SENSUS

PLANNING, DESIGN AND ACCESS STATEMENT

PLANNING PERMISSION FOR IMPROVEMENT WORKS TO EXISTING CAR PARK AT DRAPERS PLACE, SPALDING



Project Ref. 2000-01

Client: Lincolnshire Trading and Management

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Rev.001

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1.0 INTRODUCTION

2.1 This Planning, Design and Access Statement is prepared by Sensus Architecture Ltd. in support of a Full Planning Application for the resurfacing and associated works of an existing car park at Drapers Place, Spalding.

2.2 The content of this Planning, Design and Access Statement will provide an assessment of the context, relating specifically to the proposed site and its surroundings, and the detailed philosophy of the proposed scheme.

2.0 SITE DESCRIPTION

2.1 The application site is centrally located within the market town of Spalding, in the district of Lincolnshire.

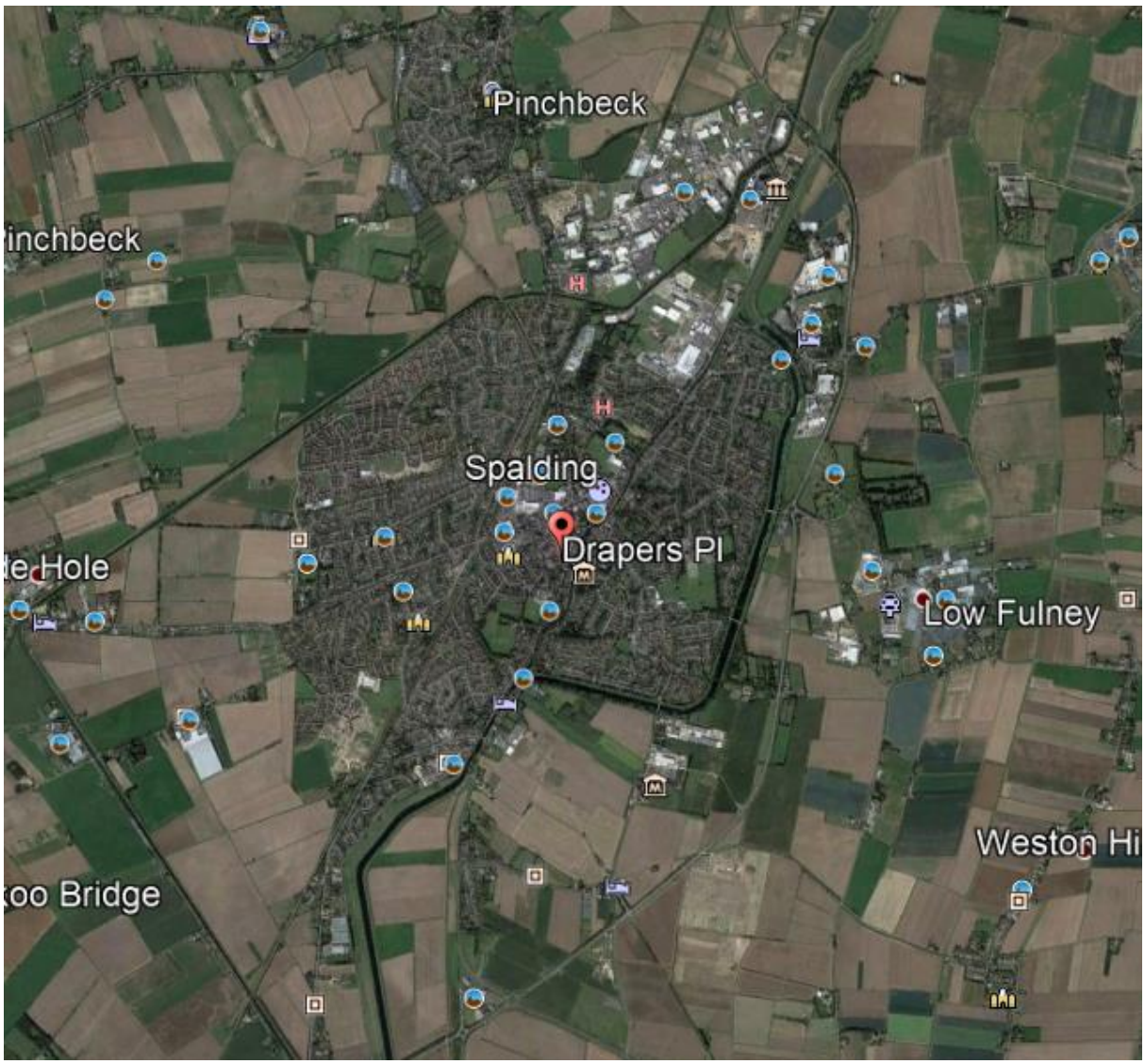


Fig.1: Wider aerial view of the site with the approximate location of the site indicated (Source: Google Earth)

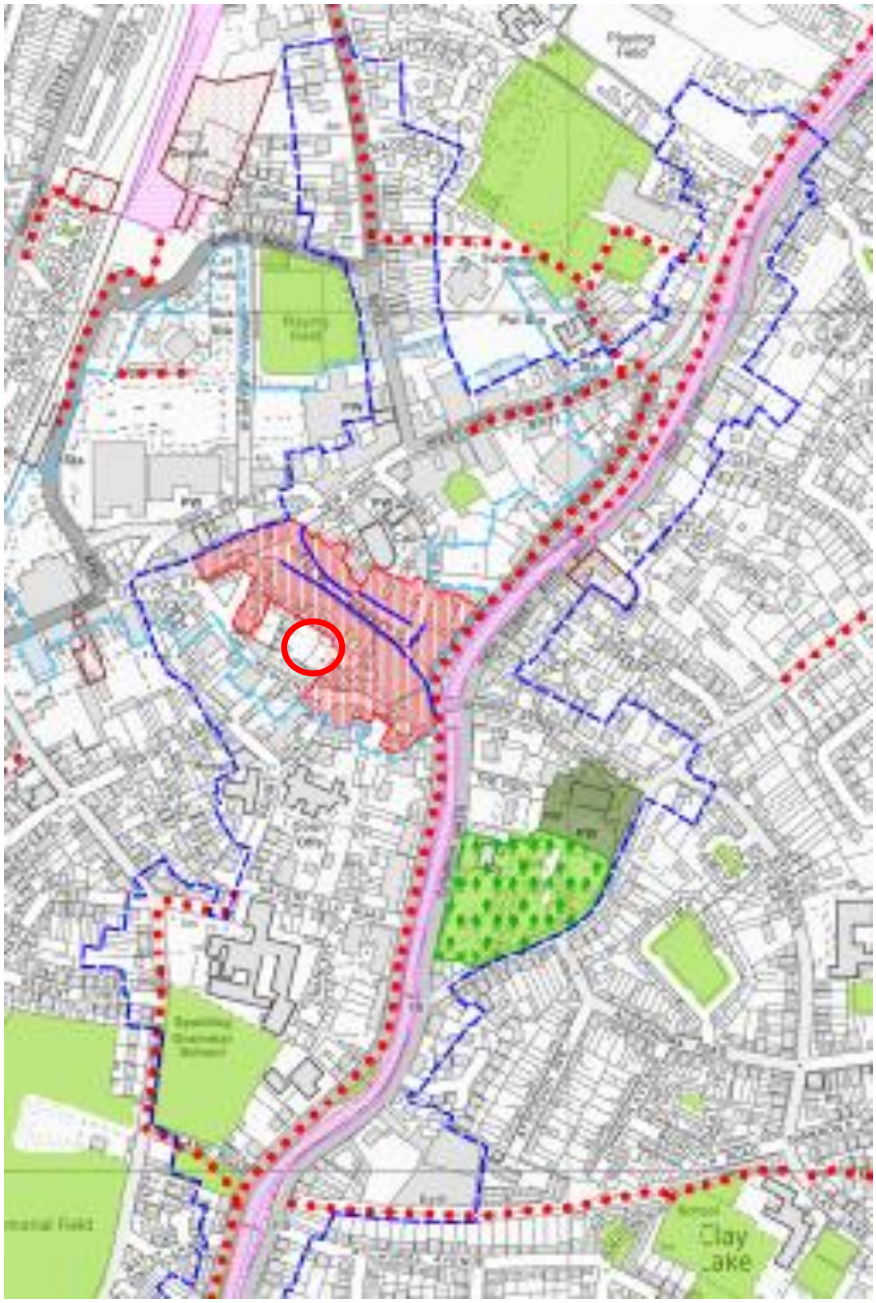


Fig.2: Approximate location of the site indicated within the context of the Local Plan 2006 proposals map. The blue area indicates defined retail centre, the dark blue lines indicate the extent of the primary shopping area (primary frontage) and much of the area is contained within a defined conservation area, indicated by the thick dashed line.

