DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H02-0361-26**	**Applicant:**	**Mr & Mrs Greaves**
Proposal:	First floor side/rear extension and alterations		
Location:	9 Millfield Gardens Crowland Peterborough		
Terminal Date:	10th August 2026		

Planning Policies

South East Lincolnshire Local Plan - Adopted: March 2019

01	Spatial Strategy
02	Development Management
03	Design of New Development
33	Delivering a More Sustainable Transport Network
36	Vehicle and Cycle Parking
APPENDIX 6	Parking Standards

National Guidance

National Planning Policy Framework December 2024

Section 9 - Promoting sustainable transport
Section 12 - Achieving well-designed places

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	1	0	0	0
WARD MEMBER	0	0	0	2
HIGHWAYS & SUDS SUPPORT	0	0	0	1
NORTH LEVEL INTERNAL DRAINAGE BOARD	0	0	0	1
RESIDENTS	2	0	0	1

CASE OFFICER ASSESSMENT

Description of Proposal

This is a householder planning application for the erection of a first floor side and rear extension at 9 Millfield Gardens, Crowland. The proposal comprises a pitched roof side element and a rear flat roof element. Both would be located above an existing ground floor flat roof projection.

The side extension would measure 3.168m (width) by 2.975m (depth). It would have an eaves height of 5m, level with the host, and a ridge height of approximately 6.5m, rising to approximately 7.1m at the inner section (host ridge set at approximately 8.3m). The roof tiles would match the host, while the outer walls would be brick to match the host.

The rear extension would be stepped, with a total depth of 8.012m and a combined width of 6.904m. The flat roof would be set at approximately 5.5m. The walls would also be brick to match the host, while a black GRP flat roof covering is proposed.

Site Description

The application site is a two storey, semi-detached dwelling. The site is within the settlement boundaries of Crowland, as outlined within the South East Lincolnshire Local Plan, 2019. The site is located north-east of Crowland Abbey.

The area is residential in nature, with the vast majority of dwellings being two-storey, red-brick, semi-detached houses. No.9 Millfield Gardens is typical of the area.

Relevant History

H02-0488-21 - Full - Single storey side and rear extension - Approved 28/06/21.

Consultation Responses

The responses received from consultees during the initial consultation exercises, which can be viewed in their entirety through the South Holland website, can be summarised as follows:

Initial Consultation Responses, received between 07/05/26 and 03/06/26

North Level Internal Drainage Board

Please note that North Level District Internal Drainage Board have no objections regarding the above planning application.

Highway and Lead Local Flood Authority

The proposed site plan needs to detail the off-street parking available with the proposal. This proposal will increase the bedrooms from three to four so three parking spaces should be provided.

Crowland Parish Council

Objection - CPC believe this is an overdevelopment for the area. The external cladding doesn't seem to be in keeping with the character of other houses in the existing area, the visual external appearance and a flat roof. CPC also queries any restriction of the right of light that would impact the neighbours.

Cllr Harrison

I am concerned that this is overdevelopment of the plot, along with it not being in keeping with the current street scene. The size and scale of the extension will also cause shadowing over the neighbouring property, impacting on their garden especially. I am also concerned that with an increase in bedrooms, there is no detail regarding off-road parking.

Further Comments, received between 15/07/26 and 24/07/26

Cllr Alcock

Requests that the item appears before Chairman's Panel.

Public Representations

This application has been advertised in accordance with the Development Procedure Order and the Council's Statement of Community Involvement. In this instance, two residences have made representations, both objecting to the proposal.

These can be summarised as:

- Loss of light
- Loss of privacy
- Extension is out of keeping with the area
- Noise and disturbance during construction
- Comparable application was refused in the Millfield Gardens are circa 2018.

Key Planning Considerations

Evaluation

Section 38 (6) of the Planning and Compulsory Purchase Act 2004, as amended, requires that the Local Planning Authority makes decisions in accordance with the adopted Development Plan, unless material considerations indicate otherwise.

