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VENTURE BUSINESS SPACE LIMITED
CHANGE OF USE OF EX-BELL PUBLIC HOUSE TO A SHOP (CLASS E) INCLUDING
PART DEMOLITION, SINGLE STOREY REAR EXTENSION & EXTERNAL WORKS
THE BELL INN, 33 CHURCH STREET, PINCHBECK, SPALDING, LINCOLNSHIRE,
PE11 3UB

Planning Statement

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1.0 Introduction

- 1.1 A previous application, H14-0583 – was withdrawn prior to determination.
- 1.2 A subsequent application for the same development was refused on the 26 January 2026 on the grounds that;

The proposed development is for a convenience retail unit with a net sales floor area of 225sqm, exceeding the 100sqm limit for new local shops under Policy 27(c) of the South East Lincolnshire Local Plan (2019). The applicant has not demonstrated a clear qualitative need to remedy a geographical deficiency in the distribution of convenience goods, nor that a larger unit is justified.

As such, the proposal would result in an over-provision of convenience retail outside the designated centre hierarchy, contrary to the aims of Policy 27(c) to support sustainable retail distribution and maintain the vitality of existing local centres. The proposal is therefore inconsistent with Policy 27(c) of the South East Lincolnshire Local Plan 2019 and the National Planning Policy Framework (December 2024).

2 The proposed development fails to comply with the sequential approach to main town centre uses as required by Policy 24 of the South East Lincolnshire Local Plan (2019) and Paragraph 91 of the National Planning Policy Framework (December 2024).

The submitted sequential assessment does not demonstrate sufficient flexibility in scale, format, or layout to accommodate the proposed convenience store within Spalding Town Centre, including smaller units or multi-level premises. The application site is located outside the established neighbourhood centre of Knight Street, which already provides accessible convenience retail provision. The proposal would introduce an additional outof-centre retail unit without demonstrating a clear qualitative need to remedy a deficiency in local convenience goods provision, thereby undermining the sustainable distribution of retail and the vitality and viability of existing centres, both formal and informal.

The proposal is therefore contrary to South East Lincolnshire Local Plan (2019) policies 1, 24 and 27 and paragraph 91 of the National Planning Policy Framework (December 2024).

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3 The proposed development fails to provide adequate vehicle parking, safe access, or traffic management in accordance with the South East Lincolnshire Local Plan (2019) Policies 36 and Appendix 6, the Lincolnshire Development Roads and SuDS Design Guide, and the National Planning Policy Framework (December 2024). The submitted Transport Statement underestimates parking demand by relying on net rather than gross floorspace, does not sufficiently justify the shortfall, and does not consider staff versus customer use. Visibility from the site access is not demonstrated to be acceptable. The Local Planning Authority is not satisfied that the development would avoid harm to existing or future users of the highway safety.

The proposal is therefore contrary to policies 2, 3 and 36 of the South East Lincolnshire Local Plan 2019 as well as appendix 6, parking.

- 1.3 There is an extant permission for the conversion of the former public house to flats and the erection of new dwellings. Conditions have been submitted and approved and the development has commenced.
- 1.4 The permission relating to the flats will remain in place but in reality will not take place if the retail application is approved. The new full application, the subject of this statement, relates only to the former public house.

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2.0 Planning History

- 2.1 In April 2023 permission was granted for "Conversion of the ex-Bell Public House into five flats and the development of nine detached bungalows to the rear" (H14-0219-22). The development has now been commenced.
- 2.2 A S106 agreement was entered into which provided for 4 affordable houses.
- 2.3 Recent applications for an amendment to the extant permission and change of use of the former pub to retail were withdrawn.
- 2.4 A S73 application in respect of H14-0219-22 has been approved.
- 2.5 Conditions relating to the residential element have been submitted and approved.
- 2.6 The S73 approval has been commenced.
- 2.7 As noted in Section 1 above, a previous application for retail development was refused in January 2026.

3.0 Development Plan

- 3.1 The development plan is the South East Lincolnshire Local Plan - Adopted: March 2019. The following policies have previously been considered to be relevant. They are set out in full in Appendix A.

- 01 Spatial Strategy
- 02 Development Management
- 03 Design of New Development
- 04 Approach to Flood Risk
- 06 Developer Contributions
- 10 Meeting Assessed Housing Requirements
- 17 Providing a Mix of Housing
- 29 The Historic Environment
- 36 Vehicle and Cycle Parking
- APPENDIX 6 Parking Standards

- 3.2 As this scheme involves retail development, policy 24 is relevant;

- 24 Retail

- C. Outside the retail hierarchy

Outside the retail hierarchy, individual local shops and small neighbourhood clusters of them within a settlement boundary, which meet the day-to-day needs of nearby residents, will be promoted. Wherever possible such new

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uses should be located in close proximity to each other, unless serving very local catchments e.g. corner shops.

The vitality and viability of centres in the retail hierarchy will be maintained and enhanced. Proposals for retail use outside the Primary Shopping Areas as identified on the Policies Map, or for other main town centre uses, outside the town centre boundaries and where not provided for under Policy 27, will be required to demonstrate their suitability through a sequential test in line with the National Planning Policy Framework⁹.

In addition, and other than for provision under Policy 27, a robust assessment of impact on nearby town centres will be required for any retail proposal that:

1. provides a retail floor space of 500sqm (net) or more outside Boston town centre boundary (but within Boston Borough); and
2. provides a retail floor space of 250sqm (net) or more outside Spalding town centre boundary and the District and Local Centres (for Kirton within Boston Borough and for all other town centres within South Holland District).

If planning permission is granted for retail development in an out-of-centre or edge-of-centre location (as defined by national policy⁹), the range of goods sold may be restricted either through planning conditions or legal agreement.

6.2.10 Therefore, the impact of proposed new town centre uses on the vitality of existing town centres and planned measures to improve them must be fully considered. In line with national planning policy⁹, proposals for retail development outside the Primary Shopping Areas (unless justified by Policy 27: Additional Retail Provision), and for other main town centre uses, outside the town centre boundaries should first be assessed through a sequential test.

6.2.11 Additionally, for retail development, an impact assessment may be required (unless justified by Policy 27: Additional Retail Provision); the Town Centres and Retail Capacity Study (2013)¹⁹ identifies that the small scale of many centres in South East Lincolnshire means that impact assessments will be required for proposals over 250m² (net) sales floor space where they are not in Spalding or the District and Local Centres. In Boston, a slightly higher threshold of 500m² is identified to reflect the size and function of the existing town centre¹⁶. The impact assessment should apply to the Local Authority

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area within which the town centre is situated. These thresholds will help protect the town centres from medium and large out-of-centre food stores and other shops which could have significant impacts. Proposals which will have a significant negative impact on the vitality and viability of town centres will not be supported.

