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Taylor Pearson Developments (Draper's Place) Ltd.

Full planning permission for proposed residential development, at

Land at Draper's Place, Spalding

Heritage Impact Assessment

September 2017

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Introduction

This Heritage Impact Assessment (HIA) has been prepared to accompany a full planning application for the redevelopment of an underused private car park to provide a residential development at land at Draper Place, Spalding.

This assessment has been prepared in conjunction with advice set out in Section 12 of the National Planning Policy Framework (NPPF) which relates to conserving and enhancing the historic environment.

Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states, as a general duty in respect of Conservation Areas and the exercise of planning functions, that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 128 of the NPPF requires an applicant to describe the significance of any heritage assets affected by a development proposal, including any contribution made by their setting. The level of detail, as the NPPF identifies, should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. When undertaking such assessment as a minimum the relevant historic environment record should be consulted and taken into account when considering the impact of the proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Understanding the significance of an historic building complex or area (the 'asset') and any possible impact of the proposed scheme on this significance is the key to good conservation practice. If significance, based on how the site has changed through time and what survives today, has been clearly understood at the outset, then both the applicant and the Local Planning Authority (LPA) can grasp, and seek to minimise the impact of proposals on that significance. Therefore, it is important to understand the significance of a heritage asset when considering any proposals to alter, demolish, extend it or develop within its setting. An early understanding of the significance will inform the direction of any application.

National Policy Position: The Framework

The National Planning Policy Framework (NPPF) places an emphasis on significance which is defined as: *The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence but also from its setting* (NPPF Annex 2: Glossary).

Paragraph 131 of the NPPF states that in determining planning applications, local planning authorities should take, amongst other criteria, account of the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 140 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the dis benefits of departing from those policies.

The NPPF makes clear that the setting of a heritage asset is: *The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral* (NPPF Annex 2: Glossary).

Heritage assets can include a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest. Heritage assets include designated heritage assets and assets identified by the local planning authority (including local listing).

A Heritage Impact Assessment should therefore provide the LPA with enough information to adequately understand the impact of the proposals on the significance of any heritage assets affected.

Development Plan

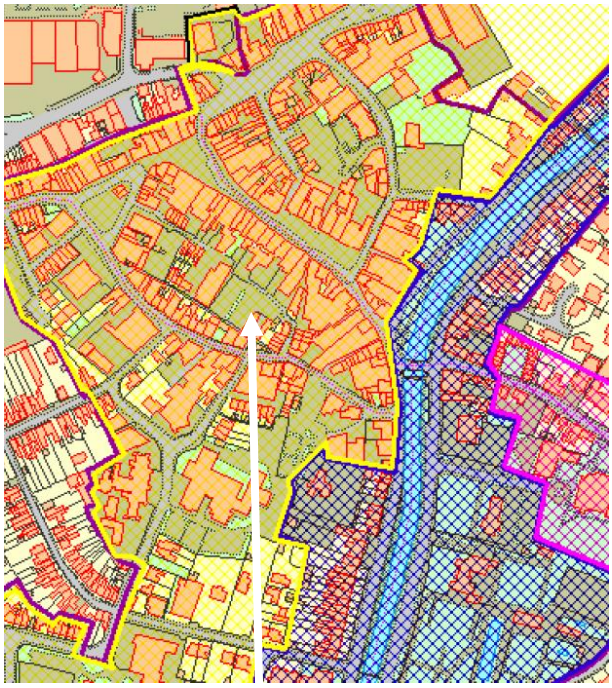
The Development Plan for South Holland currently comprises the South Holland Local Plan 2006. Following a Direction by the Secretary of State, as of 18th July 2009 a number of policies relating to the historic environment contained within this plan were not saved and are no longer applicable.

South Holland are however in the process of producing a new Local Plan in partnership with Boston Borough Council and Lincolnshire County Council. The 'South East Lincolnshire Local Plan' is estimated to be adopted in 2017. Whilst this remains a document which is yet to be examined, a draft version has been consulted on and is in the public domain.

In light of the above the advice set out in the NPPF is therefore the most relevant when assessing these development proposals from the historic environment perspective.

Conservation Area Appraisal (CAA)

The Spalding CAA, which was placed before the DC Committee in September 2007, assesses the character and appearance of the area. As part of the CAA as shown below the site falls with the Historical Commercial Centre Character Area



Application Site

The Commercial heart of Spalding is based around three interlinked open historic market areas: Market Place, Hall Place and the Sheep Market with narrow streets leading from them. As noted in the CAA and illustrated on the above plan and also in the following photographs frontages are continuous with no gaps between building except for only narrow footpaths. Views from these streets are therefore limited and are framed by buildings.





