

# Robert Doughty Consultancy Ltd



Design and Access Statement, Including Heritage  
Impact Assessment and Flood Risk Assessment  
Full Planning Application and Listed Building Consent  
Change of Use from a Single Dwelling (Use Class C3 )  
to a Dental Surgery (Use Class Ee) )  
65 Holbeach Road Spalding.

32 High Street, Helpringham,  
Sleaford, Lincolnshire NG34 0RA  
Tel: 01529 421646  
Email: [admin@rdc-landplan.co.uk](mailto:admin@rdc-landplan.co.uk)  
Web: [www.rdc-landplan.co.uk](http://www.rdc-landplan.co.uk)

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town planning



landscape architecture



architecture

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## **1. INTRODUCTION**

- 1.1. This Design and Access Statement has been produced in support of a Full Planning Application and Listed Building Consent for the change of use and alterations of a single dwelling to a dental surgery. The statement also includes a Heritage Impact Assessment, Flood Risk Assessment and a proportionate Transport Statement.
- 1.2. The proposal involves some minor internal and external alterations, together with the formation of a gravel car park and improvements to the existing access on to Holbeach Road.
- 1.3. 65 Holbeach Road is the former vicarage to the Church of Saint Paul and is a Grade II\* Listed Building.
- 1.4. The proposal has been the subject of informal consultation between the applicant, the local planning authority (the Principal Conservation Officer) and the local highway authority. The principle of the proposed change of use and the associated works was considered acceptable subject to a consideration of the necessary details.
- 1.5. This Design and Access Statement includes a Heritage Impact Assessment which assess the impact of the proposed change of use and associated works on the significance of the heritage assets, a Flood Risk Assessment, proportionate Transport Statement and Biodiversity Net Gain statement.
- 1.6. The application site is on Holbeach Road in Spalding and is in accordance with the Southeast Lincolnshire Local Plan and the National Planning Policy Framework.

## 2. SITE AND SURROUNDINGS

- 2.1. The application site is located on the eastern edge of Spalding, and consists of a Grade II\* Listed, detached 6-bedroom former vicarage set within an expansive curtilage and with direct vehicular access onto Holbeach Road.



Looking north from within the site at the subject building along the existing gravel driveway

- 2.2. Immediately to the east of the application site is the Church of Saint Paul, a Grade 1 Listed Building (which includes the attached former Sunday schoolroom), and further east is Fulney Hall which is a Grade II Listed Building which has been used most recently as a commercial office.
- 2.3. Holbeach Road (A151) is the principal route into Spalding and the A16 lies approximately 450m to the east.
- 2.4. There are no Public Rights of Way which cross the application site or are near it.
- 2.5. Immediately to the south of the site there is an area of Public Open Space with associated skate park and residential development to the north and west. To the east of the application site beyond the Church of St Paul is the

Coronation Channel which is a man-made open water course, and which marks the transition between the predominantly residential part of eastern Spalding and the retail/commercial uses which occupy the area between the Channel and the A16. There is a small parade of commercial units to the west of the site and the recently constructed Lidl supermarket.

- 2.6. The site lies within the Spalding settlement boundary as defined in the South East Lincolnshire Local Plan (SELLP) and is outside the Spalding Conservation Area.

### **3. THE PROPOSALS**

- 3.1. The proposal is to change the use of the former vicarage to a dental surgery with associated car parking.
- 3.2. The proposed alterations to the building and curtilage have been kept to an absolute minimum and, in the main, are designed to provide the necessary clinical standards and parking for patients and staff.
- 3.3. Vehicular access from Holbeach Road is via an existing wooden five-bar gate. Early consultation with the local highway authority has revealed the need to widen the gateway to 4.1m and set the new gates 5m back from the highway to allow two vehicles to pass and a vehicle to park clear of the highway when opening and closing the premises at the start and end of the working day. These changes are shown on the submitted drawings.
- 3.4. A new car park will be provided within the curtilage which will be formed using a geocellular confinement system with a gravel finish, which is both removeable in the event that the use vacates the site, and will also avoid any impact on the existing trees through a reduction in ground permeability and/or ground compaction. A total of 21 spaces will be formed which includes the existing provision of approximately 5 spaces. The orientation of the spaces which will be formalised. The number of spaces represents what has been calculated in relation to the number of likely staff and patients.



Existing parking area at the front (west) of the dwelling.

