicity for the original scheme four representations were received and are summarised as the following:

- Will turn a rather shabby building into a stylish looking building that will benefit the town by increasing the availability of properties for people looking for somewhere to live.
- Problem is with parking, as in the statement on transport it assumes that the majority of residents will not own a car although there is a high ownership given the rural nature of Lincolnshire:
- Overspill of parking in streets around area and developer assumes that people will be quite happy to park their cars some distance from the property. in unsecured car parks
- Additional street parking will block accesses to business and other residential properties;
- Increase in anti-social behaviour
- I'm not happy with this application at all someone want turn a Grade II listed building into 12 self-contained flats which is totally ridiculous plan.
- Poor variety of shops and other business in the town centre, further residential will damage the town centre.
- This area is infested with rats and a communal bin store would be very worrying and more than likely add to this problem.

Following publicity of the amended scheme no further representations have been received.

However, given the original comments are still material considerations for this application they will be addressed in the body of the report.

EVALUATION:

The key planning issues in the determination of this application are:

- Principle of the development;
- Residential mix and affordable housing;
- Impact on heritage assets;
- Access, parking and highway safety;
- Flood risk and drainage:
- Effect on amenity:
- Local environment implications;
- Ground conditions; and,
- Conclusion.

Principle of the development

Boston is a designated a Sub-Regional Centre in terms of new development and new residential development can contribute towards enhancing the vitality and viability of Boston town centre. The site is situated within the defined boundaries for settlement and town centre for Boston and is located away from the primary shopping frontages. The site is situated away from the main thoroughfare which are lined with commercial units and in an area surrounded by a nightclub, small commercial units and residential properties.

It is not uncommon for a fringe town centre location to have residential apartments which are easily connected to the commercial and retail hub of the town centre, such as nearby developments at Friary Court and Haven Court. The introduction of future residents which contribute and help to sustain footfall for the nearby shops, commercial areas and leisure areas which heavily weighs in favour of the proposed development.

The proposed development would regenerate and make efficient appropriate use of land where the introduction of the apartments would contribute to the overall supply of accommodation in the Borough and increase the residency in the town centre. The proposed development would help support the town by employment during construction and add spend in the local economy. The site is in an accessible location where future occupants need not rely on a private vehicle for day to day services and facilities.

As such it is considered the proposed development comprising an extension to the existing building and the inclusion of residential apartments is an acceptable use of the land. Whilst the close proximity of the adjacent nightclub will be accounted further into this report the proposed development would follow similar conversions of buildings within the town centre promoting a good example of flatted accommodation.

It is considered the proposed development is acceptable and achieves the overarching aims of the SELLP and the NPPF in terms of its land use.

Residential mix and affordable housing

SELLP Policy 17 seeks to meet the long term housing needs of the borough by encouraging mixed, inclusive and sustainable communities. Whilst family homes of two or three bedrooms are in highest demand for both market led and affordable housing sectors, one bedroom homes are also required to meet affordable housing needs. It is noted the site is within, but on the periphery of the town centre.

The proposed apartment block would provide 12 separate units comprising a mixture of one, two and three bedroomed units. The proposed apartment block would make a modest contribution to the future housing needs of Boston and would be a mix which would broadly accord with a town centre location and its need for smaller housing units. It is considered the introduction of residential apartments is considered acceptable and would be in general accord with SELLP Policies 1 and 25.

SELLP Policy 18 requires that major residential developments provide 20% on site affordable housing.

The applicant originally offered to contribute two units within the development. The applicant confirmed that no registered provider had been approached prior to the submission of the application.

Subsequently the applicant has revisited their offer and has submitted a viability report which purports the development cannot financially sustain any affordable units within the development.

The Council has undertaken an appraisal of the applicant's viability report to ensure it is robust and factually correct. The appraisal has been conducted by an independent surveyor considering the residue development sales value and the associated costs. It can be confirmed that the findings of the appraisal has corroborated the conclusion of the applicant's report. It can therefore be construed that the report is a material consideration to be taken into account against the provision of affordable housing within the development.

Notwithstanding Housing Strategy has not commented on the viability report's findings it was previously identified that a service charge normally associated with apartment accommodation would be factor in determining if any units could be nevertheless delivered at an affordable rent. The inclusion of a future RSL to manage the affordable units may present further difficulties when involving a separate management company that would maintain the communal areas. Although this does not affect the viability of the scheme it has to be considered against the delivery of such units had the scheme been found to be financially viable as clearly there would likely have been practical challenges to securing an RSL to take on the units in perpetuity.

