DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H23-0997-24**	**Applicant:**	**M Kirk**
Proposal:	Proposed garden room extension & alterations		
Location:	Pipwell Manor Washway Road Saracens Head		
Terminal Date:	7th April 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
28	The Natural Environment
29	The Historic Environment
31	Climate Change and Renewable and Low Carbon Energy
36	Vehicle and Cycle Parking
APPENDIX 6	Parking Standards

National Guidance

National Planning Policy Framework December 2024

National Planning Policy Framework (Framework) December 2024.

Section 2- Achieving Sustainable Development.
Section 12- Achieving Well-designed Places.
Section 14-Meeting the Challenge of Climate Change, Flooding and Coastal Change.
Section 15-Conserving and Enhancing the Natural Environment.
Section 16-Conserving and Enhancing the Historic Environment..

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	0	0	0	0
WARD MEMBER	0	0	0	0
HIGHWAYS & SUDS SUPPORT	0	0	0	1
HISTORIC ENVIRONMENT OFFICER	0	0	0	1

CASE OFFICER ASSESSMENT

Site Description

Pipwell Manor is a Grade II listed former manor and farmhouse, comprising a two-storey dwelling of brick construction under a concrete tiled roof, with associated outbuildings. The dwelling is situated within the settlement of Saracens Head, and the site is located within Flood Zone 3. The property is set within landscaped gardens with residential properties located beyond the boundaries of the site. Vehicular access to the property is taken from Washway Road, the trees along this site frontage are safeguarded by a Tree Preservation Order.

The property was listed on 30th June 1966 and the list description reads:

"Farmhouse. Late C18. Red brick. Concrete tiled roof with brick coped gables and 2 gable stacks, 2 storeys, 5 bay front with central doorway with fluted pilastered doorcase, entablature, cornice, overlight and panelled door. Above are 3 glazing bar sashes flanked by outer, single, blind panels. All openings and blind openings with segmented heads."

Proposal

Planning permission is sought for the construction of a single storey garden room extension and lobby. The structure will abut the central range of the north elevation, linking to the rear entrance of the dwelling with a covered lobby.

A separate application seeking listed building consent for the works has been submitted and is being considered concurrently under application reference H23-0998-24.

The garden room will be located partially on the footprint of a conservatory removed in 2014 and a lobby extension, approved under application reference H23-0173-19, which was not implemented. The extension will be an oak frame, hardwood framing structure with a natural slate roof.

External alterations to the listed dwelling are proposed, comprising fenestration alterations to the north and east elevations. An existing first floor window in the northern elevation will be widened and replaced with a new timber casement window with painted joinery to match the existing. In addition, it is proposed to lower the existing cill height and adjust the opening width of a first-floor window in the eastern elevation to match the adjacent sash on this elevation.

Internally, a modern stud wall will be removed to the first floor, currently partitioning a hot water cylinder cupboard, along with the moving of a partition wall to configure the family bathroom and en-suite shower room.

The following documents form part of the application:

Heritage Impact Assessment: November 2024
Flood Risk Assessment: November 2024
Preliminary Ecological Appraisal and Roost Assessment: October 2024.

History

H23-0046-21: Change of use from Residential Institution(C2) to Residential. Approved 23.02.2021.
H23-1238-19: Listed building consent to replace internal door to external grade and install a second external grade door. Approved 20.02.2020.
H23-0173-19: Replacement conservatory. Approved 11.04.2019.
H23-0172-19: Replacement windows: Approved 11.04.2019.
H23-0171-19: Proposed landscaping scheme: Approved 11.04.2019.
H23-0395-19: Listed building consent for replacement windows, landscaping and conservatory. Approved 05.06.2019.

Consultation Responses

Responses Received (consultation period between 29th November 2024 and 20th December 2024)

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:

Whaplode Parish Council

No response received.

Highway Authority and Lead Local Flood Authority

The proposed development would not be expected to have an unacceptable impact upon highway safety or a severe residential cumulative impact upon the local highway network or increase surface water flood risk and therefore do not wish to object to this application.

Historic Environment Officer

Having reviewed the application documents and the updated 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.