Above photo sourced from Spalding CAA

The proportions of buildings and the height of the built form along these routes is varied. These characteristics add interest to the roofscape and contribute to the character of the area as shown below.



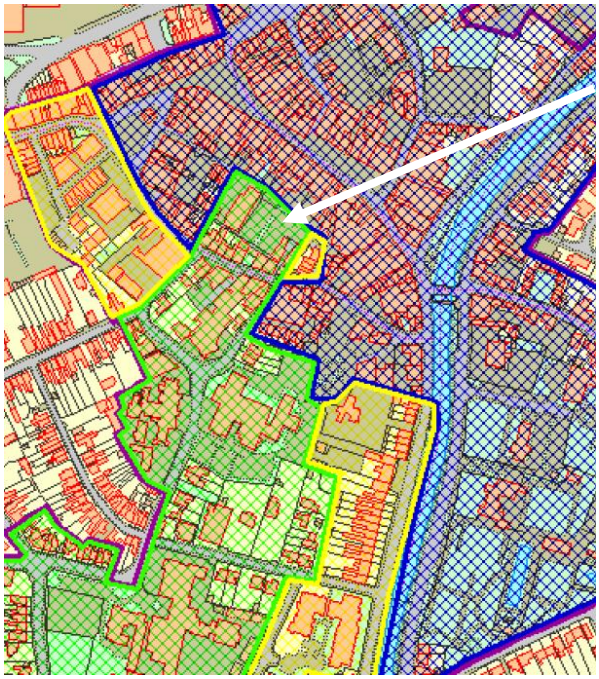


The historic street pattern within the historic core has remained unchanged and recent development has included both three and four storey buildings are shown below:





In terms of historic mapping the following map (extracted from the CAA) identifies the site as being within the OS Map from 1889.



Location of Application Site

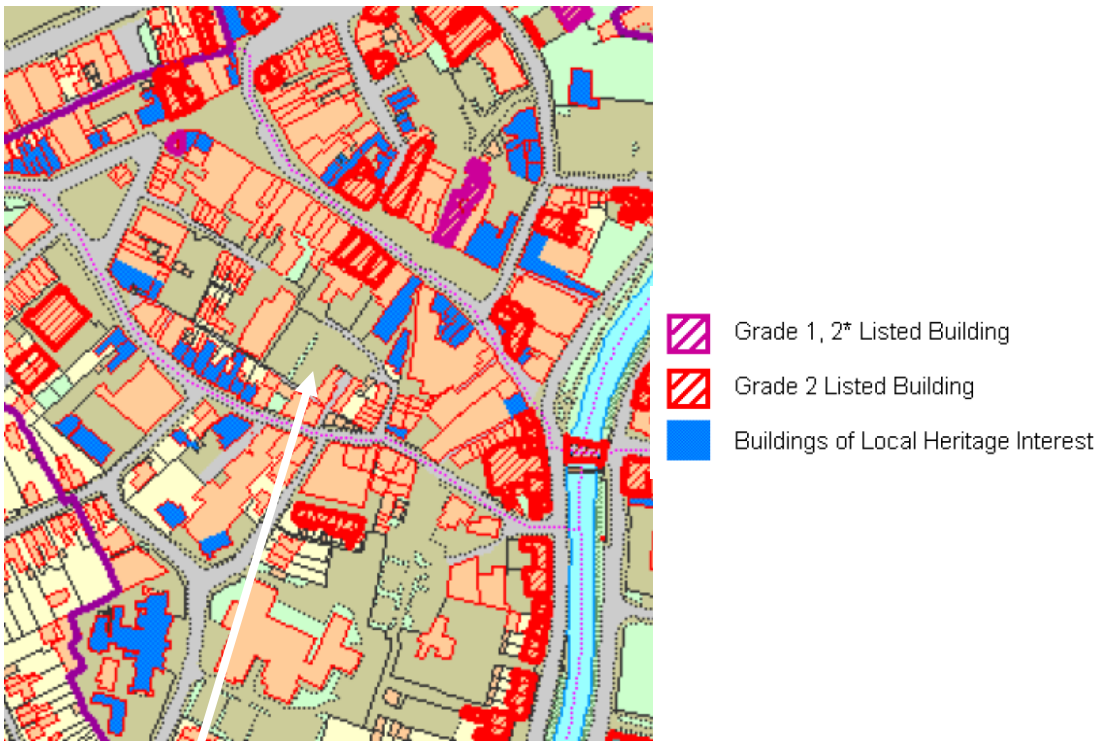
Key

- Map 1850
- Map by John Grundy 1732
- Ordnance Survey Map 1889
- Later Additions

The key characteristics of the Historic Commercial Centre as expanded upon in the CAA include:

- Market Place, Sheep Market and Hall Place are all spacious open paved areas
- Market Place is enclosed by tall, impressive buildings mainly three or four storey in height.
- Small groups of Listed Buildings around Market Place of varying ages and design
- Narrow street leading away from the market Place, such as Red Lion Street and Broad Street.
- Glimpsed views of St Mary and St Nicholas from Hall Place and Market Place
- Varied styles and heights of buildings.
- The Crescent was formed in 1843 and links the Sheep Market back to the River Welland.