As reported above the scheme is considered to be unviable to deliver the scheme and the amount of affordable provision to fully address SELLP Policy 18. Whilst the scheme would have a shortfall in affordable units it would still nonetheless introduce a mixture of high quality apartments into the town centre to complement the current offering.

Therefore taking into account the findings of the financial appraisal it is considered the inclusion of affordable units within the scheme would render the scheme financially unviable. As such compliance (or even part compliance) with SELLP Policy 18 may therefore affect the conversion of a vacant building in the town centre with high quality apartment living which would still add to the vitality and viability of the wider area. Although the units would be for open market rent and purchase the scheme would still contribute to the delivery of housing in the Borough which would weigh in favour of the application.

As such it is considered there are sufficient factors which outweigh that there is no affordable housing within the flatted development. SELLP Policy 6 advocates that contributions should be determined having regard to:

- the identified needs generated by the proposed development;
- the viability of the proposed development; and
- the priorities attached to meeting individual local and strategic infrastructure and service requirements.

It is considered the applicant has demonstrated that affordable housing provision would render the scheme financially unavailable. As such it has been taken the proposed development would be considered acceptable under SELLP Policy 6 and for sufficient factors to outweigh the requirements of SELLP Policy 18.

Impact on heritage assets

The Planning (Listed Buildings and Conservation Areas) Act 1990 confirms the duty of the Local Planning Authority to have special regard to the desirability of preserving listed buildings, their setting and any features of special architectural or historic interest. In the

context of Section 66 and 72 of the Act, the objective of preservation is to cause no harm. The courts have said that this statutory requirement operates as a paramount consideration, 'the first consideration for a decision maker'. Planning decisions require balanced judgement, but in that exercise, significant weight must be given to the objective of heritage asset conservation.

The National Planning Policy Framework provides the overarching guidance for development and identifies a conservation area as a designated heritage asset. It is the Local Planning Authority's duty to ensure that through careful decision making, development should maintain and manage change in a way that sustains, and where appropriate, enhances its significance.

SELLP Policy 29, supported by SELLP Policy 2 and 3 states that development proposals will conserve and enhance the character and appearance of heritage assets. Proposals which extend such a building will be granted where the Local Planning Authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.

The application site is located within the Boston Conservation Area and is in the setting of a number of Grade II Listed Buildings, particularly the Grade II* Shodfriar's Hall.

Significance of the Grade Listed Buildings

The application site is not occupied by a listed building. However, the site is immediately adjacent to Shodfriars Hall a 14th Century Grade II* Listed Building, separated by the narrow Craythorne Lane.

On the east side on the opposite side of Sibsey Lane is a Grade II Listed pair of 18th Century cottages.

Taking into account the close proximity of the listed buildings it is considered there would be a high to moderate effect on the significance of the buildings.

Significance of the Boston Conservation Area

The application site is located within the central area of the conservation area where it narrows following the natural meander of the river. The application site is in the northern tip area of the old quayside of the medieval town, which is characterised by a range of warehouses, merchant's houses, former guildhalls and the old customhouse. Although it has moved further downstream, the flavour of the port is still present.

The building forms an integral part of the heavy grained layout of the area. Although not visible from the west, except along the northerly and southern parallel streets, the site contributes and is visible along the easterly edge of the conservation area.

Given the openness that is immediately to the east of the application site that is created by the highway turning area it is considered there to be a low to moderate effect to the significance of the conservation area.

Design and layout

The proposed development would raise the height of the existing building significantly and create a horseshoe arrangement where the enclosed private courtyard would be used for access, general amenity space and storage for outdoor equipment.

The increase in height is considered sympathetic and would see an improved form to the building which would represent a form of design that is synonymous with warehouse buildings. The gable roofs, fenestration interventions are all sensitive to the building and in combination with the renovation of the exterior would represent an improvement to the site.

The use of a zinc cladding between the two wings serves to visually add interest and simplifies how the two roof directions are read in the contest of the surrounding area. The courtyard full height windows animate the inward elevations and serve to enhance the setting of the extended building.

It is considered the proposed size, scale and design is a calibre which serves to enhance the setting of the area.

Heritage balance

The proposed extension of the upper section of the building to allow a conversion to twelve apartments would facilitate its renovation and secure its continued long term use as residential providing a catalytic of investment on the fringe of the town centre. The existing shopping core would remain and would have overall benefits for footfall around the historic core.

