

<b>APPLICATION NO</b>	<b>PA/2025/742</b>
<b>APPLICANT</b>	TES Property Services Ltd
<b>DEVELOPMENT</b>	Planning permission to construct a single-storey rear (infill) extension, convert the garage into a study room, and change fenestration in front elevation of an existing HMO
<b>LOCATION</b>	4 Holme Hall Avenue, Bottesford, DN16 3PY
<b>PARISH</b>	<b>BOTTESFORD</b>
<b>WARD</b>	Bottesford
<b>CASE OFFICER</b>	Christopher Clark
<b>SUMMARY RECOMMENDATION</b>	<b>Approve with conditions</b>
<b>REASONS FOR REFERENCE TO COMMITTEE</b>	Member 'call in' (Cllrs John Davison - significant public interest; and Max Bell - significant public interest; third party request to address the committee; and highways, road safety and parking concerns)

**POLICIES**

**National Planning Policy Framework:**

- 2 Achieving sustainable development
- 4 Decision-making
- 9 Promoting sustainable transport
- 11 Making effective use of land
- 12 Achieving well-designed places

**North Lincolnshire Local Plan:**

- T1 Location of development
- T2 Access to development
- LC12 Protection of trees, woodland and hedgerows
- DS1 General requirements
- DS7 Contaminated land and hazardous substances
- DS14 Foul sewage and surface water drainage
- DS16 Flood risk

## **North Lincolnshire Core Strategy:**

CS1 Spatial strategy for North Lincolnshire

CS2 Delivering more sustainable development

CS3 Development limits

CS5 Delivering quality design in North Lincolnshire

CS19 Flood risk

CS25 Promoting sustainable transport

## **CONSULTATIONS**

**Highways:** No objections to the proposed six-bedroom HMO, noting that off-road parking for five vehicles is provided, with potential for additional spaces. Secure cycle storage is included, and the site is within walking distance of public transport.

## **TOWN COUNCIL**

Objects to the proposal on the following material planning grounds:

- The application lacks clarity, with earlier submitted plans referencing a 9-bedroom HMO, contrary to the existing lawful use as a 6-bedroom HMO (Use Class C4).
- The parking provision (five spaces) is considered insufficient for a development of this potential intensity.
- Concern is raised that works have commenced without planning or building regulations approval, suggesting retrospective regularisation.
- The site is considered an unsuitable location for an HMO due to its residential character, with potential adverse impacts on local amenity.
- Reference is made to a previous HMO refusal at Webster Avenue, which the council considers sets a relevant precedent.

## **PUBLICITY**

A site notice was displayed at the site on 18/06/2025, with the consultation period expiring on 09/07/2025. No comments were received from the public during this statutory publicity period.

Following the initial consultation period, the council has received a total of 51 representations, all of which object to the proposal. The objections raise a range of material planning considerations, including:

### **Highway safety, parking and traffic:**

- Concerns that five off-street parking spaces are insufficient for a six-bedroom HMO
- Fears of increased on-street parking demand and resulting highway safety risks

- Increased vehicle movements and traffic generation in a residential area

#### **Residential amenity:**

- Objections regarding increased noise and disturbance from a more intensive residential use
- Concerns about the impact of comings and goings associated with multiple adult occupiers
- Perceived over-intensification of the site leading to a reduction in overall living conditions for neighbouring residents

#### **Design and character:**

- Claims that the development would lead to overdevelopment of the site
- Potential harm to the established character and appearance of Holme Hall Avenue, which is primarily made up of single-family homes
- Visual impact of alterations to the front elevation, including loss of garage door and insertion of new windows

#### **Privacy and overlooking:**

- Concerns about new or altered windows at first-floor level affecting the privacy of neighbouring dwellings

#### **Waste storage and servicing:**

- Concerns about whether sufficient space is provided for waste and recycling storage, especially with a higher number of residents
- Risk of visual clutter or refuse-related impacts on amenity

#### **Flood risk and drainage:**

- Objections referencing potential increase in surface water run-off due to additional built form
- Calls for adequate drainage measures to avoid localised flooding

#### **Cumulative impact and planning precedent:**

- Reference to the refusal of a separate HMO scheme at Webster Avenue and concerns about potential cumulative effects if more HMOs are approved in similar locations.

