Design & Access Statement

Proposed Extension to Existing Shop
The Corner Shop, 4 Winsover Road, Spalding, PE11 1EH

Application site	The Corner Shop, 4 Winsover Road, Spalding, Lincolnshire, PE11 1EH
Applicant	Mr Sallar Abdullah
Proposal	Two-storey rear and side extension to enlarge the existing shop, provide a dedicated deliveries/store area, first-floor storage and staff facilities, and a separate entrance to the existing residential flat.
Net new ground-floor extension	Approximately 73.2 m² after allowing for the existing rear extension.
Use	Existing Class E retail use retained; no additional dwelling or sleeping accommodation proposed.
Opening hours	Monday-Saturday 09:00-21:00; Sunday 10:00-21:00. No change proposed.
Customer activity	Approximately 40 customer visits per day at present; the proprietor anticipates around 70 per day following expansion. The great majority of customers arrive on foot.
Deliveries	Approximately three Transit/Luton-sized deliveries per week, unchanged in frequency, relocated from the Winsover Road shopfront to the rear delivery point.
Flood risk	Flood Zone 3a. Separate Flood Risk Assessment submitted.
Biodiversity Net Gain	The application site is below the 0.2 ha statutory exemption threshold applying to applications made on or after 6 August 2026, subject to no priority habitat being negatively impacted.

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1. Introduction

This Design and Access Statement accompanies a full planning application for the enlargement and alteration of The Corner Shop at 4 Winsover Road, Spalding. The proposal extends an established town-centre convenience shop to provide additional retail floorspace, a dedicated deliveries/store area, first-floor storage and staff welfare facilities, together with a separate entrance and staircase serving the existing first-floor flat.

The scheme follows formal pre-application advice from South Holland District Council under reference HPE-0527-26. The Council concluded that, notwithstanding the detailed wording of Policy 27 of the South East Lincolnshire Local Plan, the principle of the development was acceptable on balance, subject particularly to satisfactory information on design, servicing and highway safety, residential amenity, flood risk, biodiversity and the setting of nearby heritage assets.

This Statement has therefore been structured around those matters. It should be read alongside drawings 25/696/PA/003 and 25/696/PA/004 and the separately submitted Flood Risk Assessment.

2. Site Context and Existing Use

The application site occupies a prominent corner position at the junction of Winsover Road and Swan Street, close to Spalding railway station and within the defined Spalding town centre. The site forms part of an established mixed urban area containing retail, commercial, transport and residential uses. The existing premises comprise a ground-floor shop with residential accommodation above the principal frontage building, together with single-storey and ancillary structures to the rear.

The submitted existing drawing shows the shop arranged across the Winsover Road frontage, with ancillary store, kitchen and WC accommodation behind. The first floor contains the existing flat. The rear and side portion of the site is largely previously developed and hard surfaced. There is no open watercourse within the application site.

The site's town-centre position is important to the assessment. It is highly accessible on foot, is close to the railway station and town-centre public transport, and is served by on-street and public car parking within the surrounding area. The proprietor estimates approximately 40 customer visits per day at present, with the substantial majority arriving on foot.

3. Proposed Development

The proposal is for a two-storey extension to the rear and side of the existing premises. At ground floor the development provides an enlarged shop together with a distinct deliveries/store area. At first floor it provides ancillary storage, a staff kitchen and staff WC. The scheme also creates an independent entrance and staircase to the existing residential flat, improving the separation between the commercial and residential elements of the building.

When the footprint of the existing rear extension is taken into account, the net new ground-floor extension proposed by this application is approximately 73.2 m². No new dwelling, bedroom, basement or other additional residential accommodation is proposed within the extension. The development is therefore an expansion and improvement of an established retail business rather than a change to a materially different use.

The existing opening hours will remain unchanged: 09:00-21:00 Monday to Saturday and 10:00-21:00 on Sundays.

4. Planning Policy Context

The statutory development plan is the South East Lincolnshire Local Plan 2011-2036, adopted in March 2019. The most relevant policies are Policy 1 (Spatial Strategy), Policy 2 (Development Management), Policy 3 (Design of New Development), Policy 4 (Approach to Flood Risk), Policy 24 (The Retail Hierarchy), Policy 25 (Supporting the Vitality and Viability of Boston and Spalding Town Centres), Policy 27 (Additional Retail Provision), Policy 28 (The Natural

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Environment), Policy 29 (The Historic Environment), Policy 33 (Delivering a More Sustainable Transport Network), Policy 36 (Vehicle and Cycle Parking) and Appendix 6.

