

AGENDA

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

Planning Committee

Wednesday, 24th June, 2026 at 6.30 pm

Council Chamber - The Guildhall, Marshall's Yard, Gainsborough, DN21 2NA

Members:

- Councillor Ian Fleetwood (Chairman)
- Councillor Matthew Boles (Vice-Chairman)
- Councillor Jacob Flear
- Councillor John Barrett
- Councillor David Dobbie
- Councillor Adam Duguid
- Councillor Sabastian Hague
- 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 - 7)

- i) Meeting of the Planning Committee held on Wednesday, 27 May 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/2026/00415 - Nursery Vale, Morton, Gainsborough (PAGES 8 - 23)
- ii) WL/2026/00251 - The Old Blacksmiths, Templefield Road Northfield Lane, Willoughton (PAGES 24 - 42)
- iii) WL/2026/00290 - Highfield Cliff Farm, Shadows Lane Glenthams, Market Rasen (PAGES 43 - 52)

7. **Determination of Appeals** (PAGES 53 - 59)

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 60 - 71)

Paul Burkinshaw
Head of Paid Service
The Guildhall
Gainsborough

Tuesday, 16 June 2026

WEST LINDSEY DISTRICT COUNCIL

MINUTES of the Meeting of the Planning Committee held in the Council Chamber - The Guildhall, Marshall's Yard, Gainsborough, DN21 2NA on 27 May 2026 commencing at 6.30 pm.

Present: Councillor Ian Fleetwood (Chairman)
Councillor Moira Westley
Councillor Jacob Flear
Councillor John Barrett
Councillor David Dobbie
Councillor Peter Morris
Councillor Tom Smith
Councillor Jim Snee

In Attendance:
Sally Grindrod-Smith Director Planning, Regeneration & Communities
George Backovic Development Management Team Leader
Vicky Maplethorpe Development Management Officer
Owen Toop Senior Development Management Officer
Martha Rees Legal Advisor
Molly Spencer Democratic & Civic Officer

Apologies: Councillor Matthew Boles
Councillor Adam Duguid
Councillor Sabastian Hague

Membership: Councillor Moira Westley was appointed substitute for Councillor Matthew Boles
Councillor Peter Morris was appointed substitute for Adam Duguid

1 PUBLIC PARTICIPATION PERIOD

There was no public participation.

2 TO APPROVE THE MINUTES OF THE PREVIOUS MEETING

RESOLVED that the minutes of the Planning Committee meeting held on Wednesday, 29 April 2026, be confirmed and signed as an accurate record.

3 DECLARATIONS OF INTEREST

The Chairman declared a non-pecuniary interest against application WL -2026 -00176 on behalf of all Members of the Planning Committee that the applicant was a West Lindsey District Councillor known to Members. It was confirmed that no lobbying had been received

in respect of this application.

No further declarations were made.

4 UPDATE ON GOVERNMENT/LOCAL CHANGES IN PLANNING POLICY

The Director for Planning, Regeneration and Communities provided an update on planning committee reforms previously reported to Members. It was noted that the changes were expected to be implemented by 30 September 2026. A consultation response had been submitted and, whilst any amendments to legislation were awaited, preparation work was continuing.

Members were advised that an all-Member briefing would be arranged for the week commencing 13 July 2026. Following this, the Governance and Audit Committee would meet on 21 July 2026 to consider proposed changes to committee responsibilities, the responsibility for functions, and Officer delegations within the Constitution. These matters would then be referred to Full Council for consideration at its meeting on 7 September 2026, enabling implementation ahead of the anticipated commencement date.

It was reported that there had been no additional policy updates or new consultations since the previous meeting. However, reference was made to a recent ministerial address which indicated that significant reform of the planning system remained a government priority. Members of the committee were advised that a revised National Planning Policy Framework was expected to be published during the summer, that regulations concerning a national scheme of delegation were anticipated shortly, and that reforms to the role of statutory consultees were expected to be published prior to the summer recess.

Members were informed that a link to the full ministerial speech would be circulated for information. It was noted that Officers would continue to keep Members informed of developments and any implications for the Authority.

5 WL/2025/01162 - LOUISBERG ROAD, HEMSWELL CLIFF, GAINSBOROUGH

The Committee considered application WL/2025/01162 seeking permission for the conversion of a 3-bedroom dwelling into two 1-bedroom flats.

The Officer introduced the report and provided an update, advising that a typing error on page 16 of the report, should be corrected to read three parking spaces rather than two. The application site and proposed layout were outlined, including the creation of one flat at ground floor level and a second at first floor level. It was confirmed that no external alterations to the property were proposed.

Members were advised that the principal issue for consideration related to parking provision. The existing dwelling did not meet current parking standards, and the proposed

development would also fail to comply with policy requirements. However, it was the Officer's opinion that, whilst there would be a limited increase in demand for parking, this would not result in a significant adverse impact on highway safety or residential amenity. It was noted that parking was available within the surrounding area.

The Committee was informed that Hemswell Cliff Parish Council had submitted an objection, but no representations had been received from neighbouring properties. The proposed flats were considered to meet national space standards and to provide acceptable living conditions for future occupiers.

In the absence of public speakers, the Chairman commented on the application and indicated that he did not consider there to be any significant issues, noting that no objections had been raised by the Highway Authority. The Chairman therefore moved the Officer recommendation for approval.

During discussion, a Member of the Committee sought clarification regarding the parking standards applicable to the development. The Officer explained that the existing 3-bedroom dwelling would typically require 3 parking spaces, whilst the proposed flats would require 1 space per unit plus a visitor allowance to comply with policy.

The proposal to accept the Officer's recommendations was duly seconded and voted upon. It was therefore agreed that planning permission be **GRANTED** subject to the following 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. The development shall be carried out in accordance with the following plans:

BD557 A-101 P4 – Proposed Plans and Elevations

BD557 A-101 P2 - Site Location Plan (only)

Reason: To ensure the development proceeds in accordance with the approved plans and

to accord with the National Planning Policy Framework, Policy S53 of the Central Lincolnshire Local Plan 2023 and Policies 1 and 2 of the Hemswell Cliff Neighbourhood Plan 2023.

6 WL/2026/00176 - MAYFIELD, LINWOOD ROAD, MARKET RASEN

The Committee considered application WL/2026/00176 for the installation of ground mounted solar panels on land adjacent to Mayfield, Linwood Road, Market Rasen.

The Lead Officer advised of an update to the report, confirming that condition 3 should be removed and the conditions renumbered.

The Officer presented the application, outlining the site location and proposed development. It was noted that the solar panels would be positioned within a field adjacent to the existing dwelling. The application had been referred to Committee solely because the applicant was a Ward Member.

The Chairman invited the applicant to address the Committee as they had registered to speak; however, the applicant declined.

During discussion, a Member of the Committee noted that the application would ordinarily be determined under delegated powers and proposed that the application be approved. This was seconded.

There being no further debate, the proposal to accept the Officer's recommendations was duly seconded and voted upon. It was therefore agreed that planning permission be **GRANTED** subject to 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 written Ecological Mitigation & Enhancement Plan (EMEP) is submitted to and approved in writing by the local planning authority. The EMEP shall include: -
 - Details of any precautionary method statements for protected species
 - Must include Great crested newt specific mitigation such as sequential site clearance (with presence of a licenced ecologist) followed by newt exclusion fencing during construction and commitment to store all material during

- construction off ground
- Must Include ramping/covering of pits/trenches overnight
- Details of wildlife friendly landscaping/management within the applicant's ownership
 - Must include at least 1 native tree and Tussocky grass seed mixes (managed for amphibians) around and under the solar panels
- Details, specification and location of the following species enhancements incorporated on land within the applicant's control
 - 1x herptile hibernacula

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.

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 drawing: RDS 11843 / 10 (C) dated December 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 Plan.

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

None.

7 DETERMINATION OF APPEALS

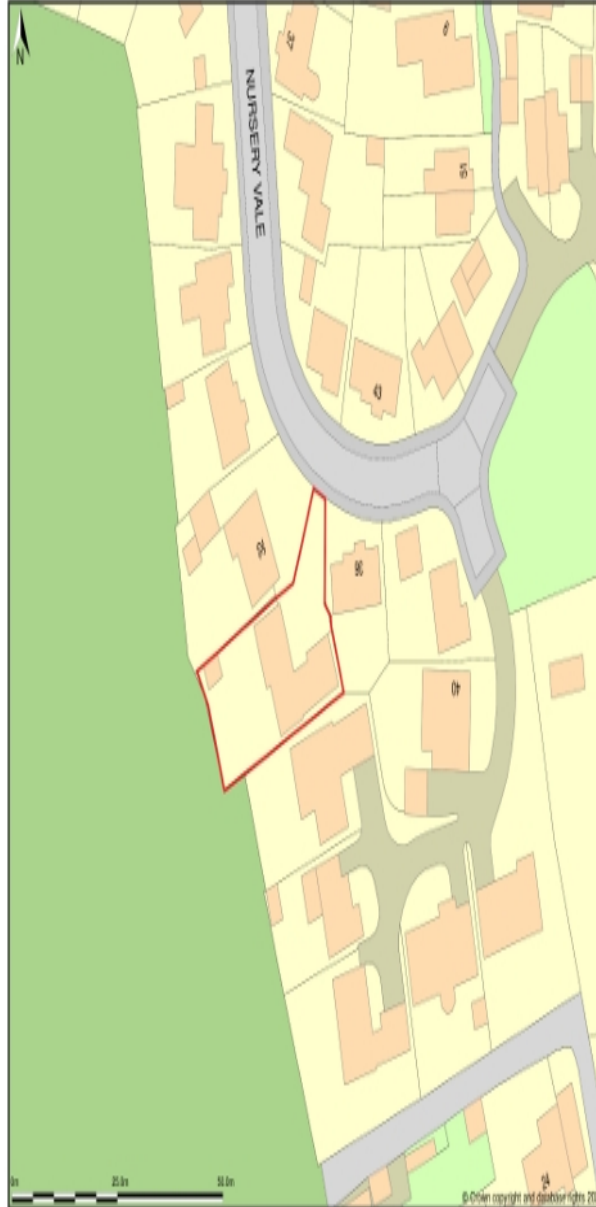
With no comments, questions or requirements for a vote the appeal decisions were **DULY NOTED.**

The meeting concluded at 6.51 pm.

