SEQUENTIAL TEST

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

INDEX

		Page
1	Introduction and Purpose of the Sequential Test	**3**
2	Background	**3**
3	Scope of the Test	**3**
4	Application Use Description	**3**
5	Site Location and Context	**5**
6	The Site Context and Surrounding Uses	**6**
7	Planning Policy	**7**
8	Policy Context and the Requirement for a Sequential Test	**9**
9	Sequential Test - The Availability of Alternative Sites / Buildings within and adjacent to Spalding Town Centre	**11**
10	Conclusion	**13**

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.

Licence no. 100003928 -

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 Sequential Test

This document is submitted in support of the proposal to give additional information to officers dealing with the application and is to be read in conjunction with the accompanying Design and Access Statement.

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 15 years. The applicants are 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 Test

Following advice from the application case officer a sequential test has been undertaken considering whether there are alternative sites available to accommodate the proposed development within the defined Town centre of Spalding that are sequentially preferable to the application site.

The application is supported by named operators who have specifically selected the application site and its premises as the preferred location for their businesses Spalding.

Starbucks drive thru,	A3
Greggs café / takeaway	A3/A5
Fitness Studio / Gym	D2
Toolstation	B8
Formula 1 Autocentre (With MOT Testing)	B2

The configuration of the development meets the various operator requirements:-

- Mixed (complementary use) development site (c 0.5-0.7 ha)
- Buildings of operator's the requisite size
- New / modern buildings
- Single storey /efficient space
- Clear span, shell finish
- On -site parking
- Drive through and manoeuvring facilities
- Good access for motor related uses

4. Application Use Description

Having regard to the above the mixed-use development provides for A3, A5, and D2 uses are to accommodate Starbucks, Greggs and a fitness centre / gym.

Toolstation and Formula 1 fall within B Class (Employment) Uses; the later also includes MOT testing along side, vehicle servicing and vehicle maintenance and tyre fitting.

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.

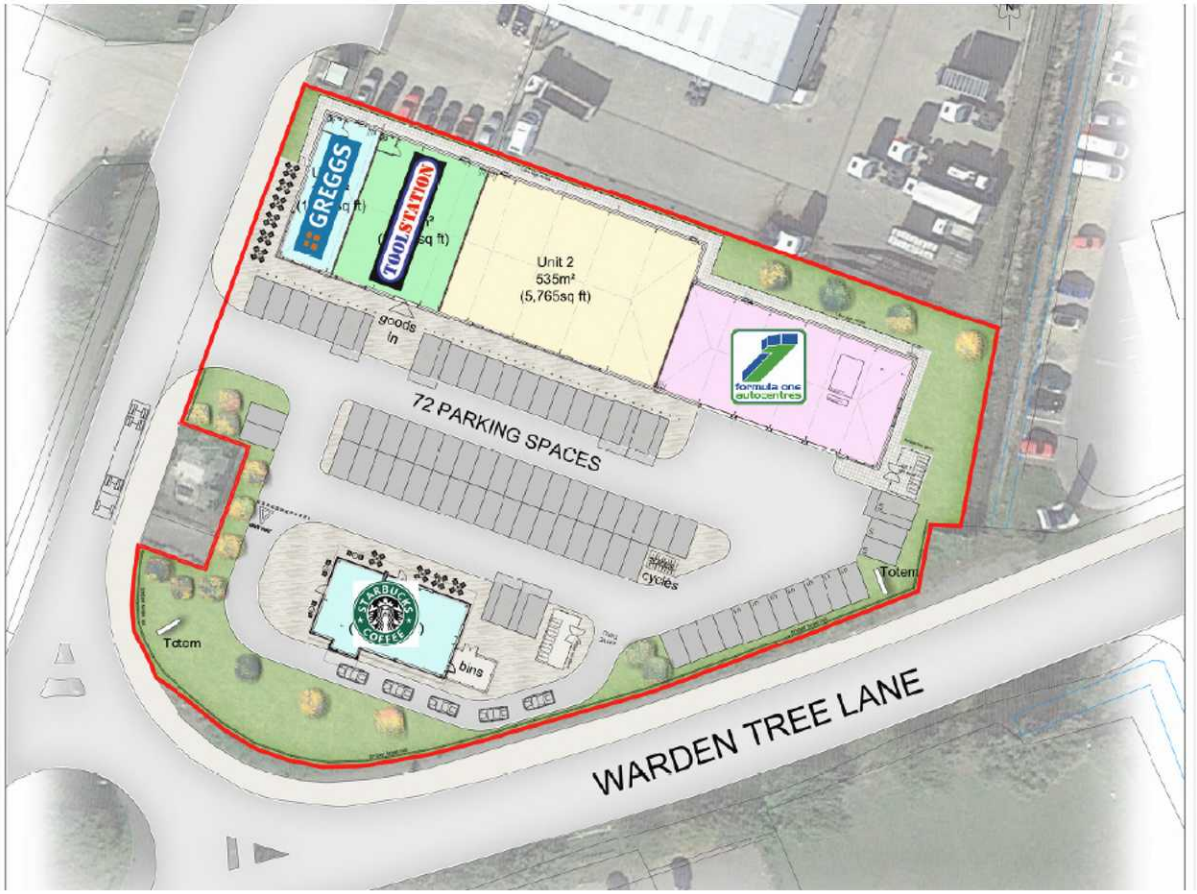
Thus, if The A3, A5 or D2 buildings become vacant they can be occupied for alternative B Class employment uses without the requirement for change of use permission.

