

DECISION DELEGATED TO HEAD OF PLANNING

Application No: H06-0366-25 **Applicant:** Mrs K Rich
Proposal: Proposed annexe for family member ancillary to main dwelling
Location: Station House Station Road Gedney
Terminal Date: 11th June 2025

Planning Policies

South East Lincolnshire Local Plan - Adopted: March 2019

- 01 Spatial Strategy
- 02 Development Management
- 03 Design of New Development
- 04 Approach to Flood Risk
- 36 Vehicle and Cycle Parking
- APPENDIX 6 Parking Standards

National Guidance

National Planning Policy Framework December 2024

Section 12 - Achieving well designed places

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	0	1	0	0
WARD MEMBER	0	0	0	0
HIGHWAYS & SUDS SUPPORT	0	0	0	1
SOUTH HOLLAND INTERNAL DRAINAGE BOARD	0	0	0	1
SHDC INTERNAL	0	0	1	0
RESIDENTS	0	1	0	0

CASE OFFICER ASSESSMENT

Proposal

This is a householder application seeking permission for a proposed annexe for a family member which will be ancillary to the main dwelling at Station House, Station Road, Gedney.

The annexe would be located in the north west corner of the curtilage and would measure at 12000mm by 6000mm whilst having a total height of 4500mm. Finally, it would be constructed from timber effect cladding, insulated steel cladding and uPVC windows and doors.

Site Description

The site is located outside any defined settlement boundary and is therefore considered to be in the countryside as outlined in the South East Lincolnshire Local Plan, 2019 (SELLP). The site is currently occupied by a 19th Century period property (former station house), plus detached garage. Industrial premises are located to the rear, including a dark green fabricated steel storage building and a prefabricated office, plus storage compounds/areas. Access to the latter is via an existing surfaced roadway running along the northern boundary adjacent Station House, which also serves concrete works located further to the rear (east).

History

H06-0077-17 - Proposed storage compound and storage building and offices associated with construction specialists - Approved

H06-0643-17 - Proposed storage compound and storage buildings and office in old station house associated with construction specialists (thus the existing B1 classification remains) (re-submission of H06-0077-17) - Approved

H06-0213-19 - Details of external materials, window frames and doors and palisade fencing (Conditions 4 (external materials), 6 (details of window frames), 7 (details of external doors) and 13 (details of palisade fencing) of H06-0643-17) - Approved

H06-1106-19 - Details of surface water drainage (Condition 16 of H06-0643-17) - Approved

H06-1210-21 - Storage compound, storage building & offices associated with existing use - retrospective - Approved

H06-1149-21 - Change of use of Station House from offices to domestic dwelling and timber clad garage - retrospective - Approved

H06-0742-24 - Erection of shed & garden building - Retrospective - Approved

H06-0884-24 - Details of Remediation Options Appraisal & Verification Report (Condition 3 of H06-1149-21) - Approved

Consultation Responses

Gedney Parish Council

Council supports this application.

South Holland Internal Drainage Board

Consent may be required under Byelaw 3, not currently required under Section 23 and not applicable under Byelaw 10.

South Holland District Council Environmental Protection

No comments regarding land contamination or environmental protection.

Lincolnshire County Council Highways

Recommendation: No objection

The proposal is for annexe for family member ancillary to main dwelling and it does not have an impact on the Public Highway or Surface Water Flood Risk.

As Lead Local Flood Authority, Lincolnshire County Council is required to provide a statutory planning consultation response with regard to drainage and surface water flood risk on all Major applications. This application is classified as a Minor Application and it is therefore the duty of the Local Planning Authority to consider the surface water flood risk and drainage proposals for this planning application.

No Objections

Having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework), Lincolnshire County Council (as Highway Authority and Lead Local Flood Authority) has concluded that the proposed development would not be expected to have an unacceptable impact upon highway safety or a severe residual cumulative impact upon the local highway network or increase surface water flood risk and therefore does not wish to object to this planning application.