Chairman

Agenda Item 6a

34, Nursery Vale, Morton, Gainsborough, Lincolnshire, DN21 3GE



Location Plan shows area bounded by: 480485.39, 391967.92 480626.81, 392109.34 (at a scale of 1:1250), OSGridRef: SK80559203. The representation of a road, track or path is no evidence of a right of way. The representation of features as lines is no evidence of a property boundary.

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Officers Report

Planning Application No: WL/2026/00415

PROPOSAL: Planning application for change of use of an existing dwellinghouse (use class C3) into a Children's Home (use class C2).

LOCATION:

34 NURSERY VALE

MORTON

GAINSBOROUGH

DN21 3GE

WARD: SCOTTER AND BLYTON

WARD MEMBER(S): Cllr Lesley Rowlings, Cllr Karen Carless, Cllr Liz Clews

APPLICANT NAME: The Shelton Property Group Limited

TARGET DECISION DATE: 30/06/2026

CASE OFFICER: Owen Toop

Recommended Decision: Recommend approval with conditions

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 local 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 south-west side of Nursery Vale, within the village of Morton which is north of the town of Gainsborough.

34 Nursery Vale is a detached residential property located in Morton, Gainsborough. Nursery Vale itself is an established residential area which comprises of a range of detached and semi-detached properties that are similar in architectural appearance. The area is a cul-de-sac with pedestrian links to Walkerith Road.

The site contains a private driveway with an associated double garage as well off-street parking. There is also a large rear garden. Boundary treatments include low walling at the frontage, with an open side boundary with the neighbouring property to the north, 32 Nursery Vale.

The application seeks planning permission for a change of use of the existing dwellinghouse (Use Class C3) to a Children's Home (Use Class C2).

Relevant Planning History

None relevant.

Relevant Planning Constraints

The site lies within Flood Zone 1 (low probability of flooding) and a Sand and Gravel Minerals Safeguarding Area.

Representations

Comments have been summarised, full versions of the representations received can be viewed on the Councils website using the following link:
[View and search planning applications | West Lindsey District Council](#)

Chairman/Ward member(s):

No representations received to date.

Morton Parish Council: Objects-

The objection is summarised as follows:

- Impact due to location within Flood Zone 3 (The Design and Access Statement states the site is within Flood Zone 1). Proximity to the River Trent.
- Vulnerability of users (The children are at a higher risk than others in a Flood Zone). Reference to Children Act 1989.
- Does not conform to Policy S23 as site is not located within a settlement of levels 1 to 4 of the Settlement Hierarchy. Inappropriate location due to being within Tier 5, small village. Morton does not form part of the Gainsborough urban area. Amenities are located approximately 2km way.
- Site proves inadequate parking for a commercial use which would spill onto the surrounding highway and hazards to highway safety and amenity. Reference to submitted staffing details which are more that what is expected at a residential dwellinghouse and of the previous foster home, at conflict with Policy S47.

Local residents/ Third Party Representations:

In some cases, multiple representations have been received from the same address. Objections have been received from the following addresses:

- 43 Nursery Vale
- 65 Nursery Vale
- 24 Nursery Vale
- 55 Nursery Vale

- 6 Nursery Vale
- 8 Nursery Vale
- 46 Nursery Vale
- 44 Nursery Vale
- 30 Nursery Vale
- 59 Nursery Vale
- 41 Nursery Vale
- 49 Nursery Vale
- 32 Nursery Vale
- 36 Nursery Vale

And are summarised as being based on the following grounds:

- Parking and Highway Safety
- Concerns with staffing arrangements and staff movements
- Impact on Local Character of the Area
- Impact due to increased noise and disturbance
- Lack of Consultation, from the Applicant and the Local Planning Authority
- Over concentration of Children's Homes in the area
- Conflicts with Morton Neighbourhood Plan and Central Lincolnshire Local Plan
- Impact on village cohesion
- Misleading information submitted with the application with regard to previous foster care use and the proposed information
- Inappropriate location due to lack of transport links and lack of amenities and things to do for the occupiers
- Impact on children from existing crime
- Impact due to increased anti-social behaviour.
- Impact on existing green space
- Impact on existing school infrastructure
- Impact on health infrastructure
- Impact on mental health
- Proximity to river trent and safety concerns for occupiers
- Concerns over the Provider and compliance with relevant legislation.

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.

The development proposals will generate a maximum of 10 vehicle trips per day, the site already has permission for Class C3 (dwelling house/foster home) use and this will generate a comparable amount of trips. It is therefore not be possible to raise an objection to the proposals based on traffic impact,

in accordance with the NPPF. The applicant has demonstrated adequate off street parking to accommodate the proposals. There is no precise definition of "severe" with regards to NPPF Paragraph 116, which advises that "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe." Planning Inspector's decisions regarding severity are specific to the locations of each proposal, but have common considerations: • The highway network is over-capacity, usually for period extending beyond the peak hours • The level of provision of alternative transport modes • Whether the level of queuing on the network causes safety issues In view of these criteria, the Highways and Lead Local Flood Authority does not consider that this proposal would result in a severe impact with regard to NPPF."

Lincolnshire Police:

No objections.

LCC Archaeology:

No archaeological input required

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)*

Relevant policies of the NP include:

MNP1: Sustainable Development Principles

MNP5: Local Character and the Design of New Development

[Neighbourhood planning | West Lindsey District Council](#)

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

The site is in a 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: *... "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>

Other Relevant Documents

'Planning for accommodation for looked after children' – Ministerial Statement
Made on 23.05.2023

[Written statements - Written questions, answers and statements - UK Parliament](#)

Main Considerations

- Principle of development:
- Character and visual appearance
- Residential amenity
- Highway safety and parking provision
- Flood Risk and Drainage
- Minerals
- Energy Efficiency
- Biodiversity 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 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 with 2 associated bedrooms.

The Manager and Deputy Manager would provide management oversight across the seven-day week and overlap for five days each week, looking at a maximum of 4 members of staff at any given one time.

Consideration should be given to a published Ministerial Statement (23.05.2023) which sets out that Local Planning Authorities should support the provision of new Children's Homes where appropriate to do so.

"The planning system should not be a barrier to providing homes for the most vulnerable children in society. When care is the best choice for a child, it is important that the care system provides stable, loving homes close to children's communities. These need to be the right homes, in the right places with access to good schools and community support."

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

Policy S23 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 Policy S23 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 is accompanied with a Planning Statement addressing this aspect of Policy S23:

“Policy S23 requires consideration of the “likely occupants” of the accommodation. In this case, the home is intended for children aged 7–17 and is not registered for physically disabled children (a separate Ofsted category). Children of this age can safely access local amenities on foot, and staff will accompany them where appropriate. The proximity of Gainsborough ensures access to a full range of services, supporting independence, community integration, and everyday family-like routines.”

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.’

There is a bus stop at Walkerith Road approx. 5 minutes walk (400m) at from the application site away 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.”*

It is noted that a number of objections have been received from the local community and the Morton Parish Council. Concerns have been raised with the nature of the use as impacting the character of the area, which can be defined as residential in nature at this location. The objections refer to the nature of the cul-de-sac and the comings and goings associated with a children’s home.

Visually, there are no external alterations to the property, and the building will continue to have the appearance of a residential dwellinghouse. In terms of the impact on the residential character of the area, this aspect will be covered in the *Residential Amenity* section of this committee report.

Concerns have also been raised with regards to a cumulative impact of children’s homes in the area. It is acknowledged that previous applications have been received in the village of Morton. Whilst the over-supply of children’s homes within a particular area may have the potential to unduly impact on the character of an area, it is not considered that this would be the case within Nursery Vale should permission be granted.

Having given consideration to the above, 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.”*

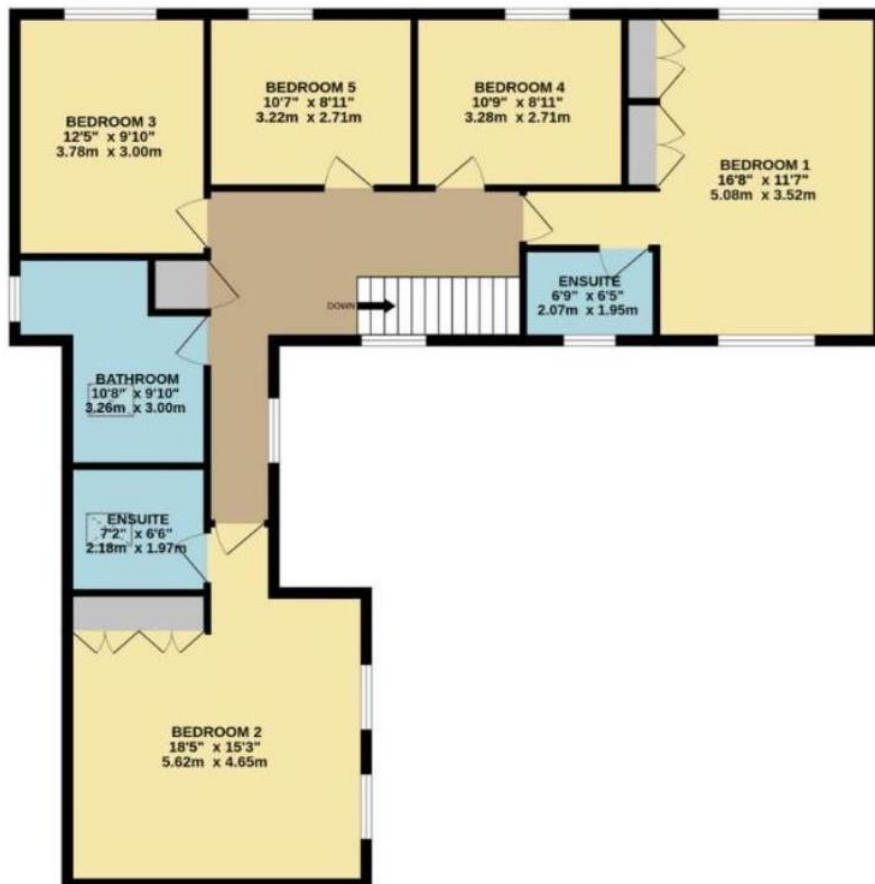
Policy MNP5 of the Morton Neighbourhood Plan states that: *“development should recognise and complement the local character of the area, respect the existing form and grain of development.”*

Residential properties and their gardens are located immediately adjacent to the north and south. To the east are also residential properties across the street, and to the west are open fields. It is noted that objections have been received from neighbouring residents on a number of grounds, which are

listed above. As noted, local policy requires an assessment into the impact of neighbouring residential amenity.

