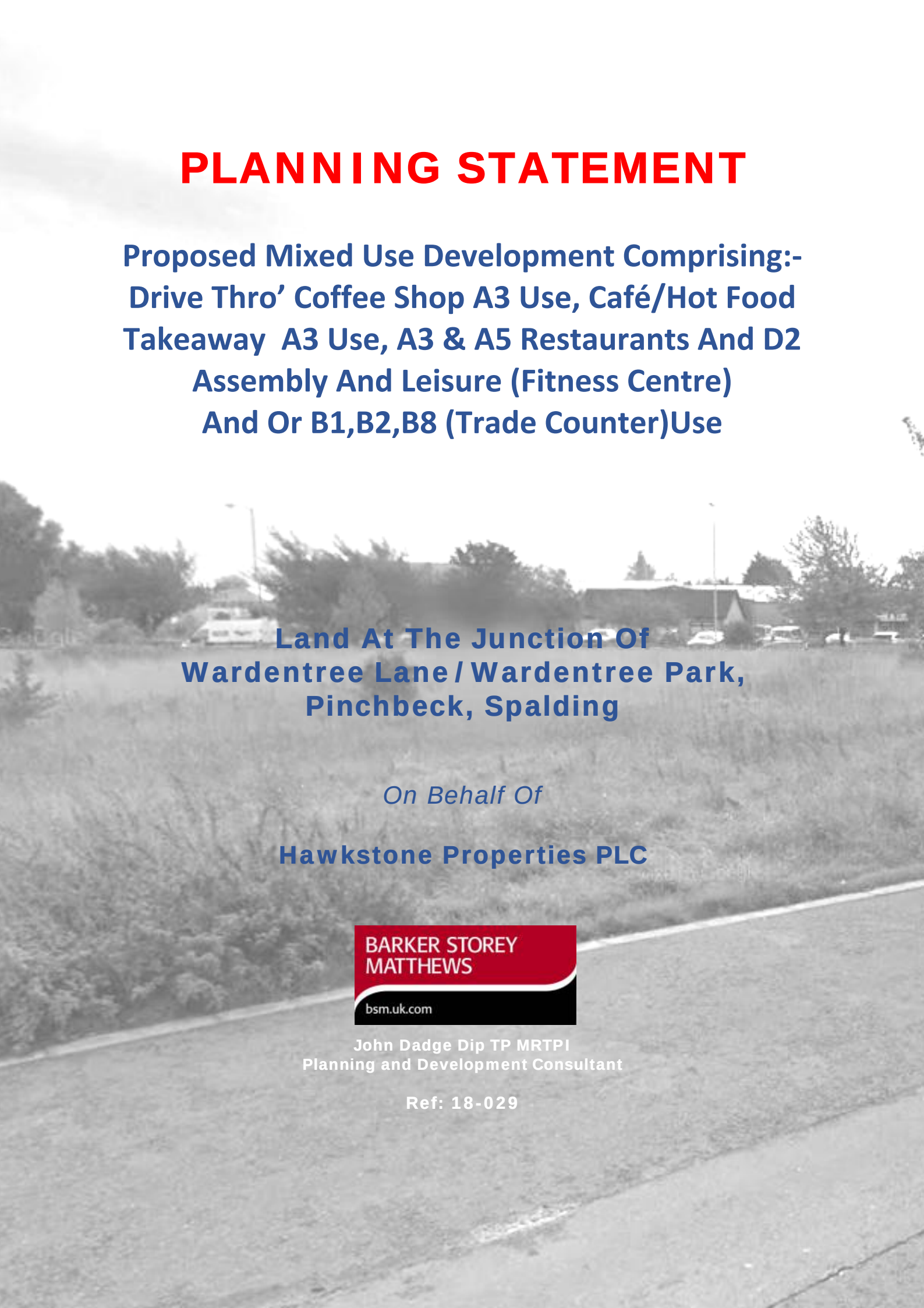
PLANNING STATEMENT

Proposed Mixed Use Development Comprising:- Drive Thro' Coffee Shop A3 Use, Café/Hot Food Takeaway A3 Use, A3 & A5 Restaurants And D2 Assembly And Leisure (Fitness Centre) And Or B1,B2,B8 (Trade Counter)Use



Land At The Junction Of Wardentree Lane / Wardentree Park, Pinchbeck, Spalding

On Behalf Of

Hawkstone Properties PLC

BARKER STOREY MATTHEWS
bsm.uk.com

John Dadge Dip TP MRTPI
Planning and Development Consultant

Ref: 18-029

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Cover photo - View across site entrance from Wardentree Park to Wardentree Road.