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
Total	1528 m² GIA

The proposed site layout plan below shows the arrangement of occupiers on the site by unit and size.



5. 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 and lies approximately 2.75 km, (1.7 miles) from Spalding town centre.

The town centre is defined within South East Lincolnshire Local Plan (Adopted March 2019) in Inset Map 2 which is reproduced later in this document.

6. 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 and gyms 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.

7. Planning Policy

Main Employment Areas

The site is located within the development boundary of Spalding which incorporates Pinchbeck.

The Adopted South East Lincolnshire Local Plan at Policy 7: *Improving South East Lincolnshire's Employment Land Portfolio* addresses economic development and employment land use

The Policies Map identifies ***Main Employment Areas***, including *SP001 Wardentree Lane, which are reserved for main employment in Classes B1, B2 and B8.*

In such areas :-

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 cars sales other non-employment and quasi retail uses in the area it is considered appropriate to consider the non B uses that form this mixed use development to be ***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/if not most large modern employment areas and can be considered ancillary to or complimentary.

The proposal is a mixed-use development, which incorporates main employment (B class) uses (Screwfix and Formula 1) together with other employment-generating uses that in terms of the number of full and part time staff employed are likely to provide more employment opportunities than traditional units.

These uses are ***complimentary*** *to the employment area and 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) 2019

The National Planning Policy Framework (NPPF) 2019 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.
- It will bring about a physical improvement with attractive new commercial development on a site which has remained vaca80nt for over 10 years

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 traditionally been 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 and 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.