The adopted South East Lincolnshire Local Plan 2011-2036, adopted March 2019 (SELLP), is the development plan for the district, and is the basis for decision making in South Holland. The relevant development plan policies are detailed within the report above.

The policies and provisions set out in the National Planning Policy Framework, December 2024 (NPPF) are also a material consideration in the determination of planning applications, alongside adopted Supplementary Planning Documents.

Principle of Development

Policy 1 of the South East Lincolnshire Local Plan (2019) sets out the settlement hierarchy in respect of delivering sustainable development, which meets the social and economic needs of the area whilst protecting and enhancing the environment; in order to provide enough choice of land for housing to satisfy local need, whilst making more sustainable use of land, and to minimise the loss of high-quality agricultural plots by developing in sustainable locations and at appropriate densities.

Policy 1 expresses this sustainable hierarchy of settlements, ranking the settlements deemed to be most sustainable in descending order. The most sustainable locations for development are situated within the 'Sub-Regional Centres', followed by 'Main Service Centres'. Lower down the hierarchy are areas of limited development opportunity including 'Minor Service Centres', with areas of development constraint comprising 'Other Service Centres and Settlements'. The countryside is at the bottom of the settlement hierarchy and represents the least sustainable location.

The site is within the settlement of Crowland which is classed as a main service centre within Policy 1. As such development will be permitted that supports Crowland's role as a service centre, helps sustain existing facilities or helps meet the service needs of other local communities.

As the site is within Crowland, development within this location is considered appropriate. In any event, the proposal solely relates to the extension of an existing and established residential dwelling and therefore, the principle of such development is considered to be appropriate.

As such, the proposal is considered to be in accordance with the requirements of the South East Lincolnshire Local Plan when viewed in principle. This is subject to the assessment against site specific criteria; including (but not limited to) the impact of the proposal on the character or appearance of the area, impact on the residential amenities of neighbouring occupiers, and impact on highway safety, which are discussed in turn in the following sections.

Layout, Design, Scale and Consideration of the Character of the Area

Section 12 of the National Planning Policy Framework (December 2024), "Achieving well-designed places", states that the "creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve" and as such, it is generally accepted that good design plays a key role towards sustainable development.

Paragraph 135, contained within Section 12 of the National Planning Policy Framework (December 2024), states that new development should function well and add to the overall quality of the area (including beyond the short term) and should be visually attractive as a result of good architecture and appropriate landscaping. This goes on to establish that it is important that new development should be of the highest quality, to enhance and reinforce good design characteristics, and that decisions must have regard towards the impact that the proposed development would have on local character and history, including the surrounding built environment and landscape setting such as topography, street patterns, building lines, boundary treatment and through scale and massing. Developments should create places that are safe, inclusive, and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, among other considerations.

Likewise, Policy 2 of the South East Lincolnshire Local Plan outlines sustainable development considerations for proposals; providing a framework for an operational policy to be used in assessing the sustainable development attributes of all development proposals. Furthermore, Policy 3 of the South East Lincolnshire Local Plan requires development to comprise good design; identifying issues that should be considered when preparing schemes so that development sits comfortably with, and adds positively to, its historically designated or undesignated townscape or landscape surroundings. Paragraph 3.3.3 of the South East Lincolnshire Local Plan, within the reasoned justification for Policy 2, states that it is "important that any extension is carefully designed to respect and relate to the original building and integrates sensitively with the character and appearance of the surrounding area."

These policies accord with the provisions of the National Planning Policy Framework (December 2024) and require that design which is inappropriate to the local area, or which fails to maximise opportunities for improving the character and quality of an area, will not be acceptable. Proposals for new development would therefore require the aforementioned considerations to be adequately assessed and designed, including the siting, design, and scale to be respectful of surrounding development and ensure that the character of the area is not compromised.

The site lies within a predominately residential area, surrounded by semi-detached two storey dwellings, that share a fairly consistent form. No.9 Millfield Gardens itself lies as to front the highway; albeit, given the arrangements of Millfield Gardens more widely, is also clearly visible from wider aspects of Millfield Garden and the surrounding area. The side elevation of the dwelling, although at an increased distance, also directly faces the western aspects of Millfield Gardens, providing clear visibility. This side elevation, and the rear elevation of the dwelling can also be seen between the plots of No.3 and No.5 Millfield Gardens.

