

DECISION DELEGATED TO HEAD OF PLANNING

Application No: H14-0678-26 **Applicant:** Mrs T Hull
Proposal: Proposed first floor extension and alterations
Location: 25 Orchard Close Pinchbeck Spalding
Terminal Date: 14th September 2026

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 August 2026

Section 9 - Promoting sustainable transport
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
SHDC INTERNAL	0	0	1	0
RESIDENTS	7	0	0	0

CASE OFFICER ASSESSMENT

Proposal

This is a householder application seeking permission for a proposed first floor extension at 25 Orchard Close, Pinchbeck.

The extension would see an increase in height by around 1800mm, taking the bungalow from 4700mm to 6500mm and a two storey dwelling. This would increase the floor space from roughly 130sqm to a total of 240sqm, comprising an 84% increase in floor space.

Finally, the materials would change throughout and would feature off white rendering, natural slate cladding to the first floor and dark vertical cladding around the first floor windows. The roof would be constructed from dark grey metal whilst the windows would be made from dark grey aluminium.

Site Description

The site is located within the defined settlement boundary of Pinchbeck as outlined in the South East Lincolnshire Local Plan, 2019 (SELLP). Orchard Close is a cul-de-sac with No. 25 being located directly at the end of the road. The plot currently features a single storey bungalow of a standard and proportionate size, constructed from brickwork and tiles with white uPVC windows.

Such bungalows are typical within this area with there being multiple other examples similar to this. Furthermore, there are also multiple examples of established two storey dwelling with there being various designs in this regard. In any case, the dwellings within the immediate area all feature large expanses of brickwork and tiles, and are typical designs for residential dwellings.

History

No relevant site history.

Consultation Responses

Pinchbeck Parish Council

The Council considers that the proposed first floor extension and associated alterations are proportionate to the existing dwelling, are in keeping with its character and appearance, and would not result in any material harm to the amenities of neighbouring properties or the surrounding area.

Accordingly, Pinchbeck Parish Council supports the application and raises no objection to the grant of planning permission.

Lincolnshire County Council Highways & SUDS

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.

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.

Comments:

The proposal does not have an adverse impact on the Public Highway.

South Holland District Council Environmental Protection

No comments.

Public Representation

This application has been advertised in accordance with the Development Procedure Order and the Council's Statement of Community Involvement. In this instance, five letters of representation have been received, these have been summarised below:

- Overshadowing concerns
- Will appear visually dominant and oppressive
- The street is made up of low profile bungalows, proposal would be out of keeping
- Concerns over impact on the value of properties
- Overlooking concerns and loss of privacy
- Overbearing impact
- Concerns over property becoming a HMO
- Over development

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 August 2026) are also a material consideration in the determination of planning applications, alongside adopted Supplementary Planning Documents.

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 Pinchbeck as detailed by Policy 1. Regardless of such, the proposal solely relates to an extension at 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 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 14 of the National Planning Policy Framework (2026) specifically relates to 'Achieving well-designed places' and details that the objective of the policy is to "promote high quality, healthy, inclusive and sustainable places, through setting clear expectations about design outcomes and the use of relevant tools and processes" and as such, it is generally accepted that good design plays a key role towards sustainable development.

Paragraph 1 of DP3, contained within Section 14 of the National Planning Policy Framework (2026), states that development proposals should respond to their context to integrate with and enhance their surroundings. This can be achieved through the arrangement of plots and buildings, use of materials and architectural features, as well as the restoration, reuse and integration of heritage assets. Notwithstanding this, it should not preclude innovation or change where it is considered to be appropriate, particularly where an increased scale or density can be justified.

In order to create well-designed places, Paragraph 2 states proposals should reflect seven key principles, as appropriate to the nature of the development and its location. These include, liveability, climate, nature, movement, built form, public space and identity.

Further to this, Paragraph 3 goes on to establish that proposals should be refused if, without clear justification, they conflict with Paragraph 1 or the relevant aspect of the principles within Paragraph 2, as outlined above. Alongside this, explicit design standards set out within the development plan must also be taken into consideration. Substantial weight should be given to compliance with development plan policies when it comes to assessing the design quality of proposals.

Finally, Paragraph 5 outlines that substantial weight must also be given to any form of "outstanding or innovative designs which promote high levels of sustainability, or which help raise the standard of design more generally within an area". Any examples of this design must however also be consistent with the overall form and layout of their surroundings.

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 14 of the National Planning Policy Framework (2026), 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 (2026) 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 existing bungalow has a height of roughly 4700mm and 2400mm to the eaves with a total floor space of around 130sqm. This is considered to be a relatively standard size for a residential bungalow such as this and is of modest scale and proportions.