### **RELEVANT PLANNING HISTORY**

PA/2017/777      Planning permission to erect an extension to an existing house, convert existing garage into living area and alter ground floor internal layout – approved with conditions 17/08/2017

- PA/2017/1592 Planning permission to erect a single detached garage to site frontage – refused 30/11/2017 on design grounds. The garage was considered to have an adverse impact on the character and appearance of the street scene due to its prominent location and the prevailing pattern of development in the area.
- PA/2025/218 Application for a certificate of lawful development for the proposed change of use from a residential dwelling (Use Class C3) to HMO (Use Class C4) with six bedrooms/six persons – approved 15/05/2025. The assessment confirmed that the proposal constituted permitted development under Class L of the General Permitted Development Order 2015) (as amended), and therefore planning permission was not required.

## **SITE CONSTRAINTS**

The site is within the development limits. It is not within a conservation area, there are no listed buildings in the immediate vicinity, and it is within flood zone 1.

## **ASSESSMENT**

### **Site context and proposal**

The application relates to a two-storey detached dwelling at 4 Holme Hall Avenue, located within the defined development limits of the Scunthorpe and Bottesford Urban Area. The property lies within a modern residential estate, characterised by detached and semi-detached dwellings of varied styles. It is not within a conservation area, has no listed buildings nearby, and falls within flood zone 1.

The site currently benefits from a Certificate of Lawful Development (ref. PA/2025/218) confirming its lawful use as a six-bedroom House in Multiple Occupation (HMO) under Use Class C4. This permits up to six unrelated individuals to occupy the property without the need for planning permission.

It is noted that a plan submitted early in the application process referenced a '9-bedroom HMO'. This was not reflected in the application description, supporting documents, or lawful use of the site. For clarity, the current proposal does not seek to change the use of the building or increase the number of occupants beyond the six permitted under the existing C4 classification. Any future increase in occupancy or number of bedrooms would require a separate planning application and be subject to assessment against relevant planning policies and material considerations.

Planning permission is instead sought for modest physical alterations to enhance the amenity and functionality of the existing HMO use. Specifically, the development comprises:

- a single-storey rear infill extension;
- the conversion of the garage into a study room; and
- alterations to front and rear fenestration, including replacement of the garage door with a window.

The works are confined to the existing footprint and curtilage and do not propose any increase in intensity or occupancy. A small cycle storage hut is also proposed to the rear.

## **Principle of development**

The application site lies within the defined development limits of the Scunthorpe and Bottesford Urban Area, where alterations to existing residential properties are acceptable in principle, subject to compliance with local and national planning policy.

The proposal seeks full planning permission for a single-storey rear (infill) extension, garage conversion to a study room, and alterations to the front and rear fenestration. While the scale of works is typical of a householder application, the property has an extant lawful development certificate (PA/2025/218) confirming its lawful use as a small House in Multiple Occupation (Use Class C4). As such, the current submission must be considered as a full planning application, rather than a householder application.

The site is within flood zone 1, with no relevant heritage, landscape or environmental constraints. The works would not intensify the use or alter the number of occupants beyond what is already permitted under the established C4 use.

Accordingly, the development is acceptable in principle, subject to consideration of detailed matters such as design, amenity, and access.

## **Design and impact upon the character of the area**

The proposed development comprises a single-storey rear (infill) extension, conversion of the existing garage into a study room, alterations to the front and rear fenestration, and the addition of a cycle storage hut. The site is within a modern residential area characterised by detached and semi-detached dwellings of varying but complementary styles, materials and layouts.

The principal element of the proposal is the infill rear extension, which is entirely contained to the rear of the property and would not be visible from the street scene. This extension is modest in scale and is designed to sit between two existing rear-facing elements, forming a continuation of the rear building line. As such, it would not give rise to any visual prominence or adverse impact on the surrounding built form.

To the front elevation, the main external change is the replacement of the existing steel garage door with a new door and adjacent window, facilitating the conversion of the garage into a habitable room. Above this, the existing first-floor window will be replaced with a new unit designed to match the style of the new garage window, alongside the addition of a small en-suite window. These alterations are considered modest and do not result in any harm to the character or appearance of the property. It is recommended that a condition be imposed to ensure it is obscure glazed to protect neighbouring privacy; this has been agreed with the agent.

To the rear elevation, the proposed fenestration changes include repositioning an existing first-floor window to create two separate openings – one serving an en-suite and one serving a bathroom. The main bathroom window is to be clear-glazed, which is not considered to introduce any further overlooking or loss of privacy, given its similarity to existing arrangements. The second, en-suite, window should be conditioned to be obscure glazed too.

The remaining changes to the rear elevation relate to the infill extension, with no additional fenestration alterations proposed as part of this element. No fenestration changes are proposed on either side elevation.

