

Officers Report

Planning Application No: 138607

PROPOSAL: Planning application for development of a dry leisure centre, together with external sports pitch.

LOCATION: Land adj The Limes Hotel Gainsborough Road Market Rasen LN8 3JW

WARD: Market Rasen

WARD MEMBER(S): Cllr Hugo Marfleet, Cllr John McNeill, Cllr Thomas Smith

APPLICANT NAME: West Lindsey District Council

TARGET DECISION DATE: 18/02/2019

DEVELOPMENT TYPE: Major - Other

CASE OFFICER: Rachel Woollass

RECOMMENDED DECISION: Grant permission

Executive Summary

The application is presented to committee as West Lindsey District Council are the applicants.

The proposed development would provide a leisure centre (use class D2 – Assembly and Leisure).

Leisure facilities will include a fitness studio, exercise studio, four court indoor sports hall, changing facilities and a reception/café together with an external 3G pitch. The opening hours would be 7am-10pm, 7 days a week including bank holidays. The centre would be closed Christmas Day, Boxing Day and New Years Day.

The proposal site lies adjacent to the main built up area of the settlement and forms part of a larger Green Wedge allocation (under policy LP22 of the Central Lincolnshire Local Plan).

The proposal site is approximately 3 hectares, however the footprint of the built form would only equate to 0.2 hectares. This would however be a potential departure to policy LP2, on the basis the site would exceed 2 hectares, although the policy says support would be “unlikely” on larger sites, but does not preclude it.

The proposal would be in accordance with policy LP9 due to its very nature of it being a leisure facility. It offers a wide ranging set of facilities which will have health and wellbeing opportunities throughout.

The proposal is compliant with policy LP15 as the proposal is for a leisure facility, and the policy supports new community facilities, in principle. The proposal is situated on the edge of the settlement but is easily accessible by foot, cycle or car.

The proposed development would have an impact on the physical reduction of designated Green Wedge Land, however, this physical reduction would not be considered to be significant – the application proposes a single building retained in spacious grounds. It would not lead to the coalescence (actual or perceived) of Market Rasen and Middle Rasen or loss of their separate physical identities.

In visual terms the proposed development would also not lead to any coalescence of the two settlements. The application site is located within an enclosed landscape with no long distance views and no intervisibility with Middle Rasen.

Considering the very contained area of potential visual impact it is concluded that the impact of the proposed development on the Green Wedge as a whole would be negligible. It is evident that the key area providing separation between the two settlements is the open countryside to the west.

It is assessed that the landscape and visual effects of the proposed development would be limited to the very local area.

When considering the impact upon the identified sensitive receptors, it has been judged as no more minor-moderately adverse and are limited to those in very close proximity to the site, with prolonged views. The impact on the overall receptors is no more than negligible.

The proposal would be in accordance with policy LP24 as the proposal includes provision for an outdoor sport and recreational facility.

The need has arrived from research from the project team at WLDC which has identified a case for better leisure provision in Market Rasen. The need also arises from the fact the Council can no longer operate at De Aston Sports Centre due to the limited opening hours with no scope to improve these and other operating difficulties particularly safeguarding.

None of the alternative sites assessed are considered to be sequentially preferable to the application site which lies in an edge of centre location, immediately adjacent to Market Rasen's developed footprint and within easy walking distance of bus services. There is also scope for improved links to the town centre both in terms of walking and cycling.

The pre-application community consultation indicates some support for the proposal. There were many comments received at this consultation regarding the omission of a swimming pool. Whilst there were many comments for the swimming pool this is not part of the proposal and overall it can be considered that there is some positive support for the leisure centre. There is also a level of objection with the main concerns being highway safety, noise, light pollution, design and need.

The traffic likely to be generated by the proposed development is considered to be modest when compared to larger sites and the ability to provide good access and visibility, on-site parking and pedestrian linkages to the town are important aspects in support of the scheme.

The Lead Local Flood Authority have been consulted on the application and have no objections to the drainage strategy following some minor amendments of the drainage plans.

The proposal is within Flood Zone 1 and therefore at the lowest risk of flooding. A flood risk assessment has been submitted with the application and concludes that in accordance with the requirements of the NPPF and local Planning Policy documents, the impact to / from the proposed development has been assessed for all potential forms of flooding and concluded to be low.

There were disparities between the Public Protection Officer and the information collated in the Noise Assessment. Most concerns have been addressed but conditions are recommended to monitor and mitigate if necessary should unacceptable levels of noise arise. The noise report does conclude that the level of noise impact due to proposed operations will be suitably low at the nearest noise sensitive receptor properties with the recommended noise mitigation measures.

There is to be external lighting and this will need to be conditioned so as to control the lighting levels during the hours of darkness.

The proposal is considered to be of an innovative design which sits sympathetically within the site.

The proposed development will result in some minor adverse heritage impacts but elsewhere landscaping, including along boundaries and visual buffers resulting in benefits.

The site area being proposed for development is, in ecological and landscape terms, fairly isolated being surrounded on three sides by housing and a school, with improved grazing land to the west separated from the site by a strip of gardens. The potential for wildlife to reach the site is limited by its position. The proposed development will not change this.

The proposed development would have no known impact of buried archaeology.

The proposal is deemed to be in accordance with policies LP1LP13, LP15, LP17, LP21, LP22, LP24, LP25 and LP26 but would be a possible departure to policy LP2

Description:

The application site is located on the western edge of the market town of Market Rasen. It is located on the southern side of Gainsborough Road and comprises two large fields of unmanaged grassland totalling approximately 3 hectares. The Limes Hotel and associated grounds are to the west, with a small part of the curtilage of the Limes Bungalow adjacent to the south western edge of the site. There are dwellings served off Dear Street next to the north eastern boundary of the site, although the majority of the eastern boundary is with land forming part of the grounds of the Market Rasen Church of England Primary School. A playground /area of open space

runs along the entirety of the southern boundary beyond which are semi-detached dwellings facing Coronation Road. There are groups of trees along the western and southern boundaries with smaller numbers along parts of the eastern boundary.

The application seeks permission for the development of a 'dry' leisure centre, together with external sports pitch (falling under use class D2 (assembly and leisure) of the Use Classes Order 1987 (as amended)).

Relevant history:

98/P/0403 – Outline planning application to erect class A1 food store with associated parking and servicing. Permission refused 27/11/98

98/P/0819 – Outline application to erect 18,000sqft gross food retail store and access road. Permission refused 09/03/99

99/P/0085 – Outline planning application for retail development and access road. Permission refused 30/06/99

M00/P/0238 – Outline planning application for retail development (Resubmission of application 98/P/0819 – refused 09/03/99). Deemed refused 01/10/08

135624 – Outline planning application for the erection of 61 dwellings with access to be considered and not reserved for subsequent applications. Application withdrawn by the applicant.

137182 – Outline planning application for the erection of 50 dwellings with access to be considered and not reserved for subsequent applications – resubmission of 135624. Permission refused 29/03/18

Representations received (in summary):

Market Rasen Town Council: The council supports the application and also local residents concerns on traffic management. We do hope that the District Council will take into account the community's views on traffic management and that a traffic survey is conducted at the beginning of the development to address the issues.

The council are keen for the site to be developed and feel that security measures need to be put in place i.e. CCTV and lighting.

With regard to this application, residents have raised concerns application details are difficult to access due to the WLDC website not being user friendly and that no hard copy of this application has been sent to the Town Council.

20th December – have no comment to make.

Local residents: Letters of support received from **Alder House (Caistor Road); 8 Wold View (Rothwell)**. In summary –

- After visiting the public consultation it looks an amazing development;
- delighted to see much needed investment in to Market Rasen;
- The dry facilities are very welcome and with hope, an increased population we will also see a swimming pool added to the town's amenities.

Objections received from **2a Kilnwell Road, Wingfield (Dear Street), The Bungalow (Dear Street), The Limes Bungalow (Gainsborough Road), Barton House (Gainsborough Road), Aspbury Planning (on behalf of client – address not provided)** with concerns being (in summary) –

Site location and need:

- No need for a dry Leisure Centre;
- Viability concerns – see little incentive for the local population to pay membership or usage fees;
- No swimming pool;
- Why do we need a full size football pitch?;
- Could be built on land at Gallamore Lane Industrial Site;
- Question the sequential test for alternative sites submitted by the applicant;
- There is no justification to demonstrate that it is essential for this leisure development to be located on the application Site when there are significant areas of Market Rasen which are not designated as Green Wedge, particularly to the east.

Character and appearance / Impact on Green wedge:

- Building is too high – will look out of place;
- Design is harmful / out of kilter;
- Would be a significant and harmful intrusion;
- It is green space;
- Would conflict with the purposes and aims of the Green Wedge contrary to policy LP22;
- Development in this location would also result in the reduction and the change in character of an important green space which provides the community with a direct link to the open countryside and informal recreational opportunities;
- Any future expansion would increase built form causing a negative impact on the functions and aims of the green wedge;
- Would set precedent for further loss of green wedge;
- Contrary to the development plan;
- Once the development commences, the site will be unprotected against future development;
- Will not preserve and enhance the quality of [the surrounding] environment;

Surrounding amenities

- With no details or relevant supporting assessments or evidence of appropriate mitigation, consider the proposal will be likely to have a potentially unacceptable and significant harmful impact on the Residents living adjacent to the development site;
- The Impact of noise on local neighbours is totally unacceptable as is the lighting and opening times. We do not need football matches and resulting bad language on any of the day of the week;
- Use of carpark will impact amenities at Wingfield;
- Light pollution to neighbours will arise from artificial lighting;
- What provision for security fencing along our borders?;
- Security issues with the access;
- Concerned with opening on Sundays or Bank Holidays

Highways, Drainage & Environmental Impacts:

- Highway issues especially during race days;

- Traffic survey should be conducted on race days and holiday periods;
- No pedestrian footpath down side of scout hut or band room except for access which is quite narrow and is a locked gate to keep school field secure;
- Car parking could be used by travellers unless there is some form of security;
- Drainage issues (previous development has been refused permission on these grounds);
- concerns drainage swale could overflow and flood neighbours – overflow should be directed onto carpark;
- Inadequate and insufficient information submitted;
- All assessments carried out in the driest years, the area is flood risk;
- Great Crested Newts which exist in this field have not been mentioned

14/01/19 – A re-consultation was sent to the property of **Wingfield** due to their proximity with the development as the car park layout was amended. Their response is as follows –

Sorry, I see no amendments to the layout of the car park in the documents provided by the developer. I do see a useful suggestion from the Environmental Planning Officer, though.

I still see a 1.5 metre fence along my boundary, which will not prevent excessive noise from the car park reaching my bedroom windows. Were that to be at the edge of the car parking spaces, especially those suggested by the Planning Officer, I might be much less concerned.

I have noted the drainage bund, which only covers a small part of my property and will not prevent it from flooding. It needs to cover all the way from the pitch.

There is still no protection for my property against rubbish infiltration from the proposed footpath.

I have also noted the suggestion that full lighting of the car park will start at 6.00 am in winter; I have no desire to be woken up at 6.00 am every day!

I still oppose the development.

A further objection was received following this initial comment with more detail and a diagram regarding noise.

LCC Highways: 20/12/18 - No objection to the principle of development, the likely impact of the traffic generated from the development proposal is minimal and has been fairly represented in the submitted Transport Assessment. Access point is acceptable, a scaled access drawing will be required with the following amendments:

- The footway link from the site must extend out onto the public highway and provide a tactile crossing point to the existing footway on the Northern side of Gainsborough Road. This crossing point must meet minimum pedestrian visibility requirements in line with Manual for Streets. The existing footway arrangement will therefore require alteration.
- The triangle will require removal from the give way markings shown.

- The existing drainage arrangement will require alteration. The portion of access that falls within the public highway will require draining to the existing cross fall of the A631 whilst the drainage of the remainder of the access road will need to be privately managed.