As outlined above however, the proposal seeks to create a first floor extension with first floor space within the existing bungalow. It seeks to achieve this via a 1800mm increase in height to take the total height of the property to 6500mm as well as having the new first floor have a total footprint of 123sqm and thus taking the total footprint to around 240sqm. This increase in floor space works out at around an 84% increase in total.

This increase is considered to be vast in this regard and would be to a materially harmful level

which cannot be supported by the LPA. Furthermore, the increase in height and overall design of the extension would be such that it would bear no resemblance to the existing property nor that to any in the immediate area as a result of the significant design changes proposed. Whilst there are clear examples of two storey dwellings along Orchard Close and adjoining streets (Southgate and Harpe Close) and thus a two storey dwelling would not necessarily look out of place, the main issue in this instance relates to the significant increase and overall disproportionate design within the application site itself.

The proposed extension is of a scale and design that would substantially change the character and appearance of the existing dwelling, resulting in a development that is neither proportionate nor sympathetic to the original built form. Accordingly, the proposal conflicts with the design objectives and policies of the Local Plan.

Not only are there significant concerns as a result of the main bulk that has been proposed, the materials featured would be vastly contradictory in comparison to the existing built form. The existing bungalow features a relatively standard design through brickwork and a tiled roof, the proposal seeks to alter this through the incorporation of off white rendering over the existing bricks on the ground floor, natural slate cladding and dark vertical cladding around the windows to the first floor. Furthermore, the roof would be constructed from dark grey metal as well as there being dark aluminium for the windows.

The surrounding area, including the existing bungalow, features an element of uniformity through a clear palette of brickwork typical for residential estates within this area and of the era in which they were constructed. In a similar sense, the same can be applied for the use of relatively standard roof tiles/slates. The use of vast expanses of rendering and cladding across such visible and prominent elevations would cause adverse harm to the ubiquitous designs of the residential dwellings. If the proposal were to be approved this would cause significant harm to the area as a result of the incongruous design proposed through the rendering, cladding and metal roof covering.

Further to this, it is evident that the proposal has taken a modern design philosophy through the use of the materials as well as various elements of glazing and the angled roof slopes across each elevation. This modern design is considered to juxtapose adversely with the existing residential area which features very standard and typical designs and would result in significant harm to the character of the area as a result of this also.

The proposal fails to take into consideration or respect the well established context it is sited within and further reinforces the LPAs standpoint, in line with what has been discussed above.

Taking account of the design, scale and nature of the development, as detailed above, the proposal is considered to be wholly and significantly unacceptable. The proposal would cause an adverse impact to the character and appearance of the area and would therefore conflict with Policies 2 and 3 of the South East Lincolnshire Local Plan (2019) and Section 14 of the National Planning Policy Framework (2026).

Impact on Residential Amenity/Land Users

Policy DP3, Paragraph 2 of the National Planning Policy Framework (2026) states that development should create places that promote liveability, with a particular focus on healthy, mixed, vibrant and integrated communities. Any examples of public space should be safe, secure, inclusive, and accessible for all.

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 windows within the ground floor would cause no material overlooking impact due to the height in which they are set, any potential views caused by these windows would be no different to the existing impacts. Notwithstanding this, the windows within the new first floor must be assessed to ensure no harm would be caused should the extension be constructed.

Starting from the front, the bedroom within the window faces towards the rear and should not cause any material harm due to the distance to the boundary. The en-suite which serves this bedroom features a window, however this would be obscure glazed due to the use of the room. The bedroom directly to the rear of this has a small window which faces forwards and outlooks onto Orchard

Close and its neighbours driveway, this view would also not be materially harmful. Alongside this, three windows have been proposed within the landing/gallery area, this is a non-habitable section of floor space and therefore cannot be assessed as providing a materially harmful outlook. Moving back, a main bathroom features a single side window which would be obscure glazed. Adjacent to this, another bedroom would feature one window which would be angled away from its neighbours and face towards the wall of extension, this angle would ensure any view would not be materially harmful.

Finally, the main bedroom to the rear of dwelling features three angled windows on the rear elevation which are faced away from the rear gardens along Southgate. It is considered that these windows would face towards the properties along Harpe Close, most notably No. 23 and 25. The closest window towards the boundary of No. 23 is a total of 9m away with this distance being considered minute and not separated enough to reduce the harm. In an attempt to combat this, it has been outlined that to reduce any overlooking into the gardens of the 23 and 25 Harpe Close, three red acers would be planted along the boundary. Despite this, the LPA are unable to condition that these trees should remain on this boundary indefinitely and therefore cannot be considered as a permanent element of concealment and would not adequately reduce the overlooking from these windows. The overlooking as a result of this is considered to be materially harmful and would see a permanent loss of privacy and should be refused on this basis also.

