

**LAND AT SOUTHFIELD BUSINESS PARK  
BOURNE**

**DEVELOPMENT BY ONE MEDICAL  
FOR  
BOURNE COMMUNITY HEALTH SCHEME**

**Prepared by:**

**Development Land & Planning Consultants Ltd  
4 Abbey Court, Fraser Road  
Priory Business Park  
Bedford, MK44 3WH**

**T: 01234 832740 F: 01234 831266**

**[www.dlpconsultants.co.uk](http://www.dlpconsultants.co.uk)**

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## **EXECUTIVE SUMMARY**

The proposed development provides a holistic approach to healthcare to serve the planned growth of Bourne. Since the closure of the Bourne hospital there has been reliance on hospital services located in the regional and sub-regional centres of Peterborough, Lincoln, Grantham and Boston.

Once operational the Bourne Community Health Scheme will provide current and future residents with a range of services that currently complement and enhance existing services. The proposed medical centre has the potential to include general practice consultations, dentistry, podiatry, minor surgery consultations, physiotherapy and optometry. The remainder of the development provides a registered care unit, which includes a specialist unit addressing the needs of the elderly mentally ill, and close community accommodation that which will enable independent living with day and domiciliary services available.

There will be pressures on existing healthcare services over the coming years as the planned and committed growth for Bourne is likely to result in a 60% increase in population up to the period 2021. The development provides an integrated approach to healthcare provision and will result in a high level of employment growth in Bourne. In total it is expected that the development will create in excess of 200 jobs, many of which will be drawn from the local population.

The thrust of contemporary government planning policy surrounds the concept of creating safe, inclusive and sustainable communities. The prospect of enhancing the overall healthcare provision in Bourne is in line with such policies and is at the very heart of this concept. The design advanced has been specifically planned to reflect the residential nature of adjacent land uses. The buildings are of a domestic scale and are a step away from traditional institutional architecture. The use of modern materials such as glass and steel has been avoided in favour of traditional brick and tile construction.

## INTRODUCTION

1. This report is prepared by Development Land and Planning Consultants Ltd on behalf of One Medical for two closely related medical applications on land at Southfields Business Park in Bourne. The first application (in full) is for a mixed community health scheme consisting of intermediate care accommodation, care home, close community accommodation and associated local key worker accommodation. Secondly there is an associated outline planning application for a related medical centre.
2. This statement contains a description of the site and considers the proposal in the light of prevailing Government planning advice, development plan policy and other material planning considerations. It concludes that the proposal is in compliance with planning policy and represents an appropriate quantum of development and use of land in a demonstrably sustainable location.
3. Furthermore, it is considered that the development as proposed is in keeping with the character, appearance and context of the area and will complement the newly constructed residential properties located and existing commercial uses on the area and will generate a high level of employment within Bourne. There are a number of constraining factors present on the site that have resulted in the different elements of the proposal being separated. These constraints include the presence of a high pressure gas main that dissects the site and requires a 16 metre wide easement, overhead power lines and a 9 metre easement along the eastern boundary allowing access to the Car Dyke.
4. Contained within this report is a sequential site assessment that demonstrates that there are no sequentially preferable sites available.
5. The site is located on the Southfields Business Park off South Road in Bourne. The application land forms the majority of the remaining part of the undeveloped land and the proposal is submitted in conjunction with a proposal for B1 office units by the site's owners.

6. To the south of the site is a residential development scheme that is currently under construction.

## THE DEVELOPMENT PROPOSAL

7. This section of the report will describe the philosophy behind the whole scheme and provides a robust background to this integrated care proposal.
8. The philosophy behind the scheme to provide appropriate support and associated accommodation has been a major focus and continues to be at the heart of the Government's strategy in managing the increasing demand on resources.
9. The range of provision proposed highlights key philosophies;
  - Choice
  - Independence
  - Home for life
  - Ability to meet changing need
10. For most of the service users who will access the independent community accommodation, their choice previously would have been limited to accessing the traditional residential home/ retirement home. It is anticipated that the initial major benefit for them will be a continuation of independent living, security, access to care if they need it and a positive choice in planning for their twilight years.
11. The major issues that have changed the way new services are delivered are influenced around cost, access to services that are proportionate to need, being able to allow couples to remain together yet receive the appropriate support and increased expectations in standards of facilities and services.
12. Examples exist of failings nationally in existing provisions whereby married couples are often forced to separate due to the requirements of one partner requiring 24 hour care and the relevant Authority not being able to fund the other partner to co-reside.