No significant changes are proposed to the scale, height or massing of the building, and the development would not result in any loss of open frontage or alter the established building line. The proposal maintains a cohesive architectural approach and would not detract from the established character or visual appearance of the street scene.

It is also noted that the cycle hut will be entirely screened from the street and, as a result, is a neutral addition to the character of the area.

Overall, the design is considered appropriate in scale, form and materials, and the development would integrate well with both the existing dwelling and its wider residential setting. The proposal therefore complies with policies DS1 of the North Lincolnshire Local Plan and CS5 of the Core Strategy, as well as the design objectives set out in chapter 12 of the NPPF.

### **Residential amenity**

The proposed development is not considered to result in any unacceptable impacts on the amenity of neighbouring occupiers.

The primary element of the proposal – the single-storey rear (infill) extension – is located centrally between two existing rear projections and does not extend beyond the established building line. As such, it would not lead to any appreciable increase in massing or built form when viewed from neighbouring properties.

The only new addition outside the main dwelling is a cycle storage hut, proposed to be located in the south-west corner of the rear garden. From a site visit and submitted plans, it has been established that this structure would sit against the rear boundary and is further screened by neighbouring outbuildings located on adjacent plots.

To the south, the cycle hut would be positioned close to the boundary and would measure approximately 2 metres to the eaves. Given the presence of a 1.8-metre close-boarded fence, it is considered that the majority of the structure would be screened from view and would not appear overbearing.

To the west, it has been observed that the adjoining property contains an outbuilding of a similar or slightly greater height. As such, the proposed cycle store would be seen in the context of existing built form and is not expected to give rise to any loss of amenity in terms of outlook, overshadowing or visual intrusion.

A few public representations raise concern regarding the impact of new or altered first-floor windows on privacy. However, no new first-floor windows are proposed on either side elevation, and due to the orientation and positioning of neighbouring properties, the front and rear-facing windows do not allow direct views into adjacent side elevations. At the front, four narrow, high-level windows will be replaced with two larger windows and a smaller en-suite window, all facing the public highway. To the rear, two existing bathroom windows will be repositioned to serve a bedroom and an en-suite. The bedroom window will be clear-glazed; the en-suite will be obscure-glazed and secured by condition. As this reduces the extent of clear glazing and introduces obscure glazing where there is currently none, no overlooking or loss of privacy will occur. The proposed alterations are therefore considered acceptable in terms of privacy retention.

It is noted that since the expiry of the consultation period, multiple comments have raised concerns around waste storage and management. The submitted documents confirm that

bins will be stored at the rear of the property, with side access available for collection. The site is therefore considered to provide adequate space for waste and recycling storage in line with local guidance.

Similarly, concerns have also recently been raised about noise, and comings and goings, associated with HMO use. However, as the number of occupiers remains unchanged from the lawful six-person use, it is not considered that the proposed alterations would materially intensify activity or give rise to unacceptable noise levels.

### **Highways impacts**

The proposal does not introduce any additional bedrooms beyond those already approved under the recent listed building consent, which permitted use of the property as a six-bedroom House in Multiple Occupation (HMO). The changes to the built form are modest and confined to areas that do not encroach upon the existing parking area at the front of the property.

The submitted plans demonstrate that off-road parking for five vehicles can comfortably be accommodated within the large front curtilage. This has been confirmed by the local highway authority, who also noted that there may be scope for additional off-road parking due to the generous site frontage. The proposed arrangement allows for safe and convenient access, with no conflict anticipated in terms of highway safety or traffic movement.

Secure cycle storage is proposed within the rear garden, promoting sustainable modes of transport in line with local and national planning policy. The site is also within walking distance of nearby bus stops, offering residents practical alternatives to private car use.

In view of the above, and with no objections raised by the local highway authority, the proposal is considered acceptable in terms of highway safety, parking provision and sustainable transport accessibility.

### **Drainage and flood risk**

The site is within flood zone 1 and is not identified as being at risk from surface water flooding. The modest scale of the proposed extension is not considered likely to give rise to drainage issues. The proposal is not of a type or scale that would trigger the need for a flood risk assessment or specialist drainage assessment. It is therefore supported by policies CS19, DS14 and DS16.

### **Other matters**

In addition to the issues addressed earlier in this report, further matters have been raised through public comments and a formal objection from Bottesford Town Council, submitted during the consultation period.

Concerns have been raised regarding the potential impact of the development on local infrastructure, such as schools and healthcare services. However, given the small scale of the proposal and the lawful C4 use already in place, it is not anticipated that the development would place undue pressure on such services.