The plans reproduced in this document are from the Ordnance Survey map with the permission of the Controller of Her Majesty's Stationery Office, © crown copyright reserved.

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The plans are published for identification purposes only and although believed to be correct, their accuracy is not guaranteed and they do not form part of any contract.

The applicant has confirmed that the necessary approvals are in place for the use of third party plans and material in connection with this application.

Other Note: Barker Storey Matthews is the trading name of BSMH Ltd. Reg no. 2566342.

1. Introduction & Purpose of Statement

This document is submitted in support of the proposal to give additional detailed information to officers and consultees dealing with the application and to inform the public and others with an interest in the proposal about the site and the proposed operation of the site.

It is to be read in conjunction with the accompanying Design and Access Statement.

The plans submitted as part of the application are reproduced, at reduced scale, in this statement for the reader's convenience.

2. Background

This application is submitted by Hawkstone Properties PLC relating to land in the ownership of FP Smith (Smith Motor Group).

The site is vacant and has remained so for many years. It was first allocated for industrial development in the old local plan (adopted in 2006) and has remained undeveloped for well over 10 years. The owners are now seeking to expand the range of uses that the site could be put to in recognition of the lack of demand for industrial land and the material changes in market changes and character and mix in relation to the nature of industrial / employment areas.

3. Scope of the Application

Like its predecessor the National Planning Policy Framework (NPPF) 2018 encourages pre-application engagement:-

> *39. Early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community.*

South Holland District Council Planning provide an effective and speedy pre-app service.

A pre-application submission was made to the Local Planning Authority (LPA) to seek a formal view in relation to the potential use of the application site for a range of uses including for retail, café, commercial and or leisure uses including;

- Trade counter
- A3 restaurants / cafes
- Drive through restaurant / coffee house
- Creche/day nursery
- Gym / Fitness Studio
- Veterinary Practice

The response from the LPA dated the 7th June 2018 (Reference: PE-00228-18 Case Officer: Lucy Buttery) was helpful and stated that:-

> *The land concerned is identified as a ¿Major Employment Proposal¿ within a ¿Major Employment Area¿ in the South Holland Local Plan (2006). The relevant policy which supports this is EC1 (MajorEmployment Areas ¿ Sites Allocated for Employment Use). This policy states that planning permission will be granted for employment uses, but no specific reference is made to ancillary uses.*
>
> *However, employment policy in the emerging Local Plan (South East Lincolnshire Local Plan, Publication Version, March 2017) is more flexible and states that non-B development will be supported where the applicant can show that it is ancillary to the effective functioning of the Main Employment Area. There is therefore scope for mixed-use development on the land in question provided that it is adequately justified. In terms of*

the proposed uses, permission has already been granted for trade counters and a gym within the allocated employment area and so these uses would, in principle, be acceptable.

With regards to the other proposed uses, they appear to be suitable for this location, however the information submitted with any application would need to satisfy us that they are ancillary to the effective functioning of the employment area.

The Council¿s Economic Development Manager has been consulted on this pre-application enquiry given the site¿s location and has responded that he would not raise any strong objections to a mixed use proposal.

This planning advice was given in good faith but is an officer opinion only and therefore is not binding on any formal decision the Council may make following the receipt of a planning application. However it was sufficiently encouraging to enable Hawkstone to proceed with proposals for the site and to seek occupier interest.

As a consequence, Hawkstone identified strong interest from users for the site and the application is supported by five named occupiers:-

Starbucks drive thru,	A3
Greggs café / takeaway	A3/A5
Snap Fitness 24/7	D2
Toolstation	B8
Formula 1 Autocentre.	B2

Application Description

Having regard to the above the A3, A5, and D2 uses are to accommodate Starbucks, Greggs and Snap Fitness.

Toolstation and Formula 1 fall within B Class Uses.

However, the way in which this application is described allows for flexibility between the specified uses utilising permitted development rights as follows:-

Under Class V Of The General Permitted Development Order 2015

Class V – changes of use permitted under a permission granted on an application

Permitted development

V. Development consisting of a change of use of a building or other land from a use permitted by planning permission granted on an application, to another use which that permission would have specifically authorised when it was granted.

