

AGENDA

This meeting will be webcast live and the video archive published on our website

Planning Committee
Wednesday, 4th March, 2026 at 6.30 pm
Council Chamber - The Guildhall

Members:

- Councillor Ian Fleetwood (Chairman)
- Councillor Jacob Flear (Vice-Chairman)
- Councillor John Barrett
- Councillor Matthew Boles
- Councillor Karen Carless
- Councillor David Dobbie
- Councillor Adam Duguid
- Councillor Sabastian Hague
- Councillor Peter Morris
- Councillor Tom Smith
- Councillor Jim Snee

1. Apologies for Absence

2. Public Participation Period

Up to 15 minutes are allowed for public participation. Participants are restricted to 3 minutes each.

3. To Approve the Minutes of the Previous Meeting (PAGES 3 - 12)

- i) Meeting of the Planning Committee held on Wednesday, 7 January 2026, previously circulated.

4. Declarations of Interest

Members may make any declarations of interest at this point but may also make them at any time during the course of the

meeting.

5. **Update on Government/Local Changes in Planning Policy**

Note – the status of Neighbourhood Plans in the District may be found via this link

<https://www.west-lindsey.gov.uk/my-services/planning-and-building/neighbourhood-planning/>

6. **Planning Applications for Determination**

- i) WL/2025/01244 - 80 Wallkerith Road, Morton, (PAGES 13 - 26)
Gainsborough
- ii) WL/2026/00025 - Trinity Arts Centre, Trinity Street (PAGES 27 - 39)
Gainsborough
- iii) WL/2026/00001 - Land at Newton on Trent Playing (PAGES 40 - 50)
Field, High Street, Newton on Trent, Lincoln
- iv) WL/2025/01086 - Former Halifax Building, Lord Street, (PAGES 51 - 75)
Gainsborough

7. **Determination of Appeals** (PAGES 76 - 84)

8. **Exclusion of Public and Press**

To resolve that under Section 100 (A)(4) of the Local Government Act 1972, the public and press be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 2 of Part 1 of Schedule 12A of the Act.

9. **Exempt Reports**

- i) Planning Enforcement - Formal Case Update (PAGES 85 - 94)

Paul Burkinshaw
Head of Paid Service
The Guildhall
Gainsborough

Tuesday, 24 February 2026

WEST LINDSEY DISTRICT COUNCIL

MINUTES of the Meeting of the Planning Committee held in the Council Chamber - The Guildhall on 7 January 2026 commencing at 6.30 pm.

Present:

- Councillor Ian Fleetwood (Chairman)
- Councillor Jacob Flear (Vice-Chairman)
- Councillor John Barrett
- Councillor Matthew Boles
- Councillor Karen Carless
- Councillor David Dobbie
- Councillor Adam Duguid
- Councillor Peter Morris
- Councillor Tom Smith
- Councillor Jim Snee

In Attendance:

- Sally Grindrod-Smith Director Planning, Regeneration & Communities
- Russell Clarkson Development Management Team Manager
- Ian Elliott Development Management Team Leader
- Martha Rees Legal Advisor
- Molly Spencer Democratic & Civic Officer

Apologies: Councillor Sabastian Hague

73 PUBLIC PARTICIPATION PERIOD

There was no public participation.

74 TO APPROVE THE MINUTES OF THE PREVIOUS MEETING

RESOLVED that the minutes of the Planning Committee meeting held on Wednesday, 10 December 2025, be confirmed and signed as an accurate record.

75 DECLARATIONS OF INTEREST

Councillor T. Smith declared a non-pecuniary interest in agenda item 6a, application WL/2024/00898, in that he had previously visited the site and spoken with the applicant in a previous role. He confirmed he had had no further involvement and would remain as a voting Member of the Committee.

Councillor P. Morris declared a non-pecuniary interest in agenda item 6a, application WL/2024/00898, in that he was the Ward Member for the application and was registered to speak as Ward Member; he stated he would not vote against the application.

76 UPDATE ON GOVERNMENT/LOCAL CHANGES IN PLANNING POLICY

It was reported that the Government had launched a consultation on proposed reforms to the National Planning Policy Framework and other changes to the planning system on 16 December 2025. The consultation was scheduled to run until 10 March 2026. It was noted that the consultation sought views on a revised version of the Framework and that a draft document had been published alongside the consultation. Both documents were to be read together. The consultation also sought views on data centres, on-site energy generation, standardised inputs and viability assessments, and reforming site thresholds.

It was explained that the consultation comprised 225 questions, excluding sub-questions, which increased the total to approximately 280. The scale of the consultation was acknowledged, and it was confirmed that Officers were continuing to review the content. Key headlines identified to-date were outlined. It was noted that the first Framework had been published in 2012, with the most recent iteration issued in December 2024, which remained current for decision-making. The draft document represented a complete rewrite rather than incremental changes, increasing its length from 69 pages to 100 pages, with a further 25 pages of technical annexes proposed.

The updates had been provided by the Development Management Team Manager, who had shared a presentation on screen for Members to review. The draft introduced a clear distinction between plan-making policies and national decision-making policies. It was highlighted that plan-making policies should not influence decisions on planning applications, and local plan policies should not duplicate or modify national decision-making policies. When the new document became effective, existing local development plan policies inconsistent with national decision-making policies were to be given very limited weight.

Further details had been provided on proposed changes, including the presumption in favour of development within settlements, revised approaches to rural development, housing categories, viability assessments, and density standards. It was noted that substantial weight was proposed for economic benefits of commercial development and for energy efficiency improvements. The consultation also addressed biodiversity requirements, heritage considerations, and climate-related policies.

It was confirmed that responses would be coordinated across Central Lincolnshire, with input from local plan teams and key Officers, and that Member engagement would be sought. Links to the consultation documents and details of a Planning Advisory Service webinar scheduled for 21 January 2026 were to be provided. At the conclusion of the updates, the Chairman requested that the presentation also be shared with all Members of West Lindsey District Council.

77 WL-2024-00898 WATERMILL LEISURE PARK, MOORTOWN

The Officer reported that updates had been made to the planning application for the change of use of land for the siting of 90 static caravans and associated infrastructure, including one fishing pond and one ornamental pond. It was noted that the description of the development had been amended to provide greater clarity and that this revised description had been agreed with the applicant.

It was further reported that the Section 106 Agreement had been completed and signed. Consequently, the recommendation was amended to grant planning permission with a completed Section 106 Agreement to secure biodiversity net gain, rather than being subject to completion of the agreement.

The Officer confirmed that the application was for 90 units on the existing visitor accommodation site. A block plan had been displayed showing the proposed layout, including ponds, a wildflower area, and recreational space. Members were informed that a site plan provided by the applicant had been reviewed during a recent visit to the site by Officers prior to Christmas. It was noted that part of the site, shown in blue on the plan, had not been developed in accordance with the approved plans, which had included a dog bone-shaped lake. The north pond was under construction but not yet in use.

Reference was made to the history of the site as set out in the Officer's report. It was confirmed that there were no public rights of way within the application site, as verified by Lincolnshire County Council's Rights of Way mapping. Photographs of the site were shown, illustrating excavation works undertaken for archaeological trial trenching and the storage of excavated sand on the application site. It was noted that the sand had been moved from the areas where ponds had been dug and had not been removed from the site. Further photographs showed newly excavated areas and access routes to the north pond.

The Officer concluded the presentation, was thanked by the Chairman who proceeded to invite the first speaker to take their seat.

A representation was made by one of the Directors and owners of Watermill Leisure Park. Appreciation was expressed for the opportunity to address the Committee. It was explained that the land had been purchased in 2020 when the site had been in a poor condition, with individuals living illegally in old static holiday homes and touring caravans. The vision for the site had been to create a five-star accredited holiday park that would contribute positively to the local area, infrastructure, and economy.

It was reported that the site had been developed within its existing boundaries and had not extended onto adjoining farmland. A strong relationship with the neighbouring farmer was noted. The park operated under a twelve-month licence, and strict terms and conditions were in place to prevent permanent occupation and subletting. It was stated that customers were required to maintain their primary residence elsewhere and were registered with healthcare providers at their home address.

Reference was made to a previous Parish Council meeting in 2023 where concerns had

been raised regarding permanent occupation and pressure on local services. It was explained that a site visit had subsequently been undertaken by Councillor Tom Smith, who had been satisfied with the procedures in place.

It was noted that touring caravans and camping had ceased in order to reduce traffic impact on local highways. The park included facilities such as a private bar for owners only and did not operate as a public venue. Environmental measures implemented on the site included the installation of owl boxes, creation of ponds and bug habitats, and regular planting of trees and shrubs.

The Chairman advised that the allotted time for the speaker had expired and thanked the speaker for the comments provided. The Chairman then invited Councillor Morris, as Ward Member to address the Committee.

Councillor Morris stated that the applicant operated the site well and that no personal complaints had been received other than comments raised at Parish Council meetings. It was acknowledged that the site was well managed; however, concerns were expressed regarding the current application.

Councillor Morris explained that the ward represented was highly rural, with limited services and no retail or industry, and that leisure and tourism were important for local employment and income. It was stated that opposition to the application was not taken lightly, but concerns existed regarding the scale of development and its impact on the rural area. Reference was made to the number of applications submitted for the site over recent years, which had created a complex planning history.

It was raised that the original target date for determination had been January 2025 and that the application had initially been intended for delegated decision. Councillor Morris indicated that the delay and referral to Committee raised concerns and suggested that confidence in the application may have been lacking. It was stated that the proposal appeared to conflict with Policy S43 of the Central Lincolnshire Local Plan, which discouraged intensive tourism in rural areas.

Further concerns were raised regarding the environmental impact of sand deposited on the site following pond excavation, which was said to have covered much of the application area and affected habitats. Reference was made to the completed Section 106 Agreement, although concerns were expressed regarding previous disregard for planning conditions. It was noted that the report referred to proposed pitches around a pond under construction, but that these pitches had already been installed and connected to services. Councillor Morris stated that photographs taken in October evidenced this and questioned why enforcement action had not been taken.

Concerns were expressed regarding enforcement capacity within the Council, noting that the service had been without a dedicated Officer for a period and was currently reliant on a consultant. Councillor Morris concluded by requesting that Members visit the site before making a decision on the application.

NOTE: Councillor Morris left the meeting at 7:03pm.

The Officer addressed comments raised by the Ward Member. It was explained that the delay in determining the application had been due to extensive negotiations regarding biodiversity net gain and the completion of the Section 106 Agreement, which had required significant time to finalise.

In relation to Policy S43 of the Central Lincolnshire Local Plan, it was clarified that reference to intensive tourism appeared only within the justification text and not within the policy itself. The policy supported visitor accommodation in the countryside where it related to an existing visitor facility, sought redevelopment or expansion, and was of a scale, form, and design appropriate to its location.

The Officer confirmed that biodiversity net gain had been fully assessed with input from the Central Lincolnshire Wildlife Officer, who had reviewed the site and associated reports. The Section 106 Agreement secured the required biodiversity enhancements, which would deliver a 21.95% habitat unit gain, a 150.77 hedgerow unit gain, and a 40.47 watercourse unit gain, significantly exceeding the statutory requirement of 10%.

Regarding enforcement, it was acknowledged that there had been a period when staffing levels were reduced due to personal circumstances, which had created challenges. Temporary cover had been arranged, and the service was now operating with increased capacity. In response to concerns about proposed pitches, the Officer stated that while works had commenced, the pitches were not yet occupied by units. The description within the report referred to proposed pitches as part of the application.

The Chairman thanked the Officer for his response and opened for the Committee to debate.

Members considered the application and expressed views on the proposals. It was noted that the site had been presented as well managed and that the applicant's presentation, together with the Officer's report, had addressed concerns raised. Members acknowledged the presumption in favour of supporting businesses and expansion where appropriate and stated that no valid planning reasons for refusal had been identified.

It was suggested that a site visit would add little value, and support was expressed for the recommendation as amended to include the updates and completed Section 106 Agreement. Members commented that the development would transform a previously underused site into a business contributing to the local economy. It was noted that the proposals appeared consistent with national and local policy objectives to promote tourism and leisure in rural areas.

Further comments were made that the development would support the local economy and provide employment opportunities. It was suggested that, given the distance to the nearest shops, a farm shop or similar facility could be beneficial for visitors. Members acknowledged concerns raised by the parish council but noted that these did not amount to valid planning reasons for refusal. It was confirmed that no objections had been received from local health providers or the NHS, and that the application should be considered on its merits. Members concluded that the proposal would provide recreation and economic benefits and expressed

support for the application.

Clarification was sought regarding biodiversity net gain and the retention of juvenile trees shown in the photographs, as well as the existence of a permissive footpath near the site. The Officer responded that the trees shown in the photographs were likely located outside the application site. It was confirmed that a condition requiring a landscaping scheme had been included, which was expected to enhance planting within the site. Reference was made to the biodiversity net gain figures, which indicated a 150% increase in hedgerow provision. The Officer stated that existing trees were expected to be retained, as most were situated around the site boundary or beyond.

In relation to the permissive footpath, the Officer clarified that the footpath was located outside the application site and that there was no direct access from the site. The footpath was understood to run to the east of the site but was not connected to the development.

Having been proposed and seconded, the Chairman took the vote, and it was agreed that planning permission be **GRANTED** with a completed S106 agreement to secure a biodiversity net gain and the following conditions:

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

2. No development shall take place until a Construction and Traffic Management Plan has been submitted to and agreed in writing by the Local Planning Authority. The approved plan shall be adhered to throughout the construction period. The statement shall provide for:
 - (i) the routing and management of traffic;
 - (ii) the parking of vehicles of site operatives and visitors;
 - (iii) storage of equipment or materials used in constructing the development;
 - (iv) wheel cleaning facilities;
 - (v) measures to control the emission of dust and dirt;
 - (vi) the hours during which machinery may be operated, vehicles may enter and leave, and works may be carried out on the site;
 - (vii) scheme of recycling and disposal of waste;
 - (viii) storage of raw materials on site;
 - (ix) details of any raw materials to be removed off the site.

Reason: In the interests of highway and railway safety, including the adjacent

level crossing in accordance with Policy S47 of the Central Lincolnshire Local Plan 2023-2043 and the provisions of the NPPF.

3. No development shall take place until a written Ecological Mitigation & Enhancement Plan (EMEP) is submitted to and approved in writing by the local planning authority. The EMEP shall include: -
 - A plan showing habitat protection zones
 - Details of any precautionary method statements for protected species
 - Details of a sensitive lighting strategy
 - Details of educational leaflets to be provided to all visitors regarding enhancements for wildlife across the site.
 - Evidence of collaboration with Waterlife Recovery East as part of GLNP Operation Water Vole by means of providing 1 x mink trap and upkeep for at least 3 years
 - Details, specification, locations of amphibian friendly curb and drain treatments.
 - Details, specification and location of the following species enhancements incorporated across the site:
 - Bird boxes (tree or post mounted)
 - General Multi Species Boxes
 - Owl and kestrel boxes
 - Woodpecker/tree creeper boxes
 - Bat Boxes (tree or post mounted)
 - Insect Hotels/Bee posts
 - Hibernacula and Log Piles

The EMEP shall be implemented in strict accordance with the approved plan. All features shall be installed during construction and retained as such thereafter.

Reason: In the interest of nature conservation and to accord with the National Planning Policy Framework and local policy S60 of the Central Lincolnshire Local Plan 2023-2043.

Conditions which apply or are to be observed during the course of the development:

4. The Biodiversity Gain Plan shall be prepared in accordance with the Statutory Biodiversity Metric received 13/05/2025 and prepared by Kevin Johnson from KJ Ecology Ltd.

Reason: To ensure the development delivers a biodiversity net gain on site in accordance with Schedule 7A of the Town and Country Planning Act 1990 and Policy S61 of the Central Lincolnshire Local Plan 2023-2043.

5. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings and materials:
 - Proposed Site Plan: 2464 Rev B dated 12/02/2025.
 - Site Location Plan dated 27/09/2024.

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local Plan 2023-2043.

6. The development hereby permitted shall be carried out in full accordance with the details set out in the submitted Energy Statement received 11/10/2023, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development takes place in accordance with the approved details and in accordance with the provisions of Policies S6 and S8 of the Central Lincolnshire Local Plan 2023-2043.

7. The development hereby permitted shall be undertaken in accordance with the mitigation measures and enhancements in the following ecological documents:
 - Preliminary Ecological Appraisal and Biodiversity Net Gain Assessment Version 1.1 produced by KJ Ecology Ltd dated 14th February 2025.