Comments have also been made in relation to biodiversity impacts. The proposed extension would be constructed over existing hardstanding and would not result in the loss

of any habitat. The development therefore qualifies for the biodiversity net gain (BNG) de minimis exemption, and no further ecological assessment is required.

The town council has also raised concern over the retrospective nature of the works, alleging that development had commenced without planning or building regulations approval. However, the case officer has visited the site and can confirm that none of the proposed works had begun at the time of the site visit. As such, there is currently no breach of planning control. However, should any unauthorised works commence, the council may take enforcement action if deemed necessary.

Finally, the town council refers to a previous refusal of a similar proposal at Webster Avenue, Scunthorpe. While each application must be assessed on its own merits, there are clear distinctions between the two cases. Notably, the Webster Avenue proposal involved a change of use from a dwellinghouse (Use Class C3) to a large HMO with eight occupants, which raised significant concerns over residential amenity, antisocial behaviour, crime, parking shortfalls, and inadequate internal layout. By contrast, the current proposal at Holme Hall Avenue does not seek a change of use, as the site already benefits from a lawful Class C4 HMO use for up to six people. The proposed physical changes are modest, do not intensify occupancy, and retain appropriate living and parking standards. As such, the two proposals are not directly comparable, and the current scheme does not raise the same level of concern as the previous refusal.

## **Conclusion**

The proposed development seeks modest alterations to an existing six-bedroom HMO, including a rear infill extension, garage conversion, and minor fenestration changes. The HMO use is already lawfully established under Use Class C4, and the proposal does not seek to increase occupancy or change the use.

The design is appropriate in scale and appearance, with no harm to visual or residential amenity. Sufficient on-site parking and secure cycle storage are provided, and the local highway authority has raised no objections.

Concerns raised by the town council and public have been fully considered. However, given the lawful use, small scale of the works, and absence of intensification, the proposal is not considered to result in significant harm.

The development complies with relevant local and national planning policies and is therefore recommended for approval, subject to conditions.

It is also important to note that refusal of this planning application would not prevent the ongoing use of the property as a six-bedroom HMO, which is already lawfully established under Class C4. Refusal would simply restrict modest physical improvements intended to support the existing lawful use.

## **RECOMMENDATION      Grant permission subject to the following conditions:**

1.

The development must be begun before the expiration of three years from the date of this permission.

### **Reason**

To comply with section 91 of the Town and Country Planning Act 1990.

2.

The development hereby permitted shall be carried out in accordance with the following approved plans:

- Proposed Site Plan DRWG/PA/2025/742/004
- Proposed Plans & Elevations A01/2130/10
- Proposed Cycle Store A01/2130/05.

Reason

For the avoidance of doubt and in the interests of proper planning.

3.

The external facing materials to be used on the approved extension shall be as specified in the application form.

Reason

In the interest of the visual amenity of the locality.

4.