13. Another example of increasing pressures on services is where a Local Authority is keeping an elderly person living in their home and offering packages of home care which ultimately does not fully meet the needs of the individual.
14. The aim of this scheme is to ensure that whoever accesses this accommodation and service will have the choice to remain in tenure, that there will be a complete range of care and support services that will meet their changing needs, that the whole scheme will be sustainable and offer best utilisation of financial, clinical and human resources and that couples will not be forced to be geographically separated because they have different needs.
15. The Care scheme is split into three main areas:
- The registered care unit.
  - The close community accommodation
  - Medical Centre
16. Having consulted the local social work team we considered the configuration and layout of the scheme to satisfy current need and to anticipate future demand.
17. At the core of the development is the registered care home. The physical aspects and type of care provided is significantly different to the traditional care provision seen in the form of converted buildings.
18. In line with the white paper '*Our health, our care, our say*' and the emphasis of bringing a range of services back into the community the registered care facility will have the capacity for intermediate care enabling early discharge from hospital and rehabilitation in the local community.
19. A shortfall has been identified in EMI (elderly mentally ill) services and therefore a dedicated wing has been designed in the complex to satisfy this need and alleviate the necessity to place service users out of town.

20. The remaining area of the registered unit will provide beds for general personal care with nursing.
21. The close community accommodation will enable independent living with day and domiciliary services available according to assessed need. Again in response to the white paper and the emphasis on self care and prevention, the accommodation will have the capability of providing telecare technology to enable residents to undertake a range of vital sign clinical measurements, have remote electronic health education, care planning and an automated medication management system. All information will be accessed and managed by clinicians through a secure web browser.
22. The technology has the capability to provide auto alerts reporting on trends that give early warnings prior to serious medical difficulties reducing the overall cost burden.
23. The applicant currently has 15 facilities operating in the UK. They have been developing community based care for over 15 Years. During this time they have seen a major shift from a narrow choice of provision to a more diverse and bespoke range of provision that responds more appropriately to the range and level of need of each individual.
24. The scheme has been designed as a result of accrued experiences and what they believe will be the future model for older persons accommodation and care services.
25. The proposed medical centre is an integrated care facility servicing the needs of day patients. The centre will provide a range of consulting and treatment rooms that will be capable of offering a variety of services dealing with a number of medical conditions which could include: general practice consultations, physiotherapy, dentistry, podiatric and chiropody clinics, minor burns and birthing suites.
26. The staffing implications for the whole scheme would involve the following skill mix;
  - 3 x Management Staff

- 20 x Trained Nurse practitioners
- 16 x Senior care staff
- 62 x Social care workers
- 10 x Catering staff
- 11 x Domestic staff
- 3 x Administration staff
- 2 x Maintenance staff
- 90 x Clinical and GP staff in the Medical Centre
- In addition to direct support staff, the provision to have telecare fitted in every supported living unit would involve 4 x Technical support workers.

27. Therefore this scheme would constitute approximately 217 directly employed staff. Indirect employment would also be engaged in supplying services to the facility.

28. It is envisaged that the majority of staff will be recruited from the locality of the town and adjacent villages.

29. There is an obvious necessity to accommodate clinical and support staff on site to maintain immediate care for this 24 hour care operation. To meet this need the scheme proposes the provision of 21 residential units on the remaining portion of the site. It is proposed that these properties would be managed and delivered through a partnership arrangement with a Registered Social Landlord.

## NATIONAL PLANNING PRINCIPLES AND POLICY ASSESSMENT

30. Section 38(a) of the Planning and Compulsory Purchase Act 2004 places a legal obligation on decision makers to determine planning application in accordance with the development plan unless other material considerations indicate otherwise. The Development Plan for the area consists of the South Kesteven Local Plan adopted April 1995, the Lincolnshire Structure Plan (1981) as modified by: Alteration No. 1 (Settlement, Population, Housing) (1991) and Alteration No. 2 (Employment, Shopping) (1994) and the Regional Spatial Strategy for the East Midlands (in the shape of RPG 8).
  
