

THE BASS MALTINGS, SLEAFORD



**APPLICATION FOR PLANNING PERMISSION
AND LISTED BUILDING CONSENT**

BY

THE GLADEDALE SPECIAL PROJECTS DIVISION

PLANNING STATEMENT

PLANNING STATEMENT

'The Bass Maltings'

Sleaford

On behalf of
Gladedale Special Projects

December 2008

CONTENTS

	<u>Page</u>
1. INTRODUCTION	1
2. SITE AND SURROUNDING AREA	3
3. PLANNING HISTORY	7
4. DEVELOPMENT PROPOSALS	9
6. PLANNING POLICY CONTEXT	17
7. MATERIAL PLANNING CONSIDERATIONS	53
8. PLANNING POLICY ASSESSMENT	58
9. CONCLUSIONS AND SCHEME BENEFITS	88

APPENDICES

1. Application Site Plan
 2. Descriptions of Development
-

1. INTRODUCTION

- 1.1. This Planning Statement accompanies the detailed Planning Application and Listed Building Consent application submitted by Gladedale Special Projects Division for the mixed use redevelopment and restoration of the former Bass Maltings site and surrounds in Sleaford. A Planning Application and Listed Building Site Plan is included as Appendix 1. The Descriptions of Development are included as Appendix 2.
- 1.2. The development proposes a comprehensive heritage-led regeneration of the Site, comprising refurbishment and reuse of the existing Grade II* listed former Maltings buildings together with the extension of 4 of 5 of the associated Grade II ancillary buildings (and the refurbishment of the fifth) to provide a mix of new uses including 228 residential units, retail and commercial floorspace (Use Class A1-A5) , healthcare facilities, office floorspace, community building and associated car parking. The provision of 228 residential units includes the erection of 24 new build dwelling houses on land to the East of the Maltings buildings.
- 1.3. The proposals arise largely from the recommendations contained within the Sleaford Maltings Supplementary Planning Document (SPD) adopted by North Kesteven District Council (NKDC) in August 2006. The applications are supported by an Environmental Statement.
- 1.4. In addition to the Planning Statement, the Planning Application is supported by the following documents:
- Full Scheme Drawings
 - Design and Access Statement
 - Environmental Statement (ES)
 - Flood Risk Assessment
 - Transport Assessment
 - Revised Conservation Statement
-

- Statement of Community Involvement
- Structural Survey
- Landscape Masterplan
- Section 106 Statement
- Enabling Development documentation

1.5. In addition to the Planning Statement, the Listed Building Consent Application is supported by the following documents:

- Full Scheme Drawings
- Design and Access Statement
- Structural Survey
- Listed Building Justification Statement
- Built Heritage Statement
- Revised Conservation Statement
- Landscape Masterplan

1.6. The former Bass Maltings has been underutilised for a number of years and this scheme to reuse and restore the buildings for a mixed use development represents a major regeneration opportunity close to the centre of Sleaford. The application follows ongoing discussions with Planning Officers at North Kesteven District Council, local residents and other statutory bodies including English Heritage, Natural England and the Environment Agency, over a number of years.

1.7. The applicants are confident the application scheme is entirely suited to the site and its context and will deliver uses of benefit to the local area, as well as ensure the restoration of these historic buildings. Notwithstanding the above, should the Council determine the new build element is in conflict with the Development Plan policies, the applicant would seek to rely on the enabling development argument detailed within this Planning Statement and supporting documents.

2. SITE AND SURROUNDING AREA

- 2.1. The application site occupies an area of approximately 6.25 hectares to the South-East of Sleaford town centre. It comprises the following areas:
- The former Bass Maltings – a Grade II* and Grade II listed complex detailed below, including land to the east of the Maltings buildings.
 - The access road between the Bass Maltings and Mareham Lane (which is not in the ownership of the applicant, but over which the applicant has right of way).
- 2.2. The former Bass Maltings and associated access road are defined in the North Kesteven Local Plan as being within the settlement curtilage of Sleaford. The Eastern part of the Site is located outside the settlement curtilage. The northern boundary of the site is marked by a railway line, and the majority of the land to the south west is used for housing.
- 2.3. The parts of the application site are explained in more detail below:

The former Bass Maltings

- 2.4. The existing buildings are Grade II* and Grade II listed and are considered to be the best surviving example of their kind in England. The Maltings buildings were designed by Herbert Couchman, the Chief Engineer for Bass, and constructed between 1901 and 1907. The Grade II* listed complex comprises:
- Eight former malthouses, each covering 5,420 square metres of floor space;
-

- A central core section covering 2,800 square metres of floor space containing engine room, boiler room, water tower, barley kiln, granaries and artesian well; and
 - Five small, detached mess rooms, all single storey.
- 2.5 The nine blocks, formed by the central section and the eight malthouses, are laid out in a formal symmetrical plan, with four malthouses located to each side of the central section. There have been a number of fires which have damaged four of the malthouse blocks. The historic buildings are currently on the Buildings at Risk Register. Blocks 1 and 2 are the best preserved malthouses on the Site.
- 2.6 Since the original Maltings activity ceased in 1959, the buildings have since been continuously used for various commercial purposes including the rearing of chickens, vegetable processing and an upholstery business among other things. This is discussed in greater detail at Para. 3.4.
- 2.7 The main buildings continued in the ownership of Bass until 1973, when bought by GW Padley, who remain the freeholders of the site. Gladedale, the applicants, became leaseholders of the site in 2006.
- 2.8 As detailed above, the land to the east of the Maltings building is located outside of the settlement curtilage. It runs along the south side of the railway line, and is currently disused land.

The Access Road

- 2.9 The original development included the associated access road and the entrance gates and pillars, eight cottages, offices, stables, cart sheds
-

and manager's house, which are located to the west of the nine blocks. However, only the access road lies within the red line of the planning application. The applicant has right of access over this road.

Surrounding Area

- 2.10 Sleaford is located about 25km South of Lincoln, on the banks of the River Sleas. It is a small market town with a population of approximately 15,000.
- 2.11 The town centre is located to the North-West of the Site, on the northern side of the railway, and is the primary retailing centre in the District. The train station is located 500 metres to the West of the Site and the Sleaford- Boston railway line lies adjacent to the North of the Site. The site is not located in a Conservation Area.
- 2.12 The area surrounding the Site comprises a mix of uses. To the north and south of the site, the area is largely residential. A large expanse of commercial uses are located to the North-West of the Site. The East and South-East parts of the Site are surrounded by agricultural land.
- 2.13 The warehouses to the North-West of the Site form part of a development site (Avanta Seeds), which is likely to be used for retail premises. The Albourne Site immediately to the West of the Application Site has recently been refused planning permission for 100 residential dwellings (Ref: 07/1288).
- 2.14 Lincolnshire County Council proposes to construct a bridge over the railway line to the west of the Application Site to provide a link to Boston Road. These works are intended to reduce the congestion at

the nearby level crossing and to have benefits to traffic and pedestrian circulation around Sleaford.

3 PLANNING HISTORY

3.1 The table below shows the planning history of the Site. Not all is of direct relevance to the consideration of these applications, though it does demonstrate the ongoing industrial/ employment nature of the use of the Maltings buildings.

13 January 1994	Approved (N/57/1063/93) Change of use of office to residential accommodation for staff
2 March 1983	Approved (N/57/27/83/LB) Replacement of existing Cold Store, Block 37
26 July 1982	Refused (N/57/433/82) Erection of industrial / storage warehouse units, including parking areas, landscaping, site 1 and construction of leisure complex. Possible uses, sports hall, gym, etc site 2
5 September 1975	Approved (N/57/784/75) Erection of generator shed
26 February 1974	Approved (SL2046) Cold Room for storage of frozen food and compressor room
24 September 1973	Approved (SL1976) Erection of temporary office
3 October 1972	Approved (SL1840) Extension to block 37
11 January 1971	Approved (SL1867) Two nitrogen tanks

3.2 The buildings within the Sleaford Maltings complex became Grade II listed in 1974. Application reference N/57/433/82 for the Maltings Site and a small portion of the adjoining Albourne Site sought the erection of industrial/storage warehouse units, including parking areas, landscaping and construction of a leisure complex. The proposals involved the demolition of the listed buildings and the application was refused, then appealed. The appeal was subsequently withdrawn and the malting buildings were upgraded to Grade II*.

- 3.3 With regards the established use of the building, the Maltings buildings have been in industrial use throughout their life. The original Maltings buildings would have fallen into the B2 Use Class with ancillary B1 office functions and B8 distribution. As outlined previously, since the original Maltings activity ceased in 1959, the buildings have been continuously used for various commercial purposes including the rearing of chickens, vegetable processing and an upholstery business. In particular, Blocks 1-3 were used for poultry production from approximately 1968 until 2000, and blocks 6, 7 and 8, together with parts of the fire damaged blocks, were used for vegetable processing from 1973 until 1999. Subsequently the undamaged buildings (approx 70- 75% of the floor area of the original buildings) and the site continued to be used in part for a variety of industrial uses including vehicle storage, site office, storage of agricultural equipment and storage of office equipment. Since October 2006, the site has been used for poultry crate storage and vehicle driver training. It is considered that the established use of the buildings remains B2, with ancillary B1 and B8.

4 DEVELOPMENT PROPOSALS

- 4.1 The Planning and Listed Building applications propose the comprehensive restoration and redevelopment of the former Bass Maltings and adjoining land to provide 228 residential dwellings, healthcare facilities, retail and restaurant/bar floorspace , employment uses, a community building and associated car parking.
- 4.2 The nine existing buildings and the former mess room buildings are proposed to be repaired and reused for a mix of uses, in line with the SPD for the site. The proposals will involve some degree of sensitive alteration and extension to enable the mix of uses to be accommodated, while a small amount of demolition of the fire damaged areas is also necessary. These works are the subject of the Listed Building Consent Application. The scheme would also comprise a small element of new build, as detailed below, to facilitate the restoration of the Maltings buildings.
- 4.3 In detail, the proposed mixed use development would comprise:
- 228 residential dwellings in a mix of apartments and houses;
 - 5763 sq m of healthcare facilities;
 - 5207sq m of office floorspace;
 - 1391 sq m of retail and café/ restaurant/ bar uses (Use Class A1-A5);
 - 37 sq m of community facilities.
- 4.4 The proposed mixed use development would comprise a range of activities which can successfully operate alongside and complement each other, whilst preserving the site's heritage. The intention is to
-

create a development that is active 24/ 7 by virtue of its mix of uses. The individual uses proposed are outlined in more detail below:

Residential

- 4.5 Residential is the predominant land use proposed as part of the mixed use development. A total of 228 residential units are proposed, in a mix of apartments and dwelling houses. Residential floorspace is located in seven of nine of the Maltings buildings (not Blocks 1 and 5), in the messrooms (Buildings 10, 11, 13 & 14) and in the new build element of the scheme to the East of the Site. These different elements are detailed below:

The Maltings Buildings

- 4.6 The former Maltings buildings will provide 200 of the proposed residential units, and all of the apartments.
- 4.7 Blocks 3 and 9 would be dedicated to residential development, providing a range of apartments. It is proposed that each block would provide 62 apartments, broken down as 30 one bedroom apartments, 31 two bedroom apartments and one three bedroom apartment. The residential would be spread across five floors.
- 4.8 Blocks 4, 6, and 7 would be predominantly residential, and would provide apartments again across all 5 floors. Each block would provide 20 apartments. Block 4 would provide 4 one bed apartments, 15 two bed and 1 three bed, whereas Blocks 6 and 7 would provide 4 one bed, 14 two bed and 2 three bed apartments. Due to damage, these buildings would require a new internal structure and roof.
-

- 4.9 Blocks 2 and 8 would provide 8 apartments each, at fourth and fifth floors. This would comprise 1 one bed and 7 two bed apartments.

The Messrooms

- 4.10 Reuse of the Messrooms would provide four new dwelling houses. There are five existing Grade II listed Messrooms (Blocks 10-14) on the southern boundary of the Site. An extension is proposed to four (Blocks 10, 11, 13 & 14) of the five former Messrooms on the southern boundary of the site to create a sufficient amount of space in each building to achieve a viable conversion to residential uses. The proposed extensions to the mess-rooms are demonstrably different in style from the original and are lower to avoid compromising the original. Each dwelling house would be 1 bedroom, and would have access to private amenity space and a parking space.