Oliver Wright - NPAC

We are writing on behalf of the National Annexe Planning Consultancy (NPAC) in support of the planning application H06-0366-25, which proposes the development of an ancillary annexe for a family member at Station House, Station Road, Gedney, Spalding, PE12 0DD. As specialists in the sector, with extensive experience across the UK, NPAC strongly champions the use of annexes for ancillary residential use. We have seen first-hand the positive impact this type of accommodation provides, both at a family level and more broadly in addressing national structural challenges. We support the principle of annexe development.

PUBLIC BENEFITS OF ANNEXES

Annexes play a vital role in the wider housing supply conversation by:

- Supporting multigenerational living, easing housing pressure for younger adults and older family members alike.
- Reducing the burden on social care systems, allowing older relatives to age in place with the support of family.
- Providing a more affordable, sustainable form of housing.
- Creating housing capacity without increasing pressure on greenfield development or overstretched infrastructure.

With the UK's aging demographic and increasing demand for intergenerational solutions, annexes represent a modern, adaptable, and compassionate approach to future housing.

COMMON CONFUSION OVER ANCILLARY

The use of the annexe should be reliant on the main dwellinghouse. It is important it does not constitute a separate, standalone unit of accommodation and it could not operate as such, given the site constraints and reliance on the main dwellinghouse. Residential annexes are typically considered ancillary to the main dwelling, even if they contain all the facilities necessary for independent living (such as a kitchen, bathroom, and bedroom). The key distinction is that they are functionally linked to the main dwelling, rather than being separate, self-contained dwellings.

PROBLEMS WITH ANNEXES

There are a lot of cowboy operators in the sector. There is a clear distinction between high quality annexes and substandard developments often associated with the 'beds in sheds' issue. Poorly constructed or improperly used outbuildings can create long-term planning enforcement challenges and undermine the credibility of legitimate annexe developments. To safeguard the integrity of annexe accommodation, we wish to highlight the importance of:

- Effective planning conditions to ensure that annexes remain ancillary to the main dwelling and are not misused as unlawful separate dwellings.
- Longevity of the structure, ensuring that buildings are fit for purpose and not simply temporary solutions.
- Compliance with full Building Regulations, which is crucial for ensuring safety, structural integrity, and future property resale value.
- Consideration of financial implications, including Community Infrastructure Levy (CIL) exemptions where applicable, as well as council tax, insurance, mortgage, and finance considerations.

While design and provider-specific elements fall outside our remit, we believe that a well regulated approach to annexe accommodation benefits homeowners, local authorities, and communities alike.

Thank you for your time and consideration. Should you require any further information on the role of annexes in the UK housing sector, we would be happy to provide our expertise.

Key Planning Considerations

The main issues and considerations in this case are (but are not limited to):

- Principle of Development and Sustainability
- Layout, Design, and Impact on the Character of the Area
- Impact on Neighbouring Residents/Land Users/Land Uses
- Highway Safety and Parking

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.

In this case, the adopted South East Lincolnshire Local Plan 2011-2036, adopted March 2019, forms 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 (updated December 2024) are also a material consideration in the determination of planning applications, alongside adopted Supplementary Planning Documents.

Furthermore, where a Neighbourhood Plan has been adopted, this alongside the adopted Local Plan, forms part of the Development Plan for the District, and must be considered when assessing development proposals. In this instance, no relevant neighbourhood plans have been adopted.

Planning Considerations

Principle of Development and Sustainability

The South East Lincolnshire Local Plan (2019) sets out the settlement hierarchy in respect of delivering sustainable development that 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 housing need, whilst making more sustainable use of land and to minimise the loss of high-quality agricultural land by developing in sustainable locations and at appropriate densities.

Policy 1 of the South East Lincolnshire Local Plan (2019) sets out a spatial strategy for delivering sustainable development across South East Lincolnshire to 2036. Policy 1 (Spatial Strategy) expresses this sustainable framework of settlements, ranking the settlements deemed to be most sustainable in descending order.

Policy 1 (Spatial Strategy) of the South East Lincolnshire Local Plan (2019) indicates that within Main Service Centres, development will be permitted that supports their role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities.