31. A replacement Structure Plan for Lincolnshire is at an advanced stage and is due to be adopted in the summer of 2006. Whilst not yet forming part of the statutory development plan the Deposit Draft (incorporating proposed changes) Structure Plan is a material consideration in the determination of planning applications and the up to date guidance it offers should be given greater weight than the adopted Structure Plan.
  
32. The Council is currently progressing a Local Development Framework but in the interim the South Kesteven Local Plan is 'saved' and is therefore still the key local determining document for decision making on planning matters.
  
33. There are a number of central government planning documents relevant to this application, namely PPG3: Housing, PPG4: Industrial, Commercial Developments and Small Firms (November 1992), PPG13: Transport (March 2001), PPS1: Delivering Sustainable Development (2004) and PPS6: Planning for Town Centres (March 2005).
  
34. The key principles of current national government planning policy are set out in these documents and surround the concept of creating developments that

are sustainable, socially inclusive, protect the environment and are prudent in the use of resources.

35. The development site is allocated within the South Kesteven Local Plan for employment purposes under Policy E3.9. It is now considered that this allocation is out-dated and should not therefore form the key determining factor in considering planning applications on this land. Policy E3.9 covers a much larger area of land than that to which this application relates and the Council has already granted planning permission on half of the allocation for residential use.

### **PPS1- Delivering Sustainable Development**

36. PPS1 sets out the overarching policies on the delivery of sustainable development through the planning system. It promotes the plan-led system and the certainty and predictability it aims to provide, and also seeks a balance between considering environmental issues, the need for economic development, and the aim of creating sustainable communities.
37. A key strand of current government planning policy that is embedded in PPS1 is the commitment to social cohesion and inclusion. The government is committed to reducing social inequalities through the planning system with the aim of meeting the diverse needs of all people in the community; i.e. creating equal opportunity for all.
38. It states at paragraph 16:

- *ensure that the impact of development on the social fabric of communities is considered and taken into account;*
- *seek to reduce social inequalities;*
- *address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities;*
- *take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;*
- *deliver safe, healthy and attractive places to live; and,*
- *support the promotion of health and well being by making provision for physical activity.*

39. PPS1 also provides the government's position regarding supporting economic development. Paragraph 23 states that the government is committed to ensuring there is a strong, stable and productive economy and requires planning authorities to ensure that suitable locations are made available for, inter alia, healthcare development (sub paragraph iii) so that the local economy can prosper. It goes on further to suggest that sufficient infrastructure and services need to be provided to support new and existing economic development and housing.
40. Additionally, the PPS emphasises good design, reflecting the importance that the Government attaches to ensuring high quality design is delivered by the planning system. Good design is inseparable from good planning, in delivering safe, inclusive and successful communities.

### **PPG3 - Housing**

41. Although PPG3 primarily deals with issues in relation to housing, paragraph 42(a) of PPG3 published as an update on 24 January 2005 is relevant to the application proposal in terms of the reuse of an allocated employment site. It states, subject to criteria, that:-

*“Local planning authorities should consider favourably planning applications for housing or mixed use developments which concern land allocated for industrial or commercial use in saved policies and development plan documents or redundant land or buildings in industrial or commercial use, but which is no longer needed for such use...”*

42. The land in which the application site is located is allocated as an employment area. Notwithstanding this allocation, which dates back to the 1995 Local Plan, the Local Planning Authority have accepted non 'B' uses in the permitting of the residential development to the south. When looking at the allocation as a whole it is clear that a mixed development of employment generating uses and care accommodation is a more appropriate designation.

#### **PPG4 – Industrial, Commercial Development and Small Firms**

43. PPG4 states that one of the Government's key aims is to encourage continued economic development in a way which is compatible with its stated environmental objectives, and that up to date and relevant plans are essential if the needs of commerce and industry are to be met, and reconciled with demands for other forms of development and for the protection of the environment.
44. Although PPG4 is the relevant guidance note in respect of industrial and commercial development, the update in PPG3 as prescribed above is also consistent with the approach taken with PPG4 and is therefore relevant to the application proposal. Paragraph 21 of PPG4 states:-