New Build

- 4.11 The scheme would also comprise a new build residential element to the East of the Maltings buildings, comprising 24 three and three and a half storey dwelling houses. The accommodation would provide 24 four bedroom houses. Each house would have access to private garden, and the proposals include a play area within the new build part of the scheme, as well as some green open space between the houses and the pond. Provision for 51 car parking spaces is proposed within the new build residential part of the site.
- 4.12 There are two access points to the housing. The first is a continuation of the main access road along the south of the site, which would provide vehicular access to two houses on the southern boundary and pedestrian access to the pond and footpath. The other access is the
-

principal vehicular and pedestrian access to the site around which the houses are grouped in three courts.

- 4.13 As detailed in the Design Statement, careful consideration has been given to the design of the new build element and its relationship with the Maltings buildings. The two houses along the southern boundary are a continuation of the 'mess house' theme and incorporate the same double gable roof. This is intended to unite the new build housing to the Maltings development, in particular when viewed from the south. A belt of trees will line the southern boundary which will screen the remainder of the housing, while leaving these two houses visible which reinforces the concept of the 'mess house' theme. Elevations facing the Maltings also adopt the double gable bay feature.

Health

- 4.14 The application proposes 5763 sq m of healthcare floorspace, which would be located in Blocks 5, 6 and 7. The northern parts of Blocks 6 and 7 are proposed to be used as a new Healthcare Centre. These would provide a wide range of facilities including a number of health suites, physiotherapy, podiatry, dental surgeries, a pharmacy and a minor operations room. In addition, the northern part of Block 5 would comprise ancillary offices which would serve the Healthcare suite.

Retail and Commercial Floorspace

- 4.15 The scheme proposes 1391 sq m of retail and commercial floor space (Use Class A1 – A5), which would be located in Blocks 4, 5, 6 and 7, predominantly at ground floor level.
-

- 4.16 The southern parts of Blocks 4, 6 & 7 would have a small retail unit on the ground floor in each facing north into the courtyards (formed by the demolition of the fire damaged section of 4, 6 and 7). The northern part of Block 4 would provide a restaurant/ café use at ground floor level.
- 4.17 The southern part of Block 5 would comprise 483 sq m of restaurant uses. In particular, it is proposed that there would be a restaurant in the engine house, with amenity spaces in the boiler house. In addition, it is proposed that the upper levels (2 & 3) within the water tower are developed as a restaurant hospitality suite to make full use of the views and historic surroundings. There would be no change to the existing spiral staircase from ground floor, though as this is unsuitable for public access, a new steel and glass stair and lift is proposed, which would provide transparency and clarity between old and new.

Office

- 4.18 The scheme proposes 5,207 sq m of office floorspace to be located in Blocks 1 and 4. Block 1 is the best preserved of the eight maltings within the complex. The block is proposed to be converted into offices with a total floorspace of 4,754 sq m. The conversion of the building to offices will enable the structure to be preserved. Open plan office space will be provided to avoid the subdivision of the internal area. Block 1 has also been identified as the most appropriate to assemble and house the moveable industrial heritage associated with the Maltings process. The existing window openings pattern is also being retained and windows renewed to provide a basic level of energy conservation and weathertightness.

- 4.19 There is also a small area of office floorspace (453 sq m) proposed at 2nd floor level in Block 4.

Community

- 4.20 The central mess-room (Block 12) will be used as a community hall to promote the Maltings through interpretation signs and other exhibits. It will also be available for hire by local community groups. This conversion will not result in any significant change to the building.

Public Spaces

- 4.21 Demolition of the historic buildings is limited and will affect blocks 4, 6 and 7 where new public courtyards will be created in the most severely fire damaged areas. The demolition will not remove the walls completely but leave part of the lower storeys at various heights so that the former footprints of the buildings are clearly visible within the landscaping and external works treatment. The courtyards are a key proposal within the scheme, as they will achieve improved access to sunlight, good quality amenity space and a sense of place aided by the A1 (retail) and A3 (café/restaurant) active frontages. They also break up the unremitting pattern of alleys between each building which could create an inhospitable wind tunnel environment for a mixed use scheme of the type proposed.
- 4.22 The majority of the demolition of the former Maltings buildings would be within block 4, as the central part has been severely damaged by fire. The demolition of the central part of the listed building will create a new public courtyard, which will help to provide adequate daylight to the residential uses proposed in block 3. The courtyard will also provide amenity space.
-

- 4.23 Other communal areas of open space include an Ecological Area proposed to the North East of the site, and open space and play area within the new residential development to the East of the Maltings buildings. More details on the Ecological Area are provided in ES Chapter 9 on Ecology.

Car Parking

- 4.24 There are three areas of car parking proposed, totalling 806 car parking spaces. The main areas of car parking are detailed below:

The Maltings Buildings

- 4.25 Car parking is proposed at ground to third floor within Blocks 2 and 8. A total of 159 parking spaces would be created in each Malthouse. The existing floor and roof structure would be removed and a new internal car park structure would be erected. The existing windows would be retained and secondary internal louvers are also proposed, together with mechanical ventilation. Vehicular entry will be both from the northern and southern ends of the buildings with planting and a seeded earth bund.

New Build Car Park

- 4.26 The new build part of the Development includes a two level car park proposed to be built in the north-eastern part of the Site. The car park will provide 290 parking spaces over two levels. The proposed car park would be part cut into the ground and screened.

Surface Parking

- 4.27 In addition, there is a limited level of ground level parking proposed. 1 car parking space would be provided in the curtilage of buildings 10, 11, 13 and 14; 143 car parking spaces would be provided close to the perimeter site and 51 spaces in small courtyards within the proposed new residential area to the East of the Maltings buildings.

Access

- 4.28 Access to the site would be as existing along the right of way leading from Mareham Lane. No works to the access road or entrance are proposed as part of this application. The mixed use development is in a sustainable location for these uses, and would complement the existing town centre. The site is easily accessible by foot from the town centre and accessible by public transport.

Phasing

- 4.29 The Design and Access Statement details the phasing of the development, which it is anticipated would take place in eight phases over a five to six year period. The general principles include the following:
- The first phase would include general remedial and weather tightness works to the Listed Buildings.
 - The associated development comprising the new build residential to the East of the Maltings buildings would be constructed as an early or mid phase to help finance the later stages of the development.

5. PLANNING POLICY CONTEXT

- 5.1. In order to accord with Section 38(6) of the Planning and Compulsory Purchase Act 2004, an application for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.2. The relevant planning policy framework for this application comprises national, regional and local planning policy which is discussed in detail below.

National Policy Guidance

- 5.3. At a national level, the following guidance is considered to be relevant to the development of the Site:
- PPS1 – Delivering Sustainable Development (February 2005)
 - PPS3 – Housing (November 2006)
 - PPG 4 – Industrial, Commercial Development and Small Firms (November 2002)
 - Draft PPS4 – Planning for Sustainable Economic Development (2007)
 - PPS6 – Planning for Town Centres (March 2005)
 - PPS 7- Sustainable Development in Rural Areas (2004)
 - PPS9 – Biodiversity and Geological Conservation (October 1994)
 - PPG13 – Transport (March 2001)
 - PPG15 – Planning and the Historic Environment (1994)
 - PPS22 – Renewable Energy (August 2004)
 - PPS23 – Planning and Pollution Control (November 2004)
 - PPG24 – Planning and Noise (September 1994)
-

- PPS25 – Development and Flood Risk (December 2006)
- 5.4. The key matters pertinent to this application are summarised as follows:

PPS1 – Delivering Sustainable Development (February 2005)

- 5.5 PPS1 sets out Central Government's overall aims for the planning system and how it should operate in order to secure the delivery of sustainable development.

- 5.6 Paragraph 5 states that planning should '*facilitate and promote sustainable and inclusive patterns of urban and rural development by:*

- *Ensuring high quality development through good and inclusive design, and the efficient use of resources.*
- *Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.'*

- 5.7 The general approach to delivering sustainable development includes the following criteria:

- *Promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land. (Paragraph 27 Section 8)*
-

- *Enhance as well as protect biodiversity, natural habitats, the historic environment and landscape and townscape character. (Paragraph 27 Section 9).*
- 5.8 PPS1 also pays regard to design and confirms that:
- *Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning. (Paragraph 33).*
- 5.9 In addition paragraph 36 provides key design objectives that the Local Authorities should ensure developments meet, including that developments *'are visually attractive as a result of good architecture and appropriate landscaping.'*

PPS3 – Housing (November 2006)

- 5.10 PPS3 sets out the national planning policy framework for delivering the Government's housing objectives. The key goal addressed in PPS3 is to ensure that 'everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live' (Paragraph 9). To achieve this overall goal a number of objectives are stated in Paragraph 9, which are as follows:
- *To achieve a wide choice of high quality homes, both affordable and market housing to address the requirements of the community;*
 - *To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;*
-

-
- *To improve affordability across the housing market, including by increasing the supply of housing;*
 - *To create sustainable, inclusive, mixed communities in all areas, both urban and rural.*

5.11 These objectives are to provide the context for housing through development plans and planning decisions. To meet this overall aim, Para 10 states that the specific outcomes that the planning system should deliver include:

- *High quality housing that is well designed and built to a high standard;*
- *A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural;*
- *A sufficient quantity of housing taking into account need and demand and seeking to improve choice;*
- *Housing developments in suitable locations, which offer a range of community facilities and with good access to jobs, key services and infrastructure;*
- *A flexible responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate.*

5.12 Para 36 states that: *'In support of its objective of creating mixed and sustainable communities, the Government's policy is to ensure that housing is developed in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure'*. It also confirms that: *'The priority for development should be previously developed land, in particular vacant and derelict sites and buildings'*.

- 5.13 Para 71 states that: *'Where Local Planning Authorities cannot demonstrate an up-to-date five year supply of deliverable sites, they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69.'*

PPG 4: Industrial, Commercial Development and Small Firms (November 2002)

- 5.14 This Planning Policy Guidance sets out the Governments key aims to encourage continued economic development in a way which is compatible with its stated environmental objectives. Para. 2 highlights the important role the planning system plays in integrating environmental and economic objectives.

- 5.15 With regards Conservation and Heritage, Para 20 notes that: *'Special care should be taken in considering proposals to convert for commercial and industrial use buildings which are listed as being of special architectural and historic interest'.*

Draft PPS4: Planning for Sustainable Economic Development (2007)

- 5.16 The Department of Communities and Local Government published a consultation paper in December 2007. The draft PPS aims to raise the productivity of the UK, maximise job opportunities and build prosperous communities.

Planning Policy Statement 6 – Planning for Town Centres (2005)

- 5.17 PPS6 provides the current guidance in respect of proposals for town centres and new retail development. PPS6 seeks to ensure that

consumer choice is enhanced and that a wide range of services are provided, in a good environment and accessible to all. The Government's key objective is to promote the vitality and viability of town centres, and through this, support efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity (Paragraph 1.4).

- 5.18 With regards the appropriate scale of development, PPS6 states that the scale should relate to and complement the role and function of the centres within the wider hierarchy and the catchment area served (Paragraph 2.41).

PPS7 – Sustainable Development in Rural Areas (2004)

- 5.19 PPS 7 provides guidance on planning in rural areas, including country towns and the wider undeveloped countryside up to the fringes of larger urban areas. The Government's objectives for rural areas include:

- *raising the quality of life and the environment in rural areas; and,*
- *promoting more sustainable patterns of development.*

- 5.20 In order to promote more sustainable patterns of development, the Government seeks to:

- *Focus most development in, or next to, existing towns and villages;*
- *Discourage the use of Greenfield land, and, where such land must be used, ensuring it is not used wastefully.*

- 5.21 Para 1 of PPS 7 identifies the following Key Principles:

- *Good quality, carefully sited accessible development within existing towns and villages should be allowed where it benefits the*
-

local economy and/or community; maintains or enhances the local environment and does not conflict with other planning policies;

- *Accessibility should be a key consideration in all development decisions. Most developments which are likely to generate large numbers of trips should be located in or next to towns or other service centres that are accessible by public transport, walking and cycling*
- *New development in the open countryside should be strictly controlled; the Government's overall aim is to protect the countryside for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and so it may be enjoyed by all.*
- *Priority should be given to the reuse of previously developed sites, except in cases where there are no brown field sites available, or these brownfield sites perform so poorly in terms of sustainability considerations in comparison with Greenfield sites.*
- *All development in rural areas should be well designed and inclusive, in keeping and scale with its location, and sensitive to the character of the countryside and local distinctiveness.*

PPS9 – Biodiversity and Geological Conservation (October 1994)

- 5.22 PPS9 sets out the Government's national policies on the protection of biodiversity and geological conservation. The key points for consideration within this document are addressed in detail within the Environmental Statement.

