

DECISION DELEGATED TO HEAD OF PLANNING

Application No: H16-1152-25 **Applicant:** Mr K Iqbal
Proposal: Change of use from 2 flats to 8 bedroom HMO
Location: 7-9 Pinchbeck Road Spalding Lincolnshire
Terminal Date: 22nd May 2026

Planning Policies

South East Lincolnshire Local Plan - Adopted: March 2019

01 Spatial Strategy
02 Development Management
03 Design of New Development
29 The Historic Environment

National Guidance

National Planning Policy Framework December 2024

Section 12 - Achieving well-designed places
Section 16 - Conserving and enhancing the historic environment

Representations:

	Object	Support	No Obj.	Comments
WARD MEMBER	0	0	0	0
SHDC INTERNAL	0	0	0	1
OTHER STATUTORY BODIES	0	0	0	4

CASE OFFICER ASSESSMENT

Proposal

This is a Listed Building Consent applications for the proposed change of use from two flats to an eight-bedroom HMO. To facilitate this change, the following works have been identified:

- The installation of a large dormer window to the rear elevation

- Internal alterations, including the installation of ensuite facilities to seven of the eight bedrooms, and the conversion of an existing bathroom into a kitchen.
- The removal and replacement of some internal doors and walls.

Site Description

The application site is a Grade II listed building and forms part of a group alongside the Congregational church and Nos 11 and 13 which are building of local interest located on Pinchbeck Road in Spalding. The building is a two storey dwelling currently converted into two flats.

The immediate setting of the site can be described as largely featuring residential development of a C19th origin, However, the site is also lined by the late C20th business park to the south. In addition, there are several other listed buildings within the immediate setting of the site including, 2 and 4 Pinchbeck Road, 24 and 25 New Road, The Peacock Public House, and The Grange. The Masonic Hall and 8 Pinchbeck Road are also considered as Non Designated Heritage Assets. The site also lies within the Spalding Conservation Area.

History

H16-1601-07 - Listed Building Consent - Alterations to form 3 flats - Withdrawn

H16-1653-07 - Full - Alterations to form 3 flats - Withdrawn

H16-0511-08 - Listed Building Consent - Proposed alterations to form 2 flats - Approved 19.06.2008

H16-0512-08 - Full - Proposed alterations and change of use to form 2 flats - Approved 19.06.2008

H16-0745-08 - Full - Proposed new vehicular access - Approved 29.08.2008

H16-1088-08 - Condition Compliance - Details of datestone to be omitted, details of repair and redecoration, internal alterations, acoustic/thermal insulation, doorway to bedroom 2 (Conditions 2, 3, 4, 5 and 6 of H16/0511/08) - Approved 04.02.2009

H16-1087-08 - Condition Compliance - Details of datestone to be omitted and details of repair and redecoration (Conditions 2 and 3 of H16/0512/08) - Approved 04.02.2009

H16-1150-25 - Full - Change of use from 2 flats to 8 bedroom HMO - To be determined

Consultation Responses

The responses received from consultees during the initial consultation exercises, which can be viewed in their entirety through the South Holland website, can be summarised as follows:

Initial Responses Received

Historic Environment

Thank you for consulting us on this. Having reviewed the application documents and the updated available Historic Environment information for this application, the proposal is unlikely to have an impact on significant archaeological remains. Consequently, no further archaeological input is necessary for this application. It is not necessary to consult us on this application again, unless there are material changes to the proposals. However, if you would like advice from us, please contact us to explain your request.

Finally, as the proposal involves direct alterations to a designated heritage asset at 7-9 Pinchbeck Road (Grade II Listed), which forms a coherent group with the former Sunday School and the Congregational Church (Nos. 7, 11 and 13 Pinchbeck Road, the latter two being non-designated heritage assets of local interest), and given its proximity to The Grange (8 Pinchbeck Road, Grade II Listed), together with the site's location within the Spalding Conservation Area, the SHDC Conservation Officer must be consulted prior to determination due to the potential for both direct impacts and impacts on setting.