The proposed development would not see any physical changes to the existing property externally as mentioned and so there would therefore not be any physical impacts from development on the neighbouring properties residential amenities in relation to massing, overshadowing or overlooking. The potential impacts to the neighbours therefore arise from the proposed use of the property.

In this regard, the proposed development would be residential in nature. Three children would be at the property with 2 full time staff. The application details the following proposed layout with regard to bedrooms:



Proposed First Floor Layout

The proposed use would see the existing 5 bedroom dwelling used in a very similar way to its current use as a dwelling house other than the minor internal changes aforementioned. It is perfectly reasonable, in planning terms, to expect a 5 bedroom house to be occupied by the number of children and adults specified in this application. There would be a material difference to the existing situation as the adults would not be residents and would change on a shift pattern. However, these comings and goings are unlikely to be significant

and not materially different to those expected at any typical residential property in relation to the usual daily routine of school runs, sports clubs and trips to shops etc. which would take place. This is also considered to apply to use of the garden space by the children in that it would be no different from a family unit using their garden and as such this would not pose any additional impact on the residential amenities of the neighbouring properties.

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

There is also 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.

Based upon the above assessment, and having taken the public representations into account, it is 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 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 to a Children's Home for up to 3 children and 2 staff living at the dwelling all times. It is noted that objections highlight highway safety, amenity, traffic and parking as serious concerns.

As a point of clarification, the applicant has provided additional information with regard to staffing arrangements, as follows:

"The home will operate with a staffing ratio of two staff members to three children. The Manager and Deputy Manager provide management oversight across the seven-day week and overlap for five days each week, looking at a maximum of 4 members of staff.

The Manager and Deputy Manager are not additional members of staff routinely present at the home alongside the care team. Where the Deputy Manager undertakes a sleep-in shift, they would form part of the care staffing provision rather than being an additional member of staff.

Care staff work shifts of 24 hours or longer, including a sleep-in element, to provide continuity and consistency of care for the children. As a result, staffing changes and shift handovers are kept to a minimum.

In practical terms, the maximum number of staff present at the property at any one time would typically be two care staff, with the possibility of the Manager or Deputy Manager being present for management purposes.

During the five days when the Manager and Deputy Manager overlap, there may occasionally be up to four staff present for short periods, although this would not be the normal operating arrangement.

With regard to inspections and visitors, these would be relatively limited and would not generate significant additional activity at the property. Typical visits would include:

- An Ofsted inspection, generally undertaken approximately once every 12 months, 1 to 2 days.*
- Independent Regulation 44 visits, undertaken monthly, about 3 hours.*
- Twice weekly visits from a therapist to support the children's wellbeing and development, about 6 hours total*
- Social worker visits for individual children, typically around every six weeks, about 2 hours.*
- Occasional visits from healthcare professionals or senior management where required.”*

The traffic movements associated to the use are not expected to be significantly more than that for a single dwelling. It is not considered unreasonable, due to the size of the property, to expect the existing dwelling to be potentially wholly occupied by adults and therefore have the potential to generate trip numbers for more than what is being proposed in planning land use class terms.

The property benefits from an existing access point that will remain unaltered and the property has a double garage and a driveway. The applicant notes (on page 1 of the Design and Access Statement) that the site features ‘*four off-street car parking spaces*’. Appendix 2 of the CLLP sets out parking standards which require 3 car parking spaces for 5-bedroom dwellinghouses.

Whilst the proposal, if approved, would result in the site no longer operating as a 5-bedroom dwellinghouse (Use Class C3), it should be noted that proposed Children’s Home would also include 5 bedrooms (3 for children and 2 for staff). That 4 parking spaces are provided, and given that the site would remain residential in its nature, it is considered that the proposed development would not place any additional pressure on on-street parking in the area than that which would occur at a residential dwelling of this size.

There are also no on street parking restrictions in the area. As such, in the event that parking for the development would spill onto the main highway, this in itself would not be considered an adverse impact to highway amenity or safety.

The Local Highway Authority have considered the proposed development in detail with specific regard to highway safety, traffic, parking and amenity and

raises no objections to the proposed development. Paragraph 116 of the NPPF states that: *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.”*

Having regard to the above highway considerations and comments received, it is considered that there would not be an unacceptable impact on highway safety or amenity, and it is therefore considered that the proposal accords with Local Plan Policies S47 and S49.

Flood Risk and Drainage

As a point of clarification, it should be noted that the site is within Flood Zone 1 as defined by the Environment Agency (EA) Flood Maps for planning. Whilst the comments from the Parish Council are noted, the EA. These are the most up-to-date Flood Maps.

There are therefore no adverse impacts due to the low probability of flooding of the site being in Flood Zone 1, in accordance with Local Policy S21 of the CLLP and MNP1 of the Morton Neighbourhood Plan.

Again, there are no physical alterations to the property, and the foul and surface water drainage would be as it exists currently.

Minerals

The proposal is located within a Mineral Safeguarding Area. However, it is considered to be exempt from the requirements of Policy M11, being a change of use which would not intensify the use of the site with regard to mineral safeguarding.

Energy Efficiency

Policy S13: 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 Considerations

The public representations highlighting impacts on green infrastructure and educational infrastructure are noted. The proposed development for a Children’s Home of this scale is not considered to cause any adverse impacts in this regard.

In addition, the representation regarding impact on the future occupiers from existing criminal activity is noted. As part of the application, discussions have taken place with Lincolnshire Police with regard to the location of the Children’s Home and known crime incidents. Lincolnshire Police have confirmed that they have no objections to raise in this regard.

It should be noted that the Children’s Home would be located within an established residential area with land uses that operate in a similar residential capacity to what is being proposed. Moreover, the premises and children would have oversight from the on-site staff of the Children’s Home, which is regulated by Ofsted. The proposal is therefore considered to comply with Section 8 of the NPPF.

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:

- Site Plan – Produced on 27th March 2026
- Site Location Plan – Produced on 27th March 2026
- Proposed Floor Plans – Spring Hill House – Uploaded on 3rd May 2026

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

Prepared by : Owen Toop **Date :** 15/06/2026

Authorising Officer: D Peck . **Date:** 15/06/2026

Agenda Item 6b

Site Location Plan WL/2026/00251



Officers Report

Planning Application No: WL/2026/00251

PROPOSAL: Planning application for the change of use of the former blacksmiths to cafe & village shop.

LOCATION:

THE OLD BLACKSMITHS
TEMPLEFIELD ROAD / NORTHFIELD LANE
WILLOUGHTON
GAINSBOROUGH
DN21 5RZ

WARD: HEMSWELL

WARD MEMBER(S): Cllr P Howitt Cowan

APPLICANT NAME: Elizabeth Marshall

TARGET DECISION DATE: 08/05/2026 (Extension of time agreed until 26th June 2026)

CASE OFFICER: Danielle Peck

The application is referred to the Planning Committee for determination in line with the Councils constitution as the proposal would be a departure from Policy S49: Parking Provision of the Central Lincolnshire Local Plan. There is no off-road parking provision proposed as part of the development.

Recommended Decision: Grant planning permission with conditions.

Site Description: The application site comprises of an existing building, which historically has been used as a blacksmith's smithy, dating from around the 19th century. The site lies within the settlement of Willoughton and is located on a small 'island' of highway verge formed at the junction of Templefield Road and Northfield Lane. Adjoining land uses opposite to the highway surrounding the building mainly comprise of other residential properties, with a bus stop and open space located beyond the highway to the east/ south east.

The building is noted as being a "Significant Structure of Interest" within the Willoughton Neighbourhood Plan (Appendix 4). It is also noted on the Lincolnshire Historic Environment Record for its historic interest as a Smithy¹. It is therefore considered to be a non- designated heritage asset.

The Proposal: The application seeks permission to change the use of the existing workshop/ blacksmiths building to a café and shop. The building measures

¹ [MLI127870 - Former Smithy, Willoughton - Lincolnshire Heritage Explorer](#)

approximately c.14.4m by c.7.5m (max) and has a footprint of 70.2sqm. It is constructed from red brick and roof tiles.

The proposals would include internal and external alterations, including new windows and doors and a new roof covering. An oak framed pergola for outdoor seating would be located off the northern elevation. A pedestrian footpath and tactile crossing are proposed to the north of the building as shown on plan received 08/06/2026.

Representations:

Representations have been summarised, full versions of the comments received can be found on the Councils website using the following link: [West-Lindsey | Public Portal](#)

Cllr P Howitt- Cowan: As the District Cllr I am in 100% support of this welcomed application. For years this former Blacksmiths has stood many years deteriorating over time and looking very sad. This application if approved will rejuvenate the building whilst giving it a communal and commercial role. The Blacksmiths is I believe the surviving one of three that once served Willoughton and the surrounding area and is a heritage asset representing a bygone age and we must not lose it as Hemswell lost its forge. I think a change of use to a Tea shop come village shop is highly desirable both for the village and the immediate area. I am sympathetic to adverse comments relating to parking and that it is up to car owners to be responsible when parking their vehicles and I hope this will not lead to rejection as i fear for the future of this building of unique character and here we have a young couple with enthusiasm, drive and the investment to give it an extended life.

Willoughton Parish Council: Willoughton Parish Council support this application but with the following comments:

Whilst the Council are in favour of improving the facilities for the village and wish to support the preservation and enhancement of the Old Blacksmith's, concerns are expressed regarding designated parking not provided for the business and customers. On street parking is at a premium and already causes issues for residents and the school. Highway safety should not be compromised by the development. However, the Council could see no reason why customers could not park on the green area adjacent to the building and it is understood, previous owners enjoyed vehicular access to both sides of the building.