The existing access to the development site will require removal once the new access has been brought into use.

Drainage

The revised drainage strategy will require assessment upon submission.

17/12/18 –

Travel Plan

In principle the Travel Plan has the key areas covered. I have two main comments about the plan.

Firstly, reference the Target. On page 11 it states that the Travel Plan will use the 2011 census as the benchmark against which targets will be determined; the next sentence states that the initial aim will be to reduce private car use to below the levels predicted by the TRICS data and based on the 2011 census data achieve a private car mode share of less than 74% - reduction of around 10%. Very confusing. The target is therefore not based on the Census data which would give a target of 56.61. The latter would be potentially be difficult to achieve. I am happy to accept the first target but it just needs to be clearer in the document.

Also, page 16 discusses have a travel plan working group. Given that the majority of users will be customers; that there will be few staff, I'm not sure it is realistic for the leisure facility to have a working group.

These issues could be addressed by the Travel Plan Coordinator

Ancholme IDB: The application may increase the impermeable area to the site and the applicant will therefore need to ensure that any existing or proposed surface water system has the capacity to accommodate any increase in surface water discharge from the site.

Public Protection: 21/11/18 Nuisance – There is potential for Noise and Light Nuisance – required clarification of elements in the noise and lighting reports

11/12/18 - I am currently working upon a fuller response but require the following:
NB references are to requirements around noise and light assessment/impacts unless otherwise clear in the reference (points of clarification summarised below)

1) Explanation and justification for the marked differential in the agreed monitoring locations as against those used is required along with an explanation and assessment of differentials that are likely to have resulted

2) For there to be wider assessment around change in noise and light impact: were the proposed car parks to be relocated (and better controlled)

- 3) It is not clear to how ambient/background noise is or has been appropriately assessed or utilised to mitigate or negate impact(s) especially in relation to the summarisation at Table 4.1
accordingly a visual representation of these impacts would be helpful in the demonstration of differential between the existing and the proposed (see 8 below)
- 4) Assessment of impact from the 5 a side pitch appears to have escaped consideration and needs addressing
- 5) I would like to see the inclusion in the reports assessment as to impact upon potentially sensitive residences at Coronation Road
- 6) I see no reason in view of the distances involved that plant ought not to be inaudible at NSR's and am concerned as to mention of roof mounted plant in respect of this.
- 7) I am particularly concerned as regard statement at Item 6 - Existing Lit Environment - of the Lighting Impact Assessment
- 8) Detailed and comparative Plans depicting and limiting anticipated noise impact across the applicant site, The Limes, Wingfield and Coronation Road as compared with existing are required and should take account of 1 through 7 above.
- 9) Detailed and comparative Plans and illustrative elevations depicting and limiting anticipated light impact across the applicant site, the elevations of the proposed build, The Limes, Wingfield and Coronation Road as compared with existing are required and should take account of 1 through 7 above

Further response including that to additional information supplied 9/1/2019 (Noise and Lighting)

Noise

Figure C3: sound propagation model

The image is illegible and is requisite of being replaced

Monitoring locations

I am not inclined to accept the explanation given for the changed locations as set out at S6 of the updated report and remain unsatisfied that monitoring data provides for a true reflection of background noise impacting the deeper site.

Monitoring ought to have been agreed as representative or otherwise addressed, however attenuation over distance ought to negate any additional adverse effect from the A631 (Gainsborough Road) impacting deeper into the site.

Limiting Noise Levels in relation to Plant

A condition ought to be attached to any grant of permission limiting plant noise so as not to exceed background noise.

Any reference to 'should' ought to be conditioned as a 'shall' requirement.

Barrier construction

Landscaping proposal is for a native species hedge that would appear to effectively prevent any maintenance undertaking.

This anomaly needs addressing.

A condition ought to be attached to any grant of permission requiring a system of management that effectively maintains the fence and its attenuation properties. This would necessarily appear to imply ensuring a means of access and/or material properties that provide for significant longevity with minimal to no maintenance.

Car Park Noise

Impact on bedrooms at the NSR ought not to have a great deal of impact in view of time constraint apparent on closing of the venue.

A condition ought to be attached to any grant of permission specifying earliest opening and latest closing time

3G Pitch

I have concerns as regards the following extract from the noise impact assessment:

'7.2 Noise Impact Calculations

We have used the Sport England guidance typical measured free field noise level of 58dB LAeq, 1hour at 10 metres obtained from the side-line at the half way point of an Artificial Grass Pitch (AGP).

The guidance notes that noise levels at this location were found to be the highest and states that a 1-hour reference period is typical for the duration of an AGP session. The Guidance states that when a site is in an open location, noise levels of 50dB LAeq, 1hour can be achieved at a distance of 40m at 1.5m above the ground.'

in as much as the word 'can' is subjective; there is no assurance that 50db LA_{eg} 1 hour will be achieved. This needs to be assured by way of condition attached to any permission.

Lighting

Illustrative Lux impact

The illustrative Lux impact on elevations of the proposed leisure centre has not been provided as was requested

Impact

A condition ought to be attached to any grant of permission requiring all external and outwardly facing internal lighting to be agreed in writing prior to installation and use

The condition shall ensure that maximum Lux levels are not exceeded, and that:

Positioning, timings and intensity appropriately reflect outcome of review of the above and in order that none:

- shall exceed that set out in the lighting assessment
- or
- cause levels to exceed those illustrated in the lighting plan 'Horizontal Illuminance Levels'.

Anti-Social Behaviour

The potential for anti-social behaviour has been acknowledged but apparently deferred, however access points for both the footpaths are significantly removed from the proposed leisure centre and will likely be logistically problematic in policing and securing. Ability to manage access would appear to be key to usability and viability of the centre and as such the addressing of the potential for unauthorised access and anti-social behaviour ought to be addressed prior to determining this application.

Contamination

As previously recommended, a contaminated land condition ought to be attached to any permission granted.

Environment Agency: Does not wish to make any comments on this application.

Public Rights of Way: The Definitive Map and Statement shows Definitive Footpath (Market Rasen) No.168 in the vicinity of the site although this would not appear to affect the proposed development.

Natural England: Has no comments to make on this application.

Market Rasen C of E Primary: The Governing Body of the school fully support the proposal and feel it will have significant benefits for the children at the school and the wider town.

Lincolnshire Police: Does not have any objections to this development. Offers guidance relating to perimeter fencing, lighting, windows & doors, reception areas, alarms, CCTV, and cycle storage.

Conservation Officer: The site is just beyond the Market Rasen Conservation Area, and close to 38 Dear Street and The Elms, both Grade II listed buildings. The Limes is to the west of the site. The site itself is a very pleasant green field seen upon leaving and entering Market Rasen Conservation Area from the west. The proposed Leisure Centre and associated works for car parks etc. has followed the pre-

application advice given regarding siting to ensure that as much green space and trees are retained on the northern side of the site to minimise any impact there will be. I am pleased to see that the green space is maximised and that the new building is sited well away from the Gainsborough Road. The leisure centre block is set away, as best it can be, from 38 Dear Street and The Elms. I am content that whilst this application will change the setting of the conservation area and wider setting of the listed buildings that any harm that can be mitigated has been wherever possible, and that any limited harm is offset by the public benefit of this proposal.

The proposed design has a more detailed architectural elevation on its north side with vertical timber cladding above a yellow brick. The quality of the build is crucial to success and I would advise that sample panels to show brick, colour, mortar, timber and its finish are necessary, as are full landscaping details with conditions to ensure that any new trees will be retained.

LCC Archaeology: Having considered the findings of the archaeological desk-based assessment submitted in support of this application, this office is satisfied that the proposed development would have no known impact of buried archaeology.

Relevant Planning Policies:

Planning Law¹ requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The Development Plan in this location comprises the Central Lincolnshire Local Plan (April 2017); and the Lincolnshire Minerals and Waste Local Plan.

Central Lincolnshire Local Plan 2012-2036

LP1: A Presumption in Favour of Sustainable Development

LP2: The Spatial Strategy and Settlement Hierarchy

LP6: Retail and Town Centres in Lincolnshire

LP9: Health and Wellbeing

LP13: Accessibility and Transport

LP14: Managing Water Resources and Flood Risk

LP15: Community Facilities

LP17: Landscape, Townscape and Views

LP21: Biodiversity and Geodiversity

LP22: Green Wedges

LP24: Creation of New Open Spaces, Sports and Recreation Facilities

LP25: The Historic Environment

LP26: Design and Amenity

<https://www.n-kesteven.gov.uk/central-lincolnshire/local-plan/>

National guidance

National Planning Policy Framework (2018)

National Planning Practice Guidance

¹ Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990

The new NPPF was published in July 2018. Paragraph 213 states:

"Existing [development plan] policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

Neighbourhood Plan – The site is not within a designated Neighbourhood Area and there is no applicable Neighbourhood Plan that can be taken into consideration with this application.

Main issues

- Principle
- Green Wedge, Landscape and Visual Impact
- Highways
- Drainage
- Residential Amenity
- Design
- Impact on the Conservation Area and Listed Buildings
- Ecology
- Archaeology

Assessment:

Principle

The proposal is for a new leisure facility (use class D2) that will provide a wide range of facilities for sporting activity.

Leisure facilities will include a fitness studio, exercise studio, four court indoor sports hall, changing facilities and a reception/café together with an external 3G pitch.

The leisure centre has been arranged over two floors. The building footprint will amount to 1350sqm and the overall external gross area for both ground and first floor amounts to 1880sqm.

The proposal site lies adjacent to the main built up area of the settlement and forms part of a larger local 'Green Wedge' designation (CLLP policy LP22 applies).

Policy LP2 sets out the main spatial strategy and states that to maintain and enhance their roles as market towns, Caistor and Market Rasen will be the focus for significant, but proportionate, growth in housing, employment, retail and wider service provision.

Most of this growth will be via sites allocated in this plan, or appropriate infill, intensification or renewal within the existing developed footprint of Caistor and Market Rasen. However, additional growth on non-allocated sites in appropriate locations outside of, but immediately adjacent to, the developed footprint of these

market towns may also be considered favourably, though these are unlikely to be supported if over 50 dwellings / 2 ha per site.

Paragraph 17 of the NPPF states that the development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area.

Policy LP2 is consistent with the NPPF and is given full weight.

The proposal site is approximately 3 hectares – and policy LP2 indicates sites over 2ha are “unlikely” to be supported. However the built form itself would only equate to 0.2 hectares with the majority of the site remaining as spacious grounds. Due to the size of the overall site, it may be considered a possible departure from policy LP2. Policy LP9 states that the Central Lincolnshire authorities will expect development proposals to promote, support and enhance physical and mental health and wellbeing, and thus contribute to reducing health inequalities.

Paragraph 91 of the NPPF states that planning policies and decisions should aim to achieve healthy, inclusive and safe places.

Paragraph 92 “To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should: a) plan positively for the provision and use of... community facilities...”

Policy LP 9 is consistent with the NPPF and is given full weight.

The proposal would be in accordance with policy LP9 due to its very nature of it being a leisure facility. It offers a wide ranging set of facilities which will have health and wellbeing opportunities throughout.

Policy LP15 states that all development proposals should recognise that community facilities such as leisure facilities..., ...are an integral component in achieving and maintaining sustainable, well integrated and inclusive development.

The policy states that *“Proposals for new [stand-alone] community facilities will be supported in principle...”*

They should meet criteria relating to [proportionate] accessibility, adaptability for future expansion, and *“Where applicable, be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.”*

Subject to the criteria, the principle of this leisure development will therefore accord with policy LP15.

Paragraph 83 of the NPPF states that planning policies and decisions should enable:

c) sustainable rural tourism and leisure developments which respect the character of the countryside

Policy LP15 is consistent with the NPPF and is given full weight.