Listed Buildings and Local Heritage Interest buildings



Location of Application Site

As identified above the nearest Listed Buildings to the application site include:

- 11 Market Place. Grade II.

  Mid C19. 4 storeys in brick with stone dressings. 3 windows, cornices on carved brackets, round-arched heads, bands at cills. 2nd floor has 2 windows with triangular and 1 with segmental pediment, segmental-headed windows with keystones. 1st floor windows similar, but with segmental pediments. Modern shop front. In similar style to No 12 (q.v.).

- Barclays Bank 12 Market Place. Grade II.

  1862, by William Eaves. Elaborate building in ashlar of 3 storeys with carved parapet with piers with lozenge panel supporting ball finials, 4 windows to top floor, in surrounds, divided by panels with brackets supporting cornice. Cornice between storeys. 4 windows to 1st floor with segmental pediments with carved foliated ornament, on brackets. Panels between bays have roundels. Ground floor has 4 round-headed windows, longer, with small glazing bars and carved spandrels. 2 round-arched doorways with fanlights and hoods on brackets. Keystones dated 1862. Double doors. Carved pilasters with foliated capitals. Panelled plinth.

- 14 Market Place Grade II.

  Early-mid C19. 3 storeys in painted brick with rusticated quoins. Blocking course on carved brackets and dentil cornice. 2 windows in shouldered surrounds with pediments to 1st floor and small balconies on brackets to top floor. Band between storeys. 1st floor has 2 windows with modillion pediments and shouldered surrounds. Modern shop front.

- Nos 11, 12 and 14 form a group.

The Application Site

This 'brownfield' site has been used as a private car park for many years. It includes remnants of former buildings upon the site including a small number of derelict buildings in a poor state of repair which are located in the south-eastern corner of the site.