3.3 Policy 27 is also relevant;

C. Other Local Shops and Town Centre Uses

Individual local shops, leisure uses and services and small neighbourhood clusters of them which meet the day-to-day needs of nearby residents, without the need to use a car, will be protected. Proposed new shops in such circumstances, will be limited to a maximum 100 sqm (net) floor space, unless a qualitative need to remedy a geographical deficiency in the distribution of food shopping can be demonstrated, in which case units up to 500 sqm (net) floor space will be permitted. Extensions which would take existing local shops up to these sizes to improve their viability will be permitted, subject to the same demonstration of geographical deficiency for proposals over 100 sqm.

3.4 Policy S1 identifies Pinchbeck as a main service centre;

2. Main Service Centres

Pinchbeck

Within the settlement boundaries of the Main Service Centres (as shown on the Inset Maps) 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 site is within the development limits.

3.5 The January 2026 refusal referred to policies 2,3,27,24,and 36.

3.6 The refusal also referred to the Lincolnshire Development Roads and SuDS Design Guide, particularly Appendix 6. The guide sets parking standards, which for food retail are 1 space per 14sqm of gfa.

4.0 National Policies

4.1 39. Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work

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proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

- 4.2 NPPF also has advice on retail development and this is referred to in the accompanying retail assessment,
- 4.3 A draft replacement NPPF has been published. While it is not yet policy, it is a material indication of the Government's emerging approach and is therefore referred to briefly below.

DM1: Preparing development proposals

Proposals for major development should:

a.

Be informed by early engagement with neighbours and the local community, as well as with the local planning authority, statutory consultees and other relevant bodies where appropriate, to identify and seek to resolve key planning matters prior to the submission of a planning application. This pre-application engagement should be proportionate to the nature of the scheme and those likely to be affected by it; and

b.

Be accompanied by a concise planning statement setting out:

i.

how the proposals are consistent with relevant development plan and national decision-making policies;

ii.

the outcome of pre-application engagement and the extent to which the proposals have changed in response to this engagement; and

iii.

the proposed use of any planning obligations to make the proposals acceptable in planning terms.

2.

Proposals for other types of development should be supported by the minimum necessary information requirements to enable a decision. In certain circumstances, set out elsewhere in this Framework, this should include pre-application discussions (see policies CO2 and P4). Pre-application engagement may also be required where proposals raise complex planning matters, such as the potential effect on heritage assets.

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DM3: Determining development proposals

1.

When considering development proposals, local planning authorities should:

a.

Work with the applicant in a positive and proactive manner, where necessary seeking solutions to problems arising from initial proposals, to enable a timely decision;

b.

Take a proportionate approach to the consideration of the planning matters raised by the proposals, in a way that reflects their scale, complexity and potential impact;

c.

Take account of planning matters raised during any pre-application engagement, including any positive responses to this engagement, as well as representations on the proposals;

d.

Consult statutory or internal consultees only where it is necessary to do so. Decisions on development proposals should not be delayed in order to secure advice from a statutory or internal consultee beyond their statutory deadlines unless there is insufficient information to make the decision or more detailed advice may enable an approval rather than a refusal;

e.

Consider whether otherwise unacceptable development proposals could be made acceptable through the use of planning conditions or planning obligations; and

f.

Not refuse applications for development which should clearly be approved, having regard to its accordance with the development plan, the policies in this Framework and any other material considerations.

TC1: Planning for town centres

1.

To promote the long-term vitality and viability of town centres³⁶, development plans should, at the most appropriate level:

a.

Be informed by a strategy for town centres in the area, to ensure that the full range of potential needs and opportunities for development is considered, including the scope

Christopher Kendall, Dip T.P. M.R.T.P.I. Chartered Town Planner



to accommodate additional floorspace, to broaden the mix of uses (including residential uses) and to bring vacant sites and premises back into use;

b.

Set out the hierarchy of centres, and any areas within them where specific policies on the nature and scale of development apply, including:

i.

the extent of town centres;

ii.

areas particularly suitable for a greater diversity and/or intensification of use, including through residential development; and

iii.

areas within which infrastructure and public realm improvements are proposed.

c.

Allocate a range of suitable sites in town centres to meet the scale and type of main town centre uses needed over the plan period in these locations, as well as for any complementary uses. Before reviewing town centre boundaries to accommodate any increase in development which is needed, existing vacant town centre sites and areas that are particularly suitable for intensification should be considered to maximise effective use of land;

d.

Where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies should set out proposals for identified needs to be met in other accessible locations that are well connected to the town centre; and

e.

Where appropriate, set a locally defined floorspace threshold for development proposals outside town centres, above which an impact assessment would be required, as set out in policy TC4.

2.

Local planning authorities should consider the use of design guides, design codes and masterplans to support their vision for, and the development of, town centres. They should also consider the use of Article 4 directions to remove a permitted development right where these are justified as a means to support the vitality and viability of particular centres and maintain their character.

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National decision-making policies

TC3: Main town centre uses outside town centres

1.

A sequential test should be applied to proposals for main town centre uses for which planning permission is required, where these are neither in an existing centre nor in accordance with an allocation for that purpose in an up-to-date development plan.

2.

The sequential test means that main town centre uses involving new development should be located within town centres identified in the development plan; then, if this is not feasible, in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering edge of centre and out of centre locations, preference should be given to accessible sites which are well connected to the town centre.

3.

Applicants and local planning authorities should exercise flexibility when considering issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored. In doing so it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development proposed, and it should be considered whether the type of development proposed could be accommodated across multiple sites.

4.

Where a development proposal fails to satisfy the sequential test, or is likely to have a significant adverse impact on one or more of the considerations in policy TC4, it should be refused.

5.

This sequential test does not apply to applications for small scale rural offices or other small scale rural development.

TC4: Assessing the impact of development on town centres

1.

Development proposals for retail and leisure uses located outside town centres should be accompanied by an impact assessment if the proposal exceeds a

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floorspace threshold set out in an up-to-date development plan, and is not on a site which is allocated for the proposed use in the plan. If no threshold for impact assessments has been set in the development plan, a default threshold of 2,500m² gross floorspace should be applied.

2.

In circumstances where an impact assessment is required, it should be demonstrated that the development would be unlikely to have a significant adverse impact on:

a.

Existing, committed and planned public and private investment in a town centre or centres in the catchment area of the proposal; and

b.