The proposal is compliant with policy LP15 as the proposal is for a leisure facility. The proposal is situated on the edge of the settlement but is easily accessible by foot, cycle or car.

The proposal is situated on land located within a Green Wedge. Policy LP22 states that Green Wedges, as identified on the Policies Map, have been identified to fulfil one or more of the following functions and policy aims:

- Prevention of the physical merging of settlements, preserving their separate identity, local character and historic character;
- Creation of a multi-functional 'green lung' to offer communities a direct and continuous link to the open countryside beyond the urban area;
- Provision of an accessible recreational resource, with both formal and informal opportunities, close to where people live, where public access is maximised without compromising the integrity of the Green Wedge;
- Conservation and enhancement of local wildlife and protection of links between wildlife sites support wildlife corridors.

Within the Green Wedges planning permission will not be granted for any form of development, including changes of use, unless:

- a. it can be demonstrated that the development is not contrary or detrimental to the above functions and aims; or
- b. it is essential for the proposed development to be located within the Green Wedge, and the benefits of which override the potential impact on the Green Wedge.

Development proposals within a Green Wedge will be expected to have regard to:

- c. the need to retain the open and undeveloped character of the Green Wedge, physical separation between settlements, historic environment character and green infrastructure value;

- d. the maintenance and enhancement of the network of footpaths, cycleways and bridleways, and their links to the countryside, to retain and enhance public access, where appropriate to the role and function of the Green Wedge;

- e. opportunities to improve the quality and function of green infrastructure within the Green Wedge with regard to the Central Lincolnshire Green Infrastructure network and Biodiversity Opportunity Mapping.

Paragraph 170 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes

Policy LP22 is consistent with the NPPF and is given full weight.

Supporting paragraph 5.7.4 states

“Whilst the purpose of Green Wedges is to protect the open and undeveloped character of areas within them, it is not intended that they should operate as an absolute restriction on all development proposals. There are also various ‘non-open space’ uses that already exist. As such certain types of development may be acceptable, so long as they are not detrimental to the character, role and function of the Green Wedge within which they are situated. This is provided for

in part a) of the policy and may include agricultural and forestry related development, green space, outdoor sport and recreation uses, the re-use of rural buildings and extensions or alterations to existing dwellings.”

In this case the proposal includes dedicated outdoor sport and recreation provision, an accepted use within the Green Wedge. The impact upon the “green wedge” and ensuing assessment as to whether it complies with policy LP22, will be discussed in further detail later in the report.

Policy LP24 states that the Central Lincolnshire Authorities will seek to:

- reduce public open space, sports and recreational facilities deficiency;
- ensure development provides an appropriate amount of new open space, sports and recreation facilities; and
- improve the quality of, and access to, existing open spaces, sports and recreation facilities.

Paragraph 92 of the NPPF states that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

Policy LP24 is consistent with the NPPF and is given full weight.

The proposal would be in accordance with policy LP24 as the proposal includes an outdoor sport and recreational facility.

There have been concerns raised that housing and retail applications have been refused on this site and therefore this proposal should follow suit. However each application is taken on its own merit. A housing scheme and retail scheme are very different forms of development to a leisure facility in their context and impact. The report will assess the impact in its context.

Need

A Statement of Need has been provided with the application.

The need has arrived from research from the project team at WLDC which has identified a case for better leisure provision in Market Rasen. The need also arises from the fact the council can no longer operate at De Aston Sports Centre due to the limited opening hours with no scope to improve these and other operating difficulties particularly safeguarding.

Until recently leisure opportunities had been provided for the residents of Market Rasen and Caistor by means of sports facilities at De Aston School and Caistor Yarborough School. Each of these offers were very limited and restricted to out of school hours.

There were also issues around safeguarding.

The Statement of Need concluded:

- Overall, Market Rasen and the surrounding area has moderate areas of deprivation with some indicators falling into the top 30% most deprived in England
- Below Lincolnshire average for health status with 77.1% rating their health as good or very good
- Almost 50% of residents rate their day to day activities as limited
- Market Rasen has lower socio economic classification percentages than other areas of the District, ie Welton
- 5 mile catchment population of 7,500 (16+), some demand for 'better playing facilities' and 'sports and leisure hall' provision
- Low – middle participation rates locally
- 2000 club members, which is high for the area
- Some demand for longer opening hours (500 people 16+)
- De Aston Sports centre is the main leisure facility locally, but there are many issues relating to the site, including opening hours, relationships with the school and general aesthetics
- A recent report identified that there are other facilities locally that are underutilised, but it is not clear whether these meet current demand/requirements (even if fully utilised)
- Residents of Market Rasen need to travel for at least 30 minutes to access larger facilities both in and outside of the district (questionable whether they would travel this far)
- Due to the issues with current provision in Market Rasen, lower participation rates and length of travel time to nearby facilities a strong case could be made for improved provision in this area, which if successful would help to increase participation further.

Sequential Approach

A sequential test has been undertaken to consider the most appropriate site for the proposal.

The definition of a “main town centre use” in the glossary to the NPPF includes “leisure”; “more intensive sport and recreation uses”; and “health and fitness centres”. Therefore, the application proposal is considered to constitute a main town centre use. The application site lies approximately 150 metres walking distance from the nearest defined centre which is Market Rasen Town Centre.

Policy LP6 is engaged. This states that a retail hierarchy will be used and development proposals for retail and/ or other town centre uses will be directed to the Tier 1 to 4 centres. Market Rasen falls within tier 2 of the hierarchy.

Development proposals will need to be appropriate in scale and nature to the size and function of the relevant centre and to the maintenance of the retail hierarchy as a whole.

Development proposals for main town centre uses in out-of-centre and edge-of-centre locations will be required to demonstrate their suitability through a sequential site test in line with the NPPF

In terms of the area of search for the sequential assessment, the exercise has focused on potential opportunities either within or adjoining the built-up area of Market Rasen in the context of the key criteria.

The applicants state that in assessing potential alternative sites, and having regard to flexibility and viability, they removed the overflow parking spaces (38 of the 102 spaces proposed), acknowledging sites in defined centres typically have better accessibility by non-car modes, but nevertheless recognising that access by car and the availability of adequate off-street car parking are important requirements for many leisure centre visitors. The application site is extensive, covering approximately 3ha. Circulation space within the leisure centre building itself has been minimised to create an efficient building footprint and maximise the area of the site that can be given over to landscaping. On this basis, whilst an element of landscaping will still need to be maintained, the minimum site area requirement for the purposes of the sequential test has been reduced by approximately one third to 2 hectares (sufficient to allow for the footprint of a 2-storey leisure centre building, an expansion zone, a 3G pitch, an informal 5-a-side pitch (now removed from the proposal), 64 parking spaces and provision of landscaping within the immediate curtilage of the leisure centre building). It is this figure which has formed the basis of the sequential test.

Sites allocated for residential uses in the CLLP beyond the existing developed footprint have not been assessed as part of this exercise. These sites are planned specifically to deliver housing in line with housing land supply targets identified in the Local Plan.

Ten sites were looked at within the sequential test area.

The Sequential Test concluded:

The application proposal is for a leisure centre development and associated facilities including car park provision, means of access and landscaping on land off Gainsborough Road, Market Rasen. As it is unnecessary for applicants to consider the disaggregation of their development proposals, a search has been undertaken for alternative sites capable of accommodating the entire leisure centre facility including the outdoor sports pitches and the 'expansion zone'. The applicant has shown flexibility in its site area requirements by reducing the number of parking spaces and the amount of land given over for landscaping. A search for sequentially preferable alternative sites has therefore been undertaken for sites capable of accommodating a leisure centre facility with a site area of 2ha (a reduction of 1ha).

There are no sequentially preferable sites to accommodate the proposed leisure centre development that are available, suitable or viable. In terms of the built-up area of Market Rasen, introducing leisure centre on the former Market Rasen Social Club site and on land adjacent to Market Rasen Railway Station would not be suitable or viable, the site would not be capable of accommodating a leisure centre without significant compromise on the range and type of facilities it could provide. Sites assessed adjacent to the northern and eastern boundary of Market Rasen's developed footprint have relatively poor connections to the town centre compared to the Gainsborough Road site and also have limited access by public transport and on

foot. The site to the north of Market Rasen on Caistor Road is also affected by significant flood risk issues. Sites further from Market Rasen's developed footprint along Gallamore Lane have been assessed. Some of these sites were also affected by flooding. Given the distance of these sites to the town centre and a lack of public transport provision, it is considered that these sites are unsuitable for a leisure centre.

Whilst some third party representations have put forward that development to the east of Market Rasen would be preferable, they do not set out any evidence to demonstrate that there are readily available or suitable sites to accommodate the development, or otherwise any evidence contrary to the approach taken within the sequential test submitted with the application.

The sequential approach ruled out the east due to poor connections. Two sites in the east were included in the sequential test. Other land was discounted due to it being within a flood zone.

Therefore, none of the alternative sites assessed are considered to be sequentially preferable to the application site which lies in an edge of centre location, immediately adjacent to Market Rasen's developed footprint and within easy walking distance of bus services. There is also scope for improved links to the town centre both in terms of walking and cycling.

Impact on Town Centre Uses

The applicants have included an assessment on the impact of other town centre uses. They have also looked at other facilities further afield. There are health and fitness facilities located further afield in Caenby, Caistor and Gainsborough but their distance means that they are unable to provide a convenient and accessible service to Market Rasen residents. Similarly, these facilities have their own localised catchments which will largely be unaffected by the application proposal.

The proposed leisure centre will have a small café within the reception area, but this will primarily serve visitors to the leisure centre. The café is an integral part of the leisure centre offer, but its small scale means that it is unlikely to have a draw outside of that created by the Leisure Centre. This means that some of the many visitors that will frequent the Leisure Centre will comprise the customer base of the reception café.

There are 7 cafes and restaurants in Market Rasen town centre along with 5 pubs which serve light snacks and teas/coffees. The provision of a single small café catering specifically for visitors to the Leisure Centre will have little if any impact on town centre facilities, who will be catering for a different market to that of the reception café - tourism visitors, shoppers and those who work in or close to Market Rasen town centre. The small café will raise no concerns over town centre vitality and viability.

Any impact arising from the proposed Leisure Centre will be of a negligible scale and would not raise any concerns over town centre impact. The location of the application proposal – within 200 metres of Market Rasen town centre, may result in spin off benefits to retailers and services in the town centre as those attending the

Leisure Centre will (due to the advantages of convenience and proximity), have the opportunity to undertake other tasks (such as make purchases and orders, collect goods, book services and appointments etc) as part of the same visit/trip to the Leisure Centre.

Following the sequential approach and impact on other uses, it is deemed the proposal would accord with policy LP6 of the Central Lincolnshire Local Plan.

Community Consultation

Evidence of community consultation has been submitted in support of the application. The applicants, West Lindsey District Council (WLDC), had been consulting widely upon the development of a dry leisure centre and associated 3G pitch off Gainsborough Road in Market Rasen.

The consultation was undertaken using a wide variety of media:

- A dedicated webpage was hosted on the Council’s website from the 10th September 2018. This contained images of the consultation boards to be used at the public consultation event, information on the site, frequently asked questions and an on-line survey form (link: www.west-lindsey.gov.uk/mrleisure)
- 500 leaflets were delivered in Market Rasen promoting the on-line and public consultation together with 30 posters which were displayed in shops and retail outlets.
- Information and the survey was provided to 246 members of the Citizen’s Panel that live in and around Market Rasen
- A public consultation event was held at Festival Hall in Market Rasen on the 19th September 2018. This was attended by 87 members of the public and was supported by West Lindsey District Council Officers and Members. Members of Market Rasen Town Council were also present in support.
- Meetings have been attended with Market Rasen Town and Middle Rasen Parish Council, being those most impacted by the development of the leisure facility.
- Engagement has taken place with the adjacent primary school who are very keen to see the development come to fruition and have already made contact with Everyone Active regarding using the centre every week during term time for P.E. lessons
- Engagement has taken place with De Aston School (which is currently the site for a limited community leisure offering – this will transfer to the new site on opening). A letter in support of the development from the Head of De Aston school is attached at Appendix 1 of the Community Consultation. Also attached at Appendix 2 is a letter from a current user of the limited facilities at De Aston.
- Extensive newspaper coverage was achieved with the leisure development featuring in both print and website form. The consultation was featured in the Lincolnshire Reporter (online) and Market Rasen Mail (online and in print).
- A radio interview was given on the day of the public consultation event to encourage residents to attend or visit the webpage to provide their responses.
- Engagement has been sought on social media, through promotion on the council’s Facebook and Twitter accounts.