Reason: To ensure that the development proceeds in accordance with the recommended ecological enhancements in accordance with Policy S60 of the Central Lincolnshire Local Plan and the provisions of the National Planning Policy Framework.

8. All new hardstanding shall be constructed from a porous material or shall be appropriately drained within the site and shall be retained as such thereafter.

Reason: To ensure appropriate drainage to accord with the National Planning Policy Framework and Policy S21 of the Central Lincolnshire Local Plan.

9. No occupation of the lodges/caravans shall take place until a scheme for the disposal of foul and surface waters (including the results of soakaway/percolation tests) have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details and prior to occupation of the dwelling.

Reason: To ensure adequate drainage facilities are provided to serve the development in accordance with Policy S21 of the Central Lincolnshire Local Plan.

10. No occupation of the lodges/caravans hereby approved must take place until a landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. Details to include:

- Type, height and position of all boundary treatments.

- Material finish of all hardstanding (access road, driveways, patios and paths).
- Species, planting height, formation and position of new trees and hedging.

The development must be completed in strict accordance with the approved landscaping scheme.

Reason: To ensure that appropriate landscaping is introduced and would not unacceptably impact on the character and appearance of the site and the surrounding area or the amenity of nearby residents to accord with the National Planning Policy Framework and local policies S53 of the Central Lincolnshire Local Plan 2023.

Conditions which apply or relate to matters which are to be observed following completion of the development:

11. All planting and turfing approved in the Biodiversity and Landscape Management Plan under condition 2 shall be carried out in the first planting and seeding season following the completion of the development, whichever is the sooner; and any trees or hedging which within a period of 5 years from the completion of the development die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation. The landscaping should be retained in perpetuity thereafter.

Reason: To ensure the site is visually softened by appropriate methods in accordance with the National Planning Policy Framework and Policies S53 and S57 of the Central Lincolnshire Local Plan.

12. The lodges shall be occupied for holiday purposes only and shall not be used as a person's sole or main place of residence. The owners/operators shall maintain an up-to-date register of the names of all occupiers in individual lodges on the site and of their main home addresses, and shall make this information available at all reasonable times to the Local Planning Authority.

Reason: To ensure that unencumbered residential accommodation is not permitted in this open countryside location in accordance with the provisions of Policy S5 and S43 of the Central Lincolnshire Local Plan and the provisions of the National Planning Policy Framework.

13. No more than 90 static caravans shall be sited on the site at any one time and shall be sited within the red line boundary indicated on plan 2464 Rev B dated 12/02/2025.

Reason: To ensure the development remains appropriate in scale in accordance with S5 and S43 of the Central Lincolnshire Local Plan.

78 DETERMINATION OF APPEALS

NOTE: Councillor Morris entered the meeting at 7.11pm.

With no comments or questions the determination of appeals were **DULY NOTED**.

NOTE: The Committee entered closed session at 19:16

79 PLANNING ENFORCEMENT - FORMAL CASE UPDATE

Members discussed the Planning Enforcement Report, with reference made to the earlier debate on enforcement. The importance of reviewing the report thoroughly was stressed, and Members expressed their agreement.

With no further comments, questions, or requirement for a vote, the Planning Enforcement Report was **DULY NOTED**.

The meeting concluded at 7.17 pm.

Chairman



Officers Report

Planning Application No: WL/2025/01244

PROPOSAL: Planning application for proposed change of use of a dwelling (C3) to a Children's Home (C2) and rear extension, internal works, and works to the existing garage.

LOCATION:

80 WALKERITH ROAD
MORTON
GAINSBOROUGH
DN21 3BZ

WARD: SCOTTER AND BLYTON

WARD MEMBER(S): Cllr Rollings, Cllr Clewes, Cllr Carless

APPLICANT NAME: Illuminate Care Group

TARGET DECISION DATE: 16/02/2026

CASE OFFICER: Vicky Maplethorpe

Recommended Decision: Grant permission

This application has been referred to the Planning Committee as there are outstanding objections from the Parish Council and local residents, who question if this is a sustainable location for the proposed use. The development is proposed within a tier 5 settlement where policy requires that the "*proposal must demonstrate that access to a range of services and facilities is possible, taking account of the likely occupants of such accommodation.*"

Site Description and Proposal:

The application site is situated on the northern side of Walkerith Road, within the village of Morton. It lies within Flood Zone 3 (high probability) and a Sand and Gravel Minerals Safeguarding Area.

The site comprises a detached two storey dwelling with garden areas to the front and rear, and a private driveway leading to a detached garage located in the northwest side of the plot. Boundary treatments include low hedging along the southern boundary, tall hedging to the west, and low timber rail fencing to the east.

The surrounding context includes a dwelling to the northwest with open fields beyond, residential properties to the southeast, open countryside to the north, and a highway to the south with further residential development beyond.

The application seeks permission for a change of use of the existing dwelling (use class C3) to a children's home (Use class C2) including a single storey rear extension and conversion of existing garage to office.

Relevant Planning History

Reference	Proposal	Decision
WL/2025/00931	Lawful development certificate for the proposed installation of a rear extension to dwelling and works to the existing outbuilding (garage) including alteration of existing wall, brick up existing window, replacing garage door with brick and 4no. windows.	Refused 11/11/2025 for the following reason: 'The proposed rear extension would not meet the requirement set out in section A.1 (j) (iii) of Class A, Part 1, Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended). This is because the proposed rear extension would extend beyond a wall forming a side elevation of the original dwellinghouse and would have a width greater than half the width of the original dwellinghouse. Based on the information provided, the proposal is not considered to be lawful, and therefore, Certificate of Lawfulness is refused.'
WL/2025/00957	Planning application for installation of access ramps, internal alterations, increase in parking provision, and extension to the existing dwelling.	Refused 27/1/26 for the following reasons: '1. The Local Planning Authority considers that the proposed development would significantly enlarge the existing 2 bedroom dwellinghouse in order to facilitate a material change of use in the property. It is considered that the proposed development does not fall within the statutory definition of a householder application under article 2(1) of the Town & Country Planning (Development Management Procedure) (England) Order 2015 (as amended) and requires a full planning application for permission to change the use of the property. This would enable the Local Planning Authority to fully assess the implications of the proposed development and its compliance with the Development Plan, including its compliance with policies S21 and S23 of the Central Lincolnshire Local Plan (2023); and policy MNP1 of the Morton

Reference	Proposal	Decision
		<p>Neighbourhood Plan (2021). 2. The Local Planning Authority considers that the developer has provided insufficient information through a site-specific Flood Risk Assessment (FRA) to enable the Local Planning Authority to be satisfied that the development will be safe for its lifetime, taking account of the vulnerability of its users, contrary to policy S21 of the Central Lincolnshire Local Plan, MNP2 of the Morton Neighbourhood Plan; and paragraph 181 of the National Planning Policy Framework.'</p>

Representations

Chairman/Ward member(s): None received

Morton Parish Council:

We object for the following reasons: The application does not meet the standard set by Policy S23 (Meeting Accommodation Needs) of the CLLP - “Residential care accommodation, which is designed to accommodate those who need some form of on-site assistance and should be located in a settlement in levels 1 to 4 of the Settlement Hierarchy. If a demonstrable need is identified away from these settlements, then the proposal must demonstrate that access to a range of services and facilities is possible, taking account of the likely occupants of such accommodation.” Morton is a Tier 5 settlement, and this property would not be appropriate. The planning statement prepared by Planning House and submitted on behalf of Illuminate Care Group in December 2025 misrepresents Morton which is near Gainsborough by stating that this village has access to facilities which it does not.

- Morton has no access to a mobile library.
- There are no large employers or 10 or more small to medium employers within the confines of the village.
- The bus service from Walkerith Road is hourly and operates from 07:10 to 19:10 hours.
- The main railway station at Lea Road is 4km from the location of the applicant’s property.
- There is a Primary School but apparently there is no intention for the children housed at 80 Walkerith Road to attend it. It is believed that whoever conducted the research have confused Morton (Near Gainsborough) with Morton (Near Bourne) which does have more access to services including a post office and a mobile library.

- Morton has no safe road crossing points and planning authorities do have a requirement to consider that sufficient Safeguarding is in place and whether a location is suitable for a development when it is proposed to accommodate children with disabilities.
- The village has no health centre, and the nearest village shop is 1km from the property subject to the application. It is true that Morton is situated within close proximity to Gainsborough, but Morton is a separate and distinctive residential area which is not treated equally to its larger neighbour when it comes to the allocation of funding to increase recreational resources. The nearest well maintained safe play park for children is located over 1km away at Richmond Park on Morton Terrace. The disregard which West Lindsey District Council has for the CLLP by allowing similar developments all across West Lindsey is disturbing. The CLLP Tier system is designed to protect villages from certain development and to continually override it to establish residential care homes as outlined in this application sets a precedent which could lead to wider development considerations a particular concern when the area is a Level 3 Flood Zone.

The other area of concern which the Parish Council has is the inability of local people to be given the opportunity to voice their opposition to such decisions. Each decision regarding the establishment of these homes is restricted to the provision of an online comment which limits critical comment to established criteria for complaint. No opportunity is given in a formal planning setting to ask the applicant further questions concerning the establishment of such properties because the decisions are not taken before the planning committee where members of the public can attend.

It is the opinion of Morton Parish Council that this planning application should be called before a planning committee before a decision is taken.

Local residents: 8 letters of objection from No.s 39. 43. 45, 76 and 78 Walkerith Road; 11 South Street and 44 Nursery Vale, Morton.

Objections summarised below:

- Insufficient off road parking
- Disturbances and noise at all hours
- Anti-social behaviour if these are 'disturbed' children
- Applicant not a charitable organisation, it is for profit
- Will make 'old folk' and 'families with children' feel unsafe and vulnerable
- Lower house prices
- Turn a well kept and quiet area into something else
- Lack of public transport lead to 'boredom and destruction'
- Lack of transparency, integrity and material misrepresentation by applicants
- Unacceptable piecemeal and retrospective development
- Contrary to CLLP

- Harm to residential amenity
- Existing drainage and blocked sewer issues
- Cumulative impact. Must consider works at no. 70 Walkerith Road
- Highway safety
- Deeds state residential use only.

LCC Highways and Lead Local Flood Authority: No objections

LCC Archaeology: Based on the limited scope of the development in conjunction with the lack of known archaeology in the immediate area, we have no recommendations at this time.

Date Checked: 12/2/26

Relevant Planning Policies and Legislation:

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Here, the Development Plan comprises the provisions of the Central Lincolnshire Local Plan (adopted in April 2023), the Lincolnshire Minerals and Waste Local Plan (adopted June 2016) and Morton Neighbourhood Plan (June 2021).

Development Plan

- ***Central Lincolnshire Local Plan 2023 –***

Relevant policies of the CLLP include:

- S1 The Spatial Strategy and Settlement Hierarchy
- S4 Housing Development in or Adjacent to Villages
- S7 Reducing Energy Consumption –Residential Development
- S20 Resilient and Adaptable Design
- S21 Flood Risk and Water Resources
- S23 Meeting Accommodation Needs
- S47 Accessibility and Transport
- S49 Parking Provision
- S53 Design and Amenity
- S61 Biodiversity Opportunity and Delivering Measurable Net Gains
- S66 Trees, Woodland and Hedgerows

<https://www.n-kesteven.gov.uk/central-lincolnshire/adopted-local-plan-2023>

- ***Morton Neighbourhood Plan (NP)***

<https://www.west-lindsey.gov.uk/planning-building-control/planning/neighbourhood-planning/all-neighbourhood-plans-west-lindsey>

Relevant policies of the NP include:

MNP1: Sustainable Development Principles

MNP5: Local Character and the Design of New Development

- ***Lincolnshire Minerals and Waste Local Plan (LMWLP)***

<https://www.lincolnshire.gov.uk/planning/minerals-waste>

The site is in a Minerals Safeguarding Area and policy M11 of the Core Strategy applies.

National policy & guidance (Material Consideration)

- National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions.

The most recent iteration of the NPPF was published in December 2023.. Paragraph 225 states:

However, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

<https://www.gov.uk/government/publications/national-planningpolicy-framework--2>

- National Planning Practice Guidance

<https://www.gov.uk/government/collections/planning-practice-guidance>

- National Design Guide (2019)

<https://www.gov.uk/government/publications/national-design-guide>

- National Model Design Code (2021)

<https://www.gov.uk/government/publications/national-model-design-code>

Main Considerations:

- Principle of development:
- Character and visual appearance;
- Residential amenity.
- Highway safety and parking provision:
- Flood Risk
- Energy Efficiency

- Ecology, biodiversity, and Net Gain:
- Other Considerations:

Assessment:

Principle of the Development:

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

Planning permission is sought for the change of use of the dwelling (C3 Use) to a children's care home (C2 Use). The proposal would provide accommodation and care for up to three children. In addition to the children, there would be two full time staff present at the site during the daytime and the evening on a 24 hour rotating shift pattern.

Morton is defined as a medium village (tier 5) within the settlement hierarchy contained within Policy S1.

Policy S23 (Meeting Accommodation Needs) of the CLLP states that:

“Residential care accommodation, which is designed to accommodate those who need some form of on-site assistance, should be located in a settlement in levels 1 to 4 of the Settlement Hierarchy. If a demonstrable need is identified away from these settlements, then the proposal must demonstrate that access to a range of services and facilities is possible, taking account of the likely occupants of such accommodation.”

The site falls outside of tiers 1-4, and the second part of the policy is engaged, namely, *“the proposal must demonstrate that access to a range of services and facilities is possible, taking account of the likely occupants of such accommodation.”*

The application was accompanied with a Planning Statement addressing policy S23:

‘Given the site’s proximity to Gainsborough, a Level 2 Main Town, the proposed use is considered to be in a sustainable and accessible location in accordance with Policies S1, S4, and S23 of the Local Plan. These policies seek to ensure that residential care homes are located close to essential services and community facilities, meeting the day-to-day needs of residents. The proposal is also supported by Policy MNP 1 of the Morton Neighbourhood Plan as the site location is appropriate for the proposed use.’

Within the Morton Neighbourhood Plan it states that *‘Morton has a range of community facilities including a primary school (Morton Trentside), a nursery, a public house and two shops, including a small purpose built Co-op. There is a well-used village hall which is host to many different groups/activities and a church. In Gainsborough there are doctor and dental surgeries and a minor injuries unit at the John Coupland Hospital. There are secondary schools and higher education colleges, again nearby in Gainsborough.’*

As detailed within the Morton Neighbourhood Plan there are some services and facilities located within Morton but a far wider range of services and facilities are

available within Gainsborough just a few minutes bus ride away. There is a bus stop approx. 1 minutes walk (70m) away from the application site which has an hourly bus service into Gainsborough during the week and at weekends.

Whilst the proposed change of use would be located outside of tiers 1-4 of the settlement hierarchy within Policy S4, given the scale of the operation and the existing use of the site as a dwelling, which could house a similar number of children and that Morton itself has ample public transport provision, a co-op and Premier supermarket stores as well as a Village hall and Primary School, all located a short walk away of the building that is the subject of this application it is considered to be a sustainable use of the site. It is considered that a range of services and facilities is possible, taking into account the intended occupants. It is therefore considered that the development would accord with Policies S1 and S23 of the Central Lincolnshire Local Plan; MNP1 of the MNP; and the provisions of the NPPF.

Character and Visual Impact

Policy S53 of the CLLP states that all development must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all. Development must relate well to the site, its local and wider context and existing characteristics.

A single storey rear extension and the conversion of the existing detached garage to an office are the only external alterations proposed as part of this application to change the use to a children's care home and the building will continue to have the appearance of a residential dwelling.

Concerns have been raised with regards to a 'cumulative' impact of childrens homes in the area, in particular application WL/2025/00957 at 70 Walkerith Road, Morton. However, this householder application was refused on 29/1/26 and is not subject of an application for a change of use. Whilst the over-supply of children's homes within a particular area may unduly impact on the character of an area, it is not considered that this would be the case within Walkerith Road should permission be granted.

Therefore, the proposal would accord with Policy S53 of the CLLP and the provisions of the NPPF in this regard.

Residential Amenity

Policy S53 of the Central Lincolnshire Local Plan states that all development must not result in harm to people's amenity either within the proposed development or neighbouring it through overlooking, overshadowing, loss of light or increase in artificial light or glare.

Policy MNP5 of the Morton Neighbourhood Plan states that development should recognise and complement the local character of the area, respect the existing form and grain of development.

Residential properties and their garden areas surround the site to the north west and south east with the highway located to the immediate south west of the site and open countryside to the north.

Objections have been received from neighbouring residents relating to noise and disturbance, anti-social behaviour and impact it would have on existing residents in the area.