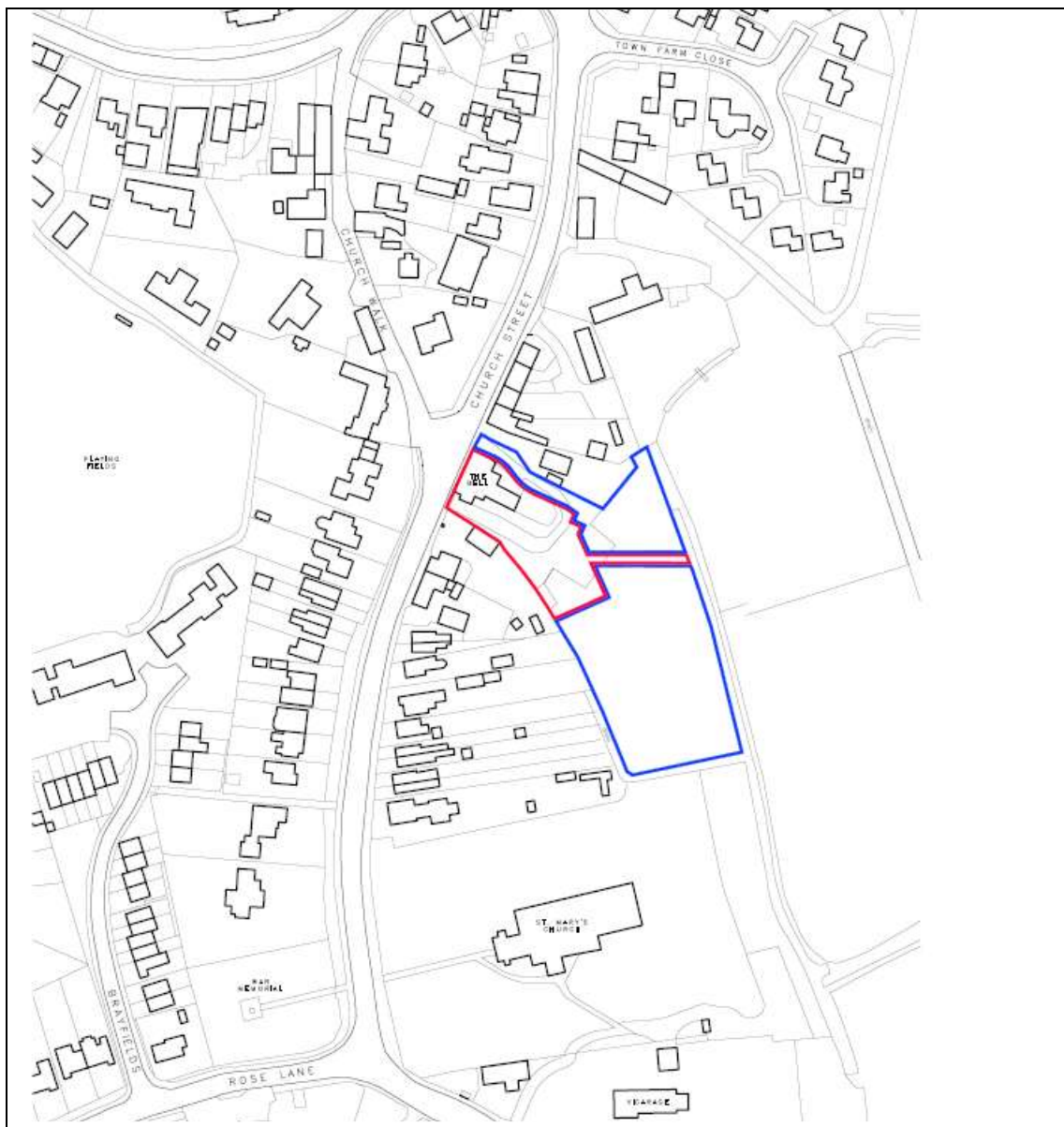
Town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme).

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5.0 The Scheme

5.1



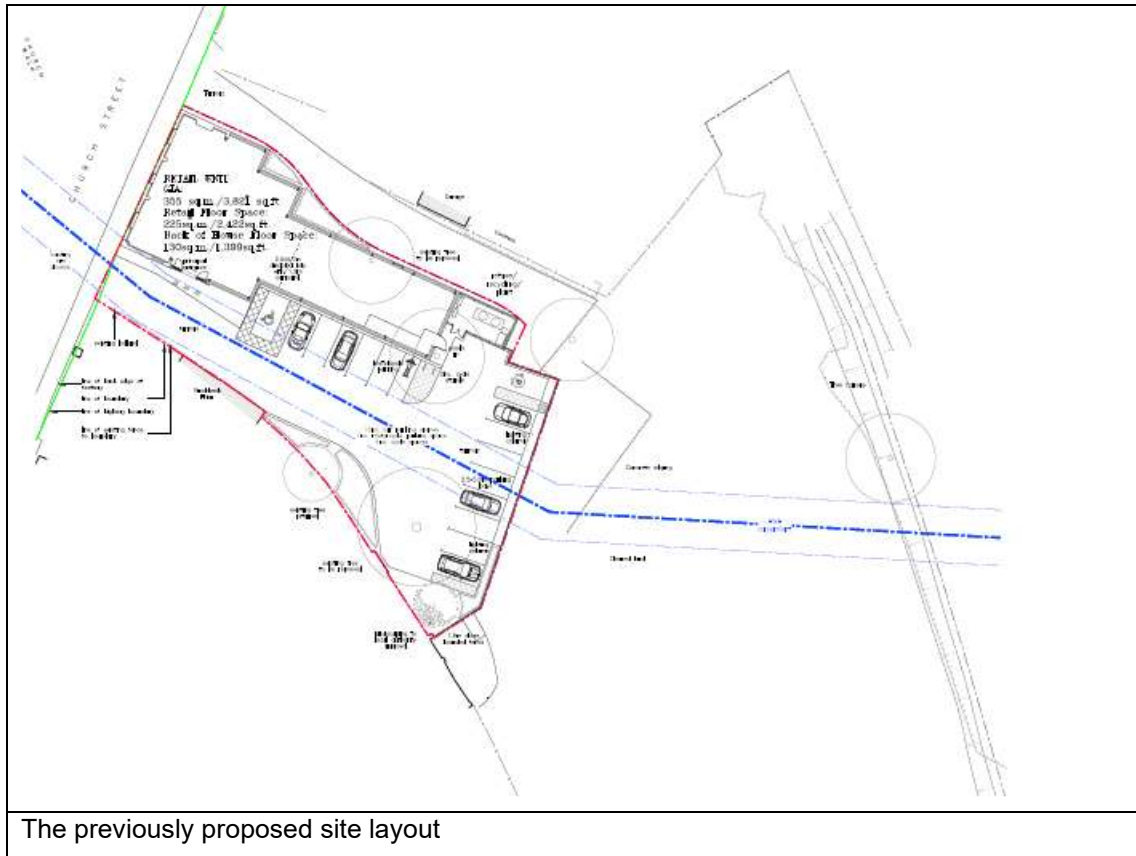
Location plan

The blue strip to the north is to be used as the access to the residential development.

The application site extends across the residential site to allow the provision of a surface water sewer to dispose of surface water to the watercourse.