– Some residents have independently launched their own Facebook group – Residents who support the new Market Rasen Leisure Centre. This has been used to promote the consultation and currently has 257 members.

The applicant's community consultation concludes:

"In line with the National Planning Policy Framework (2012) and the Localism Act, West Lindsey District Council has committed to this open and transparent consultation on its development proposals, which enabled all parties to view, comment and provide feedback on the proposals.

Feedback has indicated that there is clearly support for a leisure development in Market Rasen. From the responses analysed an average of 70.9% of people responded positively, offering complete or qualified support over the four categories assessed.

There were comments raised regarding the desire for a pool, and whilst this is important feedback for the Council and can be fed into future plans, these comments do not relate to the proposals upon which the Council were consulting at this time.

There is very clear support for the development to occur at the proposed site with 84% of respondents commenting positively.

In terms of concerns raised these have mostly been related to the design of the building. The leisure centre has been designed specifically to take into account the rural setting and the site's adjacency to the conservation area. The building has been set back to maintain the greenness at the front of the site.

Other concerns raised centre around the road network adjacent to the proposed development. A full traffic impact assessment has revealed no real issues regarding this and Highways have been supportive in pre-planning engagement."

The consultation indicates support for the proposal. There were many comments received at this consultation regarding the omission of the swimming pool and wanting the provision of a swimming pool. Whilst there were many comments for the swimming pool this is not part of the proposal and overall it can be considered that there is some positive support for the leisure centre. However there are objections to the proposal with regards to highways, noise, light pollution, design and need.

Following conclusion of the publicity period of this application, and at the time of writing, only seven representations have been received from, or on behalf of, local residents. Of these, two express support for the proposals.

Green Wedge, Landscape and Visual Impact

Policy LP17 states that to protect and enhance the intrinsic value of our landscape and townscape, including the setting of settlements, proposals should have particular regard to maintaining and responding positively to any natural and man-made

features within the landscape and townscape which positively contribute to the character of the area.

Paragraph 170 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by:

a) protecting and enhancing valued landscapes

Policy LP17 is consistent with the NPPF and is given full weight.

A Landscape and Visual Impact Assessment (LVIA) has been submitted with the application.

The application site is located adjacent to the Market Rasen Conservation Area, which covers the town centre and contains a number of Grade II listed buildings and two Grade II* listed buildings. The nearest include (all Grade II) a listed building at 38 Dear Street (adjacent to Gainsborough Road), a brick wall at 23 Dear Street and The Elms located to the northwest of the site and surrounded by a private garden on the other side of Gainsborough Road.

The Limes Hotel is on the western boundary. It is a Victorian country house set in gardens with various outbuildings and an established garden with an avenue border of lime trees. The Limes Cottages (part of the Limes complex of buildings) is cited to the west of the application site.

An Important Open Space (IOS) is located within the ground of Market Rasen Primary School grounds adjacent to the eastern site boundary. To the south, there is an area of public open space, which includes a skate park and a play park.

There are no Public Rights of Way (PRoW) within the site. Several PRoW are located around the site, however, only one PRoW is located within the Theoretical Zone of Visual Influence (set out within the LVIA): PRoW MaRa/168/1. To the west of the site, there is a Cycle Route connecting Middle Rasen with Market Rasen along A631.

There would be a formalisation of an existing footpath route across the adjacent primary school site to provide a direct pedestrian connection from the application site to the adjacent school and into the town centre.

There are no scheduled monuments on site or within the study area within the LVIA.

The West Lindsey Character Assessment 1999 provides a character assessment at district level. The application site and the landscape between Market Rasen and Middle Rasen fall within Landscape Character Area (LCA) 11 Heathland Belt.

Its key characteristics of relevance are as follows:

- *“Large conifer plantations on acidic soils formed on areas of covers and;*
- *Gorse, birch trees and acid grassland indicate heathland character within the agricultural landscape;*

- *Mix of arable fields and pastures with patchy clumps of hedgerows and few hedgerow trees;*
- *Distinctive lines of oaks, straight ancient hedgerows and small deciduous woodlands near Holton le Moor;*
- *The fringes of Market Rasen and Caistor have a relatively wide range of land uses.”*

The principles for accommodating new development, and are summarised as follows:

- *“Any new development on the fringes of Market Rasen or Caistor should be accompanied by mass planting which is designed to help integrate the development with the surrounding landscape pattern. It should include elements such as mixed woodland, hedgerows and hedgerow trees (predominantly oaks);*
- *Further development on the prominent higher ground to the east should be discouraged as it may affect the wider landscape setting of the Wolds' escarpment; the flatter, relatively wooded areas are more suitable for accommodating change;*
- *Existing building materials are predominantly dark brick with pantile or slate roofs; many buildings are rendered white, particularly in the Market Rasen area;*
- *The dispersed pattern of development on the fringes of Market Rasen (individual industrial buildings, farms and cottages should be retained and linear development discouraged so that the striking, abrupt entrance to the historic town centre is conserved;*
- *Development should be avoided on heathland areas to preserve this limited habitat type;*
- *The choice of colours or materials for large scale agricultural or industrial buildings should take account of their backdrop and wider landscape setting so that they can be integrated successfully into the landscape.”*

The Landscape Sensitivity of this LCA are:

“This landscape of acid heathland and agricultural land, between Caistor and Market Rasen is dominated by large conifer plantations of mainly Scots pine and Corsican Pine. Views are relatively contained and there is some capacity to accommodate change.

The most sensitive parts of the landscape are:

- *Existing open heathland and pastures, such as Linwood Warren;*
- *Approaches to Caistor and Market Rasen where there are pressures for a mixture of land uses, including golf courses, nurseries, light industrial areas and recreational uses;*
- *Woodland edges - these structure views (particularly towards the Wolds) and form a dark backdrop to most views within this area;*
- *Species-rich ancient hedgerows.”*

Considering the susceptibility/value and thus the sensitivity to the proposed development, the loss of the pasture land but with the constrained opportunity for views, it is considered that the landscape has a medium sensitivity.

Green Wedge is a local planning designation and is not related to any special qualities or value of the landscape (unlike an AGLV designation). Its main aims are to provide sufficient physical and visual separation to prevent coalescence of settlements and protect their separate physical identities by keeping land permanently open and undeveloped.

While Green Wedge is not a landscape designation the presence of landscape features (for instance vegetation) and therefore character does have impact on the visual separation of settlements.

The landscape within the Green Wedge between Market Rasen and Middle Rasen is not uniform in character and its contribution to visual separation varies across the designated land. This Green Wedge is also not related to any clear landscape boundaries or features on the ground.

The key sensitive receptors identified in the LVIA include:

- Users of PRow footpath MaRa/168/1. This is the only PRow with potential views of the application site;
- Residents in close proximity to the site on Mill Road, Dear Street and Gainsborough Road;
- Users of green open space and playground to the south of the site. In the summer months, views of the application site are filtered by tree planting along site boundary. Views of the entire application site will be possible in winter months;
- Users of the open space associated with the adjacent Primary School;
- Users of Important Green Space on the eastern boundary of the site.

The key receptors include residents within the study area to the east and south of the application site.

Residents on the most northern section of Dear Street are the only properties on Dear Street with views into the application site. These properties are cited on the eastern boundary of the site with some of the properties facing into the northern section of the application site with views over the open grassland towards the treed western boundary of the site and the Limes Hotel.

Residents further east/southeast on Dear Street do not experience views into the application site due to existing built form and vegetation.

A small number of residents on Mill Road experience limited visibility of the application site through a short gap in the built form between the school buildings and neighbouring properties. The views experienced are glimpsed views through boundary fencing and existing vegetation which screen views of the majority of the site.

Other residents south of the site on Coronation Road face south with north facing gardens, therefore views are focused away from the application site.

The residential receptors are considered to be high sensitivity.

Users of the adjacent school playground currently experience clear views into the southern portion of the application site. From the playground, the Limes Hotel and its associated buildings, which sit on the site boundary are visible through the play equipment, set against the mature vegetation which surrounds them. On the edge of the field, the view of the site is clear, but set in the context of settlement edge with the properties along Coronation Road visible to the south and the church to the north. The road is glimpsed as traffic becomes visible above and through the boundary vegetation. The viewers' attention is not on their surroundings, as they are focussed on experiencing play and therefore have a medium sensitivity to the proposals.

Users of Public Open Space adjacent to the southern site boundary experience filtered views north into the site through gaps in the trees planted along the southern boundary of the site. Due to the nature of the space (a playpark and skate park) the viewer's focus is not on their surroundings and therefore they are considered to have a medium sensitivity to the proposals.

Users of PRow Mara/168/1 are the closest in proximity to the application site. Users of this footpath travelling north, experience a contained short view over a small agricultural field looking north east towards the mature heavily treed and vegetated western edge of the Limes Hotel.

Users of the bridleway PRow Mara/171/2 experience views east over an open agricultural field that is bound by trees and mature existing vegetation. Further east, lines of linear trees and vegetation appear as a denser vegetated boundary to the Limes Hotel and encloses the views, restricting longer views beyond.

Users of wider PRows including Bridleway Midd 171/1 and Footpath Midd 181/1 to the west of the application site experience wide, open views across agricultural fields towards the application site and Market Rasen. Due to the distance from the site, flat topography and intervening vegetation the application site is not distinguishable within the views from these PRows.

Users of the PRows are generally enjoying their surroundings and therefore are considered to have a high sensitivity to the proposals.

With regards to road users, as they move east, distance views towards the built edge of Market Rasen are restricted by dense, tree lines treed and vegetated linear property gardens (such as the Limes Hotel) and field boundaries that run north-south. As users move further east along the road the views become more contained and focused along the road due to strong vegetation and built form that line the road.

The built edge of Market Rasen is heavily screened and is not apparent until the user reaches the application site's northern edge where there is a break in vegetation and the properties on Dear Street become apparent on the entry into the town. At this point users experience an open view south into the application site over grassland with a few scattered trees. Views further south and east are obscured by built form and mature trees and vegetation that form the site boundaries. This view is for a short period of time as the user travels along the road into Market Rasen.

Users travelling west along Gainsborough Road experience a short-contained view due to existing mature trees and vegetation that forms the eastern boundary of the Limes Hotel. Partial views are visible of a small section of the northern edge of the application site which is screened by existing built form in the foreground.

Due to the transient nature of the views experienced whilst driving the receptors are considered to have a low sensitivity.

In the short term the potential effects on landscape character and specific landscape features (outside of the green wedge analysis) associated with the proposed development will be from clearance works, excavation and construction activities.

The following mitigation measures are proposed during construction of the proposed development:

- To safeguard the existing vegetation to be retained, protection zones would be created and fenced off to ensure that vegetation would be protected in accordance with BS 5837:2012 Trees in Relation to Design, Demolition and Construction;
- Construction and security lighting would be shielded where possible and directed downwards to minimise light pollution and would be minimised out of working hours;
- Security site hoarding would be provided where required around the perimeter of the site, in order to restrict public access during construction works. This hoarding will be set back from Gainsborough Road in order to retain an open aspect to the north of the site during construction;
- Restriction of hours of working to the day.