Thus, if The A3, A5 or D2 buildings become vacant they could be occupied for alternative B Class employment uses without the requirement for change of use permission.

The proposal is a major application (i.e. over 1000 floorspace sqm) to create 1,528m² GIA all at ground floor level.

The size of units is as follows : -

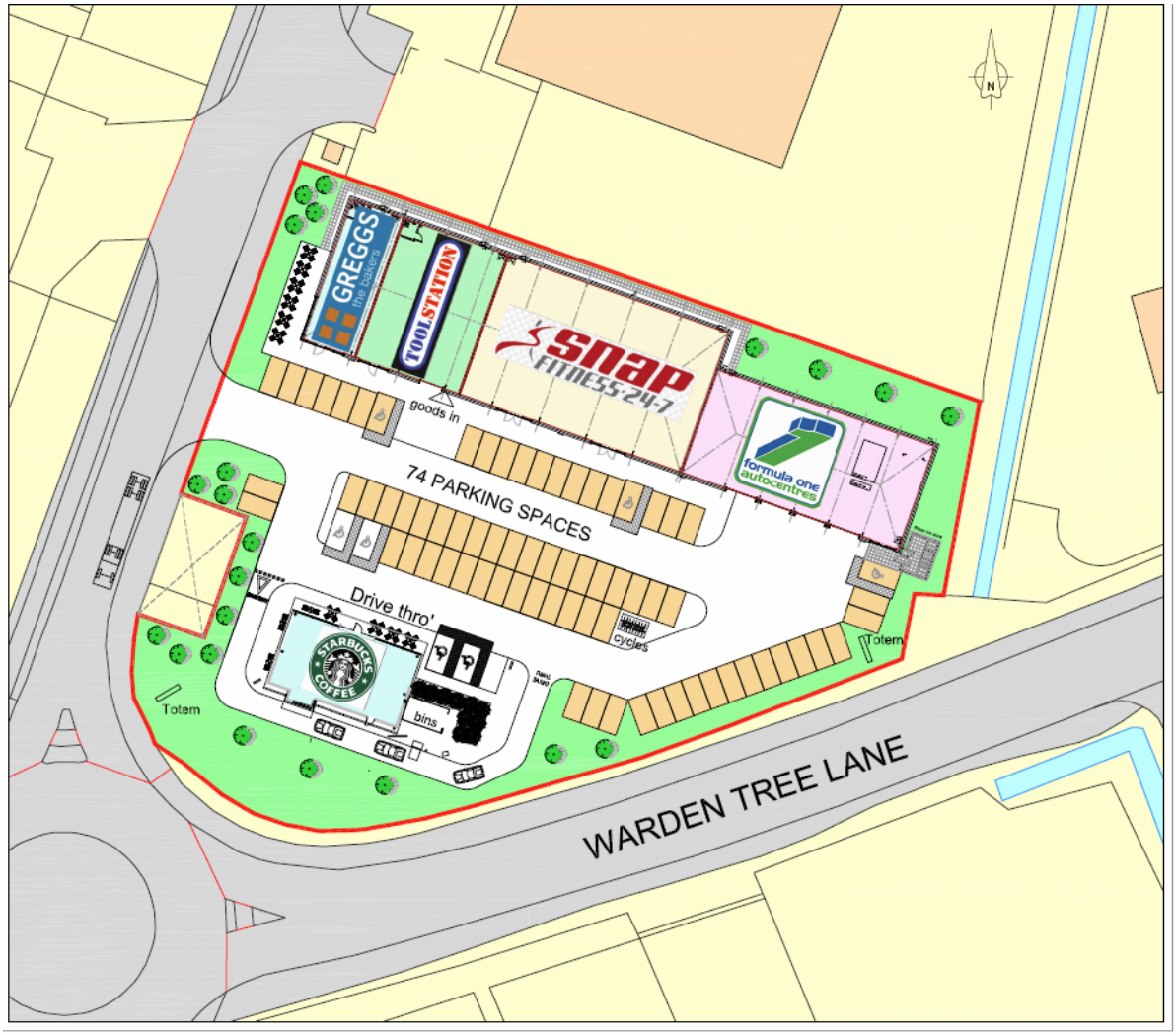
Unit 1, 409m² GIA
Unit 2, 561m² GIA
Unit 3, 261m² GIA
Unit 4, 130m² GIA
Unit 5, 167m² GIA

The proposed site layout plan below shows the arrangement of occupiers on the site by unit and size and the accompanying DAS describes the development addresses the detailed issues relating to design and layout.