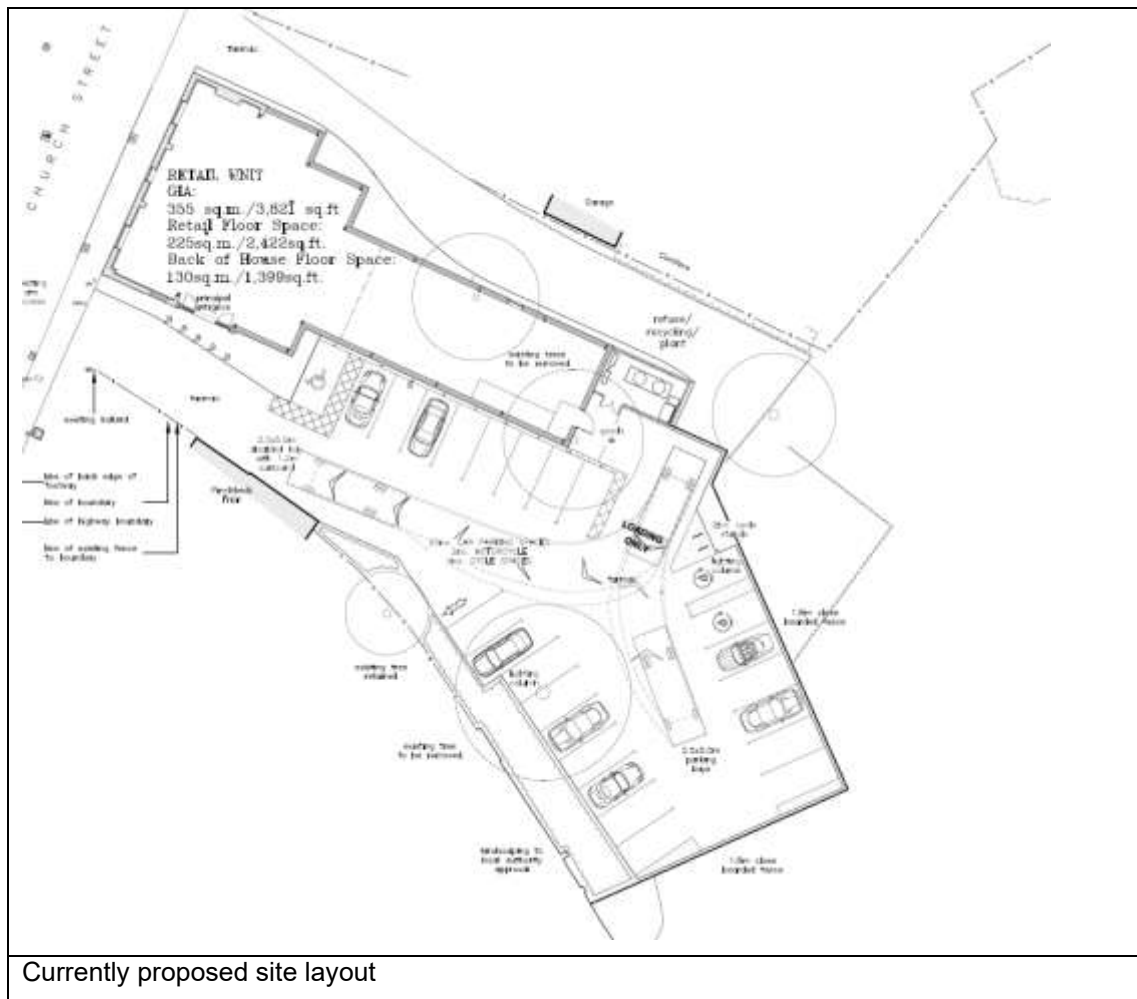
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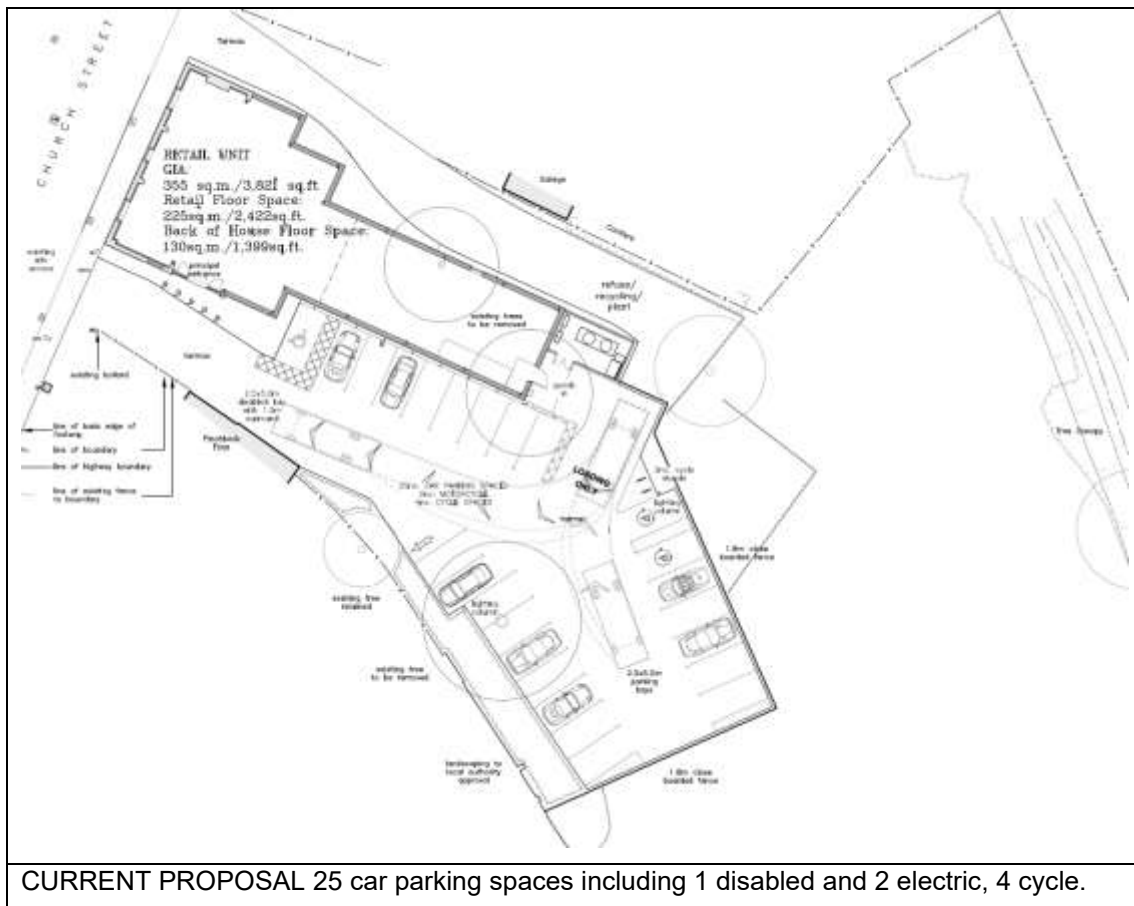




The proposal retains the front elevation and roof of the main building.
 The two storey rear extension will be demolished and replaced by a single storey extension.
 The white paint will be removed from the front elevation revealing the original bricks.

