DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H14-0688-25**	**Applicant:**	**Mr A Scott**
Proposal:	Proposed Annex to provide ancillary accommodation to host dwelling		
Location:	15 Starlode Drove West Pinchbeck Spalding		
Terminal Date:	16th 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
36	Vehicle and Cycle Parking
APPENDIX 6	Parking Standards

National Guidance

National Planning Policy Framework December 2024

Section 12 - Achieving well designed places

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	0	0	1	0
WARD MEMBER	0	0	0	0
HIGHWAYS & SUDS SUPPORT	0	0	0	1
BLACK SLUICE INTERNAL DRAINAGE BOARD	0	0	0	1
SHDC INTERNAL	0	0	0	1
OTHER STATUTORY BODIES	0	0	0	1
RESIDENTS	2	1	0	0

CASE OFFICER ASSESSMENT

Proposal

This is a householder application seeking permission for a proposed annexe to provide ancillary accommodation to the host dwelling at 15 Starlode Drove, West Pinchbeck.

The annexe would be located in the very rear of the plot and would be constructed from off white rendered blockwork, black GRP flat roof covering and anthracite grey uPVC windows and doors. It would have a height of 2900mm and has an internal floor space of 73sqm.

Site Description

The site is located within the defined settlement boundary of Northgate as outlined in the South East Lincolnshire Local Plan, 2019 (SELLP). Starlode Drove is located in the north west corner of the settlment and features a row of semi-detached properties, located off of the main road 'Six House Bank'.

History

H14-0637-21 - Flat roof single storey rear extension - Approved

Consultation Responses

Pinchbeck Parish Council

No comments.

Black Sluice Internal Drainage Board

Section 1 - Rainfall run-off and surface water development contributions
- The board's written consent is required to increase the rase of rainfall run-off from a property or development
- A Surface Water Development Contribution (SWDC) shall be payable to the Board for any discharge from any property or development

Section 2 - Disposal of Foul or Dirty Water
- The board's prior written consent is required to discharge any water into any surface water system

Section 3 - Discharge Outfalls
- The board's prior written consent is required before any structure is placed in any watercourse, as per Section 23 of the Land Drainage Act 1991

Section 4 - Access to Watercourses for Maintenance and Board Byelaws
- No obstructions shall be placed in, over, under or within 9 metres of the edge of a Board-maintained watercourse without the prior written consent of the Board

Section 5 - Common Law Ownership and Maintenance Responsibilities
- Within common law, the ownership and maintenance responsibility for any watercourse, and any structures within, lies with the adjacent landowners, unless proved otherwise in writing. This includes watercourses maintained by the Board.

Section 6 - Filling in or Culverting Watercourses
- The board's prior written consent is required before any watercourse is culverted, filled in, or otherwise obstructed

Section 7 - Property Floor Levels

Section 8 - Site Ground Levels

Section 9 - Environment and Biodiversity
- It is the board's statutory duty, when considering whether to issue consent, to take into account any likely adverse effect on the environment

Section 10 - Rating Information

Lincolnshire County Council Highways Authority

Recommendation: No objection

The proposal is for Annex to provide ancillary accommodation to host dwelling and it does not have an impact on the Public Highway or Surface Water Flood Risk. As Lead Local Flood Authority, Lincolnshire County Council is required to provide a statutory planning consultation response with regard to drainage and surface water flood risk on all Major applications. This application is classified as a Minor Application and it is therefore the duty of the Local Planning Authority to consider the surface water flood risk and drainage proposals for this planning application.

No Objections

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

Lincolnshire County Council Historic Places

Thank you for consulting us on this application.

It is noted that the applicant has not provided an assessment of the archaeological or heritage potential of the site, as outlined in the NPPF (paragraph 207).

The proposed site is located in an area of Roman and early medieval archaeological potential. The Historic Environment Record (HER) includes several known heritage assets in close proximity to the site, specifically to the southeast of MLI20219 (undated cropmarks), MLI20206 (Roman/Early Saxon settlement), and MLI20220 (undated cropmarks).

Furthermore, satellite image analysis confirms the presence of additional cropmarks in the field adjacent to the proposed development location.

The proposed development comprises 'Proposed Annex to provide ancillary accommodation to host dwelling'. The proposed development groundworks and any temporary works associated with the development will have a significant impact on any surviving archaeological remains, resulting in total or partial loss, if present.

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 programme of archaeological mitigation work including but not limited to a continuous archaeological monitoring (watching brief) to enable any remaining archaeology which currently survives on this site to be properly recorded prior to its alteration or destruction.

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

With respect to the attached archaeological conditions, please contact the Historic Places team at Lincolnshire County Council, Lancaster House, 36 Orchard Street, Lincoln, LN1 1YL, 07386

656079, email ruben.lopez@lincolnshire.gov.uk to discuss the requirements and request preparation of a brief for the works.