The proposed use would be residential in nature. Three children would be resident at the property with two full time staff present at the site during the daytime and the evening.

There is a potential for increased comings and goings from vehicles due to shift changes and visitors to the house etc. This is unlikely to be highly dissimilar to a single residential dwelling; it is not considered that there would be any significant changes in character, noise or disturbance to what would be expected from a large family dwelling. As such, it is not considered that the proposed use would have any significant impact on the amenity of nearby residents.

It is considered that the proposed use and occupancy levels would be similar to that of a use as a typical family home, and therefore the proposed use would not be considered an over-intensification of the existing use, nor excessive in nature.

It is noted that residents have raised concerns with regard to the potential behaviour and nature of the children who would reside at the property. Within the Planning Statement it states that '*the intention is to provide a safe, warm and family environment*'. There is no substantiated evidence to suggest that the proposal would give rise to any 'anti-social' forms of behaviour, and the home would be expected to be subject to Ofsted regulations.

The application also seeks permission for a single storey rear extension across the width of the dwelling, measuring 4m in depth with a flat roof at a height of 3m.

Based upon the above assessment it is therefore considered that the proposal would not unacceptably harm the living conditions of neighbouring occupiers, and would therefore accord with Policy S53 of the CLLP, and the provisions of the NPPF.

Highways, Access and Parking

Local Plan Policy S47 and S49 requires well designed, safe and convenient access for all, and that appropriate vehicle parking provision is made for development users. Policy S49 sets car parking standards for different types of development. It is proposed to change the use of the dwelling (C3) to a children's care home (C2) for up to 3 children and 2 staff onsite at all times. Appendix 2 of the CLLP requires 3 car parking spaces for 3 bed dwellings.

It is noted that the property only has provision for 2no cars to park within the site, however, the parking arrangements remain unchanged from the existing dwelling and having visited the site, it is clear that there is on street provision in the nearby vicinity of the site that could accommodate on-street parking. There would be 2no members of staff at the site, and it would mainly be during the staff changeover that the number of staff at the site would increase.

Whilst it is noted that the proposal would likely increase the number of cars associated with the property during changeover times, it is not considered that the

proposal would be too dissimilar to the use of the property as a C3 dwellinghouse and the number of cars that would reasonably be expected for occupiers of the house to have.

Lincolnshire County Council Highways have no objections to the proposal, and have commented that 'the proposal will not have an unacceptable impact on the public highway'.

Therefore overall, it is considered that the proposal would not unacceptably harm users of the public highway, and the proposal is therefore considered to accord with Policy S47 of the CLLP, and the provisions of the NPPF.

Flood Risk

The site is located close to the River Trent and lies within Flood Zone 3a according to the Environment Agency's (EA) Flood Map for Planning. This is categorised as having a 'high probability' of flooding.

Policy S21: Flood Risk and Water Resources relates to development proposals being in areas at the lowest risk of flooding and being adequately drained.

The National Planning Policy Framework indicates that a sequential approach should be used in areas known to be at risk from any form of flooding. However, per Paragraph 176 of the Framework, applications for some minor development and changes of use should not be subject to the sequential or exception tests but should still meet the requirements for site-specific flood risk assessments (FRAs).

The need for the exception test will depend on the potential vulnerability of the site and of the development proposed, in line with the Flood Risk Vulnerability Classification set out in Annex 3. The proposed C2 use is classed as a 'more vulnerable use', as is the existing C3 use within the Flood Risk vulnerability classification.

A Flood Risk Assessment (FRA) has been submitted which states:

'The proposed extension will be designed so that:

- Finished floor levels will be set no lower than the existing ground floor level of the dwelling.*
 - The extension will not contain any sleeping accommodation.*
 - Flood resilient construction techniques may be incorporated where appropriate.*
- The proposal does not increase the number of occupants at risk during a flood event.'*

The FRA goes on to state:

'The proposed extension will not increase flood risk elsewhere:

- The increase in built footprint is minor.*
- Surface water runoff will continue to drain to existing garden areas.*
- No increase in discharge to local watercourses or sewers is proposed. Where possible, permeable surfaces will be retained in the rear garden to maintain infiltration.'*

It is therefore considered that the proposed change of use and extension will be safe for its lifetime and will not increase flood risk elsewhere. The proposal is therefore compliant with national and local policy S21 of the CLLP.

Energy Efficiency

Policy S13: Reducing Energy Consumption in Existing Buildings encourages applicants to consider all opportunities to improve the energy efficiency of that building. The proposal is for the change of use of the dwelling to a children's care home. It is therefore considered that it would be unreasonable to request changes to the proposal given the nature of what is proposed, and as S13 only encourages applicants to considered improving the energy efficiency of the building, it is not considered to be reasonable or necessary to include conditions in this regard.

Biodiversity Net Gain

Biodiversity Net Gain (BNG) is mandatory on minor developments from 2nd April 2024 under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). It requires that development must deliver a net gain of 10% to ensure that habitats for wildlife are left in a measurably better state than they were before the development.

This is also a requirement of local policy S61 of the CLLP which requires "All qualifying development proposals must deliver at least a 10% measurable biodiversity net gain attributable to the development. The net gain for biodiversity should be calculated using Natural England's Biodiversity Metric". However, the statutory legislation takes precedence over the policy in respect of any conflict.

The Biodiversity Gain Requirements (Exemptions) Regulations 2024 set out the exemptions in which the biodiversity gain planning condition would not apply. The 'De minimis exemption' states that development that would not impact a priority habitat or would impact on-site habitat less than the following are considered to be exempt from providing biodiversity net gain: - 25 square metres (5m by 5m) of on-site habitat - 5 metres of on-site linear habitats such as hedgerows. It is noted that this application is for the change of use of an existing building. Given the nature of the proposal, it is considered that the proposal would be exempt from delivering a biodiversity net gain.

Other matters:

Drainage

The proposal is for the change of use of a dwelling to a children's care home (with a small extension) which is positively drained, therefore further information in regard to drainage is not required. It is therefore considered that the scheme would accord with Policy S21 of the Central Lincolnshire Local Plan.

Conclusion and reason for decision:

The proposed development has been assessed against policies S1 The Spatial Strategy and Settlement Hierarchy, S4 Housing Development in or Adjacent to Villages, S6 Design Principles for Efficient Buildings, S7 Reducing Energy Consumption –Residential Development, S20 Resilient and Adaptable Design S21 Flood Risk and Water Resources, S23 Meeting Accommodation Needs, S47 Accessibility and Transport, S53 Design and Amenity of the Central Lincolnshire

Local Plan 2023 and policies MNP1 and MNP5 of the Morton Neighbourhood Plan and Policy M11 of the Core Strategy. Furthermore, consideration has been given to guidance contained within the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and the National Design Code, as well as all other material considerations and representations received.

In light of this assessment, it is considered that the proposal is acceptable in principle. It would not harm the character and appearance of the surrounding area, nor unacceptably harm the amenities of the occupiers of neighbouring dwellings or increase the risk of flooding. As such, approval of the application is recommended.

Decision Level: Committee

Recommended Conditions:

Conditions stating the time by which the development must be commenced:

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

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

None.

Conditions which apply or are to be observed during the course of the development:

2. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings and documents:

FF-230-2 Rev A dated July 25

FF-230-3 Rev A dated July 25

FF-230-5 dated July 25

FF-230-7 dated July 25

FF-230-8 Rev A dated July 25

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local.

3. On site staffing numbers shall not exceed 2 other than at shift changeover times and arranged visits and the use shall only provide care accommodation for a maximum of 3 children at any one time.

Reason: In order to maximise the sustainability of the development to accord with the National Planning Policy Framework and local policies S23 and S53 of the Central Lincolnshire Local Plan.

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

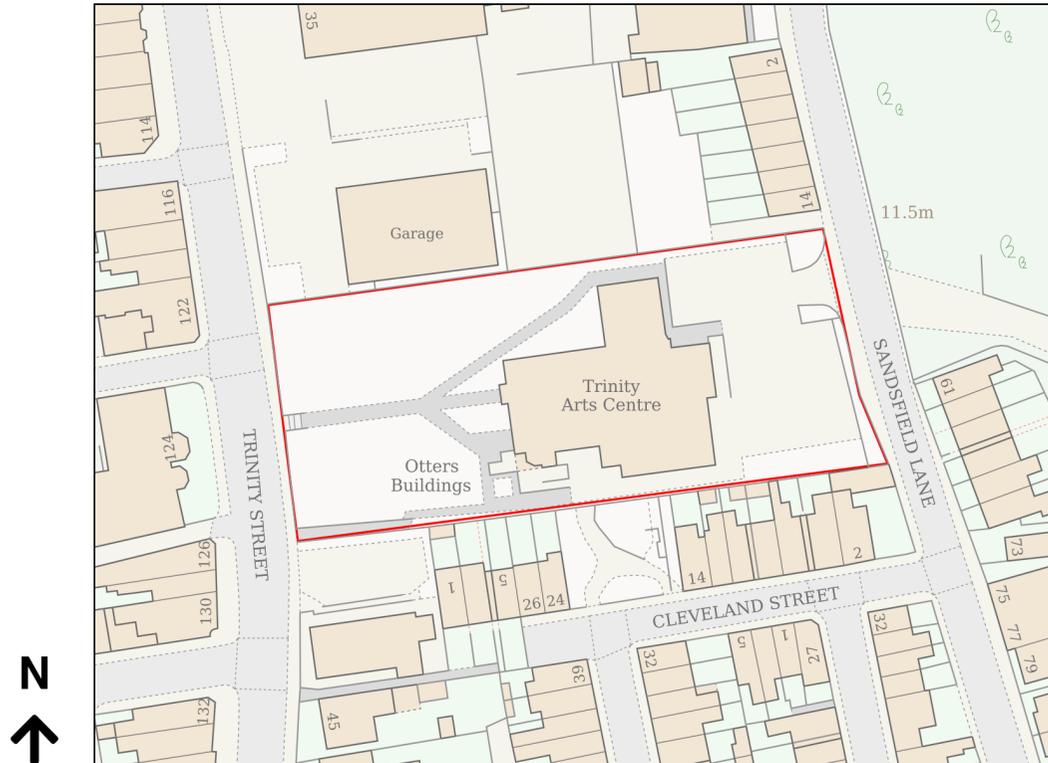
Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report.

Location Plan

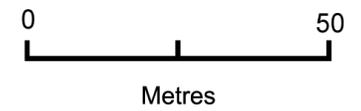
Site Address: Trinity Arts Centre, Trinity Street, Gainsborough, DN21 2AL

Date Produced: 22-Dec-2025

Scale: 1:1250 @A4



Planning Portal Reference: PP-14571085v1



Officers Report

Planning Application No: WL/2026/00025

Listed Building Consent No: WL/2026/00026

PROPOSAL

WL/2026/00025 – Planning application for stabilisation and repair works to a curtilage listed boundary wall.

WL/2026/00026 – Listed building consent for stabilisation and repair works to a curtilage listed boundary wall.

LOCATION: TRINITY ARTS CENTRE, TRINITY STREET,
GAINSBOROUGH, DN21 2AL

WARD: GAINSBOROUGH, SOUTH WEST

WARD MEMBER(S): Cllr Trevor Young and Cllr Jeanette McGhee

APPLICANT NAME: Mr Luke Matthews on behalf of West Lindsey District Council

TARGET DECISION DATE: 4/03/2026

AGREED EXTENSION OF TIME DATE: 6/03/2026

CASE OFFICER: Owen Toop

RECOMMENDED DECISION: Grant planning permission and listed building consent subject to conditions.

Description

This application has been referred to the planning committee as the applicant is an employee of West Lindsey District Council and is applying on behalf of West Lindsey District Council.

The application site is located in the town of Gainsborough, on the eastern side of Trinity Street and the western side of Sandsfield Lane. The boundary wall is curtilage listed in association with the listed Trinity Arts Centre. The site is bounded to the north by residential properties and their garden areas as well as a 'Kwik-Fit' garage and associated parking.

The Historic England record describes the site as follows:

*'The (former) church of Holy Trinity, Gainsborough is designated at Grade II for the following principal reasons: * Redundant church of 1841-3 by T Johnson of Lichfield, ashlar faced in a plain, pre-archaeological Gothic style. * Chancel enlarged in 1871, with further work in 1911 and in 1982-4 following conversion to an arts centre. * Tall W tower and spire form an important landmark.'*

The applications seeks both planning permission, and listed building consent, to dismantle the unsafe section of walling, construct new foundations for the section, and rebuild the section of walling. The previous approvals contained

a number of conditions and this application includes detailed information to attempt to address some of the conditions to allow works to commence.

Adjacent to the wall are historic gravestones. These would need to be moved from their current positions to allow for the restoration works to take place. As part of the application information has been submitted detailing the gravestones affected and confirming they will be stored at the site for their protection.

Relevant History

The application follows on from previous planning history, namely previously approved planning application: 145640 and listed building consent 145568. These applications related to the rebuilding of the same section of the boundary wall but they have expired due to the works not commencing within the 3-year time limit (the applications were approved on 2/12/2022).

Representations

Chairman/Ward Members – No representations received.

Gainsborough Parish Council – Supports applications.

Conservation Officer – Provides comments with regard to conditions that are required and not required.

Archaeological Officer – No objection subject to conditions

“The Trinity Arts Centre was formerly the Church of the Holy Trinity, which was built in the 1840s. The 1886 Ordnance Survey Town Plan of Gainsborough shows that the church had a graveyard at the time. The presence of a graveyard is further evidenced by the gravestones stacked up against the boundary wall. Given this, there will be human remains present on the wider site of the application. The works to the boundary wall include groundworks, as set out in section 5 of the Heritage, Design and Access Statement. If any human remains were to extend into these areas of groundworks, they would be impacted.

Recommendation: If permission is granted, I recommend that conditions are placed for an archaeological scheme of works. This would consist of archaeological monitoring and recording of all groundworks. This is to ensure that any human remains or any other remains of an archaeological nature which may be encountered during groundworks are adequately addressed.”

Historic England – Defers to local Conservation Officer advice.

Local Highway Authority – No objections.

Date Checked: 17/02/2026

Relevant Planning Policies

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. Here, the Development Plan comprises the provisions of the Central Lincolnshire Local Plan (adopted in April 2023), the Gainsborough Neighbourhood Plan (adopted June 2021), and the Lincolnshire Minerals and Waste Local Plan (adopted June 2016).

Development Plan

Central Lincolnshire Local Plan 2023-2043 (CLLP)

Policy S53: Design and Amenity
Policy S57: The Historic Environment

Gainsborough Neighbourhood Plan (2020-2036)

The following policies are considered relevant in the determination of this application:

NPP 1 Sustainable Development
NPP 6 Ensuring High Quality Design
NPP7 Ensuring High Quality Design in each Character Area
NPP 18 Protecting and Enhancing Heritage Assets

Gainsborough Heritage and Character Assessment:

Character Area - TCA 06 Gainsborough Town Centre

Lincolnshire Minerals and Waste Local Plan (LMWLP)

The site is not within a Minerals Safeguarding Area, Minerals or Waste site / area.

National policy & guidance (Material Consideration)

National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions. The most recent iteration of the NPPF was published in December 2024. Paragraph 232 states:

"...existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

- National Planning Practice Guidance
- National Design Guide (2019)

- National Model Design Code (2021)

Main Issues

- Design and Heritage Impact
- Other Matters

Assessment:

Design and Heritage Impact

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that when considering whether to grant listed building consent for any works, the local planning authority shall have *"special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"*.

Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990 places a legislative requirement that when considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have *"special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."*

Paragraph 212 of the NPPF states that *"when considering the impact of a proposed development in 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). Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of Grade II Listed Buildings...should be exceptional"*.

With regard to Listed Buildings, Policy S57 of the CLLP states that:

"Permission to change the use of a Listed Building or to 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 conservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting".

In relation to design and visual impact, the NPPF makes clear that the creation of high-quality places is fundamental to what the planning and

development process should achieve. Policies S53 and S57 of the CLLP seek to ensure development respects the landscape character and identity, and relates well to the site and surroundings and achieve high quality design.

Policy NPP 18 of the Gainsborough Neighbourhood Plan states that *"restoration projects will be supported where the proposal better reveals the significance of heritage assets including their settings."*

The proposal seeks permission for the partial dismantling and rebuilding of the northern boundary wall to the Trinity Arts Centre. The rebuilt wall would use retained bricks using the bonder patten, pointing and mortar to match the existing wall. Underpinning would also be required to both ends of the original wall either side of the opening created by the removal of the failing section of brickwork.