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- 5.2 The existing public house and outbuildings have a floor area of 417 sq m. As a result of the demolition and rebuilding this will reduce to 355 sqm.
- 5.3 The staircase to the first floor will be removed and apart from a loft access hatch for maintenance purposes, the first floor will be inaccessible and unused.
- 5.4 The ground floor will provide 225 sq m of tradeable floorspace with 130sqm of storage, giving a useable floor area of 355sqm.
- 5.5 The building will be operated as a convenience store, within Class E of the Use Classes order.
- 5.6 It is expected that it will open 7 days a week, from 0600 to 2300. However, the Council is able to restrict the hours of opening by a condition if necessary.

6.0 Heritage issues

- 6.1 A Heritage Statement is submitted. This concludes;

13.0 Conclusion

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13.1 We hope to have demonstrated that the conversion and adaptive reuse of the former pub building is respectful and will ensure its long-term future, thereby enhancing its contribution to the streetscene and wider conservation area. Also, that the application site has the capacity to accommodate appropriately scaled new development.

13.2 The redevelopment of the building, as proposed, would also preserve and enhance the setting of the conservation area which is in accord Step 4 of the GPA 3 'to maximise enhancement and minimise harm to the setting of heritage assets'.

13.3 In addition to this, what limited impact there may be because of the proposals will be compensated for by mitigation measures which include rebuilding with high-quality materials, appropriate massing, architectural detailing and additional structure planting and, overarching all of this, a coherent and well-ordered estate layout.

13.4 The potential impact on the conservation area is judged to be medium beneficial. This is defined as 'the alterations enhance to a clearly discernible extent the heritage asset or the ability to appreciate the significance values'. This is clearly in accord with both National and local policy, particularly paragraphs 210c and 219 of the NPPF which encourages new development in conservation areas.

13.5 No other built heritage assets (designated or non-designated) are judged to be affected by the proposals.

- 6.2 There is no record, either online or in the planning officer report, that the Council's Conservation Officer had any comments on the above ground heritage issues. The impact on the character and appearance of the Conservation Area was not referred to in the reasons for refusal.
- 6.3 The previously submitted archaeology report is resubmitted for completeness.
- 6.4 The County Council's Historic Environment Officer commented on archaeology;

Historic Environment Officer

As mentioned above, there is potential for development on this site to have an impact on buried remains that should be recorded prior to their destruction - NPPF (paragraph 218). We recommend that if permission is granted, there be an archaeological condition for a mitigation strategy to effectively deal with this site. This will comprise a phased approach of archaeological investigation

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and mitigation work. This will initially comprise but may not be limited to an archaeological trial trench evaluation of the site which should aim to determine the presence, absence, significance, depth and character of any archaeological remains which could be impacted by the proposed development as noted above and to inform a programme of further archaeological mitigation work which may be required if archaeological remains are identified in the evaluation. This will enable any remaining archaeology which currently survives on this site to be properly assessed and recorded prior to their alteration or destruction.

This should be secured by South Holland District Council's standard conditions AR01, 02 , 03 and 05 and is in accordance with National Planning Policy Framework paragraphs 207 and 218 and the South East Lincolnshire Local Plan (Policy 29).

6.5 Archaeology was not a reason for refusal.

7.0 Flood Risk and Drainage

7.1 Neither flood risk nor drainage were reasons for refusal previously.

7.2 Amended flood risk and drainage assessments are submitted.

8.0 Ecology

8.1 An ecology report is submitted. This does not indicate any ecological issues as a result of the works to the former public house.

8.2 A BNG metric is submitted.

9.0 Transport

9.1 A TS is submitted. This discusses potential traffic generation, servicing and parking. It concludes that the development will not have a harmful effect on the highway network.

9.2 The TS discusses visibility splays in the context of relevant policy, in particular Manual for Streets. It concludes that visibility is acceptable.

9.3 The TS includes;

At a total of 25 spaces, the Retail Unit's parking provision is compliant with Appendix 6 of SELLP which states a requirement of a minimum of "1 space per 14m²" for "Convenience retail (A1)".

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9.4 It is therefore considered that the previous highway reasons for refusal have been overcome.

10.0 Lighting

10.1 A detailed lighting scheme has been prepared. This shows that the site can be adequately lit without causing harm to the amenity of the surrounding area.



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10.2 Previously there was no suggestion that the appearance of the area nor residential amenity would suffer as a result of lighting.

11.0 Trees

11.1 Arboricultural reports are submitted.

11.2 There was no suggestion that the previous scheme would harm trees.

12.0 Retail Impact

12.1 Two of the three reasons for refusal referred to retail issues. The retail impact assessment has been revised.

12.2 The report concludes;

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6.1 This retail sequential and impact assessment has been produced in order to support a planning application for the creation of a new convenience store on the existing application Site.

6.2 The assessment has been undertaken in order to fully comply with policy 24 of the Local Plan (2019), planning practice guidance and the NPPF.

6.3 The sequential assessment is set out in full at Section 4 of this report. 10 sites were identified as available through extensive research and these sites are assessed at Appendix A.

6.4 The sites are not suitable to accommodate the requirements of the proposed development. Therefore, the application Site has passed the sequential test as there are no available sequentially preferable sites that could accommodate the proposed development.

6.5 Whilst the net floorspace of the proposed store falls below the threshold where a retail impact assessment is required, one has been undertaken for robustness. The retail impact assessment is set out in full at Section 5 of this report. It is concluded that the proposed store will have no adverse impact on Spalding Town Centre.

6.6 The application will provide a number of retail benefits, such as improved access to convenience retail goods and the creation of additional employment opportunities.

6.7 The proposed development is therefore considered acceptable in retail terms.

13.0 Conclusion

13.1 This application follows the refusal of the previous proposal in January 2026. The reasons for refusal related principally to retail policy, the sequential approach, and highway/parking matters. The current application has been prepared specifically to address those matters and is supported by revised and additional technical information.

13.2 The proposal would bring the former Bell Inn back into active and beneficial use as a convenience store within Class E. The building is located within the settlement boundary of Pinchbeck, which is identified as a Main Service Centre in the South East Lincolnshire Local Plan. The principle of development which supports the role of the

Christopher Kendall, Dip T.P. M.R.T.P.I. Chartered Town Planner



settlement, helps sustain local services and meets the day-to-day needs of nearby residents is therefore consistent with the spatial strategy of the development plan.