*“Many urban areas contain large amounts of land, once used for industrial purposes but now under-used or vacant. Getting this land back into beneficial use is important to the regeneration of towns and cities. Optimum use should be made of potential sites and existing premises in inner cities and other urban areas, taking into account such factors as accessibility by public transport, particularly in the case of labour-intensive uses. Local planning authorities should identify such areas and indicate their appropriate alternative uses, including industrial and commercial uses, in their development plans, keep up-to-date details on available sites, and provide information about them to potential developers.”*

45. In this case, it is clear that the application site has been vacant for many years, with very little interest shown in it. The site contains a number of constraining factors, in the shape of overhead lines and underground pipes that require easements, which in effect divide the land into relatively small parcels of land. This constraint restricts the future viability of further business development and in particular B8 storage and distribution uses. As a result of this, in line with PPG4, the remaining option of reusing this land would be to change it into an alternative use of which there is a clearly defined demand in the locality.

#### **PPS6 – Planning for Town Centres**

46. PPS6 provides guidance in relation to town centre development. The scope of the guidance has been extended from the now superseded PPG6 and covers a wider definition of town centre uses, including offices, cultural uses and community based facilities.

47. Of relevance, the guidance in PPS6 also provides assessment criteria in respect proposed developments, such as the application proposal. Paragraph 3.4 states that Local Planning Authorities should require applicants to demonstrate:-

- a) *The need for development;*
- b) *That the development is of an appropriate scale;*
- c) *That there are no more central sites for the development;*
- d) *That there are no unacceptable impacts on existing centres;*
- e) *That locations are accessible.*

48. The need for the facility in Bourne has already been assessed by the applicants in consultation with the Primary Care Trust. In respect of scale, again the site of the proposal facility is governed by the likely demand and it has been identified that the size of the buildings is appropriate to suit the needs of the Bourne region. The interdependency of the different aspects of this proposal means that the proposal needs to be considered as a whole and dis-aggregation is not a viable option. This is said in terms of operational management of the project and the clear economies of scale that exist by operating complementary facilities on the same site.

49. Paragraph 3.19 of PPS6 states that where it is argued that otherwise sequentially preferable sites are not appropriate for the particular development proposed applicants should provide clear evidence as to why they are not practicable alternatives in terms of availability, suitability and viability. Also, the guidance aims to secure accessible development through,

amongst other things, ensuring that development can facilitate multi-purpose journeys.

50. It will be demonstrated in the sequential assessment in this Statement that the applicant has undertaken a sequential approach in relation to the finding an appropriate location and premises for the use proposed. It is needed to cater for a known demand and will therefore benefit the regional population in terms of general 'small scale' minor operations and more long term care and it will also be demonstrated that the location of the site is accessible to modes of transport other than the car.

### **Draft PPS3**

51. Although still only a draft document, PPS3 is an up to date indication of the governments planning policy in relation to housing. Specific reference is made in PPS3 to meeting the needs of, inter alia, key workers. At paragraph 25 it states:

*A sufficient supply of intermediate housing can help meet the needs of key workers and those seeking to gain a first step on the housing ladder, reduce the call on social-rented housing, free up existing social-rented homes, provide wider choice for households and ensure that sites have a balanced mix of tenures.*

52. Unlike PPG3 this Statement provides a definition for affordable housing. At annex A it states:

*8. Non-market housing, provided to those whose needs are not met by the market for example homeless persons and key workers. It can include social-rented housing and intermediate housing.*

53. The small level of essential on-site accommodation that is proposed will be directly aimed at local key workers and an obligation will be entered into accordingly.

### **Regional Spatial Strategy for the East Midlands (RSS8)**

54. Following the enactment of the Planning & Compulsory Purchase Act 2004, Regional Planning Guidance (RPG) became part of the statutory development plan and has been re-named as a Regional Spatial Strategy (RSS). RPG8 therefore becomes RSS8 and this replaces the RPG8 published in January 2002.

55. A sequential approach to site selection underpins the RSS's locational policy (Paragraph 3.1.1). Indeed, Policy 2 refers to the need to apply sequential criteria to site selection in order to make the best use of land and to optimise the development of suitable previously used land and buildings in urban areas as well ensuring that the development is fundamentally sustainable. The policy outlines the following hierarchy for site location:

- Suitable previously developed sites and buildings within urban areas that are or will be well served by public transport.
- Other suitable locations within urban areas not identified as land to be protected for amenity purposes.
- Suitable sites in locations adjoining urban areas, which are or will be well served by public transport, particularly where this involves the use of previously developed land.
- Suitable sites in locations outside of (that is not adjoining) urban areas which are or will be well served by public transport, particularly where this involves the use of previously developed land.