Visually, as confirmed by the structural survey, *"the wall is inherently unstable, the lean of 100mm (2 degrees) is beyond that which is considered acceptable for a wall of this width and height."*

A ground investigation with trial pits has been carried out and findings submitted. This was to identify the underlying present wall foundations and how the existing soil relates to its support. This confirms that the existing foundations to the wall are not adequately supported by underlying soils, confirming the ground conditions surrounding the wall and highlighting the need for repair works.

The applications submitted are resubmissions of previously approved applications. As part of this application the Authority's Conversation Officer has been consulted and has provided comments with regards to the development.

As the new applications have resubmitted similar details as the originally approved applications, it is considered that the approach taken within the previous application would be acceptable to be applied again. In this regard, it is considered that the proposal may again be supported subject to methods to repair the wall being acceptable. In particular, it is considered that the development requires the wall to be carefully removed, allowing for foundations and under-pinning of the retained wall. This would retain the historic character of the boundary, preserve the setting of the host listed building and offer the opportunity to enhance remove/replace the inappropriate modern interventions.

The Conservation Officer has reviewed the information and provided comments on the conditions that are instructionally required in relation to the method of dismantling and repairing the wall. In addition, as part of this new application, information has been submitted upfront to alleviate the need for some of the conditions. This includes the following detail:

- a detailed photographic record of the wall to be taken down.
- a detailed photographic record of gravestones and their conditions.

- a location for the safe storage during the duration of the works.
- a detailed survey of defective material for the bricks, copings, and mortar of the wall.
- a mortar sample analysis and proposed mortar for the repair works.

The Conservation Officer has confirmed the details provided are acceptable.

Overall, the proposed works are required to avoid the potential partial collapse of the historic boundary wall. The proposed works would preserve the special character and significance of the listed building and its setting by retaining the important historic wall and that features it possesses.

It is considered that the proposed works are in accordance with policies S53 and S57 of the CLLP 2023-2043, policy NPP6, NPP7 and NPP18 of the NP, the guidance contained within the National Planning Policy Framework and the statutory duties set out in the Planning (Listed Buildings and Conservation Areas) Act 1990.

Other Matters

As part of the applications' consultations, comments have been received from the Archaeology Officer. These have recommended a condition for archaeological investigation to be carried out. Paragraph 57 of the National Planning Policy Framework makes clear that planning conditions should be kept to a minimum, and only used where they satisfy the following tests:

1. necessary;
2. relevant to planning;
3. relevant to the development to be permitted;
4. enforceable;
5. precise; and
6. reasonable in all other respects.

The expired permission/consent (145640/145568) did not seek any archaeological conditions, as recommended by the Archaeology Officer. Whilst the comments of the Archaeology Officer are acknowledged it is considered not to be necessary or reasonable in all other respects to apply a condition in this instance.

However, and as with the previous approvals, an advisory note would be added to the decision notice in regards to the Burial Act 1853 on the occurrence of human remains being revealed during the course of the works. It is therefore considered that the proposal would accord with policy S57 of the CLLP.

Conclusion and Planning Balance Planning Application 145640:

The proposal has been considered against policies, and Section 66 of the Planning (Listed Building & Conservation Areas) act 1990 as well as the Gainsborough Neighbourhood Plan in the first instance, and guidance

contained within the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide, National Model Design Code and the Central Lincolnshire Local Plan 2023-2043 has also been taken into consideration.

In light of this assessment, it is considered that subject to the recommended conditions, the proposal will respect the character and appearance of the historic fabric of the curtilage listed wall as well as the Trinity Arts Centre. The proposal will therefore preserve the special character and significance of the listed building, its setting and the special architectural features or historic interest they possesses. It will not harm the character and appearance of the street-scene or have an unacceptable impact on the living conditions of the residents of neighbouring properties.

Listed Building Consent 145568:

The proposed works have been considered against the duty contained within Section 16 of the Planning (Listed Building and Conservation Areas) Act 1990 (as amended), and the advice given in Section 16 of the National Planning Policy Framework. In light of this assessment, it is considered that subject to the recommended conditions, the proposed works will respect the character and appearance of the historic fabric of the Listed Building. The proposal will therefore preserve the special character and significance of the listed building, its setting and the special architectural features or historic interest it possesses. With the information provided and the conditions recommended, the historic wall and its features would be preserved. Accordingly, a grant of Listed Building Consent is considered acceptable.

Recommended Planning Permission Conditions:

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

None.

Conditions which apply or are to be observed during the course of the development:

2. The works shall follow the "Preparation" and "Stabilisation and Repair Works" as noted in the plans J000605-A-DR-0003 Rev 3, unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under policies NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan (Made 2021), Local Policy S57 of the Central Lincolnshire Local Plan 2023-2043, the provisions of the National Planning Policy Framework and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990

3. Repair works to the wall shall be completed in strict accordance with the findings of the "Trinity Arts Centre Northern Boundary Wall Detailed Survey of Defected Material: 19.12.24 Rev 0".

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan (Made 2021), Local Policy S57 of the Central Lincolnshire Local Plan 2023-2043, the provisions of the National Planning Policy Framework and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990.

4. The rebuilt brickwork shall match the existing brickwork of the wall identified through the "Trinity Arts Centre Northern Boundary Wall Photographic Record of Wall: 19.12.24 Rev 0" in respect of dimensions, colour, texture, face bond, and pointing and the rebuilt brickwork shall be constructed as stated within the "Stabilisation and Repair Works", unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan (Made 2021), Local Policy S57 of the Central Lincolnshire Local Plan 2023-2043, the provisions of the National Planning Policy Framework and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990.

5. Following the partial demolition as shown on drawing J000605-A-DR-0003 Rev 3, any new materials to be used for repairs, replacements or as part of the rebuild shall be submitted to and approved in writing by the Local Planning Authority. Works shall be completed in strict accordance with the approved details.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan (Made 2021), Local Policy S57 of the Central Lincolnshire Local Plan 2023-2043, the provisions of the National Planning Policy Framework and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990.

6. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings:

- J000605-A-DR-0002 Rev 3
- J000605-A-DR-0003 Rev 3
- PP-14571085v1

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with policies NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan (Made 2021), Local Policy S57 of the Central Lincolnshire Local Plan 2023-2043, the provisions of the National Planning Policy Framework and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990.

Conditions which apply or relate to matters which are to be observed following completion of the development:

None

Recommended Listed Building Consent Conditions:

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

None.

Conditions which apply or are to be observed during the course of the development:

3. The works shall follow the "Preparation" and "Stabilisation and Repair Works" as noted in the plans: J000605-A-DR-0003 Rev 3, unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. The gravestones to be removed, as identified within the "Trinity Arts Centre Northern Boundary Wall Photographic Record of Gravestones: 19.12.2024 Rev 0" shall be stored at the location identified on approved site plan: J000605-A-DR-0002 for the duration of the construction works.

Following the completion of the 'Stabilisation and Repair Works' (as stated on drawing: J000605-A-DR-0003 Rev 3) the removed gravestones, shall be reinstated to their previous recorded positions, as identified within the "Trinity Arts Centre Northern Boundary Wall Photographic Record of Gravestones: 19/12/24 Rev 0"

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. Repair works to the wall shall be completed in strict accordance with the findings of the Trinity Arts Centre Northern Boundary Wall Detailed Survey of Defected Material: 19.12.24 Rev 0

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. Dismantling and repair works for the wall shall completed in strict accordance with the findings of the analysis and the mortar mix as detailed within the Mortar Analysis sheet dated 14.09.2024

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7. The rebuilt brickwork shall match the existing brickwork of the wall as detailed within the "Trinity Arts Centre Northern Boundary Wall Photographic Record of Wall: 19.12.24 Rev 0", in respect of dimensions, colour, texture, face bond, and pointing unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10. The following sound materials/features/fixtures forming part of the boundary as shown in the findings within the "Trinity Arts Centre Northern Boundary Wall Photographic Record of Wall: 19.12.24 Rev 0" and "Trinity Arts Centre Northern Boundary Wall Detailed Survey of Defected Material: 19.12.24 Rev 0". shall be carefully taken down, protected and securely stored for later re-erection/ re-use or disposal.

- Bricks

- Coping stones
- Pier cappings
- Gravestones

Where damage has occurred (for example, from unauthorised works, vandalism or fire), it is important to ensure that any loose historic items are identified and retained on site in a secure place pending their reinstatement.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

11. Demolition work shall be carried out only by hand or by tools held in the hand and not by any power-driven tools.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

12. Following the partial demolition of the wall as shown on drawing: J000605-A-DR-0003 Rev 3, a 1 one square metre sample panel of brickwork demonstrating the quality, materials, bond, mortar, coursing, colour and texture shall be constructed on site for inspection. The Local Planning Authority shall approve the above details of the brickwork in writing prior to the rebuild commencing. The development shall be carried out in accordance with the approved details. The sample panel shall be retained on site until the development is completed.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

13. Following the partial demolition as shown on drawing: J000605-A-DR-0003 Rev 3, any new materials to be used for repairs, replacements or as part of the rebuild shall be submitted to and approved in writing by the Local Planning Authority. Works shall be completed in strict accordance with the approved details.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

14. No cleaning of masonry, other than low pressure (20-100 psi) surface cleaning using a nebulous water spray is authorised by this consent without the prior approval of the Local Planning Authority. Before work begins, any other cleaning proposals must be approved in writing and carried out strictly in accordance with those details. At the commencement of the

cleaning, a test panel shall be undertaken in an inconspicuous position and the method recorded to the approval of the Local Planning Authority.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

15. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings:

- J000605-A-DR-0002 Rev 3
- J000605-A-DR-0003 Rev 3
- PP-14571085v1

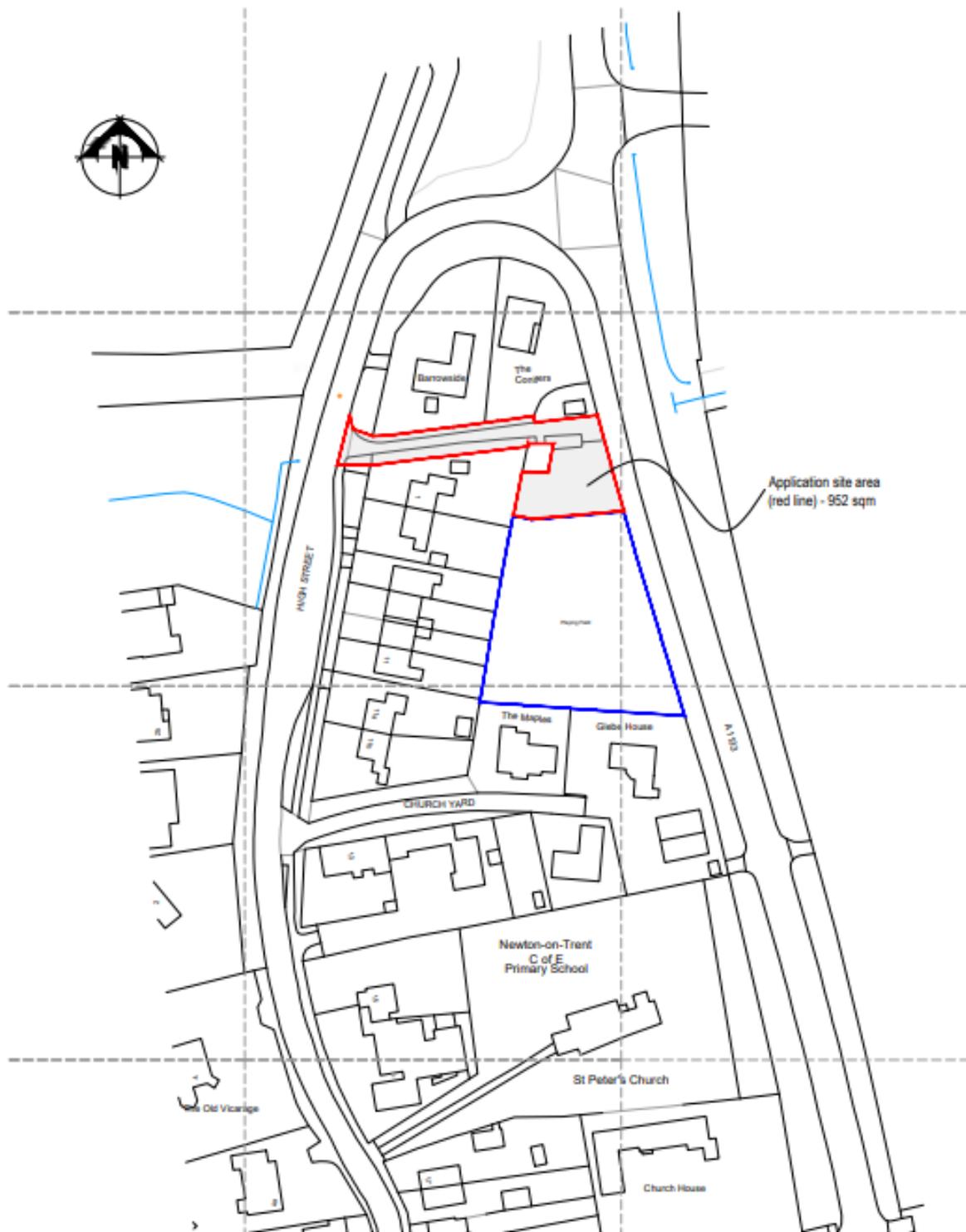
The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the work proceeds in accordance with the approved plans in accordance with section 17 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

Notes to Applicant

If, during the course of the works, human remains are revealed all work should halt as under the Burial Act 1853 it is an offence to disturb a burial without a license from the Ministry of Justice

Agenda Item 6c



Officers Report

Planning Application No: WL/2026/00001

PROPOSAL: Planning application for the siting of portacabin for community use.

LOCATION: LAND AT NEWTON ON TRENT PLAYING FIELD HIGH STREET
NEWTON ON TRENT LINCOLN LN1 2JS

WARD: Torksey

WARD MEMBERS: Cllr R A Pilgrim

APPLICANT NAME: Mr Roger Pilgrim (Newton on Trent Parish Council)

TARGET DECISION DATE: 06/03/2026

DEVELOPMENT TYPE: Minor - All other minor developments

CASE OFFICER: Richard Green

RECOMMENDED DECISION: Grant with conditions attached.

The application is referred to the planning committee for determination in line with the constitution as the applicant is a Ward Member.

Description:

The application site is a playing field which can only accommodate one football pitch. The site is located within the developed footprint of Newton on Trent and is accessed off The High Street via a small access road and has dwellings to the west and to the south and a pumping station and dwellings to the north. To the east is the A1133 and the site is designated as Important Open Space and its located within Flood Zone 3 (high probability).

The application seeks permission to site a portacabin in the north western corner of the site away from the aforementioned football pitch. The portacabin is approximately 2.57 metres in height, 8.4 metres in length and 2.95 metres in width. The east and south elevation which will both face onto the playing field will have a door and window and a door respectively. The west elevation will have two windows and is located approximately 2 metres away from the western boundary of the site and will look out onto the boundary treatments (a high hedge and fencing). The north elevation will have one window and will look onto a pumping station. The portacabin will be anthracite grey (RAL 7016) in colour and will be positioned on four concrete baseplates, ensuring a stable and reversible foundation.

The field is used by primarily by the local community for informal recreation and also Newton on Trent Primary School for outdoor physical education. There are currently no on-site amenities or supporting facilities. Internally, the unit will accommodate two toilets and a separate multi-use room fitted with ancillary kitchen facilities, enabling improved welfare provision during school use, recreational activities, and wider community events.

The proposal is considered likely to qualify as permitted development under Schedule 2, Part 12, Class A of the General Permitted Development Order (as amended), which permits a Parish Council to erect any small ancillary building on land belonging to (or maintained by) them required for the purposes of any function exercised by them. This has been raised with the applicant and it is understood that the reason the Parish Council has applied for planning permission is that this is a funding requirement as evidence of planning permission having been granted needs to be provided as part of the funding bid evidence.

Relevant history:

No relevant planning history.

Representations:

Chairman/Ward member(s): No representations received to date.

Parish Council: No comments received.

Local residents/Occupiers: No representations received to date.

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

LCC Archaeology: The proximity to the Grade II* Listed 12th century church (MLI52566) [the Church is located approximately 138 metres to the south of the site with several buildings and the playing fields in between the application site and the Church/Church Yard] the location of a "Church Yard" road and Glebe House to the immediate south suggest a possible continuation of associated features; the proposed building is c.100m to the north of the existing church boundary, away from the blue line boundary. Historic Ordnance Survey maps mark the existing church boundary as "grave yard" indicating potential for buried human remains. Ditch (MLI99007) may have a return based on aerial photos, and there some potential for buried remains associated with levelled ridge and furrow based on the presence of known agricultural trends in the vicinity.