It is recommended the resulting mitigation strategy and Written Schemes of Investigation are approved by the LCC Historic Environment Officer prior to formal submission to the Local Planning Authority. Ten days' notice is required before commencement of any archaeological works.

South Holland District Council Environmental Protection

No comments regarding land contamination or environmental protection.

National Annexe Planning Consultancy

On behalf of the National Annexe Planning Consultancy (NAPC), I write in support of planning application H14-0688-25 for the proposed annex to provide ancillary accommodation to the host dwelling at 15 Starlode Drove, West Pinchbeck, Spalding, Lincolnshire, PE11 3TD. NAPC recognises the increasing importance of ancillary and
modular development in meeting the evolving needs of households, particularly in supporting flexible and multigenerational living arrangements.

The proposal for an annex, as described, aligns with national best practice by making efficient use of existing residential land without necessitating large-scale new development. Ancillary accommodation such as this provides a sustainable response to housing and care pressures, enabling families to remain together and supporting independent living for relatives while maintaining the integrity of the main dwelling. As the UK's leading authority on
annexes and related accommodation, NAPC is committed to ensuring that such developments remain genuinely ancillary, both in use and appearance, and that they do not risk future separation from the host property.

In reviewing this application, we encourage careful consideration of the annex's scale, layout, and access to ensure it remains subordinate to the main house and does not create any potential for independent occupation. We also recommend that any planning conditions reinforce its ancillary status, safeguarding against unintended intensification of use. Should the applicant wish to discuss policy compliance or require guidance to ensure long-term peace of mind, we warmly invite them to contact us via https://napc.uk/annexe-support/.

We further encourage South Holland District Council to consider the adoption of supportive annexe policies in future iterations of the local plan. Evidence from Ireland and California demonstrates that enabling ancillary accommodation can play a significant role in relieving housing pressure and supporting community resilience.

NAPC remains available to provide expert advice to both applicants and the local authority, ensuring that ancillary accommodation continues to deliver positive outcomes for families and communities.

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, one letter of representation has been received, this has been summarised below:

- The proximity to the border looks very tight.
- Why do they need two bedrooms if the main concern is that the family needs to be on site to assist elderly parents, if they need assistance how are they able to look after children?
- Are we able to have covenanted to ensure it is only occupied by elderly parents?
- Whilst the application says no trees are to be felled in the garden or neighbouring property, how can we be sure they won't come back and request this at a later date?

Key Planning Considerations

The main issues and considerations in this case are (but are not limited to):
- Principle of Development and Sustainability
- Layout, Design, and Impact on the Character of the Area
- Impact on Neighbouring Residents/Land Users/Land Uses

- Highway Safety and Parking

Evaluation

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

In this case, the adopted South East Lincolnshire Local Plan 2011-2036, adopted March 2019, forms the development plan for the District, and is the basis for decision making in South Holland. The relevant development plan policies are detailed within the report above .

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

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

Planning Considerations

Principle of Development and Sustainability

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

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

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

The application site in this instance is in Northgate as detailed by Policy 1. Regardless of such, the proposal solely relates to a proposed annexe to 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 12 of the National Planning Policy Framework (December 2024) specifically relates to 'Achieving well-designed places' and details that the "creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve" and as such, it is generally accepted that good design plays a key role towards sustainable development.

Paragraph 135, contained within Section 12 of the National Planning Policy Framework (December 2024), states that new development should function well and add to the overall quality of the area (beyond the short term and over the lifetime of the development) and should be visually attractive as a result of good architecture, layout and appropriate landscaping. This goes on to establish that it is important that new development should be of the highest quality to enhance and reinforce good

design characteristics, and that decisions must have regard towards the impact that the proposed development would have on local character and history, including the surrounding built environment and landscape setting such as topography, street patterns, building lines, boundary treatment and through scale and massing.

Development proposals should also ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, among other considerations.

Likewise, Policy 2 of the South East Lincolnshire Local Plan (2019) outlines sustainable development considerations for development proposals, providing a framework for an operational policy to be used in assessing the sustainable development attributes of all development proposals. Furthermore, Policy 3 accords with the provisions of Section 12 of the National Planning Policy Framework (December 2024), in that it requires development to comprise good design; identifying issues that should be considered when preparing schemes so that development sits comfortably with, and adds positively to, its historically-designated or undesignated townscape or landscape surroundings.

These policies accord with the provisions of the National Planning Policy Framework (December 2024) and require that design which is inappropriate to the local area, or which fails to maximise opportunities for improving the character and quality of an area, will not be acceptable.

Proposals for new development would therefore require the aforementioned considerations to be adequately assessed and designed, including the siting, design and scale to be respectful of surrounding development and ensure that the character of the area is not compromised.

The majority of dwellings in the locality are constructed from brickwork, and despite the annexe proposing to be constructed from off white render and therefore being at contradiction to this, it is considered to be acceptable due to it being located to the very rear of the site and therefore should not harm the street scene.