Photos of Application Site







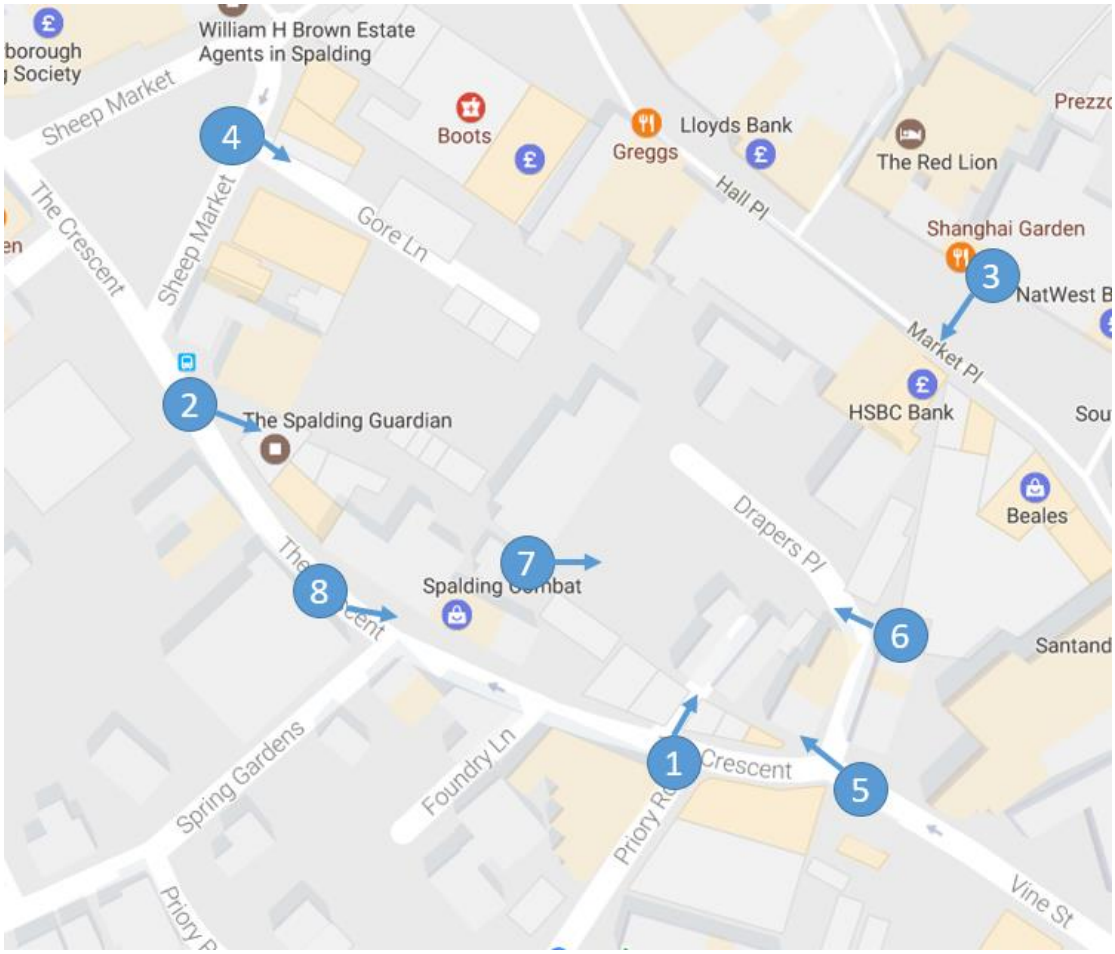

Over the years the site has been prone to episodes of crime and anti-social behavior including vandalism and graffiti. The use of the site for private car parking has gradually diminished and it is now notably underused. It therefore presents an excellent opportunity for an alternative use and for redevelopment which in turn has the potential to reinvigorate and enhance the locality.

To the north the site is enclosed by 3 and 4 storey buildings, the backs and servicing areas of which face the site. The principal elevation of the buildings

to the north front onto Market Place. A small cluster of these are Grade II Listed as identified above. To the east and south the site is encased with further built form along The Crescent and Francis Street and to the west beyond a car parking area are further buildings.

The site within its wider context is therefore enclosed and views towards the application site is confined to limited glimpsed views along narrow lanes and passages between existing buildings as illustrated below:

Map showing location of Viewpoints





Viewpoint 1 from The Crescent



Viewpoint 2 along Abbey Path



Viewpoint 3 from Market Place



Viewpoint 4 from Sheep Market



Viewpoint 5 along The Crescent (Abbey Path)



Viewpoint 6 from Francis Street



Viewpoint 7 from Abbey Path



Viewpoint 8 along The Crescent

In terms of linkages and routes, in the vicinity of the site the Abbey Path forms the southern site boundary. With regards to vehicular access, the site is accessed from Francis Street/Drapers Place where vehicle access to the site is currently controlled by barrier.

Proposed Development

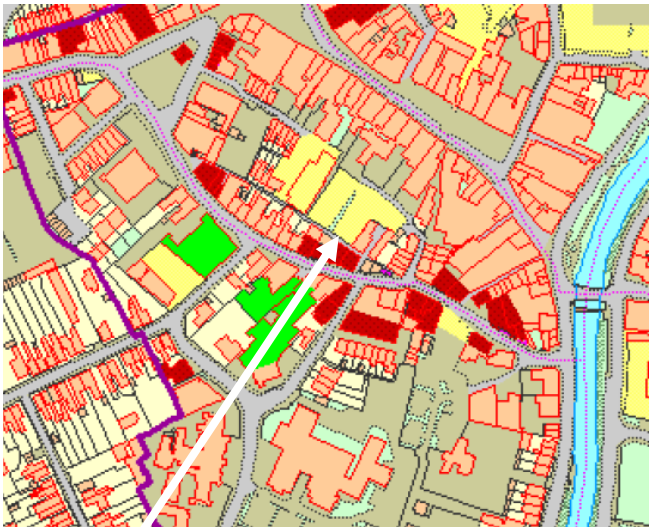
This application seeks full planning permission for the erection of an apartment building and associated development. As shown on the submitted plans parking provision for 15 car parking spaces would be provided as well as a bin storage area and shared outdoor amenity areas, balconies and roof terraces. The residential accommodation that would be created comprises:

Ground Floor	3 x 2 bed and 4 x 1 bed therefore 7 units
First Floor	4 x 2 bed and 6 x 1 bed therefore 10 units
Second Floor	4 x 2 bed and 6 x 1 bed therefore 10 units
Third Floor	2 x 2 bed and 6 x 1 bed therefore 8 units
Total	**35 units**

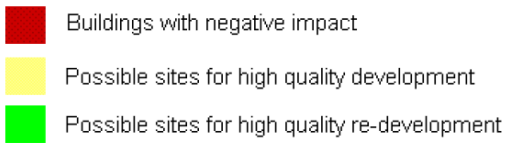
Vehicular access to the site would utilize the existing access from Francis Street/Drapers Place. The site is presently used as a private car park. A further means of access for servicing/emergency vehicles and a discreet number of car parking spaces would be created from The Crescent. A further means of access for servicing/emergency vehicles and a discreet number of car parking spaces would be created from The Crescent.