The increase in height of the dwelling would naturally see a potential increase in material overshadowing. The main bulk of residential dwellings are to the east, west and south of the site with only one property being in close proximity to the north. As such, the overshadowing could only be materially harmful when the sun rises and sets and briefly towards the north when the sun travels south throughout the day. It is therefore considered that the extension would cast a new, and currently not existing, shadow to the eastern and west neighbours due to the significant increase in height and mass and overall proximity to the boundaries throughout. The gardens of the properties along Harpe Close and Southgate would see a significant increase in loss of light and must therefore be refused on this basis also.

The proposal comprises a first floor addition which will significantly increase the height of the dwelling from 4700mm to 6500mm. The extension itself would be approximately 1422mm to the north western boundary, 6395mm and 6441mm to the south western boundary and 5742mm to the eastern boundary. As such, it is considered that the dwelling itself is in close proximity to the neighbouring boundaries, whilst this currently is not an issue due to the site featuring a bungalow, should the extension be approved and constructed it would see an adverse and material increase from an overbearing perspective and would appear visually dominant as a result of this.

This impact is further exacerbated when taking into account the surrounding context of the area featuring a high number of bungalows, particularly to the south and west of the site, with these being the sites which would be most impacted following the construction of the extension. During the site visit, the case officer visited on neighbouring property to view the site from a different angle and take into perspective how it could potentially impact these neighbours, from this, it was made clear that as a result of the height and overall scale proposed, that the built form would result in a visually dominant and oppressive design which would be materially and visibly overbearing to its surrounding neighbours.

As detailed above, the scale and design of the proposal is considered to be such that there would be a significant and unacceptable impact on the residential amenities of the occupiers of adjacent properties and land users. As such, the proposal is considered to conflict with the provisions of Section 14 of the National Planning Policy Framework (2026), and Policies 2 and 3 of the South East Lincolnshire Local Plan (2019).

Highway Safety and Parking

Section 15 of the National Planning Policy Framework (2026) specifically relates to 'Promoting sustainable transport'. Paragraph TR6 (4) advises that "Development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed as well as any wider network improvements, including measures to support sustainable patterns of movement".

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 extension, by way of an introduction of a first floor, would increase the number of bedrooms on site from two to four and as such, additional parking arrangements would be required. The driveway to the front of the site is considered to have sufficient room to provide off street parking arrangements for at least three vehicles and would therefore be in accordance with Appendix 6.

Lincolnshire County Council Highways have also raised no objections to the proposal stating that the proposal does not have an adverse impact on the public highway.

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 15 of the National Planning Policy Framework (2026).

Flood Risk

Section 18 of the National Planning Policy Framework (2026) explains that the objective of the policy is to "minimise risks to development arising from all sources of flooding and coastal change, taking into account the impacts of climate change, by steering development away from areas of risk, ensuring that development will be safe for its lifetime without increasing flood risk elsewhere, and incorporating sustainable drainage systems where appropriate".

This goes on to state, within Paragraph 1 of F2, that "Development plans should take a risk-based approach when identifying suitable locations for development, taking into account all sources of flood risk and the current and future impacts of climate change". It is considered that this should be done, and manage any residual risk, by "a. Applying the sequential test in policy F5 and, where relevant, policy F6".

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 Policy F5, Paragraph 2, Point C.

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.

Despite the property being within Flood Zone 3, it is within an area of low hazard within the SFRA. As the application is purely for a first floor extension this would not provide an expanse that would create more impermeable space. As such, there would not be any significant harm raised and it would not materially increase the flood risk for the site and surrounding area in a harmful way.

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 (2026) 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 inappropriate development within the defined settlement boundary.

The development hereby proposed would materially harm the character and appearance of the locality, whilst also causing significant harm to the amenity of nearby residents. The overall siting, scale and appearance of the first floor extension, coupled with materially harmful overshadowing, overlooking and overbearing impacts would present a scheme which critically conflicts with the South East Lincolnshire Local Plan (2019) and the provisions of the National Planning Policy Framework (2026) when viewed as a whole. Due to the extent of the issues featured, amended plans cannot be provided or processed and the application must therefore be refused on this basis.

In this instance, these are material considerations that weigh against the proposal and as such, the planning balance is not 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 directly conflict with Policies 2 and 3 of the South East Lincolnshire Local Plan (2019), along with the identified sections contained within the National Planning Policy Framework (NPPF) (2026). The issues identified are significant factors in this case that indicate against the proposal and outweigh the consideration against the proposal and the policies referred to above.

Recommendation

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