Local residents/ Third Party Representations:

Post Office, 2- 4 Templefield Road-

1. Inadequate Parking Provision- The application provides no defined parking spaces and relies on an unsupported assumption that most visitors will arrive on foot. Given the village population of approximately 321 and the distance to neighbouring villages (3–5 km), this is unrealistic. The development is therefore likely to generate significant car usage, leading to on-street parking congestion, particularly on Templefield Road.

2. Highway Safety Concerns- No Transport Statement or parking assessment has been submitted. The claim that there are “ample options” for parking is not evidenced. This fails to demonstrate compliance with Policy S7 (Accessibility and Transport).

3. Impact on Residential Amenity- The proposed café includes seating for up to 36 customers. This level of activity will result in increased vehicle movements, noise, and disturbance, particularly at weekends. As the nearest residential property, my home will be directly affected by on-street parking, customer activity, and general noise.

4. Unsustainable Scale of Development- The scale of the café is disproportionate to the size of the village and indicates reliance on visitors from outside the settlement. This contradicts the assumption of minimal traffic impact.

5. Internal Inconsistencies in the Application- The proposal is described as a “low-intensity community facility” while also aiming to increase footfall to ensure viability. This inconsistency raises concerns that the true level of activity has not been properly assessed.

Having reviewed the new uploaded architect drawings I would just like it noted that the distance to my property stated on the drawings are incorrect. It shows the distance to my property at 9.7m when in fact it is only 4.8m and feel these drawings accurately represent factual measurements.

8 Templefield Road, Willoughton- Objects- As a resident of a small village community, I am particularly concerned about the impact this development would have on our already limited infrastructure, especially in relation to parking and road safety. Our village was not designed to accommodate high volumes of traffic, and parking availability is already constrained for residents and visitors alike.

Of particular concern is the location of the proposed development directly opposite the primary school. This area already experiences increased traffic and congestion during school drop-off and pick-up times, with limited safe parking and high pedestrian activity, including young children.

The introduction of a café or shop is likely to attract additional vehicles throughout the day, many of which may coincide with peak school hours. The application does not appear to provide adequate off-street parking to support this increased demand. As a result, customers and delivery vehicles will likely rely on on-street parking, further exacerbating congestion in an already sensitive location.

This raises several serious concerns:

- Increased risk to child safety due to higher traffic volumes and reduced visibility from parked cars
- Additional congestion during peak school times, making drop-off and pick-up more hazardous
- Obstruction of access for emergency services and school-related transport
- Increased likelihood of unsafe or inconsiderate parking near the school entrance
- Harm to the character and tranquillity of the village

Small villages such as ours depend on careful, balanced development that respects both infrastructure limitations and community safety. Given the proximity to the primary school, this proposal presents clear and avoidable risks that have not been adequately addressed.

For these reasons, I respectfully request that the application be refused, or at the very least significantly revised to properly address parking provision, traffic management, and the safety of schoolchildren.

Thank you for taking the time to consider my objection. I would appreciate being kept informed of any updates or decisions regarding this application.

11 Northfield Lane, Willoughton- Objects- I wish to object to this planning application on the grounds of inadequate parking provision and the resulting impact on highway safety. The proposed development does not provide sufficient on-site parking to accommodate the expected number of vehicles, which will inevitably lead to overspill parking on surrounding streets, especially during school term time.

Local roads are already under significant pressure, with limited available parking for existing residents. Additional vehicles will increase congestion, obstruct visibility, and heighten the risk of accidents—particularly for pedestrians, cyclists, and emergency vehicles attempting to access the area.

The development, as submitted, fails to demonstrate that it can operate without causing unacceptable harm to the local road network. Until a realistic and compliant parking strategy is provided, I believe the application should be refused.

9 Vicarage Road, Willoughton- Supports- I would wholly like to support this application. Myself and my husband, although not a direct neighbour, we live very close to the proposed development and have looked at the planning application.

We have lived in Willoughton for 8 years and have often said how lovely it would be to have a shop/tearoom/cafe in the village. At the moment we have to travel to Kirton Lindsey or Hemswell Cliff to buy convenience foods. This development in the heart of the village would be extremely welcome and well used by the local residents and visitors alike.

In terms of the cafe, I believe this would also be frequented by the local residents but also by the many walkers and cyclists we have through the village on a daily basis, and I'm sure the parents dropping the children off in the mornings would welcome a coffee!

The local pub has a holiday cottage that is rented out most weeks, this would be a fantastic addition to the the village to make Willoughton a more desired location.

23 Vicarage Road, Willoughton- Neutral- I am unable to support or object to the planning application. I have to say I have positive and negative thoughts with regards to the application.

I would love nothing more than to have a local cafe and shop on our doorstep to be able to walk to and enjoy rather than having to get in our car and travel somewhere. Especially within a building someone is trying to preserve the heritage of rather than its state worsening in years to come.

However, I cannot fully support the application as the application has no proposal of parking on site.

The village already has many cars that park on the road, the cafe will bring in additional cars resulting in visitors parking roadside around the village which will in turn impact residents. There is a local school which doesn't have a car park therefore this area of the village already becomes congested at school start/end times and will worsen should planning be approved. Additional traffic from visitors who don't know the area could impose a risk to children leaving school and walking home/to parent's cars.

I would like to see some alterations to allow some room for even a few cars onsite, or if the applicants could make any arrangements locally for offsite parking in vacant areas/car parks within the village to provide safety for all.

LCC Highways and Lead Local Flood Authority:

03/06/2026: No objections- subject to conditions.

The revised pedestrian access and tactile crossing point to allow safe and sustainable access to the site is acceptable to the highway authority and will not have an unacceptable impact on highway safety.

27/04/2026: Recommend for refusal.

The site is bound by the public highway up to the building line of the proposal. The Highway Authority would not permit access to the site for the following reasons;

Utilities located within the land would make the proposed vehicle access unfeasible and a S184 permit would not be granted.

The location of the steps and ramp in the public highway would not be approved due to them being in close proximity to the road and the potential to have an unacceptable impact on highway safety.

Given the available space of the verge, it's unlikely that the steps or ramp would meet the accessibility criteria that would allow the license of a structure in the highway.

Therefore, it's considered that the site has no means of suitable access and the proposal would lead to an unacceptable risk to highway safety for drivers and users of the site.

LCC Archaeology: We welcome the proposal for a conservation-led scheme including checks for structural integrity, securing the long-term survival of the currently vacant building and its historic fittings as laid out in the provided Design and Access Statement and application form. Regarding section A6 of the Design and Access

statement we would welcome the provision of interpretation of the historic features within the proposed café space.

Based on what is currently known of the history of the building (Lincolnshire Historic Environment Record reference MLI127870) and its surviving in situ features, its location within the village on an elevated green, and the form including several apparent phases of construction, we would recommend a pre-determination Level 3 Building Recording be carried out prior to any and all works relating to WL/2026/00251 to properly assess and characterise the building prior to any alterations. This will provide clarity which is currently lacking on the significance of the historic nature and form of the building and will allow any subsequent repair work and interpretation to be undertaken from a more informed perspective. This is especially pertinent given the apparent history of the building and its prominent location within the layout of the village.

If you were minded to grant consent following this, any works breaking ground should be subject to archaeological monitoring by watching brief in order to properly record and assess any evidence relating to the construction of the building, and whether any remains pre-date its construction which may be expected given the prominent location and topography.

WLDC Conservation Officer: The Old Blacksmith is a NDHA so must meet Policy S57 to protect, conserve or enhance the historic environment. The proposal to renovate the Old Blacksmith and convert it into a Café protects and conserves the fabric and form of the building. The proposal does not propose any major changes apart from the introduction of a single door where a small window is located. The proposal also seeks to conserve the internal blacksmith workings of the bellows and fire pit which is a nice feature to illustrate the historical working of the property. The windows are proposed to be of a plastic 14mm double glazing which would negatively impact upon the properties aesthetic. A timber slimline glazing would be required here to better offer energy efficiency and protect the heritage asset's character. A condition for windows and doors is necessary.

We do not have any control on the internals of the building as it is not listed, however, the building is still a traditional build and requires the same special measures to ensure minimal harm is caused through inappropriate work. This building will need to breathe to ensure moisture is not trapped and cause further problems in the long term. Looking at the sectional details, I have concerns over the proposals for concrete floors and DPM barriers. As this is not controllable through planning I would request this information is passed on to the applicant and agent with only my best interest in enabling a building that can be retained and perform for its long-term future. The proposal would meet Policy S57 so I have no objections subject to conditions.

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 the Willoughton Neighbourhood Plan 2019.

Development Plan

- **Central Lincolnshire Local Plan 2023 –**

Relevant policies of the CLLP include:

- S1 The Spatial Strategy and Settlement Hierarchy
- S13 Reducing Energy Consumption in Existing Buildings
- S20 Resilient and Adaptable Design
- S21 Flood Risk and Water Resources
- S47 Accessibility and Transport
- S49 Parking Provision
- S53 Design and Amenity
- S57 The Historic Environment
- S60 Protecting Biodiversity and Geodiversity
- S61 Biodiversity Opportunity and Delivering Measurable Net Gains

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

- **Willoughton 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:

Policy 3: Design and Development Principles

Appendix 3- Willoughton Character Appraisal

Appendix 4- Non Designated Heritage Assets

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

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

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:

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;
- Heritage and Visual Impact
- Residential Amenity
- Highways and Parking
- Other Matters.

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 application site is located within the developed footprint of the settlement of Willoughton.

Willoughton is defined as a Small Village (Tier 6) within the settlement hierarchy in Policy S1 of the Central Lincolnshire Local Plan. Within such villages it states that; “*Well connected or well served small villages may receive some limited growth, primarily through allocations in this plan in order to achieve a balance between ensuring the vitality of the village and the rural character.*”

The NPPF supports a prosperous rural economy and para 88 states that;

88. Planning policies and decisions should enable:

- a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, new buildings;*
- b) the development and diversification of agricultural and other land-based rural businesses;*
- c) sustainable rural tourism and leisure developments which respect the character of the countryside; and*

d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

The application seeks permission to change the use of the existing building to a small-scale shop and café. The proposed use does not fall comfortably within any of the principle policies, either within the Central Lincolnshire Local Plan or the Willoughton Neighbourhood plan. The proposal is of a minor scale within a small village which could act as an informal community facility for use by occupiers of the village whilst also contributing towards the local economy. The proposal would also employ one full time employee and three part time employees.