Planning Policy Guidance 13 – Transport (2001)

- 5.23 PPG13 outlines National Government's objectives to integrate planning and transport at national, regional, strategic and local levels to

promote sustainable transport. As such, the primary objectives of PPG13 are:

- *To promote more sustainable transport choices;*
- *Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and*
- *To reduce the need to travel, especially by car.*

5.24 This document is addressed in detail within the accompanying Transport Assessment prepared by WSP.

Planning Policy Guidance 15 – Planning and the Historic Environment (1994)

5.25 PPG15 outlines the Government's objectives for the protection of the historic environment through the planning system. It seeks to conserve and enhance those important historical elements within the UK. Para 1.2 confirms that the objective of planning processes is to reconcile the need for economic growth with the need to protect the natural and historic environment.

5.26 Para 1.4 confirms that conservation and sustainable economic growth should be seen as complementary objectives and not in opposition to one another. In particular, *'Most historic buildings can still be put to good economic use in, for example, commercial or residential occupation. They are a valuable material resource and can contribute to the prosperity of the economy (.....) In return, economic prosperity can secure the continued and maintenance of historic buildings, provided that there is a sufficiently realistic and imaginative approach to their alteration and change of use, to reflect the needs of a rapidly changing world.'*

- 5.27 Para 3.8 states that: *'Generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority, this must mean economically viable uses if they are to survive, and new (...) uses will often necessitate some degree of adaptation'*.
- 5.28 In considering the re-use of a historic building, Para 3.10 of PPG 15 states that the reinstatement of the original use should be the first option, although it is recognised that *'not all original uses will now be viable or even necessarily appropriate.'* Para 3.9 states that *'Judging the best use (...) requires balancing the economic viability of possible uses against the effect of any changes they entail in the special architectural and historic interest of the building.'*
- 5.29 Para 2.18 states that: *'New uses may often be the key to a building's (...) preservation, and controls over land use, density, plot ratio, daylighting and other planning matters should be exercised sympathetically where this would enable a historic building or area to be given a new lease of life.'*
- 5.30 Para 3.13 states *Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. (...) and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted.'*
- 5.31 In relation to demolition of parts of listed buildings, Para 3.18 of PPG 15 states that:
'Where proposed works would not result in the total or substantial demolition of the listed building, or any significant part of it, the
-

Secretaries of State would expect the local planning authority to address the same considerations as it would in relation to an application in respect of alterations or extensions.'

5.32 With respect to Listed Building Consent, Para 3.4 confirms that *'Applicants for listed building consent will need to show why works which would affect the character of a listed building are desirable or necessary. Applicants should provide the local planning authority with full information, to enable them to assess the likely impact of their proposals on the special character or historic interest of the building and on its setting'*. In support of Listed Building Consent Application, the applicant has submitted the following:

- Justification Statement;
- Revised Conservation Statement – providing a historical overview and assessment of significance of Sleaford Maltings;
- Structural Survey;
- Detailed plans of the proposed works.

5.33 Para 3.5 of PPG 15 states that the issues that are generally relevant to the consideration of all listed building consent applications are:

- (i) *the importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms;*
- (ii) *the particular physical features of the building (which may include its design, plan, materials or location (which justify its inclusion in the list;*
- (iii) *the buildings setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby;*

(iv) *the extent to which the proposed works which would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings).*

5.34 Para 2.16 of PPG 15 provides guidance on the Setting of Listed Buildings. It confirms that local authorities when considering applications for planning permission or listed building consent for works which affect a listed building, to have special regards to certain matters including the desirability or preserving the setting of the building. Para 2.16 notes that *'The setting is often an essential part of the buildings character, especially if a garden or grounds have been laid out to complement its design or function. Also, the economic viability as well as the character of historic buildings may suffer and they can be robbed of much of their interest, and of the contribution they make to townscape or to the countryside, if they become isolated from their surroundings, e.g. by new traffic routes, car parks or other development.*

5.35 Regarding new buildings in proximity to historic buildings, Para 2.14 states that: *'In general, it is better that old buildings are not set apart but are woven into the fabric of the living and working community. This can be done, provided that the new buildings are carefully designed to respect their setting' (...)* *This does not mean that new buildings have to copy their older neighbours in details.*

PPS22 - Renewable Energy (August 2004)

5.36 The Government's policies for renewable energy, which planning authorities should have regard to when preparing Local Development

Documents and when making planning decisions are outlined in PPS 22. PPS22 requires planning authorities to promote rather than restrict the development of renewable energy resources. Local Planning Authorities (LPAs) can require a percentage of the energy to be used in new residential, commercial or industrial developments to come from on-site renewable energy developments.

- 5.37 Renewable energy and sustainability issues are discussed in the Sustainability Chapter of the ES submitted accompanying this application.

PPS23 – Planning and Pollution Control

- 5.43 The Government's policies on pollution control, both directly and indirectly, are outlined in PPS23 Air Quality, with particular reference to pollution control, is considered in detail within the ES

PPG24 – Planning and Noise (September 1994)

- 5.44 PPG24 outlines the Government's objectives for minimising the adverse impacts of noise. This document is specifically addressed within the Noise Chapter of the accompanying Environmental Statement.

PPS25 – Development and Flood Risk (December 2006)

- 5.45 PPS25 sets out Government policy on development and flood risk. It seeks to ensure that flood risk is taken into account at all stages of the planning process to avoid inappropriate development in areas at risk of flooding, and to direct new development to areas with the lowest probability of flooding.
-

- 5.46 Flood Risk issues are dealt within the relevant Chapter of the Environmental Statement, and the associated Flood Risk Assessment.

Regional Policy Guidance

Regional Spatial Strategy for the East Midlands Region (RSS8) (March 2005)

- 5.47 The Regional Spatial Strategy for the East Midlands (March 2005) replaced RPG 8, and covers the counties of Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire, and includes the unitary authorities of Derby, Leicester, Nottingham and Rutland. The application site is located within the Eastern Sub-area, which comprises Lincolnshire, Rutland, and the eastern parts of Nottinghamshire and Leicestershire. The RSS is a material consideration in determining this planning application, but provides spatial guidance rather than site specific detail.
- 5.48 In accordance with Government guidance, the core principle within the RSS is sustainability. In order to achieve this, the RSS provides a broad development strategy which identifies the scale and distribution of provision for new housing, transport, infrastructure, economic development, agriculture, energy, minerals and waste treatment and disposal across the region.
- 5.49 Policy 2 (Locational Priorities for Development) confirms that a sequential approach to the selection of land for development should be adopted in Development Plans, in accordance with the following priority order:
-

-
- *suitable previously development sites and buildings within urban areas that are or will be well served by public transport;*
 - *other suitable locations within urban areas not identified as land to be protected for amenity purposes;*
 - *suitable sites for locations adjoining urban areas, which are or will be well served by public transport, particularly where this involves the use of previously developed land; and*
 - *suitable sites in locations outside of (that is not adjoining) urban areas, which are or will be well served by public transport, particularly where this involves the use of previously developed land.*
- 5.50 Policy 3 (Sustainability Criteria) states that 'In order to assess the suitability of land for development and its locational requirements will need to be taken into account along with all of the following criteria.
- *The availability and location of previously developed land and vacant or under used buildings;*
 - *The accessibility of development sites by non car modes and the potential to improve such accessibility to town centre, employment, shops and services;*
 - *The capacity of existing infrastructure, including the highway network, public transport, utilities and social infrastructure (such as schools and hospitals) to absorb development;*
 - *Physical constraints on the development of land, including, for example the level of contamination, stability and flood risk;*
 - *The impact that the development of sites will have on the regions natural resources, environmental and cultural assets and the health of local people;*
 - *The likelihood that the site can be viably developed, taking into account the availability of resources (both public and private); and*
-

-
- *The suitability of sites for mixed use development and the contribution that development might make to strengthening local communities.*
- 5.51 Policy 7 states that in the Eastern Sub Area, development plans, LDFs, Local Transport Plans and economic policies should seek to achieve the:
- *Maintenance and enhancement of the roles of small and medium sized market towns as locally significant service and employment centres through the protection of existing retail and community facilities; and the support for sustainably located new housing and local employment generating development.*
- 5.52 Policy 17 states that Housing Provision for Lincolnshire for the period 2001-2021 should be made at 2750 per annum, though consideration should also be given to the Proposed Changes for Consultation in the East Midlands RSS (July 2008) below.

East Midlands Regional Spatial Strategy – proposed changes for consultation (July 2008)

- 5.53 The last review of RPG8 (RSS8 (March 2005) above) was not a complete review- those parts that were not revised include housing provision figures; target for new housing built on previously developed land; the sequential approach to encourage sustainable development and affordable housing. These matters are being re-examined in the current RSS review, which rolls forward the period covered by the RSS up to 2026, including the district level housing figures. The RSS Proposed Changes for Consultation was published in July 2008, following the examination and consideration of the Panel Report.
-

- 5.54 Para 3.1.5 of the draft RSS confirms that in a sub-regional context, one of the priorities in determining housing provision at a district level is strengthening the roles of Sleaford, Castor and Market Rasen. Policy 13 sets the provisional minimum annual housing provision rates for Lincolnshire as 2760 dwellings per annum between 2011-16 and 2800 dwellings per annum between 2011-16. For North Kesteven, the provisional rate is 550 units per annum between 2006-11; 560 units per annum between 2011-16 and 570 units per annum between 2016 and 2026.
- 5.55 Policy 22 states that LA, EMDA and Sub Regional Strategic Partnerships should work together on a Sub area basis to promote the vitality and viability of existing town centres, including those in rural towns. LPAs should within town centre bring forward retail, office, residential and leisure development opportunities and any other town centre functions as set out in PPS6, based on identified need.
- 5.56 Policy 27 states that across the region, and particularly in areas where growth or regeneration is a priority, development should promote the sensitive change of the historic environment. To achieve this Local Planning Authorities should encourage the refurbishment and reuse of disused or underused buildings of some historic or architectural merit and incorporating them sensitively into regeneration schemes.

Development Plan Policy Guidance

Lincolnshire Structure Plan (September 2006)

- 5.57 The overall aim of the Structure Plan is 'to improve the quality of life for those who live, work, visit and invest in Lincolnshire through the promotion of sustainable development.'
- 5.58 Guidance is given on the location of new development in Policies S2 and S3 of the Structure Plan. Policy S2 (Location of Development) states that 'A sequential approach to development of land should be adopted in accordance with the following order of priority:
- *Suitable previously developed land and buildings within the major settlements which are, or will be, well served by public transport and area accessible to local facilities;*
 - *Other suitable locations within the major settlements not identified as land to be protected for amenity purposes;*
 - *Suitable land and buildings adjoining major settlements which are, or will be, well served by public transport and area accessible to local facilities, particularly where this involves the use of previously development land; and*
 - *Suitable land and buildings are adjoining major settlements but well related to established rural settlements which are, or will be, well served by public transport, particularly where this involves the use of previously developed land.*
- 5.59 Sleaford is identified as a 'main town' and therefore is considered to be a Major Settlement in Lincolnshire. Policy S3 states that Development in the Major Settlements should in the following priority order:
- *Locate significant amounts of development in the Lincoln Policy Area;*
-

-
- *Locate appropriate development, though of a lesser scale, in Boston and Grantham, then*
 - *Provide for the development needs of the main towns (including Sleaford),*
 - *Then meet the development needs of the small towns.*
- 5.60 Para 5.7 identifies the key aims of the Structure Plan in distributing development as:
- *To concentrate more development in the major settlements, in line with the sequential approach (...), both to achieve a more sustainable pattern of development and support economic regeneration where appropriate;*
 - *To limit the level of development in the open countryside and smaller settlements to that which meets local needs;*
 - *To take account of the concerns of the RSS about the level of growth in the south of the County, whilst supporting functions of its major settlements.*
- 5.61 The Structure Plan also gives guidance of the level of housing provision expected in the County. Based on RSS 8 (2005), Policy H1 confirms over the period 2001-2021, housing provision for North Kesteven would be made for 400 dwellings per year (8,000 over the period). In Sleaford, this equates with 1,800 over the period, with 85 per annum. (NB/ This target has been increased in the East Midlands RSS-Proposed Changes for Consultation July 2008).
- 5.62 Para 5.16 states that the population of Sleaford grew by 39% between 1991 and 2001, the fastest rate of growth of any town in Lincolnshire. This appears to reflect its relatively good transport links but has not been matched by the growth in town centre services. The housing
-

