

Heritage Impact Assessment

4 Spring Gardens, Spalding, PE11 2XL



Figure 1 Application Site, Google Maps

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1 Executive Summary

This Heritage Impact Statement has been prepared for Mr A Stanhope to support an application for planning permission for the construction of an outbuilding to be used as an annexe in the rear garden of 4 Spring Gardens, Spalding. The site is outside the edge of the designated Spalding Conservation Area.

This statement has been prepared to satisfy the Council's adopted Planning Application Validation Checklist and Paragraph 194 of the National Planning Policy Framework (NPPF) 2023.

It is considered that the proposals to construct a new outbuilding on land to the rear of 4 Spring Gardens will have no impact on the character and appearance of Spalding Conservation Area, and no impact upon the setting of any nearby listed buildings. It finds that the area is of high archaeological interest.

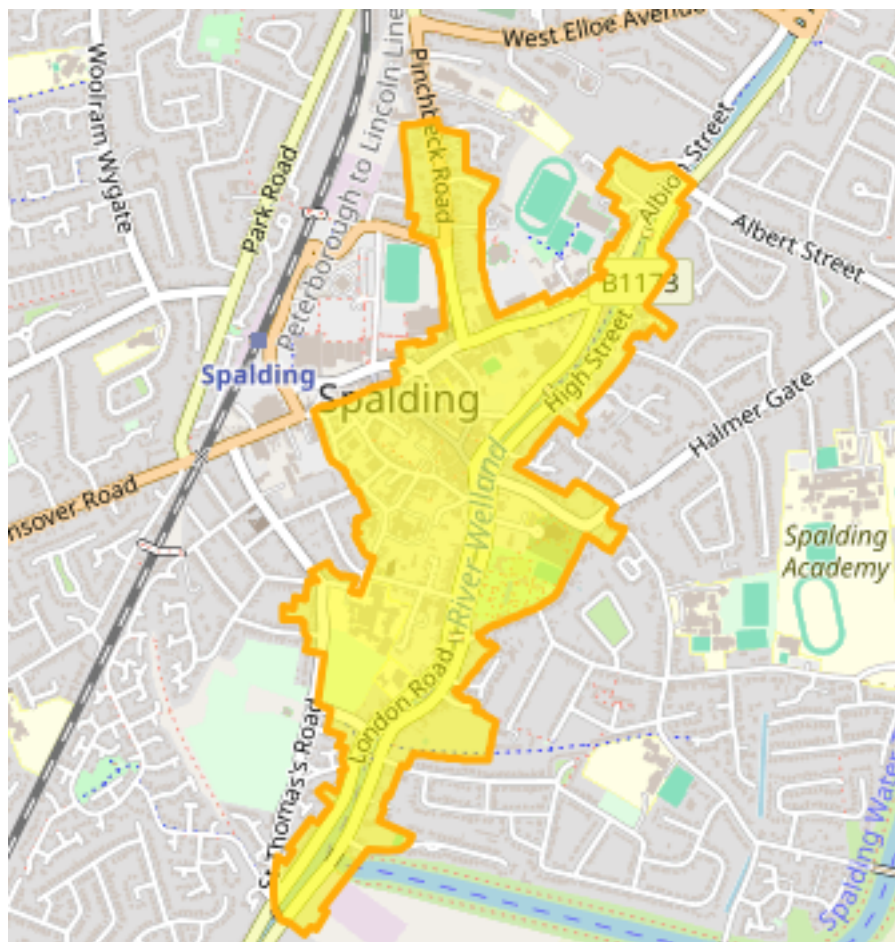


Figure 2 Conservation Area Boundary Map (Heritage Explorer)

2 Introduction

2.1 Purpose

This Heritage Impact Assessment will provide an assessment of heritage significance and impact, sufficient to satisfy the requirements of the National Planning Policy Framework paragraph 194. In scope and detail, it is intended to be proportionate to the significance of the asset considered. It is set out in accordance with Historic England's HEAN 12 guidance on Statements of Significance.

2.2 Proposal

Full planning permission is sought for the construction of an outbuilding to the rear of 4 Spring Gardens, which would be used as a residential annexe in association with the residential use of 4 Spring Gardens.

2.3 Designation

The site is within the Spalding Conservation Area.