In the longer term, once the proposals are operational, the potential effects on the landscape character are likely to be:

- Change of site use and appearance of built form to the southern section of the application site;
- Increased movement of traffic around the entrance to the proposed development on Gainsborough Road and movement of traffic around the site, mainly in the southern section;
- Increase in visitors to the proposed sports centre;
- Internal movement within the site and active use of facilities and external sports pitches;
- Introduction of lighting to sports centre and external facilities/sports pitches;
- Appearance of new landscaping including trees, shrubs and grassland/wildflower areas.

The principal aim of mitigation measures is to avoid, minimise and compensate for the potential adverse landscape and visual impacts.

The following mitigation measures are proposed once the proposed development is operational:

- Proposed landscaping to the northern section of the site and around the car park areas with trees, shrubs and grassland/wildflower areas mixes;
- Vehicle movement kept to the access road and predominantly the southern section of the site around the building and car parking areas.

The landscape proposals have been created as part of the proposed development, which utilise the following objectives:

- A strong sense of arrival - on arrival visitors will be able to absorb a sense of character;
- Ensuring good visibility across the site to maintain the existing character;
- Ensuring privacy is well considered for The Limes Hotel and residents on the eastern boundary off Dear Street;
- Creating good access and movement patterns;
- Improving green infrastructure and biodiversity across the site;
- Creating opportunities to improve health and well-being with access to well-equipped sports facilities for all;
- Improving connectivity to and from Kilnwell Road, the school, scout hut and town centre.

Following the officer's own site visit, viewing both the site and its surroundings, they did not experience anything that would contradict with the LVIAs assessment, and would otherwise conclude with its findings.

The proposed development would have impact on the physical reduction of designated Green Wedge Land, however, this physical reduction would not be significant. It would not lead to the coalescence of Market Rasen and Middle Rasen or loss of their separate physical identities. Whilst other applications have been refused on this site due to the allocation of the green wedge, the nature of those developments was significantly different. This application differs from these by a reduced building footprint and the use proposed. There is significantly more landscaping with this application with approximately 0.2ha of built development out of approximately 3ha of the total site. Over 90% of the site would not be built development. In other words, the physical intrusion within the gap would be significantly less, with only one single building being set within the site, and that the nature of the use, as a leisure use, is more compatible with the function and aims of the green wedge.

One of the functions and policy aims set out within policy LP22 is the:

*“Provision of an accessible recreational resource, with **both formal and informal** opportunities, close to where people live, where public access is maximised without compromising the integrity of the Green Wedge;”*

The application proposes a 'low density' development comprising a formal recreational resource, and in this regard compliments the intended function of the green wedge.

Lighting, both of the facility and floodlighting of the pitches, will introduce a lighted facility within an otherwise “dark” corridor formed by the green wedge. Nonetheless,

it sits immediately adjacent the developed footprint of the settlement (i.e. it is not in isolation), and lighting would take place outside of daylight hours, whereby experience of the green wedge would be more limited. A planning condition which limits the hours of artificial lighting, would further mitigate any such impact.

Considering the very contained area of potential visual impact it is concluded that the impact of the proposed development on the Green Wedge as a whole would be negligible. It is evident that the key area providing separation between the two settlements is the open countryside to the west. A visual diminishment of the Green Wedge within the application site would not therefore be material for the purpose of this designation.

There would also be no significant impact on the sense of approaching or leaving Market Rasen due to the vegetated and highly enclosed character of the approach.

In the context of the policy LP22 Green Wedges, the proposed development would maintain the physical identity and would not lead to the coalescence of settlements.

Due to its location, limited visibility and due to suburban context it can be designed, as part of the detail so as to not cause harm to the character of the Heathland Belt LCA. It would not detract from the rural setting of Market Rasen, which is defined by open countryside, and would not affect the integrity of Green Wedge. It would also provide public access through the site which is located among a variety of public uses and enhance accessibility to the public green.

It is assessed that the landscape and visual effects of the proposed development would be limited to the very local area.

There would be no substantial impact upon the identified key landscape characteristics. These are in the main retained and enhanced, particularly the strong vegetated boundaries which contain the site. There is a loss in part of the pasture land which is the main land use typology of the site, although the frontage is retained as open.

The proposal would have a direct physical impact on the Green Wedge through the reduction of the overall area however this will not lead to coalescence between Middle and Market Rasen.

Due to the enclosed nature of the site, there will be no visual coalescence either. The strong mature vegetated boundaries prevent visual connectivity with the wider landscape particularly to the west. The openness and integrity of the wider Green Wedge is not affected and the rural setting of the settlement remains.

Overall it is concluded that there will be a low effect on the site and a negligible effect on the wider landscape character on completion.

When considering the impact upon the identified sensitive receptors, it has been judged as no more minor-moderately adverse and are limited to those in very close

proximity to the site, with prolonged views. The impact on the overall receptors is no more than negligible.

Whilst landscape proposals have been provided and are acceptable, the management detail of these have not been provided. Therefore a management plan will be required prior to first occupation.

The principle of leisure use would accord and would even potentially enhance the area in accordance with the third key function of LP22 – creating an accessible recreational resource with formal opportunities. The development is of a low density, still quite 'open' in its nature. It is deemed to be a more compatible use with the green wedge designation than the previous applications for retail and housing.

Overall, it is considered that landscape, visual impacts would not be significant, and that encroachment into the green wedge would not fundamentally undermine its functions and aims. The development would retain the open and undeveloped nature of the green wedge and accord with criteria (c-e) of policy LP22. The proposals would be in general accordance with policies LP17 and LP22.

Highways

The site is proposed to have vehicular and pedestrian access at Gainsborough Road and with pedestrian linkages towards the Town centre at Kilnwell Road.

The application has been supported by a Transport Assessment.

Transport data has been collected at the following locations and the format of data collection is as follows,

- A631 Gainsborough Road/Dear Street – 12 hour manual classified traffic count
- A631 Gainsborough Road/John Street – peak period manual classified traffic count
- John Street/Chapel Street/Mill Road/Kilnwell Road - peak period manual classified count
- A631 Gainsborough Road - Traffic Speed Survey

These data were collected in June, 2016 and used to determine the effects of the proposals on the local road network.

Recent accident data from the A631 corridor east and west within 500m of the proposed site access show that there has been a total of 7 accidents in the past five years.

There have been no accidents at the location of the proposed site access or immediately to the west of the site.

In terms of weekday traffic growth, movements are forecast to increase by 13.6% with a similar daily increase at the weekend by 2025.

Advice to the company providing the transport assessment in respect of the likely use of the site has been provided by Sports & Leisure Management (SLM) which has

stated that the weekday use of the site is likely to amount to 135 people (270 person trips).

A majority of the daily trips are anticipated to occur in the evening and with around two thirds of the level of the weekday traffic over each of the weekend days (244 trips).

The distribution of TRICS trips through the day generally supports the SLM advice, with at least half of the traffic occurring after the evening peak hour.

The site has the ability to accommodate in excess of 85 parking spaces with room for servicing and coach parking.

There is no footpath on the south side of Gainsborough Road adjacent to the east of the proposed site despite the close proximity to the town centre and therefore the scheme will incorporate a dropped kerb pedestrian crossing, to the west of the site access.

It is also proposed for a pedestrian link to be provided through the School site to Kilnwell Road which would give access not only to the school but to the other Town centre facilities.

The nearest Bus Stops to the site are east and west along the A631 and within 500m of the entrance, offering services between Grimsby, Lincoln and Caistor.

Policy LP13 states that development proposals which contribute towards an efficient and safe transport network that offers a range of transport choices for the movement of people and goods will be supported.

Paragraph 109 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Policy LP13 is consistent with the NPPF and is given full weight.

The summary of the Transport Assessment is as follows –

There is to be vehicular and pedestrian access at Gainsborough Road and with the proposal also providing pedestrian linkages towards the Town centre at Kilnwell Road.

There are expected to be ten employees on site at any time.

A 64 space car park adjacent to the main building with provision for disabled driver and bus/coach parking spaces is proposed and with a further overspill parking area of 21 spaces, giving a total provision of 85 car parking spaces.

The key findings are as follows,

- Average dry weather speeds in both directions were below 31mph and that the maximum 85th percentile speed was 35mph in a westbound direction

- The peak periods on the local road network have been shown to be 0800 hours to 0900 hours on the weekday morning and between 1600 hours and 1700 hours in the afternoon/evening
- The traffic at the A631/Dear Street junction is represented by over 91% cars and light goods vehicles, with around 2.3% of traffic made up of buses, motorcycles or cyclists
- There have been no accidents at the location of the proposed site access or immediately to the west of the site
- Baseline traffic has been uplifted by 12.8% in the morning peak period and 13.1% in the afternoon/evening to deliver the 2025 forecasts
- Advice in respect of the likely use of the site has been provided by Sports & Leisure Management (SLM) which has stated that the weekday use of the site is likely to amount to 135 people (270 person trips)
- A majority of the daily trips are anticipated to occur in the evening and with around two thirds of the level of the weekday traffic over each of the weekend days (244 trips)
- By comparison from TRICS based on a 1,545m² gfa fitness suite, that the development would generate a total of 461 vehicular trips in a weekday with 17 vehicle trips in the morning peak hour and 47 vehicle trips in the evening peak hour. On this basis the expected use of the site as a community facility is expected to generate less than half of the Fitness Centre person trips predicted by TRICS – therefore as a ‘worst case’ the latter has been used in the assessment of junction capacity and material impact when dealing with forecasts of vehicular traffic
- From the position of the site between the Town and Middle Rasen to the west and based on local count data around 60% of traffic to/from the site is forecast to travel to/from the town This means that of the total generated traffic there would be anticipated to be an additional 10 trips in the morning peak hour and 28 trips in the evening peak hour through the Town
- The forecasts predict that the peak period traffic through the Town past the Market Place will be less than 3% and that the closest junction to the proposed development, at the A631/Dear Street, the ratio of flow to capacity (RFC) will be no more than 0.22 – well within its capacity
- At the site access, the Stopping Sight Distance, plus bonnet length, is calculated as 48m which is defined by the speeds approaching the access from the A631. This means that the visibility, wholly within the current 30mph speed limit, is deemed acceptable both east and west from the proposed access and is not reliant upon third party land to achieve safe egress from the proposed site
- Guidance provided by the Institution of Highways and Transportation (IHT) suggests that in terms of commuting, walking to/from schools and recreational journeys, walk distances of up to 2,000 metres should be ‘considered’, with the ‘desirable’ and ‘acceptable’ distances being 500 and 1,000 metres, respectively
- For non-commuter journeys, walk distances of up to 1,200 metres can be ‘considered’, with the ‘desirable’ and ‘acceptable’ distances being 400 metres and 800 metres, respectively
- Bus Stops and key community facilities, including schools, all lie within this catchment of the site

The traffic likely to be generated by the proposed development is modest when compared to larger sites and the ability to provide good access and visibility, on-site parking and pedestrian linkages to the town are important aspects in support of the scheme.

There is no evidence that the proposals will adversely affect nearby junction capacity.

The Local Highways Authority (LCC) have been consulted on the application and whilst there were some minor amendments to the path and road layout, they have no capacity or highway safety concerns.

The path and road were subsequently amended and are acceptable.

A Travel Plan has also been submitted as part of the application.

The role of the TPC is,

- To be the key decision maker on day-to-day matters of implementation of the Travel Plan
- Liaison with visitors/employees as well as external organisations, stakeholders, Local Authorities and public transport operators
- To provide a point of contact for visitors/employees on travel advice
- To promote the use of travel modes other than the car, including the distribution of publicity material and travel information
- Ensuring that all relevant information is provided to visitors/employees and that up-to-date information is clearly displayed on the Travel Plan notice boards
- To coordinate measures for existing and new visitors/employees, including informal car sharing schemes, bicycle training, bike maintenance sessions, etc.
- Data collection, surveys, monitoring and report production

LCC Highways required some clarification over the Travel Plan and it was subsequently amended. There were no further comments on the Travel Plan and conditions were recommended.