2.2 The application site comprises an existing car park located between The Crescent and Drapers Place. Its maximum capacity is just over 80 but the area is gravelled and as such the spaces are unmarked. The south corner of the site accommodates two small barn style buildings together with a small number of prefabricated garages which also accommodate spaces for up to four vehicles to park. The barns are disused, and the garages are available for use.



Fig.3: Aerial view of the site showing site and existing buildings (Source: Google Maps)

2.3 The boundary treatment to the site is varied. The north boundary of the site is defined by a brick wall and then a wire fence along the south edge of Drapers Place. The east boundary is formed by the rear of the properties that face on to Francis Street. The south boundary is defined by the north edge of Abbey Path, which is a public footpath. The west boundary is defined by a low brick wall beyond which is located a thin strip of waste ground and then a car park.



Figs. 4: Views of existing site boundary features.

2.4 To the northeast of the site is the rear parking and servicing areas of three and four storey properties which have principal elevations fronting onto Market Place. Drapers Place bisects this area and the application site.

2.5 To the east and south the site is further enclosed with built form along The Crescent and Francis Street and to the west beyond a car parking area there are further two and three storey buildings.

2.6 The site sits within the wider context of Town Centre to Spalding but is very much enclosed by existing buildings with very limited glimpsed views along the narrow passages between existing buildings, including from Sheep Market (looking down Gore Lane), Abbey Path and Francis Street. The site is therefore very much self-contained, and views towards it are heavily constrained. The main experience of the site from the public domain is from Abbey Path, along the southern boundary and from Francis Street.



Fig. 5: Views from Abbey Path



Fig. 6: Views from Francis Street

2.7 Vehicular access is in the north-east corner close to the intersection of Drapers Place and Francis Street, adjacent to No.10 and No.11 Francis Street. There is no designated pedestrian access to the site, however, there are extensive gaps in the perimeter fencing meaning that unauthorised access is available from the entire south boundary of the site.

2.8 Over time, the site has been subject to several incidences of crime and anti-social behaviour including vandalism and graffiti. This may be due to a combination of its location at the back of existing frontage development and being relatively enclosed by existing buildings, which results in minimal natural surveillance. A Public Spaces Protection Order applies to the site.

3.0 PLANNING POLICY AND LEGISLATIVE CONTEXT

3.1 The planning policy set out below is considered relevant to the site and surrounding area:

Legislation

3.2 Legislation relating to the Built Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990.

3.3 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

In the exercise, with respect to any buildings or other land in a conservation area special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

3.4 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

'In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving ***the building or its setting or any features of special architectural or historic interest which it possesses'***

3.5 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that "where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise".

Development Plan

3.6 The development plan consists of the South East Lincolnshire Local Plan 2011-2036, which was adopted on 8th March 2019.