The application is supported by a comprehensive Heritage Statement which acknowledges the significance of the adjacent buildings and the context of the conservation area which then contuse to carefully assess the impact of the proposed development.

It is considered the proposed development overall would represent an enhancement to the surrounding buildings, their setting and the wider conservation area.

Notwithstanding the proposed size and scale, the proposed development would see a general improvement to the existing fabric of the building(s) that currently occupies the application site. Although it could be construed the increase in size would hinder the setting of the adjacent Shodfriars Hall given the presence of the existing buildings and narrow Craythorne Lane the effect would not be significant. Craythorne Lane would still retain its narrow character which largely prevents open views of Shodfriars Hall. As such it is considered that overall the proposed development would comprise less than substantial harm.

It is acknowledged the building at present is redundant, in severe disrepair and at risk from further dilapidation. The proactive reuse would save a significant structure, and would have overall benefits for footfall around the historic core and the existing retail/commercial hub of the town centre. This would constitute a significant public benefit in the enhancement of the heritage assets. Furthermore, given the flatted scheme would result in the introduction of town centre living with a range of different size apartments and occupancy level this would add further to the public benefit that the proposed development would bring to the area.

The proposed development would therefore serve to preserve the listed buildings, their settings and would contribute towards an enhancement to the Boston Conservation Area. Furthermore, any harm to the heritage assets are outweighed by the public benefit

Taking into account the proposed conversion and new build aspect of the development it is therefore considered the proposal will satisfy s. 66 and 72 of the Act, the provisions of the NPPF and SELLP 2, 3 and 29.

Access, parking and highway safety

SELLP Policy 2 states that developments will be permitted providing that sustainable development considerations are met relating to access and vehicle generation levels.

SELLP Policy 3 states that developments will be permitted where the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking is secured. Appendix 6 supports Policy 3 and sets out the standard for car parking in new developments. In this case flats up to three bedrooms should be provided with two parking spaces. Where it can be justified by the character and location of the site the standards may be relaxed.

The site is centrally located within the town to take good advantage of a wide range of shops, services, facilities, employment opportunities and public transport options that are all within easy walking distance. The site would therefore be suitable for occupation by those not having use of a motor vehicle.

The submitted Transport Statement demonstrates that the proposed residential development would attract fewer trips than would be generated by the previous use and therefore the proposed development would represent an improvement in transportation terms. It is noted the previous use did not benefit from on-site car parking. Furthermore the proposed development would include secure storage for cycles, which residents could use for slightly longer journeys i.e. outside of the town centre.

Planning permission was refused and subsequently discussed upon appeal on 9th July 2020 at a site on Fydell Street, Boston (BBC Ref: B/18/0370). The planning application was a flatted development for 55 apartments which did not have onsite parking provision and is therefore a material consideration for this application. In reaching his decision to dismiss the Appeal, the Planning Inspector had regard for the impact the lack of on-site car parking would have upon the surrounding residential streets from residents of the flats who might have a car, or who might subsequently acquire a car after moving into the flats, parking their cars in those streets of terraced houses, where there is already strong competition for the limited number of on-street car parking spaces.

However, in this instance the other application was for new development, rather than for the conversion of an existing building with a previous use. The other development was also for considerably more units of accommodation and it was slightly further away from the town centre.

Therefore whilst the appeal decision was recent there are differences with this application. Less weight has been attached to the appeal decision in the determination of this application.

The application site is not in a predominantly residential area and parking on the streets surrounding the site is heavily restricted by double yellow lines. It is considered it would be difficult to refuse an application on the grounds of indiscriminate parking adversely affecting highway safety and pedestrian safety with regard to the level of street parking in the local vicinity. Furthermore, at this juncture it is considered the development provides a sufficient level of cycle storage parking for the future occupiers. The submitted plans show 25 spaces which would satisfy SELLP Policy 36 in respect of cycle parking.

Turning to the representations and in particular the matter of blocked access. There is no evidence in the application to suggest that future occupiers would result in an increase in the level of indiscriminate parking which would block existing dropped kerbed access to properties. Nevertheless this would be a matter appropriately dealt as an offence under the Highway Act and not a reason to withhold planning permission.