The proposal, subject to conditions, is considered to be in accordance with policy LP13.

Drainage

Policy LP14 is for Managing Water Resources and Flood Risk. This policy provides a list of criteria for the adequate disposal of surface and foul waters. This policy is consistent with paragraph 165 of the NPPF and is therefore given full weight.

Surface Water

The proposed Market Rasen Leisure Centre site covers a total area of approximately 3.03ha, of which an area of 2.19ha will be considered for development. The total impermeable area on site is approximately 1.33ha.

The surface water runoff from site is proposed to discharge into the nearby public surface water sewer and consequently to the River Rase, at a rate equivalent to annual average greenfield run-off rate, Q_{bar} . The greenfield run-off rate from the 2.19ha developable site has been calculated to be 3.49l/s using the online HR Wallingford Greenfield Run-Off Estimation Tool. The discharge from site is proposed to be restricted to 5l/s, as this is the practical minimum discharge rate used to minimise the risk of blockages in vortex flow control devices. Both the proposed connection and discharge rate will be subject to an agreement with the Local Lead Flood Authority and Anglian Water.

Due to the shallow installation of the public sewer, the mode of discharge will require a pumped solution.

Two options have been considered for the surface water network downstream of the proposed pump:

- Option 1 is to pump the surface water to a private manhole on site and then discharge via gravity to the public sewer. Two different pipe sizes have been considered to account for alternative gradients and alternative covers to the pipes. This mode of connection to be installed within the public highway will require adoption and will therefore be subject to S104 and S106 approvals by Anglian Water.
- Option 2 is to pump surface water from site directly to the public sewers and will therefore be subject to S106 approvals by Anglian Water.

The agent confirms that a pre-developer enquiry was submitted to Anglian Water. Their response confirmed there is sufficient capacity within the surface water public sewers to accommodate the discharge rate of 5l/s from the proposed development. However, as different options for the surface water connection to the public sewers have been considered, further discussions with Anglian Water will be required. The proposed point of connection (as requested by Anglian Water) will be within Gainsborough Road, near the junction of Dear Street at Manhole Ref: 4252. This will be subject to S104 and S106 agreements and the validity that other methods of surface water discharge are not viable, such as evidence of infiltration being insufficient for the use of soakaways.

The Microdrainage Network Module has been used to establish the overall attenuation volume required to accommodate storm events of return periods up to 100 years plus 20% climate change event. This has been calculated to be approximately 1,051m³, which is to be accommodated in two interconnected 1.1m deep dry ponds, a swale and permeable pavement within the car park spaces.

Additionally, a sensitivity test of the proposed system was undertaken for the 1 in 100 years storm plus 40% climate change event to ensure that no flooding to any proposed or existing properties both on and off site will occur. This shows flooding events just before the proposed swale's headwall that will convey into the dry attenuation ponds via a shallow swale along the eastern site boundary and a minor flooding event within the car park which will convey towards the lower northern area of the site.

The drainage consultants upon considering the site constraints, utilisation of two interconnecting detention ponds has been proposed for the storage of surface water,

which will be utilised simultaneously during heavy storm events. Other storage structures such as permeable surfacing with a wrapped stone sub-base for parking spaces in the car park area have also been proposed.

The strategy proposes to control the runoff to the above discharge rate via a vortex flow control chamber and a pump downstream of the detention ponds.

Foul Drainage

The development proposes to accommodate a gravity foul water drainage system on site, which will connect to the 375mm public combined water sewer to the north of the site. The utility survey indicates that the public combined sewer just opposite of the site boundary is mostly located within private land with the exception of a length of the sewer to the north-east and another to north-west corners of the site boundary, which are both located under Gainsborough Road. Therefore, the foul water from site is proposed to be discharged to this sewer via a direct connection to the north-east of the site. The connection will be subject to S106 and S104 Agreements with Anglian Water.

The agent has confirmed that a pre-developer enquiry was submitted to Anglian Water. Their response confirmed there is sufficient capacity within the combined water public sewers to accommodate the foul water flows from the proposed development. The proposed point of connection (as requested by Anglian Water) will be within Gainsborough Road, near the junction of Dear Street at Manhole Ref: 4201.

The Lead Local Flood Authority have been consulted on the application and have no objections to the drainage strategy following some minor amendments of the drainage plans. These were amended and a condition to be attached.

The proposal is within Flood Zone 1 (low probability) and therefore at the lowest risk of flooding. A flood risk assessment has been submitted with the application and concludes that in accordance with the requirements of the NPPF and local Planning Policy documents, the impact to / from the proposed development has been assessed for all potential forms of flooding and concluded to be low.

Residential Amenity

Policy LP26 states that the amenities which all existing and future occupants of neighbouring land and buildings may reasonably expect to enjoy must not be unduly harmed by or as a result of development.

Policy LP15(g) sets out that *“Where applicable, [new community facilities] be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.”*

The main concerns with regards to the proposal are noise and lighting.

A Noise Assessment was submitted with the application. Clarification was sought from the Public Protection Officer, as per their consultation response, on elements of the report. An amended Noise Assessment was subsequently submitted.

This concludes the following –

Noise from Fixed Plant

Limiting plant noise levels have been given to aid in the specification of plant and any noise mitigation measures required so that Local Authority target requirements can be satisfied at noise sensitive receptors when assessed in accordance with BS 4142:2014.

Noise from Car Park

The change in existing ambient noise levels as a result of car park movements are classified as 'slight' at the nearest NSR on Dear Street in accordance with the effect descriptors in IEMA Guidelines where no mitigation measures are considered.

A 'non-significant' change in ambient noise levels at the nearest NSRs will be achieved with the installation of a proposed 1.5m high acoustic barrier between the proposal site and the nearest NSR on Dear Street.

Noise from 3G Pitch

Noise associated with the 3G outdoor Pitch will meet the Sports England target criteria of $\leq 50\text{dB LAeq}$, 1hour to avoid 'moderate annoyance' to those at the nearest NSR (i.e. Lime Country hotel) and NSRs on Dear Street and Coronation Road.

Overall Conclusion

The report concludes that the level of noise impact due to proposed operations will be suitably low at the nearest noise sensitive receptor properties with the recommended noise mitigation measures.

The noise monitoring survey took place along the eastern and western boundaries, approximately in the centre of the site. The report explains that "access to locations further south within the proposal site was attempted by the survey engineer however vegetation overgrowth prevented this."

The Public Protection Officer has queried the locations of the monitoring stations (as this may pick up traffic noise from Gainsborough Road). Therefore it would be appropriate for a condition to be attached that further monitoring shall take place during the operation to ensure that the use stays within stated acceptable levels, and allow for further noise mitigation to take place if that was found to be otherwise.

Amendments and alterations to the proposed layout have taken place, to further minimise the impact upon residents.

The 5 a side pitch has been removed from the application as this would have been likely a noise nuisance to its nearest sensitive receptor.

Concern was raised with regards to the nearest property to the carpark (Wingfield) and its proximity. It was initially 16.8m from the property. This was amended to 26m which, along with the acoustic fence proposed, is now deemed acceptable. A re-consultation was sent to this property regarding this change in the carpark and the response received was that they still objected on the basis of noise to their bedroom and that they couldn't see any change. A further detailed objection was received which gave details of noise at 20m away from the carpark. The carpark is however

26m away. The Public Protection Officer concludes that the impact on the bedrooms at the nearest sensitive receptor ought not to have an impact given the opening times. The opening times can be conditioned.

A condition can also be attached to limit plant noise so as not to exceed the background noise.

The landscape management plan will need to address the maintenance of the acoustic fence. This should also be conditioned.

Lighting

Under policy LP26, development proposals should demonstrate, where applicable and to a degree proportionate to the proposal, how the following matters have been considered, in relation to both the construction and life of the development: (q) Increase in artificial light or glare.

A Lighting Assessment was submitted with the application. Again the Public Protection Officer sought clarification of some points, detailed in the consultation response, and a subsequent amended Lighting Assessment was submitted.

The amended assessment concludes the following –

The minimum average illuminance levels and uniformity values required in various areas of the proposed site, in accordance with the BS EN 12464-2 (2014) and the SLL Code for Lighting documents, are compliant as detailed below:

- • Entry road 14 lux average / 0.32 uniformity
- • Car parking area 17 lux average / 0.26 uniformity
- • Building Perimeter 15 lux average / 0.13 uniformity
- • Football Pitch 230 Lux average/0.7 uniformity

The maintained illuminance values are calculated using a maintenance factor of 0.9.

This considers light losses due to dirt accumulation on the floodlight front glass & lamp lumen depreciation, ensuring that the minimum requirements for safe play are achieved.

The use of the luminaires selected ensures that horizontal & vertical overspill containment is maximised.

As 2.3 Lux maximum vertical illuminance will be projected towards any residential property windows, specifically the Limes country house, the system will comply with the requirements for an environmental zone E2 location. The illumination at the Limes country Market Rasen House hotel is largely down to the sports lighting which will only be used intermittently. The sports pitch lighting must only be used up to 2300hr in the evening to pass the post curfew lighting levels.

The general external lighting without the sports pitch passes the post curfew levels. Upward waste light will also be minimised and at the floodlight elevations used 0.3% will be projected into the atmosphere.

All design calculations have been undertaken using an open, unobstructed site, the values of overspill will be further reduced by any existing mature trees, natural screening or purpose built physical site boundaries.

The report concludes that the lighting for the pitch must only be used until 2300hrs, however the closing time for the centre is 10pm. Therefore as there will be no necessity for the 3G pitch to stay illuminated after this time the lights should be conditioned to be switched off by 10:15pm in order for the safe access back to the carpark and the in the interests of residential amenity. This would be in line with the Public Protection Officer's comments on the 3G pitch.

The Public Protection still has concerns over the lighting of the building through the hours of darkness. Some lighting will be required for the CCTV, however a condition can be attached to approve the installation and use of lighting prior to occupation.

Design

The Leisure Centre has been arranged over two floors in order to maximise external space and minimise the visual impact of the sports hall. The building footprint will amount to 1,350sq.m and the overall external gross area for both ground and first floor amounts to 1,880sq.m. The proposal is located centrally within the site to introduce a setback open landscaped buffer in order to minimize the visual impact from Gainsborough Road. The 3G pitch is proposed to be located to the south of the site behind the Leisure Centre building as this will create minimum disruption in terms of both residential amenity and environmental impacts.

The proposed vehicle entrance is off Gainsborough Road and has been designed to satisfy the relevant highway standards. The entrance road provides a link through a natural buffer at the front of the site which will comprise existing and proposed vegetation. The main parking areas are located to the north of the building. Of these spaces, two are dedicated for electric car charging stations and five as disabled parking bays. There is an additional overspill car park provided immediately to the east of the building for particularly busy periods of the day. A dedicated coach drop off and delivery space are also provided to the front of the building.

To encourage other modes of transport besides the private car three new pedestrian routes would be created. A dedicated pedestrian pavement will be provided enabling direct access from the north via Gainsborough Road. A central access east of the site would create a pedestrian link to Kilnwell Road between the existing Scout Hut and the C of E Primary School. The distance of this route from the site to the town centre would be around 200m. The third new pedestrian route is proposed from the recreation open space and skate park to the south of the site. These footpaths would deliver direct routes through the site to the entrance of the Leisure Centre building. This improved connectivity will maximise sustainable transport modes and improving accessibility to a recreational resource which will contribute towards promoting a healthier lifestyle. In terms of the appearance of the Leisure Centre building, the upper level is proposed to be clad in timber which overhangs the groundfloor. The vertical timber fins help to break up the elevation and the limited and natural materials palette compliments the rural characteristics of the site.