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

8. Policy Context and the Requirement for a Sequential Test

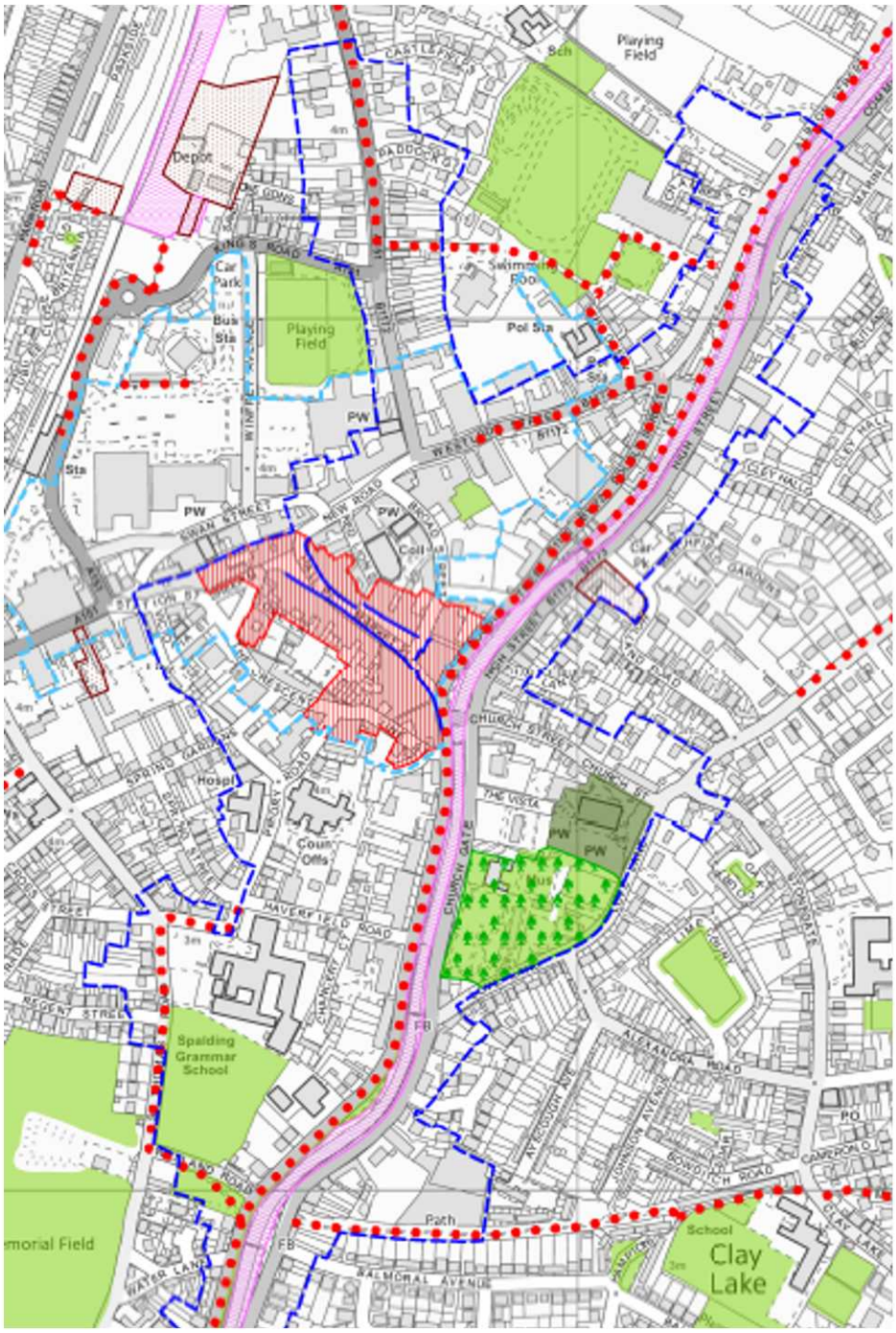
The adopted South-East Lincolnshire Local Plan identifies a hierarchy of Town centres and other centres.

Policy 24: The Retail Hierarchy - Retail and other main town centre uses should be located in accordance with the following hierarchy, as defined on the Policies Map:

A. Sub-Regional Centres

The town centres of Boston and Spalding (as defined by the Town Centre Boundaries) will be the locational focus for the development of town centre uses;

The Town Centre of Spalding is defined on the plan below.



The total floor space of the development is 1528sqm however, Tool Station and Formula One are B class uses which reduce this figures to just **858sqm. This is well below the NPPF 2019 default retail floor space figure of 2500sqm.**

However, as the application proposes more than 250sqm of A1 floor space and the site is outside the defined centre, SHDC officers have asked for a Sequential Test to be undertaken to identify if there are any alternative sites available within the defined Town centre that could accommodate the development.

9. Sequential Test - The Availability Of Alternative Sites / Buildings Within The Spalding Town Centre.

A review of available properties was undertaken by Barker Storey Matthews commercial agents this was to establish whether there are any sites or buildings available within the defined town centre Spalding that could accommodate the proposed development both physically and from a business model and operational viewpoint.

The search took the form of a review of properties available with local agents via Right Move and the EGI databases.

This was supplemented with a visit to Spalding town centre to identify any potential sites / properties that we are not revealed in the desktop survey.

Neither the desktop survey or, the defined town centre visit identified any sites currently on the market let alone any which could accommodate the development proposed.

Indeed, relatively speaking in comparison with some centres there were few commercial town centre properties, on the market as the schedule below reveals.

Property Address	Size (sq ft)	Tenure	Agent	Comments
30 High Street, Spalding, PE12 7DY	53sqm (569)	For Sale	Brown & Co	Under Offer
Westlode Fisheries, 50 Westlode Street, Spalding, PE11 2AQ	50sqm (530)	To Let	Poyntons Commercial Auction House	
5 Hall Place, Spalding, PE11	140sqm (1,510)	For Sale	(East Anglia)	
Unit 1, 24-25 New Road, Spalding, PE11 1DQ	150sqm (1,615)	To Let	Longstaff Commercial	Grade II Listed building - retail shop with upper parts.
Unit 1, 17-18 Market Place, PE11 1SU	55sqm (595)	To Let	Longstaff Commercial	Ground Floor (595sf) with FF storage (352sf)
Vine Street, Spalding, PE11	29sqm (308)	To Let	Hill & Clark	Double fronted retail unit with A1 and A2 consent.