It is therefore considered there is sufficient evidence to demonstrate the proposed development would attract fewer trips than the previous use. Nevertheless it is considered that although the proposed development does not accord with SELLP Policy 36 in respect of car parking and this would weigh against the proposal in the planning balance, the site is located within a sustainable location. Given the presence of cycle parking in the courtyard where the details can be secured by planning condition a zero parking scheme in this instance is acceptable.

The proposed development is therefore considered acceptable against SELLP Policy 2, 3 and 36.

Flood risk and drainage

The site is located on Flood Zone 3 and is at high risk of flooding with a 'Danger to All' hazard rating. A Flood Risk Assessment has been submitted in support of this scheme.

Taking into account the central location and the site is within Boston's settlement boundary there are mitigating measures to consider against the sequential test in terms of flood risk.

The FRA proposes that flood proofing and flood resilient measures to at least 300 mm above indicated highest water level, electrical installation 1.1 above finished floor level, moisture resistant coatings to masonry and non-return valves to drains and water outlet pipes.

The Environment Agency has considered the proposed development and has raised no objection. It is therefore considered the imposition of planning condition to ensure the flood mitigation measures are fully implemented would reduce the risk to future occupiers and the development is safe in flood risk terms.

In regard to site surface water drainage Anglian water considers the drainage proposal unacceptable and has recommended a drainage strategy is secured by planning condition. This would ensure the connection point and discharge rate can be accommodated by the existing piped system.

Taking into account the FRA and consultee comments it is considered the proposed development would not in principle pose a flood risk. It is considered expedient to secure the mitigation measures by planning condition to ensure the development remains acceptable in respect of flood risk and how the site is drained in an appropriate manner.

Effect on amenity

SELLP Policy 2, 3 and 30 advocate that a proposed development should consider if there is an impact on the amenity of the site and neighbouring sites as well as the impact upon neighbouring land uses in terms of noise, odour, disturbance or visual intrusion.

Furthermore, paragraph 127 of the NPPF (2019) seeks, amongst other things, to create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

The application site and existing building is attached to the east side of 30-31 Market Place. It is anticipated the development, except for the construction phase would not prejudice the level of amenity of the neighbouring buildings. However, taking into account the size and scale of the proposed development each neighbour has been considered separately and the impact to future occupiers.

Relationship between Shodfriars' Hall (nightclub) and future occupiers

It is acknowledged that a nightclub and residential units are not natural compatible land uses given the level of generated noise and the effect on the residential living conditions. Although a nightclub is normally associated with a town centre use careful consideration is required on the effects of late night noise and disturbance to future occupiers. Conversely given the nightclub is well established and contributes to Boston's night-time economy the siting of new residential units should not prejudice the continued business by placing an undue burden of being a statutory noise nuisance.

The nightclub essentially is separated by Sibsey Lane but given the degree of spacious does not afford any mitigation. If anything sound and outdoor ground activity would rebound between the buildings creating a constant level of noise when the nightclub is open, which is normally late into the evening/early morning.

The original scheme proposed that all the apartments on the southern side of the building had habitable rooms that would directly face the nightclub, with only the narrow Sibsey Lane and internal measures to mitigate the transmission of noise. This was considered unacceptable and it was requested that the scheme be re-configured to reflect the recommendations of the applicant's noise impact assessment which advocated that kitchens and bathrooms should be located on the facade overlooking the nightclub and specifically recommends 'that bedrooms are oriented away from the worst affected facades'. The report also made recommendations with regard to glazing specifications and sound insulation of walls/roofs which may help reduce noise levels within the flats but concluded that even where mitigation measures are implemented 'complete inaudibility from entertainment noise may be unpractical and unlikely to be guaranteed'. Furthermore, the layout of the flats was such that in some instances bedrooms were abutting living spaces in neighbouring flats, which is not good practice in terms of amenity/noise.

The scheme has now been amended and it is noted the most sensitive rooms i.e. bedrooms are now located away from the most sensitive southern façade of the building. There still remains general living room accommodation rather than the acoustic consultants' recommended for kitchens and bathrooms (non-habitable rooms). In addition, the re-design

has not considered the layout of the flats in relation to each other with bedroom accommodation in three flats abutting living rooms in others.

Taking into account the outstanding concerns of Environmental Health in terms of incompatibility between land uses there are factors which sway in favour of the proposed development, e.g. the visual uplift the appearance of the site which would contribute to the character of the area. Furthermore given the mitigation measures can be incorporated into the development which can be secured by planning condition it is considered, on balance, the relationship in this instance is considered acceptable to facilitate the development of the site. This would also reduce the possibility of statutory noise complaints being received by the Council and placing undue burdens on the continued operation of the established nightclub.