In terms of operational aspects, there will be roof level plant and ventilation units which will be fully enclosed. Floodlighting shall be provided to the proposed 3G sports pitch in line with the FA Guidance. There will also be external lighting to paths and walkways, the car park and the building perimeter. Luminaries installed shall have either limited or no upward light component in accordance with the dark sky compliance.

Policy LP26 states that all development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.

Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Policy LP26 is consistent with the NPPF and is given full weight.

The proposal is of innovative design which sits sympathetically within the site. Materials have been considered within the context of their surroundings and are acceptable. A condition will be required for the exact detail of this material.

Whilst there have been concerns received from residents regarding the design, it is not felt that this would be detrimental, and is otherwise sympathetic to the character of the area. The design has been informed by its surroundings.

The design is found to be in accordance with the criteria of LP26.

Trees

A tree survey has been submitted with the application. Each individual semi-mature or mature tree of significance that could be impacted by any proposed new development within the field area was identified, visually inspected and classified within the tree survey.

It states that once a final detailed development proposal has been prepared, it will be necessary to prepare a more detailed constraint and tree protection plan showing details of the protective fencing, ground protection measures and identify any canopy work that may be required.

This can be conditioned.

One tree is proposed to be removed which is situated in the middle of site. This would be acceptable.

Impact on the Conservation Area and Listed Buildings

A Heritage Impact Assessment has been submitted as part of the application.

Policy LP25 states that development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire.

Paragraph 185 of the NPPF states that plans should set out a positive strategy for the conservation and enjoyment of the historic environment.

Policy LP25 is consistent with the NPPF and is given full weight.

The Heritage Impact Assessment concludes that the application site is of low heritage significance and contains no designated assets, it is however of townscape value and it helps to provide the setting for the Market Rasen Conservation Area and helps to contribute to its special character. The site also provides the setting for a number of other designated (and non-designated) heritage assets which have a visual connection with it.

The openness of the site and the rapid transition from semi-rural to urban landscape character helps to define the western gateway to the town and its conservation area. The siting of the proposed development seeks to protect the openness of the approach to the town by setting development well south of the Gainsborough Road frontage. This arrangement also helps to minimise the impact the proposed development might have upon distant view of the Parish Church and other designated assets.

The proposed building is the equivalent of three storeys in height with a car park to the north and an external sports pitch to the south. Although both the carpark and sports pitch are low level, proposed external lighting will result in operational effects which will affect the character of the site, particularly at night.

On balance, the proposed development protects distinction between town and countryside along the important Gainsborough Road frontage. The proposed development will result in some minor adverse heritage impacts but elsewhere landscaping, including along boundaries and visual buffers resulting in benefits. The scheme will result in minor adverse impacts on the historic environment and should therefore be seen as resulting in 'Less the substantial harm'.

The Conservation Officer has been consulted on the application and is content that whilst this application will change the setting of the conservation area and wider setting of the listed buildings, that any harm that can be mitigated has been wherever possible, and that any limited harm is offset by the public benefit of this proposal.

The proposal would be deemed in accordance with policy LP25 of the Central Lincolnshire Local Plan.

Ecology

The application has included an Ecological Assessment and a review of the Ecological Assessment. The review was commissioned of the assessment as this formed part of the previous application for this site. As part of the review, the site was inspected on the 3rd August 2018.

Policy LP21 states that development proposals should ensure opportunities are taken to retain, protect and enhance biodiversity and geodiversity features

proportionate to their scale, through site layout, design of new buildings and proposals for existing buildings.

Paragraph 170 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by:

d) minimising impacts on and providing net gains for biodiversity

Policy LP21 is consistent with the NPPF and is given full weight.

The review states that after reviewing the original CBE Consulting reports of 2016 and completing an inspection of the site area in August 2018 along with an assessment of the new conceptual development plan I can confirm the following:

a) The 2016 Extended Phase 1 Habitat Survey report was prepared using the most recent legislative guidance current at that time and is still an accurate description and assessment of this site. The publication of NPPF 2018 has not substantially changed the legislative context for ecological assessment. The findings and more significantly the conclusions reached within this report are still valid and applicable in regards to the new development layout provided. In addition, the recommendation made within the final section of this report are also still applicable.

b) The bat activity survey completed in August 2018 in accordance with the recommendations within the 2016 Extended Phase 1 Habitat Survey report identified a low level of foraging activity around the boundaries of the site area, in particularly the western boundary. No roosting activity was identified associated with any of the trees at the site. The proposed development is unlikely to have any significant impact on the use of the boundary areas by foraging bats as the majority of the trees are being retained.

c) The BS5837 Tree Survey report and plans were prepared using the most recent 2012 guidance. The findings and more significantly the conclusions reached within this report are still valid and applicable in regards to the new development layout provided. In addition, the arboricultural recommendations made within the original 2016 report have now been amended within the table in section 5 of this report.

The site area being proposed for development is in ecological and landscape terms fairly isolated being surrounded on three sides by housing and a school, with improved grazing land to the west separated from the site by a strip of gardens. The potential for wildlife to reach the site is limited by its position. The proposed development will not change this.

A third party has claimed the presence of great crested newts (GCN) on the site. The site has been surveyed by a qualified ecologist. Whilst the report advises there are record of GCN in the area, it concludes

“The terrestrial habitat within the area surveyed has some limited potential to support amphibians but due to the isolation of this area it is not clear where any such species could commute into the site from. It is considered very unlikely that the site area is of potentially high value to GCN and the potential for this species to be present within the site is considered to be very low. Further surveys for amphibians are not recommended.”

In addition, the current status of biodiversity within the site is limited by its current / former use predominantly for sports / recreation with a small area of grazing at the northern end adjacent to Gainsborough Road. As was noted in the original 2016 ecological appraisal “*Overall diversity is quite limited due to the current and historic uses of this land and there is no evidence of any significant plants, plant communities or habitat present.*”

The proposed new Leisure Centre scheme will potentially result in a number of benefits to the landscape and local ecology not incorporated into the original housing development scheme. The new scheme has significantly more landscaped open space than the previous scheme proposed for this site which was assessed within the original 2016 reports. These open spaces, if sympathetically landscaped, should maintain foraging habitat for local wildlife and corridors through the landscape.

There is potential to enhance biodiversity through appropriate landscaping which incorporates the following:

- The open grassland areas not used for sport / recreation purposes should be seeded with a diverse sward that includes wildflower mixes suitable for the soil type. These should be sensitively managed to enable the wildflowers to fully establish by setting seed and colonising effectively.
- The proposed attenuation areas should be designed to retain water where practical in some small areas to create seasonal shallow wetland areas where a range of different plant species could thrive. A landscape specification which use a suitable species rich wetland grass and wildflower sward should be incorporated into these areas.

The proposal subject to conditions regarding the landscaping scheme to be implemented shall be in accordance with policy LP21 of the Central Lincolnshire Local Plan.

Archaeology

An Archaeological Report was submitted with the application.

Policy LP25 states that development affecting archaeological remains, whether known or potential, designated or undesignated, should take every practical and reasonable step to protect and, where possible, enhance their significance.

Paragraph 185 of the NPPF states that plans should set out a positive strategy for the conservation and enjoyment of the historic environment.

The Archaeological Report concludes that there is no evidence of prehistoric activity within the study area, suggesting a negligible archaeological potential for this era.

There is limited evidence of Roman activity within the study area. Despite the presence of an extensive Roman pottery industry in the town, this is focussed to the southeast of the proposed development area, with only one residual potsherd found within the search area, suggesting a negligible archaeological potential for this era also.

There is no physical evidence of early-medieval activity within the study area, with only placename data implying the presence of a settlement during this period, again suggesting a negligible archaeological potential.

There is an increase in activity within the study area during the medieval period, with the town being recorded as a prosperous settlement in the Domesday Book of 1086. The historic core of the town however is located some distance to the southeast of the site, around the parish church of St. Thomas. The current site however appears to be in an agricultural zone, as attested by the presence of ridge and furrow indicated by the NMP aerial photographic overlays (Figure 3).

The post-medieval period witnessed a dramatic increase in activity within the study area. A developing population and introduction of the railway to the town led to the widespread construction of mid-18th–early-19th century residential dwellings, commercial buildings, public houses and an improved infrastructure, generally focussed to the east of the proposed development area. The archaeological potential for this era is however low, as there is no evidence for archaeological activity of this date on the site itself, which is likely to have remained as agricultural land throughout this period.

The only HER entry pertaining to the modern period is the War Memorial at Chapel Street, c.0.41km southeast of the proposed development, suggesting a low archaeological potential for this period. Historic mapping indicates that the site was open agricultural land, within the southern part of the site being developed as a playing field with tennis courts in the later 20th century.

The LCC Archaeological Officer has considered the findings of the archaeological desk-based assessment submitted in support of this application, and is satisfied that the proposed development would have no know impact of buried archaeology.

The proposal is therefore deemed to be in accordance with policy LP25.

Other matters

Concern has been raised regarding viability. With respect to this proposal whilst need would be a consideration, there is no requirement within policy to assess the viability of such a scheme. However within the documents it is clear that the proposal for a dry facility has been assessed as being viable whereas a scheme with a swimming pool would not, at this time, be viable. The application therefore seeks permission for a dry facility. The application is determined on this basis and future expansion would need to be subject of a separate application for planning permission.

Should the determination be that the proposal is approved, it would not mean that the site would be unprotected against future development. Any further application for development would be assessed on its own merits.

With regards to the security, the gate to the skate park will be locked after hours. There is also proposed to be CCTV around the site. The Lincolnshire Police raise no objection to the application and offer guidance on security measures. The applicant will need to take note of these measures however the fact that specifically anti-social

behaviour has not been addressed by the applicant could not warrant the refusal of the application when security measures are to be utilised as per the submission details.

The opening hours are proposed as 7am-10pm 7 days a week including bank holidays. The centre will be closed Christmas Day, Boxing Day and New Years Day. This should be conditioned, in the interests of amenity.

A third party has cited that the car park could be used for gypsy/traveller accommodation. The application does not propose provision for traveller / gypsy provision.

An objection has been received that insufficient and inadequate information has been provided. However, it is considered that the application contains sufficient information in order to make an informed decision.

It is recommended a contamination condition be added by the Public Protection Officer.

The possibility of litter on the path has been raised – the requirement for litter bins can be conditioned as part of wider landscaping proposals.

Conclusion

The proposed development would provide a leisure centre (use class D2)

Leisure facilities will include a fitness studio, exercise studio, four court indoor sports hall, changing facilities and a reception/café together with an external 3G pitch.

The proposal site lies adjacent to the main built up area of the settlement and forms part of a larger Green Wedge designation.

The proposal site is approximately 3 hectares, however the built form would equate to 0.2 hectares. This would however be a potential departure to policy LP2, although the policy says support would be “unlikely” on larger sites, but does not preclude it

The proposal would be in accordance with policy LP9 due to its very nature of it being a leisure facility. It offers a wide ranging set of facilities which will have health and wellbeing opportunities throughout.

The proposal is compliant with policy LP15 as the proposal is for a leisure facility. The proposal is situated on the edge of the settlement but is easily accessible by foot, cycle or car.

The proposed development would have impact on the physical reduction of designated Green Wedge Land, however, this physical reduction would not be significant. It would not lead to the coalescence of Market Rasen and Middle Rasen or loss of their separate physical identities.

In visual terms the proposed development would also not lead to any coalescence of the two settlements. The application site is located within an enclosed landscape with no long distance views and no intervisibility with Middle Rasen.

Considering the very contained area of potential visual impact it is concluded that the impact of the proposed development on the Green Wedge as a whole would be negligible. It is evident that the key area providing separation between the two settlements is the open countryside to the west.