### **Destination 2010: Regional Economic Strategy for the East Midlands 2003-2010**

56. This document reiterates the need to apply a sequential approach to site selection (Page 32).

### **South Kesteven Local Plan (Adopted April 1995)**

57. The land the subject of this application is allocated in the SKLP under Policy E3.9. It is accepted that the proposed development is not a traditional 'B' use,

in terms of the Use Classes Order 2005, but it is clearly a high employment generator and as such is broadly consistent with the aims and objectives of Policy E3. One of the key employment policy objectives of the SKLP is to safeguard existing allocated business sites in order that they continue to provide for the employment needs of the district. The creation of in excess of 200 jobs is clearly in line with this objective.

**Lincolnshire Structure Plan Deposit Draft (incorporating proposed changes)**

58. The replacement structure plan is at an advanced stage and as such is ascribed significant weight in determining planning applications. The Deposit Draft contains a number of generic policies that address the current sustainability agenda being promoted by the government. Policy S1 deals with the locational strategy and states:

**POLICY S2: LOCATION OF DEVELOPMENT**

**A SEQUENTIAL APPROACH TO THE DEVELOPMENT OF LAND SHOULD BE ADOPTED IN ACCORDANCE WITH THE FOLLOWING ORDER OF PRIORITY:**

- **LAND AND BUILDINGS WITHIN URBAN AREAS WHICH ARE, OR ARE CAPABLE OF BEING, WELL SERVED BY PUBLIC TRANSPORT AND ARE ACCESSIBLE TO LOCAL FACILITIES;**
- **LAND AND BUILDINGS ADJOINING URBAN AREAS WHICH ARE, OR ARE CAPABLE OF BEING, WELL SERVED BY PUBLIC TRANSPORT AND ARE ACCESSIBLE TO LOCAL FACILITIES;**
- **AND LAND AND BUILDINGS NOT ADJOINING URBAN AREAS WHICH ARE, OR ARE CAPABLE OF BEING, WELL SERVED BY PUBLIC TRANSPORT**

**THE SUITABILITY OF PREVIOUSLY DEVELOPED LAND SHOULD BE ASSESSED AS FIRST PRIORITY BEFORE CONSIDERATION IS GIVEN TO GREENFIELD SITES.**

59. The development site is within the urban area of Bourne and the ongoing developments on the remainder of the site confirm the sites suitability in terms of accessibility to current services. Additionally, the proposed development will in itself be a service provider that will serve both the growing population of the south west of Bourne and the wider population of the town.

## SEQUENTIAL SITE ASSESSMENT

60. In accordance with the criteria specified by Policy 2 of RSS8 and Policy S2 of the Structure Plan, a sequential site assessment has been undertaken. The aim of the assessment is to evaluate whether there are any more sequentially preferable sites upon which the proposed development can be constructed.
61. It is considered that the application site is situated in the second most preferable location for development, namely that it is situated in a: *“...suitable location[s] within urban areas not identified as land to be protected for amenity purposes”* and *“which are or are capable of being well served by public transport and are accessible to local facilities”*.
62. As such only sites which could be considered to be more preferable in sequential terms have been considered, namely those which are: *“suitable previously developed sites and buildings within urban areas that are or will be well served by public transport”* and *“are accessible to local facilities”*.
63. In this case, the term ‘suitable’ could be interpreted so as to exclude any sites which are simply not large enough to accommodate the proposed development in its entirety. However, for the purposes of completeness consideration has been given to smaller sites which could accommodate at least one element of the scheme. An assessment is then given of the operational implications should the scheme be developed in this way.
64. The sites considered in the sequential assessment include Local Plan allocations, sites in the Urban Capacity Study, and other sites in Bourne’s urban area. All sites allocated in the Local Plan, whether for employment or housing, were visited, as were the four town centre opportunity sites. For those sites which are undeveloped or in their original use, the planning history was checked, to discover if there are proposals for the site. The eight sites in Bourne listed in South Kesteven’s Urban Capacity Study were also visited (there is some overlapping with sites both allocated in the development plan and identified in the UCS). To identify any other possible sites a desk top

appraisal of Bourne was first carried out, and any undeveloped site thought large enough to accommodate either the application in its entirety or in its composite parts were identified. Secondly these sites were visited, as were the existing employment premises in Bourne, which are generally located in south east Bourne.