The mitigation measures would comprise acoustically protected windows, sealed façade (non-openable windows) on southern side with acoustically protected mechanical ventilation systems and additional acoustic protection to external walls and roof. In addition and to add further protection for future occupiers it will be requested that measures are also incorporated into the fabric of the building to reduce transmission of noise between apartments and shared spaces given the juxtaposed internal relationship between bedrooms, living spaces and communal areas.

Effect on 12 Sibsey Lane (tattoo studio)

It is considered, with the exception of the construction period the proposed residential development would not significantly affect the level of amenity for the attached building (currently a tattoo studio). The building already has an existing presence on the tattoo studio and the increase in height would not significantly adversely affect the current relationship, light received or amount of outlook.

There is a betterment at ground floor with the removal of side windows (from the original scheme) resulting in a blank wall, replicating the existing relationship. It is noted there are windows at first and second floor which would have a close relationship set at 45 degrees with the tattoo studio's first floor windows. As such it is considered loss of privacy can be avoided by requiring the proposed windows on the east elevation to be obscured glazed and hung to prevent mutual overlooking. The level of obscurity and design can be secured by planning condition to make the relationship acceptable.

Effect on Mister T Carpets

The northerly elevation would face the neighbouring business. It is acknowledged the increase in building height would result in a reduction of sun and daylight, however, it is considered this would not prejudice the workplace amenity of the business.

It is noted there would be a close relationship between windows. Given the town centre location this would not be significantly untoward. However, to protect the level of privacy as the nature of the use of the windows has changed (i.e. from commercial to residential) it is considered the condition requiring obscured glazing be extended to cover the northern elevation. It may not be necessary to completely treat the entire window, however a Grampian style condition would provide flexibility for the applicant to individually identify the windows to be treated and the method of obscurity to strike a balance between privacy and outlook.

Effect on 1-3 Craythorne House and 6-8 Sibsey Lane

There is a 600mm increase in height of the roof ridge on the wing of the resulting building which would face towards the existing residential properties. However, it is considered to not result in a significant loss of sunlight given the extent of the shadowing effect of the existing building in this town centre location where there is a level of shadowing that already occurs. Taking the separation distance into account it is not anticipated there to be significant loss of daylight or outlook. There remains an acceptable distance between windows to mitigate a significant loss of privacy.

Impact on amenity of future occupiers

In respect of the internal configuration of the apartments it is noted the majority of the units provide an overall size and bedroom dimension which is consistent with the Technical Housing standards – nationally described space standard. Whilst there may be slight shortfalls it is considered the shortcomings are outweighed by the overall benefit of introducing residents to the town centre and for the general uplift in the appearance of the site.

Due to the change in design to address the relationship with the adjacent nightclub there is a close relationship between the inward facing habitable room windows of the apartment. The applicant has sought to address the relationship by requiring the glazing to be obscured to allow outward one way outlook. The plans annotate the windows would be treated with a glazing product produced by Pilkington. The proposed measures in principle would safeguard a level of privacy between habitable spaces in the apartments. The nature of the obscurity may result in some loss of privacy between apartments, however, given the town centre location and short separation spaces between buildings, future occupiers will have the gift of caveat emptor (buyers beware) and the balance of town centre living. To ensure the glazed units are appropriate and are effective in uncontrolled outdoor lighting conditions it is considered expedient to impose a condition to require the details are submitted for further assessment.

It is noted the bin store, although not accessed internally provides a secure space for future occupiers of the development. This would ensure the bin store remains available to future occupiers and reduce the possibility of an increase in vermin and/or fly tipping. It is considered expedient to impose a condition to require a management plan is submitted to demonstrate how the bin store (and other communal areas) will be managed in the interests the future occupiers in perpetuity.

It is therefore considered the proposed development is acceptable in respect of the impact on the level of amenity for surrounding buildings. It is recognised that the site is located in an area of the town centre where there will be a level of natural background noise with a number of buildings at close quarter lowering the level of privacy for future occupiers. With the imposition of planning condition to minimise the effect to amenity, it is considered the proposed development therefore satisfies SELLP Polices 2, 3 and 30.

Local environment implications

SELLP Policy 30 requires the issue of air quality to be considered as part of any application. SELLP Policy 31 seeks to ensure that developments consider the consequences of climate change and how to address minimised and mitigate the effects.

