

# DESIGN & ACCESS STATEMENT & FLOOD RISK ASSESSMENT

For

## FORM RETAIL SPACE WITH GLAZED SCREENS & EXTERIOR SHELTERS, REMOVAL OF TENNIS COURTS & ERECTION OF PLAY EQUIPMENT, ADD LOW FENCING & SOFT LANDSCAPE

At

Butlin's Skegness Resort  
Roman Bank  
Skegness  
Lincolnshire  
PE25 1NJ

(Coffee Shop) – Easting: 557249 Northing: 367148  
(Playground) – Easting: 557294 Northing: 367159

Easy Lindsey District Council – Coastal South Area - Skegness  
Flood Zone 3 – At Risk of flooding from rivers or sea without defences  
Minor Development in Low Vulnerability Classification

## APPLICATION FOR FULL PLANNING PERMISSION

### Contents:

Introduction

- 1.0 Design Process
- 2.0 Assessment of Flooding Hazards
- 3.0 Conclusion
- 4.0 Photographs of the site

Issue	Date	Status	Issue By	Checked by
01	23/08/21	Preliminary	JMD 260821	-
02	27/08/21	Final	JMD270821	RJD 270821

## PROJECT IPL21\_363.13\_099

**INTRODUCTION** This statement has been prepared following guidance of the Commission for Architecture and the Built Environment (CABE) and has been supplied to record the process undertaken in the preparation of the accompanying submission.

### 1.0 Design Process

#### 1.1 The reason for this Application

Butlin's is a chain of holiday resorts founded by Sir William Heygate Edmund Colborne 'Billy' Butlin to provide affordable holidays for all with Entertainment at its heart, the Skegness resort officially opened to guests on the 11 April 1936. The resort is owned, occupied, and operated by the Bourne Leisure Group in partnership with Blackstone Capital Partners and Blackstone Real Estate Partners, and operates under the Butlins Brand. Bourne Leisure employs more than 16,000 team members, hosts 25,000 holiday homeowners, and attracts 4.5 million guests to its 56 sites across the UK every year.

The submitted application is associated with Butlin's sectoral role as a major UK entertainment holiday resort attracting between 10,000 and 12,000 persons a week, and its desire to develop ahead of public trends, ever influenced by expectation, Butlin's must constantly evolve to secure the long-term interest of its customer base, and to drive new sales.

The submitted application would see an exciting new playground feature developed on the site an under-utilised tennis court at an interface between the pavilion complex and the resorts southernmost collection of accommodation offers. Along with a new coffee hub with covered exterior seating, the collective will provide exciting educational family oriented outside play entertainment and dwell spaces, close to the heart of the resorts assembly and leisure sector.

#### 1.2 Proposal

The submitted proposal is for Full Planning permission for the following works:

- 1 – Removal of tennis courts and fencing, and erection of Play Equipment
- 2 – Installation of openings and glazed screens in Royal Arthur building
- 3 – Erection of external canopies protecting exterior seating

#### 1.3 Constraints

A. Physical:

These include, the Preservation and Enhancement of Character of the site viewed from within the resort, and in passing from the pedestrian promenade and sea defence to the East of the site.

B. Flooding Risk

Ensure that the proposed development does not increase the vulnerability of the location and the user groups

Photograph of the proposed playground site viewed, from Royal Arthur building



Image Capture by Agent in 2021

**PROJECT IPL21\_363.13\_099**

Photograph of the site viewed, from the West side of sea defence structure.



**Image Capture courtesy of Google Imagery in 2017**

#### **1.4 Use**

The building proposing adaption is an original wire frame portalised structure erected by Sir Billy in 1936 which has been adapted over the 8 decades of placement to accommodate matters of condition, the premises are clad on all exterior surfaces including roof and walls using painted steel cladding, and the interface points including doors and windows are comprised of painted aluminium and PVCu. The premises have been adapted to accommodate new interior uses as trends have changed, the premises today include a Snooker Hall with licenced bar, a soft play area, educational activity spaces, educational activity spaces, and offices along with servicing facilities to accommodate its occupancy in the region of 2500 persons. The premises are visible from the seafront promenade alone and is mostly concealed behind outside activity features and mature landscape.