These properties do not meet operators criteria and on that basis it is concluded that:-

- there are no sequentially preferable sites available within the defined town centre of Spalding.

Furthermore the development proposal meets with the planning policy criteria for appropriate alternative uses within an employment area as set out in the application supporting Planning and Design and Access statement.

Edge and Out of centre sites

– Following the sequential approach the Planning Authority also asked that edge of centre / district centre sites were considered.

A search of Rightmove and EGI databases identified the following sites:-

Property Address	Size (sq ft)	Tenure	Agent	Comments
Enterprise Way, Spalding, PE11 3YR	4,500	To Let	Richardsons	Trade counter unit
Springfields, Spalding, PE12 6EU	3,500	To Let	Knight Frank	Shopping outlet unit
Clay Lake, A16 Spalding Bypass, Spalding, PE12 6BL		For Sale	Poyntons Commercial	77.8 acre site for mixture of retail, services and B1, B2 & B8
Unit 2 Wardentree Lane, Pinchbeck, Spalding, PE11 3UG	2,325	To Let	Poyntons Commercial	Trade counter unit
25 Winsover Road, Spalding, PE11 1EG	397	For Sale	Longstaff Commercial	Takeaway shop for sale with ancilliary accom. at FF. Equipment included
Vine Street, Spalding, PE11	308	To Let	Hill & Clark	Double fronted retail unit with A1 and A2 consent.
Winsover Road, Spalding	321	To Let	ARK Property	Brand new retail premises - A1 consent

None of the properties identified met with the site selection criteria for this mixed use development.

SOUTH EAST LINCOLNSHIRE LOCAL PLAN
SPALDING RETAIL PAPER (March 2017)

The South east Lincolnshire Town Centre and Retail Capacity Study, 2013 suggested three potential development areas in Spalding town centre for additional floor space:

Chapel Lane: is fully occupied and operates well as a mixed-use area, with no capacity for additional floor space;

Red Lion Street: has been developed as Boston College, and incorporates three small units capable of accommodating retail or other town centre uses. There is no capacity for additional floor space;

Gore Lane/Drapers Place: is currently used as a surface car park and there are currently no plans to change its use. The site is small-scale (0.16ha) and may not be able to accommodate a unit of sufficient size to meet business needs. Access is likely to be difficult for the type of traffic movements associated with this type of development.

None of the sites identified in the Retail Study are now capable of accommodating comparison goods floor space (or any part) in this plan period and none of those sites was carried forward as part of the Local Plan.

The following edge of centre sites were put forward for consideration as Potential Retail Sites as part of the Local Plan process:

SHR009 (Football club land, to the east of Winfrey Avenue, Spalding).
SHR013 (Land to the north-east of King's Road, Spalding):

It was considered that site SHR009 and SHR013 are not Preferred Retail Sites for Spalding, and that they should not be taken forward as a Retail Allocation.

A number of other sites were promoted including a number of out of settlement sites and a number with permission for residential development. These were not supported by the LPA and were not taken forward as part of the Local Plan.

An extension *to Springfield's Retail Outlet and Exhibition Centre (SHR010)* within the built-up area of Spalding was supported to accommodate some of the identified retail need for 10,810 m2 net **comparison goods**.

Policy 27 states that - Up to 10,810 sqm (net) of additional comparison goods floor space is expected to be required in Spalding by 2031.

Approximately 3,700 sqm (net) will be allocated at Site SHR010: Springfield's Shopping and Festival Gardens and developed in the period up to 2022 to meet the estimated need at this date. This site is to be progressed through a master planned approach. Any non-A1 uses within Site SHR010 will only be supported where the applicant can show that it is ancillary to the effective functioning of the retail allocation. A master plan will be required for the site identified.

The photos below are a sample of examples of the properties available in Spalding Town Centre.











10. Conclusion

The site in question has been identified for employment use for over 15 years.

During this time it has failed to come forward and contribute to job creation as it was intended function in various iterations of the development 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.

Arguably these are now features that are expected in large modern employment estates.

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 on former employment land.

It has been demonstrated that there are no sites currently available within the town centre that could accommodate the proposed mixed-use development of mutually supportive uses. It is therefore appropriate that this site is assessed against other material planning policies and considerations.

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 and motor related

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 mix of B, D and A class uses to serve the employment area and local community and accord with the social, economic and environmental aims of the NPPF and the development plan policy in the absence of appropriate sites and premises within the centre.

This proposal is for B Class uses and uses that ancillary to the effective functioning of the employment area.

Ends



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