The Council has declared two Air Quality Management Areas in the borough because of breaches in the national air quality standards for NO2. It is acknowledged the site is not within an Air Quality Management Area; however, it is close to one of the AQMAs and therefore consideration should be given to any mitigation that contributes to poor air quality.

Given the proposed development does not offer off street parking and is located close to transportation hubs, shops and local services it is anticipated the car travel would be minimal. As such any car travel associated with the development would not significantly contribute towards adverse air quality.

The applicant states in terms of air quality that there is no mitigation that can be implemented as part of this development. This not is a view shared as measures can be implemented into the scheme which would mitigate the effects of climate change and to contribute to lowering the deterioration of air quality in the area and the AQMA.

It is considered this needs further consideration and exploration to ensure the development represents a sustainable form of development that actively reduces pollution and promotes renewable and low carbon energy. It is considered necessary for these measures to be secured by planning condition to ensure SELLP Policy 30 and 31 are fully addressed.

Ground conditions

The application has been supported by a Phase I Environmental Assessment of the site (Ground Engineering report ref: C14909 Nov 2019). Whilst this report does not highlight any major contamination issues, it does recommend that 'chemical testing of the near surface made ground would determine whether the soils are contaminated in relation to the proposed development. The testing should include a suite of tests, which encompasses a wide range of potential contaminants. Soil gas and ground water monitoring within installations would determine if gas precautions measures are necessary.'

The Council's Environmental Health Team has reviewed the report and recommend four conditions relating to further investigation are imposed on any approval to address this matter. This will ensure that both the known contamination and any unforeseen contamination are appropriately remediated during development. This is considered reasonable and as such satisfies SELLP Policy 2 and 30.

PLANNING BALANCE:

There are matters which weigh against and in favour of the proposed development. On one hand the development would not provide the required level of affordable housing and car parking with the scheme making compromises on the level of residential amenity.

However, given the financial appraisal setting out the scheme is not financially viable to provide the level of affordable housing it is considered there to be sufficient evidence to outweigh SELLP Policy 18 requirement. The appraisal would mitigate the severe weight against the proposed development in respect of affordable housing reducing to a moderate effect.

Collectively these factors weigh against the application.

On the other hand the scheme would still introduce a mix of 1, 2 and 3 bedroomed apartments to complement the existing offering in the town centre. The development would make use of a vacant building and through its sensitive conversion and extension respects the setting of the adjacent listed building and the wider Conservation Area.

It is noted that the site is in the town centre where there is an expectation of reliance on private transport would be low. Whilst the site provides a sufficient level of cycle parking there are still opportunities to use nearby car parking if needed which mitigates the impact on the immediate highway.

The impact on the adjacent land uses and buildings can be controlled through planning conditions to ensure the level of privacy is maintained. The amenity of future occupiers have been carefully considered and whilst there would be an effect in terms of noise and privacy levels still apparent it is considered these to not be severe and have themselves been balanced with the expectation of town centre living.

Overall, it is considered that the combined benefits arising from the proposed development would be moderate in scale and these benefits need to be balanced against the adverse impacts as identified above.

CONCLUSION

Taking all relevant matters into consideration, it is concluded that the proposed development is acceptable and achieves the overarching aims of the SELLP and the NPPF in terms of its land use.

The scheme would provide residential units in a sustainable location with adequate outdoor space and levels of amenity for future occupiers.

It is therefore considered the proposed development, whilst not a listed building still preserves and enhances the setting of the adjacent listed buildings and Boston's Conservation Area. The building still contributed to the historical setting of Boston and will be recorded as such prior to the commencement of the works.

The scheme would introduce a form of residential accommodation which would complement the current town centre offer. The site is on the periphery and contrary to the view of the representations would not result in a loss of a retail unit or prejudice the dining experience of the town centre. Whilst it could be construed it would result in the loss of a night time economy use this is outweighed by introducing future occupiers in close proximity to the central and shopping core of the town, which could be future source of footfall for custom.

In this instance there are sufficient factors to outweigh the requirement for off street car parking and a high quality long stay cycling parking provision can be secured by planning condition.

The effect on amenity has been carefully considered and together with a suitable approach to mitigation any ground conditions is considered in respect of existing surrounding land uses and future occupiers acceptable.

There is still consideration required to counter a rise in air quality and for measures to be incorporated to actively reduce the impacts attributed to climate change.

Overall, it is considered the scheme subject to the imposition of planning conditions is acceptable against the provisions of the South East Lincolnshire Local Plan and the NPPF.