The new play area which would be installed on an area currently occupied by tennis courts behind steel fencing, will provide fun, exciting, stimulating experiences for families of all ages and abilities in all types of weather. In line with the Butlin's Values, the play area will deliver a space for "More Fun Altogether"; allowing parents and carers to play with their children, children of all abilities to play together equally, and children of different ages to play together safely.

Although there will be ample seating in the immediate vicinity (outside the play area fence line) it will be important to offer a range of seating within the space. Playful seating will be provided within the play area, amongst the play equipment as well as more formal seating around the boundary for parents and carers to supervise closely. The green spaces and soft landscape areas which already exist on the boundary of the former tennis courts, now the new play-space will act as a soft border separating the space from existing car parking and residential accommodations, and seating in these areas will also offer a quieter area to relax and re-charge.

The new area would offer a wide, flat space which will be surfaced entirely in a bonded rubber safety surfacing allowing everybody easy access and ease of movement around the space. Consideration for ample space around items of play equipment has been important within the design development, to allow multiple users of all abilities to move around the space freely and without stress.

Because of the proximity of the proposed play areas to guest accommodation, careful consideration has been given to the positioning of equipment relative to their activity and anticipated levels of activity noise for example, all items that would give rise to noise of children through enjoyment will be in the centre of the space, or on boundaries which are away from the residential buildings. Tall pieces of equipment will also be positioned in the centre of the space or to the rear of the space adjoining the car parks, to avoid loss of privacy into the guest accommodation.

#### **1.5 Amount**

Adjustment to the existing building on the exterior facades will be limited to the placement of glazed screens and access/circulation points, wholly matching existing style and finishes in primary locations, enabling viewing into and from the adjoining landscape and circulation route areas, ensuring that the new offer is visible from its approaches and may be associated as a 'guest offer' to be approached and accommodated. Exterior canopy structures shall be placed around the

## **PROJECT IPL21\_363.13\_099**

premises to offer covered seating, important within the UK climate, allowing quiet rest and reflection before and after use of the play space, or rest waiting space for family members not wishing to partake in play activities.

The extent of the new play area shall be limited by the extents of the existing 4 tennis courts and shall include the adjacent green space within a new low fenced delineation. The main structures in the scheme will include 3x tall, cylindrical towers in the centre of the space and a smaller multi-play unit in the Toddler Area at the front of the site. The large towers shall each have a large stainless steel tube slide, notably the largest tower's slide will have a clear "roof" for children to see out and will incorporate lights along the length. A bespoke steel structure or "Heart Line" will span the width of the space to the back and will incorporate a balancing / agility trail and inclusive swing seats for older children.

Bespoke entrance features will direct guests into the new play space on the two western corners, in line with the entrance routes either side of the existing premises. A large, sheltered buggy park shall also be situated outside the fence delineation line, next to the NW entrance. Several sail shades shall also be positioned throughout the play space to provide shade in the summer months, and shelter in poorer weather conditions, allowing the space to be used all year long.

### **1.6 Scale**

The existing premises shall not be increased in physical dimension, the exterior seating canopies shall be 3m tall with manually operated retractable fabric roofs, which shall accommodate solar and rain shielding as desired by the prevailing conditions.

Within the play spaces, the submitted scheme proposes 3 large towers, these range in height from 7.8m to 12.9m high according to the nature and number of activities contained therein. The highest tower will sit on a mound which is 1.4m high giving an overall height of 14.3m. The towers will be constructed using galvanised steel enclosed in polyethylene and poly carbonate panels in a range of colours. There will also be a range of play elements within the towers to cater for children of all ages and abilities.

### **1.7 Layout**

The layout of the retail offer is directed by the scale and position of the existing premises and its features, the associated seating is directed by the existing landscape, the reader will see an area of macadam surfacing to the east of the premises, including existing surface water drainage mechanisms which would be retained, with shelter applied by new canopies to enable the existing under-utilised space to be more regularly populated. On the South, an existing open grass area offering pleasant landscape would be adapted using a free draining surface and provided with a canopy adding additional sheltered seating space for facility use as picnic dwell or waiting space associated with the play use.

The play space has been divided roughly into two halves; the front or western section of the space is allocated for "Tots" and the back or eastern section is for older children. The centre of the space uses a circular mound with a DDA access ramp to divide the two areas subtly without the need for a traditional border. A main route through the space has been denoted in the surfacing design to allow users to easily find the safest route through the space without crossing any Freefall Zones and Free Spaces.