65. The applicant's requirements to operate on a single site due to the mutual dependence of the component units effectively precludes the dis-aggregation of the development into smaller operating units.

### **Local Plan Allocations**

66. The first site examined is the one remaining parcel of land that has been allocated for housing, and built out, in the South Kesteven Local Plan 1995.

### ***Housing***

#### *H3.15 Land between the A151 West Road and the A15 South Road*

67. This greenfield site has planning permission for approximately 2000 dwellings, of which around 1000 are expected before 2011. The pre-2011 phase, including Allison and Bovis Homes' parcels, is under construction. The site can therefore be dismissed.

### ***Employment***

#### *E3.1 Land North of Manning Road and East of Car Dyke.*

68. There have been no planning applications on this greenfield site, nor on the adjoining parcel of land fronting Manning Road. The access to the site appears to be through Pinfold Industrial Estate. The drain to the west provides a distinguishable boundary between Bourne's residential areas and the employment uses located east of the drain. It is more logical and

appropriate for the site to be developed as an industrial site than for health related uses and thus can be dismissed.

### *E3.2 Land at the Northern End of Pinfold Road Industrial Estate*

69. Situated between employment allocation E3.1 and various industrial premises, this site is in use as a household waste tip and recycling centre, which was granted planning permission in 2002. It can only be accessed through the industrial estate. For these reasons, it is not regarded as having any health related development potential and thus can be dismissed.

### *E3.11 Land to the North of Bourne Eau between the Car Dyke and the sewage works*

70. This section of land is associated with the sewage works. Not only is it within an established industrial area, but there is potentially contamination on site. Health related development in this location is inconceivable, and thus the site has been disregarded.

### *E3.5 Land surrounding Graham Hill Way, West of Cherry Holt Road*

71. This is currently an established employment use (Class B8) and is located within the principal industrial area of Bourne. This is an unsuitable location and as such it has been discounted for redevelopment purposes.

### *E3.13 Land to the East of Cherry Holt Road Between Bourne Eau and Long Drove*

72. The northern section of this site is under construction. The southern part is undeveloped, but is surrounded by employment uses and would not be appropriate for any other use. An access to the southern section was granted planning permission under reference S04/1662. As such the site is considered not to be appropriate for the uses proposed and has therefore been discounted.

*E3.6 Land to the North and West of Cherry Holt Road and the East of Roman Bank*

73. This site is currently in employment use (Class B2) and is within an area dominated by industrial premises. As such it will not be suitable for health related uses of the type proposed and thus can be discounted.

*E3.14 Land to the North and West of Cherry Holt Road and the East of Roman Bank*

74. This site is currently in employment use, and is within an area characterised by industry and business uses. As such its suitability for redevelopment purpose for the type of accommodation proposed can be discounted.

*E3.7 Land Between Long Drove and Tunnel Bank and East of Cherry Holt Road*

75. This greenfield site is undeveloped, but has planning permission for Class B1, B2 and B8 uses and a 40m access road. (LPA reference number S05/0799). The site may also offer some amenity benefit and contains an area of allotments.

76. Site E3.8 is bordered by assorted employment buildings. In 2004, application S04/0748 sought permission for 24 dwellings on one of these neighbouring sites (The Foundry, on Cherry Holt Road), but was refused. A follow-up application S05/0144 was refused and is currently subject to an undetermined appeal. It can therefore be seen that the site is sequentially less preferable than the application site and thus should be discounted.

*E3.8 Land Between Long Drove and Tunnel Bank*

77. This site is currently under construction. The Lindum Group were granted planning permission for a day centre for deaf and blind people under reference S05/0490. Although allocated for employment it is not adjoining existing employment sites, rather it is an isolated parcel of land in the countryside. Site E3.9 can therefore be considered to be totally unsuitable in sequential terms.