The application site in this instance is in Gedney as detailed by Policy 1. Regardless of such, 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, comprising an appropriate form of development for the location.

As an annexe the design proposes a degree of independent living (through provision of a kitchen, bathroom and living area), although it is considered that the building is still fundamentally reliant on the host dwelling in terms of access and parking arrangements, but also in terms of access to utilities and services. Furthermore, due to the positioning of the building within the site, and its relatively small size and scale, it is considered unlikely that the building is capable or likely to be used as an independent dwelling in the future, or to become an independent planning unit separate from the host dwelling. However, due to the countryside location of the application site, it is considered prudent, reasonable and necessary to tie the use of this building to the host dwelling by means of a restrictive condition to ensure that this is secured in perpetuity, and to ensure the use remains incidental to the host dwelling.

As such, the proposal is considered to be acceptable with the requirements of the South East Lincolnshire Local Plan (2019) when viewed in principle. This is subject to the assessment against site specific criteria; including (but are 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 as follows.

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

Section 12 of the National Planning Policy Framework (December 2024) specifically relates to 'Achieving well-designed places' and details 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 (beyond the short term and over the lifetime of the development) and should be visually attractive as a result of good architecture, layout 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.

Development proposals should also ensure that developments 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 (2019) outlines sustainable development considerations for development proposals, providing a framework for an operational policy to be used in assessing the sustainable development attributes of all development proposals. Furthermore, Policy 3 accords with the provisions of Section 12 of the National Planning Policy Framework (December 2024), in that it 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.

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 main material used for the annexe itself would be timber effect cladding on the walls, this would appear somewhat similar to the existing and previously approved garden building slightly south. As such, it would appear in keeping and remain in character within the context of the site. It would also be set back well within the site to ensure it would not be adversely visible when approaching, minimising any harm caused to the street scene and locality. The materials of the roof, windows and doors are also considered to be acceptable and in keeping alongside this.

Whilst the size of the building itself could be considered to be of a large scale, it is again not dissimilar to the garden building nearby as well as another outbuilding to the east of the site. Due to the proposed use, it would need to be of a fairly notable size and would include a hallway leading to a lounge, dining and kitchen as well as a bathroom and bedroom. The annexe fits well within the site and would not appear cramped in this instance despite the fairly high number of buildings already on site,

It is important to make reference to the site having varying levels throughout, as referenced in the flood risk assessment there is a raised platform where the annexe would be sited plus 250mm of finished floor levels. This would therefore increase the height from 4500mm to about 5500mm. Although this could cause some harm, this would be of the same height to the previously permitted garden building meaning they would be level throughout with this being significant justification in favour of the development in this instance.

It should be noted that any further development on site may not be able to be supported due to the high number of buildings already on site, further construction could result in an overdevelopment and cramped nature. As discussed, this is not considered to be the case in this instance with the height, design and scale considered to be acceptable.

Taking account of the design, scale and nature of the development, as detailed above, the proposal is considered to be acceptable. The proposal would not cause an adverse impact to the character or appearance of the area and would therefore be in accordance with Policies 2 and 3 of the South East Lincolnshire Local Plan (2019) and Section 12 of the National Planning Policy Framework (December 2024).

Impact on Residential Amenity/Land Users

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; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Policies 2 and 3 of South East Lincolnshire Local Plan (2019) sets out that residential amenity and the relationship to existing development and land uses is a main consideration when making planning decisions.

The positioning of the proposed building within the site, its scale, height and orientation would mean that there should be no overshadowing to any direct neighbour in this instance. To the west, if a shadow were to be cast this would be on the host properties garden whilst a shadow to the east would be reduced due to an existing office building to the rear of the site which benefits GDS Travel. Alongside this, although there would be windows across all elevations the south and west elevation windows would face towards the host property with the north and east windows overlooking the access to the business sites to the rear and the office behind as well. As such, there would be no material overlooking, loss of privacy or overshadowing issues that would result in unacceptable harm to the amenity of both residents and other land users.