### **1.8 Appearance**

The premises would see minor adaption using glazed screens at access and viewing points, the existing steel frame cladding and roof would be retained with adjustment only to accommodate the new openings as described on the accompanying elevational drawings, the interior of the building will be themed to associate with the retail offer.

Butlins desire is to deliver a market-leading "place of colour and happiness" and the appearance of the play area would be contemporary, colourful, and visually impressive; the main material being Marine-grade stainless steel to accommodate the coastal position and elemental exposure. A bright colour palette has been chosen to reflect the concept of positive emotions; for example, yellow will represent the emotion of joy, and purple represents calm. The use of colours is an integral part of the concept and has been carefully considered to be visually appealing on both a vertical and horizontal plane. Because of the use of bright colours on the main structures and in the design of the surfacing, the remaining equipment has been kept as stainless steel for consistency and to not overwhelm the visual appeal.

## **PROJECT IPL21\_363.13\_099**

Safe Lighting is an integral part of the design, in order to offer a space that is not only impressive in the daytime but also in the evening hours. The three large towers will be lit at the top and have internal LED lighting on the posts, the largest slide will have a light that travels with the child, the toddler multi-play unit will have a strip of circular lights within the roof, and the bespoke steel "Heart Line" structure will have a strip of lights along it that beats when the Prometeo seesaw is used. The LED lights will be able to be controlled via an app – where light affects can be programmed.

### **1.9 Policy Compliance**

#### Planning Policy & Conditions

Section 38(6) Planning & Compulsory Purchase Act 2004, East Lindsey Local Plan 1999 (ELLP) adopted in 1995 and including saved polices 2007, and National Planning Policy framework including (but not restricted to) –

PPS4 - Sustainable Development

Policy T1 – Tourism Strategy

Policy A5 – Quality of Design and Development

Policy A4 – General Amenities

Policy T2 – Main Coastal Holiday Areas – South Coastal Area

PPS25 – Development in Flood Risk

#### East Midlands Regional Policies 009

Policy 35 Regional management of Flood Risk

Policy 42 Regional Priorities for Tourism

#### National Planning Policy Framework

Section 1 – Strong Competitive Economy

Section 7 -Good Design

Section 10 – Challenges of climate Change, flooding & coastal Change

**Pre-application Discussions:** The applicants planning consultant - Walsingham Planning, have carried out pre-application discussions with planning officers at the East Lindsey District Council, the writer and the planning consultants have also reviewed the ELLP 1999, EMRP and Saved Polices in detail, and they are content as *specialist professional consultants*, that the submitted proposal sit's well with the existing form and pattern of development within the resort and the character of the environment, in a manner which will not adversely affect the residential amenity of adjacent properties or guests of the resort. As such the applicant considers that their proposal as submitted, will comply with the published policies of the ELLP, the NPPF, CPA and T&CPA.

**Community Engagement:** The writer has examined the environmental impact of the proposal and considers that no adjoining residential property owners within the immediate vicinity are likely to be affected. The applicant believes that the Ingoldmells Parish Council and Lindsey Marsh Drainage Board, in addition to Principal Consultants of the planning authority will have ample opportunity to comment within the context of the standard lawful public consultation process during the Local Planning Authority's formal consideration of the application.

### **1.10 Analysis**

#### Principal of development:

The proposal would be undertaken within an existing established and mature holiday resort and would be comprised of the adaptation of one existing assembly and leisure use class premises, the addition of associated dwell spaces, and the replacement of outdoor play equipment. The works shall be classified minor development and shall be of low consequence in planning principal terms. The proposal shall be viewed inside the resort and shall not influence areas outside of the resort, its development is acceptable in planning principal terms.

#### Character and Appearance:

The adaptation proposed to the existing premises are in keeping with the general appearance of the remaining features of the premises and all surrounding structure. The use proposed within the adapted space is consistent with the use of this sector, there are identical uses across the resort, the new use would be provided in this location because of its association with the enhancement of exterior play.

**PROJECT IPL21\_363.13\_099**

The design of the exterior play equipment is consistent with the use and activities of the site, it will be bright and vibrant, and is pursuant of the applicant's desire to educate, activate, and stimulate within an inclusive family oriented outside all weather and all-season environment.