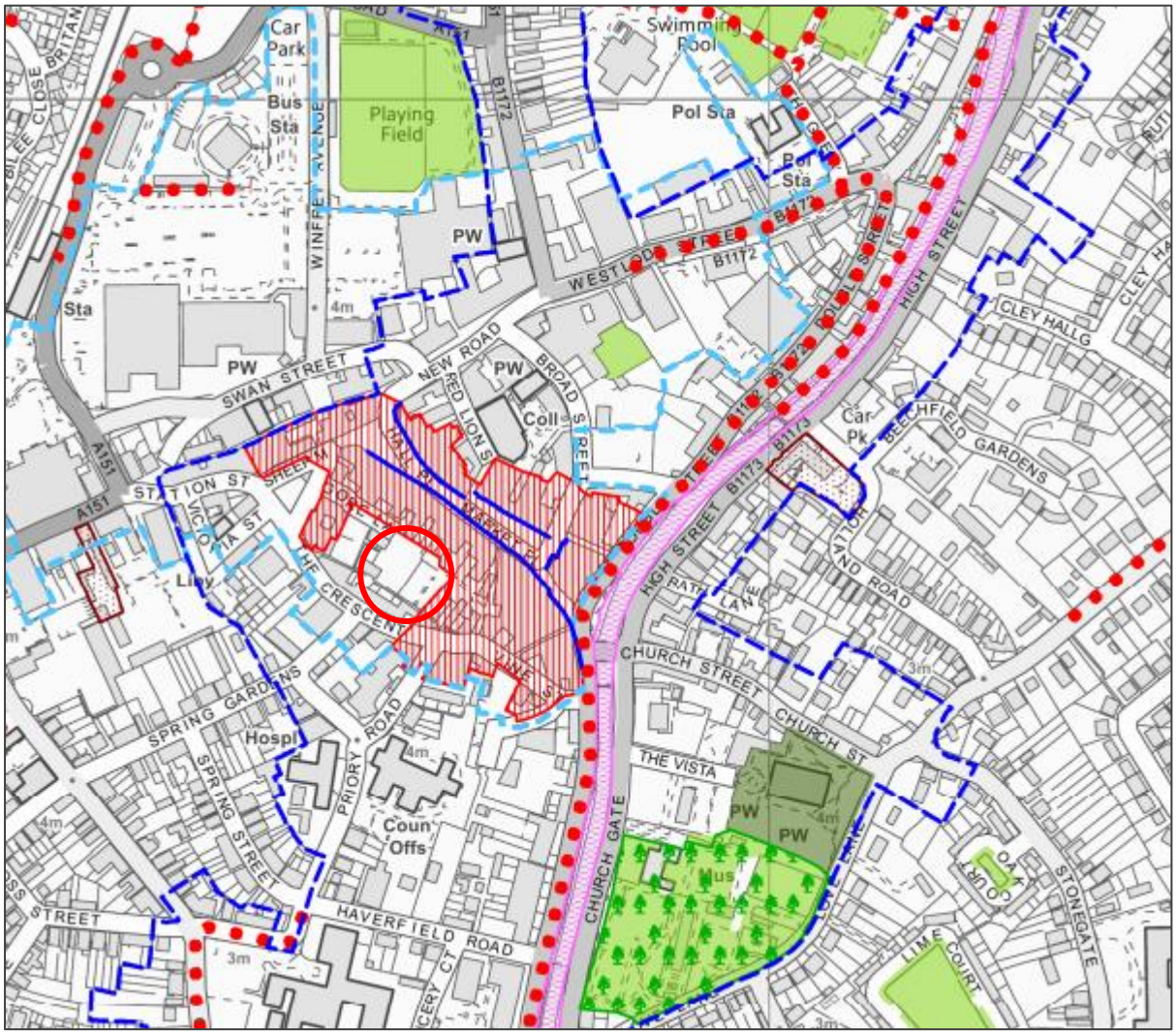


Fig. 7: Polices Map Inset Map 2: Spalding and Pinchbeck

3.7 The Spalding inset policies map for the SELLP (Inset Map No2) indicates that the site is mostly, if not entirely, outside of the primary shopping area (Policy 26), though adjacent to it. The site is within the Spalding Conservation Area (Policy 29) and the defined town centre (Policy 24).

3.8 The following LP Planning Policies apply to this site and to the objectives of the development: -

- **Policy 1: Spatial Strategy** – Defines Spalding as the largest and most significant of the settlements alongside Boston; as a 'Sub-Regional Centre'. It clearly states that within the settlement boundaries of Boston and Spalding development will be permitted that supports their roles as sub-regional centres.

- **Policy 2: Development Management** – Sets out the broad approach to development management in decision making specifically in relation to achieving sustainable development. It sets out a number of

factors that will be considered in determining whether or not a proposal would be sustainable including design, impact on heritage assets, residential amenity, flood risk and access

- **Policy 4: Approach to Flood Risk –** Sets out the approach to be undertaken for development in FZ 2 or FZ3 according the EA Flood Maps taking into account the SFRA.