RECOMMENDATION:

Planning permission is GRANTED, subject to the following conditions with reasons.

CON	DITIONS / REASONS				
Pro-c	commencement conditions?	Yes			
Agreed with applicant/agent - Date:		15-Mar-2021			
7 (9.0)	od min approamagem Date:	10 mai 202 i			
The development hereby permitted shall be begun before the expiration of four years from the date of this permission. Reason: Required to be imposed pursuant to Section 51 of the Planning and Compulsory Purchase Act 2004.					
2	The development hereby permitted shall not be carried out except in complete accordance with the following details shown on the submitted plan: Location Plan 1:1250 – Promap v2 – received 31 March 2020 Drawing Number: B/3339-2001D Proposed Elevations and Sections Drawing Number: B/3339-2002D Proposed Plans				
		oment is undertaken in accordance with the approved tial amenity and to comply with Policies 2 and 3 of the lan 2011-2036.			
3	Where the risk assessment undertaken in accordance with the desk study report referenced C14909 (Author: Ground Engineering, dated November 2019) identifies any unacceptable risk or risks, a detailed remediation strategy to deal with land contamination and/or pollution of controlled waters affecting the site shall be submitted to and approved in writing by the Local Planning Authority. No works, other than investigative works, shall be carried out on the site prior to receipt of written approval of the remediation strategy by the Local Planning Authority. Reason: To ensure the proposed remediation plan is appropriate and in accordance				
	with Policy 30 of the South East	Lincolnshire Local Plan 2011-2036			
4	Remediation of the site shall be carried out in accordance with the approved remediation strategy (see preceding condition). No deviation shall be made from this scheme.				
		ediation is carried out to the agreed protocol in South East Lincolnshire Local Plan 2011-2036.			
5	On completion of remediation, a copy of a closure report shall be submitted to the Local Planning Authority for approval in writing. The report shall provide validation				

and certification that the required works regarding contamination have been carried out in accordance with the approved Method Statement(s). Post remediation sampling and monitoring results shall be included in the closure report.

Reason: To provide verification that the required remediation has been carried out to the required standards in accordance with Policy 30 of the South East Lincolnshire Local Plan 2011-2036.

If, during development, contamination not previously considered is identified, then the Local Planning Authority shall be notified immediately and no further work shall be carried out until a method statement detailing a scheme for dealing with the suspect contamination has been submitted to and agreed in writing with the Local Planning Authority.

Reason: To ensure all contamination within the site is dealt with in accordance with Policy 30 of the South East Lincolnshire Local Plan 2011-2036.

- No development including any demolition and/or preparation of the building shall take place unless and until a method statement, with an accompanying sample panel made available on site, has been submitted to and approved in writing for the following:
 - How the existing building will be cleaned to reveal the original brickwork;
 - How the existing brickwork will be protected during construction;
 - Any mortar repairs of the existing walls including pointing.

The works shall then be carried out in full accordance with the approved methodology and sample panel.

Reason: To ensure that the new building is in keeping with the historic character of the area and to harmonise with the setting of the adjacent listed building in accordance with Policy 2, 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.

No development shall take place until details of the materials proposed to be used in the construction of the external surfaces have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the new building is in keeping with the historic character of the area and to harmonise with the setting of the adjacent listed building in accordance with Policy 2, 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.

- Notwithstanding the requirements of condition 2 of this permission, no development shall take place until details of all windows and external doors (including both new and replacement openings) have been submitted to and approved in writing by the Local Planning Authority. Such details shall include:
 - Their design; materials (including sill and lintel treatments), finishes, colour treatment, reveals including cross-section to indicate the amount of proposed recess and opening profile;

- The type and specification of glazing;
- The level and pattern of obscurity (if relevant); and,
- The type and direction of window opening.

The windows and doors shall be installed in accordance with the duly approved details before any of the apartments hereby approved are first occupied, and shall be retained as such thereafter.

Reason: To ensure that the new building is in keeping with the historic character of the area, harmonise with the setting of the adjacent listed building and protect 12 Sibsey Lane, the building to the north and for future occupiers from a loss of privacy in accordance with Policy 2, 3, 29 and 30 of the South East Lincolnshire Local Plan 2011-2036.

No demolition and no development shall take place on the site within the area indicated on the Location Plan 1:1250 – Promap v2 until the applicant, or their agents or successors in title, has secured the implementation of a programme of building recording in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved programme.