- 13.3 The scheme would retain the principal frontage and roof form of the former public house. The less satisfactory rear elements would be removed and replaced by a single-storey extension. The proposed works would therefore secure the reuse of a vacant building, improve its appearance within the street scene, and preserve and enhance the character and appearance of the Conservation Area. The submitted Heritage Statement concludes that the effect on the Conservation Area would be beneficial, and heritage matters were not identified as a reason for refusal of the previous application.
- 13.4 The proposed retail unit would provide 225 sq m of tradeable floorspace, with associated storage and support space. A revised retail assessment has been submitted. That assessment addresses the sequential approach and concludes that there are no available, suitable and sequentially preferable sites capable of accommodating the proposed development. Although the proposal falls below the relevant local threshold for a retail impact assessment, an assessment has nevertheless been undertaken for robustness. It concludes that the proposal would not have an adverse impact on Spalding Town Centre or on the vitality and viability of existing centres.
- 13.5 The proposal would also provide qualitative benefits. It would improve local access to convenience goods, serve the day-to-day needs of nearby residents, reduce the need for some local trips to be made to more distant stores, and provide local employment. The proposal is therefore consistent with the objectives of Policies 24 and 27, when read as a whole, and with the town centre policies of the NPPF.
- 13.6 The previous highway and parking concerns have also been addressed. The revised layout provides 25 car parking spaces, including disabled and electric vehicle provision, together with cycle parking. The submitted Transport Statement assesses access, visibility, servicing, traffic generation and parking demand, and concludes that the development can operate safely and without unacceptable impact on the local highway network. The proposal therefore overcomes the previous reason for refusal relating to parking, access and highway safety.

Christopher Kendall, Dip T.P. M.R.T.P.I. Chartered Town Planner



- 13.7 The application is also supported by updated information on flood risk, drainage, ecology, biodiversity net gain, lighting, trees and archaeology. None of these matters formed a reason for refusal of the previous application and the submitted reports demonstrate that the proposal is acceptable, or can be made acceptable by appropriately worded planning conditions.
- 13.8 The Council retains the ability to impose conditions where necessary, including conditions controlling hours of opening, external lighting, servicing, archaeology, drainage, landscaping and any other detailed operational matters. Such conditions would be capable of ensuring that the development remains acceptable in planning terms.
- 13.9 Taken as a whole, the proposal represents a sustainable and beneficial reuse of an existing building within the settlement boundary. It would secure the future of a prominent former public house, provide a useful local retail facility, improve the appearance of the site, and avoid unacceptable harm to the highway network, existing centres, residential amenity, heritage interests, flood risk, drainage, ecology or trees.
- 13.10 The development accords with the development plan when read as a whole, and with the relevant provisions of the National Planning Policy Framework. There are no material considerations which indicate that planning permission should be withheld. Planning permission should therefore be granted, subject to appropriate conditions.

14.0 Conditions

- 14.1 The application proposes a retail unit which would be within Class E of the Use Classes Order. S55 of the Act makes it clear that changing uses within a use class is not a material change of use and therefore not development. However, as Class E is very wide ranging the Council could, if it wished and had good reason, prevent changes to other uses within Class E.

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Appendix A – Policies

01 Spatial Strategy

2. Main Service Centres

(Includes) Pinchbeck

Within the settlement boundaries of the Main Service Centres (as shown on the Inset Maps) 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.

02 Development Management

Proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met, specifically in relation to:

1. size, scale, layout, density and impact on the amenity, trees, character and appearance of the area and the relationship to existing development and land uses;
2. quality of design and orientation;
3. maximising the use of sustainable materials and resources;
4. access and vehicle generation levels;
5. the capacity of existing community services and infrastructure;
6. impact upon neighbouring land uses by reason of noise, odour, disturbance or visual intrusion;
7. sustainable drainage and flood risk;
8. impact or enhancement for areas of natural habitats and historical buildings and heritage assets; and
9. impact on the potential loss of sand and gravel mineral resources.

03 Design of New Development

All development will create distinctive places through the use of high quality and inclusive design and layout and, where appropriate, make innovative use of local traditional styles and materials. 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.

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Development proposals will demonstrate how the following issues, where they are relevant to the proposal, will be secured:

1. creating a sense of place by complementing and enhancing designated and non designated heritage assets; historic street patterns; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area;
2. distinguishing between private and public space;
3. the landscape character of the location;
4. accessibility by a choice of travel modes including the provision of public transport, public rights of way and cycle ways;
5. the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking;
6. the lighting of public places;
7. ensuring public spaces are accessible to all;
8. crime prevention and community safety;
9. the orientation of buildings on the site to enable the best use of decentralised and renewable low-carbon energy technologies for the lifetime of the development;
10. the appropriate treatment of facades to public places, including shop frontages to avoid visual intrusion by advertising, other signage, security shutters, meter boxes and other service and communication infrastructure;
11. residential amenity;
12. the mitigation of flood risk through flood-resistant and flood-resilient design and sustainable drainage systems (SuDS);
13. the use of locally sourced building materials, minimising the use of water and minimising land take, to protect best and most versatile soils;
14. the incorporation of existing hedgerows and trees and the provision of appropriate new landscaping to enhance biodiversity, green infrastructure, flood risk mitigation and urban cooling;
15. the appropriate use or reuse of historic buildings.

South East Lincolnshire Local Plan 2011-36

04 Approach to Flood Risk

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, where:

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1. It can be demonstrated that there are no other sites available at a lower risk of flooding (i.e. that the sequential test is passed). The sequential test will be based on a Borough or District wide search area of alternative sites within the defined settlement boundaries, unless local circumstances relating to the catchment area for the development justify a reduced search area, i.e. there is a specific need for the development in that location. The sequential test is not required for sites allocated in the Local Plan, minor development¹ or change of use (except for a change of use to a caravan, camping or chalet site, or to a mobile home or park home site).
2. It can be demonstrated that essential infrastructure in FZ3a & FZ3b, highly vulnerable development in FZ2 and more vulnerable development in FZ3 provide wider sustainability benefits to the community that outweigh flood risk.
3. The application is supported with a site-specific flood risk assessment, covering risk from all sources of flooding including the impacts of climate change and which:
 - a. demonstrate that the vulnerability of the proposed use is compatible with the flood zone;
 - b. identify the relevant predicted flood risk (breach/overtopping) level, and mitigation measures that demonstrate how the development will be made safe and that occupants will be protected from flooding from any source;
 - c. propose appropriate flood resistance and resilience measures (following the guidance outlined in the Strategic Flood Risk Assessment), maximising the use of passive resistance measures (measures that do not require human intervention to be deployed), to ensure the development maintains an appropriate level of safety for its lifetime;
 - d. include appropriate flood warning and evacuation procedures where necessary (referring to the County's evacuation routes plan), which have been undertaken in consultation with the authority's emergency planning staff;
 - e. incorporates the use of Sustainable Drainage Systems (SuDS) (unless it is demonstrated that this is not technically feasible) and confirms how these will be maintained/managed for the lifetime of development (surface water connections to the public sewerage network will only be permitted in exceptional circumstances where it is demonstrated that there are no feasible alternatives);
 - f. demonstrates that the proposal will not increase risk elsewhere and that opportunities through layout, form of development and green infrastructure have been considered as a way of providing flood betterment and reducing flood risk overall;
 - g. demonstrates that adequate foul water treatment and disposal already exists or can be provided in time to serve the development;

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h. ensures suitable access is safeguarded for the maintenance of water resources, drainage and flood risk management infrastructure.