2.4 Historic Environment Record

Heritage Gateway holds no records for the site at 4 Spring Gardens, however the search has found that a Grade II listed building (Former Christian Association of Literary Institute (1871) at 38 Spring Gardens) has been found within 50m of the site. The proposed development may impact upon its setting. It has group value with the Grade II listed Sessions House (1843) and the Police Station (1857) which are both Grade II listed and visible from the rear of the Institute to the north (but the site is not within the setting of these two buildings).

The Lincolnshire Heritage Explorer holds a monument record (ML122355) for the Priory of St Mary, Spalding, dating from the Medieval period 166 to 1539 AD.

2.5 Archaeological Potential

The Lincolnshire Heritage Explorer holds a monument record (ML122355) for the Priory of St Mary, Spalding, dating from the Medieval period 166 to 1539 AD - therefore the site has high archaeological potential.

2.6 Planning History

An online search was undertaken, but no relevant history was identified.

2.7 Approach and Methodology

The assessment of significance has been carried out under current National Planning Policy Guidance (NPPG) guidance regarding types of heritage interest. It is informed by consultation of the local HER, the Historic England Listings and a desk-top site assessment.

The degree of impact a proposed development could have on such assets is variable and can sometimes be positive rather than negative. It can also be neutral. The wide range of possible impacts can include loss of historic fabric, loss of historic character, damage to historic setting, and damage to significant views.

There are five steps which need to be undertaken in assessing the significance of a heritage asset and impact of development proposals and these can be summarised as follows and are set out in Historic England's The Setting of Heritage Assets Advice Note No.3 (SHA) paragraph 19.

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which the settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

This report will utilise the above steps to assess the impact of the proposed development on any identified heritage assets.

3 Identifying Heritage Assets

3.1 Site History and Location

Spalding is an old established market town situated on the River Welland some ten miles from its outfall in the Wash. It is within the administrative district of South Holland and situated approximately 21.8km southwest of Boston and 24.3km northeast of Peterborough. The town was once a thriving port and a former seat of a powerful monastic order. The first written record of Spalding is in a charter given to the monks of Crowland by King Ethelbald in AD 716 referring to the boundaries of the land of Crowland as extending 'as far as the buildings of Spalding' (Brassington et al 2004 p.5). It can be assumed that the site of Spalding had been settled by the beginning of the eighth century, with wooden buildings being erected upon the highest available land (Mee 1949 p.345).

Origins and Historic Development of the Area

The earliest artefacts found around Spalding are early Roman. It is possible that the Romans were involved in early land reclamation though no settlements have been found. This could be due in part to post Roman silt movement on the salt marshes.

The name Spalding may have originated from the tribe of 'Spaldas', or 'spaldingas' – the members or descendents of the tribe of 'Spaldas' who first appeared as Anglo Saxon invaders of the seventh century.

A charter written in AD716 is the first document to mention Spalding. It came from King Ethelbald to the monks of Crowland, which decreed that the lands of Crowland extended 'as far as the buildings of Spalding.'

In the eleventh century, Spalding was mentioned in the Domesday Book as the principle town of the Wapentake of Elloe. A Wapentake was a political unit where meetings usually took place at a crossroads or the ford of a river, where votes were made by the show of weapons such as spears held aloft.

The Spalding Priory was founded in 1052 before the Norman Conquest, and after the Conquests which finished soon after 1066, Spalding Manor was chosen as the residence for Yvo Taillebois, William the Conqueror's nephew.

After the Norman conquests, wooden castles were built outside Saxon towns as a show of strength, and to prevent rebellion. The most common was a Motte and Bailey Castle. Yvo Taillebois, being William's nephew, built a wooden castle on the outskirts of what was then the settlement of Spalding, though it no longer exists today.

The Spalding Priory was taken over by the Benedictine Monks of Anjou who remained there until the dissolution of monasteries in the sixteenth century. In 1070 it was renewed by the monks to the dependency of St Nicholas (Angers) and grew to be one of the richest religious houses in Lincolnshire. For example, in 1200, the Priory lands were about thirty acres situated within the triangle formed by The Welland, Westlode Drain and Market Place. There are no visible remains to the Priory left apart from the ruins of the chapel at Wykeham, the Vetchery at Low Fulney and the Priors Oven in Sheep Market.

Some quoins set within a rear development along the 'Hole in the Wall' passage are also believed to be associated with the Priory.