-
- provision in Sleaford is therefore sufficient to maintain and consolidate its Main Town role.
- 5.63 Table 6.2 (Lincolnshire Hierarchy of Town Centres) identifies Sleaford as a Main District Centre. Policy E4 confirms that town centres will continue to be the main focus for the development of retail, leisure, office, higher density residential development, mixed use development and other service facilities in accordance with the overall spatial strategy and hierarchy of town centres.
- 5.64 Policy NE1 states that *'Planning permission will not be granted for development in the open countryside unless it is considered by the local planning authority to be essential to that location, and therefore cannot be located at a settlement, or, it is in accordance with other structure plan policies'*. Para 8.7 confirms that the purpose of this policy is to facilitate sustainable development, to preserve the countryside for its own sake, and to safeguard the highest quality agricultural land from inappropriate development that could be better located elsewhere.
- 5.65 Policy NE7 confirms that with regards to historic landscapes, development must be appropriate to the character of the landscape within which it is situated, and contribute to its conservation, enhancement or restoration, proposals will be assessed in relation to:
- *Both statutory and local designation of landscape features;*
 - *Local distinctiveness and sense of place;*
 - *Historic character, patterns and attributes of the landscape;*
 - *The layout and scale of buildings and designed spaces;*
 - *The quality and character of the built fabric;*
 - *The condition of the landscape;*
 - *Biodiversity and ecological networks within the landscape;*
-

- *Public access to and community value of the landscape*
 - *Remoteness and tranquillity*
 - *Visual intrusion;*
 - *Noise and light pollution*
- 5.66 Policy NE8 states that *'Where development of agricultural land is unavoidable, areas of poorer quality land should be used in preference to higher quality land except where sustainability considerations indicate otherwise'*.
- 5.67 Policy BE3 states that *'Provision will be made to ensure that the character and appearance of the historic built environment is protected and/or enhanced, in particular: listed buildings will be protected from demolition, inappropriate alteration or other adverse change to their character or setting'*.
- 5.68 Policy BE6 refers to Enabling Development in relation to Heritage Assets. It states that *'there will be general presumption against development put forward as a way of enabling the preservation and conservation of a heritage asset, unless it can be demonstrated that the following criteria will be met:*
- *The enabling development will not materially detract from the archaeological, architectural, historic, landscape or biodiversity interest of, or materially affect the setting of, the heritage asset;*
 - *The proposal avoids detrimental fragmentation of the management of the heritage asset;*
 - *The enabling development would secure the long term future survival and appropriate maintenance and repair of the heritage asset, and where applicable its continued use for a sympathetic purpose.*
-

- *The need for enabling development arises from the inherent needs of the relevant heritage asset rather than the circumstances of the owner or any purchase price paid for the heritage asset;*
- *Sufficient financial provision for appropriate preservation and conservation of the heritage asset is not available from any other source;*
- *The amount of enabling development is the minimum necessary to secure the long term future of the heritage asset, and its form and nature minimises any adverse effects on the heritage asset;*
- *The value of benefit of the resultant preservation and conservation of the heritage asset outweighs the long term cost to the community of providing the enabling development.*

North Kesteven Local Plan (2007)

5.69 The North Kesteven Local Plan was adopted in 2007, and at Para 2.2 sets the following objectives:

- *A good quality of life for all residents*
- *A thriving and prosperous economy*
- *A clean green and safe environment*

5.70 Para 2.6 confirms that The Council with a few exceptions seeks to achieve a sustainable form of development, concentrate new development into existing settlements and in particular will use larger settlements as the focal points for housing, jobs, shopping, leisure, services and public transport.

5.71 Para 2.16a identifies Sleaford as a first tier town (Outside of the Lincoln Policy Area) and notes that it is the only free standing town within the District. It offers:

-
- A wide range of employment opportunities, and has significant potential to offer more;
 - Primary, secondary and adult/ tertiary education;
 - Significant services (daily and weekly shopping, specialist shops, financial and offices services, medical services, and a wide range of community and recreational facilities;
 - Excellent opportunities for travel by public transport, cycle and on foot;
 - Significant opportunities for the re-use of previously developed land and buildings.

5.72 Para 2.17a identifies Sleaford as the first choice for development in the part of the District that does not fall within the Lincoln Policy Area. It notes that *'In identifying land for housing or employment, the Council will focus on Sleaford, and will encourage windfall housing and employment developments. It will also be the main location for further investment in shopping, educational, social, health, leisure and community services. Public transport services from the surrounding rural parts of the District are focussed into Sleaford and consequently these facilities, although centralised, will be accessible to all sections of the community. In identifying sites for development and in considering proposals for windfall development, preference will be given first to:*

- *Previously developed land and buildings within Sleaford's curtilage*
- *Extensions to the settlement.*

5.73 The Maltings are located within the Sleaford Settlement Curtilage and the eastern part of the Site is located just outside of the Settlement Curtilage. Policy C1 refers to Development within Settlement Curtilages and states the following:

'Planning permission will be granted for development proposals within settlement curtilages (as shown on the Proposals Map), provided that they:

- 1. Will not adversely affect the character or appearance of the area;*
- 2. Will not set a precedent for further similar development that would collectively cause adverse effects; and*
- 3. Are in keeping with the locational strategy.'*

5.74 Policy C2 refers to Development in the Countryside and states the following:

'Planning permission will be granted for development in the countryside (as shown on the proposals map), provided that it:

- will maintain or enhance the environmental, economic and social value of the countryside;*
- Will protect and, where possible, enhance the character of the Countryside;*
- Cannot be located within or adjacent to a settlement;*
- Will not attract or generate a large number of journeys, and is located to provide opportunities for access by public transport, walking or cycling.*

5.75 Para 3.9 confirms that the Council considers that development in the countryside must be strictly controlled, in order to avoid:

- Changing the countryside's open and uncluttered nature;*
 - Creating a pattern of development that is not accessible to all sections of the community;*
 - Creating a pattern of development where journeys will be of greater length, and where people will have little choice about how they travel;*
 - Creating a pattern of development that cannot be serviced effectively.*
-

-
- 5.76 Para 3.11 confirms that the Council will seek to reduce dependence on the private car by ensuring that all new development in the countryside will be located to provide opportunities for access by public transport, walking and cycling, or accessibility will be improved as part of the development. Similarly the Council will seek to ensure that development is located, designed and landscaped to respect the established character of the area, reinforces local distinctiveness and makes a positive contribution to its surroundings.
- 5.77 Policy C4 (Infrastructure Provision by Developers) states that: *Planning permission will be granted for proposals that generate a need for additional facilities, services or infrastructure directly which are related to the development, provided that:*
- i) the proposals are on allocated sites or area acceptable under other policies in the Plan*
 - ii) the necessary additional facilities, services or infrastructure are fairly and reasonably related in scale and kind to the proposed development, and will be provided as part of the development proposals or through financial contributions from the developers for the fair and reasonable costs of that provision, negotiated by way of a planning obligation.*
- 5.78 Policy C17 refers to Design, and states that Planning Permission will be granted for development, *only if it will:*
- Reinforce local identity and*
 - Not adversely affect the character and appearance of its surroundings; and*
 - Existing site features that contribute positively to the character or appearance of the area are retained and are satisfactorily incorporated into the design;*
-

- *The proposal responds satisfactorily to its context in terms of its layout, scale, massing, height, density, detailing, external appearance and use of materials, and*
- *The proposal has a cohesive character, and adds interest and vitality to its surroundings.*

5.79 Policy C18 (Landscaping) states that Planning permission will be granted for development provided that appropriate provision is made for high quality landscaping which will:

- a) protect and enhance the existing landscape and townscape character;*
- b) satisfactorily integrate the development with its surroundings;*
- c) protect the amenities of occupiers of the development and of nearby occupiers;*
- d) retain and incorporate key landscape features on the site;*
- e) provide appropriate levels of open space within the development*

5.80 Policy H1 relates to Housing Provision in North Kesteven:

The Local Plan provides for the development of 8000 dwellings in the period 2001-2021. They will be distributed throughout the district in the following way:

(...)

Sleaford – 1700 dwellings

(...)

Planning permission will be granted for the residential development of land only if:

- a) the site is allocated for housing development in the local plan; or*
- b) it is proposed on previously developed land, or the applicant can demonstrate that there is no suitable alternative is available on previously developed land; and*

-
- c) it complies with the criteria identified in the locational strategy set out in the Local Plan; and*
- d) it complies with the housing requirements set out in the table in paragraph 4.10.*
- 5.81 The table in Para 4.10 sets out the Housing Requirements and Housing Supply in Sleaford between 2001- 2021, based on the Structure Plan requirements.
- 5.82 Policy H4 (Public open space provision in new residential developments) states that Planning permission will be granted for new housing development provided that provision is made for public open space to at least the following standards:
- *5 sq m of amenity space per person*
 - *8 sq m of children's play space per person*
 - *16 sq m of outdoor sports facilities per person*
- 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.
- 5.83 Policy H5 (Affordable Housing) states that *'The Council will require the provision of 35% of dwelling units on new developments as affordable housing, where:*
- The development will create 5 or more dwellings or involves a site of 0.3 hectares or more; and*
- *a local need for affordable housing has been identified in the Council's Housing Needs Study or through another survey, the format and findings of which the Council has agreed; and*
 - *the site is within a reasonable distance of local services and facilities and public transport services;*
-

-
- *the provision of affordable housing will not prejudice the economic viability of the development, or the realisation of other planning objectives which would outweigh the provision of affordable housing.*
- The Policy also notes 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 development. (...).'*
- 5.84 Para 5.3 states that: *'It is proposed that most employment development will be concentrated in Sleaford and North Hykeham, and the service villages in accordance with the locational strategy.*
- 5.85 Policy E3 (Major Office Development) states that; *'Planning permission will be granted for new development or a change of use to office accommodation provided that potential sites are selected in accordance with the following search sequence:*
- *Locations in existing town centres of North Hykeham and Sleaford or allocated employment development sites;*
 - *Edge of centre sites in those existing centres which area or will be well connected to the centres;*
 - *Out of centres sites, with preference given to sites which area or will be well served by a choice of means of transport and which are close to the centre and are likely to form links with the centre.*
 - *Preference will be given to proposals which make better use of previously-developed land and buildings, and to sites that are well served by public transport'.*
- 5.86 Policy R1 outlines the criteria for determining the location of town centre uses:
- Planning permission will be granted for retail, service, indoor sport and recreation and entertainment developments within an existing town*
-

centre provided that it is of a type and scale that is appropriate to the role of the particular centre, in accordance with the following sequential approach to site selection:-

(i) development is directed firstly to existing centres where an identified need is to be met; (ii) if no suitable sites are found in existing centres then edge of centre locations and finally out of centre sites will be considered.

The identified sites in North Kesteven are:

1. Sleaford Town Centre (as defined on the Proposals Map)
2. The established centres in North Hykeham; and
3. The centres of the service villages

Planning permission will be granted for such development outside of these centres only of:

- a) a clear need for both the proposed development and the proposed form of development has been demonstrated;
 - b) it has been shown that there are no suitable sites within an appropriate centre;
 - c) the site proposed is the closest to an appropriate centre that is suitable and can reasonably be made available for the type of development proposed;
 - d) Adequate measures are to be taken to ensure that the development is accessible by public transport, foot and bicycle and
 - e) The proposed development will not (either by itself or in conjunction with other proposals that have been permitted or can reasonably be anticipated) harm the vitality and viability of any of the Districts established town and service centres, or any centre in an adjacent District; or
 - f) The development proposed is minor in scale and caters exclusively for the locality, rather than depending on a wider catchment for its viability.
-

-
- 5.87 Policy T1 (Accessibility to Developments) states that Planning permission will be granted for development only if :
- *Adequate and effective measures are taken to facilitate access by all modes of transport, with particular emphasis on enabling and promoting safe and convenient access by public transport, walking and cycling; or*
 - *The sites location and the infrastructure serving it are satisfactory or can be made satisfactory as part of the development.*
- 5.88 Policy T5 (Parking Provision) Planning permission will be granted for proposals that include provision for the off street parking of cars, bicycles and motorbikes in accordance with the Councils adopted Parking Standards.
- 5.89 With regards development affecting listed buildings, Policy HE4 states that '*Planning permission will be granted for proposals involving the removal of the whole or substantially all of a listed building, provided it can be demonstrated that: 1. The building is beyond reasonable repair; 2. Every reasonable effort has been made to continue its current use or find a compatible alternative use that would allow for the building's retention.* Policy HE5 states that planning permission will be granted for proposals that will not adversely affect the setting of a listed building. Policy HE6 states that:
Planning permission will be granted for proposals to extend, alter or change the use of a listed building provided that they will not adversely affect the building's special architectural or historic interest.