The current National Planning Policy Framework is the December 2024 Framework as amended in February 2025. Of particular relevance are the sections dealing with town-centre vitality, sustainable transport, good design, flood risk, the natural environment and the historic environment.

Policy 1 identifies Spalding as a Sub-Regional Centre and supports development that reinforces that role. Policy 24 places Spalding at the top of the local retail hierarchy and directs town-centre uses to the centre. The application is therefore in the location that both local and national policy prefer for retail activity.

5. Principle of Development and Retail Policy

The Council's pre-application advice considered the proposal specifically against Policies 24, 25 and 27. The officer noted that Policy 27B, read literally, directs additional convenience floorspace of this scale towards new Local Centres serving Sustainable Urban Extensions or underserved areas. On that narrow reading, the proposal does not fall squarely within the wording of Policy 27B.

However, the same pre-application advice concluded that this should not render the proposal unacceptable in principle. The site is an existing retail premises within Spalding town centre; it falls within the broad modern Class E use; and Policies 24 and 25 positively support retail activity and redevelopment within the town centre. The Council therefore concluded that the principle of development was acceptable on balance.

That conclusion is reinforced by current national policy. The NPPF requires a positive approach to the growth, management and adaptation of town centres and seeks to allow centres to grow and diversify in response to changes in retailing. Because this proposal is already within the defined town centre, it represents the sequentially preferred location for retail development. It expands an existing small business rather than introducing an out-of-centre competitor.

The extension would improve the range and amount of convenience retail floorspace available from an established local shop and should support the continued vitality of this part of Spalding town centre. In planning-balance terms, the locational and town-centre policy support should be afforded substantial weight.

6. Customer Activity and Town-Centre Accessibility

The proprietor estimates that the shop currently receives around 40 customer visits per day and hopes that the improved premises will increase this to approximately 70 visits per day. These are operational estimates rather than surveyed counts and are stated as such.

The increase is modest in town-centre terms. Importantly, the existing customer profile is strongly pedestrian-based: virtually all customers are understood to arrive on foot. This is consistent with the site's central location and the nature of the shop as a local convenience facility. For customers who do travel by car, on-street parking and public car parks are available in the surrounding town centre.

The development therefore satisfies the underlying objectives of Policy 24 by remaining physically integrated with the centre, generating public footfall, contributing an appropriate town-centre use and making use of existing transport and parking infrastructure.

7. Pre-Application Engagement and Design Response

The scheme has been informed directly by the Council's pre-application advice. The officer considered the proposed extension to be large and visually prominent and noted some loss of the present openness of the rear/side part of the site. Nevertheless, the advice also expressly recognised that the resultant building would broadly reflect the

development on the opposite side of the road and would remain consistent with the commercial and functional character of the locality. The photographs below demonstrate that immediate context: directly opposite the application site is a substantial two-storey, flat-roofed commercial building with a simple parapet form and functional street-facing elevations.

The formal application drawings provide the requested comprehensive existing and proposed plans and elevations, allowing the relationship of the extension to the existing building and surrounding street scene to be understood. The external materials are proposed to match the existing premises in colour, tone and character, avoiding the visually discordant effect that could arise from poorly matched materials.

The two-storey form also makes efficient use of the constrained town-centre site. Locating ancillary storage and staff facilities at first-floor level reduces the amount of additional land required and gives the extension a more coherent relationship with the existing two-storey frontage building than a wholly single-storey enlargement would achieve. In streetscape terms, the proposed scale and flat-roofed form have a clear local precedent immediately opposite the site and therefore do not introduce an alien building type into the street scene.



Figure 1 - Existing two-storey flat-roofed commercial development directly opposite the application site on Winsover Road.

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Figure 2 - Wider street context showing the established commercial frontage and two-storey built form opposite the application site.

8. Layout, Scale and Appearance

The proposed layout responds to the elongated form of the plot and the operational relationship between the shopfront on Winsover Road and the service side of the premises towards Swan Street. The extended retail area remains directly connected to the existing shop, while the new deliveries/store area is placed at the rear where goods can be brought into the building without passing through the customer entrance.