Prior to the submission of this application further discussions took place with the case officer who prepared the pre-app response to "scope" the application submission that was being prepared and the following documents and reports were agreed in addition to the usual forms, certificates and requisite plans: -

- FRA with Sustainable Drainage Strategy
- Transport Assessment
- Topographical survey / Existing Block Plan
- Design & Access statement

This Planning Statement provides a policy overview and a summary of findings.



4. Site Location and Context

The application site lies to the north of the Wardentree Lane adjacent to its junction with Wardentree Park. It lies with the built-up area of Spalding and within a wider Wardentree Lane industrial area.





Expanded aerial view showing site and its surroundings.

The site is currently vacant and cleared pending development.

5. The Site Context And Surrounding Uses

The developable application site extends to approximately 0.6 Ha and is identified edged red on the plan below.



The development area is approximately triangular in shape comprising part of the residual area of the employment allocation. It is located on a prominent roundabout adjacent to Wardentree Lane which is the main route through the industrial area.

The surrounding area comprises a mix of industrial, commercial, retail and quasi-retail uses.

Morrisons convenience Superstore and its petrol filling station lie opposite on the in the south west of the roundabout.

The character of this part of Spalding/ Pinchbeck has changed markedly over the last 10 years from a relatively isolated industrial estate to a genuinely mixed use ae that is being incorporated in to the built form of Spalding with existing and planned residential development abutting and encroaching into the employment areas.

It is noted that in addition to Morrisons there are a number of retail and non B class uses reflecting the lack of demand for pure 'B' class industry as well as the excellent potential of the area to become a thriving mixed use zone based on Wardentree Lane which provides an excellent route through the area.

It is further noted that there is significant residential development on this side of Spalding with Larkfleet Home building at Wardentree Lane as well as the large housing allocation PIN045 to the west of Spalding Road.

It is likely as a result of this development that Wardentree Lane will become a more important through route to access the bypass without driving through town and that the demand for cafes and drive-throughs etc. will increase.

It is further considered that the site is accessible by bus and cycles way and given its relationship to Morrisons would offer the possibility of linked trips as well as providing additional facilities for workers on the remainder of the industrial area.

The site is also close to the hospital and can conveniently serve its staff and visitors.

Increasingly it is evident that industrial areas include cafes, crèches coffee shops etc. which provide supplementary facilities to the industrial area and improve the general facilities available.

This site offers an opportunity to benefit both the workers in the employment area and provide facilities to benefit the wider public using this road.

5. Other Considerations and Constraints

Staff / Employment

The level of employment generated by this development is significant across its hours of operation, which will generally be longer that those associated with most B Class uses.

Starbucks –	20 full time and 5 part time
Formula 1 –	10 full time
Greggs	2 full time and 10 part time
Tool Station-	8 fte
Snap fitness	7 fte

Staff for all operators will be recruited mainly from within the local area.

Drainage

The site has a pumping station adjacent to its western boundary on the Wardentree Park boundary. This is safeguarded in this proposal.

The IDB have a service/ maintenance reservation strip adjacent to the water course. This is also safeguarded in the proposal.

Access

The access positioning is constrained by the roundabout the proposal therefore utilises the existing crossover position of Wardentree Park.

Hours of operation

The application suite is within the heart of the employment area with no residential property in the immediate vicinity. Morrisons operating hours extend beyond those of normal B class operations and there are no known operating hours restrictions on other units in the vicinity.

In that respect it is not anticipated that the development proposed will be subject to an hours of operation condition.