In principle, the proposal is considered to be acceptable, this is subject to assessment of other material considerations including taking account of bringing an historic building back into a viable use.

Heritage and Visual Impact

Policy S53 of the Central Lincolnshire Local Plan states that; *“All development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.”*

The application site relates to an existing vacant building, which was historically used as a Blacksmiths. The site lies within the developed footprint of Willoughton, being adjoined by residential development to the north, south and west, with a bus stop and open space to the east beyond the highway.

The existing building was historically used as a Blacksmiths, the building has however now been vacant for a long period of time. Due to its age (c. 19th century) and historic use/ interest it is noted as being a non- designated heritage asset (NDHA) within the Willoughton Neighbourhood Plan as well as being noted on the Lincolnshire Historic Environment Record².

Policy S57 of the Central Lincolnshire Local Plan states the following in relation to NDHA's;

“Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention, though regard will be had to the scale of any harm or loss and the significance of the heritage asset. Any special features which contribute to an asset's significance should be retained and reinstated, where possible.”

The site is located within the Character Area of Templefield Road/ Middle Street as defined within the Willoughton Neighbourhood Plan. The description acknowledges that this area forms the core of the village and that many of the buildings appear as individual items rather than being part of clusters or collections.

² [MLI127870 - Former Smithy, Willoughton - Lincolnshire Heritage Explorer](#)

Criteria j of Policy 3 of the Willoughton NP states that:

j) existing buildings and structures of recognised heritage value, as identified on figures 9 and within Appendix 4, shall be protected from inappropriate development. New development shall take care to ensure that the setting of such heritage assets is not compromised, and where possible, efforts should be made to enhance and relate positively to the heritage asset and its wider setting;

The proposals include internal and external alterations to the building. Internally the building will be altered to form a shop and café area, the historic billows will be kept internally as part of the conversion. Externally, new windows, doors and a new roof will be installed. There is also a proposed oak frame pergola to be erected off the north elevation to allow for outdoor seating (up to 8no. seats). The proposed window, door and roof replacements are acceptable in principle subject to further details and specifications to be approved by the LPA prior to their installation. The installation of the timber pergola is minor and would not have a harmful impact upon the street scene or host building. The proposals would see a currently vacant NDHA brought back into use which whilst also improving its current appearance, within a prominent position in the village.

Overall, subject to conditions, the proposals would accord to Policies S53 and S57 of the Central Lincolnshire Local Plan and Policy 3 of the Willoughton NP.

Comments from LCC Archaeology- The comments from the Historic Environment Officer in relation to a historic building record are noted, it is however considered that a level 2 recording is most appropriate in this case. It is however not considered reasonable to request that this is done prior to the determination of this application and instead can be secured by a suitably worded condition prior to the conversion of the building. No ground works are proposed and therefore a watching brief will not be required. Subject to conditions, the proposals would accord to S57 and the NPPF in relation to archaeology.

Residential Amenity

Point 7 of Policy S53 of the CLLP states that all development proposals will;

“7. Uses

- a) Create or contribute to a variety of complementary uses that meet the needs of the community;*
- b) Be compatible with neighbouring land uses and not result in likely conflict with existing uses unless it can be satisfactorily demonstrated that both the ongoing use of the neighbouring site will not be compromised, and that the amenity of occupiers of the new development will be satisfactory with the ongoing normal use of the neighbouring site;*
- c) Not result in adverse noise and vibration taking into account surrounding uses nor result in adverse impacts upon air quality from odour, fumes, smoke, dust and other sources;”*

Point 8, criteria d of Policy S53 of the CLLP states that development proposals will;

d) 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;

The existing site is adjoined by existing residential uses to the south- west and north, beyond the highway. The proposals would introduce a modest size café and shop into this building. Concerns have been raised in relation to noise arising from the proposed use. The café would have indoor seating for up to 24 people, with external seating for 8 people. The external seating is located to the north of the building, away from the residential dwellings to the south, south/west.

Opening hours detailed on the application form are as follows;

Monday- Friday- 08:00- 18:00

Saturday- 08:00- 18:00

Sunday- 09:00- 17:00

These opening times are not considered to be unsociable hours in which any noise may be more apparent. Given the proposed opening hours and small scale of the proposal, it is not considered that there would be any harmful noise arising from the use that would be at the detriment to residential amenity.

There are no new extensions proposed which would impact upon neighbouring occupiers through overlooking or over dominance. Overall, the proposal would accord to Policy S53 of the Central Lincolnshire Local Plan and Policy D3 of the Willoughton NP.

Highways and Parking

Policy S47 of the CLLP states that; *Development proposals which contribute towards an efficient and safe transport network that offers a range of transport choices for the movement of people and goods will be supported.*

Policy S48 of the CLLP states that proposals will; *Priority should be given to the needs of pedestrians, cyclists, people with impaired mobility and users of public transport by providing a network of high-quality pedestrian and cycle routes.*

Highway safety has been cited as a concern by some of the representations received. There is no new vehicle access is proposed to or from the building. Negotiation has been carried out with the Highways department during the application to ensure that there is safe pedestrian accessibility to and from the building. The application proposes a pedestrian footpath to the north of the building with a large enough area for off road refuge, as well as a drop kerb/ tactile crossing on the opposite side of the road. The site is within a village location, where there are not significant levels of traffic, it is also within a 30mph area. It is considered that pedestrian safety should not be put at significant risk following the inclusion of these measures.

Policy S49 states the following in relation to parking provision for Non-Residential Development;

All other types of development should incorporate a level of car parking that is suitable for the proposed development taking into account its location, its size and its proposed use, including the expected number of employees, customers or visitors.

Policy 3 of the Willoughton Neighbourhood Plan states relates to design principles for new development and criteria k states the following;

k) provide adequate off-road parking; servicing and access arrangements in accordance with the most recently published standards by Lincolnshire County Council; and....

It is noted that many of the representations cite concerns with the lack of parking provision and how this may cause issues within the village. There is no allocated proposed parking provision to be associated with the development, the site is unique in that it is surrounded by highway and is essentially on an island. It is also to be noted that the grass verge element which surrounds the building is not within the ownership of the applicant. The users of the shop and café will therefore need to park vehicles on the surrounding streets. It is acknowledged that this area of the village is busier than others, given its proximity to the primary school. The building is within a central village location, which can easily be accessed on foot whilst also noting that there is a bus stop directly to the east of the site. It is also not anticipated that given the size of the café/ shop that significant numbers of visitors will be using the building at any one time.

Noting that this building is a non- designated heritage asset which will be brought back into use, securing its long-term future, it is considered that the absence of on-site parking provision is acceptable in this instance.

Biodiversity Net Gain

The 10% BNG is mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Developers must deliver a BNG of 10% This means a development will result in more or better quality natural habitat that there was before development.

There are some exemptions to this requirement, one of which is development proposals meeting with the de- minimis exemption (ticked on the application form), the NPPG details this as follows;

- *the development must not impact on any onsite priority habitat; and*
- *if there is an impact on other onsite habitat, that impact must be on less than 25 square metres (e.g. less than a 5m by 5m square) of onsite habitat with a biodiversity value greater than zero and on less than 5 metres of onsite linear habitat (such as a hedgerow)*

The proposals would not impact more than 25 square metres of on site habitat and would be exempt from being subject to the biodiversity net gain condition. Given that

the surrounding land is not within the ownership of the applicant, there are no other opportunities to provide biodiversity through on site landscaping in this case.

Other matters:

Drainage: The proposals would now require surface and foul water provision. The application has not been submitted with any detailed proposals; a suitably worded condition will ensure that a detailed scheme is provided to be approved by the LPA.

Conclusion and Planning Balance: The proposed development has been assessed against policies S1 The Spatial Strategy and Settlement Hierarchy, S13 Reducing Energy Consumption in Existing Buildings, S20 Resilient and Adaptable Design, S21 Flood Risk and Water Resources, S47 Accessibility and Transport, S49 Parking Provision, S50 Community Facilities, S53 Design and Amenity, S57 The Historic Environment, S60 Protecting Biodiversity and Geodiversity and S61 Biodiversity Opportunity and Delivering Measurable Net Gains of the Central Lincolnshire Local Plan and the policies within the Willoughton Neighbourhood Plan in the first instance, as well as guidance contained within the NPPG and the provisions of the NPPF.

In the planning balance, the proposals would provide a small scale, local rural community facility within a small village. The development would also see the restoration and re use of a non designated heritage asset which is supported by local and national policy, it would also secure its long term future. Negative weight is however given to the lack of dedicated parking provision in this case. Overall, it is considered that lack of parking provision is outweighed by the benefits the scheme would bring, along with the fact that safe pedestrian access can be achieved in light of the amended plans.

In light of the above, the application is recommended for approval subject to conditions.

Decision Level: Committee

RECOMMENDED 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:

Drawing no. 001 Rev J, dated 04/06/2026.

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.

3. The development hereby permitted shall be undertaken in accordance with a Construction Management Plan and Method Statement that shall first be approved in writing by the Local Planning Authority. The Plan and Statement shall indicate measures to mitigate the adverse impacts of vehicle activity and the means to manage the drainage of the site during the construction stage of the permitted development. It shall include;

- the on-site parking of all vehicles of site operatives and visitors;
- the on-site loading and unloading of all plant and materials;
- the on-site storage of all plant and materials used in constructing the development;
- wheel washing facilities;

Reason: In the interests of the safety and free passage of those using the adjacent public highway and to ensure that the permitted development is adequately drained without creating or increasing flood risk to land or property adjacent to, or downstream of, the permitted development during construction.

4. The development hereby permitted shall not be brought into use until the pedestrian footpath to the north of the building has been installed and completed.

Reason: In the interests of highway safety, including the safety of pedestrian accessing the site, in accordance with Policy S47 of the Central Lincolnshire Local Plan.

5. The conversion works hereby approved shall not take place until an Historic Building Record has been submitted to and approved in writing by the Local Planning Authority. The recording should be to Level 2 as described in Historic England's- A Guide to Good Recording Practice.

Reason: To ensure the appropriate recording of the historic building in a manner proportionate to its importance in accordance with policy S57 of the Central Lincolnshire Local Plan and guidance within the NPPF.