Georgian Group

Thank you for notifying the Georgian Group of a proposal to undertake alterations to the above grade II listed building which is located within a conservation area. The Group has concerns about these proposals for the following reasons.

No. 7 Pinchbeck Road, Spalding is a mid-eighteenth former dwelling with mid nineteenth century external alterations. The building is presently occupied as two flats which the applicant proposes to convert into an eight room HMO. Whilst the Group has no objection in principle to this proposal, we have concerns about certain aspects of the proposed internal conversion works, and in particular the lack of information to explain in detail the impact of the proposals on the listed buildings' surviving internal features and historic planform. At present the information provided by the applicant fails to meet the minimum requirements set out within NPPF 207. Without additional information we would strongly advise that your authority will not be able to meet the requirements of NPPF 208.

Unfortunately, the Heritage Statement provided singularly fails to assess either the significance of the interiors of the listed building, or the impact of the proposed works of alteration and subdivision upon that significance. The application therefore presently fails to meet the minimum information requirements set out within the NPPF. For example, the applicant's proposals involve the insertion of new partitions, the blocking of doorways, and the creation of new door openings. No information has been provided however, to explain the impact these interventions would have on surviving historic joinery such as doors, doorcases and skirting, or on surviving decorative plasterwork such as cornices. Where alterations to the roof are proposed, it is not clear if this will involve the removal of elements of the eighteenth-century roof structure or much later fabric.

When making a decision on all listed building consent applications or any decision on a planning application for development that affects a listed building, or its setting, a local planning authority must have special regard to the desirability of preserving the heritage asset or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the special interest of the building, as opposed to keeping it utterly unchanged. This obligation, found in sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (1), applies to all decisions concerning listed buildings. Whilst NPPF (2024) 212 directs that - 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

We would respectfully recommend that the applicant withdraws this application until the above issues can be satisfactorily addressed. If the applicant is unwilling to do so, then consent should be refused.

Historic England

Received 19.12.2025

Historic England Advice

Historic England has concerns with the application due to the insufficient level of detail provided. This prohibits an informed assessment of impact on heritage significance which therefore has the potential to cause harm to the significance of the GII listed building.

The plans provided appear to indicate some staircase alteration or demolition, although it is not clear exactly what is proposed. We recommend that the application is amended to include annotated plans, details of all proposed alterations and demolition, and a heritage impact statement.

Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that further information should be provided to your Conservation Officer to enable the LPA to make a fully informed assessment regarding heritage impacts. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 207, 208, 215 of the NPPF. In determining this application you should bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. Your authority should take these

representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.

Conservation Officer

Received 18.12.2025

The application site is a Grade II listed building and forms part of a group alongside the Congregational church and Nos 11 and 13 which are building of local interest. In addition, there are several other listed buildings within the immediate setting of the site including, 2 and 4 Pinchbeck Road, 24 and 25 New Road, The Peacock Public House, and The Grange. The Masonic Hall and 8 Pinchbeck Road are also considered as Non Designated Heritage Assets. The site also lies within the Spalding Conservation Area.

The proposal seeks to change the use of the building from two flats to an eight-bedroom HMO. To facilitate this change, the following works have been identified:

- The installation of a large dormer window to the rear elevation
- Internal alterations, including the installation of ensuite facilities to seven of the eight bedrooms, and the conversion of an existing bathroom into a kitchen.
- The removal and replacement of some internal doors and walls.

Currently the Heritage Statement provides only a very brief description of the heritage assets' context and does not meet the requirements of paragraph 207 of the NPPF. It does not explain the buildings significance, what elements are of special interest and what are of lesser interest. The proposal involves internal alterations, including the removal and replacement of doors and walls. However, the Heritage Statement does not assess whether these features are of any historic interest (doors, architraves, skirting etc). For example, no information has been given regarding the age, design or significance of the existing doors. A Heritage Impact Assessment should then explain why each element of the proposal is necessary and what impact it will have on the significance of the listed building.