Based on the above we consider that while the site may hold some archaeological potential, the impact on below ground remains of the proposed scheme as it currently exists is likely to be minimal and that a scheme of monitoring is neither proportionate nor appropriate. If human remains are encountered the authorities must be notified, but beyond this we have no further recommendations at this time.

Environment Agency: 29/01/2026 - If you are satisfied as the LPA that this is permitted development, as per GPDO 2015, Schedule 2, Part 12, Class A, then we are content to withdraw our objection. Advice to the applicant is provided.

22/01/2026 - In the absence of an acceptable flood risk assessment (FRA) we object to this application and recommend that planning permission is refused.

The submitted FRA does not comply with the requirements for site-specific flood risk assessments, as set out in paragraphs 20 to 21 of the Flood Risk and Coastal Change planning practice guidance and its site-specific flood risk assessment checklist. The FRA does not therefore adequately assess the flood risks posed by the development. In particular: • Flood risk mitigation measures to address flood risk for the lifetime of the development included in the design are inadequate as they fail to propose adequate flood storage compensation.

Sport England: The proposed development does not fall within our statutory remit (Statutory Instrument 2015/595) and, therefore, Sport England has not provided a detailed response in this case, but gives advice to aid the assessment of the application.

Relevant Planning Policies:

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. Here, the Development Plan comprises the provisions of the Central Lincolnshire Local Plan (Adopted April 2023).

Development Plan:

The following policies are particularly relevant:

Central Lincolnshire Local Plan (CLLP):

Policy S1: The Spatial Strategy and Settlement Hierarchy

Policy S21: Flood Risk and Water Resources

Policy S33: Non-designated Employment Proposals within Identified Settlements

Policy S37: Gainsborough Town Centre and Primary Shopping Area

Policy S47: Accessibility and Transport

Policy S49: Parking Provision

Policy S50: Community Facilities

Policy S53: Design and Amenity

Policy S65: Important Open Space

<https://www.n-kesteven.gov.uk/central-lincolnshire>

Lincolnshire Minerals and Waste Plan:

The Core Strategy & Development Management policies (CSDMP) were adopted in June 2016 and form part of the Development Plan.

The application site is within a Mineral Safeguarding Area (MSA). Policy M11 applies. The Site Locations were adopted in December 2017. The site is not within an allocated Minerals Site or Waste Site/Area.

[Lincolnshire Minerals and Waste Local Plan](#)

Draft Minerals and Waste Local Plan (DMWLP)

Lincolnshire County Council are currently reviewing the Minerals and Waste Local Plan. The draft Minerals and Waste Local Plan has been through a consultation which started in July and closed on 24th September 2024.

The Draft Plan has not been adopted as yet but once adopted will cover the period to 2041.

The consulted draft plan includes the following relevant policy:

SM15: Safeguarding of Mineral Resources

The draft plan would have some limited weight in the decision-making process.

[Review of the Lincolnshire minerals and waste local plan](#)

Neighbourhood Plan:

No plan currently being prepared.

National policy & guidance (Material Consideration)

- **National Planning Policy Framework (NPPF)**

[National Planning Policy Framework](#)

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions. The most recent iteration of the NPPF was published in December 2024.

- **National Planning Practice Guidance**

<https://www.gov.uk/government/collections/planning-practice-guidance>

- **National Design Guide (2019)**

<https://www.gov.uk/government/publications/national-design-guide>

- **National Design Code (2021)**

[National Model Design Code - GOV.UK](#)

Main issues

- Principle of Development
- Residential Amenity (including noise)
- Visual Impact
- Flood Risk
- Other Matters

Assessment:

Principle of Development

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

It is proposed to site a portacabin on a corner of a playing field (designated important open space) to be used in conjunction with recreational activities and community events.

Policy S50 of the Central Lincolnshire Local Plan states that new community facilities will be supported in principle, and should:

- d) Prioritise and promote access by walking, cycling and public transport. Community facilities may have a local or wider catchment area: access should be considered proportionately relative to their purpose, scale and catchment area;*
- e) Be accessible for all members of society;*
- f) Be designed so that they are adaptable and can be easily altered to respond to future demands if necessary; and*
- g) Where applicable, be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.*

Paragraph 88 of the NPPF also supports the development of accessible community facilities.

The portacabin is located within the developed footprint of Newton on Trent in a corner of a playing field away from the one small football pitch the wider site can accommodate. The proposed development will accommodate two toilets and a separate multi-use room fitted with ancillary kitchen facilities, enabling improved welfare provision during school use, recreational activities, and wider community events. The proposal as explored below will not affect the residential amenity of nearby dwellings.

Policy S65 of the Central Lincolnshire Local Plan states that an area identified as an Important Open Space on the Policies Map is safeguarded from development unless it can be demonstrated that:

- a. there are no significant detrimental impacts on the character and appearance of the surrounding area, ecology and any heritage assets; and*
- b. in the case of publicly accessible open space, there is an identified over provision of that particular type of open space in the community area and the site is not required for alternative recreational uses or suitable alternative open space can be provided on a replacement site or by enhancing existing open space serving the community area.*

Paragraph 104 of the NPPF also states that open space and sports land should not be built on unless it can be shown the land is surplus to requirements; or the loss would be replaced by an equivalent or better provision; or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

As explored below the proposed portacabin will have no detrimental effect on the character of the area. The proposal is small in scale (less than 25 square metres) and is located in a corner of the playing field away from the one small football pitch the wider site can accommodate. The proposal would likely qualify as permitted development and furthermore the portacabin will sit on four concrete baseplates, ensuring that the cabin can easily be removed when it is no longer required. Finally, the proposal will enhance the sporting use of the site by providing facilities which will allow the playing field to be used to its maximum potential whilst not comprising its sporting use.

It is therefore considered that the principle of development can be supported due to the proposals location, scale and intended use in accordance with the NPPF and Policy S50 and S65 of the Central Lincolnshire Local Plan.

Residential Amenity (including noise)

Local Plan Policy S53 states that all development must not result in harm to people's amenity either within the proposed development or neighbouring it through overlooking, overshadowing, loss of light, noise or increase in artificial light or glare.

The proposed portacabin will be used in conjunction with activities on the playing field which is used by the nearby Primary School and the community. The entrance doors into the portacabin will be on the south and eastern elevations facing onto the playing field and away from the residential dwellings and their gardens to the rear (west) of the portacabin.

It is therefore considered that the proposal due to its intended use and scale will not harm the amenity of neighbouring occupiers in compliance with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Visual Impact

Local Plan Policy S53 states that all development '*must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.*' Development must '*relate well to the site, its local and wider context and existing characteristics including the retention of existing natural and historic features wherever possible and including appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area.*' It further states that development should '*contribute positively to the sense of place, reflecting and enhancing existing character and distinctiveness*', and should '*be appropriate for its context and its future use in terms of its building types, street layout, development block type and size, siting, height, scale, massing, form, rhythm, plot widths, gaps between buildings, and the ratio of developed to undeveloped space both within a plot and within a scheme.*' In addition, development must '*achieve a density not only appropriate for its context but also taking into account its accessibility.*'

It is proposed to site a portacabin which will be anthracite grey (RAL 7016) in colour towards the north western corner of a playing field for use by a nearby primary school and the community.

It is therefore considered that the proposal due to its scale and location will not harm the character and appearance of the street scene or the locality in accordance with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Flood Risk

The site is located within Flood Zone 3 and is considered to be 'water-compatible development' which includes "open outdoor sports and recreation and essential facilities such as changing rooms" as defined within Annex 3 of the NPPF. As such the exceptions test is not required.

A sequential test is still required but given the proposed portakabin is intended to provide welfare provision to the wider playing field so it can be used to its maximum potential it is considered that there are no reasonably available alternative sites at lower flood risk, and the development is consistent with the existing function of the land.

The Environment Agency (EA) initially objected to the application as they consider that the submitted Flood Risk Assessment (FRA) does not adequately assess the flood risks posed by the development. In particular they raise concern that the mitigation measures proposed do not provide adequate flood storage compensation. However the objection was later withdrawn after it was pointed out to the EA that the Local Planning Authority consider the development would likely qualify as permitted development, without requiring planning permission or any consideration of flood risk. If it is minded to grant permission the EA's advice to the applicant will be attached to the decision notice.

Nonetheless, as a planning application has been made, the applicant has provided a site-specific Flood Risk Assessment (FRA) . The FRA states that the portakabin will be raised by 0.3m, fixed securely, and designed to withstand flood conditions. It is therefore considered that these mitigation measures can be secured through a planning condition.

It is considered that the proposed development therefore accords with Policy S21 and the provisions of the NPPF.

Other Matters:

Biodiversity Net Gain

The proposal measures approximately 8.4 metres in length and 2.95 metres in width or 24.78 square metres which is below the 25 square metres threshold exemption contained within The Biodiversity Gain Requirements (Exemptions) Regulations 2024.

Energy Efficiency

The proposal is small in scale and will have minimal heating requirements, although 2no. solar panels are proposed to be fitted equalling the energy requirements of the proposed building.

Due to the small scale nature of the building and its end use it would be unreasonable to ask for an energy statement to meet the requirements of Policy S6 and S8 of the Central Lincolnshire Local Plan.

LCC Archaeology Comments

The building will have no effect on below ground archaeology as it will be positioned on four concrete baseplates, ensuring a stable and reversible foundation.

Highways and Carparking

The proposal has no effect on access or parking arrangements.

Minerals and Waste

The application site is within a Mineral Safeguarding Area (MSA). Policy M11 of the Core Strategy & Development Management policies (CSDMP 2016) therefore applies. Although a minerals assessment has not been submitted in support of this application no sand and gravel extraction companies would be interested in extracting from this site for the following reasons:

- a) The site is very small in scale and is part of a playing field located within the developed footprint of Newton on Trent.
- b) Adjoining residents would not find a quarry an acceptable neighbour to their houses.
- c) In view of the above it is highly unlikely that planning permission would be granted for this use in this residential location.

Conclusion and reasons for decision:

The decision has been considered against Policy S1: The Spatial Strategy and Settlement Hierarchy, S21: Flood Risk and Water Resources, S47: Accessibility and Transport, S49: Parking Provision, S50: Community Facilities, S53: Design and Amenity and S65: Important Open Space of the Central Lincolnshire Local Plan in the first instance and guidance contained in the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and National Model Design Code has also been taken into consideration.

The proposal is supported by Policy S50 and S65 of the Central Lincolnshire Local Plan as the proposal will not conflict with the purpose of the Important Open Space designation, will enhance the existing playing fields (in terms of its functionality) serving the community and will not have a detrimental impact on the residential amenity of nearby dwellings or upon the character and appearance of the surrounding area.

RECOMMENDATION- Grant planning permission with the following conditions:

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

None.

Conditions which apply or are to be observed during the course of the development:

2. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings and documents: 839-NEW-0413-A1-P01A dated October 2025. The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local.

3. The development shall be carried out in accordance with the mitigation measures outlined in the submitted Flood Risk Assessment dated December 2025.

Reason: To reduce the risk and impact of flooding on the approved development and its occupants in accordance with National Planning Policy Framework and National Planning Policy Guidance and Policy S21 of the Central Lincolnshire Local Plan.

Conditions which apply or relate to matters which are to be observed following completion of the development:

4. The portacabin will be the following colour:

- anthracite grey (RAL 7016).

Reason: To ensure the use of appropriate materials to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local Plan.

Notes to the Applicant

Flood Risk

The applicant/users may wish to phone Floodline on 0345 988 1188 to register for a flood warning, or visit Sign up for flood warnings - GOV.UK. It is a free service that provides warnings of flooding from rivers, the sea and groundwater, direct by telephone, email or text message. Anyone can sign up.

Flood warnings can give people valuable time to prepare for flooding – time that allows them to move themselves, their families and precious items to safety. Flood warnings can also save lives and enable the emergency services to prepare and help communities.

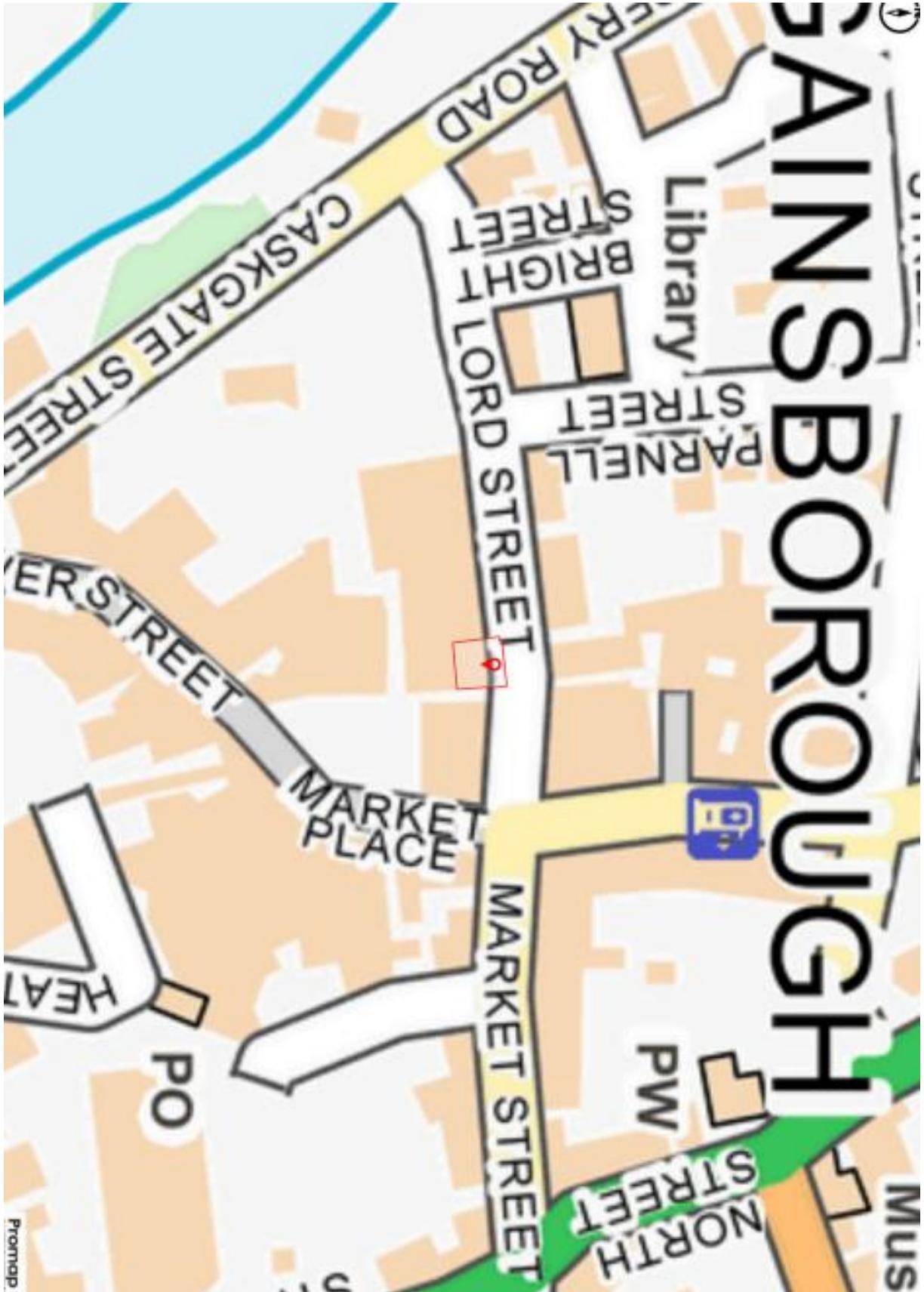
For practical advice on preparing for a flood, visit [Prepare for flooding: Protect yourself from future flooding - GOV.UK](#). To get help during a flood, visit [What to do before or during a flood - GOV.UK](#). For advice on what do after a flood, visit [What to do after a flood - GOV.UK](#).

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report.



Officers Report

Planning Application No: WL/2025/01086

Listed Building Consent No: WL/2025/01087

PROPOSAL:

WL/2025/01086 - Planning application for the change of use of former bank to create 2no. ground-floor retail units, 2no. upper-floor apartments and 1no. ancillary short stay guest room, installation of roof-mounted solar PV panels, 2no. air-source heat pumps, hot-water cylinder, battery storage, green roof and modular living wall system to inner courtyard elevations, 3no. replacement external doors new refuse and cycle storage within the rear yard, internal fire-safety upgrades including emergency lighting, and detection system and accessible ground-floor WC.