Furthermore, there is also a line of sight along Church Lane, resulting in the rear of the dwelling also being visible between the plots of No.1 Millfield Gardens and No.6 Church Lane. The site can be considered therefore, as being fairly visible within its surroundings.

As mentioned above, the area comprises a reasonably high level of consistency in design. Therefore, the introduction of any variance would be more acutely felt.

The use of brickwork to match the host would help to integrate the extensions with their host, to a certain extent. Likewise, the pitch of the roof is clearly reminiscent of the existing host.

In addition, the proposed side extension is visually subservient to the host, due to the reduced scale and ridge height. However, due to the high consistency of the dwellings in the area, it is considered that the proposed extension would appear somewhat incongruous with the built form of the area. There are no comparable features in the immediate area, resulting in a fundamental conflict with the established built form. Likewise, the height and width of the extension would result in a far bulkier dwelling than its immediate counterparts.

The proposed side extension would obscure some views of the rear element, particularly from the

north-east. However, the extension would be readily visible from the north-west, particularly as vehicles follow the bend in the road/ junction present here. Views would also be obtainable from the highway to the rear of the site, as outlined above. It is considered that the flat roof element, at two storey height, would fail to properly integrate into the host extension. The relationship between the existing pitch roof and the flat roof would be awkward, due to the differences in eaves height. Moreover, regardless of integration with the host, such a large flat roof extension would be unsightly and detrimental to the appearance of the area, particularly given the atypicality of the design.

The proposal is considered to represent a poorly integrated and incongruous form of development, at odds with the character of the area.

Taking account of the design, scale, and nature of the development, as detailed above, the proposal is considered to be unacceptable. The proposal would have an adverse impact on the character and appearance of the area, and would fail to integrate itself with the host dwelling, and would therefore be contrary to Policies 2 and 3 and Paragraph 3.3.3 of the South East Lincolnshire Local Plan and Section 12 of the National Planning Policy Framework (December 2024).

Impacts Upon Resident Amenity

Paragraph 135 of the National Planning Policy Framework (December 2024) states that development should create places that are safe, inclusive, and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

Policies 2 and 3 of South East Lincolnshire Local Plan sets out that residential amenity and the relationship to existing development and land uses is a main consideration when making planning decisions.

A rear window is already present within 9 Millfield Garden. However, the distance to the boundary is approximately 6m greater than the distance between the boundary and the proposed extension. The proposal would result in clearer views of the gardens of neighbouring dwellings. There would therefore be an increased overlooking effect as a result of the proposed works; however, given the extant window, this is not considered to be overly substantial or harmful.

The neighbour to the east would see some loss of light to an existing conservatory. However, given the separation distance the level of shadow cast is not considered to be so substantial as to detrimentally impact upon residential amenity. The east-west relationship means that any impact would be reduced to primarily impact in the evening, meaning the room would be unimpacted for the bulk of the day.

Likewise, there would be some level of shadow cast to the west, given the proximity to the boundary. However, the orientation of the dwellinghouse would reduce this somewhat. Moreover, the west-east relationship means that the loss of light would primarily be restricted to the early morning, reducing the tangible impact upon daily life. In any event, it would appear that only non-habitable rooms would be impacted. Whilst this does include a kitchen, which occupants would spend a reasonable level of time within, kitchens are still classified as non-habitable within the BRE guidance; and therefore, the weight attributed to loss of light here is limited.

The comments relating to disturbances during construction are noted; however, these impacts would be short lived, and would not result in a long term detrimental impact.

As detailed above, the scale and design of the proposal is considered to have no significant or unacceptable impact on the residential amenities of the occupiers of adjacent properties or land users, when also taking account of the conditions recommended. As such, the proposal is considered to accord with Section 12 of the National Planning Policy Framework (December 2024) and Policies 2 and 3 of the South East Lincolnshire Local Plan in terms of impact upon residential amenity.