Local Development Framework

- 5.90 NKDC have primarily been concentrating on the preparation and adoption of the Local Plan and, as such, any work on the Local Development Framework has been limited. The Preferred Options
-

consultation on the Core Strategy and Housing Allocations DPD is likely to be in 2009.

- 5.91 The most recent Annual Monitoring Report was published in 2008. This confirms that the annual build rates for housing increased to 605 units in the year to 31 March 2008 (from 584 in the year to 31 March 2007). Construction levels therefore further exceed the requirements set by the emerging Lincolnshire Structure Plan of 400 units per year, for the period 2001 to 2021. However Para 4.2.4 of the AMR states that: *'The draft RSS proposes much increased housing figures and it will be necessary to allocate more land through the LDF process to meet the requirements set for the District'*.

Sleaford Maltings Supplementary Planning Document

- 5.92 The Sleaford Maltings Supplementary Planning Document (SPD) has been prepared and was adopted by NKDC in August 2006. The SPD sets out the parameters for re-use and redevelopment of the Site.
- 5.93 Specifically, the SPD aims to:
- *'Preserve the site, prevent inappropriate alteration and prevent demolition of any significant part of the complex unless it has been fully justified;*
 - *Promote a comprehensive mixed use development of the whole site which makes the most of the existing features and protects against ad hoc proposals that may prejudice this aim;*
 - *Set out the physical and policy parameters that would influence the development; and*
- 5.94 This SPD forms a fundamental consideration in the assessment of the application proposals and, as previously outlined, has largely dictated
-

the scheme. It should be noted that Block 1 is referred to in the SPD as Block 2 and Block 3 as Block 2.

5.95 Para 3.1 of the SPD sets out a number of Design Criteria for the conversion of the existing buildings, and the Local Authority will apply these criteria in considering any proposals. The Design Criteria are summarised as follows:

- *Restoration and retention of all the perimeter buildings to preserve long views and the symmetry of the Maltings elevations in the landscape, including restoration of all fire damaged buildings facing the South. Materials used should match that elsewhere on the Site.*
- *Demolition within the Site might be accepted, where the developer can demonstrate that it is essential to their scheme and that no alternative solution is possible. However, any demolition should be as limited as possible. In considering any proposals for demolition, the Council will want to ensure that elements of the characteristic spaces found in the relationship between blocks are maintained.*
- *Existing original openings (e.g. windows and doorways) should be retained in their present form, although minimum alteration will be accepted where essential to provide access and amenity. Any approved openings must fit within the existing architectural pattern, design and symmetry.*
- *Surviving and original materials in external areas (eg cobbles, railway tracks) should be retained, and NKDC will not support proposals for widespread replacement.*
- *Changes to the internal layout of the blocks to allow for the introduction, for example, of new means of access will be considered favourably as long as the special interest is preserved.*
- *Schemes which avoid subdivision of spaces will be welcomed. Where subdivision of spaces is required, schemes which involve a minimum of intervention into the existing building spaces and fabric will be*

welcomed. The reuse of Block 2 (or Block 3) should develop a solution which does not involve subdivision of the internal spaces.

- Where Blocks (with the exception of either Block 2 (or Block 3), retain elements of their original equipment, their removal and relocation elsewhere in the complex will be allowed, although schemes which are able to retain these items of original equipment in situ will be supported.

5.96 Para 3.2 states, with regards to enabling development, the importance of the views from the south would mean that no enabling development would be appropriate in this location which affected the view of the buildings. If space is required for car parking, it might be accommodated in this area provided particular attention is paid to landscaping to minimise the impact of parked vehicles. Any large scale development in the open countryside will need to be justified as a departure from the development plan.

5.97 Para 3.3 states that 'Access to the site will be a key issue to resolve. A traffic model prepared by Lincolnshire County Council has shown that development of the Maltings would require the following:

- A light controlled junction onto Mareham Lane;
- A bridge over the railway line providing a link to Boston Road;
- The upgrade of the access road from Mareham Lane to the Maltings to an adoptable standard capable of acting as a primary access road.

Preference will be given to schemes that do not involve the relocation or alteration of the historic entrance.

5.98 Para 3.6 states that: '*These works will ensure that congestion at the level crossing will be reduced and that redevelopment could take place on land to the West of the Maltings and to the north of the railway line. The link road would result in benefits to traffic and pedestrian*

circulation around Sleaford and affect the development potential for land to the north of the railway line'.

5.99 The SPD states that; *'As a brownfield site close to the established town centre of Sleaford, the development would achieve the aims of sustainable development within the main settlement curtilages'*. Para 4.4 confirms that to take advantage of the location of the site close to Sleaford Town Centre, a number of uses would be appropriate to support the existing town centre and the spirit of Policy R1.

5.100 Section 5 addresses the future uses of the Maltings. It confirms that a mixed use development would offer the most benefits for Sleaford, but that the Council would not wish to prescribe the mix of uses. It considers that; *'Proposed new town centre uses at the Maltings site should enhance or have a positive impact on the vitality and viability of Sleaford Town Centre'*.

5.101 Para 5.2 identifies possible future uses as: retail, cultural and leisure uses; business and employment uses; office development (provided consistent to the scale and function of the centre); residential uses (subject to the provision of affordable housing and the design of the public realm); non residential institutions and cultural uses (such as doctors, dentists, health centres and surgeries, nurseries, libraries, etc).

5.102 Para 6.1 confirms that the scale and complexity of the site means that the Council will need to be clear about the way in which any development proposal contributes to the development of a sustainable future for the site. This will be achieved ideally by the development of a comprehensive plan. This should show how the overall design proposals will be carried forward, how access arrangements will be

provided and the mix of uses proposed. It should also show the overall phasing of development.

Affordable Housing Supplementary Planning Document

5.103 The Affordable Housing Supplementary Planning Document was adopted in September 2008. The SPD is supplementary guidance to Policies H5 and H6 of the adopted North Kesteven Local Plan 2007 and is a material consideration in the determination of planning applications.

5.104 Para 16.3 states that *'In rare and exceptional circumstances, the Council may accept such on site provision may not be viable. Where the prospective developer believes that such a level of contribution will prevent development, he may provide evidence to the Council to demonstrate the economic case for an exception to be made. The prospective developer should state what level of affordable housing is appropriate'*. Para 16.4 continues: *'However in practice, 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'*.

5.105 Para 17.2 confirms that the Council will negotiate a mix of affordable housing sizes to address needs. Table 11.1 of the Housing Needs Study (2005) confirms that two thirds of the affordable housing need is for smaller one and two bed dwelling units and approximately one third is for three and four bedroom units.

5.106 Para 17.3 confirms that the most appropriate tenure type is RSL managed social rented affordable housing, but at Para 17.4, it is

confirmed that an element of 'intermediate' housing will also be acceptable.

5.107 Para 19.1 confirms that affordable housing should be well integrated within the overall design of the wider housing development.

Other Guidance

Enabling development and the conservation of heritage assets, English Heritage (Policy Statement)

5.108 English Heritage believes that there should be a general presumption against enabling development, which does not meet all the following criteria:

- *The enabling development will not materially detract from the archaeological, architectural, historic, landscape or biodiversity interest of the asset, or materially harm its setting;*
- *The proposal avoids detrimental fragmentation of management of the historic asset;*
- *The enabling development will secure the long term future of the heritage asset, and where applicable, its continued use for a sympathetic purpose;*
- *The problem arises from the inherent needs of the heritage asset, rather than the circumstances of the present owner or the purchase price paid;*
- *Sufficient financial assistance is not available from any other source;*
- *It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset, and that its form minimises disbenefits;*

-
- *The value or benefit of the survival or enhancement of the heritage asset outweighs the long term cost to the community (i.e. the disbenefits) of providing the enabling development.*

5.109 If the scheme of enabling development meets all of the criteria, English Heritage believes that planning permission should only be granted if:

- *The impact of the development is precisely defined at the outset, normally through the grant of full rather than outline planning permission;*
- *The achievement of the heritage objective is securely and enforceably linked to it.*
- *The heritage asset is repaired to an agreed standard, or the funds to do so made available, as early as possible in the course of the enabling development, ideally at the outset and certainly before completion or occupation.*
- *The planning authority closely monitors implementation, if necessary acting promptly to ensure a satisfactory outcome.*

6. MATERIAL PLANNING CONSIDERATIONS

- 6.1. These Planning and Listed Building Consent Applications propose the restoration and redevelopment of the former Bass Maltings site in Sleaford and surrounds.

The Application Site

- 6.2. The former Bass Maltings complex at Sleaford is an outstanding nationally important group of buildings. The Maltings buildings however are in need of restoration, repair and reuse, and are currently on the Buildings at Risk Register. Overall, four of the eight malthouses have been damaged to some degree by fire. Furthermore, in the process of converting the buildings for alternative uses, most of the buildings have been altered to some extent. In addition, a few of the upper floors are damaged in parts by water ingress.
- 6.3. As previously detailed, since the decline of malt production, the Site has been used for a variety of purposes, including the rearing of chickens, vegetable processing and freezing and an upholstery business. The Site is currently used for storage and driver training. The current uses do not maximise the potential of the buildings or the site and are not focussed on their restoration. The re use and restoration of the site represents a major regeneration opportunity close to the centre of Sleaford.

Background to the Proposed Redevelopment

- 6.4. For a number of years, the Sleaford Maltings Project Development Group, led by North Kesteven District Council and working with other interested parties, have undertaken a great deal of historical research, consultation and work on the assessment of impact, culminating in the
-

publication of the Sleaford Maltings SPD in August 2006. The background work includes:

- *Bass Maltings, Sleaford: Regeneration Proposals for Phoenix Trust – Feasibility Study Report: November 2003*
- *Sleaford Maltings Framework Report, Revision 3, November 2005 (Author Allen Tod Architecture- for Sleaford Maltings Partnership), including a Condition Statement and Historic Buildings Report.*
- *Traffic Study*
- *Ecology Report*
- *Contamination Study*
- *Access Study*
- *Sustainability Study*

- 6.5. Public consultation was undertaken by the Sleaford Maltings Partnership in 2005 and by NKDC in 2006 during the preparation of the SPD, which sets out the framework for redevelopment of Sleaford Maltings. NKDC undertook a two-day exhibition at the Site to gain public feedback, which resulted in 500 questionnaires being returned.
- 6.6. Gladedale has also undertaken considerable consultation on the application scheme, including public events in late 2007. Although some people wished to see more leisure and retail facilities proposed as part of the redevelopment, almost all supported the restoration and reuse of the Maltings. The Statement of Community Involvement, prepared by the Princes Foundation, gives further detail on the public consultation.
- 6.7. In addition to the public consultation, pre-application discussions have also been undertaken with various statutory and non-statutory bodies, including:
-

- 6.8. English Heritage have had ongoing involvement in the development of the scheme proposals regarding the preliminary design and scope of work to be undertaken to support the planning application. Details of the consultation with English Heritage and resulting design changes are given in the Design Statement. Whilst English Heritage have raised concerns about certain design issues, they are broadly supportive of the intention to repair and reuse the former malting buildings. They have had particular influence over car parking as the proposal to convert two of the existing blocks into car parking was their preferred option instead of building a sizeable multi-storey car park.
- 6.9. Natural England have been consulted as part of the of the EIA process in regard to landscape impact assessment and ecology. The ecological area is proposed as a result of the consultation with Natural England.
- 6.10. The Environment Agency (EA) have been thoroughly involved in advising on various environmental aspects of the scheme, in particular with regards to flooding, drainage, surface water quality and surface water resources, as well as ecology and nature conservation.
- 6.11. Lincolnshire County Council
Lincolnshire County Council have been consulted and provided comments on various aspects of the scheme.
- 6.12. North Kesteven District Council have been involved in the design process via extensive pre-application discussions.
- 6.13. East Midlands Design Review Panel have provided input into the scheme, and their comments have been taken on board in the design of the new build residential development.
-

Enabling Development

- 6.14. Successful redevelopment will, however only be achieved from a viable project that is capable of funding the significant costs associated with the restoration of the historic buildings, in line with the requirements of the SPD and English Heritage. Therefore, whilst any proposals for the site must respect the character and setting of the Grade II* and Grade II Listed buildings, they must also be viable. In order to contribute towards funding the restoration and redevelopment of the Maltings buildings, a small element of associated new build residential development is proposed on land to the East of the Maltings Buildings.
- 6.15. This Planning Statement explains that, in its own right, the new build development is in conformity with Development Plan Policies. Notwithstanding the above, should the Council determine that there is a conflict, then the applicant also feels that there is a supportable case for enabling development, and has submitted the necessary information in support of this. This is:
- *Survey drawings and reports showing the existing form of the buildings and how they have developed through time;*
 - *Conservation Statement, defining all aspects of significance of the buildings and their landscape, their vulnerability and guidelines for sustaining their significance*
 - *Options appraisal*
 - *Evidence of market testing*
 - *Proposals, defined in sufficient details to understand the impact on the heritage asset;*
 - *Heritage Impact Assessment- contained within the Environmental Statement in particular Chapters 4 (Landscape and Visual Impact); 5 (Built Heritage) and 6 (Archaeology).*
-

- *Confidential Development Appraisal for the option proposed;*
- *Section 106 Statement*

6.16. As detailed above, the Planning and Listed Building Consent Applications are supported by a Viability Statement and confidential Development Appraisal which sets out the viability of the scheme. Given the exceptional costs associated with the restoration of the historic Listed Maltings buildings, the viability of the scheme is considered to be a material consideration in the determination of this application, particularly in respect to any requirement for S106 contributions, such as towards affordable housing and open space provision.