- 3.5. It is also proposed to site a wooden enclosure set on a concrete plinth within which the plant room will be located to power the dental apparatus, such as the suction system and a compressor. The 40mm pipework will be mounted externally at points shown on the drawings and then enter the building underneath floors to ensure minimum intervention in the fabric of the building. Some pipework will be run above the floor inside the building, but, in all cases, the pipework will be removeable in the event that the use ceases.



Location of the proposed wooden plant room  
(looking towards the eastern elevation)

- 3.6. It is also proposed to replace a pedestrian door on the north (side) elevation with a wooden painted door of more appropriate design. An existing up-and-over metal garage door located within a later addition to the dwelling will have a new stud partition constructed behind it and a decontamination room created behind. Again, the work is reversible in the event that the use ceases, and the building reverts to residential use. Internally a stud wall is proposed within the existing kitchen to create a dental surgery and corridor, a door to an existing downstairs WC re-hung so that it becomes accessible to all and studwork installed in the first-floor bathroom to provide better welfare facilities for staff.

- 3.7. All the work is reversible/removeable and there will be no impact the historic fabric or decoration.

## 4. PLANNING POLICY

### The National Planning Policy Framework (NPPF)

- 4.1. The NPPF sets out Central Government's planning policies for England and how these are expected to be applied.
- 4.2. Paragraphs 7 and 8 of the NPPF confirm the commitment to sustainable development based on three dimensions:
- 4.3. **"an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type 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;
- 4.4. **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 local services and open spaces that reflect current and future needs and support communities' the community's health, social and cultural well-being; and
- 4.5. **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."
- 4.6. This is followed by a commitment to a presumption in favour of sustainable development and at paragraph 11,

"For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or,
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. The application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable

locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination”

- 4.7. Paragraph 12 confirms that applications should be determined in accordance with the Development Plan and that, in such cases, Local Authorities should apply the presumption in favour of sustainable development. Where a planning application conflicts with an up-to-date Development Plan, permission should not normally be granted. Local planning authorities may take decisions that depart from an up-to-date Development Plan, but only if material considerations in a particular case indicate that the plan should not be followed.

### **Development Plan**

- 4.8. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, “If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.”
- 4.9. The Development Plan for the purposes of this application comprises the South East Lincolnshire Local Plan (Local Plan) adopted in March 2019.
- 4.10. The relevant policies within the local plan are considered to be:-
- Policy 2: Development Management
  - Policy 3: Design of new Development
  - Policy 7: Improving South East Lincolnshire’s Employment Land Portfolio (other employment sites)
  - Policy 24: The Retail Hierarchy
  - Policy 29: the Historic Environment

## **5. HERITAGE IMPACT ASSESSMENT**

- 5.1. The NPPF sets out that local planning authorities should require an applicant to describe the significance of any heritage assets affected by the proposal. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on the significance of the asset.
- 5.2. The proposed change of use relates to a Grade II\* Listed former vicarage and, in addition, we have considered the impact on the setting of the adjacent Grade I Listed Church. The potential for impact on the church is particularly relevant having regard to the obvious connection in terms of use, age of construction and the architect responsible for this fine group of buildings namely, Sir George Gilbert Scott.
- 5.3. As a group of buildings, the Church of St Paul is the grander of the three (church, Sunday Schoolroom and Vicarage), being set closer to Holbeach Road and possessing greater architectural detailing, picked out with the use of light coloured (Ancaster) stone. The visual relationship between the two is not immediately obvious from the road, due, in the main, to the amount of vegetation within the curtilage of the former vicarage. Accordingly, only fleeting glimpses are available from Holbeach Road.
- 5.4. Notwithstanding the impact from evergreen planting and large mature trees, both the church and, to a lesser extent, the application building are heritage assets of considerable value, which is reflected in their Listing.
- 5.5. The application site was identified as a suitable building for a new dental surgery due principally to its size, but also the number of large rooms which require very little alteration. In terms of subdivision, only two rooms require intervention: which are the kitchen on the ground floor and the family bathroom on the first floor. Both subdivisions will be created using removeable stud work, which will be fitted around existing skirting and architrave, thereby avoiding any loss to the historic fabric of the building. Again, the work is reversible in the event that the use ceases to operate.
- 5.6. The other work that is required is to the services for the proposed use and here, pipework will be guided externally from a small proposed wooden plant room located within the right-angle created by the northern and eastern elevations and, where possible, within floor and cellar voids to each dental surgery.