Lighting:

The canopy structure associated with the retail adjustment of premises will be provided with exterior lighting, this shall remove existing flood lighting and shall see the installation of LED string and Festoon lighting, which shall be fixed to the underside of roof beams in such manner that there is downlighting onto the seating and circulation spaces. All new lighting provided for safe operation and use of the retail space internally, shall be LED lighting in accordance with the Bourne Leisure business model of reducing energy use across the brands.

The play area shall be provided with specialist feature lighting at the entrance points, across the walkways, and within the features which shall be embodied into the structures to accentuate the feature of the equipment during darker daytime periods and seasonal evenings. The lighting systems shall all be low energy, and they shall utilise fibre-optic technology to ensure that they create localised lighting effects that will maximise visual association with surfaces and will minimise spill of lighting across floor surfaces to a safe level, whilst removing entirely the effects of spill pollution onto surfaces outside of the space. All lighting frequencies shall accommodate equality and Ecology ensuring safe use, and the systems shall be timed so that they are automatically switched off when the space shall not be accessed. Localised light emission shall not exceed 300cd/m<sup>2</sup>, there shall be No use of flood lighting systems instead, existing low level walkway lighting systems shall be retained to illuminate circulation routes including the illumination of fauna including hedgerows offering reflective association for safety.

The reader should be aware, that Butlins offer holidays for families and also for events, this is to ensure that Butlins maintain their overarching family entertainment ethos, whilst remaining commercially viable in their sector. The purpose of the play space is clearly defined within this submission for use as a family entertainment and educational facility, access and use of the proposed play space shall be strictly controlled by the resort using signage, timing, and lighting features to ensure that the space may not be accessed by adult groups during periods when the resort are managing adult only events. The resort maintains manned security management on a 24/7 basis, and the site is covered by a CCTV system. Access to the play space shall be managed by the CCTV system and the control of lighting shall be a fundamental feature, identifying very clearly the periods in which the space is open, and when it is closed.

Highway Safety and Car Parking:

The resort strictly controls the parking of vehicles on site, and this will not be altered by the implementation of the submitted proposal. The resort includes a network of private roadways providing essential servicing access and use for domestic and commercial circulation, and also access for emergency servicing. The submitted proposals will not detriment any existing arrangement in this respect, traffic speeds within the resort are limited to 10mph and these measures are stringently controlled.

The proposal is not viewed from any highway positions as roadway or associated pavement outside of the site and no effect will be transferred from the site that would have effect on highway safety matters outside of the site. The submitted proposal will maintain existing soft landscaping around the site as shown on the submitted drawings, and additional soft landscaping is proposed to fill landscape gaps to ensure that the proposal may not be viewed from the resort's internal highway, and therefore the reader should note that the submitted proposal will maintain screening to such extent that the proposal will have no material effect on highway safety grounds within the site.

Risk of Flooding:

The site is located within Flood Zone 3 and the resort communicates openly with the Environment Agency regarding matters of risk to the site as a whole. The proposal represents minor water-compatible modifications to existing buildings and external space on the basis of minor development in a less vulnerable user group of assembly and leisure as defined by the Environment Agency. The proposal will not cause water to be collected, disposed, or diverted in any such manner as to cause the existing arrangements to be detrimented. The site is drained into an existing on-site sub-terram network and into perimeter soft landscaping where percolation mechanism are effective in the existing arrangements, the proposal shall not enlarge the area of rainwater collection and shall not have cause to localise water, in such manner that would create localised surface flooding.

**PROJECT IPL21\_363.13\_099**

Noise:

The proposal will continue to be placed close to the eastern boundary of the site within a collection of established buildings and with the benefit of mature landscaping, the existing tennis court arrangement of the site would generate a localised noise emission level which be directed by the structural arrangements towards the east across the sea, and the new arrangement shall sit in the same user ground as assembly and leisure purpose outdoor activity, and it shall continue to be contained by existing buildings. Noise emissions shall be limited to operation and use, and noise emitting systems shall be localised and shall be controlled and shall only operate when the space is open during safe daytime and evenings.

Equalities Act 2010:

The proposal will include level access between existing premises and external open spaces, and this is considered to embody the protected characteristics of age, disability, pregnancy and maternity, race, religion or belief, sexual orientation, gender re-assignment, marriage, and civil partnership.