7. PLANNING POLICY ASSESSMENT

Suitability of the Site for Development in Principle

Former Bass Maltings buildings

7.1 The Former Bass Maltings is previously developed land and, as such takes priority for reuse, particularly for new housing.

7.2 As identified previously, the majority of the site, including the listed Maltings buildings, are located within Sleaford Settlement Curtilage. Therefore Policy C1 of the North Kesteven Local Plan is relevant, which states:

'Planning permission will be granted for development proposals within settlement curtilages (as shown on the Proposals Map), provided that they:

- 1. Will not adversely affect the character or appearance of the area;*
- 2. Will not increase the pressure for similar development; and*
- 3. Are in keeping with the provisions of the locational strategy.'*

7.3 With regards (1), the proposed development will enhance the character and appearance of the area by restoring the fabric of the historic buildings. The appearance of the Site will be also enhanced by its greater usage and removal of unsightly uses such as storage. With respect (2), the proposals have been developed in a specific context of the historic buildings in need of reuse and restoration and will therefore not increase pressure for similar development. Finally, the proposed development is considered to be in keeping with the provisions of the locational strategy, outlined in the Local Plan, which at Para 2.17a identifies Sleaford as the first choice for development

(outside of the Lincoln Policy Area) and confirms that preference for new development should be given first to previously developed land and buildings within Sleaford's curtilage. As the majority of the application site is brownfield and located within Sleaford's curtilage, it is considered that the proposal meets this requirement. Furthermore, the principle of the redevelopment of the site is set out in the Sleaford Maltings SPD. In summary, it is considered that proposed redevelopment of the Maltings buildings is in accordance of Policy C1 of the Local Plan and Sleaford Maltings SPD.

Land East of the Maltings Buildings

7.4 As identified previously, the eastern part of the application site, comprising the proposed two level car park and construction of 24 houses would be located outside of the Sleaford settlement boundary. Development in this area is necessary as that part of the Site within the curtilage of Sleaford is heavily constrained by being entirely occupied by historic buildings. In addition, only a small amount of the proposed development proposed as part of this planning application, is outside the settlement curtilage, it is an area already closely related to development, which is immediately adjacent to the settlement boundary and visually closely linked to the huge Maltings buildings.

7.5 Policy C2 of the Local Plan is relevant, which states:

'Planning permission will be granted for development in the countryside (as shown on the proposals map), provided that it:

- will maintain or enhance the environmental, economic and social value of the countryside;*
- Will protect and, where possible, enhance the character of the Countryside;*

-
- *Cannot be located within or adjacent to a settlement;*
 - *Will not attract or generate a large number of journeys, and is located to provide opportunities for access by public transport, walking or cycling.*
- 7.6 With respect to (1), it is considered that the proposal would maintain the environmental, social and economic value of the countryside, given that the development would achieve the overall objective of Policy C2, which is outlined in Paragraph 3.9 of the Local Plan. Paragraph 3.9 confirms that development in the countryside must be strictly controlled, in order to avoid:
- *Changing the countryside's open and uncluttered nature;*
 - *Creating a pattern of development that is not accessible to all sections to the community;*
 - *Creating a pattern of development where journeys will be of greater length, and where people will have little choice about how they travel; and,*
 - *Creating a pattern of development that cannot be serviced efficiently.*
- 7.7 With respect to these policy objectives, it is considered that the proposed development outside the settlement curtilage is not in conflict with them. As the site is located predominantly within the settlement curtilage and with only a small part of the site immediately adjacent to the boundary, it is not envisaged that the proposal would have a significant impact on the countryside's open nature. The part of the site outside of the settlement curtilage appears disused, and given the site constraints, is unlikely to make a significant contribution to agriculture in the future. Furthermore, it is considered that the development would be accessible by all sections of the community, and would not result in longer journeys where people would have little
-

-
- choice about how they travel, given it is located in a sustainable location within and immediately adjacent to Sleaford, within walking distance of the town centre and railway station, and is easily accessible by public transport, on foot and by bicycle. The proposed 24 new build dwellings would be as accessible and integrated as The Maltings part of the scheme with the same links and accessibility. Lastly the development would benefit from the same access arrangements from Mareham Lane as the rest of the development at Sleaford Maltings, and therefore it is anticipated that the servicing arrangements for the 24 dwellings would be more than sufficient.
- 7.8 With regards to criteria (2) of Policy C2 of the Local Plan, it is not envisaged that the proposed development would have a significant impact on the countryside's open nature, given its location immediately adjacent to Sleaford settlement curtilage, the modest scale of the development proposed, and the position and form of the proposed landscaping. It is therefore considered that the proposal would have a neutral impact on the character of the countryside, as well as achieving the overall objective of Policy C2. With respect to criteria (3) of Policy C2 of the Local Plan, the proposed development would be located immediately adjacent to the Sleaford settlement boundary, and therefore it is considered that the proposed development therefore complies with this part of the policy.
- 7.9 With respect of criteria 4 of Policy C2, it is not envisaged that the part of the scheme, immediately outside of the settlement boundary, would attract or generate a large number of journeys, particularly given its modest scale and location immediately adjacent to the facilities and services that would be provided at Sleaford Maltings. The site is located in a sustainable location, and as detailed above, immediately adjacent to Sleaford settlement curtilage, within walking distance of
-

the train station and Sleaford town centre and easily accessible by public transport, by foot and by bicycle. The proposal is therefore considered to be consistent with this criterion.

- 7.10 Therefore given the sites position immediately adjacent to the settlement curtilage of Sleaford and the sustainable location of the site, it is considered that the proposal is consistent with the aims and objectives of Policy C2 of the Local Plan.

Need for the Development

- 7.11 According to PPG 15 - Planning and the Historic Environment (1994) (Para. 3.10), the original use should be the first option when considering re-using historic buildings, although it is recognised that *'not all original uses will now be viable or even necessarily appropriate.'* The nine Maltings buildings and associated Mess houses are no longer needed for and have no prospect of returning to their original use. Whilst industrial uses on the site have continued, these uses have not and would not be likely to secure the long term upkeep and restoration of the Maltings buildings, in particular the fire damaged buildings. At Para 2.18, PPG 15 confirms that:

'New uses may be the key to a building's preservation (...) Generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority, this must mean economically viable uses if they are to survive, and new (...) uses will often necessitate some degree of adaptation.'

In line with PPG 15, the buildings need to find new economically viable uses to ensure their long term maintenance.

- 7.12 The Council's Sleaford Maltings SPD prescribes a mixed use development and suggests several uses (detailed in paragraph 5.100),
-

-
- which are combined in the application proposals. The proposals combine the different uses suggested in the SPD, which are:
- Retail, Town Centre, Services and Entertainment
 - Business and Employment Uses
 - Residential Uses
 - Non Residential Institutions and Cultural Uses
- 7.13 The SPD suggests in Para 4.4 that to take advantage of the location of the site close to Sleaford Town Centre, a number of uses would be appropriate to support the existing town centre and the spirit of Policy R1. Para. 5.2 confirms that as a site adjacent to Sleaford Town centre, a number of town centre uses (retail, cultural and leisure uses) may be appropriate. The SPD also confirms that office development is also appropriate on the Site, if 'consistent to the scale and function of the centre'. The SPD confirms that: 'Proposed new town centre uses at the Maltings site should enhance or have a positive impact on the vitality and viability of Sleaford Town Centre'.
- 7.14 The mix of uses in close proximity to the centre has been developed in response to the SPD to complement and strengthen Sleaford town centre. The restoration and reuse of the malting buildings will reinforce their attractiveness and therefore raise the profile of Sleaford, in conjunction with recently completed developments in the centre, such as the Hub, as discussed in Chapter 18 of the ES on cumulative impacts. A mix of uses is considered appropriate to enable the development of a sustainable community.
- 7.15 Careful consideration of the distribution and mix of the proposed uses across the site has taken into account the integrity and state of repair of the buildings, the level of adaptation required for each use, and the suitability of particular parts of the site for individual activities. The aim
-

- has been to achieve a viable development with the greatest prospects of successfully restoring and maintaining the listed buildings for the future.
- 7.16 In particular, consideration has been given to the viability of the proposed uses and to the architectural and historic character of the buildings. The least damaging use, the office space, which does not require subdivision of the internal area, is proposed for the best preserved malting building (Block 1). Uses requiring a greater level of adaptation are proposed in blocks that have been damaged by fire or alterations. In addition to the uses suggested in the SPD, car parking is needed to appropriately cater for the needs generated by the proposed commercial and residential uses, and to ensure the ongoing success of the new activities.
- 7.17 The option to re-use a greater portion of the buildings for offices was considered, as it would limit the amount of internal sub-division required. However, it was not considered viable, as the demand for offices in Sleaford is limited. The location of all car parking spaces in a separate purpose-built building to avoid damage to the Maltings was also considered. The option to accommodate most car parking needs with the Malting buildings was the result of the pre-application discussions with English Heritage.
- 7.18 The proposed new uses are viable and will secure the upkeep of the historic buildings. Some adaptation is required and will be discussed below.

Proposed Residential Uses

7.19 As detailed previously, 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.

7.20 The mix of dwelling sizes can be broken down as follows:

Housing Type	Number
1 bed apartment	74
1 bed house	4
2 bed apartment	119
3 bed apartment	7
4 bed house	24
Total	228

Government guidance recommends that new housing be located within the urban area, on previously developed land with access to public transport and local facilities. The proposals predominantly involve the re-use of previously developed land and buildings, in accordance with PPS 3. The scheme would also provide a wide choice of high quality homes, increase the supply of both small units and family housing and seeks to create a sustainable, inclusive and mixed community. The scheme will offer a significant proportion of apartments (90% or 204 apartments) and small units (196 or 86% 1 and 2 bedroom units), in a settlement dominated by houses. The proposed smaller units would make the local housing market more accessible in terms of property prices and offer choice in the local housing supply.

- 7.21 The proposals exceed the recommended minimum density of 30 dwellings per hectare net (Local Plan Policy H3).

Proposed Healthcare

- 7.22 As detailed previously, the application scheme would accommodate 5763 sq m for a Health Village providing a wide range of health facilities including a number of health suites, physiotherapy, podiatry, dental surgeries, a pharmacy and a minor operations room. There is also ancillary office space proposed associated with the health facilities. The health provision would be accommodated within Blocks 5, 6 and 7.
- 7.23 The Sleaford Maltings SPD states that opportunities exist on site for Non-Residential and Cultural Uses, such as Doctors, Dentists, Health Centres and Surgeries. The provision of health facilities at the Maltings site also emerged as a top priority from the public consultation process, particularly a dentist and a doctor's surgery which came top of the questionnaire responses. Furthermore the Environmental Statement identifies the need for additional health services in Sleaford and the surrounding area. Chapter 16 - Socio-Economic Impacts in the Environmental Statement identifies that the existing health facilities are inadequate.
- 7.24 The Maltings provides an accessible location and is therefore well suited to meet the needs of the local residents. In line with the SPD, the proposed healthcare facilities are considered to be an appropriate use for the former Maltings buildings.