- **Policy 24: The Retail Hierarchy** – Sets out that Spalding will be the locational focus for the development of town centre uses. This means retail, food and drink outlets and other normal town centre uses. The provision of markets and other appropriate initiatives that would enhance the vitality and viability of Boston and Spalding town centres will be supported.

- **Policy 25: Supporting the Vitality and Viability of Boston and Spalding Town Centres** – Sets out that the council will promote appropriate opportunities to support and extend the offer of the town centres as destinations as set out at criteria 1-7. This includes: *2. Enhancing existing sites and ensuring changes to premises have regard to the significance of heritage assets and the special interests of the Conservation Areas and their settings and 3. Enhancing the public realm through improvements to public spaces, accessibility and signage*

- **Policy 29: The Historic Environment** – This policy splits conservation matters across three strands – a) Listed Buildings; b) Conservation Areas; and c) Heritage assets of local interest. It sets out where planning permission will not be granted. In terms of listed buildings, this is where a proposal will harm the fabric, character, appearance or setting of a listed building. In terms of Conservation Areas, the demolition of buildings or structures in a Conservation Area will not normally be permitted if the building makes a positive contribution to the character or appearance of a Conservation Area.

- **Policy 30: Pollution** – This policy sets out that development proposals must minimise, and where possible reduce, the emission of pollutants to an acceptable level, including: light, odour, fumes, vibration and waste materials. Impacts on air quality, background noise levels, land quality and condition and surface and groundwater quality shall be considered in decision making.

Spalding Conservation Area Appraisal (SCAA)

3.9 The site falls within the Spalding Conservation Area and this document describes the key characteristics of the settlement of Spalding and more specifically identifies the site as falling within the PSICA Historical Commercial Centre Character Area, outlined in yellow below (with the site indicated).

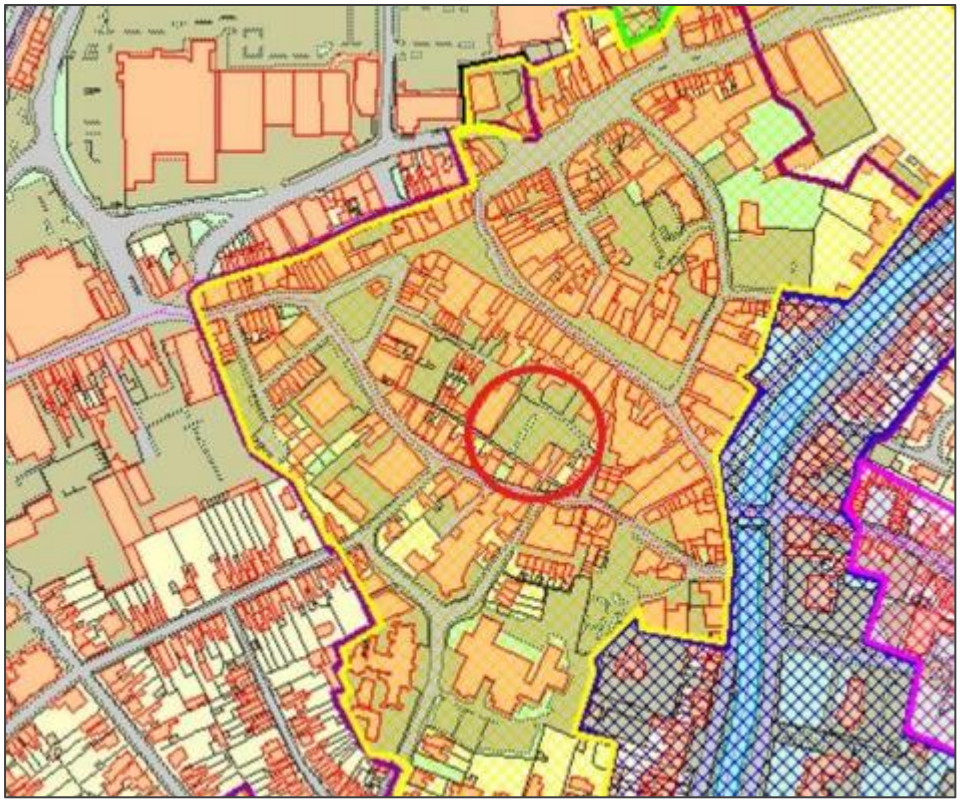


Fig. 8: The site indicated within the wider PSICA Historical Commercial Centre Character Area.