6. Prior to the installation of any new or replacement windows and doors, drawings to a scale of 1:10, showing the following information shall be submitted to and approved in writing by the Local Planning Authority. The development shall only proceed in accordance with the approved details.

- Materials, including colour and finish;
- Method of glazing;
- Method of opening;

Reason: In the interests of protecting the appearance of the host NDHA and the character of the street scene to be in accordance with Policies S53 and S57 of the Central Lincolnshire Local Plan.

7. Prior to their use in the development hereby approved, details, including specifications of the following materials shall be submitted to and approved in writing by the Local Planning Authority. The development shall only proceed in accordance with the approved details.

- Roof tile to be used;
- Treatment of verges and barge boards;
- Any flues, vents or other external pipework;
- Treatment and/or finish of pergola.

Reason: In the interests of protecting the appearance of the host NDHA and the character of the street scene to be in accordance with Policies S53 and S57 of the Central Lincolnshire Local Plan.

8. Any new or replacement guttering to be used in the development hereby permitted shall be black cast iron unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of protecting the appearance of the host NDHA and the character of the street scene to be in accordance with Policies S53 and S57 of the Central Lincolnshire Local Plan.

9. The development hereby permitted shall not be brought into use 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.

Reason: To ensure adequate drainage facilities are provided to serve the development in accordance with Policy S21 of the Central Lincolnshire Local Plan 2023.

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

10. The opening hours of the development hereby approved shall be in strict accordance with the following opening hours, unless otherwise agreed in writing by the Local Planning Authority.

Monday- Friday- 08:00- 18:00

Saturday- 08:00- 18:00

Sunday- 09:00- 17:00

Reason: In the interests of residential amenity in accordance with Policy S53 of the Central Lincolnshire Local Plan.

Notes to Applicant

Highways

Please contact the Lincolnshire County Council Streetworks and Permitting Team on 01522 782070 to discuss any proposed statutory utility connections, Section 50 licences and any other works which will be required within the public highway in association with the development permitted under this Consent. This will enable Lincolnshire County Council to assist in the coordination and timings of these works. For further guidance please visit the Highway Authority's website via the following link: Traffic Management - <https://www.lincolnshire.gov.uk/traffic-management>

The highway improvement works referred to above are required to be carried out by means of a minor works legal agreement between the landowner and the County Council, as the Local Highway Authority. For further guidance please visit our website: <https://www.lincolnshire.gov.uk/adopting-improving-roads-footpaths>

Biodiversity Net Gain

Unless an exception or a transitional arrangement applies¹, the effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for the development of land in England is deemed to have been granted subject to the condition "(the biodiversity gain condition") that development may not begin unless:

- (a) a Biodiversity Gain Plan² has been submitted to the planning authority, and
- (b) the planning authority has approved the plan.

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan in respect of this permission would be West Lindsey District Council.

Biodiversity Gain Plan

The biodiversity gain plan must include/accompanied by³:

- (a) information about the steps taken or to be taken to minimise the adverse effect of the development on the biodiversity of the onsite habitat and any other habitat;
- (b) the pre-development biodiversity value of the onsite habitat;
- (c) the post-development biodiversity value of the onsite habitat;
- (d) any registered offsite biodiversity gain allocated to the development and the biodiversity and the biodiversity value of that gain in relation to the development;
- (e) any biodiversity credits purchased for the development;

- (f) any information relating to irreplaceable habitat making up onsite habitat
- (g) information about steps taken or to be taken to minimise any adverse effect of the development on, and arrangements for compensation for any impact the development has on the biodiversity of, any irreplaceable habitat⁴ present within the onsite baseline.
- (h) any additional information requirements stipulated by the secretary of state⁵.

The effect of section 73D of the Town and Country Planning Act 1990

If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission (“the earlier Biodiversity Gain Plan”) there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.

Those circumstances are that the conditions subject to which the section 73 permission is granted:

- i. do not affect the post-development value of the onsite habitat as specified in the earlier Biodiversity Gain Plan, and
- ii. in the case of planning permission for a development where all or any part of the onsite habitat is irreplaceable habitat the conditions do not change the effect of the development on the biodiversity of that onsite habitat (including any arrangements made to compensate for any such effect) as specified in the earlier Biodiversity Gain Plan.

¹ listed exemptions from Statutory BNG and transitional arrangements can be found at [Biodiversity net gain: exempt developments - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/biodiversity-net-gain-exempt-developments). The LPA advises that all perceived exempt applications complete a Statutory Metric Baseline Assessment prior to commencement. Should the relevant exemption cease to apply following commencement, a higher value precautionary assessment will be required if an appropriate pre-commencement baseline was not conducted.

² The Statutory Biodiversity Gain Plan template can be found at <https://www.gov.uk/government/publications/biodiversity-gain-plan>

³ Minimum legal requirements for the Biodiversity Gain plan can be found at [https://www.legislation.gov.uk/ukpga/2021/30/schedule/14#:~:text=paragraph%2015\).-,Biodiversity%20gain%20plan,-14](https://www.legislation.gov.uk/ukpga/2021/30/schedule/14#:~:text=paragraph%2015).-,Biodiversity%20gain%20plan,-14)

⁴ Irreplaceable habitats for the purposes of Biodiversity Net Gain are defined by Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024. A full list of irreplaceable habitats can be found at <https://www.legislation.gov.uk/uksi/2024/48/schedule/made>

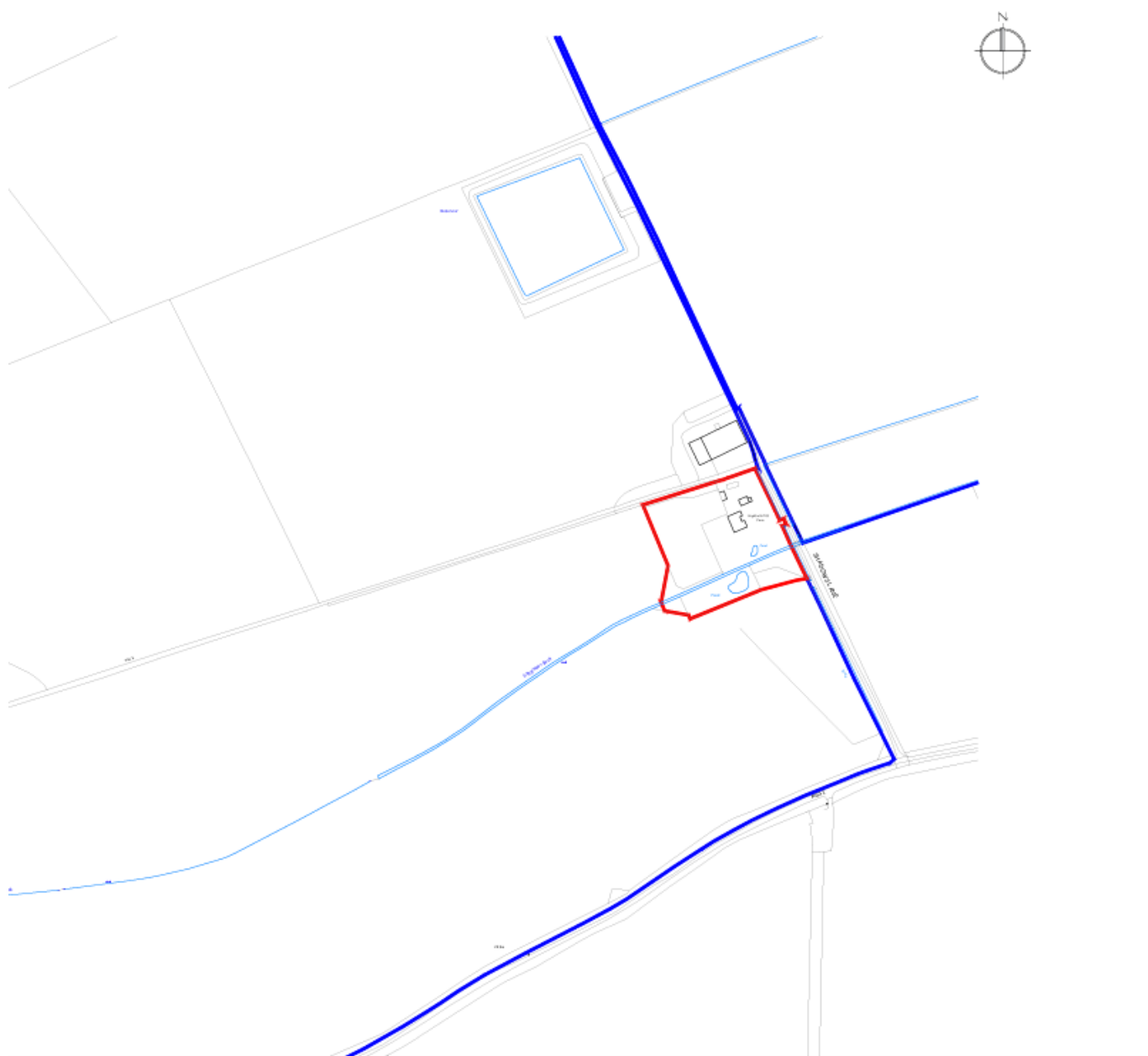
⁵ Additional information required is outlined by Articles 37C(2) [Non Phased] 37C(4) [Phased] of The Town and Country Planning (Development Management Procedure) (England) Order 2015 and may be subject to the nature of your application <https://www.legislation.gov.uk/uksi/2015/595#:~:text=Additional%20content%20of%20plan>

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/2026/00290

PROPOSAL: Reserved Matters Planning application to erect dwelling and garage/store in connection with agriculture, granted outline planning permission on 13 July 1988 (W35/556/88) being removal of condition 1 of planning permission W35/63/89 granted 27 February 1989 re: occupancy condition.

LOCATION: HIGHFIELD CLIFF FARM SHADOWS LANE GLENTHAM
WARD: Waddingham and Spital
WARD MEMBERS: Cllr A M Duguid
APPLICANT NAME: Mr Adam Duguid (A M Duguid & Son)

TARGET DECISION DATE: 26/06/2026
DEVELOPMENT TYPE: Minor - Dwellings
CASE OFFICER: Richard Green

RECOMMENDED DECISION: Refusal.