Proposed Retail and other Commercial Uses

- 7.25 The scheme proposes 1391 sq m of retail and commercial uses (Use Class A1-A5), which would be located in Blocks 4, 5, 6 and 7 predominantly at ground floor level.
- 7.26 As noted previously the Sleaford Maltings SPD states that *'To take advantage of the location of the site close to Sleaford Town Centre, a number of uses would be appropriate to support the existing town centre and the spirit of Policy R1'*. The SPD continues: *'Proposed new town centre uses at the Maltings site should enhance or have a positive impact on the vitality and viability of Sleaford Town Centre'*. (Para 5.1). The SPD states (at Para 5.2) that *'As a site adjacent to Sleaford town centre, a number of retail, cultural and leisure uses may be appropriate'*, but that *'The scale of these uses would need to be appropriate to Sleaford's role within the retail hierarchy'*.
- 7.27 The proposed retail and commercial floorspace is consistent with the guidance in the SPD, given that the amount of floorspace is limited and is aimed to serve primarily the future residents and users of the Maltings. The small scale nature of the retail element of the scheme would ensure that the development not compete with the town centre. The scheme would widen Sleaford's retail offer and introduce sustainable outlets for the sites residents and workers. The retail element of the scheme would not, therefore, raise any issues in terms of retail impact. The restaurant/ bar/ cafe uses are intended to create activity day and evening to be used by site employees and residents but also to draw attention into the scheme to assist its integration into the town and centre.

Proposed Office Use

- 7.28 The application proposes office floorspace of 5207 sq m accommodated predominantly in Block 1, with a further single unit at second floor level in Block 4.
- 7.29 All of Block 1 is proposed for offices as it has been identified as the most suitable location to provide an example of the original arrangement of the Malting buildings and, due to the open plan nature of the use, is best suited to contain examples of the restored machinery, fixtures and fittings. The existing floors and levels would be retained, and repaired as necessary, and the existing pattern of the window openings would also be preserved, though the windows themselves would be renewed (as detailed in Section 1.2.2 (a) of the Design and Access Statement prepared by Allen Tod Architecture. Offices are the best use to allow the restoration and display of the original function and the ideal way to keep the best preserved Malt house as intact as possible, given that the Maltings use itself cannot be reinstated. This is in line with Para 3.1 of the Sleaford Maltings SPD, which states that the best preserved Maltings block should develop a solution which avoids the subdivision of the internal spaces, and allows the historic internal spaces, layout and original equipment to be retained and restored in situ.
- 7.30 The proposed office floorspace is considered an appropriate use for the site, as it is in accordance with the Sleaford Maltings SPD which identifies the site for a mix of uses including Business and Employment uses, such as office development. The SPD states that; *'Office development will need to be consistent to the scale and function of the centre.'*
- 7.31 Given the relatively modest scale of the office floorspace, which is predominantly accommodated in Block 1 and the benefits which would
-

-
- result in terms of conservation of the best preserved Maltings building, it is considered that the office development would be an appropriate use for this site. The proposal would also allow for the continuation of an employment function at the site, which has been in employment use throughout the last century.
- 7.32 The scale of proposed office floorspace is also considered appropriate for the role and function of the Sleaford centre and its catchment. Sleaford is a Major Settlement in Lincolnshire, and is recognised at Para 2.17a of North Kesteven Local Plan as the first choice for development outside of the Lincoln Policy Area, and the location where the Council would encourage employment development. Para. 5.16 of the Lincolnshire Structure Plan notes the recent population growth in Sleaford (by 39% between 1991 and 2001) and the need to protect against unsustainable patterns of commuting. The provision of office floorspace within the development would ensure the provision of significant employment opportunities (as outlined in ES Chapter 16 - Socio Economic Impacts) in a sustainable location, in support of recent and continuing housing growth in the town.
- 7.33 In summary, the proposed town centre uses outlined above are intended to complement the uses in Sleaford town centre, and, in accordance with the SPD, would be likely to enhance or have a positive impact on the vitality and viability of Sleaford Town Centre. The close proximity of the Maltings to the town centre, and its easy accessibility by foot, bicycle and public transport is likely to encourage a complementary relationship. The scheme is likely to raise the profile of Sleaford and therefore enhance the vitality of the town centre, and encourage the regeneration of the South East part of Sleaford. The proposed retail floorspace is limited and is aimed to serve the future residents, workers and visitors to the Maltings and will not harm the
-

viability of the town centre. The proposed restaurant/ bar / café users would encourage an evening economy at Sleaford Maltings and would complement the role of the town centre. The office element of the scheme is the third most significant in terms of floorspace, after the proposed health and residential uses. However, it is considered highly suitable for the best preserved Maltings block as it allows for less alterations to the Listed Building than the other uses suggested in the SPD, as well as allowing for the continuation of an employment function at the site.

Car Parking

- 7.34 The proposed uses for the Site will generate associated car parking needs. The scheme proposes a total of 806 car parking spaces, to be provided in Blocks 2 and 8; in the curtilage of Buildings 10, 11, 13 & 14; in a new two level car park, at ground level at the perimeter of the site, and in courtyards in the new build housing area to the East of the Maltings. 5% of car parking spaces will be for disabled parking. The parking provision, together with the other discounted options to accommodate the car parking needs, are detailed at Para 4.5 of the Design and Access Statement prepared by Allen Tod Architects.
- 7.35 The level of car parking provision is detailed in the Transport Assessment, prepared by WSP, accompanying the Planning and Listed Building Consent applications. According to the Lincolnshire County Council Development Guide, a maximum of 1039 parking spaces could be provided for the Development. The scheme proposes a total of 806 parking spaces, which is in accordance with Lincolnshire County Council's maximum parking criteria, and takes into account the accessible location of the site for pedestrians and cyclists and the proximity of public transport.
-

- 7.36 The form of the on site car parking provision has been a matter of careful consideration. The impact on the Site, setting and views has been assessed and balanced against the need to cater for the car parking needs of the proposed uses. The proposal for a two level car park arose from the fact that English Heritage initially raised objections to the original suggestion to accommodate all car parking spaces in a purpose-built multi-storey car park, on the grounds that it would have an adverse impact on the setting of the Maltings. As a consequence, it is now proposed to accommodate most of the scheme's car parking needs within blocks 2 and 8, providing 159 spaces per Malthouse across four floors and to build a two level car park in the north-eastern corner of the Site. The new build car park will be partly below ground level with appropriate landscaping to ensure that, from a distance, it will not affect the setting of the Maltings. This proposal has therefore been designed sympathetically with regards to English Heritage's concerns.
- 7.37 Whilst the proposed low level car park is located outside the settlement curtilage, there is not scope within the settlement curtilage to provide the necessary level of car parking, which is needed to meet the requirements of LCC for the proposed reuse of the Maltings buildings, and also to ensure that the historic buildings have a continued function.
- 7.38 Furthermore it is considered that the limited surface car parking proposed would not compromise the quality and setting of the Listed Buildings, which were historically associated with external industrial access in the forms of trains and heavy goods vehicles.
-

Heritage Considerations

- 7.39 Heritage is a vital consideration for the redevelopment of this Site. The Malting buildings are Grade II* listed and represent the best example of a malting complex in the country. A number of the buildings have been damaged by fire, although the buildings are still relatively well preserved. The historic buildings are currently on the Buildings at Risk Register and re-use is considered the only way to preserve the Maltings in the long-term. The proposed works to the Listed buildings include internal and external alterations to the nine former Malthouses (Grade II*), including partial demolition of blocks 4, 6 and 7 to create new courtyard areas. In addition the works include alterations to five former mess rooms (Grade II), including erection of extensions to four, and refurbishment of the fifth. All proposed works to the Listed buildings are detailed in the Design and Access Statement, prepared by Allen Tod Architects which accompanies the Planning and Listed Building Consent Applications.
- 7.40 As detailed previously, Para 3.18 of PPG 15 indicates that where proposed works would not result in the total or substantial demolition of a listed building, or any significant part of it, the SoS would expect the LPA to address the same considerations as it would in relation to an application in respect of alterations or extensions. The Sleaford Maltings SPD (Para 3.1) recognises that: *'Demolition within the body of the site might be accepted, where the developer can demonstrate that it is essential to their scheme'*.
- 7.41 The applicant proposes to restore and repair the Malting buildings to ensure that the original layout is preserved wherever possible, with the exception of the central area of blocks 4, 6 and 7 where new public courtyards are proposed. The proposed partial demolitions are not
-

considered substantial (as detailed at Para 4.2 of the Design and Access Statement prepared by Allen Tod Architects) as they will affect areas badly fire damaged and are considered beyond reasonable repair. The demolition is limited and will facilitate the reuse of the buildings and their long-term preservation. The proposals include retaining the lower parts of the walls to maintain the visual link and memory of the walls. English Heritage suggested keeping the walls in their full height, but this option was not considered feasible for structural reasons. Furthermore, the courtyards are an essential element of the mixed use development, as they will provide a sense of place and significantly improve access to daylight for the proposed uses, including health and residential, in the three affected blocks and neighbouring blocks. The courtyards will also play a significant role in providing meaningful public space aided by the retail and restaurant active frontages to these courtyards. The limited demolitions are considered acceptable, as they are enclosed within the development, and would provide quality amenity space and enhance the indoor comfort of future users and therefore make the buildings more attractive for living and working.

- 7.42 With regards alterations to the Listed buildings, Policy HE6 of the North Kesteven Local Plan states that *'Planning permission will be granted for proposals to alter or change the use of a listed building provided they will not adversely affect the building's special architectural or historic character'*. Para 3.1 of the Sleaford Maltings Supplementary Planning Document details alterations to the Maltings buildings, which are likely to be acceptable, including minimum alterations to openings to facilitate access and amenity, and internal layout changes provided special interest is preserved.

- 7.43 As outlined above, all proposed works to the Listed buildings are detailed in the Design and Access Statement prepared by Allen Tod Architects which accompanies the Planning and Listed Building Consent Applications. In particular, changes to the elevations of the buildings are required to accommodate the residential use. New openings are necessary to provide sufficient daylight to all habitable rooms. Chapter 14 of the ES deals with sunlight, daylight and overshadowing and shows how the daylight requirements were accommodated within the proposals. Window replacements were also considered necessary to improve energy efficiency and maximise daylight into the development, as well as provide basic weatherproofing. Four of the mess rooms are also to be extended to accommodate the proposed residential use.
- 7.44 The proposed alterations and extensions described above are considered to respect the buildings' special architectural and historic interest, as they have been designed to be sympathetic to the architecture of the Maltings and keep the original use readable. The level of alteration to the historic buildings to accommodate the proposed uses is kept to a minimum in the proposals and is mitigated where possible, as detailed in ES Chapter 5. The overall massing, the main elevations and the significant detail of the historic buildings are preserved. The changes are considered necessary to accommodate the uses which will secure long-term ownership and re-use of the buildings, and would bring substantial benefits for the community by contributing to the regeneration of the area.
- 7.45 The proposals for the Maltings complex follow the guidance in PPG 15 concerning changes of use, alteration and demolition of listed buildings, and retention of the special interest of the Site and the opportunity to secure a committed, long term ownership. The proposal
-

is also considered to be compliant with Policy HE6 of North Kesteven Local Plan and Para 3.1 of the Sleaford Maltings SPD.