3.10 The essential characteristics of the Character Area are identified as being contained to the Market Place, Sheep Market, Hall Place and The Crescent. In terms of townscape, it is noted in the Management Plan that in the Commercial Centre the public realm is enclosed by tall impressive buildings of varying ages, designs and heights including three and four storeys. In terms of heritage assets in the vicinity of the proposal site, the below extracted map identifies Grade I and II* Listed Buildings in pink, Grade II Listed buildings in red and buildings of local heritage interest are coloured blue.

3.11 A number of buildings in the vicinity are Grade II Listed, however a number of buildings along the northern side of The Crescent which back onto the site have been identified as buildings with a negative impact on the area, as set out in the SCAA.

3.12 A Heritage Assessment is submitted as part of this application, and in view of the above context, considers the proposal with respect to the requirements of Local Policy, the NPPF and S66 and 72 of Planning (Listed Buildings and Conservation Areas) Act 1990.

4.0 THE PROPOSAL

4.1 This application seeks full planning permission for re-surfacing of the existing car park and includes the following:

- Demolition of existing derelict and vacant buildings at the south east corner of the site. The eastern wall of the existing building will be retained to a height of 2 metres to maintain privacy of the courtyard beyond (see drawing no: 20001-001-02)
- Re-surface in tarmac
- Bollards/posts to the perimeter to provide a secure site and improve its current appearance by removing poor quality boundary treatments and providing a consistent high-quality enclosure. A metal bollard or oak post with reflective strip as suggested below. The specific locations have been marked on drawing no. 20001-001-02.



Fig. 9. Options for boundary treatment.

- Installation of a CCTV camera
- Repair to existing walls shown to be retained (see drawing no: 20001-001-02)
- Lighting (see drawing no: 39061/PJ/A by Knightfisher Lighting)

4.2 The existing car park will continue to support local business in the Town Centre and at present the following areas, shown in blue and green have been secured for permits as a result of the proposals to improve the quality and safety of this car park. The blue area would meet a specific need for the Red Lion Hotel Guests.



Fig. 10. Indication of permit spaces at the car park

4.3 The site's current, established use is as car parking, and this will remain unchanged as a result of this application. The current car park is not subject to any planning restrictions. The proposals indicate a layout which show parking space numbers similar to the existing parking numbers that can be achieved on the site.

5.0 PRINCIPLE OF THE DEVELOPMENT

5.1 The site lies within the Town Centre of Spalding. The application relates to an *existing* car park and therefore the key considerations relate to the proposed engineering works and operational development, as listed at section 4.0 above.

5.2 Policy 25 is an enabling Policy to encourage the Spalding Town Centre to evolve. It sets out to support the enhancement of existing sites, and to enhance the public realm, including car parks. The reasoned Justification to Policy 25 states as follows:

"The Town Centres are not just about buildings and spaces but also about activity. Twice weekly markets are held in Spalding and Boston as well as specially arranged market days and events. Hotels, pubs, restaurants, theatres, cinemas and sundry meeting places also add to the mix of activities the Town Centres support. Annual events and fairs bring in significant numbers of people and visitors."

5.3 The enhancement proposals put forward as part of this application would greatly assist in meeting this objective, enhance the experience of living in, and using, the Spalding Town Centre, and also extend the viability of commercial activities and also the vitality of Spalding as a place to visit. The proposed enhancement has already been greatly welcomed by local business who have made commitments to obtain permits to use the site, which includes the nearby Red Lion Hotel. Making this car park more accessible, safer and easier to use will be of great benefit to Spalding as a place to visit.

5.4 The proposed works such as the new boundary treatments, lighting and resurfacing will also vastly improve the appearance of this existing car park which aligns with the Policy 25 objective to stimulate renewed interest in the Spalding Town Centre as a place that all business may want to locate to, as well as attracting a greater number of visitors.