Human Rights Act:

The planning authority is minded to consider and take account for any implications which may arise from the Human Rights Act 1988, more specifically articles 1 and 8. The writer does not consider in this case that the proposal will unduly interfere with any local resident's rights and freedoms.

New Playground & Features:

The proposal will see new playground equipment implemented on an existing tennis court outside activity space and minor development adaptations to an existing steel-clad steel portalised framed structure which has been standing on the site for 8 decades. The drawings attached to the submission includes elevations of the existing and new site arrangements presented on a street scene basis, to demonstrate how the proposal will look on the south north, and east elevations. There shall be no material change to the appearance of the site from the west because the proposed changes to the building are entirely concealed by the building, as it the wider proportion of the play equipment. The submitted information includes photographic representations of the play equipment which have been provided by the play equipment designer.

Assessment & Involvement – Conflicts & Resolution:

The information gathered by involving relevant stakeholders has provided clear advice on the acceptable form of development for the proposed site, and this is supported by historical consents already achieved on the site. The applicant has followed best practice in accordance with the Local Authorities guidance for Community Involvement.

Suitability & Density:

The proposed scheme provides a carefully thought-out theme to enhance an extant form of development operated successfully and without impact or injury on the site. The final proposal has been the culmination of positive preliminary discussions with the relevant consultees, including a Building Control Body and other parties responsible for control of development features. New works required to afford compliance with regulatory matters will serve to bring an 80-year-old structure to more modern standards for example, the removal of old cladding to create holes, and the installation of thermally resilient glazing and doorset systems will enhance the thermal performance of the premises. Adjustments to the layout of the premises shall see the implementation of new systems including LED lighting and electrical space heating removing reliance upon poorly performing and fossil fuel burning systems. The new spaces shall enhance the associated location of the existing building enhancing the environment, and the new play spaces shall revitalise an under-utilised hard surfaces space in the heart of the resort, resulting in localised enhancement to adjoining accommodations.

Landscaping & Security:

External landscaping proposals are shown on the submitted drawings, the soft landscape shall utilise species pre-evident on the site placed in such manner that would complement the existing installations, the new play space shall accommodate new coloured specialist surfaces which are carefully considered to create an exciting and vibrant family focussed environment. Canopies shall be placed around the landscape in such manner to afford localised shelter from sunlight and rainfall, materials shall be consistent with the location of extreme coastal exposure. New fencing shall be painted timber with roll top in white, these shall be consistent with use of low impact fencing across the site, tall steel mesh fencing shall be removed, bringing an overall improvement of the resort. Guests and the resort team alike are encouraged to act safely and responsibly at all times, to ensure that only happy memories are made.