The Priors Oven still stands and is presumed to be one of the oldest buildings in Spalding, most probably built around 1230AD. After the dissolution of monasteries in the sixteenth century, the prosperity of Spalding seemed to decline, with the number of households actually going down.

The community had grown dependent on the existence of the Priory, and it was to take some time to recover from the setback. A map drawn up by John Grundy in 1732, shows the existence of Westload River running down Westlode Street, and where Chapel Street and Sheep Market were destined to be. Westload River ran just in front of the Priors Oven. The main streets existing at that time were; Deadman's Lane (Swan Street), Westload Side (New Road and Westlode Street), Barkers Row (east end of Westlode Street) the start of Pinchbeck Road, Double Street, Market Street, Crackpool Lane (Broad Street), Hog Market and Ofses (Red Lion Street), Churchgate (half to become Church Street), New Gate Lane and Stonneygate Lane (Love Lane) and Halmeargate.

Spalding gradually grew in prosperity, especially between 1750 and 1850 due to the drainage of Deeping Fen and improvements in road links, to become the leading market centre. The population rose by about 267%.

The site falls just outside the west boundary of the Spalding Conservation Area and near Priory Road, therefore it may still have some archaeological interest given its proximity to the settlement's historic core and the potential Priory precinct.

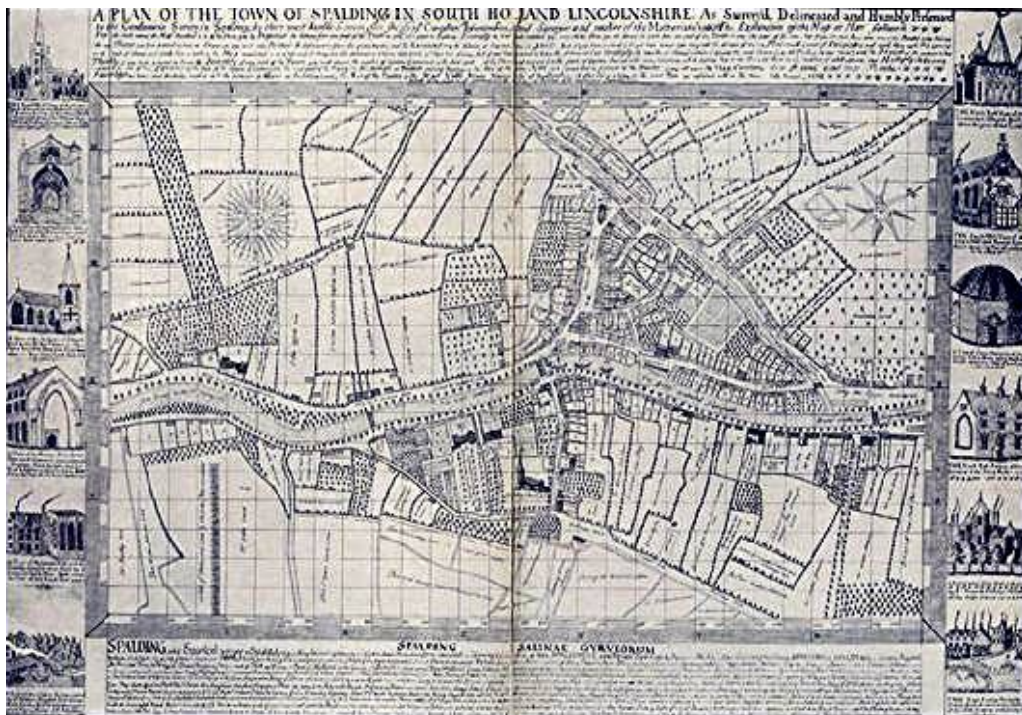


Figure 3 John Grundy map 1732

The is a detached dwellinghouse, and whilst it appears to be on the 1887 OS map, it is of no great architectural merit or interest. It has a long private garden which runs north to southeast.



Lincolnshire Sheet CXLII.NW

Surveyed: 1887, Published: 1888

Size: map 31 x 46 cm (ca. 12 x 18 inches), on sheet ca. 43 x 58 cm (ca. 17 x 23 inches)

3.2 Assessment of Significance

The NPPF defines significance as 'the value of a heritage asset to this and future generations because of its heritage interest'. Such interest may be archaeological, architectural, artistic or historic and it may derive not only from a heritage asset's physical presence, but also from its setting.