Conservation Assistant (Tree Preservation)

No response received.

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

The main issues and considerations in this case are (but not limited to):

Principle of Development and Sustainability.
Heritage Considerations.
Layout, Design and Impact on the Character of the Area.
Impact on Residential Amenity and adjacent Land Users.
Highway Safety and Parking.
Flood Risk Considerations.
Impact on Climate Change.
Biodiversity Net Gain.
Biodiversity and Ecology.

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.

Section 66(1) of the Planning (Listed Buildings and Conservation Areas Act) 1990, concerns whether to grant planning permission for development which affects a listed building or its setting and requires special regard to be had to the desirability of preserving the building or its setting or any features of special or architectural interest which is possesses.

Principle of Development and Sustainability

The National Planning Policy Framework (Framework) December 2024 sets out the Government's planning policies for England and how they should be applied. It advises that the purpose of the planning system is to contribute to the achievement of sustainable development. Achieving sustainable development means that the planning system has three overarching objectives; an economic objective, a social objective, and an environmental objective, which are interdependent and should be pursued in mutually supportive ways.

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.

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.

The application site is located within Saracens Head, defined under Policy 1 (Spatial Strategy) as 'Other Service Centres and Settlements'. The Policy advises that within the settlement boundaries of the 'Other Service Centres and Settlements', 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.

Pipwell Manor is located within the settlement boundary of Saracens Head and seeks extensions and alterations to the property. There will be economic benefit through the construction phase of the development and social benefit through meeting the needs of the occupants of the dwelling, which collectively serve to support the sustainability of the settlement.

The proposal therefore accords with the requirements of Policy 1 of the South East Lincolnshire Local Plan (2019) and there is no objection in principle to the proposal subject to the consideration of all other material factors which are assessed in the sections below.

Heritage Considerations

The Framework, at paragraph 202, advises heritage assets are an irreplaceable resource and should be conserved in a matter appropriate to their significance. Further stating, at paragraph 212;

"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."

Policy 29 of the South East Lincolnshire Local Plan (2019) advises that to respect the historic legacy, varied character and appearance of South East Lincolnshire's historic environment, development proposals are required to conserve and enhance the character and appearance of designated and non-designated heritage assets.

Policy 29(A1) states:

Proposals to change the use of a listed building or alter or extend such a building will be granted where the Local Planning Authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the listed building or its setting.

Whilst the listing 'details' cites the front elevation features; listings are primarily for identification purposes and do not provide an exhaustive or complete description of the buildings special interest. In this context, it is considered the listed buildings' special interest and significance is mainly derived from its historic and architectural interest as a notable 18th century domestic property on the main route through Saracens Head.

The property has been previously extended eastwards with a two-storey addition; however, the historic maps indicate this was constructed some considerable time before the property was listed. Internally, most of the historic authenticity and integrity of the buildings plan form has been retained.

The proposal seeks consent to construct a single storey garden room to the rear elevation of the property with a single storey lean-to to the side. The structure is to be oak framed with glazing between the frames and a natural slate roof. The side and rear external walls of the existing dwelling are to be retained.

Whilst a 'wrap around' design as proposed would not normally be encouraged, there is photographic evidence of a lean-to glazed structure previously existing in this position. Moreover, the glazed construction of the extension along with the retention of existing external walls ensures there is no impact on the physical fabric of the building. The glazed design allows visibility through to external walls of the dwelling and presents clear legibility of the building's development over time.

There is no objection to the proposed fenestration alterations to the north and east elevations. The replacement windows reflect the size, material and style of those existing.

There is also no objection to the removal of the modern stud partition walls at first floor level, these are later additions, and their removal will not affect the historic authenticity and integrity of the buildings' plan form.

The proposal would preserve the Grade II listed building and its features of special architectural and historic interest which it possesses and would therefore satisfy the requirements of section 66(1) of the Act and the provisions within Section 16 of The National Planning Policy Framework(December 2024) which seeks to conserve and enhance the historic environment. The proposal would also accord with Policy 29 of the South East Lincolnshire Local Plan (2019) which requires development proposals to conserve and enhance the character and appearance of designated heritage assets.

