

# **THE BASS MALTINGS, SLEAFORD**



## **APPLICATION FOR PLANNING PERMISSION**

**BY**

**THE GLADEDALE SPECIAL PROJECTS DIVISION**

**SECTION 106 STATEMENT**

## **Section 106 Justification**

**December 2008**

As a result of the financial constraints of the scheme and in particular the exceptional costs associated with the restoration and reuse of the Listed Building complex, as detailed in the submitted confidential Development Appraisal, the viability of this scheme would be compromised, should any financial contributions be required under a S106 agreement. It is considered that the public benefit arising from the scheme, in particular the restoration of the Grade II\* and Grade II Listed buildings are adequate compensation for other contributions. Where possible, any negative impacts resulting from the proposed development have been mitigated within the final scheme proposals. However minor negative impacts remain in the following areas:

### **Traffic Generation**

As detailed in the Transport Statement, prepared by WSP, the proposed development will result in a small increase in transport demand compared to the permitted use. It is accepted that improvements to the existing transport network will be necessary at some point prior to full occupation of the development. However any financial contribution towards these is not feasible due to the marginal viability of the project.

In order to secure the long term future of the historic buildings, it is hoped that the development can proceed on the basis that these improvements are delivered as part of the wider south east Sleaford regeneration before the scheme's completion in 2015.

The Transport Statement accompanying the application also states that the highway obligations suggested in the SPD conflict with Policy 44, 45 and 53 of RSS8 and does not pass the 'reasonableness' tests defined in Circular 05 /

05 in terms of scale. Compared to the permitted use, the proposed development would result in a modest increase in traffic and the highway improvements called for in the SPD would substantially detract from the viability of the regeneration of this important listed building complex.

### **Affordable Housing**

The application proposes 228 new dwellings in a mix of apartments and houses. These will be accommodated in the converted Maltings buildings and Mess houses and as part of the new build element of the scheme.

In terms of the provision of affordable housing, Policy H5 of the Local Plan states that 35% of new development should be affordable on the basis of the 2004 Housing Needs Assessment. However, due to viability constraints, no affordable housing will be provided within the proposed development. Policy H5 of the Local Plan provides an exception to this level of affordable housing provision, where *'the provision of affordable housing would prejudice the economic viability of the development, or the realisation of other planning objectives which would outweigh the provision of affordable housing'*.

In addition, the Policy also states that *'the Council may consider a lower proportion of affordable dwellings on sites where the developer can demonstrate that there are exceptional development costs which affect the viability of the scheme'*. The exceptional costs related to works to a listed building are recognised by the Affordable Housing SPD (September 2008), which states at Para 16.4, that *'The only development cost factor the Council may consider as exceptional and justification for reducing the affordable housing percentage requirement will be where a proposal involves development of an important Listed Building'*.

There are clearly exceptional costs associated with the reuse and restoration of the historic Listed Maltings buildings complex, which are demonstrated in

the confidential Development Appraisal submitted in support of these Planning and Listed Building Consent applications. It is considered that these exceptional costs justify the provision of no affordable housing, as the failure to reduce the affordable housing requirement would prejudice the viability of this scheme, and consequently threaten the fulfilment of other planning objectives, such as the wider regeneration benefits of the scheme and the reuse and long term maintenance of the historic buildings.

Notwithstanding the above, the applicant has previously attempted and been unsuccessful in securing the interest of an RSL in the scheme. A letter from Nottingham Community Housing Association declining involvement in the scheme because of the current state of the housing market is included as Appendix 1.

However the development aims to ensure that a sustainable community develops, with a good mix of accommodation for people of differing income, family size and age. The scheme will offer a significant proportion of apartments (90% or 204 apartments) and smaller units (196 or 86% 1 and 2 bedroom units), in a Major Settlement in Lincolnshire where the dominant housing type is houses. The proposed smaller units would make the local housing market more accessible in terms of property prices and offer choice in local housing supply.

### **Open Space**

The scheme provides open space on site - an ecological area and informal open space (close to the pond), three new public courtyards and children's play area. The total area of this on site open space provision is 7195 sqm, excluding the courtyards.

Policy H4 of the Local Plan prescribes the provision of 5 square metres of amenity open space, 8 square metres of children play and 16 square metres

of outdoor sport facilities per person. It states that *'Lesser provision will be acceptable if it can be proved that the location, scale or nature of a particular housing development is such that it will not generate or contribute to additional demands for such space'*.