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

Description: The site is a 2 storey 4/5 bed detached farmhouse located in the open countryside, approximately 1.26 kilometres to the west of the centre of Glentham. The site is accessed off the A631 to the south via a single metalled track. The site is located within Flood Zone 2 (medium probability) and there is a claimed Public Right of Way (Glentham DMMO 634) running to the south of the site close to the A631.

The site was granted outline permission (W35/556/880) in July 1988 to erect a farmhouse and a subsequent application for outstanding reserved matters (W35/63/89) was approved in February 1989. This was subject to an "agricultural workers" condition as follows:

- 1 The occupation of the dwelling shall be limited to a person solely or mainly employed, or last employed, prior to retirement, locally, in agriculture as defined in Section 290 of the Town and Country Planning Act 1971, or in forestry or a dependant of such a person residing with him (but including a widow or widower of such a person).

Reason:-

- 1 The site is in a rural area where it is the policy of the district planning authority, in the interests of safeguarding the rural character and appearance of the area, not to permit development unless it is required to meet a local agricultural need. Permission has been granted only in the light of agricultural need.

This application now seeks to vary the permission by removing the condition and

agricultural workers tie.

The accompanying planning statement explains the house was built in 1989 and was sought at that time *"as Highfield Cliff Farm had no agricultural worker's dwelling available from which the then agricultural holding could be managed/operated. Highfield Cliff Farm had been part of the Norton Place Estate but by 1989 it had been sold off and had become a freestanding agricultural holding."*

It explains *"Highfield Cliff Farm, extending to approximately 138 hectares/341 acres, and its farmhouse were brought back into the Norton Place Estate and the Estate's farm manager occupied the house from November 2010 as part of his employment package. This arrangement continued to August 2025."*

However, the Farm Manager has acquired his own property nearby and has now vacated the property. It explains that Norton Place Estate has a number of residential properties across the holding, *"all... fully let to workers involved in the various Estate operations"*.

It advises that their letting agent *"have advised that, with the tie, the property should command a rent of at least £1,250 per calendar month. They have commented, however, that they are unable to identify any demand from an appropriately qualified tenant. Similarly, they are of the view that the capital value, with the tie, is £400,000 to £500,000 and, again, there is no perceivable demand. These figures are all considered to be out of the reach of an agricultural worker. The word 'locally' contained in the condition also has a significant bearing on its marketability."*

The application therefore seeks to remove the condition in order that the dwelling can be sold / let on the open market, without being tied to an agricultural worker.

Relevant history:

W35/556/880 - Outline application to erect farmhouse. Granted 13/07/88.

W35/63/89 – Reserved Matters to erect dwelling and garage/store in connection with agriculture, granted outline planning permission on 13 July 1988 W35/556/88). Granted 27/02/89.

Representations received (in summary):

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

Parish Council: No representations received to date.

Local residents/Occupiers: No representations received to date.

LCC Highways/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.

Shire Group IDB: Standard response no obstruction within 9 metres of a watercourse and surface Water disposal.

LCC Archaeology: No archaeological input is required.

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).

Development Plan:

The following policies are particularly relevant:

Central Lincolnshire Local Plan adopted 2023 (CLLP):

Policy S1: The Spatial Strategy and Settlement Hierarchy

Policy S5: Development in the Countryside

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

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.

In particular Paragraph 82 states 'In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs, including proposals for community-led development for housing. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs, and consider whether allowing some market housing on these sites would help to facilitate this.' and

Paragraph 84 states 'Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

a) *there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;*

b) *the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;*

c) *the development would re-use redundant or disused buildings and enhance its immediate setting;*

d) *the development would involve the subdivision of an existing residential building;*
or

e) *the design is of exceptional quality, in that it:*

i. is truly outstanding, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and

ii. would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area.'

- **National Planning Practice Guidance**

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

In particular Paragraph: 010 Reference ID: 67-010-20190722 of NPPG states that 'considerations that it may be relevant to take into account when applying paragraph 79a of the NPPF could include:

- evidence of the necessity for a rural worker to live at, or in close proximity to, their place of work to ensure the effective operation of an agricultural, forestry or similar land-based rural enterprise (for instance, where farm animals or agricultural processes require on-site attention 24-hours a day and where otherwise there would be a risk to human or animal health or from crime, or to deal quickly with emergencies that could cause serious loss of crops or products);
- the degree to which there is confidence that the enterprise will remain viable for the foreseeable future;
- whether the provision of an additional dwelling on site is essential for the continued viability of a farming business through the farm succession process;
- whether the need could be met through improvements to existing accommodation on the site, providing such improvements are appropriate taking into account their scale, appearance and the local context; and
- in the case of new enterprises, whether it is appropriate to consider granting permission for a temporary dwelling for a trial period.

Employment on an assembly or food packing line, or the need to accommodate seasonal workers, will generally not be sufficient to justify building isolated rural dwellings.

<https://www.gov.uk/guidance/housing-needs-of-different-groups>

- **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

This application is made under section 73 and therefore considers only the matter of whether to grant a new permission without the planning condition, or to refuse the application.

The following report will consider if there are any changes in circumstance that means that Condition 1 of W35/63/89 no longer meets the following six tests contained in Paragraph 55 of the NPPF:

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.

- Current Policy Context
- Removal of Condition 1 of W35/63/89
- Other Matters

Assessment:

Current Policy Context

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

Despite the passage of time since the original approval, the site remains in an isolated rural location for planning purposes. The effect of removing the condition is the grant of a fresh planning permission which would enable the property to be let or sold to any person and would no longer be restricted persons employed (or last employed) in agriculture or forestry (or the dependents thereof).

The policies in force at the time permission was granted in 1989 are no longer applicable, and this application needs to be assessed against today's policies - namely, the policies of the Central Lincolnshire Local Plan, along with any relevant policies in the NPPF (a material consideration).

Firstly, it is relevant to note that policies which seek to avoid the provision of an isolated home in the countryside remain in force today. Paragraph 84 of the NPPF states that decisions should avoid the development of isolated homes in the countryside unless in the above specified circumstances.

This is also reflected in Policy S5 of the Central Lincolnshire Local Plan.

Local Policy S5 Part D of the Central Lincolnshire Local Plan states that *'new dwellings will only be acceptable where they are essential to the effective operation of rural operations listed in tier 8 of Policy S1 (agriculture, horticulture, forestry, outdoor recreation, transport or utility services). Applications should be accompanied by evidence of:*

- a) Details of the rural operation that will be supported by the dwelling;*
- b) The need for the dwelling;*
- c) The number of workers (full and part time) that will occupy the dwelling;*
- d) The length of time the enterprise the dwelling will support has been established;*
- e) The commercial viability of the associated rural enterprise through the submission of business accounts or a detailed business plan;*
- f) The availability of other suitable accommodation on site or in the area; and*
- g) Details of how the proposed size of the dwelling relates to the needs of the enterprise.*

Any such development will be subject to a restrictive occupancy condition.'

It therefore remains the case that if planning permission was being sought today, it remains as national and local policy that such a property would be subject to a restrictive occupancy condition in order to be policy compliant, as it was in 1989.

It therefore falls to be considered as to whether there are any changes in circumstance that means it no longer meets the following six tests contained in Paragraph 55 of the NPPF. The framework makes it clear that planning conditions should be kept to a minimum, and only used where they satisfy the 6 tests below:

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.

Removal of Condition 1 of W35/63/89

The agent has submitted the following supporting information and evidence to support their application to remove the occupancy condition:

- The application form states that the owner has been unable to identify any qualifying person. This is further underlined by the affordability of the property to such a suitable person.
- A planning statement has been submitted which states the following :
 - *'In July 2025, the farm manager announced that he had acquired his own property nearby and would be vacating the farmhouse the following month. He will remain as the farm manager for the foreseeable future, thereby leaving a vacant house on the Estate.*
 - *Norton Place Estate has a number of residential properties across the holding, and all that accommodation is fully let to workers involved in the*

various Estate operations. There are no workers requiring accommodation either now or in the foreseeable future.

- *The Applicant immediately sought to find a new occupant who could fulfil the Section 336 planning condition. Their regular letting agents, Perkins George Mawer & Co of Market Rasen, have advised that, with the tie, the property should command a rent of at least £1,250 per calendar month. They have commented, however, that they are unable to identify any demand from an appropriately qualified tenant. Similarly, they are of the view that the capital value, with the tie, is £400,000 to £500,000 and, again, there is no perceivable demand. These figures are all considered to be out of the reach of an agricultural worker. The word 'locally' contained in the condition also has a significant bearing on its marketability.*
- *The Applicant has reasonably established that there is no demand for a large dwelling with an agricultural tie such as this and requests that favourable consideration is given to this application.'*
- A letter has been submitted from Perkins George Mawer & Co (Chartered Valuation Surveyors and Estate Agents which states *'based on their experience of marketing large properties with agricultural ties demand has generally been low. Norton Place has successfully rented one such property in the last year to a farmhand but it is uncommon for us to be asked to market a property with an agricultural tie. Generally, one bedroomed flats with a rental value of £350-£550 per calendar month are the most suitable accommodation for agricultural workers. In addition, some farm workers maybe working from home already or already have a second home, and therefore do not require large accommodation and would not be able to afford the high rent.'*

The applicant seems to be therefore reliant on the advice of their letting agent who has stated that *"that they are unable to identify any demand from an appropriately qualified tenant.*

We have sought clarity on this matter and further correspondence from the letting agent has been provided. This states:

"Based on our experience marketing large properties with agricultural ties, demand has generally been low. For example, when we advertised a property subject to an agricultural tie, the enquiries received were largely from applicants who did not work within the required industry. As a result, the owners applied to the council to have the tie removed. Overall, and despite our strong agricultural connections, we rarely receive enquiries specifically seeking properties with an agricultural tie."

Whilst some weight may be attached to the experience of the local letting agent, it does not appear that there has been any genuine attempt to market the property at a rate that reflects the occupancy condition, or to test the local market for any interest or demand from local agricultural workers, which could have been taken into consideration.

The letting agent further states:

"Norton Place has successfully rented one such property within the past year to a farmhand. However, as agents, we do not consistently see strong demand from agricultural workers, as many farmers tend to house workers within their own properties or retain accommodation specifically for seasonal staff. Consequently, it is uncommon for us to be asked to market a property with an agricultural tie or to receive enquiries about available properties subject to such restrictions. "

Whilst the knowledge and experience of the letting agent is acknowledged, there appears to be no evidence that this has been tested through a suitable marketing exercise. No evidence of a suitable and comprehensive marketing exercise has been submitted with the application which shows that such an exercise has been carried out for a suitable length of time, targeting an appropriate audience and at an appropriate price to reflect the occupancy restriction.