5.5 Given the location of the site, within central Spalding and in such close proximity to the primary shopping frontage for the town, it is considered that the enhancement of this car park can only result in a positive benefit to the Town Centre. The site has good pedestrian access to the town centre and the main shopping streets surrounding the development site which in turn promotes positive and sustainable interaction between the existing retail and service offer and visitors.

5.6 The principle of the works is therefore concluded to be acceptable and in accordance with polices of the SELLP.

6.0 CHARACTER OF THE DEVELOPMENT

6.1 Policy 2 provides a framework for an operational policy to be used in assessing the sustainable development attributes of all development proposals. Policy 2 criteria includes, inter alia, quality of design, impact upon of enhancements of areas including historical buildings and heritage assets as well as wider impact upon the character and appearance of the area and relationship to existing land uses.

6.2 In terms of the proposed development, this proposal relates to an existing car park which has not been well maintained for many years, resulting in gradual deterioration in its appearance to its current condition where it is a negative feature in the Town Centre.

6.3 This is an existing car park and the proposed works will only serve to regenerate the use of the site and enhance the character and appearance of the wider Town Centre.

6.4 The site as an excellent relationship to surrounding land uses and through providing improved parking facilities, as stated above, will only serve to support existing business and increase visitor usage.

6.5 The proposal respects the site context, setting and surroundings and therefore complies with criteria of Policy 2 of the SELLP.

7.0 HISTORIC ENVIRONMENT

7.1 The site sits within the Spalding Conservation Area and within the proximity of three grade II listed buildings which front onto Market Place.

7.2 The car park at Drapers Place presently undermines the appearance of the conservation area. The worn-out parking surface, poor quality temporary and deteriorating boundary treatments, coupled with the vacant buildings in a state of collectively damage the visual appearance of the site. Whilst public perceptions of this site from the wider Conservation Area are limited due to its enclosure by built development on all sides, there is nevertheless a real opportunity to significantly improve the appearance of this existing car park through the proposed development.

7.3 The proposals to re-surface the car park, provide a quality and consistent surface treatment and removal of the dilapidated buildings and poor-quality boundary treatments will enhance the appearance of the existing car park and the character and appearance of the Conservation Area.

7.4 There are three listed buildings, noted as possessing group value, situated to the north of the application site. The principal elevations of these buildings face onto Market Place. Their historic significance and setting are on the whole experienced from within the Market Place; the character presented by the rear of these buildings is unexceptional and substantial service courtyards and modern extensions interpose themselves between the listed buildings and the application site. It is therefore considered that the proposal would not harm the setting of these buildings. The proposal would improve the appearance of the site and therefore serve to enhance the views of the listed building from their rear/service entry elevations.

7.5 For this reason, it can be concluded that the proposals would have a positive impact on the historic significance of the Conservation Area and settling of the listed buildings. The proposal would accord with the duty set out within s66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as well as the policy guidance set out within the NPPF, PPG and Policy 29 of the SELLP.

8.0 RESIDENTIAL AMENITY

8.1 In terms of residential amenity, the site is located within a busy and vibrant Town Centre where residents in this location will expect a level of noise and activity typically associated with urban location.

8.2 *The site's current, established use is as car parking, and this will remain unchanged as a result of this application.* The existing and proposed plans also demonstrate that the current informal parking arrangement on site can accomodate a large number of vehicles, in excess of 80 spaces. This is the current context of the site and relationship to adjoining land users.

8.3 The proposals to improve natural surveillance at the site through installation of lighting as well as provison of a CCTV camera will have a marked improvement on the safety and security of residents who live near the site and who may cross through the car park to access their properties.

8.4 For the above reasons it can be concluded that the proposal complies with criterion (6) of policy 2 of the SELLP.

9.0 LIGHTING

9.1 The application is supported by a lighting scheme as detailed on drawing number: 39061/PJ/A by Knightfisher Lighting.

9.2 The car park lighting has been designed to achieve an average illumination no less than 10 Lux with a uniformity no less than .25 to comply with BS5489.

9.3 The details of the heights, positions and intensity of the scheme have been carefully selected to ensure the appropriate illumination is achieved to ensure the safety of users of the car park and to provide a scheme that will assimilate into this historic town centre location.