Figure 5 Front elevation of 4 Spring Gardens

3.3 Assessing Significance of Setting

Setting, as a concept, was clearly defined in PPS5 and was then restated in the NPPF which describes it as:

“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.”

The latest Historic England guidance on what constitutes setting is virtually identical to the English Heritage guidance it superseded in March 2015: “Setting is not a heritage asset, nor a heritage designation, though land within a setting may itself be designated.

Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage asset’s surroundings.”

The new Historic England guidance also re-states the earlier guidance that setting is not confined entirely to visible elements and views but includes other aspects including environmental considerations and historical relationships between assets:

‘The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets’.

The setting of the application site is that of the garden of Cosy Nook Cottage, in Priors Marston Conservation Area. The following section will review the Conservation Area Appraisal and draw out the elements which make up the significance of the setting.

3.4 Assessment of significance – Spalding Conservation Area

A character appraisal is the first step in a dynamic process, the aim of which is to preserve and enhance the character and appearance of a conservation area. It defines and records the factors that make conservation areas special, thereby providing a baseline for decisions about an area’s future. It also identifies features and problems that detract from this special quality and suggests, by means of management and enhancement proposals, the ways in which the special interest could be safeguarded or improved.

The Spalding conservation area covers the commercial heart of the town centre and most of the historic settlement which straddles both sides of the River Welland and later Victorian residential development on the Pinchbeck Road. The conservation area was designated in 1970 and was extended in 1975.

General Character and Form

Spalding derives its main character from the River Welland which physically divides the town, with the parish church and Ayscoughfee Hall to its east and the historic commercial area to its west. Fine Georgian terraces and detached houses line both sides of the river and the river banks provide one of the only open green spaces in the conservation area. Spalding had a thriving riverside trade with a port and warehouses; these are now mainly converted to residential use and are found north of the High Bridge.

Spalding Conservation Area is divided into 4 distinct character areas:

These are:

- a. Riverside (north and south of High Bridge)
- b. Historic Commercial Centre (Market Place, Sheep Market, Hall Place etc)
- c. Pinchbeck Road
- d. Church Street

The site is most closely related to Area B the Historic Commercial Centre.

The significance of Area B of the Conservation Area can be characterised by the following, as set out in the CAA:

Prevalent and Traditional Building Materials and Details

Walls

- Red/brown brick is the predominant building material throughout the conservation area (and indeed, the wider district).
- Occasional examples of buff brick are seen in Pinchbeck Road and The Crescent.
- Rusticated Render is seen – mainly on a few historic warehouses along the river side.
- Ashlar limestone has been used but only on a few buildings including the parish church of St. Mary and St. Nicholas, The Sessions House, 39 New Road and 12 Market Place.

Roofs

- The predominant historic roofing material is Welsh Slate. Some red clay pantile exists also.
- Thatch was abundant historically, only the White Horse public house now retains thatch.

Details

- There is much use of limestone for dressings and details on both Georgian and Victorian buildings, particularly window head details.
- The Georgian art of joinery has left a considerable legacy in Spalding with fine door cases and porches as well as sash windows.
- Victorian detailing is no less varied or splendid, particularly in Villa's along Pinchbeck Road.

Public Realm

- One small remnant of historic public realm is evident between Abbey Passage and The Crescent.
- All other public realm is modern and uses non traditional materials in garish colours.

Green or Open Space

Green and open space as well as private gardens which contribute to the conservation area include:

- The riverside
- Ayscoughfee Hall Registered Park and Garden – listed grade II.
- The churchyard of St. Mary and St. Nicholas is a highly significant green space around the fine parish church. The site contains historic grave markers and mature trees. The Church Street entrance is set with a pair of Regency cast iron piers, gates and an old brick wall which are grade II listed in their own right.
- Private Gardens along the Welland, including the gardens to The Limes, The Sycamores, Westbourne Lodge and Willesby House.
- Spalding Grammar School is set within a pleasant green space with a number of mature trees on and around the perimeter of the site.
- A small area of land on the corner of Welland Road which provides a valuable habitat for wildlife.

Spring Gardens is a two storey residential dwelling circa late 1800s which lies outside the edge of the historic core of Spalding. The property has been in situ since at least 1889 (see NLS OS maps), and has been minimally altered. It does not hold any architectural or historic significance in itself, however, given the siting of the property within the historic settlement, excavation works for new development could uncover some archaeological significance.