As detailed above, the scale and design of the proposal is considered to be such that there would be 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 the provisions of the Section 12 of the National Planning Policy Framework (December 2024), and Policies 2 and 3 of the South East Lincolnshire Local Plan (2019).

Highway Safety and Parking

Section 9 of the National Planning Policy Framework (December 2024) specifically relates to 'Promoting sustainable transport'. Paragraph 116 of the National Planning Policy Framework (December 2024) 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.

Further, Policy 36, to be read in conjunction with Appendix 6, of the South East Lincolnshire Local Plan (2019), 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.

The annexe would have one bedroom on site, whilst this cannot be enforced through the above policies; there is more than enough room on site for off street parking for both the main house and annexe.

The proposal would therefore be acceptable and would not have an unacceptable adverse impact on highway safety in accordance with Policies 2, 3 and 36 the South East Lincolnshire Local Plan (2019), and Section 9 of the National Planning Policy Framework (December 2024).

Flood Risk

Section 14 of the National Planning Policy Framework (December 2024) explains that "Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere".

This goes on to state, within Paragraph 172, that all plans "should apply a sequential, risk-based approach to the location of development - taking into account all sources of flood risk and the current and future impacts of climate change - so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by: a) applying the sequential test and then, if necessary, the exception test as set out below".

It is important to note that whilst minor developments such as householders must meet the requirements for site-specific flood risk assessments, they should not be subject to the sequential test, nor the exception test, as outlined in Paragraph 176 and to be read in conjunction with footnote 62.

The site lies within Flood Zones 3 of the Environment Agency's Flood Maps. These have been created as a tool to raise awareness of flood risk with the public and partner organisations, such as Local Authorities, Emergency Services and Drainage Authorities. The Maps do not take into account any flood defences.

The South East Lincolnshire Strategic Flood Risk Assessment (SFRA) provides an overview of how flood risk has been considered in shaping the proposals of the Local Plan; including the spatial strategy and the assessment of housing and employment sites. Policy 4 of the South East Lincolnshire Local Plan (2019) is clear in that "Development proposed within an area at risk of flooding (Flood Zones 2 and 3 of the Environment Agency's flood map or at risk during a breach or overtopping scenario as shown on the flood hazard and depths maps in the Strategic Flood Risk Assessment) will be permitted" in instances where specific criteria is met.

It is worth noting that large parts of the district of South Holland lie within Flood Zone 3. It is therefore necessary to use the refined flood risk information (Hazard and Depth maps) within the South East Lincolnshire Strategic Flood Risk Assessment (2017) as a basis to apply the sequential test.

The property is within Flood Zone 3 and Danger for Some within the SFRA, despite the application being a householder, it would still create a new habitable space to be used as an annexe. Notwithstanding this, the flood risk remains relatively low still whilst the Flood Risk Assessment indicates that the house and most of the garden are elevated above the road and surrounding land because of the station platforms. The annexe would therefore be raised by around 800mm whilst the floor levels would be raised a further 250mm. The finished floor level and raised platform therefore negate any relevant floor risk that could occur.

Overall, when considering the development on balance, it is considered that given the mitigation

measures detailed and recommended by condition, the proposal accords with Policies 2, 3 and 4 of the South East Lincolnshire Local Plan (2019) and the intentions of the National Planning Policy Framework (December 2024) in this regard.

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 represents appropriate development within the defined settlement boundary. The development hereby proposed does not materially harm the character or appearance of the locality, or amenity of nearby residents, and provides adequate parking, whilst conforming with the South East Lincolnshire Local Plan (2019) and the provisions of the National Planning Policy Framework (December 2024) when viewed as a whole.

In this instance, there are no material considerations that weigh against the proposal and as such, the planning balance is in favour of the development.

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 the above considerations into account, the proposal is considered to be in accordance with

Policies 1, 2, 3, 4 and 36 (including Appendix 6) of the South East Lincolnshire Local Plan (2019), along with the identified sections contained within the National Planning Policy Framework (NPPF) (December 2024). There are no significant factors in this case that indicate against the proposal and outweigh the consideration in favour of the proposal and the policies referred to above.

Recommendation

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