The Application Site and its Historic Environment Context

The application site has been identified in the CAA as a potential site for high quality development as indicated in yellow below. It is also noted that some of the buildings along The Crescent are regarded as buildings with a negative impact in the area.



Location of Application Site



The key factors in the consideration of the application is the impact on the character and appearance of the Conservation Area and upon the significance and setting of heritage assets identified.

As part of conducting a Heritage Impact Assessment applicants are required to assess and consider the value of each 'heritage asset', including buildings (whether Listed or not) as well as other historic assets in Conservation Areas. It is therefore a requirement to identify the impact of the proposal upon the character of the Conservation Area. This is achieved through the provision of sufficient relevant information to inform the planning making process. PPS5 has been replaced by the less detailed government guidance in the form of the National Planning Policy Framework and guides this process.

The main relevant paragraph in the NPPF (largely based on policies HE6-HE8 of PPS5) states that local planning authorities should require applicants:

'...to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposals on their significance'.

The National Planning Policy Framework, recommends that development of this nature should be granted unless 'any adverse impacts of doing so would significantly and demonstrably outweigh the benefits'.

Under the requirements of the NPPF it is necessary to assess the significance of the designated and non-designated heritage assets which are in the locality of the application site. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. It is important to understand and objectively access the impact, nature and extent of the proposed developments.

It is a requirement under the guidance to access any impact on the character or setting of the adjacent buildings and the character and appearance of the Conservation Area. If there is considered to be an impact the requirement is to access the degree of such impact, and whether such impacts would create undue harm.

The NPPF and its accompanying Planning Practice Guidance effectively distinguish between two degrees of harm to heritage assets – substantial and less than substantial. Substantial harm is considered to be a degree of harm so serious to the significance of the heritage asset where permission would be unlikely to be granted.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Impact and significance of proposed development on identified heritage assets and their setting.

As identified above the conservation area has been subdivided into various character areas and the site falls within the Historic Commercial Centre character zone. The key characteristics and significance of this area include public spaces that are enclosed by tall and impressive buildings of varying architectural style and age. A further characteristic is that the scale and massing of buildings vary considerably, including the height of some buildings

being three and four storeys which creates interest amongst rooflines and the townscape of Spalding.

As the townscape appraisal conducted identifies, views towards the site from public vantage points and wider parts of the conservation area are limited and confined to glimpsed views along narrow streets and passageways. The following illustrations portray how the proposed development would look at close quarters.



Existing view from Francis Street



Proposed view from Francis Street



Existing view (above) and proposed view (below) from Abbey Path



As the above photographs demonstrate, when read in conjunction with the accompanying plans and further visualisations, any impact upon the setting, significance and wider public perceptions of the Conservation Area will be limited.

There are a small number of listed buildings, noted as possessing group value, situated to the north of the application site. The principal elevations of which face onto Market Place. The historic significance and setting of these buildings is on the whole experienced from within the Market Place. It is therefore considered that there would be a less than significant impact upon the Listed Buildings and non-designated heritage assets in the vicinity of the application site. It is further considered that the setting of these would also not be adversely affected by these development proposals.

Wider Public Benefits of the Proposal

- Facilitate the regeneration and reuse of a vacant and under used brownfield site in Spalding town centre.
- Provide a varied mixed use of residential accommodation in a sustainable location, where there is a deficit of housing.
- Enhance Spalding's vitality and viability and increase footfall in the town.
- Provide a high quality and well-designed new building to reinforce the quality of place.
- Provide active and attractive frontages.
- Enhance the character and appearance of both the townscape and also Conservation Area.

Overall Conclusion

This Assessment examines the heritage attributes located within the vicinity of the application site.

As shown on the submitted plans the resulting development would contribute positively and in turn would enhance to the character and appearance of the Conservation Area. The proposed development will also provide a high standard of design that would reinforce the quality of place and contribute positively to the street scene and public domain.

As discussed above in this submission the Application Proposal will enhance the character and appearance of the Conservation Area and also the Spalding townscape as a whole.

For the reasons given above it is concluded that on balance the proposed development will have an overall positive and beneficial impact on the Conservation Area.