Similarly, insufficient information has been submitted in relation to the proposed dormer window to the rear elevation. No details have been provided regarding its scale, design, materials, or relationship to the existing roof structure and fenestration. Based on the existing character of the building, a dormer in this location, if supportable, would need to be in materials such as lead and timber. Furthermore, no Heritage Impact Assessment has been undertaken to assess the impact of the dormer on the significance of the listed building itself, or on the setting of the nearby listed buildings, Non-Designated heritage assets, or the wider Conservation Area. The existing roof structure needs to be shown on plan including rafters, collars and purling's.

We note that there are minimal external alterations other than the dormer, but the windows to the rear appear modern and unsympathetic to the buildings character. Therefore, if the applicant should wish to replace these windows, it is encouraged that the design of these windows be altered to better reflect the character of the building.

The installation of multiple ensuite bathrooms will also necessitate the introduction of additional internal walls, waste pipes and extractor fan. The application fails to explain how these elements will be implemented on and the impact they will have to the building. In particular, it is unclear whether new openings will be required for external walls to facilitate extractor fans, and if so, have these will be designed to minimise visual and physical harm. The full extent of the proposed works have therefore not been clearly identified or justified.

As a result of the change of use, any detail of fire, acoustic, thermal separation and how this effect historic fabric including where fire doors are required.

Overall, not enough information has been submitted for the Local Planning Authority to understand how the significance of this heritage asset will be affected by this proposal, as required by paragraph 208 of the NPPF. This comes as a result of the applicant failing to identify the full extent of the works and their impact on the significance of the building as required by paragraph 207 of the NPPF.

If no further information is provided, we recommend that this application be refused based on

cumulative harm to a listed building, with no public benefit to outweigh this. Though there is less than substantial harm overall, there is a lack of justification and no public benefit to outweigh that harm as required in paragraph 215:

215. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Responses Received within Re-consultation

Historic England

Received 25.03.2026

We are grateful for the applicant's engagement with our previous comments and for the further information provided. This provides some clarity however, this is still inadequate to enable a full assessment of heritage impact.

We welcome the commitment to repairing original windows and the principal entrance door rather than replacing them. However, the newly provided Heritage Impact Assessment notes that 'a comprehensive schedule of repair is proposed for existing windows, doors, and joinery, including the use of discreet secondary glazing where appropriate'. Details of this comprehensive schedule of repair have not been provided.

We recommend that the LPA seeks further information where necessary to enable a full assessment of harm to heritage significance.

Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of the NPPF in particular paragraphs 207 and 208.

In determining this application you should bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

The Georgian Group

Thank you for providing the Georgian Group with additional information relating to a proposal to undertake alterations to the above grade II listed building which is located within a conservation area. The Group previously commented upon this scheme on the 20th of December 2025.

The Group welcomes the provision of a helpful and well-illustrated supplementary heritage statement which addresses the concerns raised by us in our previous response. We therefore wish to withdraw our objections, and are happy to defer to your authority's Conservation Officer over any outstanding issues.

Historic England

Received 24.04.2026

We appreciate the Schedule of Works regarding window repairs that has been provided after our previous comments. We refer you to the following published advice which you may find helpful in determining the application:

Traditional Windows: their care, repair and upgrading (Historic England, 2017) - <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>

We also suggest that you seek the views of your specialist conservation adviser.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. If you would like detailed advice from us, please contact us to explain your request.

Conservation Officer

The principle of the proposal is considered supportable. The revised Heritage Statement provides an adequate level of detail to comply with paragraph 207 of the NPPF. However, the proposal still lacks a significant amount of essential information. As such, conditions are required to ensure that the least possible harm to the Listed Building is achieved.

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, no letters of representation have been received.

Key Planning Considerations

Evaluation

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving listed buildings, their setting, or any features of special architectural or historic interest which they possess.