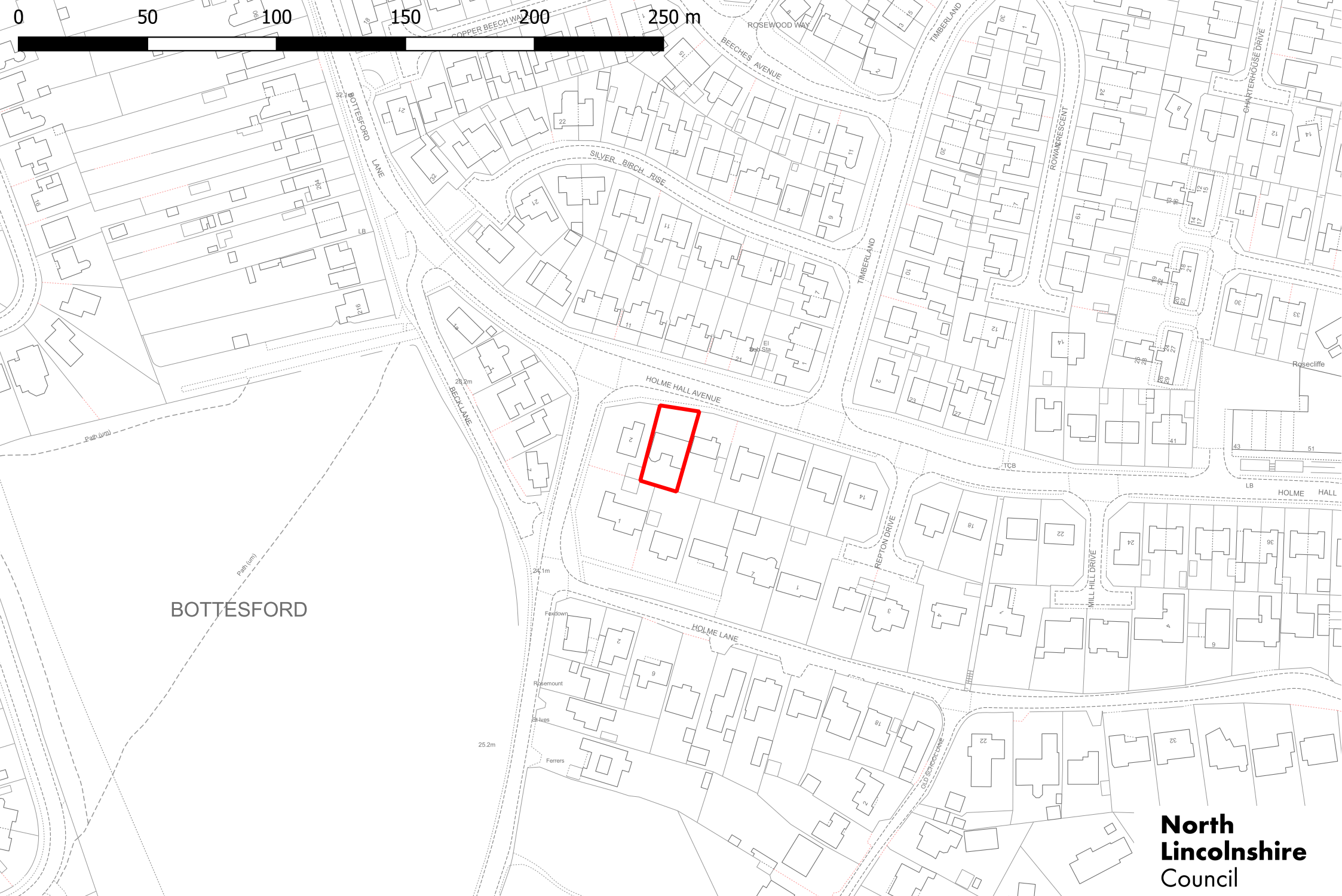
Before the proposed extension comes into use, the two windows serving the two first-floor bathrooms shall be obscure glazed to a minimum of Privacy Level 4 in accordance with the Pilkington Scale of Obscuration and shall be retained in that condition thereafter.

Reason

To protect the living conditions presently enjoyed by the occupants of adjoining properties in accordance with policy DS5 of the North Lincolnshire Local Plan.

### **Informative**

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 39 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