*E3.9 Land to the East of the A15 Peterborough Road and to the North and East of Bourne Hospital.*

78. The application site falls within site E3.10. This site has already been developed for residential and employment purpose and planning permission has been granted for the use of the remainder of the site for business use albeit this has failed to be implemented for more than a decade. It is suggested that this site is available, and subsequently acceptable for health related uses.

*Employment Sites Overall*

79. Site visits were held to all the other industrial premises in Bourne. None was identified that did not appear to be in an existing and thriving employment use.

80. Most of the allocated employment sites have extant planning permission for employment, are under construction, or are in an existing employment use. The sites which are not subject to applications and are undeveloped are either greenfield or surrounded by industrial properties. It is concluded that none of these sites are appropriate for health related development, and none of the sites are sequentially more suitable than the application site.

***Town Centre Opportunity Sites***

81. These sites were identified in the now withdrawn First Stage Deposit replacement Local Plan 2001-2011. Whilst acknowledging that this plan has no formal status it is considered appropriate to consider the opportunity sites for the purpose of this study.

*OAB1 North Street/St Gilbert's Road*

82. This site is recommended in the Local Plan for retail and/or residential purposes. The southern portion of the site has been redeveloped as a residential site (Lindum Group built four dwellings under planning permission reference S02/1505 and a further twelve under reference S03/0447). The bus depot remains, but cannot feasibly be redeveloped unless an alternative site emerges. Even if redevelopment of the bus station is feasible in the short-term, the site is only 0.1ha and therefore has a limited capacity that is insufficient for the purposes of the application proposal and thus can be discounted.

*OAB2 North Street-Burghley Street*

83. A comprehensive mixed-use redevelopment has been prescribed for this site in the Local Plan. As existing it includes various employment uses and ancillary yards. There are also some residential units and social clubs, plus there are retail units fronting North Street.

84. Planning permission was refused at appeal (LPA Ref: S03/0321) for the redevelopment and conversion of part of the premises to provide six dwellings. A subsequent application (LPA Ref: 04/0577) for four dwellings was also refused.

85. Having visited the area, it comprises a mix of land uses and sites. It is thought that there is a variety of different landowners, and this is a constraint on development of the area. Moreover, none of the individual sites in the area are large enough to incorporate the scheme proposed. As such it is considered that the site can be discounted.

*OAB3 South Street*

86. The Local Plan envisages a mixed-use redevelopment of this car park and service yard site. Thus far there have been no planning applications in relation to the site. The landownership is unknown, but given that it includes

the backyards of different premises, it is likely to be manifold. The layout of the area suggests that a single redevelopment scheme is more appropriate than piecemeal. For these reasons, this site is not considered to be any more appropriate than the application site for health related development, and furthermore falls within the same sequential location as the application site. Overall it is considered that the site should be discounted.

#### *OAB4 Manning Road*

87. Either retail or residential development is considered appropriate at this site, according to Local Plan policy. On the Johnson Brothers site, Stepnell Developments have approval for 45 sheltered flats (ref: S05/0878), and as the site is now being developed it is therefore unavailable.

#### *Town Centre Opportunity Sites Overall*

88. Only two of the town centre opportunity sites have not been subject to a planning application. They are both significantly sized sites that should be redeveloped with a mix of land uses, however the form of the sites make them unfeasible for a single use to be proposed. As such it is considered that a more sequentially preferable town centre site cannot be found to accommodate the proposed development.

#### **Urban Capacity Sites**

##### *B02 Land Rear of Willoughby Road*

89. The site comprises Local Plan Housing Allocation H3.4 and for the above mentioned reason has been discounted

*B05 Manning Road*

90. Comprising a commercial laundry and associated offices, service yard and car parking, Site B05 is a well established employment premises, which appears to be thriving. Its inclusion in the UCS is evidence of the site's suitability for a residential development scheme and thus it should be disregarded.

*B06 Johnson Brothers, Manning Road*

91. This site is located within the town centre opportunity Site OAB4 and is currently subject to redevelopment proposals for elderly persons accommodation. This site should be discounted.