Layout, Design and Impact on the Character of the Area

The Framework advises, at paragraph 131, good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

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.

The proposed extension is modest in size, scale and mass and represents a clear small-scale subservient addition to the host dwelling, the design and proposed use of materials of which are acceptable and appropriate.

The extension is confined to the rear of the property and will have limited visibility from public vantage points.

The proposal would serve to safeguard the existing character and appearance of the area and in this regard would accord with Policies 2 and 3 of the South East Lincolnshire Local Plan (2019) along with advice contained within Section 12 of the National Planning Policy Framework (December 2024).

Impact on Residential Amenity and adjacent Land Users

The Framework advises, at paragraph 135, development should create places with a high standard of amenity for existing and future users.

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 residential property located closest to the application site is The Gables, to the east. The proposed extension is single storey, whilst the side elevation facing the neighbouring house is glazed, the structure is located sufficient distance from this dwelling to ensure no direct overlooking arises. Nor will the development have any overbearing or enclosing impact on the residential amenity of this neighbouring dwelling.

There is an adequate separation distance between the extension and the dwellings to the north-west to ensure there is no detriment to the level of privacy and amenity currently afforded to the occupants of these properties.

In this regard the proposal therefore accords with the provisions of paragraph 131 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

Paragraph 116 of the Framework advises that development should only be 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, considering all reasonable future scenarios.

Policy 2 of the Local Plan states that proposals requiring planning permission will be permitted provided that sustainable development considerations are met, specifically in relation to access and vehicle generation. Policy 3 of the Local Plan 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 required for development proposals.

The highway authority advises the proposal does not result in the need for additional parking and access to the property exists from the public highway. The siting of the extension does not affect existing parking and turning facilities within the site. The highway authority advises the proposal will not have an adverse impact on the public highway or highway safety.

The proposal would therefore accord 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 Considerations

Paragraph 170 of the Framework advises that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Further stating, where development is necessary in such areas the development should be made safe for its lifetime without increasing flood risk elsewhere.

Paragraph 176 states that applications for some minor development and changes of use should not be subject to the sequential test nor the exceptions test. Footnote 62 clarifies that minor development includes householder development.

As this application seeks permission for the construction of an extension to an existing residential property under the terms of Footnote 62 a sequential test or exception test is not required.

However, as the site is located within Flood Zone 3, as paragraph 176 advises, the proposal should still meet the requirements for site-specific flood risk assessments set out in Footnote 63.

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.

As part of the application a Flood Risk Assessment has been submitted. This advises the site is outside of any of the identified hazard areas on the South East Lincolnshire SFRA Residual Flood Hazard Map for the 1% fluvial and 0.5% tidal event. It is also outside the area at risk of flooding on South East Lincolnshire SFRA Residual Peak Depth Map for the 1% fluvial and 0.5% tidal event.

In addition, the FRA proposal several Flood Risk Mitigation measures which include the floor levels of the extension being no lower than existing floor levels and electrical sockets set at 450mm above finished ground level. These measures can be attached to any permission granted as an appropriately worded condition.

Given the mitigation measures detailed and recommended by condition, the proposal will be made safe for the lifetime of the development and not increase the risk of flooding elsewhere. The proposal therefore 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.

Impact on Climate Change

In respect of the climate emergency, Section 14 of the National Planning Policy Framework (December 2024) states that new development should be planned for in ways that: "avoid increased vulnerability to the range of impacts arising from climate change" with care taken to ensure that, where development is brought forward in areas which are vulnerable, "risks can be managed through suitable adaptation measures, including through incorporating green infrastructure and sustainable drainage systems; and help to reduce greenhouse gas emissions, such as through its location, orientation and design".

Paragraph 166 of the National Planning Policy Framework (December 2024) details that when determining planning applications, Local Planning Authorities should "expect new development to: a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and b) take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption", with 'significant weight' given to "the need to support energy efficiency and low carbon heating improvements to existing buildings, both domestic and non-domestic (including through installation of heat pumps and solar panels where these do not already benefit from permitted development rights)".