WL/2025/01087 - Listed building consent for the change of use of former bank to create 2no. ground-floor retail units, 2no. upper-floor apartments and 1no. ancillary short stay guest room, installation of roof-mounted solar PV panels, 2no. air-source heat pumps, hot-water cylinder, battery storage, green roof and modular living wall system to inner courtyard elevations, 3no. replacement external doors new refuse and cycle storage within the rear yard, internal fire-safety upgrades including emergency lighting, and detection system and accessible ground-floor WC.

LOCATION: Former Halifax Bank, 32 Lord Street, Gainsborough DN21 2DQ

WARD: Gainsborough South West

WARD MEMBER(S): Cllr Miss J S McGhee and Cllr T V Young

APPLICANT NAME: Mr Simon Tomlinson

TARGET DECISION DATE: 26/12/2025 (Extension Agreed Until 6th March 2026)

CASE OFFICER: Ian Elliott

Recommended Decision:

WL/2025/01086 - Grant permission and consent subject to conditions

WL/2025/01087 – Grant consent subject to conditions

Planning Committee:

The application is referred to the planning committee for determination in line with the constitution as the proposal is considered to be a departure from Policy S49 Parking Standards of the Central Lincolnshire Local Plan 2023.

Site Description

The application site is the former Halifax Building Society building located on the corner of Lord Street and Flag Alley. The building is a brick building with a modern ground floor addition to the front east and side north elevation. The internal ground floor has been amended to meet the layout needs of the former Building Society. It is a three-storey building in the town centre with no on-site car parking facility. The building is surrounded by other by business

uses and is set adjacent the pedestrian walkways along Lord Street and Flag Alley.

The building is a Grade II Listed Building and is located within the Gainsborough Town Conservation Area.

It is within the Gainsborough Primary Shopping Area and Town Centre as allocated in the Central Lincolnshire Local Plan.

Proposal:

The application seeks to convert and renovate the building to:

- 2 ground-floor retail units
- 2 upper-floor apartments
- 1 ancillary short stay guest room
- Installation of roof-mounted solar PV panels
- 2 air-source heat pumps
- Hot-water cylinder
- Battery storage
- Green roof and modular living wall system to inner courtyard elevations
- 3 replacement external doors
- New refuse and cycle storage within the rear yard
- Internal fire-safety upgrades including emergency lighting and detection system
- Accessible ground-floor WC.
- New shop Front

Relevant Planning History

146356 - Planning application for change of use and alterations to existing commercial office building to provide retail and office units - 24/04/2023 - Granted time limit plus conditions - 29/08/2025 - Grant with conditions

WL/2025/00734 - Planning application for replacement windows to front 1st floor from old aluminium windows to wooden sash windows. Change of old wooden window to kitchen 1st floor rear to new wooden framed window.

Constraints:

- Grade II Listed Building
- Setting of Listed Buildings:
 - 39 Lord Street – Grade II Listed
 - 24 Lord Street – Grade II Listed
 - White Hart Hotel – Grade II Listed
 - 51 Lord Street/1 Church Street – Grade II Listed
 - 22 Market Place – Grade II Listed
- Sand and Gravels Minerals Safeguarding Area
- Contaminated Land 50 and 250 metre buffer – Unknown Filled Ground
- Town Centre

- Primary Shopping Area
- Gainsborough Town Conservation Area
- Gains/13/1 (Along Flag Alley)

Representations

Chairman/Ward member(s): No representations received to date

Gainsborough Town Council: Supports

Local residents: No representations received to date

WLDC Conservation Officer: No Objection subject to conditions

Representation received 10th February 2026:

- With the new plans including the removal of the living wall, the application will meet Policy S57. I have no objections subject to the previously raised conditions.

Representation received 14th January 2026:

- The change of use retains commercial use on the ground floor and changes the offices to residential. This does not harm the significance of the listed building.
- The internal change of use and alterations would meet policy S57.
- The external changes to the ground floor will require more details as this moves forward, however, it appears to remove the modern granite panelling, expose the brickwork behind and reinstate traditional style shop fronts. This would preserve and enhance the historic and architectural character of the listed building and CA.
- Triple glazed uPVC windows are not an acceptable option for a listed building. These can be timber slim line double glazed to retain the material continuation with a mitigated approach to retain the architectural detail whilst enabling greater energy performance.
- Electrical services, air source heat pumps, and battery storage are proposed to be located within the existing plant room. This is a modern addition and is a suitable and discrete location for all services. If the ASHPs are required to be external to this then the exact location must be disclosed for review first.
- The solar panels are proposed to the rear and will be connected to the units within the plant room.
- All of these new services and renewables will have harm to the listed building but the proposed location is appropriate for modern use with minimal harm from the alterations. The renewables will be harmful to the character of the listed building and CA but this harm has been mitigated as far as practicable to be outweighed by the public benefit provided by the renewables.

- The green roof proposed to the modern flat roof sections would have no visual harm to the listed building. This would be supported by policy.
- the modular living wall proposed to the rear courtyard would negatively impact upon the fabric of the listed building by retaining water on the walls. The proposal for the uPVC windows was made in conjunction with this feature and therefore it cannot be considered a suitable approach as it would retain water upon a breathable building. The benefit of this feature negatively impacts upon the necessity of the listed building to breath.

LCC Highways and Lead Local Flood Authority: No objections

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

Comments:

The site is located in a central urban area where services and facilities are within a reasonable distance to be accessed via sustainable travel options such as walking, cycling and public transport. Future residents of the development will not be reliant on the private car and therefore parking is not essential for this proposal.

Environment Agency: No representations received to date

LCC Archaeology: No objections

Historic England: Comments

Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application. We suggest that you seek the views of your specialist conservation and archaeological advisers.

The Ramblers Society: No representations received to date

Internal Drainage Board: No objections subject to advice

Date Checked: 10th February 2026

Relevant Planning Policies and Legislation:

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Here, the Development Plan comprises the provisions of the Central Lincolnshire Local Plan (adopted in April 2023), the Lincolnshire Minerals and Waste Local Plan (adopted June 2016) and Gainsborough Town Neighbourhood Plan (made 28th June 2021).

Development Plan

- **Central Lincolnshire Local Plan 2023–2043**

Relevant policies of the CLLP include:

- S1 The Spatial Strategy and Settlement Hierarchy
 - S2 Growth Levels and Distribution
 - S3 Housing in the Lincoln Urban Area, Main Towns and Market Towns
 - S13 Reducing Energy Consumption in Existing Buildings.
 - S20 Resilient and Adaptable Design
 - S21 Flood Risk and Water Resources
 - S23 Meeting Accommodation Needs
 - S37 Gainsborough Town Centre and Primary Shopping Area
 - NS41 City and Town Centre Frontages
 - S42 Sustainable Urban Tourism
 - S47 Accessibility and Transport
 - S49 Parking Provision
 - S53 Design and Amenity
 - S56 Development on Land Affected by Contamination
 - S57 The Historic Environment
 - S58 Protecting Lincoln, Gainsborough and Sleaford's Setting and Character
 - S61 Biodiversity Opportunity and Delivering Measurable Net Gains
- <https://www.n-kesteven.gov.uk/central-lincolnshire/adopted-local-plan-2023>

- **Gainsborough Town Neighbourhood Plan (GTNP)**

- NPP1 Sustainable Development
- NPP6 Ensuring High Quality Design
- NPP7 Ensuring High Quality Design in Each Character Area
- NPP8 Mix of Housing Types
- NPP18 Prioritising and Enhancing Heritage Assets
- NPP19 Improving the Vitality of the Town Centre

Gainsborough Neighbourhood Plan Heritage and Character Assessment – Character Area TCA06 (page 63-89)

<https://www.west-lindsey.gov.uk/planning-building-control/planning/neighbourhood-planning/all-neighbourhood-plans-west-lindsey>

Relevant policies of the NP include:

- **Lincolnshire Minerals and Waste Local Plan (LMWLP)**

The site is in a Sand and Gravels Minerals Safeguarding Area and policy M11 of the Core Strategy applies.

<https://www.lincolnshire.gov.uk/planning/minerals-waste>

National policy & guidance (Material Consideration)

- **National Planning Policy Framework (NPPF)**

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions. The most recent iteration of the NPPF was published in December 2024. Paragraph 232 states:

However, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- **National Planning Practice Guidance**

<https://www.gov.uk/government/collections/planning-practice-guidance>

- **National Design Guide (2019)**

<https://www.gov.uk/government/publications/national-design-guide>

- **National Model Design Code (2021)**

<https://www.gov.uk/government/publications/national-model-design-code>

Draft/Emerging Policy (Material Consideration)

NPPF paragraph 49 states that Local planning authorities may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

- **Draft Minerals and Waste Local Plan (DMWLP)**

Lincolnshire County Council are currently reviewing the Minerals and Waste Local Plan. The draft Minerals and Waste Local Plan has been through a consultation which started in July and closed on 24th September 2024. The Draft Plan has not been adopted as yet but once adopted would cover the period to 2041. The consulted draft plan includes the following relevant policy:

SM15: Safeguarding of Mineral Resources

The draft plan may have some limited weight in the decision-making process.

Other:

Section 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990

Use Classes Order 1987 (as amended)

Main Considerations:

- Principle of development
Conversion to Retail and Residential Apartments
Conversion to Ancillary Short Stay Guest Accommodation
Concluding Statement
- Heritage
- Residential Amenity
- Visual Amenity
- Highway Safety and Parking Provision
- Drainage
- Archaeology
- Climate Change
- Biodiversity Net Gain

Assessment:

Principle of the Development:

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

The ground floor of the Building Society was used as a customer area with meeting rooms, banking counter, customer services stand and ATM's. The upper floors were used for offices, staff kitchen, lockers and toilets.

The application seeks planning permission for the conversion of the ground floor to 2 retail units and first/second floor to 2 apartments and 1 short stay guest room.

Conversion to Retail and Residential Apartments:

Gainsborough is designated as a Main Town within Policy S1 of the CLLP. Policy S1 states that:

“To maintain and enhance their roles as main towns, and to meet the objectives for regeneration, Sleaford and Gainsborough will, primarily via sites allocated in this Local Plan and any applicable neighbourhood plan, be the focus for substantial housing development supported by appropriate levels of employment growth, retail growth and wider service provision. In addition to sites being allocated in the Local Plan or a neighbourhood plan, development proposals in accordance with Policy S3 and other relevant development plan policies will be viewed positively.”

Policy S3 of the CLLP relates to new housing in the Main Towns of Central Lincolnshire and states that:

“Within the developed footprint of the Lincoln Urban Area and Main Towns and Market Towns, development proposals at appropriate locations not specifically identified as an allocation or an area for change in this plan will be supported in principle.”

The Primary Shopping Area and Gainsborough Town Centre section of Policy S37 of the CLLP states that:

“Within the Primary Shopping Area, identified on the Policies Map, proposals for non-retail use on ground floors will only be supported if they:

- a) are a recognised main town centre use under E Use Class; and*
- b) would not result in the over concentration of non-retail uses or ‘dead’ frontages that would undermine the primary shopping area’s overall retail function and character; and*
- c) would have no demonstrable impact on the vitality and viability of the centre as a whole.*

“Where planning permission is required, proposals for main town centre uses under E Use Class, or for the development of cultural, social or leisure facilities suitable for a town centre location will be supported in principle within Gainsborough Town Centre, as identified on the Policies Map, where they:

- d) are of high quality design, responding to their surroundings and contributing positively to the streetscene; and*
- e) enhance connectivity within, through and around the town centre wherever possible.*

Proposals that do not positively contribute to the vitality and viability of the town centre by satisfying the criteria in a)-e) will not be supported.

Development proposals within Gainsborough Town Centre, not in E Use Class will be considered on their merits subject to satisfying the criteria in a)-e) where relevant and providing that they will:

- f) not result in large gaps between town centre uses in frontages;*
- g) not detract from or otherwise harm or conflict with town centre uses; and*
- h) be compatible with maintaining or enhancing Gainsborough Town Centre as a sub-regional shopping destination.*

Proposals for residential or commercial development above town centre uses will be supported providing that the proposed use would not be likely to introduce conflict with existing uses.”

Point 4 of Policy NPP19 of the GTNP states that *“Development proposals for the use of upper floors of commercial premises within the town centre for*

residential use will be supported where it can be demonstrated that the residential use will not create unacceptable harm to the wider retail offer of the Town Centre."

Paragraph 90 of the NPPF is supportive of residential development within Town Centre locations as it helps to ensure their vitality by increasing the total population living in close proximity to local amenities. Significant weight is also attached to securing the future use of a designated heritage asset.

Annex 2 (Glossary) of the NPPF defines a main town centre use as:

"Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)."

The site is within the Gainsborough Primary Shopping Area and in accordance with the Use Classes Order 1987 (as amended) (UCO) the use is currently classed within use class E (Commercial, Service and Business) as a Building Society establishment. The use class of the ground floor would not change as a retail unit but the first/second floor which would be separated from the ground floor use, would be altered to use class C3 (dwellinghouse).

The site is located within the town centre and primary shopping area of Gainsborough. The town centre area for Gainsborough as defined on the Policies Map within the CLLP reflects the priority growth areas associated with the continued use, planned growth and regeneration of the main retail, employment and leisure locations. It is of a greater extent than previously identified areas, to support a more strategic approach to planning future town centre development and ensure the promotion of greater connectivity between different parts of the town and the main infrastructure that surrounds the town.

Conversion to Ancillary Short Stay Guest Accommodation:

Local Policy S42 of the CLLP states that:

"Within the urban areas of Lincoln, Gainsborough, Sleaford and the Market Towns development and activities that will deliver high quality sustainable visitor facilities such as culture and leisure facilities, sporting attractions and visitor accommodation, including proposals for temporary permission in support of the promotion of events and festivals, will be supported. Such development and activities should be designed so that they:

- a) contribute to the local economy;*
 - b) benefit both local communities and visitors;*
 - c) respect the intrinsic natural and built environmental qualities of the area;*
- and*

d) *are appropriate for the character of the local environment in scale and nature.*"

The short stay guest accommodation would provide a single room for 1-2 people to stay in the town centre for a short period of time. The single room would have a minor benefit to the local economy, local communities, the town centre and local visitor attractions. As discussed later in the report (heritage and visual impact sections) the development would respect the intrinsic natural and built environmental qualities of the area and would be appropriate to the character of the local environment in scale and nature.

Concluding Statement:

It is considered that the conversion of the ground floor to retail use and first/second floor to would not cause unacceptable harm to the town centre or its retail offer. The single room short stay guest accommodation would be a modest benefit to the visitor accommodation opportunities within the Town and Town Centre location.

The conversion of the building to retail, residential and short stay accommodation is supported by the development plan and the NPPF as this would complement the existing uses ensuring the continued vitality of the town centre. In principle it is considered that the proposal accords to policies S1, S3, S37 and S42 of the CLLP, NPP1 and NPP19 of the GTNP and the Provisions of the NPPF.

Heritage

The application site comprises of a Grade II Listed building and lies within the setting of other Grade II Listed buildings as well as being within the Gainsborough Town Centre Conservation Area.

Local policy S57 of the CLLP states that:

"Development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire" and provides a breakdown of the required information to be submitted as part of an application in a heritage statement.

In the Listed Building section of S57 it states that:

"Development proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building".

In the Conservation Areas section of S57 it states that:

"Significant weight will be given to the protection and enhancement of Conservation Areas".

Point 8 of Policy NPP18 of the GTNP states that:

"Development proposals for the renovation of buildings and shopfronts in the Town Centre that reinforce its historic character and comply with West Lindsey District Council's shopfront improvement scheme will be supported."

Policy NS41 of the CLLP states that:

“Proposals for new frontages or alterations to existing frontages within an identified centre will be permitted provided the proposal:

- a) is of a high quality design and is sympathetic in scale, proportion and appearance to the building of which it forms part, and to the character of the surrounding street scene; and*
- b) protects, and where possible enhances, traditional or original frontage or features that are of architectural or historic interest, particularly if the building is listed or within a conservation area; and*

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out a legal duty that the Local Planning Authority when considering Listed Buildings *‘shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses’*.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out a legal duty that the Local Planning Authority when considering Conservation Areas *“special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”*.

Guidance contained within Paragraph 207 of the NPPF states that *‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation’*.

Paragraph 212 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’*.

The impact of a development of the setting of a listed building is more than just its visual presence and annex 2 of the NPPF defines the setting of a heritage asset as:

‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.

Paragraph 13 (Conserving and Enhancing the Historic Environment) of the NPPG (Reference ID: 18a-013-20140306) further supports this definition declaring that '*Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage*' and '*although views of or from an asset will play an important part, the way in which we experience.*

The development is primarily internal alterations to change the use of the first/second floor. The proposed external alterations would be the change to the external fenestration at ground floor level, new/replacement doors and windows.