There is therefore limited evidence before the local planning authority that would demonstrate that an occupancy condition is no longer necessary or reasonable.

As stated, planning policy still requires occupancy conditions to be placed on isolated homes and so it still remains relevant to planning.

It has not been adequately demonstrated that the dwelling is no longer suitable as rural worker accommodation or that there is no demand for the dwelling with the occupancy restriction in place. The condition still serves a planning purpose and is still reasonable and necessary to help maintain a supply of rural workers in the area. As a result, allowing the removal of the occupancy condition would be contrary to development plan policies S1 and S5 as well as NPPF (Dec 2024) paragraph 84.

Other Matters:

Flood Zone

The site is located within Flood Zone 2 (medium probability). Owing to the nature of the application which seeks to remove an agricultural occupancy condition this is not a consideration for this determination.

Public Right of Way

There is claimed Public Right of Way (Glenthams DMMO 634) running to the south of the site close to the A631. Owing to the nature of the application which seeks to remove an agricultural occupancy condition this is not a consideration for this determination.

Shire Group IDB

Have provided a standard response in regards to no obstruction within 9 metres of a watercourse and surface Water disposal. Owing to the nature of the application which seeks to remove an agricultural occupancy condition if it is minded to grant permission these informatives will not be attached to the decision notice.

Conclusion and reasons for decision:

Policy S5 of the Central Lincolnshire Local Plan and Paragraph 84 of the National Planning Policy Framework (NPPF), seek to promote sustainable development in

rural areas, and paragraph 83 states that new housing should be located where it will enhance or maintain the vitality of rural communities. Paragraph 84 goes on to state that new isolated homes in the countryside should be avoided unless there are special circumstances. The dwelling was only granted in special circumstances as a dwelling would not ordinarily be granted at the time of approval, and despite the passage of time the restriction through paragraph 84 of the NPPF and policy S5 still apply. Therefore the application should be refused for the following reason:

1. Planning decisions should avoid creating isolated homes in the countryside unless it meets with certain criteria such as to meet the need for a rural worker. It has not been adequately demonstrated that there is no longer a need for the dwelling to continue to provide suitable accommodation for a rural worker with the occupancy restriction in place. It has not been demonstrated that the condition is no longer reasonable or necessary, or the dwelling is no longer suitable to provide accommodation for a rural worker. As a result, allowing the removal of the occupancy condition would be contrary to development plan policies S1 and S5 as well as NPPF (Dec 2024) paragraph 84.

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.



Planning Committee

24 June 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 Tom Parkes & Oliva Clarke against the decision of West Lindsey District Council to refuse planning permission for 1.5 storey side and rear extension to form car port, living area at ground floor with bedroom, bathroom and master bedroom at first floor with enclosed balcony at 13 The Little Cottage, Rasen Road, Tealby, Market Rasen, Lincolnshire LN8 3XL.

Appeal Allowed – See copy letter attached as Appendix Bi.

Officer Decision – Refuse



Appeal Decision

Site visit made on 3 March 2026

by **Richard Gilbert BA (Hons) MSc MSc MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 02 June 2026

Appeal Ref: 6000947

13 The Little Cottage, Rasen Road, Tealby, Market Rasen, Lincolnshire LN8 3XL

- 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 Tom Parkes & Oliva Clarke against the decision of West Lindsey District Council.
 - The application Ref is WL/2025/00511.
 - The development was originally described as “Proposed 1.5 storey side and rear extension to form car port, living area at ground floor with bedroom, bathroom and master bedroom at first floor with enclosed balcony.”
-

Decision

1. The appeal is allowed and planning permission is granted for a 1.5 storey side and rear extension to form car port, living area at ground floor with bedroom, bathroom and master bedroom at first floor at 13 The Little Cottage, Rasen Road, Tealby, Market Rasen, Lincolnshire LN8 3XL in accordance with the terms of the application, Ref WL/2025/00511, and the plans submitted with it, subject to the conditions listed below:
 1. The development hereby permitted shall be begun before the expiration of three years from the date of this decision.
 2. The development hereby permitted shall be carried out in accordance with drawing nos: 1551/001; 1551/002 Rev A; 1551/004 Rev A; 1551/005 Rev A
 3. Notwithstanding condition 2 which requires the development to be carried out in accordance with the approved plans, no development shall take place until details of all external materials to be used in the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Procedural Matter

2. I have amended the description of development in my formal decision above to remove reference to an enclosed balcony which was not included in the plans which the Council considered in their determination of the application. I note that annotation referring to a balustrade remains on the elevation plan, however no such feature is shown on either the elevation drawings or floor plans.
3. The Council has cited Policy S54 of the Central Lincolnshire Local Plan (2023) (CLLP) in its reason for refusal. However, as this policy relates to health and wellbeing, it is clear from the Officer Report that it has assessed the proposal against Policy S53. The appellants have referred to Policy S53 in their statement of

case and therefore I am satisfied that the Council's reference in their decision notice is a typing error.

Main Issue

4. The main issue is the effect of the proposed development on the character and appearance of the property and the surrounding area, including the setting of the Tealby Conservation Area.

Reasons

5. The appeal property, 13 Rasen Road, is a stone and brick-built semi-detached dormer bungalow located at Rasen Road, a main route through the village. It forms one half of a pair of cottages, the other being 15 Rasen Road, which are set back from the highway by gardens and driveways. Despite the addition of flat-roof dormers, the pair have retained their symmetrical appearance. The character and appearance of Rasen Road, where the appeal site is located, is typified by 20th century residential development mostly in the form of dormer bungalows. Some two-storey stone cottages are located to the northeast, but these are largely screened from the appeal site by trees and hedging situated next to the telephone exchange. A public footpath (PRoW) traverses the fields to the south of the site.
6. The appeal proposal involves an extension to the side which would be set-back from the front elevation of the main house and incorporate a car port with office, living and bedroom accommodation above. The proposal would feature a clipped gable elevation with a recessed link connecting the main part of the extension to the dwelling. A flat roofed single storey element would project beyond the main rear elevation of the house into the rear garden. The proposal would occupy the gap between the host property and telephone exchange adjacent.
7. The location of the extension is typical of a side addition and is set-back substantially from the main façade, lessening its visual presence. The recessed link element, combined with the set-back of its principal elevation, would preserve the legibility and prominence of the host dwelling, resulting in a subservient, rather than over-dominant addition. Furthermore, the recessed link would enable the clipped-gable elevation to appear detached from the main dwelling, making it seem narrower and therefore diminishing the impression of its visual width.
8. The roof of the recessed link would attach to the side dormer towards the rear roof slope of the appeal dwelling. The front of that dormer would be retained alongside most of the roof. Therefore, when combined with the set-back of the extension, the shape and form of the original roof would not be interrupted from vantage points across the highway. The recessed link would produce a further visual separation between the extension and the pair of dwellings allowing their original balance to remain a defining characteristic. Consequently, although the extension would alter the symmetry shared between Nos.13 and 15, this change would not result in harm.
9. In terms of design, the extension would have a modern style, particularly in respect of its car port, fenestration and choice of materials, notably the contrasting slate tiles. Notwithstanding, the subservience of the extension relative to the host property would enable these characteristics to be viewed as positive and complimentary to No.13's appearance, not incongruous. Whilst I acknowledge that the extension's depth contributes to its bulk, the 1.5 storey element would terminate

at the existing depth of the host dwelling. This arrangement, in combination with its clipped gable roof, would minimise the impression of bulk and massing when viewed from vantage points across Rasen Road, the public footpath and Front Street further south.

10. The significance of the Tealby Conservation Area (TCA) is derived from its development as a medieval fortified village and subsequent evolution. It has an organic form concentrated along a spine. Where there has been more recent development it has been concentrated along Rasen Road and Cow Lane.
11. Paragraph 212 of the National Planning Policy Framework (the Framework) states that when considering the impacts of development on the significance of heritage assets, great weight should be given to the asset's conservation. The extension would not be particularly visible from the TCA due to the presence of intervening trees and hedges while, because of its positioning within the profile of the appeal property, it would not interrupt views eastward into the TCA. The views obtained across the pasture land and PRow towards the appeal site include only modern 20th century dwellings situated on the southern side of Rasen Road. I am therefore satisfied that the extension would not cause harm to the TCA from these vantage points. Consequently, the location and scale of the development, in combination with intervening boundary treatments, mean that it would not incur harm to the significance of the TCA.
12. The development is proposed within the Lincolnshire Wolds National Landscape. In arriving at my decision, I have had regard, and given great weight, to furthering the purpose of conserving and enhancing the landscape, scenic and natural beauty of this area of national importance. In so doing, I have taken into account the consultation response of the Lincolnshire Wolds Countryside Service who, alongside confirming the acceptability of the proposal as far as it relates to their remit, have offered advice in relation to the development's external material finish.
13. For the reasons set out above, the development would preserve the character and appearance of the area, as well as the setting of the TCA. Consequently, the development would not be in conflict with Policies S53 and S57 of the CLLP which seek to ensure development achieves high quality design that contributes positively to local character while also protecting the historic environment.

Conditions

14. I have considered the conditions put forward by the Council against paragraph 57 of the Framework and the advice in the Planning Practice Guidance.
15. In the interests of certainty and clarity, I have imposed the standard conditions relating to the commencement of development as well as the approved plans. In the interests of the character and appearance of the area, I have imposed a pre-commencement condition relating to the submission of all external materials as it is necessary for precise details to be agreed prior to development taking place.
16. A number of conditions relating to archaeology have been suggested, however given the location of the appeal site, I consider that they would not be proportionate to the scale and nature of the development and therefore would not be reasonable to impose.

17. I have considered the appellant's suggested conditions relating to tree protection and energy efficiency. However, I am satisfied that they are not necessary to impose in order to grant planning permission.

Conclusion

18. For the reasons given above the appeal should be allowed.

Richard Gilbert

INSPECTOR

Agenda Item 9a

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

Document is Restricted