In visual terms the proposal is intentionally straightforward and functional, reflecting its town-centre commercial use. The immediate street scene is mixed in scale, form and architectural character. Of particular relevance is the substantial two-storey, flat-roofed commercial building directly opposite on Winsover Road, which has a simple functional form, a strong parapet line and limited architectural articulation. The proposed extension should therefore be assessed within an established urban context in which relatively substantial two-storey commercial buildings already form part of the street scene, rather than against a predominantly domestic context. The extension does not seek to compete with the more architecturally distinctive historic station building nearby, and matching materials will help it read as an integrated addition to the established premises.

The proposal does not introduce an incongruous building type or scale. Rather, its two-storey flat-roofed form responds to an existing characteristic immediately opposite the site and helps establish a balanced built relationship across Winsover Road. Although some openness at the side/rear of the plot will be reduced, that change is read against the already enclosed and built-up character of the opposite frontage and the wider commercial setting. The design therefore accords with Policies 2 and 3 of the Local Plan and the NPPF requirement for development to function well, respond to local character and make efficient use of land.

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9. Access, Deliveries, Parking and Highway Safety

The principal customer entrance to the shop remains in its established position. No new customer access is proposed and the development does not rely upon new on-site customer parking. This is appropriate to the town-centre location, and the Council's pre-application advice confirms that dedicated parking is not required in this location.

Servicing is materially improved. At present deliveries take place at the front of the shop on Winsover Road, close to the busy junction. This is awkward for the business and creates interaction between delivery activity, customers and general traffic at the most constrained part of the site.

The proposal relocates deliveries to the rear, adjacent to the dedicated deliveries/store entrance. Delivery vehicles will be Transit/Luton-sized vans, approximately three times per week, which is the same vehicle scale and frequency as the existing operation. Vehicles can stop adjacent to the rear delivery point on the verge area rather than unloading at the shopfront. The proposal therefore does not generate a new servicing demand; it redistributes the existing activity to a less constrained position.

This responds directly to the issue raised at pre-application stage. The arrangement separates servicing from the main customer entrance and from the Winsover Road frontage and is consistent with national policy requiring development to allow for the efficient delivery of goods while maintaining safe and suitable access.

10. Residential Amenity and Operational Effects

The existing residential flat above the shop is retained. The proposal does not create any additional residential unit or sleeping accommodation. Instead, the new independent entrance and staircase improve the functional relationship between the flat and commercial premises by allowing the dwelling to be accessed separately.

The pre-application advice found no apparent unacceptable overshadowing and considered the potential for overlooking to be minimal. The proposed first-floor accommodation within the extension is ancillary to the shop and comprises storage and staff facilities rather than customer-facing or residential accommodation.

No new external plant is proposed. The existing air-conditioning unit will remain and no change to its operation is required. Refuse and recycling arrangements will also remain as existing. The unchanged opening hours and delivery frequency mean that the proposal does not extend commercial activity into new periods or introduce materially different operational effects.

On this basis the extension is not expected to result in unacceptable noise, disturbance, overlooking, loss of privacy or overbearing impact and is consistent with Policies 2 and 3.

11. Heritage Assessment

The application site is not listed and lies outside the Spalding Conservation Area. The relevant designated heritage consideration identified at pre-application stage is the setting of the nearby Grade II listed Spalding Town Station on Winsover Road.

Historic England records the station as a railway station and attached footbridge dating from 1848, constructed for the Great Northern Railway Company. Its significance derives principally from its historic railway function and its surviving nineteenth-century architectural composition, including brickwork with ashlar dressings, slate roofs, varied gabled and hipped elements, a tower and the platform structures.

The proposed development does not affect the fabric of the listed station. Any heritage effect is therefore limited to setting. The shop already forms part of the station's wider modern urban surroundings, and the extension is contained within an established developed plot among existing commercial and residential buildings. It does not intrude into the

station site, alter the historic railway alignment or remove any element that contributes to the station's special architectural or historic interest.

The matching material strategy and straightforward form are intentionally recessive in heritage terms. Although the extension will be visible within the broader street scene, the station will remain readily legible as the architecturally and historically significant railway building. The proposal is therefore considered to preserve the significance of the Grade II listed station through its setting. No harm to the significance of the designated heritage asset is identified.

12. Flood Risk and Drainage

A separate, planning-focused Flood Risk Assessment accompanies the application. The site is within Environment Agency Flood Zone 3 and is treated as defended Flood Zone 3a rather than functional floodplain. The commercial extension is classified as less vulnerable development.