Highway Safety and Parking

Section 9 of the National Planning Policy Framework (December 2024) is titled 'Promoting sustainable transport'. Within this, Paragraph 116 advises that "development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios".

In respect of highway matters, Policy 2 details that proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met, specifically in relation to access and vehicle generation. Policy 3 details that development proposals will demonstrate how accessibility by a choice of travel modes including the provision of public transport, public rights of way and cycle ways will be secured, where they are relevant to the proposal. Policy 33 further reinforces the need for developments to be accessible via sustainable modes of transport.

Policy 36 of the South East Lincolnshire Local Plan, in conjunction with Appendix 6, sets out minimum vehicle parking standards and requires at least two spaces for dwellings of up to three bedrooms and three spaces for dwellings with four or more bedrooms.

Adequate parking space has been retained on site. The proposal would not have an adverse impact upon the highway network. The comments of the Highway Authority are noted; however, as parking provisions would not be significantly altered, and a comparable number of bedrooms could be made through internal changes outside of the control of the Planning Authority, parking provisions are considered acceptable.

The proposal would therefore be acceptable and would not have an unacceptable adverse impact on highway safety in accordance with Policies 2, 3, 33 and 36 of the South East Lincolnshire Local Plan, as well as Section 9 of the National Planning Policy Framework (December 2024).

Other Matters

The applicant has stated that the extension is necessary to provide additional accommodation for their family. Personal circumstances surrounding this have been relayed to the Case Officer. Whilst these are noted, and carry weight in favour of the application, personal circumstances inherently carry limited planning weight. There is nothing before the Council which would demonstrate that an alternative scheme which would have a lesser impact upon the character and appearance of the area is unviable, and nor that the personal circumstances should override the material harm considered in this instance.

Planning Balance

As detailed above, Section 38 (6) of the Planning and Compulsory Purchase Act 2004, as amended, requires that the Local Planning Authority makes decisions in accordance with the adopted Development Plan, unless material considerations indicate otherwise.

The proposal is considered to represent a poorly integrated and incongruous form of development, at odds with the character of the area. The extensions are overly large and cumbersome, and the flat roof element would be an inherently unattractive feature. The proposal would therefore be contrary to Paragraph 139 of the National Planning Policy Framework (December 2024), and should be refused accordingly.

Additional Considerations

Public Sector Equality Duty

In making this decision the Authority must have regard to the public sector equality duty (PSED) under s.149 of the Equalities Act. This means that the Council must have due regard to the need (in discharging its functions) to:
A. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
B. Advance equality of opportunity between people who share a protected characteristic and those who do not. This may include removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the special needs of those with a protected characteristic; encouraging participation in public life (or other areas where they are underrepresented) of people with a protected characteristic(s).
C. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The PSED must be considered as a relevant factor in making this decision but does not impose a duty to achieve the outcomes in s.149. It is only one factor that needs to be considered, and may be balanced against other relevant factors.

It is not considered that the recommendation in this case will have a disproportionately adverse impact on a protected characteristic.

Human Rights

In making a decision, the Authority should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority such as South Holland District Council to act in a manner that is incompatible with the European Convention on Human Rights. The Authority is referred specifically to Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of property).

It is not considered that the recommendation in this case interferes with local residents' right to respect for their private and family life, home and correspondence, except insofar as it is necessary to protect the rights and freedoms of others (in this case, the rights of the applicant). The Council is also permitted to control the use of property in accordance with the general public interest and the recommendation is considered to be a proportionate response to the submitted application based on the considerations set out in this report.

Conclusion

Taking these factors into consideration, the proposal is considered to contrary to Policies 2 and 3 of the South East Lincolnshire Local Plan and Section 12 of the National Planning Policy Framework (December 2024). There are no significant factors in this case that would outweigh harm identified; therefore, the planning balance is against the proposal.

Recommendation

Based on the assessment detailed above, it is recommended that the proposal should be refused under Delegated Authority.