It is assessed that the landscape and visual effects of the proposed development would be limited to the very local area.

When considering the impact upon the identified sensitive receptors, it has been judged as no more minor-moderately adverse and are limited to those in very close proximity to the site, with prolonged views. The impact on the overall receptors is no more than negligible.

The development would amount to a formal, accessible recreational resource, that would positively contribute towards one of the functions & aims of the green wedge allocation.

The proposal would be in accordance with policy LP24 as the proposal is for an outdoor sport and recreational facility.

The need has arrived from research from the project team at WLDC which has identified a case for better leisure provision in Market Rasen. The need also arises from the fact the council can no longer operate at De Aston Sports Centre due to the limited opening hours with no scope to improve these and other operating difficulties particularly safeguarding.

None of the alternative sites assessed are considered to be sequentially preferable to the application site which lies in an edge of centre location, immediately adjacent to Market Rasen's developed footprint and within easy walking distance of bus services. There is also scope for improved links to the town centre both in terms of walking and cycling.

The community consultation has shown some support for the proposal. There were many comments received at this consultation regarding the omission of the swimming pool and the community wanting the provision of a swimming pool. Whilst there were many comments for the swimming pool this is not part of the proposal and overall it can be considered that there is some positive support for the leisure centre. There is also a level of objection with the main concerns highway safety, noise, light pollution, design and need.

The traffic likely to be generated by the proposed development is modest when compared to larger sites and the ability to provide good access and visibility, on-site parking and pedestrian linkages to the town are important aspects in support of the scheme.

The Lead Local Flood Authority have been consulted on the application and have no objections to the drainage strategy following some minor amendments of the drainage plans.

The proposal is within Flood Zone 1 and therefore at the lowest risk of flooding. A flood risk assessment has been submitted with the application and concludes that in accordance with the requirements of the NPPF and local Planning Policy documents, the impact to / from the proposed development has been assessed for all potential forms of flooding and concluded to be low.

There were disparities between the Public Protection Officer and the information collated in the Noise Assessment. Most concerns have been addressed but conditions are recommended to monitor and mitigate if necessary should unacceptable levels of noise arise. The noise report does conclude that the level of noise impact due to proposed operations will be suitably low at the nearest noise sensitive receptor properties with the recommended noise mitigation measures.

There is to be external lighting and this will need to be conditioned so as to control the lighting levels during the hours of darkness.

The proposal is of innovative design which sits sympathetically within the site.

The proposed development will result in some minor adverse heritage impacts but elsewhere landscaping, including along boundaries and visual buffers resulting in benefits.

The site area being proposed for development is, in ecological and landscape terms, fairly isolated being surrounded on three sides by housing and a school, with improved grazing land to the west separated from the site by a strip of gardens. The potential for wildlife to reach the site is limited by its position. The proposed development will not change this.

The proposed development would have no known impact of buried archaeology.

The opening hours proposed are 7am-10pm 7 days a week including bank holidays. The centre will be closed Christmas Day, Boxing Day and New Years Day.

In final conclusion, it is considered that the proposed development would bring significant benefits in bringing a formal recreational resource to this market town, where there has been an identified deficiency.

Development would take place within an allocated green wedge – but its visual impact, and overall effect would be minimised due to the low density nature of development. Its use would complement the function of the green wedge.

It is concluded that the benefits of the development outweigh any perceived harm that would arise.

Subject to the below conditions it is considered on balance that the proposal would be acceptable and would not have an unduly detrimental impact on the character of

the area, highway safety/capacity, the principles of the Green Wedge, residential amenity, ecology, flood risk and drainage in accordance with policies LP1, LP13, LP15, LP17, LP21, LP22, LP24, LP25 and LP26 including the advice given in the National Planning Policy Framework and the National Planning Practice Guidance.

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

2. No development shall commence (save for enabling and tree removal already agreed in writing) until a Construction Method Statement has been submitted and agreed in writing by the local planning authority.
The approved statement(s) shall be adhered to throughout the construction period.
The statement shall provide for:

- (i) the routing and management of traffic;
- (ii) the parking of vehicles of site operatives and visitors;
- (iii) loading and unloading of plant and materials;
- (iv) storage of plant and materials used in constructing the development;
- (v) wheel cleaning facilities;
- (vi) measures to control the emission of dust and dirt;
- (vii) details of noise reduction measures;
- (viii) a scheme for recycling/disposing of waste;
- (ix) the hours during which machinery may be operated, vehicles may enter and leave, and works may be carried out on the site;

Reason: In the interest of the amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

Conditions which apply or are to be observed during the course of the development:

3. The tree protection measures shall be carried out in strict accordance with details within Tree protection Root Barrier Plan and Specification Rev 00 dated 28th January 2019.

Reason: To ensure that adequate measures are taken to preserve trees and their root systems whilst construction work is progressing on site in accordance with policy LP17 of the Central Lincolnshire Local Plan.

4. With the exception of the detail matters referred by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings:

2001 Rev No P02 dated 30.11.18
20-001 revision 2 dated 12.09.2018
20-002 revision 2 dated 12.09.2018
20-100 revision 3 dated 12.09.2018

The works shall be in accordance with the details shown on the approved plans and in any other documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans.

5. Prior to the commencement of construction of any buildings, the vehicular access to the development shall be improved in accordance with amended drawing number SK004 B.

Reason: In the interests of safety of the users of the public highway and the safety of the users of the site.

6. Prior to any of the buildings being occupied, the detailed arrangements for the foul and surface water drainage shall be completed in accordance with the details and plans submitted within the drainage strategy (Amended Drainage Strategy Report by Curtains dated 08 January 2019 and drawing MRLC1-CUR-00-00-DR-C9202-P06). The scheme shall be retained and maintained in full in accordance with this strategy.

Reason: To ensure the site is adequately drained in accordance with policy LP14 of the Central Lincolnshire Local Plan.

7. The arrangements shown on the approved plan SK004 B for the parking/turning/manoeuvring/loading/unloading of vehicles shall be available at all times when the premises are in use.

Reason: To enable calling vehicles to wait clear of the carriageway and to allow vehicles to enter and leave the highway in a forward gear in the interests of highway safety.

8. The development shall be carried out in strict accordance with the ecological reports (Extended Phase 1 Habitat Survey by CBE Consulting dated 14 October 2016 and Review of Ecological and Aboricultural Reports by CBE Consulting dated 25 October 2018) submitted with the application, including provision of any proposed details of habitat protection/ creation.

Reason: To safeguard wildlife in the interests of nature conservation in accordance with LP21 of the Central Lincolnshire Local Plan.

9. No development shall be commenced above finished floor level until details of all external wall, roofing and windows to be used have been submitted to and approved in writing by the Local Planning Authority and the development shall only be carried out using the agreed materials.

Reason: To ensure the materials proposed create a positive appearance and safeguard the character of the surrounding area in accordance with policies LP17 and LP26 of the Central Lincolnshire Local Plan.

10. Prior to occupation, a landscape management plan including ongoing maintenance and management shall be submitted to and approved in writing by the local planning authority. This shall include the maintenance of the acoustic fence.

Reason: In the interests of visual and residential amenity in accordance with policy LP17 and LP26 of the Central Lincolnshire Local Plan.

11. The acoustic fence shall be erected as shown on plan SK004 B prior to occupation and maintained and retained thereafter.

Reason: In the interests of residential amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

12. In the event that a complaint is raised to the Local Planning Authority on the grounds of noise within the first 12 months of the development's first use, noise monitoring shall be carried out by a suitably qualified person, subject to a methodology that has been agreed in writing by the Local Planning Authority prior to monitoring works. Should noise be deemed as reaching unacceptable levels (>50dB LAeq, 1hour) by the Local Planning Authority, a mitigation strategy shall be submitted to and approved in writing by the Local Planning Authority including a timescale for implementation. Mitigation shall be carried out in accordance with the agreed mitigation strategy.

Reason: In the interests of residential amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

13. Prior to occupation details of the lighting for the site (excluding the 3G pitch) including positioning, timings and intensity, and a final light spill diagram, shall be submitted and approved in writing by the Local Planning Authority. The lighting shall only be in accordance with these approved details.

Reason: In the interests of residential amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

14. If during the course of development, contamination not previously identified is found to be present on the site, then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a method statement detailing how and when the contamination is to be dealt with has been submitted to and approved in writing by the Local Planning Authority. The contamination shall then be dealt with in accordance with the approved details.

Reason: In order to safeguard human health and the water environment as recommended by Public Protection.

15. The landscaping shall be carried out in accordance with the details submitted on plans 9601 Rev P02 dated 30.11.18 and 2001 Rev P02 dated 30.11.18.

Reason: In the interests of visual amenity and biodiversity in accordance with policies LP17 and LP21 of the Central Lincolnshire Local Plan.

16. Prior to occupation and notwithstanding the technical details required by the highway authority, the footpath and tactile crossing shall be installed in accordance with plan SK008 A.

Reason: In the interests of safety of the users of the public highway and the safety of the users of the site.

17. The development shall be carried out in accordance with mitigation measures included in Noise Impact Assessment to inform Planning Application report ref: 21096R01aPKsw by Environoise dated 09 January 2019.

Reason: In the interests of residential amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

18. Within seven days of the new access being brought into use, the existing access onto Gainsborough Road shall be permanently closed in accordance with details to be agreed in writing with the Local Planning Authority.

Reason: To reduce to a minimum, the number of individual access points to the development, in the interests of road safety.

19: The approved development shall not be occupied until those parts of the approved Travel Plan that are identified therein as being capable of implementation before occupation shall be implemented in accordance with the timetable contained therein and shall continue to be implemented for as long as any part of the development is occupied.

Reason: In order that the development conforms to the requirements of the National Planning Policy Framework, by ensuring that access to the site is sustainable and that there is a reduced dependency on the private car for journeys to and from the development.

20. Construction works shall only be carried out between the hours of 07:00 and 19:00 on Mondays to Fridays; between 08:00 and 13:00 on Saturdays and at no time on Sundays and Bank Holidays unless specifically agreed in writing by the Local Planning Authority beforehand.

Reason: To protect the amenity of the occupants of nearby dwellings in accordance with policy LP26 of the Central Lincolnshire Local Plan.

Conditions which apply or relate to matters which are to be observed following completion of the development:

21. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the occupation of the building or the completion of the development, whichever is the sooner; and

any trees or plants which within a period of 5 years from the completion of the development die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that an approved landscaping scheme is implemented in a speedy and diligent way and that initial plant losses are overcome, in the interests of the visual amenities of the locality and in accordance with policy LP17 of the Central Lincolnshire Local Plan.

22. The use hereby permitted shall not be open to customers outside the following times 07:00 to 22:00 Monday to Sunday and shall not open on Christmas Day, Boxing Day or New Years Day.

Reason: To protect the amenities of adjoining properties and the locality in general in accordance with LP26 of the Central Lincolnshire Local Plan.

23. The lighting for the 3G pitch shall only be illuminated between the hours of 06:45 and 22:15. The illumination shall be in accordance with details in Lighting Impact Assessment Report Issue P02 by built environment consulting Ltd dated 9th January 2019.

Reason: In the interests of residential amenity in accordance with policy LP26 of the Central Lincolnshire Local Plan.

24. The development shall be carried out in strict accordance with the amended Travel Plan (Framework Travel Plan by Turvey Consultancy Limited dated January 2019).

Reason: To ensure that access to the site is sustainable and reduces dependency on the car in accordance with the National Planning Policy Framework.

25. Plant noise shall not exceed background noise (41dB LA90(15min) for daytime and 29dB LA90(15min) for night time as per details within the Noise Impact Assessment to inform Planning Application report ref: 21096R01aPKsw by Environoise dated 09 January 2019.

Reason: In the interests of residential amenity in accordance with LP26 of the Central Lincolnshire Local Plan.

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report