When the existing rear extension is excluded, the net new ground-floor extension is approximately 73.2 m². It therefore falls comfortably below the 250 m² threshold for a small non-residential extension. The Flood Risk Assessment concludes that neither the Sequential Test nor the Exception Test is required for this minor development.

The proposed finished floor level will match the existing shop and will be approximately 640 mm above the adjoining footway. The FRA also specifies proportionate flood-resilient construction, raised vulnerable services and controlled drainage. Subject to those measures, it concludes that the development can be made safe for its lifetime without materially increasing flood risk elsewhere.

13. Biodiversity Net Gain and Ecology

The biodiversity legislation changed immediately before this application. For planning applications made on or after 6 August 2026, mandatory Biodiversity Net Gain does not apply where the site within the red-line boundary is 0.2 hectares or less, provided that priority habitat is not negatively impacted.

The application site shown on the submitted location plan is substantially below 0.2 hectares. The proposal principally affects existing building, hardstanding and previously developed land and no priority habitat has been identified within the application site. The development is therefore considered to fall within the statutory site-area exemption from mandatory BNG.

The tree referred to in the pre-application response was on neighbouring land outside the application site and has subsequently been removed by the neighbouring landowner. It is therefore not an on-site habitat feature affected by the proposed development. A separate BNG exemption statement should accompany the application for validation purposes.

14. Sustainability and Efficient Use of Land

The proposal represents the efficient reuse and intensification of an existing developed town-centre site. It expands an established business in a location already served by pedestrian routes, public transport, public parking and town-centre infrastructure, rather than requiring a new retail site elsewhere.

The extended building will be subject to current Building Regulations requirements for the new work, improving the thermal performance of the extended envelope. The two-storey arrangement also reduces land take by placing ancillary staff and storage accommodation above the ground-floor retail space.

The existing shop is primarily accessed on foot and the proposal reinforces that sustainable pattern. The development therefore makes efficient use of land and existing infrastructure in accordance with the broader objectives of the Local Plan and NPPF.

15. Planning Balance and Conclusion

The proposal is a proportionate extension to an established convenience shop within the defined Spalding town centre. South Holland District Council's pre-application advice has already concluded that the principle is acceptable on balance, notwithstanding the narrow wording of Policy 27B.

There is strong policy support in the opposite direction. Policies 1, 24 and 25 direct and support town-centre retail activity, while national policy requires a positive approach to the growth and adaptation of town centres. The proposal occupies the sequentially preferred location and would help an existing local business remain viable and improve its offer.

The detailed matters identified at pre-application stage have been addressed. The formal drawings and accompanying street photographs demonstrate the scale and street-scene relationship, including the directly opposing two-storey flat-roofed commercial building that provides an immediate contextual precedent for the proposed massing and form. Materials will match the existing building; the existing flat is retained with improved independent access; no new plant or longer opening hours are proposed; customer activity remains predominantly pedestrian; and deliveries are moved away from the Winsover Road shopfront to a dedicated rear servicing point without any increase in delivery frequency or vehicle size.

The separate Flood Risk Assessment demonstrates an acceptable flood-risk strategy. The site is also below the new 0.2 hectare statutory BNG exemption threshold, subject to the absence of affected priority habitat. The development causes no identified harm to the significance of the nearby Grade II listed Spalding Town Station.

Taken as a whole, the proposal accords with the spatial, town-centre, design, accessibility, amenity, flood-risk and heritage objectives of the development plan and the National Planning Policy Framework. The limited loss of openness and increase in built form identified at pre-application stage must be considered in the context of the substantial two-storey commercial development immediately opposite and the established built-up character of this part of Winsover Road. Those limited visual changes are outweighed by the benefits of consolidating an established town-centre business, improving its servicing arrangements and making efficient use of a sustainable, previously developed site. Planning permission should therefore be granted.

References

- South East Lincolnshire Local Plan 2011-2036, adopted 8 March 2019.
- National Planning Policy Framework, December 2024, as amended February 2025.
- South Holland District Council pre-application advice HPE-0527-26, dated 15 June 2026.
- Historic England, National Heritage List for England: Spalding Town Station, Grade II, List Entry 1063914.
- Department for Environment, Food and Rural Affairs: Biodiversity net gain - exempt developments, updated July 2026.
- Trevor A Clay RIBA Ltd, Flood Risk Assessment 25/696/FRA/001 Rev P02, 10 August 2026.
- Drawing 25/696/PA/003 Planning (Proposed).
- Drawing 25/696/PA/004 Planning (Existing).