The adopted South East Lincolnshire Local Plan 2011-2036, adopted March 2019 (SELLP), is the development plan for the district, and is the basis for decision making in South Holland. The relevant development plan policies are detailed within the report above.

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

Heritage Impact

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Planning Authority to have special regard to the desirability of preserving listed buildings, their setting, or any features of special architectural or historic interest which they possess.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require decision makers to have special regard to the desirability of preserving listed buildings or their settings or any features of special architectural or historic interest which they possess as well as the desirability of preserving or enhancing the character or appearance of conservation areas. Any adverse effect on a heritage asset, even if slight or minor, would not preserve the asset or its setting.

Furthermore, the importance of considering the impact of development on the significance of designated heritage assets is expressed in the National Planning Policy Framework (2024) (NPPF). The NPPF advises that development and alterations to designated assets and their settings can cause harm. These policies ensure the protection and enhancement of the historic buildings and environments. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance should be treated favourably.

Section 16 of the National Planning Policy Framework (2024) states that "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance".

Finally, Policy 29 of the South East Lincolnshire Local Plan (2019) (SELLP) confirms that in order to respect South Holland's historical legacy all proposals shall conserve and enhance the character and appearance of designated heritage assets. Additionally, Section A of that policy confirms that proposals that affect the setting of a Listed Building will only be supported where they preserve or better reveal the significance of the Listed Building, and that proposals that seek to alter a listed

building shall be granted where the LPA is satisfied that the proposal is in the interest of the building's preservation and does not involve alterations that are prejudicial to the special architectural or historic interest of the Listed Building or its setting.

Taking the above into account, several elements are proposed, each with their own impact upon the significance of the building.

With the above in mind, the Local Planning Authority does not consider the proposal to represent a form of harm. The proposed external works are all either restorative, or alterations of a relatively small scale. The most substantial of which is the proposed new dormer window to the rear. The design of the dormer window is to match the existing dormer window to the front elevation of the property. This is considered to be appropriate for the host listed building and would not result in a significant adverse impact to the Grade II building, subject to conditions. The Council's Conservations Officer was consulted, and they had no objections to the principle of the proposal subject to conditions.

The proposed works to the windows are considered acceptable. It is considered that the proposed alterations would not harm the importance of the asset or character of the area. The repairs to the frames are a small enhancement, retaining an existing important feature and vernacular materials. On this basis, the changes to the windows, when taken in isolation, are not considered to constitute harm to the building.

The internal alterations include the removal and replacement of some internal doors and walls along with the installation of ensuite facilities to seven of the eight bedrooms, and the conversion of an existing bathroom into a kitchen. The installation of multiple ensuite bathrooms will also necessitate the introduction of additional internal walls, waste pipes and extractor fan. The Council's Conservations Officer was consulted, and they had no objections to the principle of the proposal subject to conditions.

For the reasons listed above, it is deemed that - with the suitable application of conditions - this proposal meets all requirements of both Policy 29 of the SELLP, in addition to Section 16 of the NPPF.

Additional Considerations

Public Sector Equality Duty

In making this decision the Authority must have regard to the public sector equality duty (PSED) under s.149 of the Equalities Act. This means that the Council must have due regard to the need (in discharging its functions) to:

A. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act

B. Advance equality of opportunity between people who share a protected characteristic and those who do not. This may include removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the special needs of those with a protected characteristic; encouraging participation in public life (or other areas where they are underrepresented) of people with a protected characteristic(s).

C. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

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

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

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

Human Rights

In making a decision, the Authority should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority such

as South Holland District Council to act in a manner that is incompatible with the European Convention on Human Rights. The Authority is referred specifically to Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of property).

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

Conclusion

Taking these factors into consideration, the proposal is considered to comply with Policies 2, 3, and 29 of the SELLP, as well as Sections 12 and 16 of the NPPF. There are no significant factors in this case that would outweigh the benefits of the proposal; therefore, the planning balance is in favour of the proposal.

Recommendation

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