**North  
Lincolnshire  
Council**

**PA/2025/742**

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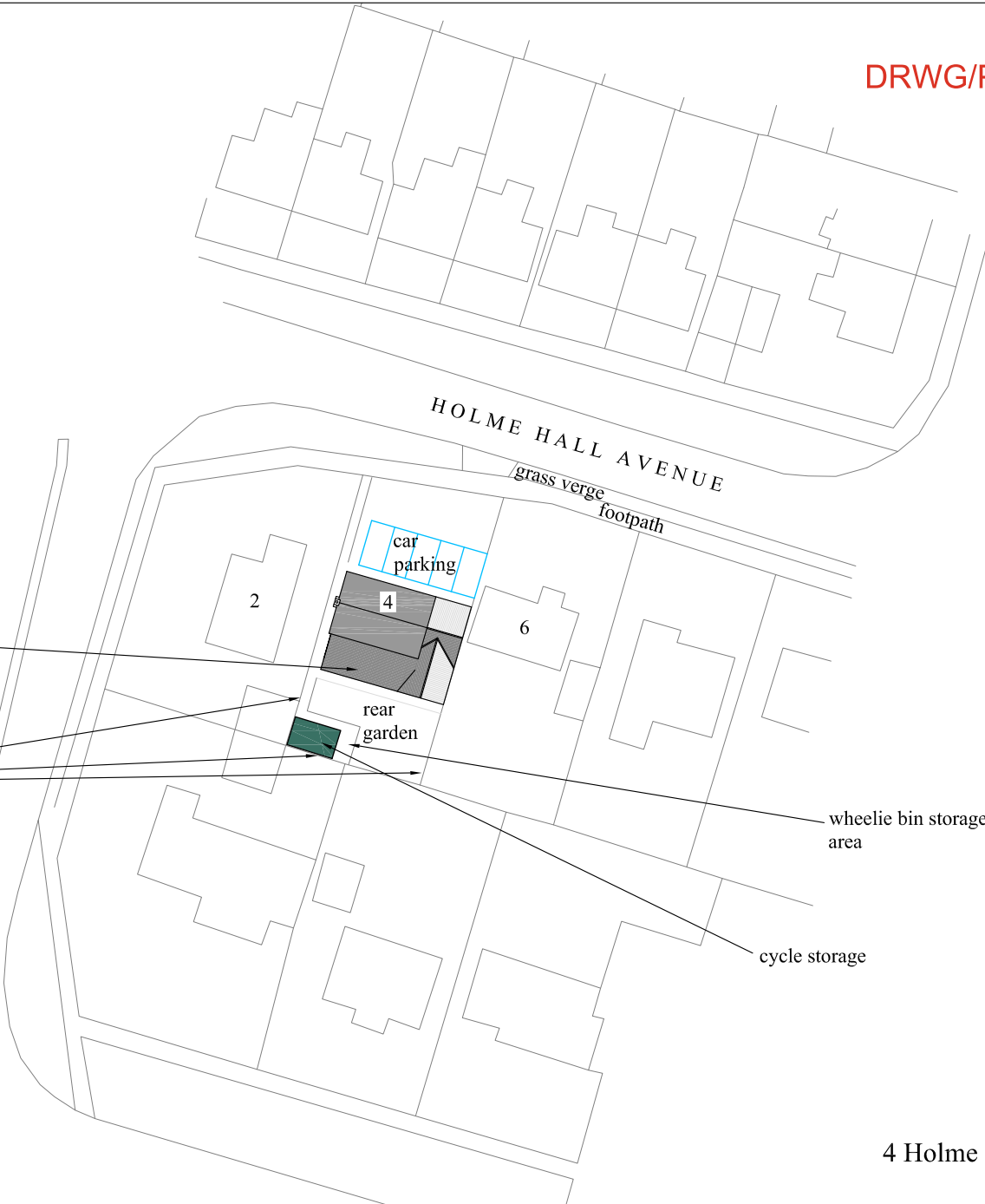
# PA/2025/742 Site layout (not to scale)