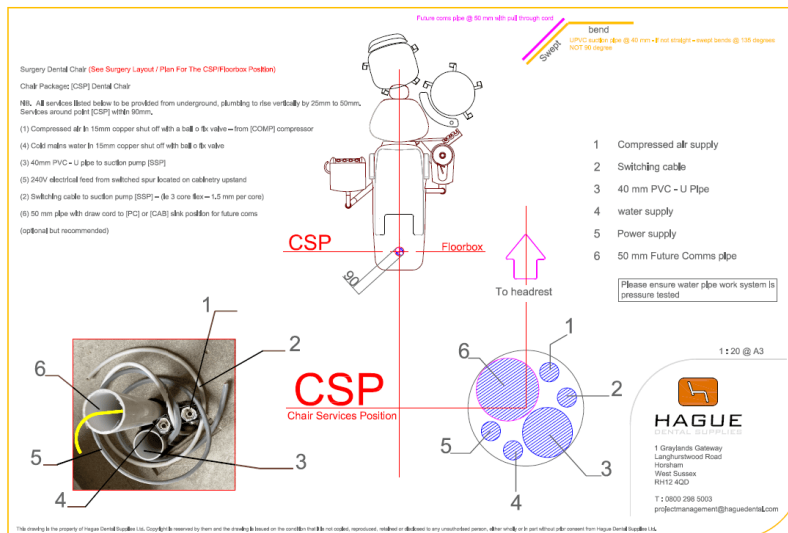
Family bathroom on the first floor



Ground floor kitchen

- 5.7. A removeable ramp will be located at the front entrance of the building to allow for access for those with mobility issues. Again, this can be removed in the event that it is no longer needed.
- 5.8. The flooring for the dental surgeries (2 at ground floor and 2 at first floor) will be laid on top of the existing wooden floorboards and, in the case of the ground floor rooms, these are ventilated via existing air bricks. The first-floor surgeries will use a pod type arrangement whereby the clinical floor surface and dentist's chair and equipment cover only part of the actual surgery floor and not the entire floor area of the room, which avoids the

wooden floor from being sealed in its entirety. An example of this in a Listed Building can be seen below,



#### 40mm pipe make-up

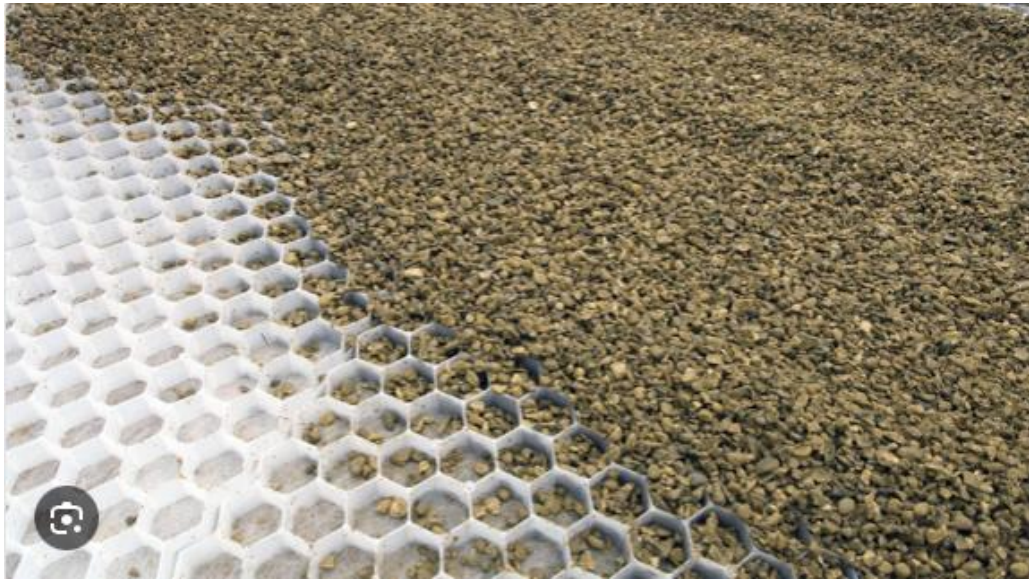
5.9. A new disabled toilet will be installed on the ground floor to make the surgery accessible to those with disabilities. The existing door will be re-hung to open outwards to provide the necessary space to manoeuvre in and out of the toilet.

