DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H09-0706-25**	**Applicant:**	**Ms E Eynott**
Proposal:	Change of Use from Class B8 Storage to Class E Hair & Beauty		
Location:	3c Boston Road South Holbeach Spalding		
Terminal Date:	23rd September 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
07	Improving South East Lincolnshire's Employment Land Portfolio
24	The Retail Hierarchy
27	Additional Retail Provision
29	The Historic Environment
30	Pollution
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 2 - Achieving sustainable development
Section 4 - Decision-making
Section 6 - Building a strong, competitive economy
Section 7 - Ensuring the vitality of town centres
Section 9 - Promoting sustainable transport
Section 11 - Making effective use of land
Section 12 - Achieving well-designed places
Section 16 - Conserving and enhancing the historic environment

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	0	0	0	0
WARD MEMBER	0	1	0	0

HIGHWAYS & SUDS SUPPORT	0	0	0	1
SHDC INTERNAL	0	0	1	0

CASE OFFICER ASSESSMENT

Description of Proposal

The application seeks full planning permission to change the use of the site from storage (Use Class B8) to a hair and beauty salon (Use Class E). No external alterations are proposed to facilitate the change of use.

Site Description

The site comprises a single storey building with a sloped roof form. The building is located to the rear of 5 Boston Road South, to the west of Boston Road South. The building is not visually prominent from the street scene due to its relatively small scale and its position to the rear of buildings nearer to the road frontage along Boston Road South.

The site is located within the settlement boundary of Holbeach, as identified within the South East Lincolnshire Local Plan (2019) and the accompanying policies map.

The site access is within the Holbeach Town Centre policy area, as identified by Policy 24 and the accompanying policies map. However, the building within the site is outside the Town Centre policy area.

There is a grade II listed building opposite the site (Nos 4 and 6 Boston Road) and a grade II listed building to the south of the site (The String of Horses public house). The building within the site is not listed, however, the site is within Holbeach Conservation Area.

The site is located within Flood Zone 1, as identified by the Environment Agency's Flood Risk maps.

Relevant Planning History

H09-0789-98: (Full Application) Change of use of ancillary butchers shop to pizza delivery & takeaway shop, inc. external alterations - approved 08 October 1998

H09-1525-06: (Full Application) Change of use to butchers shop, hairdressers and entrance lobby on ground floor and house of multiple occupancy on first and second floors - approved 01 February 2007

Rear of 18 West End:

H09-0544-12: (Full Application) Change of use of redundant building into self-contained bed-sit accommodation - re-application following refusal of H09-0243-12 - refused 30 August 2012 - appeal dismissed 21 March 2013

H09-0016-15: (Full Application) Change of Use of Redundant Building to Apartment - refused 09 March 2015 - appeal dismissed 18 August 2015

H09-1055-15: (Full Application) Change of use of redundant building to two bedroom apartment (Re-application following refusal of H09-0016-15 and appeal dismissal APP/A2525/W/15/3032626) - refused 08 January 2016 - appeal dismissed 22 July 2016

5 Boston Road:

H09-1407-87: (Full Application) Change of use from workshop & garage to retail' shop' - not determined

H09-0460-01: (Full Application) New roof - approved 13 June 2001

H09-1151-02: (Full Application) Use of building for any one of the following: Class A1 (shops); Class A2 (financial and professional services); Class A3 (food and drink) or a health studio (Retrospective) - approved 13 December 2002

Consultation Responses

Responses have been received from the below referenced consultees. The responses are summarised below, however, the responses can be viewed in their entirety on the South Holland website.

Lincolnshire County Council: Highways and SUDS Support: No objections. The site is located in a central urban area where services and facilities are within a reasonable distance to be accessed via sustainable travel options such as walking, cycling and public transport. Future visitors and staff of the business use development will not be reliant on the private car and therefore parking is not essential for this proposal. Additionally, it has been stated that those who do depend upon the use of a motor vehicle can utilise the public car park within close vicinity of the premises.

Cllr N J Chapman: No objections.

Environmental Protection: No comments regarding land contamination or environmental protection.

Holbeach Parish Council: No response received.

Cllr S E Hutchinson: No response received.

Cllr T Carter: No response received.

Holbeach and District Civil Society: No response received.

Conservation Officer: No response received.

Ecology Officer: No response received.

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, no letters of representation have been received.

Key Planning Considerations

Development Plan

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.

There are no adopted Neighbourhood Plans for the area within which the site is located.

The main issues and considerations in this case include the following:

-Principle of Development;
-Visual and Heritage Impact;
-Impact on Amenity;
-Highway Safety and Parking; and
-Biodiversity Net Gain.

These matters are assessed in turn below.

Principle of Development

Policy 1 of the Local Plan 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 Holbeach which is identified as a Main Service Centre. Policy 1 of the Local Plan sets out that development will be permitted within Main Service Centres 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 seeks full planning permission to change the use of the site from storage (Use Class B8) to a hair and beauty salon (Use Class E). No external alterations are proposed to facilitate the proposals. The proposed use would therefore remain a commercial use and would continue to provide employment.