The height of the annexe sits at 2900mm which comprises a scale that sits slightly over that permitted under permitted development rights for outbuildings, and subsequently provides somewhat of a fall back position in this regard, being only 400mm over this limit. This extra 400mm is not considered to cause any material harm from a character perspective, due to its siting, being set to the rear of the site.

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

Impact on Residential Amenity/Land Users

Paragraph 135 of the National Planning Policy Framework (December 2024) states that development should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

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

As the land to the east of the site is undeveloped farm land, there would be no material harm, through overlooking or overshadowing for this particular parcel of land.

The overall positioning of the site means that any shadow that would occur would be to the east and west; to the west there are two properties which could potentially be impacted. As previously stated, the overall height of the annexe would be around 2900mm, which would be 400mm higher than that possible under permitted development. This extra 400mm would not cause any additional material harm in this instance.

Despite this, any overshadowing that would arise would be at the start of the day, when the sun is rising and light levels are typically low. The annexe also features a flat roof, meaning it does not slope towards the gardens in any case. Finally, it is set a good distance from the rear elevations of either property meaning no material light levels would be lost from the house itself.

Moving on from this, one window would be located on the west elevation and would face the nearest neighbours. As this would operate for the bathroom, naturally, it would be obscure glazed and would therefore not provide any overlooking harm. The windows on the south/rear elevation would face away and are set over 8000mm away, so would also cause no material harm in this regard.

As detailed above, the scale and design of the proposal is considered to be such that there would be no significant or unacceptable impact on the residential amenities of the occupiers of adjacent properties or land users, when also taking account of the conditions recommended. As such, the proposal is considered to accord with the provisions of the Section 12 of the National Planning Policy Framework (December 2024), and Policies 2 and 3 of the South East Lincolnshire Local Plan (2019).

Highway Safety and Parking

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

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

Further, Policy 36, to be read in conjunction with Appendix 6, of the South East Lincolnshire Local Plan (2019), sets out minimum vehicle parking standards and requires at least two spaces for dwellings of up to three bedrooms and three spaces for dwellings with four or more bedrooms.

Currently, the existing property has no off street vehicle parking spaces, with the majority of dwellings along Starlode Drove comprising a similar arrangement. During the officers visit it was noted that vehicles were parking along the highway which appears to be common in the immediate area. Whilst the proposal would increase the number of bedrooms on site it would not be considered to be unacceptable, nor cause an impact in respect of highway safety.

Lincolnshire County Council Highways raised no objections to the application during the consultation, stating the following 'The proposal is for Annex to provide ancillary accommodation to host dwelling and it does not have an impact on the Public Highway or Surface Water Flood Risk'.

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

Flood Risk

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

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

and then, if necessary, the exception test as set out below".

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

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

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

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

Despite the property being within Flood Zone 3, it is within a no hazard area within the SFRA. A detailed Flood Risk Assessment has been provided within this application stating the following *In any area where there is a risk of flooding, although the risk at this site is low, it is preferable to construct new buildings with two stories with all sleeping accommodation on the first floor, in order that the first floor can provide a safe refuge if any flooding were to occur. However as the proposed annex will be occupied as part of the existing house then it is considered satisfactory to provide bedrooms on the ground floor as long as these are above the predicted floor level breach'*.

It also goes on to say that the finished floor level of the proposed annex should be raised at a minimum of 500mm above the existing ground level. This matter was clarified during the application process and it was confirmed that, the site level of the application site would not be altered, with the recommended mitigation solely comprising an internal ground finished floor level increase, in respect of the aforementioned 500mm.

This is considered to be suitable with the justification and mitigation measures being appropriate for the area and proposal. 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 (December 2024) in this regard.

Other Matters

One letter of public representation has been received and will be addressed as follows. Firstly, the LPA are not able to limit the number of bedrooms within the annexe, whilst we understand it is to be used for the applicants elderly parents, the situation surrounding the bedrooms does not, in this case, weigh against the proposal as to issue a decision not in favour. Furthermore, a condition will be attached to ensure that the annexe is used by family members only, the LPA cannot limit this to their parents.

Finally, as the site is not in a Conservation Area nor are any trees on site protected, if the applicants wish to remove the trees the LPA are unable to prevent such work. Notwithstanding this, the proposal itself does not seek to remove the existing trees on site however, as identified, future or prior removal of these trees would not be under the control of the Local Planning Authority given that they do not comprise any protection.

As such, whilst these comments have been noted and addressed they do not hold material weight

against the proposal in this regard.

Planning Balance

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

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

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

Additional Considerations

Public Sector Equality Duty

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

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

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

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

Human Rights

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

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

Conclusion

Taking the above considerations into account, the proposal is considered to be in accordance with Policies 1, 2, 3, 4, and 36 (including Appendix 6) of the South East Lincolnshire Local Plan (2019), along with the identified sections contained within the National Planning Policy Framework (NPPF)

(December 2024). The are no significant factors in this case that indicate against the proposal and outweigh the consideration in favour of the proposal and the policies referred to above.

Recommendation

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