3.5 Archaeological significance

The site is located in proximity to the historic core of the settlement; although not within the conservation area the proximity means it has potential for archaeological interest.

The Lincolnshire County Historic Environment Record holds some records of previous archaeological investigations in proximity to the site. The monument record number is MLI22355 – Priory of St Mary, Spading, which covers the Priory of St Mary and the extremities of the precinct. (<https://heritage-explorer.lincolnshire.gov.uk/Monument/MLI22355>)

“Archaeological monitoring during groundworks on Spring Street (TF 24545 22439) recorded a boundary ditch, possibly forming the north-west corner of an enclosure, 12th-14th century pottery was recovered from the ditch. There is a possibility from the silting that the ditch had been recut. This ditch could possibly form part of an internal boundary associated with the Priory precinct.”

Therefore, it is considered that the site has high archaeological potential.

4 Legislation and Policy

4.1 Legislation and National Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of planning functions, the local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular listed buildings. It requires development which would affect the setting of a conservation area to preserve or enhance the area.

The National Planning Policy Framework (NPPF) (2023) at Section 16 deals with conserving and enhancing the historic environment.

Paragraph 194 of the NPPF states that in determining applications, local planning authorities should require an applicant 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 proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk- based assessment and, where necessary, a field evaluation.

Paragraph 195 suggests Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 states that when determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness.

In terms of development proposals within Conservation Areas, section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local to pay special regard to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 199 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets' conservation (and the more important the asset, the greater the weight should be). This paragraph goes on to state that this is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 of the NPPF also makes clear that any harm to the significance of a designated heritage requires a clear and convincing justification. Case law (James Hall and Company v City of Bradford [2019] EWHC 2899 (Admin)) acknowledges that in addition to 'no harm' the NPPF distinguishes between two levels of harm to designated heritage assets, chiefly 'substantial' and 'less than substantial'. Where it is considered that a development proposal will lead to less than substantial harm, paragraph 202 Of the NPPF states that this harm should be weighed against the public benefits of the proposal.

Paragraph 206 of the NPPF does provide encouragement to Local Planning Authorities to look for development opportunities in Conservation Areas. In addition, paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance.

The objective of preserving the character or appearance of an area can be achieved, either by a positive contribution to preservation, or leaving the character or appearance unharmed, i.e., preserved. Development that merely maintains the status quo, is also appropriate.

It is not necessary to cite the relevant National and local policies and guidance in full. Suffice to say, the relevant paragraphs within Section 16 of the NPPF are pertinent, along with Historic England's Guidance on The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017) and Conservation Area Appraisal, Designation and Management Historic England Advice Note 1 (Second Edition).

In terms of general design, Paragraph 197 of the NPPF requires that local planning authorities should take into account the desirability of new development making a positive contribution to local character and distinctiveness.

4.2 Local Policy

The South East Lincolnshire Local Plan 2011 sets out the planning policies for the area.

Policy 29: The Historic Environment Distinctive elements of the South East Lincolnshire historic environment will be conserved and, where appropriate, enhanced. Opportunities to identify a heritage asset's contribution to the economy, tourism, education and the local community will be utilised including:

- The historic archaeological and drainage landscape of the Fens;
- The distinctive character of South East Lincolnshire market towns and villages;
- The dominance within the landscape of church towers, spires and historic windmills; To respect the historical legacy, varied character and appearance of South East Lincolnshire's historic environment, development proposals will conserve and enhance the character and appearance of designated and non-designated heritage assets, such as important known archaeology or that found during development, historic buildings, conservation areas, scheduled monuments, street patterns, streetscapes, landscapes, parks (including Registered Parks and Gardens), river frontages, structures and their settings through high-quality sensitive design.

A. Listed Buildings

1. Proposals to change the use of a Listed Building or to alter or extend such a building will be granted where the Local Planning Authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.
2. Proposals involving the demolition of Listed Buildings will not be permitted, unless in an exceptional case, or wholly exceptional case (depending on their grade) where a clear and convincing justification is made in line with national policy.
3. Proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building.