Setting of the Listed Buildings

- 7.46 In addition to the conversion of the historic buildings, the proposals also include new buildings to the East of the Maltings buildings. As detailed previously, the car parking needs associated with the proposed uses would be part accommodated in a purpose built two level car park located to the North East of the Site. In addition, 24 dwelling houses are proposed to the East of the Maltings buildings to provide larger dwelling types and create a sustainable and mixed community, and to assist with the funding of the Listed Buildings.
- 7.47 The setting is not considered as essential to the Maltings as if a garden or grounds had been laid out 'to complement its design or function'. The buildings ancillary to the Maltings located to the West of the Site form part of the original setting of the Maltings, and these ancillary buildings will not be affected by the proposed development. The once rural setting of the historic buildings has already been compromised by residential development to the South of the Site.
- 7.48 The Sleaford Maltings SPD (Para 3.2) states that *'the importance of views from the south would mean that no enabling development would be appropriate in this location which affected the view of the buildings'*.
- 7.49 Reflecting the heritage context of the Site, careful consideration has been given to the impact on the setting of the Listed Buildings of the new build elements of the scheme, located to the East of the Maltings buildings, with particular regard to views from the south. The applicants fully recognise the need for high quality design, landscaping
-

-
- and materials of the new buildings which respond to the sensitive setting, as detailed in the Design and Access Statement, prepared by Allen Tod Architects and Landscaping Strategy prepared by Fabrik. With respect to views from the south, the Design and Access Statement confirms that the smaller scale of the new housing should ensure that it stands up against the much larger Maltings buildings, but does not compete. The two houses along the southern boundary would be a continuation of the 'mess house' theme and incorporate a double gable roof. A belt of trees lining the southern boundary would screen the remainder of the housing, whilst leaving the two houses visible, which would help to unite the new build housing with the Maltings development, particularly when viewed from the south.
- 7.50 Sketches of the views of the Maltings post development from the South and East, submitted in support of the Planning and Listed Building Consent Applications, demonstrate that the resulting impact on the setting of the Listed Buildings would not be significant. The ES Chapter 5 (Built Heritage) provides an assessment on the setting of the Listed Building and concludes it would be Negligible Adverse.
- 7.51 As such it is not considered that the proposed new buildings will have a detrimental effect on the setting of the Maltings, and that the proposals meet the requirements of Para 5.32 (iii) of PPG 15, Local Plan Policy HE5 and the Sleaford Maltings SPD.
- 7.52 Sufficient buffer is provided between the proposed dwellings and the adjoining agricultural uses through appropriate landscaping and the existing pond. It is not considered that the enabling works will harm other public interests.
-

Sustainability

- 7.53 The re-use of the Maltings represents a major regeneration opportunity, creating additional employment and housing opportunities, while improving the historic environment by restoring the Maltings buildings and bringing them back into economic use. The Development will contribute to sustainable and inclusive patterns of urban development, promoted in PPS1. This will be achieved through a high density mixed use development in the centre of Sleaford, reducing the need to travel. The Development, which includes a mix of flats and dwellings of different size and tenure, will create a safe, sustainable and mixed community with good access to jobs and key services. In accordance with PPS1, it will also contribute to sustainable economic development by creating employment. The Site is in close proximity to the town centre and the proposals will include an element of retail and restaurant uses to serve local residents and employees, significant job creation and a health centre, which will benefit the future occupiers and residents of the local area. Details of Socio-Economic benefits are given in Chapter 16 of the ES.
- 7.54 The scheme will also enhance the natural environment by creating an ecological park. The proposals will result in a high quality development making efficient use of resources, as they predominantly involve the re-use of a brownfield site and existing buildings. The Sustainability Assessment in the ES (Chapter 17) shows how resources such as energy and water are proposed to be used efficiently.

Access

- 7.55 The Site is located 0.5 km from the town centre and 0.6 km from the train station. The close proximity to the town centre and to the railway station would encourage people to walk rather than drive. Adequate measures will be taken through the Travel Plan and provision of 200 cycle parking spaces provided to encourage cycling to and from the Site. The Transport Assessment and Transport Chapter of the ES (Chapter 10) further detail the range of transport choices, the site access and the predicted impact on traffic on the surrounding road network, including any necessary mitigation measures.

Enabling Development

- 7.56 As detailed previously, the applicant considers that the associated new build development is in general conformity with the relevant Development Plan Policies. Although the purpose built car park and new dwellings proposed to the East of the Maltings are located on Greenfield land outside the Settlement Curtilage in North Kesteven Local Plan, the applicant believes that they are broadly consistent with the approach in Policy C2 (Development in the Countryside) in North Kesteven Local Plan. Notwithstanding the above, should the Council determine that there is a conflict, then the applicant seeks to rely on an enabling development argument, and has submitted the necessary information in support of this. This is detailed at Paragraph 6.15. The restoration of the historic Maltings buildings is reliant on the new build housing, so whether they are policy or enabling development compliant, the 24 dwellings are still essential.
- 7.57 The Sleaford Maltings SPD states at Para. 3.2 that:
-

‘Proposals for associated or enabling development connected with the Maltings will have to meet the criteria (...) in relation to preserving the setting of the building and be fully in accordance with English Heritage’s national policy guidance on enabling development’

- 7.58 The potential impact of the new buildings on the setting of the Maltings complex was discussed above from Para 7.39, and in ES Chapter 5, and it is considered that the proposals would not result in material harm to the setting of the Listed buildings.
- 7.59 English Heritage’s National Policy Guidance states that the defining characteristics of enabling development is that it is contrary to established planning policy – national or local – but which is occasionally permitted because it brings public benefits that have been demonstrated clearly to outweigh the harm that would be caused. Should the LPA consider that there is a conflict with Policy C2 or any other policy in the Local Plan, the enabling development case is outlined below and detailed in the Enabling Development Document.
- 7.60 As set out within the documents, accompanying the planning and listed building applications, in particular the Design Statement prepared by Allen Tod Architects, the Environmental Statement prepared by Planning Potential and WSP, the associated development would not materially detract from the archaeological, architectural, historic, landscape or biodiversity interest of the asset, or materially harm its setting. In addition the associated development would ensure the long-term use and preservation of the historic Maltings complex.
- 7.61 The Heritage Impact Assessment, prepared by The Princes Regeneration Trust, (Chapter 5 of the ES) confirms that the residual impact of the enabling development on the setting of the Maltings,

-
- following mitigation, would be negligible adverse. Further assessment of the impact of the enabling development is contained within the Environmental Statement, in particular Chapters 4 (Landscape and Visual Impact) and 6 (Archaeology).
- 7.62 The Options Appraisal, prepared by Gladedale Special Projects Division, outlines the alternative options that have been considered to improve the viability of developing the Maltings. These are to increase the amount of residential development on the site, to undertake an off site enabling development scheme and to undertake an on site enabling development scheme on land to the East of the Maltings. The first option was discounted for a variety of reasons including that the resultant need for increased car parking would result in a larger new build car park affecting long views of the site and a failure to provide a mixed use scheme in line with the Sleaford Maltings SPD. The second option was discounted because of the significant costs associated with purchasing off site land where there was a strong possibility of achieving planning permission, and the prohibitive costs associated with Section 106 and affordable housing. The third option- to develop the land to the east of the Maltings buildings- was considered to result in the most benefits, in particular the clear linkage in planning terms to the Maltings and the potential to provide a different mix of residential units to those available within the Maltings themselves.
- 7.63 The Evidence of Market Testing document details the Feasibility Study, commissioned by the Phoenix Trust in partnership with North Kesteven District Council, Lincolnshire County Council, Lincolnshire Enterprise and East Midlands Regional Development Agency, carried out in 2003 that explored the potential for the reuse of the Maltings, and concluded that the Maltings were capable for repair and sustainable re-use, and could accommodate a very wide range of uses. The report stated that
-

there was a funding shortfall of about £8 million, and stated that this Heritage Gap reflected the additional cost imposed on any development by the need to conserve and adapt the new uses for the buildings and site in a way that reflects the need to respect their historic character. The report concluded that a market led solution would be possible, provided it was supported by public agencies, and that grant aid would be necessary to bridge the gap between the costs of the development and the market value. This confirms that the cost deficit arises from the inherent needs of the heritage asset, rather than the circumstances of the current owner.

7.64 Financial evidence is provided in the confidential Viability Statement and independent Development Appraisal. A summary of the Viability Statement is included within the 'Enabling Development' document. This highlights that, even excluding Section 106 contributions, the current scheme does not generate sufficient revenue to make it viable, and that the Bass Maltings is an extremely challenging project that involves a high degree of risk, due to the size of the buildings, their poor condition and the low residential and commercial resale values in Sleaford. This document also details the on-going market research that has informed the final scheme design and contributed to the Viability Appraisal, confirms that sufficient financial assistance is not available from other sources and demonstrates that the amount of associated development is the minimum necessary to secure the future of the heritage asset.

7.65 As detailed in the Design and Access Statement, the scale, position, design, landscaping and materials used minimise any disbenefits associated with the new build part of the scheme.

- 7.66 As detailed within the Application Documents, it is considered that the public benefit from the restoration and reuse of the Maltings buildings would greatly outweigh any potential harm from the associated new build residential development, in particular, should the Council consider the development as being contrary to Policy C2 of the North Kesteven Local Plan.
- 7.67 It is considered that the enabling development meets the English Heritage criteria previously outlined. Furthermore the planning application is a full application; the achievement of the heritage objective is an integral part of the scheme and the phasing ensures that general remedial works to the Listed Building are included as part of the first phase of development. The enabling development would take place as an early to mid phase in order to fund the later stages of development.

Section 106 Considerations

- 7.68 As detailed previously, the Planning and Listed Building Consent Applications are supported by a Viability Statement and confidential Development Appraisal which sets out the viability of the scheme. Given the exceptional costs associated with the restoration of the historic Listed Maltings buildings, the viability of the scheme is considered to be a material consideration in the determination of this application, particularly in respect to any requirement for S106 contributions, such as towards affordable housing and open space provision. The Applications are also supported by a S106 Statement, which details the benefits associated with the scheme, and outlines the commitments that the applicant is willing to make which may be appropriately captured in a S106 Agreement if considered necessary by the LPA. The Transport Statement, prepared, by WSP details the
-

applicant's case in relation to traffic generation. Affordable housing, open space and education are considered in more detail below.

Affordable Housing

- 7.69 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'*.
- 7.70 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'*.
- 7.71 There are clearly exceptional costs associated with the reuse and restoration of the historic Listed Maltings buildings complex, which are demonstrated in the Development Appraisal submitted in support of these Planning and Listed Building 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 approached a housing association with the scheme, and has been unable to secure their interest.

Amenity Space

- 7.72 In relation to access to amenity 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 (excluding the three new public courtyards) is 7195 sqm, excluding the courtyards.
- 7.73 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'*.
- 7.74 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'*
- 7.75 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 on the following page:

	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
Flat, maisonette or apartment (Total)	1352	1905

Source: Census 2001 – Office for National Statistics

7.76 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 smaller adult and child population than is assumed in the Local Plan 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.

7.77 It is requested that the following is taken into account, in considering the appropriate level of open space provision associated within the development:

- The level of proposed on site open space provision (over 7000 sq m), 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 the likely child occupancy rates, 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, their reintegration into Sleaford and the introduction of a new mixed use 'quarter' which will add to the attractions of the town for local residents, 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

- 7.78 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.
- 7.79 Pre application advice was undertaken with Lincolnshire County Council Children's Services department in November 2008, which 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 it

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 place from the Bass Maltings development.

8. CONCLUSIONS AND SCHEME BENEFITS

8.1 The Development will bring back the historic buildings into effective use, on a brownfield site close to the established town centre. It will create a mixed use development suitable for modern living, whilst preserving the historical context of the Site and ensuring that the existing buildings are refurbished and repaired to a high standard. In summary, the application scheme supports the relevant national, regional and local policy, particularly the SPD for Sleaford Maltings in terms of design, uses and heritage.

8.2 The benefits of the Development are summarised below:

- The restoration and re-use of historic buildings with the provision of a mix of land uses capable of contributing to the attractiveness and vitality of Sleaford;
 - The reintegration of the historic Maltings buildings into Sleaford and the introduction of a new mixed use 'quarter', which will add to the attractions of the town for local residents.
 - The provision of a large health facility to meet the need of the local community;
 - The provision of over 7000 sq m of publicly accessible open space provided on site including an Ecological Park, to enhance the bio diversity value of the Site, and equipped children's play space.
 - Provision of a Community Facility on site
-

- Public access to parts of the restored Maltings buildings, including interpretive material to describe the cultural heritage of the site.
- A comprehensive approach to the redevelopment of the whole of the Site with the ability to achieve co-ordinated implementation.

8.3 In conclusion, the redevelopment of the Maltings will preserve an important heritage asset and provide a real benefit to Sleaford either as a 'standalone' development or as part of the wider regeneration of Sleaford's South East corner.

APPENDIX 1



Site Plan -Level 0
1:2500

project: Sleaford Maltings
 client: Gladedale
 drawing title: Site Plan
 drawing no: SK-408
 scale: 1:2500 @ A3



APPENDIX 2

Appendix 2

Planning Application Description

Change of Use of the Bass Maltings, to include external alterations to eight former malthouses and central water tower/ boiler room (Grade II*) and extensions to four former mess rooms (Grade II), to provide a mixed use development to include 204 residential units, 5800 sq m of healthcare and community facilities (Use Class D1), 1391 sq m of retail and restaurant floorspace (Use Classes A1 -A5), 5207 sq m of office floorspace (Use Class B1) and associated car parking, in addition to the erection of a two level car park and 2, 3 & 3.5 storey buildings (to provide 24 dwelling houses) to the east of the Maltings, the provision of new areas of open space, a children's play area together with other works incidental to the proposed development.

Listed Building Consent Application Description

Internal and external alterations to eight former malthouses and central water tower/ boiler room (Grade II*), including partial demolition of blocks 4, 6 & 7 to create new courtyard areas, internal and external alterations to five former mess rooms (Grade II), including erection of extensions to four, together with other works incidental to the proposed development.



Special Projects Division
*Delivering sustainable development through
Partnership Regeneration Strategic Planning*

Ashley House, Ashley Road, Epsom, KT18 5AZ
Tel. 01372 846 000 website: www.gladedale.com