The proposal windows in the development are to be double glazed units and the structure will have a solid tiled roof, both elements of which will assist with the insulation of the building and contribute to a reduction in energy use within the habitable room.

Taking the above into account it is considered that given the details submitted the proposal is acceptable in this regard. The proposal would therefore be in accordance with Policy 31 of the South East Lincolnshire Local Plan (2019) and Section 14 of the National Planning Policy Framework (December 2024).

Biodiversity Net Gain

Biodiversity Net Gain (BNG) is required under a statutory framework introduced under Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021) and requires applicants to deliver a minimum of 10% Biodiversity Net Gain using standardised biodiversity units measured by statutory biodiversity metrics. This is often referred to as the mandatory requirements for Biodiversity Net Gain.

The effect of Paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission is deemed to have been granted subject to the "biodiversity gain condition". The effect of this "biodiversity gain condition" is that development granted by this notice must not begin unless:

(a) a Biodiversity Gain Plan has been submitted to the planning authority, and
(b) the planning authority has approved the plan, or
(c) the development is exempt from the biodiversity gain condition.

For applications that are submitted prior to the introduction of this requirement, the development

would exempt from the mandatory 10% requirement and as such, the Biodiversity Gain Condition would not apply. However, this application was submitted following the introduction of this legislation. As such, unless comprising development that is exempt from this mandatory Biodiversity Net Gain (10%), a condition would be required, as mandatorily set.

The proposal seeks permission for an extension to an existing residential property. Householder applications as defined within article 2(1) of the Town and Country Planning (Development Management Procedure) (England)Order 2015 are exempt from the requirement to provide mandatory Biodiversity Net Gain.

Article 2(1) defines householder applications as an application for planning permission for development of an existing dwellinghouse or development within the curtilage of such a dwellinghouse for any purpose incidental to the enjoyment of the dwellinghouse.

As the submitted application accords with this definition the proposal satisfies the statutory householder development exemption ands is not required to provide mandatory Biodiversity Net Gain.

Biodiversity and Ecology

The Framework advises, at paragraph 193, when determining planning applications, if significant harm to biodiversity cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

Policy 28 of the South East Lincolnshire Local Plan (2019) seeks to promote biodiversity net gain by maximising opportunities to enhance and connect natural habitats, incorporate biodiversity conservation features to enhance green infrastructure and ecological corridors, and conserve or enhance habitat to adapt to climate change.

As part of the application a Preliminary Ecological Appraisal and Roost Assessment has been submitted. The survey was carried out on 31st October 2024. The report considers the site does not contain any habitats listed as a habitat of principle importance under Section 41 of the Natural Environment and Rural Communities Act (2006). However, the site contains mature trees which are of good quality and could be of value to local wildlife populations. Other habitats within the site are common and widespread and have low ecological value. The Appraisal further states there is a pond within 500m of the site, this has been assessed the report considers it has limited connectivity to the site due to separation by an intensely managed garden and dwelling. It is concluded that these landscape features combined are assessed to represent a significant barrier to dispersal limited access from this pond to the site for great crested newts. The appraisal recommends a precautionary working method to be implemented for common amphibians during construction, such measures can be appropriately conditioned. Further ecological enhancements are recommended which can be reasonably attached as a condition to the permission.

When taking the above into account, whilst the development in this instance may be exempt from the mandatory 10% net gain, it would remain appropriate, given the context of Section 15 of the National Planning Policy Framework (December 2024) and requirements of Policy 28 of the South East Lincolnshire Local Plan (2019), that conditions are attached, requiring a level of Biodiversity and ecological enhancement, including that impacting upon small species

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 application site is within a sustainable location within the settlement boundary. There would be economic benefit through the construction of the extension and social benefits by the provision of additional living space to meet the householders' needs, to which moderate weight is attached.

The proposal will not cause detriment to the historic value or architectural integrity of the listed building, nor will there be detriment to the character and appearance of the area. The site has low ecological value, and the proposal will not have adverse effects in terms of highway safety or flooding risks. The proposal accords 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, 28, 29 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 (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.