B. Conservation Areas

Proposals within, affecting the setting of, or affecting views into or out of, a Conservation Area should preserve (and enhance or reinforce, as appropriate) features that contribute positively to the area's character, appearance and setting. Proposals should:

1. Retain buildings/groups of buildings, existing street patterns, historic building lines and ground surfaces;
2. Retain architectural details that contribute to the character and appearance of the area;

3. Where relevant and practical, remove features which are incompatible with the Conservation Area;
4. Retain and reinforce local distinctiveness with reference to height, massing, scale, form, materials and plot widths of the existing built environment;
5. Assess, and mitigate against, any negative impact the proposal might have on the townscape, roofscape, skyline and landscape;
6. Aim to protect trees, or where losses are proposed, demonstrate how such losses are appropriately mitigated against.

C. Archaeology and Scheduled Monuments

1. Proposals that affect archaeological remains, whether known or potential, designated or non-designated, should take every reasonable step to protect and, where possible, enhance their significance.
2. Planning applications for such development should be accompanied by an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.
3. If initial assessment does not provide sufficient information, developers will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.
4. Wherever possible and appropriate, mitigation strategies should ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted by the developer, undertaken by a suitably qualified person, and approved by the Local Planning Authority.
5. Any work undertaken as part of the planning process must be appropriately archived in a way agreed with the Local Planning Authority.

5 Assessment

5.1 Impact on Heritage Assets

The nature of the heritage assets and the potential impact upon them through development are both very varied. The heritage assets include both designated heritage assets – such as listed buildings, scheduled ancient monuments and conservation areas – and non-designated heritage assets, a rather subjective category that includes locally listed buildings, field systems, buried archaeological remains and views.

The degree of impact a proposed development could have on such assets is variable and can sometimes be positive rather than negative. The wide range of possible impacts can include loss of historic fabric, loss of historic character, damage to historic setting, and damage to significant views.

5.2 Impact Upon Spalding Conservation Area

The significance of the conservation area is outlined in the CAA and lies in the elements comprising its special interest outlined in section 3.4.

The rear garden of 4 Spring Gardens is enclosed by other gardens and existing development which screens it from any prominent view. The buildings which screen it are a mix of designs but generally have flat roofs and are low level.



Figure 6 Priory Road street scene - site obscured by 'Sandra's'

In terms of scale and appearance, this part of the Conservation Area is varied and consists of brick-built buildings and rendered properties, particularly in the vicinity of Priory Road looking towards the site.

The new building would be constructed of a flat roof and rendered walls and of similar proportions to the surrounding single storey buildings. Given its siting and screening from other buildings it would not be visible within the street scene and would have no impact upon the appearance or character of the conservation area. As such, no harm would be caused to the significance or special interest of the conservation area.