Reason: In order to ensure that satisfactory arrangements are made for the investigation, retrieval and recording of any features that would be destroyed or altered in the course of works, in accordance with Policy 29 of the South East Lincolnshire Local Plan 2011-2036 and the National Planning Policy Framework.

No drainage works shall commence until a surface water management strategy has been submitted to and approved in writing by the Local Planning Authority. The approved strategy shall be fully implemented prior to the first occupation of any of the apartments and shall be maintained and managed as such thereafter.

Reason: To ensure that adequate measures are put in place for the disposal surface water in accordance with the requirements of Policy 2, 3 and 4 of the South East Lincolnshire Local Plan 2011-2036.

No development shall take place unless and until a soundproofing scheme to minimise the transmission of noise between apartments in the building i.e. walls and ceilings has been submitted to and approved in writing. The duly approved soundproofing scheme shall be implemented in full before the first occupation of the apartments hereby permitted and all soundproofing measures shall be retained as such thereafter.

Reason: To safeguard the amenity of future occupiers in accordance with the requirements of Policy 2, 3 and 30 of the South East Lincolnshire Local Plan 2011-2036 and the National Planning Policy Framework.

No development shall take place until a scheme to protect the apartments from external noise in accordance with the Section 5: Acoustic Design Statement in the Technical Report (Author: Sound Solution Consultants, Ref: 33516-R2 – dated 23 April 2020) has been submitted to and approved in writing by the Local Planning

Authority. The scheme shall include details and cross section drawings where relevant of the:

- Acoustically protected windows (with secondary glazing on the worst affected facades).
- Sealed façade (non-openable windows) on southern side with acoustically protected mechanical ventilation systems
- Additional acoustic protection to external walls and roof

The scheme shall thereafter be implemented in accordance with the duly approved details and a verification report submitted to and approved in writing by the Local Planning Authority to demonstrate that the required noise levels have been achieved before any of the apartments are first occupied.

Reason: To safeguard the amenity of future occupiers in accordance with the requirements of Policy 2, 3 and 30 of the South East Lincolnshire Local Plan 2011-2036 and the National Planning Policy Framework.

Prior to the commencement of development, final details of measures that aim to reduce pollution and promote renewable and low carbon energy and details relating to the timing of their implementation, shall be submitted to and approved in writing with the Local Planning Authority. The development shall be constructed in accordance with the approved measures.

Reason: To help reduce pollution and promote renewable and low carbon energy in new development schemes and to accord with Policies 2, 3, 30 and 31 of the South east Lincolnshire Local Plan 2011-2036 and to accord with the intentions of the National Planning Policy Framework (2019).

No apartment hereby permitted shall be occupied until a waste management plan setting out how waste will be securely stored and collected has been prepared, submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved waste management plan for the lifetime of the development.

Reason: To ensure appropriate waste management facilities are provided to accommodate all waste generated by the development to accord with Policies 2, 3 and 30 of the South east Lincolnshire Local Plan 2011-2036 and to accord with the intentions of the National Planning Policy Framework (2019).

The water consumption of each apartment hereby permitted should not exceed the requirement of 110 litres per person per day (as set out as the optional requirement in Part G of the Building Regulations 2010 and the South East Lincolnshire Local Plan, 2019).

The person carrying out the work must inform the Building Control Body that this duty applies.

A notice confirming the requirement for the water consumption has been met shall be submitted to the Building Control Body and Local Planning Authority, no later than five days after the completion of each individual dwelling.

Reason: To protect the quality and quantity of water resources available to the district. This condition is imposed in accordance with Policy 31 of the South East Lincolnshire Local Plan (2011-2036).

Before the building hereby approved is first occupied, details of the size, materials, design and long term management of the cycle parking/storage shown on Drawing Number: B/3339-2002D shall be submitted to and approved in writing by the Local Planning Authority. The duly approved cycle stands shall be installed and made available for use before the building is first occupied and retained as such thereafter.

Reason: To promote modal shift and encourage travel to the site by more sustainable modes of transport in accordance with Policy 2, 3 and 31 of the South East Lincolnshire Local Plan 2011-2036.

INFORMATIVES / NOTES TO BE INCLUDED ON/WITH DECISION NOTICE

STATEMENT OF PROACTIVE WORKING:

In determining this application, the authority has taken account of the guidance in paragraph 38 of the National Planning Policy Framework 2019 in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the Borough.