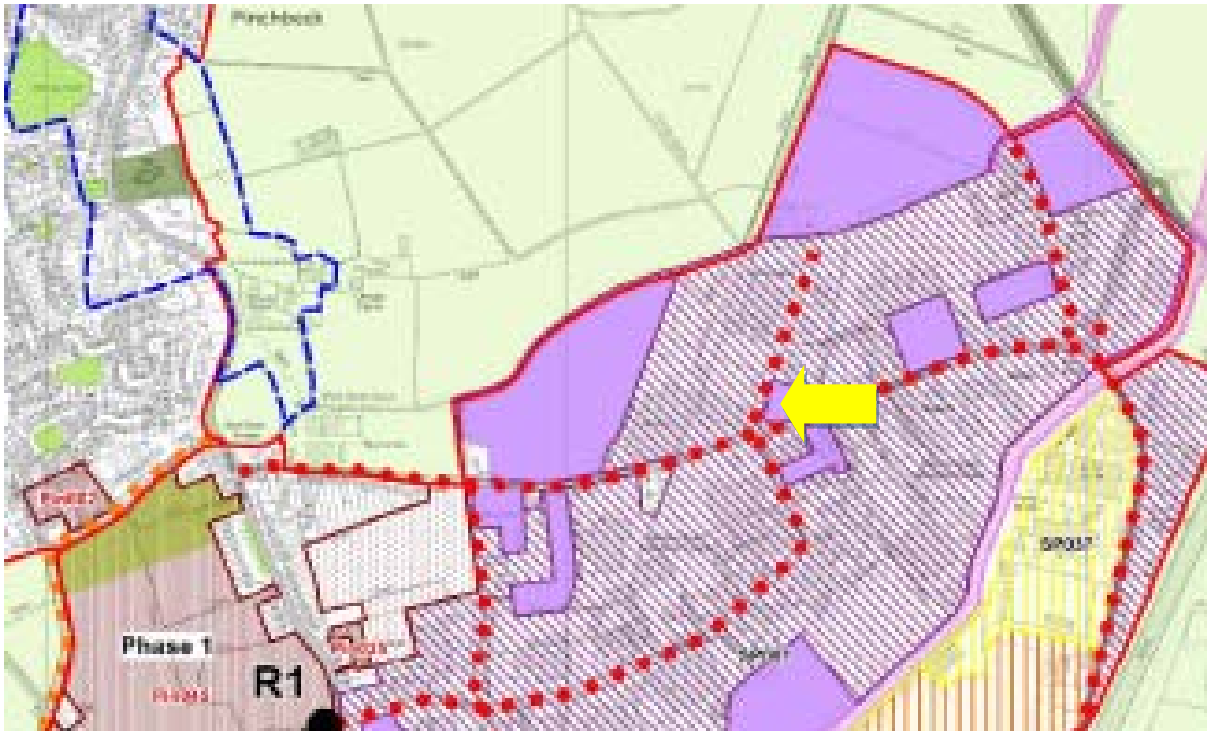
Indeed, to restrict the hours of operation would be prejudicial to the success of the scheme as the ingoing tenants business models are based on extended hours.

6. Planning Policy Context and Considerations

The South Holland local plan is undergoing a period of transition with the 'old' plan being replaced with the new development plan (a joint plan with Boston Borough) named the South-East Lincolnshire local plan.

Given the age of the old plan and expectation that the new plan will be adopted very soon weight can be given to policy in the emerging plan to inform decision making on planning applications .

The site is located within the development boundary of Spalding which incorporates Pinchbeck. The site and the surrounding area is identified as a main employment area. On the inset below existing buildings/ sites are identified as hatched purple, with new/ undeveloped sites in solid purple.



Policy 8 of the emerging plan. Proposals map extract

Main Employment Areas

The Policies Map identifies Main Employment Areas, as listed below, which are reserved for main employment in Classes B1, B2 and B8. Any non-B development will only be supported where the applicant can show that it is ***ancillary to the effective functioning of the Main Employment Area****.*

Given the length of time that the site has been allocated for traditional employment uses and it's relationship to Morrisons and the numerous other non-employment uses in the area it is considered appropriate (notwithstanding the general aim of Policy 8) to consider non B uses that are ***ancillary to or complimentary*** to the effective functioning of the area.

The range of uses in this "mixed use" proposal can now be found in many/it not most large modern employment areas and can be considered ancillary to or complimentary.

Adopted local plan **Policy EC3 - Existing Employment Areas / Premises** is similar in nature;

Proposals for new development, redevelopment and changes of use for employment uses within existing employment curtilages and / or proposals for the expansion of existing employment undertakings will be permitted provided they are acceptable in terms of environmental impact, the level of traffic movement and intrusion into the open countryside.

Exceptionally, the redevelopment and/or change of use to non-employment uses will be permitted where the existing use is unsatisfactory or where the benefit of the proposed use outweighs the need to retain the existing use.