The existing site comprises of a Grade II Listed Building with a frontage located on the west side of Flag Alley and the south side of Lord Street. The building was visited by the case officer and the Conservation Officer to fully observe the buildings external and internal items of historic merit. This included discussions on the way forward to amend the front of the building at ground floor level.

In summary, the Authority's Conservation Officer is fully supportive of the principle of the development and the positive impact the works would have on the Listed Building and the Conservation Area. This would be subject to details being submitted at a later date through appropriate conditions on the permission and consent plus:

- the removal of the harmful living wall which would negatively impact "*the fabric of the listed building by retaining water on the walls*".
- Changing the unacceptable triple glazed uPVC windows to a more appropriate window such as timber slim line double glazed.

The case officer is in full agreement with the heritage assessment and recommendations of the Conservation Officer. The development would be an acceptable use of the building and would preserve its prominent presence and future within the Town Centre.

The proposed development would preserve the special historic interest of the host listed building and the character and appearance of the conservation area. In addition to this, the proposal would preserve the setting of the nearby listed buildings and would accord to local policy NS41 and S57 of the CLLP, policy NPP18 of the GTNP, Section 16, 66 and 72 of the Planning (Listed Building & Conservation Areas) act 1990 and the provisions of the NPPF.

Residential Amenity

Policy S53 of the CLLP requires that development proposals do not have an unacceptable impact on residential amenity. This includes considerations such as compatibility with neighbouring land uses, noise, vibration, odour, and the creation of safe environments amongst other things.

There are no concerns in relation to overlooking, over dominance or loss of light over adjoining properties. The two units (2/3 bedroom) would meet with the nationally described space standards as set out in table 1 below:

Table 1 - Minimum gross internal floor areas and storage (m²)

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		

The main living areas of the flats and bedrooms would all be served by windows, allowing adequate light to enter the rooms. The residential units would be near to café's/retail units/hotel, however a level of noise is to be expected in town centre locations. It is not considered that there would be any unacceptable noise, odour or extraction impacts for the occupiers of the residential units.

The lack of outside amenity space is noted however, this is not an unusual situation for town centre flats, other grassed amenity areas are available within the town centre area, notably along the Riverside Walk, Baltic Mill green space and Levelling's playing field near Ropery Road.

The development would therefore not have an unacceptable harmful impact on the living conditions of the future occupiers and would accord with policy S53 of the CLLP and the provisions of the NPPF, particularly paragraph 135(f).

Visual Amenity

Local policy S53 of the CLLP sets out 10 criteria based on design and amenity. It is considered that criteria 1 (Context), 2 (Identity), 3 (Built Form), 5 (Nature) and 8 (Homes and Buildings) of S53 are the most relevant to the development.

Policy NPP6 and NPP7 of the GTNP protects the character of Gainsborough.

The Identity chapter (pages 14-17) of the National Design Guide places importance on the need for development to either reflect its local character or create a sense of character through the built form.

The development as previously would change the external and internal appearance of the building. The internal/external changes would retain the fabric of the listed building or introduce appropriate replacement structures and openings therefore preserving the fabric of the listed building and its internal/external appearance.

The appearance of the front elevation and side elevation at ground floor level would be enhanced by the removal of the modern addition and introduction of a shop front which would relate better to its historic appearance.

It is not considered that the proposed dwellings would have an unacceptable harmful visual impact on the site or the surrounding area and would therefore accord to local policy S53 of the CLLP, policy NPP6 and NPP7 of the GTNP and the provisions of the NPPF.

Highway Safety and Parking Provision

The proposed development would not introduce any new vehicle access points or highways and would not have any off street parking.

No objection has been received from the Highway Authority at Lincolnshire County Council commenting that “*The site is located in a central urban area where services and facilities are within a reasonable distance to be accessed via sustainable travel options such as walking, cycling and public transport. Future residents of the development will not be reliant on the private car and therefore parking is not essential for this proposal.*”

Appendix 2 of the CLLP which is referred to in Policy S49 states that two/three bed dwellings (flatted development) in market towns should provide 1/2 parking space per dwelling plus visitor spaces. The proposal does not include any dedicated parking provision for the flats. It is noted that no parking provision has been requested by the Highway's Authority, The GTNP does not contain any specific figures with regard to parking provision for new dwellings within the town.

With consideration to the town centre location with close walking proximity to numerous facilities/services and siting close to public transport links, including the bus station, it is considered that the non-inclusion of parking provision is acceptable in this case. It is also considered that the benefits of restoring and bringing the upper floors of this Grade II listed building back into use greatly outweighs the harm caused by the lack of parking provision and the departure from local policy S49 of the CLLP. Taking this into account it is not considered reasonable to withhold permission on this ground alone and on balance the lack of parking is justified in this instance.

Archaeology

The Historic Environment Officer at Lincolnshire County Council has no objections to the development. The works would all be above ground level therefore it is considered that the development would not have a harmful archaeological impact and would accord to local policy S57 of the CLLP and the provisions of the NPPF.

Drainage

The site benefits from existing foul and surface water drainage connections which the proposed flats and health centre. The proposals would not increase the external floor space of the existing building. Given the existing drainage

connections at the site it is not considered necessary to request any further details to be submitted in this respect.

Minerals

Changes of use to existing buildings and listed building consent applications are considered to be exempt from safeguarding considerations. In any case, due to the development being within the continuous developed footprint of Gainsborough it is not considered that safeguarding considerations are engaged in this case.

Climate Change

It is noted that Policy S13 of the CLLP encourages applicants to consider all opportunities to improve energy efficiency and where such efforts achieve an improved EPC rating would be supported in principle. Notwithstanding that the wording of Policy S13 only encourages applicants to take into account improving energy efficiency. In this case the development proposed to install roof mounted solar panels and two air source heat pump to provide energy to the building. These proposals are encouraged providing they are located in appropriate discreet locations.

Biodiversity Net Gain

The proposed development would not alter the size and scale of the building which is surrounded by hardstanding. Therefore, the development would meet the requirements of a biodiversity net gain exemptions in accordance with Regulation 4 of The Biodiversity Gain Requirements (Exemptions) Regulations 2024 and Policy S61 of the Central Lincolnshire Local Plan. However, green roofs are proposed which would provide a minimal Biodiversity Net Gain.

Other:

Community Infrastructure Levy

West Lindsey District Council adopted a Community Infrastructure Levy (CIL) which will be charged from 22nd January 2018. The development would be located within Zone 4 West Gainsborough therefore would not be liable to a CIL payment.

Contamination

The application site is within a 50 and 250 metre buffer zone for unknown filled ground. The development would not lead to any groundworks therefore it is not considered relevant or necessary to add any contamination conditions to any permission.

Conclusion and reason for decision:

Planning Application WL/2025/01086:

The application has been considered against policies S1 The Spatial Strategy and Settlement Hierarchy, S2 Growth Levels and Distribution, S3 Housing in the Lincoln Urban Area, Main Towns and Market Towns, S13 Reducing Energy Consumption in Existing Buildings, S20 Resilient and Adaptable

Design, S21 Flood Risk and Water Resources, S23 Meeting Accommodation Needs, S37 Gainsborough Town Centre and Primary Shopping Area, NS41 City and Town Centre Frontages, S42 Sustainable Urban Tourism, S47 Accessibility and Transport, S49 Parking Provision, S53 Design and Amenity, S56 Development on Land Affected by Contamination, S57 The Historic Environment, S58 Protecting Lincoln, Gainsborough and Sleafords Setting and Character and S61 Biodiversity Opportunity and Delivering Measurable Net Gains of the Central Lincolnshire Local Plan 2023-2043 and the policy NPP1 Sustainable Development, NPP6 Ensuring High Quality Design, NPP7 Ensuring High Quality Design in each Character Area, NPP8 A Mix of Housing Types, NPP18 Protecting and Enhancing Heritage Assets and NPP19 Improving the Vitality of the Town Centre of Gainsborough Neighbourhood Plan and the statutory duties contained within Section 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 in the first instance as well as the provisions of the National Planning Policy Framework.

In light of this assessment, it is considered that the principle of development in this location is acceptable. The proposed uses would not unacceptably harm the wider retail offer of the Gainsborough Town Centre. The development would provide a single room for short stay visitors to Gainsborough. The proposed external alterations would enhance the character and appearance of the conservation area and the street scene in this town centre location. The proposals would enhance and preserve the long term presence of the host listed building and the impacts on the historic fabric are acceptable. The development would enhance the setting of the nearby listed buildings. It would not have an unacceptable harmful visual impact or have an unacceptable harmful impact on the living conditions of the future residents. The proposal would not have an unacceptable harmful impact on the highway safety, drainage, archaeology, minerals or climate change. The proposal does represent a departure from the provisions of Policy S49 (parking provision), however as detailed in the above report, the heritage benefits that the scheme would bring is considered to outweigh the lack of proposed parking provision in this case. The application is therefore recommended for approval, subject to conditions.

Listed Building Consent WL/2025/01087:

The proposal has been considered against the duty contained within section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended. In light of this assessment, the proposal is considered as an enhancement to the desirability of the Listed Building and its setting. Furthermore, the proposed development will preserve the desirability of the special architectural features or historic interest it possesses.

Recommended Conditions:

Planning Application WL/2025/01086:

Conditions stating the time by which the development must be commenced:

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

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

2. No development must take place until a full program and methodology of all internal and external works have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the use of appropriate methods in the interests of visual amenity and the character and appearance of the listed building and the site to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Conditions which apply or are to be observed during the course of the development:

3. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following proposed drawings:

- BP-01 dated 10th October 2025 – Block Plan
- BB-01-GF dated 10th October 2025 – Ground Floor Retail Units Plan
- BB-01-1F dated 10th October 2025 – First Floor Plan
- BB-01-2F dated 10th October 2025 – Second Floor Plan
- FELS-1 dated 10th October 2025 - Flag Alley Elevation
- PELS-1 dated 10th October 2025 – Lord Street Elevation
- Rear Elevation dated 10th October 2025
- Inner Courtyard Cross Section dated 10th October 2025

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework, local policy S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. Prior to installation or works taking place the following details must be submitted to and approved in writing by the Local Planning Authority:
- 1 metre by 1 metre sample panel of brick with a quicklime/hot mortar mix panel, description of joint, profile and finish
 - 1 metre by 1 metre sample panel of render with detail on the render mix, final surface texture, the materials and method of installation

All brickwork, render and repointing must be completed in strict accordance with the approved sample panel of brick and render.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the listed building and the site to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. Prior to installation full details of all new, replacement or repaired timber windows, timber doors, timber surrounds, or any other joinery to a scale of 1:20, must be submitted to and approved in writing by the Local Planning Authority. Details must include the following:
- conditions report of all windows and doors
 - material
 - decorative/protective finish
 - cross sections for glazing bars, sills, heads and so forth. at a scale of 1:20
 - sample sections of the joinery work (glazing bars, sills and so forth) to be used
 - method of opening
 - method of glazing
 - colour scheme

The development must be completed in strict accordance with the approved details.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the site and the Gainsborough Conservation Area. To preserve the fabric and appearance of the host listed building and setting of the nearby listed buildings to accord with the National Planning Policy Framework and local policies LP17, LP25 and LP26 of the Central Lincolnshire Local Plan 2012-2036, NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. Prior to installation, details of the following external materials must be submitted to and approved in writing by the Local Planning Authority:

- Sample of the type of roofing material
- Rainwater goods;
- Fascia boards;

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the site and the Gainsborough Conservation Area. To preserve the fabric and appearance of the host listed building and setting of the nearby listed buildings to accord with the National Planning Policy Framework and local policies LP17, LP25 and LP26 of the Central Lincolnshire Local Plan 2012-2036, NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7. Prior to the removal of the existing shop front the following must be submitted to and approved in writing by the Local Planning Authority. Details must include the following:

- Method of removing the existing shop front
- Specification of repairs to wall behind the shop front
- materials, decorative/protective finish, cross sections for glazing bars, sills, heads, fascia and stall risers at a scale of 1:20, sample sections of the joinery work (glazing bars, sills and so forth) to be used, method of opening, method of glazing, colour scheme for the new shop front.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the site and the Gainsborough Conservation Area. To preserve the fabric and appearance of the host listed building and setting of the nearby listed buildings to accord with the National Planning Policy Framework and local policies LP17, LP25 and LP26 of the Central Lincolnshire Local Plan 2012-2036, NPP6, NPP7 and NPP18 of the Gainsborough Neighbourhood Plan and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. No powered tools of any type (for example, air-driven tools; electric angle grinders and so forth) must be used to cut back the masonry joints prior to repointing.

Reason: To ensure all repointing is done using an appropriate method to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

9. No cleaning of masonry must take place unless it is completed using low pressure (20-100 psi) surface cleaning using a nebulous water spray unless otherwise approved in writing by the Local Planning Authority. Before work begins, any other cleaning proposals must be approved in writing and carried out strictly in accordance with those details. Prior to the commencement of the cleaning works, a 1 metre by 1 metre test panel must be completed in an inconspicuous place on the building. All cleaning must be completed in strict accordance with the approved test panel and the method used.

Reason: To ensure all cleaning is done using an appropriate method to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10. Prior to installation, the position, type and method of installation of all Internal and external new and/or relocated services and related fixtures (for the avoidance of doubt this includes communications and information technology servicing), must be submitted to and approved in writing with the Local Planning Authority. This must include visible installations, or where ducts or other methods of concealment are proposed. The works must be installed in strict accordance with the approved details.

Reason: To ensure all new and relocated services are installed discreetly and using an appropriate method to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

11. Prior to installation, the position of all solar panels and cable routes must be submitted to and approved in writing by the LPA. The solar panels and cabling must be installed in strict accordance with the approved details.

Reason: To ensure all new and relocated services are installed discreetly and using an appropriate method to accord with the National Planning Policy Framework, local policies S53 and S57 of the Central Lincolnshire Local Plan 2023-2043, policy NPP6, NPP7 and NPP18 of the Gainsborough Town Neighbourhood Plan and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

12. No occupation must take place until details of a scheme for the disposal of foul/surface water (including any necessary soakaway/percolation tests) from the office and flats identifying connectivity and their position has been submitted to and approved in writing by the local planning authority. No occupation of the retail space or each individual flat and short term holiday let must take place until their individual drainage has been fully completed

in strict accordance with the approved scheme and retained as such thereafter.

Reason: To ensure adequate drainage facilities are provided to serve each dwelling, to reduce the risk of flooding and to prevent the pollution of the water environment to accord with the National Planning Policy Framework and local policy S21 of the Central Lincolnshire Local Plan 2023-2043.

Conditions which apply or relate to matters which are to be observed following completion of the development:

13. The short stay holiday let accommodation hereby permitted must only be used as holiday accommodation and must not be occupied as a person's sole or main place of residents. The owners/operators must maintain an up-to-date register of the names of all occupiers in individual caravans on the site, and of their main home addresses, and must make this information available at all reasonable times to the Local Planning Authority.

Reason: The principle of the holiday let has only been assessed in accordance with relevant visitor facility/business planning policies and not as a person's sole or main place of residents to accord with the National Planning Policy Framework, local policy S43 of the Central Lincolnshire Local Plan 2023-2043 and Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Listed Building Consent WL/2025/01087:

Conditions stating the time by which the development must be commenced:

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

Reason: To conform with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

2. No development must take place until a full program and methodology of all internal and external works have been submitted to and approved in writing by the Local Planning Authority.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

Conditions which apply or are to be observed during the course of the development:

3. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following proposed drawings:

- BP-01 dated 10th October 2025 – Block Plan
- BB-01-GF dated 10th October 2025 – Ground Floor Retail Units Plan
- BB-01-1F dated 10th October 2025 – First Floor Plan
- BB-01-2F dated 10th October 2025 – Second Floor Plan
- FELS-1 dated 10th October 2025 - Flag Alley Elevation
- PELS-1 dated 10th October 2025 – Lord Street Elevation
- Rear Elevation dated 10th October 2025
- Inner Courtyard Cross Section dated 10th October 2025

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans to safeguard the fabric and setting of the Grade II Listed Building to accord with the National Planning Policy Framework.