9.4 The lighting scheme has been designed using luminaires that utilise reflector technology that helps to minimise glare; we have also positioned the luminaires on the edge of the car park facing away from nearby residential dwellings to minimise any light intrusion into the dwellings.

9.5 The proposed hours of usage are usually decided using a time clock, however if the Council consider it to be appropriate, they can be designed to incorporate dusk till dawn photocells.

10.0 POLLUTION

10.1 Policy 30 of the SELLP requires that when formulating proposals, consideration should be given to the potential for pollution arising from a proposed use. In this instance, the use of the site for car parking will not change.

10.2 We have considered air quality as part of this development and do not consider there is mitigation that needs to be implemented as part of this development. The proposals are considered to comply with Policy 30 of the SELLP.

11.0 FLOOD RISK AND DRAINAGE

11.1 The applicant has commissioned a Flood Risk Assessment to be undertaken of the application site. In line with the Framework inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

11.2 All of the built-up area of Spalding, including the proposal site, falls within Flood Zone 3 in the Environment Agency Flood Maps.



Fig. 11: Environment Agency Flood Maps for the application site

11.3 The Strategic Flood Risk Assessment for Spalding (SFRA) offers a more accurate reflection of flooding issues locally and states that flooding probability at this site is 'low but reliant on protection by flood defences for this standard'.



Figs 12: Strategic Flood Risk Assessment Maps 2010 showing risk extent in Spalding

11.4 As can be seen from Fig.12, the development site falls out of any 'medium' or 'high' flood probability area and provided flood defences as they exist remain, the site is at low risk of flooding. The South Holland, South Kesteven and Rutland Online Water Cycle Study 2011 also reaffirms the position that the SFRA which has mapped actual flood risk locally demonstrates that much of Spalding, particularly to the west, is at a lower probability of flooding. See supporting FRA for further details.

11.5 The proposed development would use soakaways to deal with surface water run-off or an alternative strategy as set out in the Drainage Statement which supports this application. Given the scale of the proposals and surrounding landform, this is considered to be an acceptable solution for disposal of surface water at this site.

12.0 CONCLUSIONS

12.1 *The site's current, established use is as car parking, and this will remain unchanged as a result of this application.*

12.2 The proposed works such as the new boundary treatments, lighting and resurfacing will vastly improve the appearance of this existing car park which aligns with the Policy 25 objective to stimulate renewed interest in the Spalding Town Centre as a place that all business may want to be part of as well as attracting a greater number of visitors.

12.3 The existing car park has not been well maintained for many years, resulting in gradual deterioration in its appearance to its current condition where it is a negative feature in the Town Centre. The proposed works will only serve to regenerate the use of the site and enhance the character and appearance of the wider Town Centre.

12.4 As has been shown in the accompanying Heritage Impact Assessment, it can also be concluded that the proposals would overall enhance the appearance of this site and have a significant positive impact on the historic significance of the Conservation Area and settling of the listed buildings

12.5 The car park will continue to support local business and provide vital parking spaces required to efficiently operate their business and provide parking for customers/visitors to the Spalding Town Centre.

12.6 The use of the site for car parking will not change and the operation of the site and lighting proposed will respect neighbouring uses. Lighting has been carefully designed to illuminate the desired space without spilling out beyond the boundary reducing likelihood of overnight light pollution.

12.7 The proposals to improve natural surveillance at the site through installation of lighting as well as provison of a CCTV camera will have a marked improvement on the safety and security of residents who live near the site and who may cross through the car park to access their properties.

12.8 Although the site is within what could be the precincts of Spalding Priory, The Heitage Officer for Lincolnshire Councty Council has confirmed that the evaluation trenching carried out failed to find any evidence for this. *There is therefore no requirement for any further archaeological involvement at this site.*

12.9 The proposal falls within the 'Less Vulnerable' classification. The proposed works proposed do not result in any significant change to flood risk from that present with the existing land use, of parking, which will continue unchanged.

12.10 It is recommended that surface water is discharged to Soakaways designed in accordance with BRE Digest 365. A condition can be imposed to manage the disposal of surface water.

12.11 The proposals have been shown to accord with policies of the South East Lincolnshire Local Plan.

Date: February 2020
V1.00