The site access is within the Holbeach Town Centre policy area, as identified by Policy 24 and the accompanying policies map. Although the building within the site is outside this area, the building is located close to the Town Centre and it is not considered that the proposed use would undermine the viability of the Town Centre. As such, the proposed development would accord with the aims of Policy 24. Furthermore, the proposed development would deliver some benefits in terms of employment generation and a small contribution to the local economy. This carries some weight in favour of the proposal. Therefore, it is considered that the principle of development is acceptable in this case.

Visual and Heritage Impact

Paragraph 135 of the NPPF, 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.

Policy 2 of the 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.

Policy 3 of the 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.

No external alterations are proposed to facilitate the proposed change of use. The proposed change of use might alter the character of the site to an extent as the use would likely encourage more users to visit the site. Due to the small scale of the building, it is considered that the impact of the change in character would be acceptable.

As set out previously, the site is within Holbeach Conservation Area and there are grade II listed buildings near to the site. Policy 29 of the Local Plan sets out that proposals that affect the setting of

a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building. The policy also sets out that proposals within a Conservation Area should preserve (and enhance or reinforce, as appropriate) features that contribute positively to the area's character, appearance and setting. As no external changes are proposed and the change of use would not significantly alter the character of the site, it is considered that the development would have an acceptable impact on Holbeach Conservation Area and the setting of the nearest listed buildings.

Therefore, the proposal would not cause an adverse impact to the character or appearance of the area in accordance with Policies 2, 3 and 29 of the Local Plan and Sections 12 and 16 of the NPPF.

Impact on Amenity

Paragraph 135 of the NPPF 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 the Local Plan set out that residential amenity and the relationship to existing development and land uses is a main consideration when making planning decisions.

The council's environmental health team have not raised concerns with the proposals in terms of noise disturbance. The building within the site is not adjacent to any dwellings and it is unlikely that the proposal would cause a significant disturbance to nearby dwellings.

The proposed opening hours are 9am to 6pm Mondays to Friday, and 9am to 4pm on Saturdays. No opening hours are proposed for Sundays and Bank Holidays. The opening hours are considered to be suitable. It is considered appropriate to restrict the opening hours via a planning condition. Furthermore, the use of the building for a hair and beauty salon is considered likely to result in a lower level of noise disruption than a B8 use for the amenity of neighbouring properties and businesses. As such, the proposal is likely to result in some betterment to the general amenity of the area from the existing use.

As such, it is considered that the proposal would have no significant detrimental amenity impacts. Therefore, the proposed development would accord with the Section 12 of the NPPF and Policies 2 and 3 of the Local Plan in amenity terms.

Highway Safety and Parking

Paragraph 116 of the NPPF sets out 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 would be severe, following mitigation.

Policy 2 of the Local Plan sets out 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 Local Plan, in conjunction with Appendix 6, sets out minimum vehicle parking standards.

No dedicated parking spaces are proposed, however, Lincolnshire County Council's Highways Team have not raised any objections to the lack of parking provision. The site is located near to Holbeach Town Centre and it is considered that any future customers or employees could use public transport links or nearby public car parks.

Therefore, the proposal would be acceptable in terms of highway safety in in accordance with Policies 2, 3, 33 and 36 of the Local Plan, as well as Section 9 of the NPPF.

Biodiversity Net Gain

Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021) requires developers to deliver a minimum of 10% Biodiversity Net Gain using standardized biodiversity units measured by statutory biodiversity metrics. This is often referred to as the mandatory requirements for Biodiversity Net Gain.

"Under the statutory framework for biodiversity net gain, subject to some exceptions, every grant of planning permission is deemed to have been granted subject to the condition that the biodiversity gain objective is met ("the biodiversity gain condition"). This objective is for development to deliver at least a 10% increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat. This increase can be achieved through onsite biodiversity gains, registered offsite biodiversity gains or statutory biodiversity credits".

The biodiversity gain condition is a pre-commencement condition. This relates to a condition that seeks, once planning permission has been granted, a Biodiversity Gain Plan that must be submitted and approved by the planning authority before commencement of the development, alongside the need to submit a Habitat Management and Monitoring Plan.

The effect of Paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission is deemed to have been granted subject to the "biodiversity gain condition".

The effect of this "biodiversity gain condition" is that development granted by this notice must not begin unless:
(a) a Biodiversity Gain Plan has been submitted to the planning authority, and
(b) the planning authority has approved the plan, or
(c) the development is exempt from the biodiversity gain condition.

In this instance, the application is exempt from the statutory 10% Biodiversity Net Gain requirements as the proposal is considered to fall within the de minimis exemption. For example, no external alterations are proposed such as extensions.

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 proposed development is appropriate and would not materially harm the character or appearance of the locality, or the amenity of nearby residents. The development is acceptable in terms of its impact on heritage assets and highway safety. As such, the proposed development accords with the Local Plan and the NPPF.

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 accords with Policies 1, 2, 3, 24, 29, 30 and 36 of the Local Plan, as well as Sections 6, 7, 9, 11, 12 and 16 of the NPPF. There are no significant factors in this case that would outweigh the benefits of the proposal. Therefore, the planning balance is in favour of the proposal.

Recommendation

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