DRWG/PA/2025/742/004



proposed position of rear ground floor extension

1.8m high boundary fence



wheellie bin storage area

cycle storage



SCALE 1:500

proposed site plan

4 Holme Hall Avenue Bottesford Scunthorpe

# PA/2025/742 Existing plans and elevations (not to scale)

0 1m 2m 3m 4m 5m 6m

SCALE 1:100

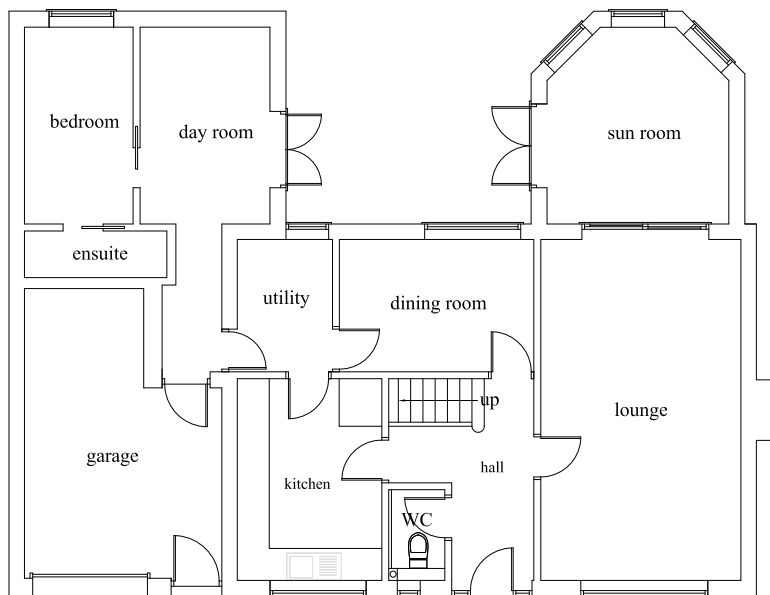


front elevation

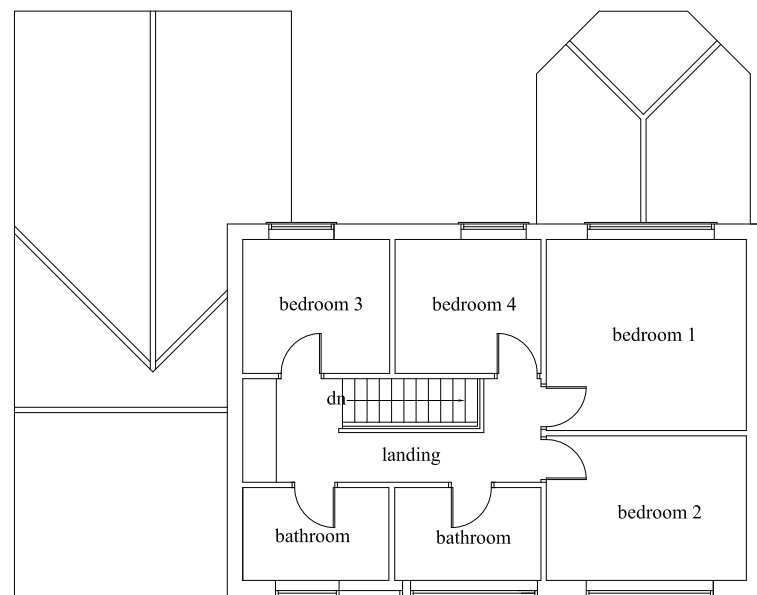
side elevation

rear elevation

side elevation



ground floor plan



first floor plan

0 1m 2m 3m

SCALE 1:50

*Robert Room  
Architectural Drawing Services*

*tel: 01759 901112      mobile: 07703 185039  
fax: 01759 921112  
email: robert.room@aazisarchitectural.co.uk*

client

Mr Smith

site

4 Holme Hall Avenue Bottesford Scunthorpe

job

Erection of a ground floor rear extension  
& garage conversion to study

drawing

Existing plans and elevations

date June 2025

drawn by **Rob Room**

scale 1:50, 1:100

rev

dwg no.