Development in all flood zones, and development over 1 hectare in size in Flood Zone 1, will need to demonstrate that surface water from the development can be managed and will not increase the risk of flooding to third parties.

Change of use of existing buildings will be supported providing they do not pose an increase in risk to people. Change of use that would result in self-contained ground floor residential accommodation in areas of hazard rating 'danger for some', 'danger for most' and 'danger for all' will not be supported. In these areas unrestricted access to a habitable room above the flood level and an emergency evacuation plan will be required.

Caravans, mobile homes and park homes intended for permanent residential use will not be permitted in areas at risk of flooding. Caravan, chalet, log cabin, camping and touring sites at risk of fluvial flooding where there is a 'danger for most' and 'danger for all' will not be permitted. Occupancy of caravan, chalet, log cabin, camping and touring sites at risk of tidal flooding will not be permitted to open between 1st November in any one year and the 14th March in the succeeding year.

No development will be permitted within a 50m buffer from the toe of the raised Witham Haven Banks (flood defences), as shown on the indicative Plan contained in Appendix 10, to allow access for construction and maintenance.

Flood risk management infrastructure shall be provided at the strategic level, where development opportunities allow, to reduce the hazard and probability of flooding.

06 Developer Contributions

Developments of 11 or more dwellings, or which have a combined gross floorspace of more than 1,000 sqm, or non-residential development of 1,000sqm gross floorspace or more will be expected to mitigate their impacts upon infrastructure, services and the environment to ensure that such developments are acceptable in planning terms. The Local Planning Authorities will not accept any proposals that artificially reduce capacity or floorspace to circumvent the proper operation of this policy.

Developer contributions will only be sought when they meet the tests set out in paragraph 56 of the NPPF9, or any successor.

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Developers will either make direct provision or will contribute towards the provision of local and strategic infrastructure and services required by the development, either alone or cumulatively with other developments. Contributions will be determined having regard to:

- the identified needs generated by the proposed development;
- the viability of the proposed development; and
- the priorities attached to meeting individual local and strategic infrastructure and service requirements.

Contributions will be secured through section 106 (legal) agreements. Developer contributions will also be subject to the criteria set out in the Community Infrastructure Regulations (2010) 122 and 123 (or any successors) which require any financial contribution or contributions in kind towards infrastructure to meet a number of criteria.

Developer contributions relating to the provision of:

- affordable housing will be made in accordance with Local Plan Policy 18: Affordable Housing;
- transport infrastructure will be made in accordance with Local Plan Policy 33: Delivering a More Sustainable Transport Network, and where appropriate:
 - o Policy 13: South-West Quadrant Sustainable Urban Extension;
 - o Policy 14: South of the North Forty Foot Sustainable Urban Extension;
 - o Policy 15: Vernatts Sustainable Urban Extension;

South East Lincolnshire Local Plan 2011-36

- o Policy 16: Holbeach West Sustainable Urban Extension;
- o Policy 34: Delivering the Boston Distributor Road; and
- o Policy 35: Delivering the Spalding Transport Strategy;
- education facilities will be made in accordance with the requirements set out in Appendix 8: Developer Contributions for Education Facilities;
- health facilities will be made in accordance with the requirements set out in Appendix 9: Developer Contributions for Health Facilities; and
- sport facilities, recreational open space and other green infrastructure will be made in accordance with Local Plan Policy 32: Community, Health and Well-being.

In addition, the provision of developer contributions should be in accordance with the relevant requirements of:

- The proposed Developer Contributions Supplementary Planning Document (SPD) and each Local Planning Authority's Developer Contributions Prioritisation Framework (or successor);
- the South East Lincolnshire Infrastructure Delivery Plan (IDP)⁵, and

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- a Community Infrastructure Levy (CIL) charging schedule, if considered appropriate in the long-term.

10 Meeting Assessed Housing Requirements

Provision will be made for a net increase of at least 19,425 dwellings in South East Lincolnshire. By Local Authority area over the Local Plan period (2011-2036) this is:

Boston Borough: 7,744 at 310 per annum

South Holland: 11,681 at 467 per annum

17 Providing a Mix of Housing

The provision of new houses will seek to meet the long term needs of the Plan area in order to maintain and provide mixed, inclusive and sustainable communities. Family homes of two or three bedrooms are in highest demand for both the market and affordable housing sectors and one bedroom homes are also required to meet affordable needs.

A growing ageing population with the increasing likelihood of mobility and disability needs to be met also make up over 10% of housing needs over the Plan period and these should be met through provision of homes capable of adaption and also through specialist care home provision. With a decreasing ability to access everyday facilities independently and an increasing need for healthcare, specialist care home provision should be located in the most sustainable settlements e.g. Sub-Regional Centres and Main Service Centres.

The Local Plan will also seek to meet the housing needs of non travelling Gypsy and Traveller households and also custom and self builders as they may come forward.

Policy 18: Affordable Housing

In South East Lincolnshire the following need for affordable housing has been identified:

- A. In Boston Borough about 263 new affordable dwellings per annum, equating to over 80% of the overall annual housing need; and
- B. In South Holland about 282 new affordable dwellings per annum, equating to about 60% of the overall annual housing need.

The affordable housing need will be sought on:

1. market housing sites of 11 or more dwellings (or residential developments with an internal floor area of 1,000sqm or more with a requirement of:
 - i. about 20% being affordable housing on sites in Boston Borough; and
 - ii. about 25% being affordable housing on sites in South Holland;
2. sites proposed by developers specifically for affordable housing; and

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3. Rural Exceptions Sites.

The proportion of affordable housing that can be provided on market housing sites may vary according to the site specific considerations such as viability, other infrastructure requirements and the type of affordable housing need to be met. The following provision will be sought in each Local Planning Area:

4. on sites in Boston Borough a mix of about 75% affordable for rent and about 25% intermediate housing for sale; and

5. on sites in South Holland District a mix of about 70% affordable for rent and about 30% intermediate housing for sale.

Affordable for rent may include social rented, affordable rented or intermediate rented and intermediate housing for sale may include shared ownership, shared equity and starter homes depending on the identified need.

On site provision will be required. Where circumstances relating to the delivery of affordable housing make it impractical to deliver the affordable housing on site, developers will provide sound evidence to the Local Authority why on site provision cannot be achieved. Where such evidence is accepted by the Local Authority the developer will be expected to make equivalent off-site provision or a financial contribution to enable the need to be met elsewhere. In Boston Borough this will be elsewhere in the sub area in which the site is located (either: Boston, North/East Parishes or South/West Parishes). In South Holland elsewhere is anywhere within the District.