*B08A Commercial Premises, South Street (West)*

92. This site is situated north of Southfields and south of Bourne Fire Station. To the west is the major Green Wedge. There are likely to be access constraints here (as acknowledged in the UCS). Also, the redevelopment of the site can only be facilitated if the commercial element can be relocated. That said Stamford Homes have recently had planning permission refused for residential development but only on highway grounds. It is anticipated that this technical objection can be overcome and planning permission will then be forthcoming. As such it is considered that the redevelopment of the site for the use proposed should be discounted.

*B09 Old Mill, South Street*

93. This site is considered too small for redevelopment to a Class C2 or D1 use, irrespective of the highway constraints and possible problems arising from its adjacency with a listed building and its location within the Conservation Area. As such for the purpose of this sequential assessment, the site has been discounted.

*Bo12,13 & 15 Burghley Street, North Street and Market Place*

94. This site comprises OAB2 and thus due to its complex configuration (see above) should be discounted.

*B17, 18 & 19 Land at The Croft, North Street*

95. This land has now been excluded from the Urban Capacity Study following the dismissal of a planning appeal for residential development of the site. This land is predominantly Greenfield and is therefore not a sequentially preferable site.

*UCS Sites Overall*

96. None of the UCS sites are totally without constraint. It would be difficult for any of them to be developed in accordance with planning policy. Moreover several of them have been discounted from the UCS because of their size.

**Other Sites Considered**

*DLP1 Land off Kingsway*

97. This site is located on the edge of the urban area. As it is a playing field it is inappropriate for development purposes and thus can be discounted.

*DLP2 Harrington Street/Recreation Road*

98. As this site is a recreation ground it is not suitable for development purposes.

*Other Sites Overall*

99. It is therefore evident that the two sites identified by DLP as potentially offering development opportunities, neither were more sequentially preferable than the application site.

## **Conclusion of Sequential Assessment**

100. This sequential assessment has sought to identify the previously developed sites in the urban area of Bourne that are more appropriate for proposed development than the application site.

101. Included in the assessment were Local Plan allocations, urban capacity sites and other brownfield sites. No sites were identified that were both suitable for the development requirements or were sequentially better located.

## CONCLUSIONS

102. The Bourne Community Health Scheme has been carefully planned to provide a range of healthcare benefits to the residents of Bourne. The closure and subsequent redevelopment of the Bourne Hospital has resulted in a void in services in the locality meaning that Bourne residents are reliant on services offered in other regional and sub-regional centres such as Lincoln, Peterborough, Grantham and Boston. The current situation is by its very nature unsustainable and goes against the grain of current government planning policy.
103. Such a scheme needs to be in a location easily accessible to local services and of sufficient size to deliver the ranges of provision and meet the economy of scale for sustainability. The proposed location meets all of these criteria and was the only available site that was of regular shape, of sufficient size and closest to the central amenities.
104. The design advanced has been specifically planned to reflect the residential nature of adjacent land uses. The buildings are of a domestic scale and are a step away from traditional institutional architecture. The use of modern materials such as glass and steel has been avoided in favour of traditional brick and tile construction.
105. The medical centre will bring together a number of clinical disciplines to encapsulate a holistic approach to clinical service delivery and provide local access to medical support and treatment. A medical centre on this scheme will also act as a conduit for elderly person living in this community and streamline costs in travel, visits and response times to the heaviest users of clinical services. This not only has a positive impact on health costs but also on environmental impacts and costs.
106. The site has been specifically chosen due to its locational characteristics (i.e. good access to the services of Bourne town centre and to the growing population of south-western Bourne) and the availability of sufficient land to accommodate the whole operation. Whilst each element of

the proposal serves individual specific healthcare needs there is close mutual working relationships between each unit particularly in the deployment of specialist staff. This mutual dependence effectively precludes the disaggregation of the development into smaller operating units.

107. The car parking is based on current guidelines and on experience of the maximum number of staff on a shift duty at any one time, the average number of visitors relating to the number of beds in the care home and those living in the close community accommodation who may still own a vehicle
108. The adjacent proposed developments will enhance the community base for such a service and give access to local amenities, medical services and pharmacy. In return, the neighbourhood centre will maximise the utilisation of external medical services by reducing travelling time for clinicians and reduced transport cost for residents attending day surgery etc.
109. It has been demonstrated that there are no sequentially preferable sites available that can accommodate the proposed development within Bourne and that the scheme is broadly compliant with the development plan and contemporary planning policy.