4. Prior to installation or works taking place the following details must be submitted to and approved in writing by the Local Planning Authority:

- 1 metre by 1 metre sample panel of brick with a quicklime/hot mortar mix panel, description of joint, profile and finish
- 1 metre by 1 metre sample panel of render with detail on the render mix, final surface texture, the materials and method of installation

All brickwork, render and repointing must be completed in strict accordance with the approved sample panel of brick and render.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

5. Prior to installation full details of all new, replacement or repaired timber windows, timber doors, timber surrounds, or any other joinery to a scale of 1:20, must be submitted to and approved in writing by the Local Planning Authority. Details must include the following:

- conditions report of all windows and doors
- material
- decorative/protective finish
- cross sections for glazing bars, sills, heads and so forth. at a scale of 1:20
- sample sections of the joinery work (glazing bars, sills and so forth) to be used
- method of opening

- method of glazing
- colour scheme

The development must be completed in strict accordance with the approved details.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

6. Prior to installation, details of the following external materials must be submitted to and approved in writing by the Local Planning Authority:

- Sample of the type of roofing material
- Rainwater goods;
- Fascia boards;

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

7. Prior to the removal of the existing shop front the following must be submitted to and approved in writing by the Local Planning Authority. Details must include the following:

- Method of removing the existing shop front
- Specification of repairs to wall behind the shop front
- materials, decorative/protective finish, cross sections for glazing bars, sills, heads, fascia and stall risers at a scale of 1:20, sample sections of the joinery work (glazing bars, sills and so forth) to be used, method of opening, method of glazing, colour scheme for the new shop front.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

8. No powered tools of any type (for example, air-driven tools; electric angle grinders and so forth) must be used to cut back the masonry joints prior to repointing.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

9. No cleaning of masonry must take place unless it is completed using low pressure (20-100 psi) surface cleaning using a nebulous water spray unless otherwise approved in writing by the Local Planning Authority. Before work begins, any other cleaning proposals must be approved in writing and carried out strictly in accordance with those details. Prior to the commencement of the cleaning works, a 1 metre by 1 metre test panel must be completed in an inconspicuous place on the building. All cleaning must be completed in strict accordance with the approved test panel and the method used.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

10. Prior to installation, the position, type and method of installation of all Internal and external new and/or relocated services and related fixtures (for the avoidance of doubt this includes communications and information technology servicing), must be submitted to and approved in writing with the Local Planning Authority. This must include visible installations, or where ducts or other methods of concealment are proposed. The works must be installed in strict accordance with the approved details.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

11. Prior to installation, the position of all solar panels and cable routes must be submitted to and approved in writing by the LPA. The solar panels and cabling must be installed in strict accordance with the approved details.

Reason: To safeguard the desirability and setting of the Grade II Listed Buildings to accord with the National Planning Policy Framework.

Conditions which apply or relate to matters which are to be observed following completion of the development:

NONE

Decision Level: Committee

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report

Agenda Item 7



Planning Committee

4 March 2026

Subject: Determination of Planning Appeals

Report by:

Director – Planning, Regeneration & Communities

Contact Officer:

Molly Spencer
Democratic and Civic Officer
Molly.Spencer@west-lindsey.gov.uk

Purpose / Summary:

The report contains details of planning applications that had been submitted to appeal and for determination by the Planning Inspectorate.

RECOMMENDATION(S): That the Appeal decisions be noted.

IMPLICATIONS

Legal: None arising from this report.

Financial: None arising from this report.

Staffing: None arising from this report.

Equality and Diversity including Human Rights: The planning applications have been considered against Human Rights implications especially with regard to Article 8 – right to respect for private and family life and Protocol 1, Article 1 – protection of property and balancing the public interest and well-being of the community within these rights.

Risk Assessment: None arising from this report.

Climate Related Risks and Opportunities: None arising from this report.

Title and Location of any Background Papers used in the preparation of this report:
Are detailed in each individual item

Call in and Urgency:

Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

Yes

No

Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

No

Appendix A - Summary

- i) Appeal by Mr Kerr against the decision of West Lindsey District Council to refuse planning permission for erection of a single storey 6-bedroom holiday let within existing walled garden at Moortown House Farm, Brigg Road, Moortown, Market Rasen, Lincolnshire LN7 6JA.

Appeal Dismissed – See copy letter attached as Appendix Bi.

Officer Decision – Refuse

Costs Allowed / Dismissed – see costs letter attached as Appendix Bia



Appeal Decision

Site visit made on 10 December 2025

by **Ann Veevers BA(Hons) PGDip(BCon) MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 06 January 2026

Appeal Ref: APP/N2535/W/25/3367019

**Moortown House Farm, Brigg Road, Moortown, Market Rasen, Lincolnshire
LN7 6JA**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
 - The appeal is made by Mr Kerr against the decision of West Lindsey District Council.
 - The application Ref is WL/2024/00698.
 - The development proposed is described as 'erection of a single storey 6-bedroom holiday let within existing walled garden'.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. Moortown House Farm is a Grade II listed building referred to on the National Heritage List for England as: 'Moortown House'¹. The appeal site comprises land within the historically associated walled garden of Moortown House. From the evidence before me, there is no disagreement between the main parties that the remaining two brick walls of the walled garden and the attached former coach house are curtilage listed buildings. Consequently, I have determined the appeal on this basis. As required by section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act), I have had special regard to the desirability of preserving the buildings or their settings or any features of special architectural or historic interest which they possess.

Main Issues

3. The main issues are:
 - whether the proposal would preserve the setting of the Grade II listed building Moortown House (the House); and,
 - whether the appeal site is a suitable location for the proposal having regard to relevant local policies relating to development in the countryside.

¹ List Entry Number: 1063440.

Reasons

Listed building

Special Interest and significance

4. Dating from the early 19th Century, the House is a country house of two storeys. It is constructed of brick and stucco and exhibits typical Regency architectural features including multi-paned sash windows, proportions, and polite symmetry, particularly to the front façade. Despite alterations and extensions made to the building during the 20th century, through its proportions, style and material, the building retains its authenticity and coherence as a good example of a 19th century country estate residence.
5. From the evidence before me, the special interest and significance of the House are largely derived from its historic and architectural interest. Its surviving historic fabric, traditional construction and materials and its purported association with Sir Joseph Paxton are important contributors in this regard. So too is special interest drawn from the building's architectural aesthetic that reflects the building's prominent status and evolution over time. The House is now used as a holiday let.
6. Of particular relevance to the appeal, special interest and significance also stems, in part, from the House's setting. It is surrounded by extensive gardens and landscaped grounds, including a walled garden and small lake. Evidence suggests the designed landscaped grounds and parkland surrounding the House is recognised as a site of interest on the Lincolnshire Historic Environment Record through its association with Sir Joseph Paxton as a pleasure ground associated with the estate. There are open views from the House to the south over the tennis court, formerly parkland, and beyond.
7. Between the House and the tennis court, and considered to be contemporaneous with the House, is an ashlar, octagonal stepped base and column Grade II listed 'Sundial at Moortown House'². The list entry describes the sundial being listed for its group value only. While I note that the plate of the sundial has recently been replaced, the age, elegance, and positional prominence of the structure close to the front entrance of the House contribute to its special architectural and historical interest.
8. Roughly to the north of the house lies an assorted arrangement of brick outbuildings including a two-storey former coach house. This has an ancillary barn-like character, reflected in its wide opening through which a small horse-driven coach could be driven. A former walled garden extends westwards from the north-west corner of the coach house. Several large, corrugated sheet farm buildings also lie to the north of the House. I saw at my site visit that these were still in agricultural use.
9. The sweeping driveway and gardens are the main spaces where the House is experienced and which contribute considerably to both its significance as an asset, as well as the ability to appreciate that significance. Beyond this intimate space, the coach house and what remains of the undeveloped former walled garden have ostensibly maintained a spatial and functional relationship with the House.

² List Entry Number: 1359778

10. Only the north and east walls of the walled garden remain, and some of their fabric has been lost which has somewhat compromised the historic form of the walled garden. Nevertheless, due to their age, remaining fabric and height, together with the western and southern tree lines and the remnant of the open grassed space between, ensures the historically designed walled garden is emulated. Overall, the remaining garden walls, the attached coach house and other brick outbuildings and surrounding wooded parkland provide a narrative to the historic development and operation of the estate and underpin the listed building's historic integrity. From the information before me, even if there is no emphatic evidence that the grounds of the House were designed by Sir Joseph Paxton, they, including the appeal site, make a considerable positive contribution to the setting and significance of the designated heritage asset, allowing appreciation of the building, its historic development, and the historic functioning of the estate.

Proposal and effects

11. The proposed 'L' shaped holiday let building would be single storey with a zinc and sedum covered flat roof. It would be glazed and timber clad and located in the north-west corner of the walled garden, close to the historic north wall. A former opening within this wall would be re-instated, providing pedestrian access to an eight-space parking area located outside the walled garden. An existing, largely grassed, track that runs from a farm track to the north of the House's complex to the proposed parking area would be 'stoned-up'.
12. The proposed building would result in the permanent loss of a large part of the open, undeveloped garden and would be a prominent feature. As a consequence, it would erode the legibility of the former walled garden as being historically ancillary to the House and disrupt the hierarchy of buildings and spaces within the setting of the listed building.
13. The proposed building would not be clearly seen when viewed from the House due to the distance and intervening coach house; and it would be no higher than the garden wall. However, the absence of a strong visual connection is not a determinative factor, as it is the physical form of the proposal and that would be harmful to the setting of the House, diminishing the positive contribution the undeveloped remaining walled garden makes to the assets' significance. Furthermore, due to the building's proximity to the wall, it would obscure a significant section of it. This would further diminish the importance of the curtilage listed wall and its historic functional link with the House, even if there was previously a glasshouse attached to the wall.
14. In addition, whilst I acknowledge a track runs along the outer edge of the northern garden wall which may have at some point in the past included stoned material, it is now predominantly grass. As a result of the location and length of the proposed track, and that the proposed parking area would encroach upon land that is currently vegetated, I find that cumulatively, these elements of the proposal would result in further fragmentation of the estate. The access and parking area would compete with, and detract from, the important contribution the walled garden and the wider parkland setting make to the significance of the listed building.
15. On this basis, even if the proposed holiday let building were of high quality materials and design, and a former opening within the wall was re-instated, the overall loss of green enclosure and the presence of parked cars in this location

would create a jarring feature within the setting of the House. Moreover, the proposal would create a clear separate residential section to part of the grounds of the House. Although the setting of a heritage asset is not fixed and can change and evolve over time, I find the proposal would sever the visual and functional relationship between the listed building and its historically associated walled garden, diminishing the legibility and authenticity of the site as a designed country house estate and adversely affecting its setting.

16. Although my attention has been drawn by the appellant to footings of a previous building within the walled garden, which I saw at my site visit, the building no longer exists. In any event, evidence suggests the footings are likely to be associated with previous glasshouses on the site related to the function of the land as a kitchen garden, not as a separate residential building as would be the case in this appeal.
17. Drawing all of the above together, I find that the proposal would harmfully diminish important attributes of the House's setting which would adversely affect how this designated heritage asset is experienced. In turn, it would lessen the positive contribution that its setting makes to its significance and the ability to appreciate that significance.
18. Insofar as related to this appeal, given the degree of separation, the appeal site does not contribute to the significance and special interest of the listed sundial. Accordingly, the proposal would not harm its setting and the effect on this listed building's significance would be neutral.
19. Nonetheless, in finding harm to the significance of the House, a designated heritage asset, the magnitude of that harm should be assessed. Planning Practice Guidance (PPG) requires the category of harm to be 'explicitly identified', and the extent of harm within that category to be 'clearly articulated'³. Given the nature and extent of the development and works, I find the harm to the significance of this Grade II listed building to be at the mid-point of the scale of 'less than substantial'. This carries considerable importance and weight.
20. Paragraph 215 of the National Planning Policy Framework (the Framework) advises that this harm should be weighed against the public benefits of the proposal, which includes securing the optimum viable use of the building.

Heritage balance

21. The proposal would be likely to bring investment and regular maintenance to the fabric of the listed building, including the garden walls and garden itself through income derived from the holiday let. This would be a heritage benefit. However, while in some circumstances conditions may be appropriate for securing heritage benefits, in this instance, there is insufficient certainty that the suggested condition to this end would meet the relevant tests and provide a suitable mechanism to ensure the delivery of such benefit. The absence of detail regarding purported repairs to dilapidated parts of the curtilage listed garden walls and the lack of a mechanism to secure the timely delivery of its restoration stated to be linked to funding arising from the appeal development therefore limits the weight to the public benefits from heritage conservation.

³ Paragraph: 018 Reference ID: 18a-018-20190723

22. It would be likely that the proposal would allow future occupants to appreciate the heritage value of the listed building and its wider parkland setting. Furthermore, the creation of wildflower and formal lawns and a kitchen garden could replicate the historic former use. Nevertheless, whilst I accept that risks of physical deterioration of heritage assets are best addressed through ensuring they remain in active use, that ought to be consistent with, rather than at the expense of, their heritage value which, in this case, would include an inappropriate residential building within a large section of the historic garden. I consider securing these benefits does not inevitably necessitate compromising on those qualities that are important to the listed building's significance. This tempers the weight afforded to this heritage benefit.
23. There would be economic benefits associated with the provision of holiday accommodation, which would potentially satisfy the identified demand for large group holidays and provide income and employment as part of a rural business and farm diversification. The wider local economy would also benefit from increased tourist activity and shorter term economic benefits would be associated with the construction phase. This outcome would flow from the proposal and is of a nature to be of benefit to the public at large. Although these are positive benefits, even if there are no other buildings within the wider site that could be converted to provide visitor accommodation, from the evidence before me, I am not persuaded that similar public benefits could not otherwise be achieved on the site or within the local area without the extent of harm identified. This notably lessens the degree of weight attached to this public benefit.
24. Taking all the above factors together, given the relative minor scale of the proposal, the cumulative extent of public benefits would be modest, and I attribute them moderate positive weight.
25. Paragraph 200 of the Framework is explicit in its requirement that any harm to, or loss of the significance of a designated heritage asset should require clear and convincing justification, which, in all of the respects outlined above, I find not to be the case in the appeal before me. Overall, the moderate weight that I ascribe to the public benefits which would accrue from the proposal is not sufficient to outweigh the considerable importance and weight that I attach to the harm I have found.
26. Accordingly, I conclude that the proposal would not preserve the setting of the Grade II listed building Moortown House and would harm its significance. This would conflict with the statutory presumptions set out in section 66(1) of the Act. It would also be contrary to policy S57 of the Central Lincolnshire Local Plan (CLLP) insofar as it seeks to ensure new development protects the significance of heritage assets (including their setting) by protecting and enhancing architectural and historic character, historical associations, landscape and townscape features and through consideration of matters including scale, design, architectural detailing, materials, siting, layout, mass and use. There would also be conflict with the provisions of the Framework which seek to conserve or enhance the historic environment.

Location

27. The appeal site is located in the countryside. Policy S43 of the CLLP relates to sustainable rural tourism and states that visitor accommodation in the countryside

will only be supported where it is demonstrated that one of three criteria are met. The appellant suggests the proposal would meet the requirements of policy S43(h) – that it relates to an existing visitor facility which is seeking redevelopment or expansion and is of a scale, form and design appropriate to its location.

28. Whilst the House is already in use as a holiday let and the proposal would provide additional visitor accommodation, for the reasons set out in the first main issue above, it would not be of a scale, form and design appropriate to its location since it would not preserve the setting of the listed building and would thus be harmful to its significance. Therefore, the proposal would not meet criterion (h) of policy S43. For the same reasons the proposal would not meet criterion (g) of Policy S43, nor would it meet criterion (f) because the proposal would be residential.
29. Consequently, the appeal site is not a suitable location for the proposal having regard to relevant local policies relating to development in the countryside. The proposal conflicts with policy S43 of the CLLP insofar as it seeks appropriately located tourism development.
30. The Council refer to policy S57 of the CLLP in relation to this main issue, but this policy relates to the historic environment and is addressed in the first main issue above. The Council also refer to a lack of need for a holiday let in the location of the appeal site. However, as neither policy S43 or S57 require an assessment of need, this matter is not determinative in my consideration of this main issue.

Other Matters

31. I acknowledge that there was engagement with the Council prior to submission of the application and while the application was under consideration. However, I have dealt with the appeal on its planning merits based on the evidence before me and found it would result in unacceptable harm.
32. I have had regard to the representations made in support of the proposal and have addressed the matters raised in my consideration of the main issues. In any event, this is a neutral matter rather than one that carries positive weight in favour of the proposal.

Conclusion

33. The proposal would conflict with the Act, the development plan and the Framework. There are no material considerations which indicate that the decision should be made other than in accordance with the development plan. Accordingly, for the reasons given, and having regard to all other matters raised, I conclude that the appeal should be dismissed.

Ann Veevers

INSPECTOR

By virtue of paragraph(s) 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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