5.10. The existing link-attached garage will be converted into a sterilisation/decontamination room. This will require the installation of a stud wall behind the existing garage door, together with along with new flooring, free-standing cabinetry and ventilation.



Existing garage

- 5.11. Externally, a new parking area consisting of 16 extra (net) parking spaces will be created and the existing 5 spaces will be reorientated to create 21 spaces in total. Having regard to the existing trees at the front (south) of the building, the existing grass turf will be removed and a new geocellular confinement system finished off with gravel will be laid to form the new car parking areas at the front and rear of the site. This system prevents damage to the tree roots through compaction and/or loss of oxygen/water. The car parking will be visible from Holbeach Road, albeit fleetingly, but, ultimately, it can easily be removed in the event that the use of the building was to return to residential use.



New geocellular confinement system finished off with gravel

- 5.12. The proposed change of use involves as few interventions as possible and those which are proposed are reversible in order to preserve the significance of the heritage asset. All original features will be retained and, other than for the proposed parking, none of the proposed changes will be visible from beyond the site boundary. The proposed parking will be largely hidden from the adjacent Grade I Listed Building because of the mature landscaping within both curtilages, the setting of which is dominated by the busy Holbeach Road (A151), which runs immediately to the south.
- 5.13. The changes to the Listed Building and the addition of the gravel parking would lead to less than substantial harm to the heritage assets, however, this harm is outweighed by the public benefits of a new dental surgery which responds to a local and national shortage of dental services, and its role in securing sustainable development within the largest settlement in the district.

## **6. OTHER MATERIAL CONSIDERATIONS**

- 6.1. The development lies inside the settlement boundary of Spalding and the principle of the use is supported by Local Plan Policy 7 (employment). The Retail Hierarchy set out in Local Plan Policy 24 allows for single unit proposals beyond the town centre where they are readily accessible by surrounding residential development. The proposed changes to the building and curtilage are acceptable in accordance with Local Plan 29 and are described in the Heritage Impact Assessment set out in Section 5.

## **7. FLOOD RISK ASSESSMENT**

- 7.1. The application site lies within Flood Zone 3a as set out in the Environment Agency's Flood Map for Planning.
- 7.2. A dental surgery is classified as 'more vulnerable' in Annex 3 of the Planning Practice Guidance as is residential use and, therefore, there is no change to the vulnerability of the site in flood risk terms arising from the proposed change of use.
- 7.3. The South East Lincolnshire Local Plan Strategic Flood Risk Assessment identifies that the site is in the 'Danger for all' zone in the present day and this does not change in the 2115 scenario.
- 7.4. There is no opportunity to improve the flood resilience of the existing building, having regard to the fact that it is a Grade II\* Listed Building.

## **8. TRANSPORT STATEMENT**

- 8.1. Early discussions have been carried out with the local highway authority regarding the proposal and the requirement to alter the access arrangements have been included in the proposals.
- 8.2. The car parking has been provided, with the likely number of staff being 10 full-time together with a maximum number of patients being 8-10 per hour, based on the usual strict appointment times. Having regard to the sustainable location of the site, it is inevitable that some patients and staff will either walk to the site or make use of the nearby bus stop. We are content that the level of parking is more than sufficient to meet the demands of the proposed change of use.

## **9. BIODIVERSITY NET GAIN**

The creation of the new parking areas will result in the loss of residential lawn in excess of 25sqm and, accordingly, we have carried out a biodiversity net gain assessment and identified how the 10% post-development net gain will be provided on site.

## **10. CONCLUSIONS**

- 10.1. The proposal will see the re-use of a Grade II\* Listed Building for a use which will be of benefit to the local population and which responds to a local and national shortage of dental services.
- 10.2. The proposed changes have been designed to ensure there is limited impact to the heritage asset and the less than substantial harm is outweighed by the wider benefit of the intended use to the public.
- 10.3. Prior to the submission of the application, early discussions have been carried out with the local planning authority (the Principal Conservation Officer) and the local highway authority. The positive advice has been incorporated into the proposal.
- 10.4. Overall, the proposals accord with the local plan policies and national guidance and represent a sustainable form of development within the settlement boundary of the principal town in the district.



A design consultancy specialising in  
Town and Country Planning,  
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