A01/2130/09

# PA/2025/742 Proposed plans and elevations (not to scale)

0 1m 2m 3m 4m 5m 6m

SCALE 1:100

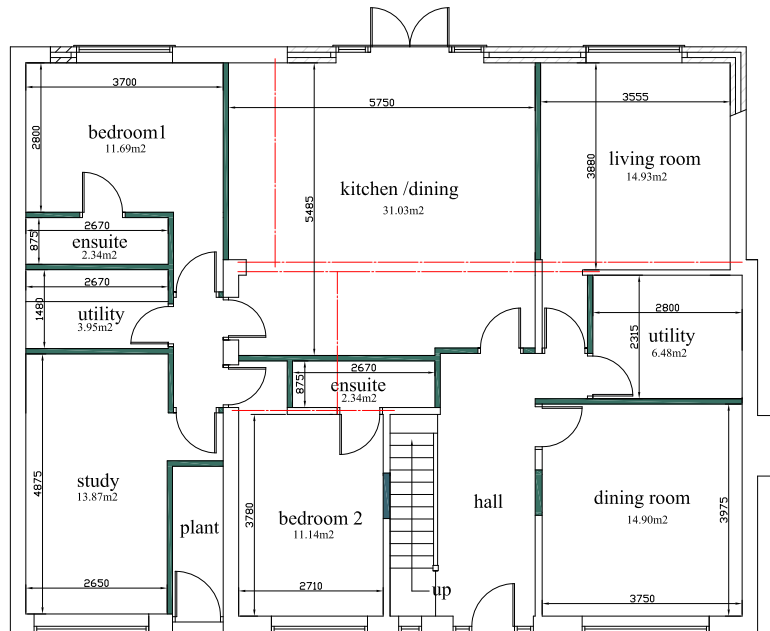


front elevation

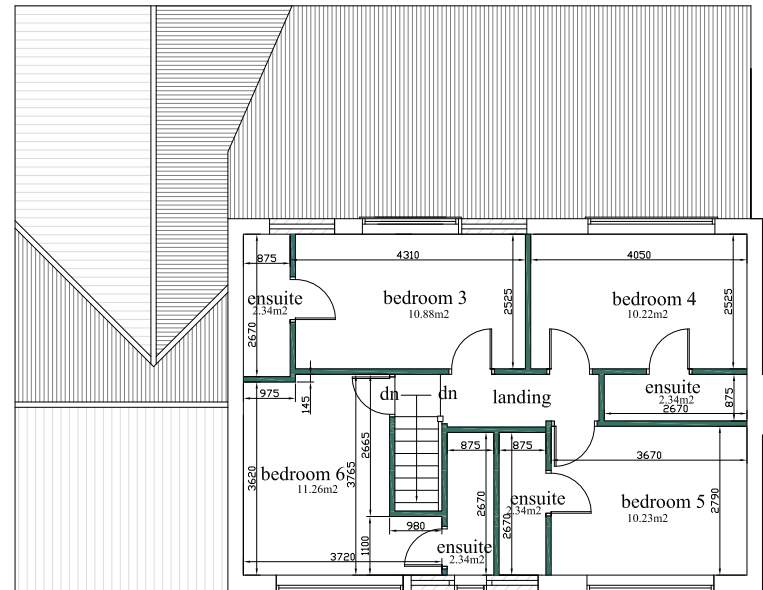
side elevation

rear elevation

side elevation



ground floor plan



first floor plan

0 1m 2m 3m

SCALE 1:50

Robert Room  
Architectural Drawing Services

tel: 01759 901118 mobile: 07703 185039  
fax: 01759 921112  
Email: robert.room@raaisarchitectural.co.uk

client

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4 Holme Hall Avenue Bottesford Scunthorpe

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Erection of a ground floor rear extension  
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drwn by Rob Room

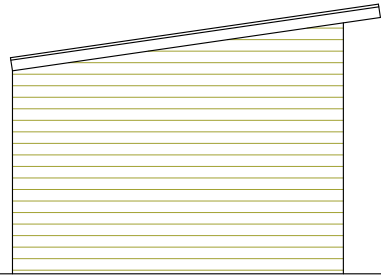
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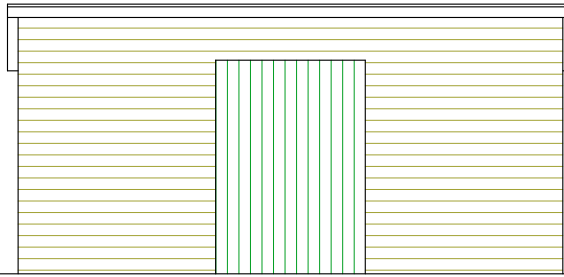
drwg no.

A01/2130 / 10

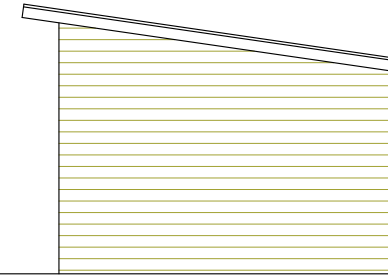
# PA/2025/742 Proposed cycle store (not to scale)



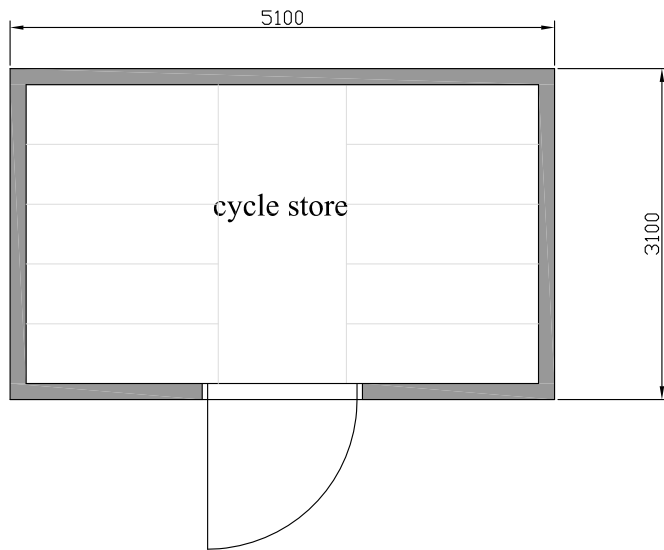
East Elevation



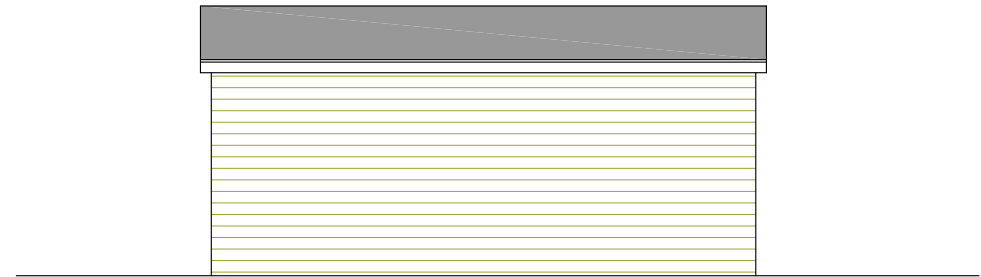
North Elevation



West Elevation



Ground floor plan



South Elevation



SCALE 1:50

proposed cycle store details

A01/ 2130 / 05