**PROJECT IPL21\_363.13\_099**

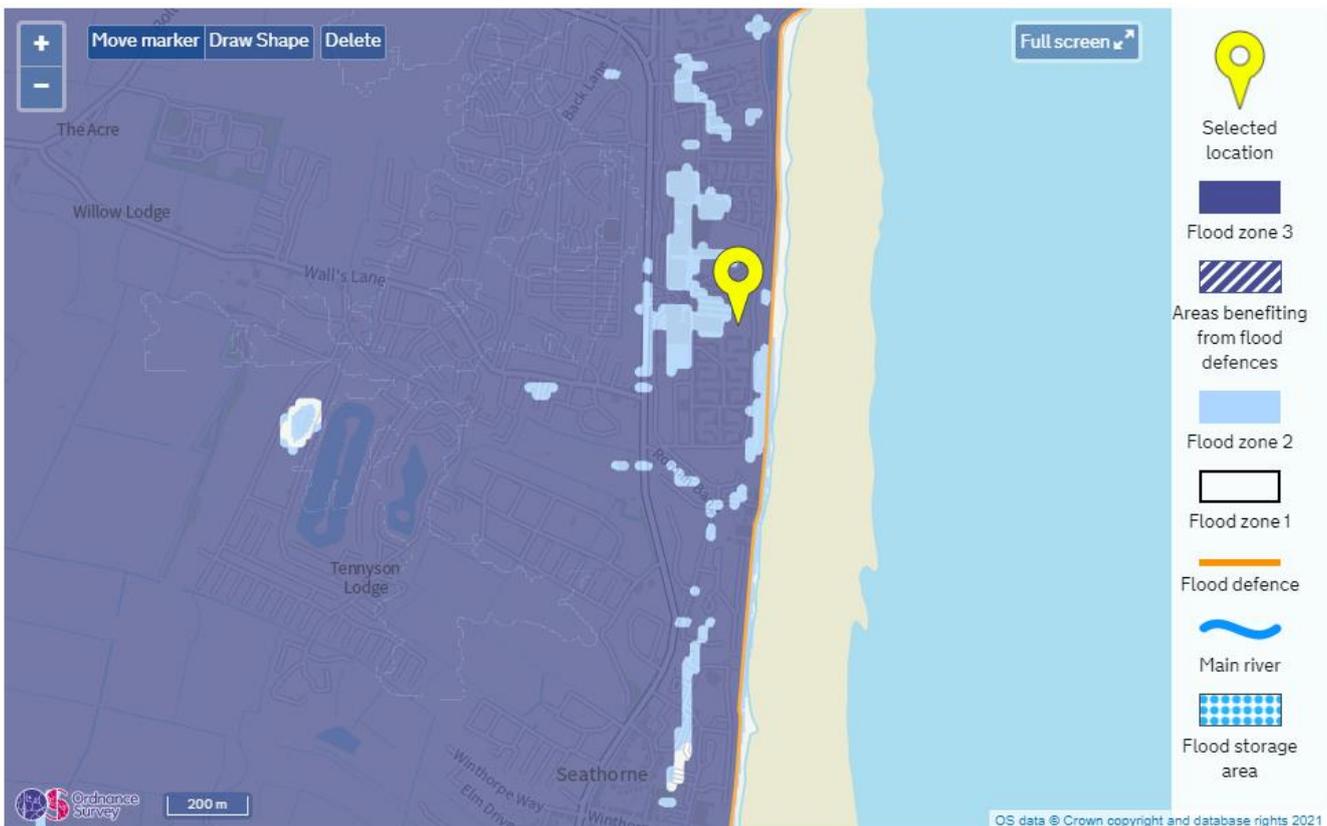
**2.0 ASSESSMENT OF FLOODING HAZARDS**

**2.1 Development Description and Location**

The proposal is within Environment Agency flood risk zone 3 (high probability of Flooding from coastal breaches), and the works forming the basis for this submission will provide improved external amenity associated with an existing consented outside activity use and an existing building with established nature and floor level, within an establish holiday Resort. The premises sit within an assembly and leisure purpose groups and the works shall be categorised as water-compatible minor development according to the Environment Agencies published definitions.

The proposals presented within this submission should be considered as 'water compatible development' in accordance with D.2 PPG25 or otherwise using a pragmatic approach having regard to the scale and nature of the development proposal, as an adaptation to existing extant uses on the site involving no change to vulnerability categories or creating a greater risk to building users.

The site of the proposed play area is determined by the yellow arrow in the image below, the premises which would see adaptation may be noted to sit wholly within zone 2 because of level parameters and variations across the site.



**Extract from Flood map for Planning at Gov.uk**

**2.2 Fluvial and Tidal Flooding**

Whilst the site falls within flood zone 3, the proposed works are of limited nature involving materials and alterations which will not cause the existing consented buildings to be placed at a greater risk of fluvial or Tidal flooding. The play area is a water-compatible use.

**2.3 Drains, Sewers, & Burst Water Mains**

It is not considered that incidental flooding arising from drain, sewers, or water bursts will cause the works or existing buildings greater detriment after the works, than before.