Para. 4.23 states that *'For most types of development, the assumed occupancy rate will be 2.37 persons per dwelling', but 'For developments with unusually high proportions of particularly large or small dwellings, more appropriate occupancy figures will be decided in discussion with the applicant'*

The conversion of the Maltings buildings necessitates a high provision of apartments – 90% of the dwellings provided will be apartments. The occupancy level for apartments generally in North Kesteven is detailed below:

	Households	Persons
Flat, maisonette or apartment (Purpose built block)	933	1196
Flat, maisonette or apartment (Part of a converted or shared house)	187	284
Flat, maisonette or apartment (In a commercial building)	232	425
<b>Flat, maisonette or apartment (Total)</b>	<b>1352</b>	<b>1905</b>

Source: Census 2001 – Office for National Statistics

This demonstrates that the average occupancy level for apartments in North Kesteven is 1.4 persons per dwelling. Given the proposed mix of dwelling

types, in particular the emphasis on smaller units, namely 1 and 2 bed apartments, the average occupancy level is likely to be considerably lower than the average dwelling size of 2.37 persons detailed at Para 4.23 of the Local Plan. The nature of the proposed housing mix will result in the development being likely to generate a significantly smaller general occupancy level and child yield than would be anticipated from a comparable housing development and consequently generating a lesser demand for public open space. As detailed in the Socio Economic Chapter of the Environmental Statement, it is estimated that the population of the development will be 342 people. Applying the general standards in Policy H4 of the Local Plan, the Council would normally require approx 9900 sq m of open space to be provided.

The scheme is not able to make provision for a contribution towards off site open space. However it is requested that the following is taken into account.

- The level of proposed on site open space provision detailed above (over 7000 sqm), and the close proximity of the 13 acre Boston Road Recreation Ground, which lies to the North, and it's accessibility from the site, by a footpath from the East. The Boston Road Recreation Ground includes a toddler and junior play area, a skate park and tennis courts.
- The emphasis on 1 and 2 bedroom apartments within the development, and the effect on general occupancy rates, which are likely to be significantly lower than average.
- The emphasis on 1 and 2 bedroom apartments within the development, and the effect on the likely child yield, which are likely to be significantly lower than average. In addition, the majority of family size dwellings have access to private amenity space as well as access to the on site open space and children's play space within the scheme.
- Other scheme benefits, in particular the restoration of the historic Grade II\* Listed buildings complex, and the consequent impact the cost of these works have on the viability of the development, as detailed in the confidential

Development Appraisal, submitted in support of the Planning and Listed Building applications.

### **Educational facilities**

Applying the Lincolnshire County Council Education Formula to the development, the child yield of 18 children of primary school age and 20 children of secondary school age is estimated. This totals 38 children for the development. In considering whether a contribution towards secondary school provision is required, it is requested that the following is taken into account:

- Pre application advice was undertaken with Lincolnshire County Council Children's Services department in November 2008, who assessed the projected numbers on roll and capacity in the four Sleaford Primary Schools and three Secondary Schools, and compared this to recent planning application approvals and subsequent pupil generation that is likely from those. Confirmation has been received from Lincolnshire County Council that they would be unlikely to make a request for s106 contributions towards primary and secondary school places from the Bass Maltings development. A copy of correspondence with Lincolnshire County Council is included as Appendix 2.

With regards the benefits associated with the development, the applicant is willing to make the following commitments which may be appropriately captured in a S106 Agreement if considered necessary by the LPA.

1. Restoration and Reuse of the historic Grade II\* and Grade II listed Maltings buildings.
2. Over 7000 sq m of publicly accessible open space provided on site, including an Ecological Park and equipped children's play space
3. A Travel Plan
4. Provision of a Community Facility on site.

5. Public access to parts of the restored Maltings building, including interpretative material to describe the cultural heritage of the site.

18<sup>th</sup> June 2008

20 JUN 2008

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Dear Simon,

**Re: The Bass Maltings, Sieaford**

I refer to your earlier correspondence and appreciate the opportunity given us in this matter.

The current state of the housing market has made us exercise more caution particularly towards the number of apartment schemes currently being brought forward.

With the forementioned in mind we will not be making an offer this time but wish you success with this venture and hope other opportunities can be made available in the future.

Yours Sincerely



Andrew Pinning



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Nottingham Community Housing  
Association Limited  
is a charity incorporated as an  
Industrial & Provident Society  
Registered Number 20614R

A member of the  
National Housing Federation

**Subject:** FW: S106StandardLetter Nov08.DOC

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**From:** Stephen Mason [mailto:Stephen.Mason@lincolnshire.gov.uk]

**Sent:** 04 December 2008 08:59

**To:** Joanne Fox

**Subject:** RE: S106StandardLetter Nov08.DOC

Without Prejudice

Dear Joanne,

I have looked at the projected numbers on roll and capacity in the 4 Sleaford Primary Schools and 3 Secondary Schools and compared this to projections and recent planning applications and subsequent pupil generation that is likely from those.

Given that your Client's Application for 119x 2 bed units and 31x 3 and 4 bed units is likely to generate in the region of 18 Primary pupils and 20 Secondary Pupils I am comfortable that we would not need to make a s106 request at this time.

Hope that is of assistance.

Steve Mason



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