Having regard to the above it is evident that the policies do not preclude non "B Class" development in employment areas but are seeking that ***any alternative use to be complementary to the employment area or to offer wider benefits***.

The range of uses proposed in this application will :-

- be a significant employment generator in their own right.
- serve employees working within the employment area
- serve visitors to the employment area enabling (sustainable) multi use trips
- serve the adjacent residential areas and in particular the nearby hospital
- make efficient use of a site that has remained vacant for many years.
- provide services that are these days considered an integral part of any modern employment areas offer.

It is arguably the case that these uses will provide greater employment opportunity than would an equivalent B Class use of a similar overall size.

This being the case it is considered that this mixed-use development is appropriate and would add to the variety of supporting services in and around the employment area and would be of economic benefit for Spalding and Pinchbeck as a whole.

The National Planning Policy Framework (NPPF) 2018

The National Planning Policy Framework (NPPF) 2018 focuses on achieving sustainable development which means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

> *a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*
>
> *b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*
>
> *c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

This mixed use application supports many of the aims of these three strands of policy.

- It provides a variety of jobs
- It makes efficient use of land
- It allows multi-use trips
- Provides convenient access for facilities and services for local workers, residents, and visitors.
- It provides facilities and services and the opportunity for social engagement
- The fitness centre in particular will promote healthy living

- The development as a whole will promote wellbeing.
- It will provide a flexible approach to the use of resources through a flexible approach to occupational use.

The NPPF at para 80 indicates that

> *Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.*

Para 81 amongst other things state that Planning policies should:

> *a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*
>
> *d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices, and to enable a rapid response to changes in economic circumstances.*

and 82

> *Planning policies and decisions should recognise and address the specific locational requirements of different sectors.*

This proposal and this type of development was not planned for in terms of site-specific allocations because some of the uses have only become commonplace features in employment areas in recent years.

Furthermore, it has been difficult to be precise about actual requirements and take up as these business sectors have only recently started to reach maturity roll out similar developments / models across the country.

What is clear is that the range of uses proposed in this application sit well and do have a market within employment areas hence this application being submitted with identified users from different sectors with specific locational requirements.

They will serve the employment areas and add to the attractiveness of the area to staff and visitors by providing a convenient place to pop out from work or to visit before or after work for beverages or snacks, to keep fit or get the car fixed or to simply take a break from the work environment.

It that respect the Councils own employment policy is robust and provides flexibility to accommodate such uses in accordance with criteria.

7. Community Infrastructure Levey (CIL) / Developer Contributions (S106)

South Holland does not currently have an adopted Community Infrastructure Levy Schedule and thus CIL is not applicable in the context of this application.

Given the scale of the development and that the site forms part of a well planned and executed employment are with all the necessary infrastructure it is not expected that S106 contributions will be sought.

The Pre-App response did not suggest that anything might be required.

8. Conclusion

The site in question has been identified for employment use now for 15 years and has been a formal adopted allocation for 11 years. During this time it has failed to come forward and contribute to job creation as it was/ is intended function in the plan.

During this time the nature of employment areas have changed such that restaurants, cafes and drive- thru's, gyms/fitness centres are all more common within employment areas adding to both the facilities available to workers on the estates as well as being of wider benefit.

There have also been marked changes in and around Wardentree Lane in relation to its incorporation into Spalding and the encroachment of significant residential development close to and within the identified employment area.

This has changed the overall character of Wardentree Lane and the nature of its use, and it seems likely that this will increase as the approved residential development is built out.

The site is in a sustainable and accessible location and having regard to the above the use of the site for a restaurant, café, drive through or quasi retail use would be complementary to the surrounding uses and would enable linked trips to take place in conjunction particularly with the employment uses or trips to the Morrisons store or the Hospital.

It is therefore considered that the alternative uses of the site accord with the NPPF as well as the alternative use elements of both the adopted and emerging policy.

11. Final Remarks

I trust that the material enclosed with this application is sufficient for your purposes however, should you require any additional information or wish to meet either on site or at your offices to discuss any aspect of the proposal please do not hesitate to contact me at your earliest convenience.

Ends



BARKER STOREY MATTHEWS
bsm.uk.com

John Dadge Dip TP MRTPI The Lawns, 33 Thorpe Road, Peterborough, PE1 1JL
Planning and Development Director 01733 556491 e-mail jsd@bsm.uk.com