**PROJECT IPL21\_363.13\_099**

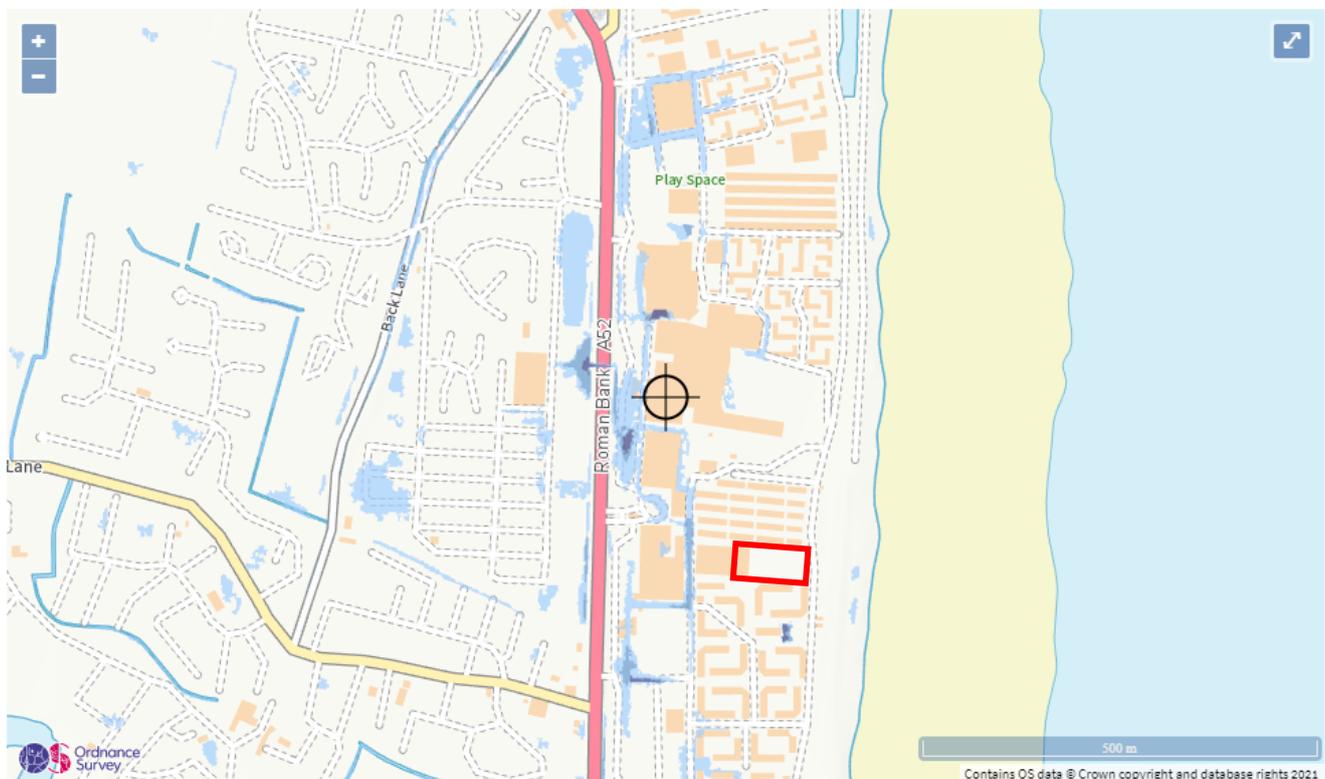
**2.4 Ground water flooding**

It is not considered that incidental flooding arising from ground water will cause the works or existing buildings greater detriment after the works, than before.

**2.5 Flooding from land**

The Map extract provided below identifies the extent of flooding likely to arise from surface water flooding across the site, the play area, and the section of existing premises both forming the basis for this submission are identified by a red block, the reader will see that that this mapping is identifying no risk based upon historic records and events, and forward knowledge of the likelihood of events.

It is not considered that incidental flooding arising from land run-off will cause the works or existing building greater detriment after the works, than before.



Extent of flooding from surface water

● High ● Medium ● Low ○ Very low ⊕ Location you selected

**2.6 Flooding from other sources**

It is not considered that incidental flooding arising from other sources will cause the works or existing building greater detriment after the works, than before.

**3.0 CONCLUSION**

It is considered that the development proposed by this submission can be accommodated satisfactorily without causing visual harm to the local visual or economic character of the setting. All relevant details required in terms of materials layout, design, scale, and landscaping are hereby submitted for full approval. The scheme is considered to sit well with the existing form and pattern of development within the resort and the character of the environment, in a manner which will not adversely affect the residential amenity of adjacent properties or guests of the resort.

**PROJECT IPL21\_363.13\_099**

**4.0 PHOTOGRAPHS OF EXISTING PREMISES AND EXISTING EXTERIOR SPACE**



4.1 Existing macadam along east elevation of premises



4.2 Existing tennis Courts and Fencing on east elevation of premises



4.3 Existing tennis courts and fencing at southwest access point of play equipment



4.4 SW corner of tennis courts, soft landscape will be retained in these locations



4.5 SE corner of premises which shall receive adaptation to accommodate retail offer



4.6 Existing exterior seating space against south edge of premises

**END OF REPORT**