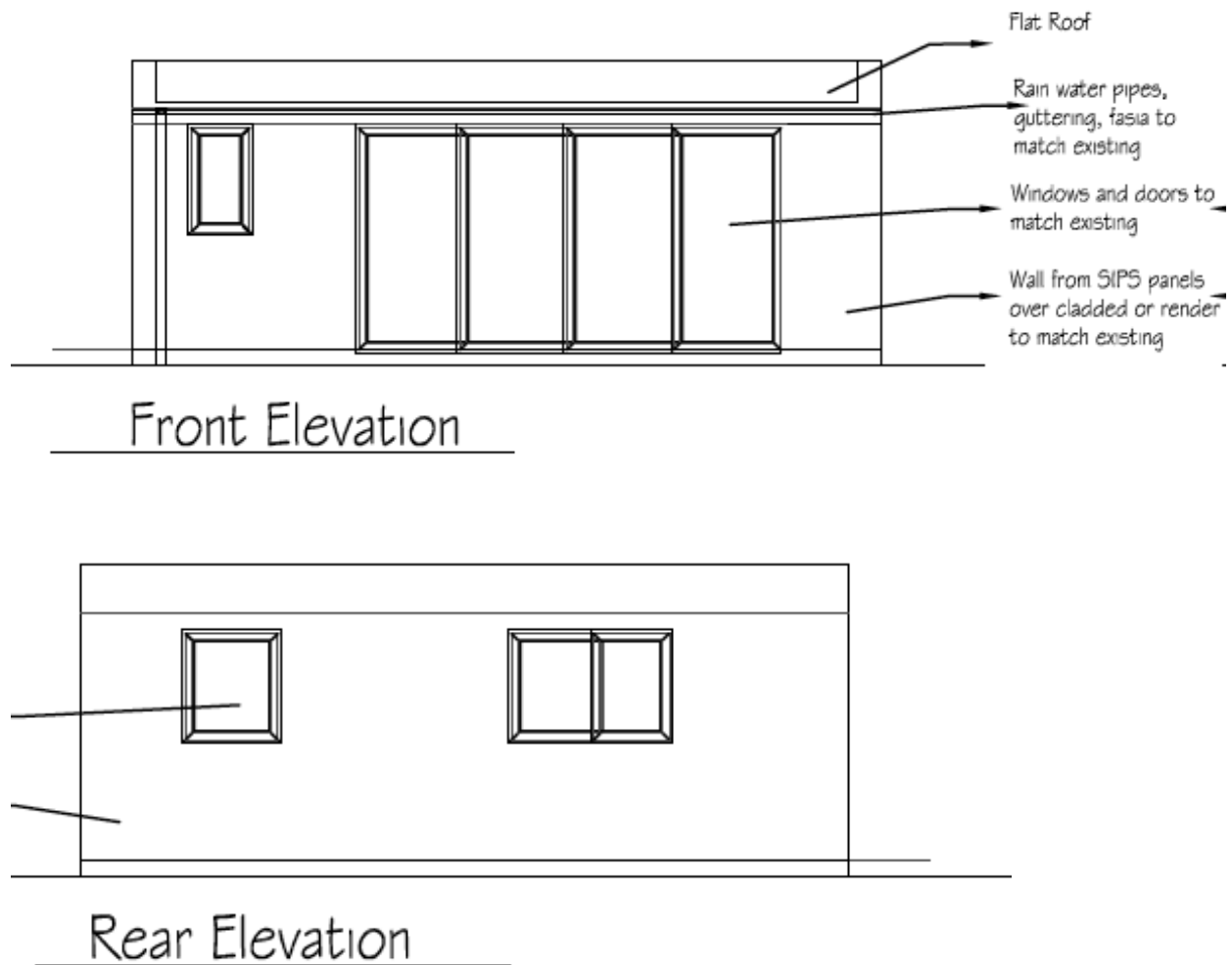


Figure 7 Elevations of proposed building

Historic England's The Setting of Heritage Assets Advice Note, Step 4, requires the exploration of ways to maximise enhancement and avoid or minimise harm to heritage assets. Given the modest size and design of the proposed building, it would not cause harm to the appearance or character of the conservation area and therefore no recommendations are proposed.

5.3 Impact Upon Significant Buildings

There are no significant buildings in close proximity to the application site which would be affected by the proposed development. The Grade II Former Christian Association and Literary Institute is

located to the northeast of the site but as there are numerous intervening buildings between it and the application site, no harm would come to the significance of this heritage asset (figure 5).

A large historic building which to the rear of the site along Priory Road may be considered a non-designated heritage asset. But again, the proposed building would not have a harmful impact upon the significance of this building or its setting.



Figure 8 Grade II Listed Former Christian Association and Literary Institute



Figure 9 Non-designated heritage asset on Priory Road

5.4 Impact Upon Archaeology

Given the siting within the historic core, the Priory precinct and proximity to previous archaeological findings in Spring Gardens, the site has high archaeological significance and the proposed

construction works may unearth deposits of interest. As such it is recommended that a watching brief is applied to any future development.

6 Conclusion

‘Change’ within a Conservation Area is not considered to cause harm in itself. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

It has been demonstrated that the proposed new building, would not detrimentally impact on the character and the appearance of Spalding Conservation Area and would therefore cause ‘no harm’. It would have no impact upon any listed buildings or non-designated heritage assets or their settings, and therefore would cause ‘no harm’.

Previous archaeological investigations in the vicinity have determined that there is archaeological interest in the surrounding area, the site may therefore hold some archaeological potential where the proposed construction works may unearth deposits of interest. As such it is recommended that a watching brief is applied to any future development.

References

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About the author

Michelle Hill is a chartered town planner with over 17 years' experience working with the built environment and with listed buildings and conservation areas, in both the public and private sectors. Michelle holds a Post-graduate Diploma in the Conservation of the Historic Environment for which she received a Distinction at Birmingham City University and is a supporter of the IHBC.