As part of the mix of affordable housing, developments should also consider needs for specialist accommodation and how a site could contribute towards delivering them. This may include provision for affordable Gypsy, Traveller and Travelling Showpersons pitches and plots in line with any needs identified in the latest Gypsy and Traveller Accommodation Assessment or Strategic Housing Market Assessment. This would include the needs of those communities who are identified either within or outside the Government's definition set out in Planning Policy for Traveller Sites.

24 Retail

C. Outside the retail hierarchy

Outside the retail hierarchy, individual local shops and small neighbourhood clusters of them within a settlement boundary, which meet the day-to-day needs of nearby residents, will be promoted. Wherever possible such new uses should be located in close proximity to each other, unless serving very local catchments e.g. corner shops.

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29 The Historic Environment

Policy 29: The Historic Environment

Distinctive elements of the South East Lincolnshire historic environment will be conserved and, where appropriate, enhanced. Opportunities to identify a heritage asset's contribution to the economy, tourism, education and the local community will be utilised including:

- The historic archaeological and drainage landscape of the Fens;
- The distinctive character of South East Lincolnshire market towns and villages;
- The dominance within the landscape of church towers, spires and historic windmills;

To respect the historical legacy, varied character and appearance of South East Lincolnshire's historic environment, development proposals will conserve and enhance the character and appearance of designated and non-designated heritage assets, such as important known archaeology or that found during development, historic buildings, conservation areas, scheduled monuments, street patterns, streetscapes, landscapes, parks (including Registered Parks and Gardens), river frontages, structures and their settings through high-quality sensitive design.

A. Listed Buildings

1. Proposals to change the use of a Listed Building or to alter or extend such a building will be granted where the Local Planning Authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.
2. Proposals involving the demolition of Listed Buildings will not be permitted, unless in an exceptional case, or wholly exceptional case (depending on their grade) where a clear and convincing justification is made in line with national policy⁹.

South East Lincolnshire Local Plan 2011-36

3. Proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building.

B. Conservation Areas

Proposals within, affecting the setting of, or affecting views into or out of, a Conservation Area should preserve (and enhance or reinforce, as appropriate) features that contribute positively to the area's character, appearance and setting. Proposals should:

1. Retain buildings/groups of buildings, existing street patterns, historic building lines and ground surfaces;
2. Retain architectural details that contribute to the character and appearance of the area;
3. Where relevant and practical, remove features which are incompatible with the Conservation Area;

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4. Retain and reinforce local distinctiveness with reference to height, massing, scale, form, materials and plot widths of the existing built environment;
5. Assess, and mitigate against, any negative impact the proposal might have on the townscape, roofscape, skyline and landscape;
6. Aim to protect trees, or where losses are proposed, demonstrate how such losses are appropriately mitigated against.

C. Archaeology and Scheduled Monuments

1. Proposals that affect archaeological remains, whether known or potential, designated or non-designated, should take every reasonable step to protect and, where possible, enhance their significance.
2. Planning applications for such development should be accompanied by an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.
3. If initial assessment does not provide sufficient information, developers will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.
4. Wherever possible and appropriate, mitigation strategies should ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted

South East Lincolnshire Local Plan 2011-36

by the developer, undertaken by a suitably qualified person, and approved by the Local Planning Authority.

5. Any work undertaken as part of the planning process must be appropriately archived in a way agreed with the Local Planning Authority.

D. Registered Parks and Gardens

Proposals that cause substantial harm to a Registered Park or Garden, or its setting will not be permitted, unless in an exceptional case, where a clear and convincing justification is made in line with national policy.

E. Enabling Development

Proposals for enabling development adjacent to, or within the setting of, a heritage asset and used to secure the future of a heritage asset through repair, conservation, restoration or enhancement will only be permitted where:-

1. it will not materially harm the heritage values of a heritage asset or its setting;
2. it avoids detrimental fragmentation of management of the heritage asset:

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3. it will secure the long-term future of the place and, where applicable, its continued use for a sympathetic purpose;
4. it is necessary to resolve problems arising from the inherent needs of the heritage asset rather than the circumstances of the present owner or the purchase price paid
5. sufficient subsidy is not available from any other source;
6. it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset and that its form minimises harm to other public interests; and
7. the public benefit of securing the future of the heritage asset through such enabling development decisively outweighs the dis-benefits of breaching other policies within the Local Plan and national policy

F. Development Proposals

Where a development proposal would affect the significance of a heritage asset (whether designated or non-designated), including any contribution made to its setting, it should be informed by proportionate historic environment assessments⁷ and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) that:

1. identify all heritage assets likely to be affected by the proposal;
- South East Lincolnshire Local Plan 2011-36
2. explain the nature and degree of any effect on elements that contribute to their significance and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated;
 3. provide a clear explanation and justification for the proposal in order for the harm to be weighed against public benefits; and
 4. demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.

36 Vehicle and Cycle Parking

Policy 36: Vehicle and Cycle Parking

All new development, including change of use, should provide vehicle and cycle parking, in accordance with the minimum Parking Standards adopted by the Local Planning Authorities (in Appendix 6), unless a high quality-design can demonstrate that a lower standard of provision delivers the requirements set out in 1-4 below.

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Parking for residents, employees and visitors should be integral to the design and form of all new development, and should ensure that:

1. parking spaces are fit for their intended use in terms of size and design;
2. for major residential development:
 - a. a balanced provision of allocated and communal parking is provided, overlooked and accessible to the development it serves;
 - b. off-curtilage parking is designed to maximise levels of security and safety for vehicles, drivers and pedestrians; and
 - c. a secure, covered, convenient space to store at least two bicycles is provided within each residential plot; in the case of flatted developments this may be provided as a communal facility within the curtilage of the building containing the flats;
3. for major non-residential development:
 - a. secure, covered, convenient storage for bicycles for employees should be provided close to an entrance to the building. Changing and shower facilities should be provided where possible;
 - b. secure, covered bicycle storage for visitors are located close to the main entrance to the building;
 - c. where more than 50 parking spaces are provided, at least one double electric vehicle charge point will be required (2 spaces). For each additional 50 parking spaces, one double charging point should be provided up to a maximum of three (6 spaces); and
4. parking is well-integrated within the townscape or landscape, through an appropriate use of materials and landscaping;

Innovative solutions to vehicle-parking provision including shared spaces (where the location and patterns of use permit), and the incorporation of measures such as car clubs, will be supported.

An adequate supply of safe, secure and convenient public parking for vehicles

APPENDIX 6 Parking Standards

Houses

Within the curtilage:

- 2 spaces for dwellings with up to 3 bedrooms
- 3 spaces for dwellings with 4 or more bedrooms

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A garage can count as one space if it is 2.6m x 5.6m internal width, with an additional 1m at the end to park cycles

Where it can be justified by the character and location of the site the standards may be relaxed for one bedroom dwellings, including flats to one garage or parking space per unit and 1 additional space per 3 units for visitors.

Convenience retail

1 space per 14m²

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